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OFFICE OF THE WHITE HOUSE PRESS SECRETARY
(Columbus, Ohio)

THE WHITE HOUSE

REMARKS OF THE PRESIDENT
AT THE SUMMER COMMENCEMENT
OHIO STATE UNIVERSITY

ST. JOHN ARENA

10:11 A.M. EDT

President Enarson, President Flemming, Governor Gilligan, Senator Metzenbaum, Congressman Sam Devine, Congressman Chalmers Wylie, Mr. Mayor, honored graduates, members of your family, and friends, and guests:

It is a very great privilege and exceedingly high honor to participate in this wonderful graduation ceremony. And at the outset, may I congratulate each and every one of the graduates.

But if I might add, I think appropriate congratulations to the members of your family -- husbands, wives, mothers, fathers, and others who have done so much to make it possible for you to be here on this wonderful occasion.

And I think it is appropriate also that we add a special tribute to the members of the faculty who have likewise contributed to this very wonderful occasion.

So much has happened in the few months since you were so very kind to ask me to participate on this occasion. I was then America's first instant Vice President -- and now, America's first instant President. The United States Marine Band is so confused they don't know whether to play "Hail to the Chief" or "You've Come a Long Way, Baby." (Applause)

Obviously, it is a very great honor for me to be at Ohio State University, sometimes known as the Land of the Free and the Home of Woody Hayes. I met Woody at the airport. We just had our picture taken together and when the picture appears in today's Dispatch, I am pretty sure what the caption will say: "Woody Hayes, and Friend."

As many of you know, I have had a great interest in football for a good many years. I played center for the University of Michigan and I still remember my senior year back in 1934. The Wolverines played Ohio in Columbus, and we lost 34 to nothing. And to make it even worse, we lost seven out of our eight ball games, but what really hurt was that my teammates, after the end of the season, voted me the most valuable player. (Laughter) I didn't know whether to smile or sue. (Laughter.) But I want you to know that I have a great feeling of kinship with this graduating class. I understand that you have all taken your final examinations this week. As your new President, I feel like I am just beginning mine. They are tough, both at home and abroad, but we will make it. Instead of dwelling on how my team lost here in Columbus in 1934, I would prefer to advance the clock to 1974 and talk about winning against the odds that confront today's graduates and all America.

MORE



The first of these problems is summed up by the editor of your campus newspaper. She reports that the one dominant question in the minds of this year's graduates is very simple: How can I get a job that makes sense as well as money?

Your professors tell you that education unlocks creative genius and imagination and that you must develop your human potential. And students have accepted this. But then Catch 22 enters the picture. You spend four years in school, graduate, go into the job market, and are told that the rules have changed. There is no longer a demand for your specialty -- another educational discipline is now required.

And so one or two more years of study inevitably follows and you again return to the job market. Yes, what you now offer is saleable except that competition is very tough. To succeed you must acquire further credentials so you go back to the university and ultimately emerge with a Masters or even a Ph.D.

And you know what happens next? You go out and look for a job and now they say you are over-qualified.

In one form or another, this is a Three Shell Game. Our society has been playing tricks with our greatest natural energy source. That is you. And this has got to be stopped.

Although this Administration will not make promises it cannot keep, I do want to pledge one thing to you here and now. I will do everything in my power to bring education and employers together in a new climate of credibility -- an atmosphere in which universities turn out scholars and employers turn them on.

Ever since President Abraham Lincoln initiated the concept of Land Grant colleges, set up to bring people and students closer to the land, the Federal Government has been interested in the practical application of education.

Take the example of Project Independence. Frankly, I am not satisfied with the progress we are making toward energy independence by 1980. However, this is a problem that I can appropriately discuss at a Labor Day weekend commencement. It concerns both the academic community and our great labor organizations.

I am not speaking of gasoline for a Labor Day trip to the lake or seashore. I am speaking of fuel and raw materials for our factories which are threatened by shortages and high costs. Skills and intellect must harmonize so that the wheels of industry not only hum but sing.

MORE



I propose a great new partnership of labor and educators. Why can't the Universities of America open their doors wide to working men and women, not only as students, but as teachers? Practical problem-solvers can contribute much to education, whether or not they hold degrees. The fact of the matter is that education is being strangled -- by degrees.

I want to see labor open its ranks to researchers and problem-solvers of the campuses whose research can give better tools and methods to the workman. I want to see a two-way street speeding the traffic of scientific developments, speeding the creation of new jobs, speeding the day of self-sufficiency in energy and speeding an era of increased production for America and the world.

What good is training if it is not applied to jobs? What good are factories if they are shut down? What good is business and industry without those who solve their problems, perform their jobs and spend their paychecks?

Next year, I will ask Congress to extend two laws which are expiring. One provides for higher education, the other for vocational education. Both are essential because we need new jobs and we need new skills, academically as well as vocationally.

Your Government will help you create a vocational environment responsive to our needs, but the Government cannot achieve personal fulfillment for each of you. You, in this case, are the essential ingredient. Your determination, your dedication, your will will make the significant difference.

For you, the time has come to test the theories of the academic world in the laboratory of life. As President, I invite students and graduates and faculties to contribute their energies and their genius in the solution of massive problems facing America. I invite your ideas and your initiatives in fighting inflation, in providing realistic education, in making sure our free enterprise system continues to give freedom as well as enterprise.

Show us how to increase productivity. Show us how to combine new lifestyles with old responsibilities. Show us how universities can work with industry and labor unions to devise a whole new community of learning across this great land. Show us how work-study programs can become a part of the ongoing educational process. Show us how new skills can improve technology while humanizing its use.

MORE



A French statesman once observed that war is much too important to be left to Generals. Our Nation's future is far too important to be left only to Presidents or other officials of the Federal Government.

I like the phrase of a former great President, Theodore Roosevelt: "The Government is us; we are the Government, you and I." Oh yes, your vote and your voice are essential, as essential as mine if each American is to take individual responsibility for our collective future.

As you move into that job that makes sense and money to you -- and you will find it -- you move from a position of strength. With the war over and the draft ended, your duty now to your country is to enlist in the campaigns currently being waged against our urgent domestic threats, especially inflation, which is Public Enemy No. 1.

Abroad, we are seeking new peaceful relationships, not only with the Soviet Union and the People's Republic of China, but with all peoples -- industrial, under-developed nations, every nation, if we possibly can.

There will be continuity in our foreign policy and continued realism in our self-defense.

At home, the Government must help people in doing things they cannot achieve as individuals. Accordingly, I have asked the Secretaries of Commerce, Labor and HEW to report to me new ways to bring the world of work and the institutions of education closer together. For your Government as well as you, the time has come for a fusion of the realities of a work-a-day life with the teaching of academic institutions.

As a starter, the Department of Labor will shortly announce a pilot program to improve occupational information for graduates and others in making career choices. There will be grants for State and local initiatives to provide data on occupations available and to help channel the potential employees into positions which are not only personally satisfying but financially rewarding.

The States have always assumed the primary responsibility for public education. That tradition, in my judgment, is very sound and Ohio State University and my alma mater, the University of Michigan, are excellent examples. But there is now too much confusion about which level of Government is to play which role in post-secondary education.

I am directing the responsible agencies of the Federal Government to make a new evaluation of where we are, where we want to go, and where we can reasonably expect to be five years from now.

MORE



Discussions will be held with Governors, State legislators, academic leaders, Federal officials, and the consumers of education.

Our goal of quality education is on a collision course with the escalating demands for the public dollar. Everyone must have a clearer understanding and a clear agreement on who is responsible for the specific aspects of direction and the financing of a college education.

Often times our Federal Government tries to do too much and unfortunately achieves too little. There are, for example, approximately 380 separate Federal educational programs beyond the high school level, some duplicating others, administered by some 50 separate Executive agencies. The result inevitably is a bureaucracy that often provides garbled guidelines instead of taut lifelines to good and available jobs.

But let us look for a moment beyond the campus and beyond Washington.

In 1972, I was fortunate to visit the People's Republic of China. With four times the population of the United States, a nation growing at the rate of two New York Cities every 12 months, that vast nation is making very significant technological progress. From a personal observation as well as by records, you can see the Chinese productivity is gaining momentum, and the majority of the Chinese on the mainland today are young people, highly motivated, extremely well disciplined.

As fellow human beings, we celebrate the rising capacities of the Chinese nation, a people with a firm belief in their own destiny.

However, as Americans, motivated by free competition, we see a distant challenge. And I believe all Americans welcome that challenge.

We must compete internationally not only to maintain the balance of trade in our standard of living but to offer to the world's impoverished examples and opportunities for a better life. We should do that for humane and for perhaps even self interest.

MORE



Let this peaceful competition, however, animate the last quarter of the twentieth century. And I am confident that America's youth will make the difference. You are America's greatest untapped source of energy. But energy unused is energy wasted.

It is my judgment that we must make extraordinary efforts to apply our know-how, our capital, our technology, and our human resources to increase productivity at a faster rate. Unfortunately, inflation is creating a national state of public anxiety. Productivity, yours as well as mine, must improve if we are to have less of an inflationary economy. In the long-run, it is the only way that we can raise wages without inflationary price increases. It is essential in creating new jobs and increasing real wages. In a growing economy, every one, labor, management and the consumer, wins when productivity expands.

At this very moment of America's history, we have the knowledge and the material resources to do almost anything that any one of us, or all of us collectively, can imagine. We can explore the depth of the ocean. We can put a man on the moon. We can reach for the stars.

But great problems confront us here on earth. To face these problems, we need even more than technology, we need more than programs. We need a belief in ourselves. We need the will, the dedication, the discipline to take action.

Let us take a new look at ourselves as Americans. Let us draw from every resource available. Let us seek a real partnership between the academic community and the rest of our society. Let us aspire to excellence in every aspect of our national life.

Now, may I close with a word between friends? Sometimes deep feelings can get lost in words. I don't want that to happen here today. And so I would like to share with you something that I feel very deeply: The world is not a lonely place. There is light and life and love enough for all of us. And I ask you, and all Americans, to reach out to join hands with me -- and together we will seek it out.

Thank you very much.

END

(AT 10:32 A.M. EDT)




THE WHITE HOUSE

WASHINGTON

April 12, 1975

MEMORANDUM FOR: JIM CANNON

FROM: ROGER D. SEMERAD 

SUBJECT: WORK AND EDUCATION

I understand that the President inquired of Secretary Dunlop in his meeting on April 11, regarding the Administration's work and education initiatives.

The President's August 30, 1974 Ohio State speech highlighted the need for better fusing education and work and in particular easing the transition from school to the workplace. For some years, Administration task forces have had difficulty in clarifying these and related issues and developing plans that detail appropriate Federal responsibilities. Following the August speech, the Departments of HEW, Labor and Commerce initiated the development of an action plan. The President also urged the National Commission for Manpower Policy to look into this area.

The Secretaries recommended a series of approaches which required further refinement and cost analysis. The Domestic Council, with concurrence of OMB, rejected this first effort primarily because of its cost, in excess of \$250 million.

A follow-up paper (attached at Tab A) was submitted calling for the creation of a cabinet committee, a Presidential council and other structural overlays. The President's commitment was also sought for specific concepts (e.g., career education, competency based education) and specific program techniques (use of television by HEW, pilot labor market data collection by the DOL). The combination of concepts and tools still did not add up to a practical plan of action. Initial staffing of these recommendations generated an alternate decision paper (attached at Tab B) which was also shared with Secretary Weinberger. Both papers were transmitted to the President. No action was taken.



Subsequently, the Domestic Council and OMB staff met with the Secretaries' representatives to seek ways of recasting recommendations that would define a Federal role more clearly, translate concepts into concrete initiatives, avoid duplicative overhead, and eliminate possible new spending items. Secretary Weinberger's office took responsibility for redrafting a decision paper which reflected our views. A reviewed set of recommendations has not yet been submitted.

The Secretaries of HEW, Labor and Commerce with the advice, as appropriate, of the National Commission for Manpower Policy, should be directed to complete a revised paper that articulates a reasonable Federal role, provides a unified strategy, specifies achievable objectives, and gives cognizance to budgetary constraints. A completion date of June is recommended. Emphasis on the coordinated and effective management of existing programs and advisory councils is of foremost importance.

EDUCATION AND WORK INITIATIVE

Decision Memorandum

December 11, 1974

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;

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;

Concur _____

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 _____

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.
3. \$10.5 million level: At this level, we would fund the Council (\$1.5 million), work experience programs as above (\$5 million), additional development of competency-based education (\$2 million), and technical assistance to State and local organizations in developing and using occupational and educational information (\$2 million).

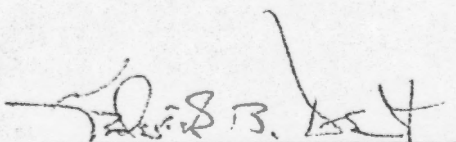
We recommend funding at least at the \$6.5 million level.

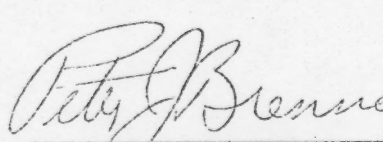
DECISION

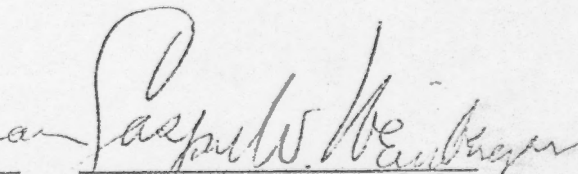
\$ 1.5 million level _____

\$ 6.5 million level _____

\$10.5 million level _____


Secretary of Commerce


Secretary of Labor


Secretary of Health,
Education and Welfare



Attachment: Memorandum For The President

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.

* * *

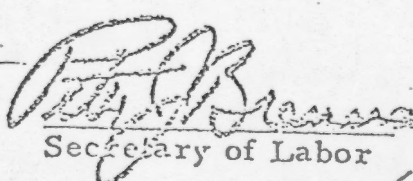


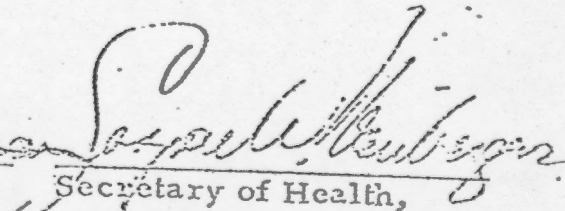
Basically, what we are proposing are some moderate changes of emphasis in selected Federal programs. Our programmatic recommendations have a distinctly R&D and technical assistance emphasis. We stress again the underlying strategy, which is to strengthen and sharpen the focus of efforts already underway 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



THE WHITE HOUSE

WASHINGTON

January 29, 1975

MEMORANDUM FOR: THE PRESIDENT

FROM: KEN COLE

SUBJECT: POLICY OPTIONS FOR EDUCATION
AND WORK INITIATIVE

BACKGROUND

Your Ohio State speech has generated support and anticipation for a more realistic relationship and balance between work and education. Public response has been heavy and supportive on this issue, with most people glad to see more realistic, practical thinking regarding educational priorities.

In your meeting on December 3 with Secretaries Dant, Brennan and Weinberger on ways in which the Administration might move to effect better relationships between the worlds of work and education, you requested a decision paper outlining the alternatives available. (See Tab A)

This memorandum essentially duplicates the Interagency Task Force memorandum and in some places disagrees with their suggestions and recommends different language or actions agreed to by Paul O'Neill, Bob Goldwin and me. Suggested language incorporating your decisions will be drafted for inclusion in a special education statement or a speech before an education group.

LEADERSHIP

To provide federal leadership of matters which are primarily State and local concerns, the Interagency Task Force recommends that:



1. You continue personal leadership of this initiative, include an appeal for institutional change in an address to some educational groups, and make linking education and work an ongoing part of Administration policy.

Cole, O'Neill, Goldwin recommend approval.

Approve _____ Disapprove _____

2. You formally establish a Domestic Council 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.

Cole, O'Neill, Goldwin recommend approval.

Approve _____ Disapprove _____

3. You form a Council on Education and Work, of 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.

Cole, O'Neill, Goldwin recommend disapproval.

Approve _____ Disapprove _____

Instead, we recommend that the National Institute of Education establish a task force on education and work, including educators, young people, businessmen, workers, and several existing National Advisory bodies which impact directly on this matter.

Approve _____ Disapprove _____



DIRECTIONS

The Interagency Task Force proposes 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. They 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 post-secondary schooling.

Cole, O'Neill, Goldwin recommend approval.

Approve _____ Disapprove _____

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.

Cole, O'Neill, Goldwin recommend disapproval. It is generally believed that much remains to be learned about the impact of a federally stimulated push in the direction of competency-based education. Both the Fund for the Improvement of Postsecondary Education and the National Institute of Education are studying this issue and it would be inappropriate for you to endorse this concept at this time.

Approve _____ Disapprove _____

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

Cole, O'Neill, Goldwin recommend disapproval.

Approve _____ Disapprove _____

Instead, we recommend: improve federal focus on vocational,



cooperative, career and continuing education with emphasis on local collaboration with the business/labor community and with the family.

Approve _____ Disapprove _____

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.

Cole, O'Neill, Goldwin recommend approval.

Approve _____ Disapprove _____

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.

Cole, O'Neill, Goldwin recommend disapproval. Television is a method of dissemination. Presidential action not required.

Approve _____ Disapprove _____

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

Cole, O'Neill, Goldwin recommend disapproval.

Approve _____ Disapprove _____

Their statement assumes that Department of Labor pilot programs are the answer to the occupational information breakdown. We suggest alternative language: Develop strategies for occupational information, and provide technical assistance to States on the development and use of occupational and educational information.

Approve _____ Disapprove _____



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

Cole, O'Neill, Goldwin recommend disapproval.

Approve _____ Disapprove _____

Instead, we recommend the following: Encourage direct linkages between the Employment Service and schools or appropriate community councils such as the CETA Manpower Councils.

Approve _____ Disapprove _____

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

Cole, O'Neill, Goldwin recommend disapproval.

Approve _____ Disapprove _____

By including continuing education with career education in proposal number 3, we add the desired emphasis on adult problems. HEW at its own initiative may decide to continue research on adult problems.

MOMENTUM

\$3 million has already been provided for Work and Education in the budget of the Fund for Improvement of Postsecondary Education. Within N.I.E., there is \$12.4 million being devoted generally to these issues of which \$2.4 million will be for new initiatives in FY 1976. Labor is spending at least \$26 million per year on occupational information. Work experience programs have been run by Labor at a cost of hundreds of millions of dollars in recent years. New project funds are unnecessary. Labor has an annual research budget of \$23 million.



To give impetus to a N. L. E. Task Force undertaking additional research and analysis on this specific idea, including utilizing existing Advisory Councils, the private sector, and State organizations, an additional \$2 million is recommended. OMB feels that these funds could be transferred from the Department of Labor.

Cole, Goldwin recommend approval.

Approve _____ Disapprove _____




THE WHITE HOUSE

WASHINGTON

May 29, 1975

MEMORANDUM FOR: JIM CANNON

FROM: ART QUERN 

SUBJECT: Project on "Work and Education"

You have indicated that Secretary Dunlop would like to meet with you, Secretary Weinberger and Secretary Morton to discuss the President's request for a better meshing of the job preparation given in schools with the actual needs of the job market. The President articulated this issue in a speech at Ohio State University on August 30, 1974.

This memo is to:

1. Recommend that you convene the meeting as requested with the addition of OMB as a participant.
2. Provide you with some brief background on the issue.

BACKGROUND

The President in an August 30, 1974, speech (Tab A) called for a better fusing of education to work. More particularly, he identified a need to find ways of easing the transition from school to the workplace.

The Secretaries of HEW, Labor, and Commerce were asked to prepare an action plan for achieving these goals.

- their first effort produced a \$250 million proposal which OMB and the Domestic Council judged as not meeting the requirements set forth by the President.
- their second effort produced little more than an impractical collection of old ideas which had been simply dusted off and recycled.
- they are currently engaged in another effort but have not yet submitted any specifics.

Secretary Dunlop is reported to have begun to move on this and apparently has some specific approaches he would like to discuss.

Roger Semerad has been working on this issue with OMB. He prepared the detailed background package in Tab B.

cc: Dick Dunham

THE WHITE HOUSE

REMARKS OF THE PRESIDENT
AT THE SUMMER COMMENCEMENT
OHIO STATE UNIVERSITY

ST. JOHN ARENA

10:11 A.M. EDT

President Enarson, President Flemming, Governor Gilligan, Senator Metzenbaum, Congressman Sam Devine, Congressman Chalmers Wylie, Mr. Mayor, honored graduates, members of your family, and friends, and guests:

It is a very great privilege and exceedingly high honor to participate in this wonderful graduation ceremony. And at the outset, may I congratulate each and every one of the graduates.

But if I might add, I think appropriate congratulations to the members of your family -- husbands, wives, mothers, fathers, and others who have done so much to make it possible for you to be here on this wonderful occasion.

And I think it is appropriate also that we add a special tribute to the members of the faculty who have likewise contributed to this very wonderful occasion.

So much has happened in the few months since you were so very kind to ask me to participate on this occasion. I was then America's first instant Vice President -- and now, America's first instant President. The United States Marine Band is so confused they don't know whether to play "Hail to the Chief" or "You've Come a Long Way, Baby." (Applause)

Obviously, it is a very great honor for me to be at Ohio State University, sometimes known as the Land of the Free and the Home of Woody Hayes. I met Woody at the airport. We just had our picture taken together and when the picture appears in today's Dispatch, I am pretty sure what the caption will say: "Woody Hayes, and Friend."

As many of you know, I have had a great interest in football for a good many years. I played center for the University of Michigan and I still remember my senior year back in 1934. The Wolverines played Ohio in Columbus, and we lost 34 to nothing. And to make it even worse, we lost seven out of our eight ball games, but what really hurt was that my teammates, after the end of the season, voted me the most valuable player. (Laughter) I didn't know whether to smile or sue. (Laughter.) But I want you to know that I have a great feeling of kinship with this graduating class. I understand that you have all taken your final examinations this week. As your new President, I feel like I am just beginning mine. They are tough, both at home and abroad, but we will make it. Instead of dwelling on how my team lost here in Columbus in 1934, I would prefer to advance the clock to 1974 and talk about winning against the odds that confront today's graduates and all America.

MORE



The first of these problems is summed up by the editor of your campus newspaper. She reports that the one dominant question in the minds of this year's graduates is very simple: How can I get a job that makes sense as well as money?

Your professors tell you that education unlocks creative genius and imagination and that you must develop your human potential. And students have accepted this. But then Catch 22 enters the picture. You spend four years in school, graduate, go into the job market, and are told that the rules have changed. There is no longer a demand for your specialty -- another educational discipline is now required.

And so one or two more years of study inevitably follows and you again return to the job market. Yes, what you now offer is saleable except that competition is very tough. To succeed you must acquire further credentials so you go back to the university and ultimately emerge with a Masters or even a Ph.D.

And you know what happens next? You go out and look for a job and now they say you are over-qualified.

In one form or another, this is a Three Shell Game. Our society has been playing tricks with our greatest natural energy source. That is you. And this has got to be stopped.

Although this Administration will not make promises it cannot keep, I do want to pledge one thing to you here and now. I will do everything in my power to bring education and employers together in a new climate of credibility -- an atmosphere in which universities turn out scholars and employers turn them on.

Ever since President Abraham Lincoln initiated the concept of Land Grant colleges, set up to bring people and students closer to the land, the Federal Government has been interested in the practical application of education.

Take the example of Project Independence. Frankly, I am not satisfied with the progress we are making toward energy independence by 1980. However, this is a problem that I can appropriately discuss at a Labor Day weekend commencement. It concerns both the academic community and our great labor organizations.

I am not speaking of gasoline for a Labor Day trip to the lake or seashore. I am speaking of fuel and raw materials for our factories which are threatened by shortages and high costs. Skills and intellect must harmonize so that the wheels of industry not only hum but sing.

I propose a great new partnership of labor and educators. Why can't the Universities of America open their doors wide to working men and women, not only as students, but as teachers? Practical problem-solvers can contribute much to education, whether or not they hold degrees. The fact of the matter is that education is being strangled -- by degrees.

I want to see labor open its ranks to researchers and problem-solvers of the campuses whose research can give better tools and methods to the workman. I want to see a two-way street speeding the traffic of scientific developments, speeding the creation of new jobs, speeding the day of self-sufficiency in energy and speeding an era of increased production for America and the world.

What good is training if it is not applied to jobs? What good are factories if they are shut down? What good is business and industry without those who solve their problems, perform their jobs and spend their paychecks?

Next year, I will ask Congress to extend two laws which are expiring. One provides for higher education, the other for vocational education. Both are essential because we need new jobs and we need new skills, academically as well as vocationally.

Your Government will help you create a vocational environment responsive to our needs, but the Government cannot achieve personal fulfillment for each of you. You, in this case, are the essential ingredient. Your determination, your dedication, your will will make the significant difference.

For you, the time has come to test the theories of the academic world in the laboratory of life. As President, I invite students and graduates and faculties to contribute their energies and their genius in the solution of massive problems facing America. I invite your ideas and your initiatives in fighting inflation, in providing realistic education, in making sure our free enterprise system continues to give freedom as well as enterprise.

Show us how to increase productivity. Show us how to combine new lifestyles with old responsibilities. Show us how universities can work with industry and labor unions to devise a whole new community of learning across this great land. Show us how work-study programs can become a part of the ongoing educational process. Show us how new skills can improve technology while humanizing its use.

MORE



A French statesman once observed that war is much too important to be left to Generals. Our Nation's future is far too important to be left only to Presidents or other officials of the Federal Government.

I like the phrase of a former great President, Theodore Roosevelt: "The Government is us; we are the Government, you and I." Oh yes, your vote and your voice are essential, as essential as mine if each American is to take individual responsibility for our collective future.

As you move into that job that makes sense and money to you -- and you will find it -- you move from a position of strength. With the war over and the draft ended, your duty now to your country is to enlist in the campaigns currently being waged against our urgent domestic threats, especially inflation, which is Public Enemy No. 1.

Abroad, we are seeking new peaceful relationships, not only with the Soviet Union and the People's Republic of China, but with all peoples -- industrial, underdeveloped nations, every nation, if we possibly can.

There will be continuity in our foreign policy and continued realism in our self-defense.

At home, the Government must help people in doing things they cannot achieve as individuals. Accordingly, I have asked the Secretaries of Commerce, Labor and HEW to report to me new ways to bring the world of work and the institutions of education closer together. For your Government as well as you, the time has come for a fusion of the realities of a work-a-day life with the teaching of academic institutions.

As a starter, the Department of Labor will shortly announce a pilot program to improve occupational information for graduates and others in making career choices. There will be grants for State and local initiatives to provide data on occupations available and to help channel the potential employees into positions which are not only personally satisfying but financially rewarding.

The States have always assumed the primary responsibility for public education. That tradition, in my judgment, is very sound and Ohio State University and my alma mater, the University of Michigan, are excellent examples. But there is now too much confusion about which level of Government is to play which role in post-secondary education.

I am directing the responsible agencies of the Federal Government to make a new evaluation of where we are, where we want to go, and where we can reasonably expect to be five years from now.

MORE



Discussions will be held with Governors, State legislators, academic leaders, Federal officials, and the consumers of education.

Our goal of quality education is on a collision course with the escalating demands for the public dollar. Everyone must have a clearer understanding and a clear agreement on who is responsible for the specific aspects of direction and the financing of a college education.

Often times our Federal Government tries to do too much and unfortunately achieves too little. There are, for example, approximately 380 separate Federal educational programs beyond the high school level, some duplicating others, administered by some 50 separate Executive agencies. The result inevitably is a bureaucracy that often provides garbled guidelines instead of taut lifelines to good and available jobs.

But let us look for a moment beyond the campus and beyond Washington.

In 1972, I was fortunate to visit the People's Republic of China. With four times the population of the United States, a nation growing at the rate of two New York Cities every 12 months, that vast nation is making very significant technological progress. From a personal observation as well as by records, you can see the Chinese productivity is gaining momentum, and the majority of the Chinese on the mainland today are young people, highly motivated, extremely well disciplined.

As fellow human beings, we celebrate the rising capacities of the Chinese nation, a people with a firm belief in their own destiny.

However, as Americans, motivated by free competition, we see a distant challenge. And I believe all Americans welcome that challenge.

We must compete internationally not only to maintain the balance of trade in our standard of living but to offer to the world's impoverished examples and opportunities for a better life. We should do that for humane and for perhaps even self interest.

MORE



Let this peaceful competition, however, animate the last quarter of the twentieth century. And I am confident that America's youth will make the difference. You are America's greatest untapped source of energy. But energy unused is energy wasted.

It is my judgment that we must make extraordinary efforts to apply our know-how, our capital, our technology, and our human resources to increase productivity at a faster rate. Unfortunately, inflation is creating a national state of public anxiety. Productivity, yours as well as mine, must improve if we are to have less of an inflationary economy. In the long-run, it is the only way that we can raise wages without inflationary price increases. It is essential in creating new jobs and increasing real wages. In a growing economy, every one, labor, management and the consumer, wins when productivity expands.

At this very moment of America's history, we have the knowledge and the material resources to do almost anything that any one of us, or all of us collectively, can imagine. We can explore the depth of the ocean. We can put a man on the moon. We can reach for the stars.

But great problems confront us here on earth. To face these problems, we need even more than technology; we need more than programs. We need a belief in ourselves. We need the will, the dedication, the discipline to take action.

Let us take a new look at ourselves as Americans. Let us draw from every resource available. Let us seek a real partnership between the academic community and the rest of our society. Let us aspire to excellence in every aspect of our national life.

Now, may I close with a word between friends? Sometimes deep feelings can get lost in words. I don't want that to happen here today. And so I would like to share with you something that I feel very deeply: The world is not a lonely place. There is light and life and love enough for all of us. And I ask you, and all Americans, to reach out to join hands with me -- and together we will seek it out.

Thank you very much.

END

(AT 10:32 A.M. EDT)



B

THE WHITE HOUSE

WASHINGTON

April 12, 1975

MEMORANDUM FOR: JIM CANNON

FROM: ROGER D. SEMERAD *RDS*

SUBJECT: WORK AND EDUCATION

I understand that the President inquired of Secretary Dunlop in his meeting on April 11, regarding the Administration's work and education initiatives.

The President's August 30, 1974 Ohio State speech highlighted the need for better fusing education and work and in particular easing the transition from school to the workplace. For some years, Administration task forces have had difficulty in clarifying these and related issues and developing plans that detail appropriate Federal responsibilities. Following the August speech, the Departments of HEW, Labor and Commerce initiated the development of an action plan. The President also urged the National Commission for Manpower Policy to look into this area.

The Secretaries recommended a series of approaches which required further refinement and cost analysis. The Domestic Council, with concurrence of OMB, rejected this first effort primarily because of its cost, in excess of \$250 million.

A follow-up paper (attached at Tab A) was submitted calling for the creation of a cabinet committee, a Presidential council and other structural overlays. The President's commitment was also sought for specific concepts (e.g., career education, competency based education) and specific program techniques (use of television by HEW, pilot labor market data collection by the DOL). The combination of concepts and tools still did not add up to a practical plan of action. Initial staffing of these recommendations generated an alternate decision paper (attached at Tab B) which was also shared with Secretary Weinberger. Both papers were transmitted to the President. No action was taken.



Subsequently, the Domestic Council and OMB staff met with the Secretaries' representatives to seek ways of recasting recommendations that would define a Federal role more clearly, translate concepts into concrete initiatives, avoid duplicative overhead, and eliminate possible new spending items. Secretary Weinberger's office took responsibility for redrafting a decision paper which reflected our views. A reviewed set of recommendations has not yet been submitted.

The Secretaries of HEW, Labor and Commerce with the advice, as appropriate, of the National Commission for Manpower Policy, should be directed to complete a revised paper that articulates a reasonable Federal role, provides a unified strategy, specifies achievable objectives, and gives cognizance to budgetary constraints. A completion date of June is recommended. Emphasis on the coordinated and effective management of existing programs and advisory councils is of foremost importance.



EDUCATION AND WORK INITIATIVE

Decision Memorandum

December 11, 1974



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 _____

Concur _____

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.
3. \$10.5 million level: At this level, we would fund the Council (\$1.5 million), work experience programs as above (\$5 million), additional development of competency-based education (\$2 million), and technical assistance to State and local organizations in developing and using occupational and educational information (\$2 million).

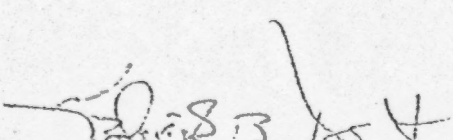
We recommend funding at least at the \$6.5 million level.

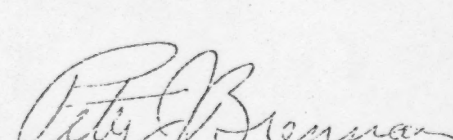
DECISION

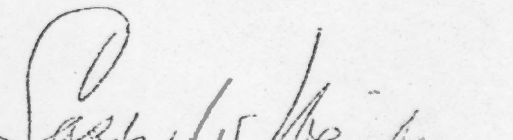
\$ 1.5 million level _____

\$ 6.5 million level _____

\$10.5 million level _____


Secretary of Commerce


Secretary of Labor


Secretary of Health,
Education and Welfare



Attachment: Memorandum For The President

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.

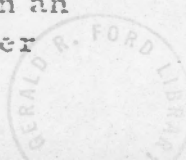
We are convinced that the modest first steps we outline below can make a big difference over time. They can start us in some hopeful directions. The lives of Americans are now separated too sharply into a period of learning (the first 20 years of life) and a period of work (ending at retirement). That 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.

* * *




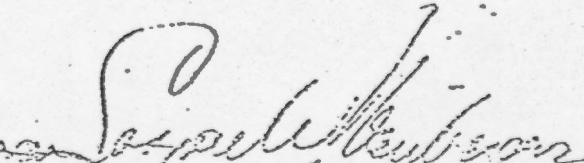
Basically, what we are proposing are some moderate changes of emphasis in selected Federal programs. Our programmatic recommendations have a distinctly R&D and technical assistance emphasis. We stress again the underlying strategy, which is to strengthen and sharpen the focus of efforts already underway 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



THE WHITE HOUSE

WASHINGTON

January 29, 1975

MEMORANDUM FOR: THE PRESIDENT

FROM: KEN COLE

SUBJECT: POLICY OPTIONS FOR EDUCATION
AND WORK INITIATIVE

BACKGROUND

Your Ohio State speech has generated support and anticipation for a more realistic relationship and balance between work and education. Public response has been heavy and supportive on this issue, with most people glad to see more realistic, practical thinking regarding educational priorities.

In your meeting on December 3 with Secretaries Dent, Brennan and Weinberger on ways in which the Administration might move to effect better relationships between the worlds of work and education, you requested a decision paper outlining the alternatives available. (See Tab A)

This memorandum essentially duplicates the Interagency Task Force memorandum and in some places disagrees with their suggestions and recommends different language or actions agreed to by Paul O'Neill, Bob Goldwin and me. Suggested language incorporating your decisions will be drafted for inclusion in a special education statement or a speech before an education group.

LEADERSHIP

To provide federal leadership of matters which are primarily State and local concerns, the Interagency Task Force recommends that:



1. You continue personal leadership of this initiative, include an appeal for institutional change in an address to some educational groups, and make linking education and work an ongoing part of Administration policy.

Cole, O'Neill, Goldwin recommend approval.

Approve _____ Disapprove _____

2. You formally establish a Domestic Council 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.

Cole, O'Neill, Goldwin recommend approval.

Approve _____ Disapprove _____

3. You form a Council on Education and Work, of 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.

Cole, O'Neill, Goldwin recommend disapproval.

Approve _____ Disapprove _____

Instead, we recommend that the National Institute of Education establish a task force on education and work, including educators, young people, businessmen, workers, and several existing National Advisory bodies which impact directly on this matter.

Approve _____ Disapprove _____



DIRECTIONS

The Interagency Task Force proposes 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. They 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 post-secondary schooling.

Cole, O'Neill, Goldwin recommend approval.

Approve _____ Disapprove _____

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.

Cole, O'Neill, Goldwin recommend disapproval. It is generally believed that much remains to be learned about the impact of a federally stimulated push in the direction of competency-based education. Both the Fund for the Improvement of Postsecondary Education and the National Institute of Education are studying this issue and it would be inappropriate for you to endorse this concept at this time.

Approve _____ Disapprove _____

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

Cole, O'Neill, Goldwin recommend disapproval.

Approve _____ Disapprove _____

Instead, we recommend: improve federal focus on vocational,

cooperative, career and continuing education with emphasis on local collaboration with the business/labor community and with the family.

Approve _____ Disapprove _____

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.

Cole, O'Neill, Goldwin recommend approval.

Approve _____ Disapprove _____

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.

Cole, O'Neill, Goldwin recommend disapproval. Television is a method of dissemination. Presidential action not required.

Approve _____ Disapprove _____

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

Cole, O'Neill, Goldwin recommend disapproval.

Approve _____ Disapprove _____

Their statement assumes that Department of Labor pilot programs are the answer to the occupational information breakdown. We suggest alternative language: Develop strategies for occupational information, and provide technical assistance to States on the development and use of occupational and educational information.

Approve _____ Disapprove _____



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

Cole, O'Neill, Goldwin recommend disapproval.

Approve _____ Disapprove _____

Instead, we recommend the following: Encourage direct linkages between the Employment Service and schools or appropriate community councils such as the CETA Manpower Councils.

Approve _____ Disapprove _____

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

Cole, O'Neill, Goldwin recommend disapproval.

Approve _____ Disapprove _____

By including continuing education with career education in proposal number 3, we add the desired emphasis on adult problems. HEW at its own initiative may decide to continue research on adult problems.

MOMENTUM

\$3 million has already been provided for Work and Education in the budget of the Fund for Improvement of Postsecondary Education. Within N. I. E., there is \$12.4 million being devoted generally to these issues of which \$2.4 million will be for new initiatives in FY 1976. Labor is spending at least \$26 million per year on occupational information. Work experience programs have been run by Labor at a cost of hundreds of millions of dollars in recent years. New project funds are unnecessary. Labor has an annual research budget of \$23 million.



To give impetus to a N.I.E. Task Force undertaking additional research and analysis on this specific idea, including utilizing existing Advisory Councils, the private sector, and State organizations, an additional \$2 million is recommended. OMB feels that these funds could be transferred from the Department of Labor.

Cole, Goldwin recommend approval.

Approve _____ Disapprove _____



Sent to
Queen

May 29, 1975

MEMORANDUM FOR: THE PRESIDENT

SUBJECT: EDUCATION AND WORK INITIATIVE

Your Ohio State speech on education and work generated a favorable response. The problems you identified are of great concern to many people. Your speech inspired anticipation and support for a closer relationship between education and the world of work.

Our extensive review of the evidence, of relevant studies, and of ongoing activities and programs, as well as consultation with many people in and outside of Government, confirms the conclusion that many problems result from the relative isolation of schools and colleges from work, the community and even the family. The thrust of this initiative should be bringing together these institutions.

In educational institutions and communities around the country, there is a readiness to deal with the problems you discussed, and the beginning of a consensus on how it can be done. However, current efforts are highly uneven in quality. This initiative should encourage and build on these efforts.

Our strategy will be to energize local action. We want to encourage rededicated effort from the many educators, businessmen, workers and community leaders who are already striving to bridge the gap between schools and the world outside. We hope that a range of activities can be developed in some of these communities so as to demonstrate the effectiveness of bridging that gap. And we hope to stimulate the interest and involvement of many people and communities which have yet to begin such activities.

In addition to motivating local efforts, we can facilitate and enhance them. We can redirect existing Federal programs and coordinate them in support of the initiative. We can reduce barriers and increase flexibility to meet individual and local needs. We can support research and



provide information about what seems effective and what other communities are doing. In sum, we propose to focus on influencing the huge expenditures which are already being made for education and training, rather than adding another shiny new program.

LEADERSHIP

To energize local action, we think three levels of Federal leadership will be necessary.

1. Personal Leadership: Your leadership raised this problem to national attention. Your continued involvement is necessary to keep that attention and to encourage action. We recommend that you continue personal leadership of this initiative, include appeals for institutional change in speeches to education and business groups, and make the linking of education and work an important part of Administration policy.

Approve _____ Disapprove _____

2. Cabinet Committee: You asked us to report to you on ways to implement the initiative as this memorandum does. We would like your approval to continue working to put these proposals into practice. Each of us would participate in providing leadership and would assign a number of senior staff to form a core group to be responsible for implementation, and to redirect and coordinate Federal activities in support of the initiative. We would like to ask the Secretaries of Agriculture and Defense and the Director of ACTION to participate with us.

Approve _____ Disapprove _____

3. Council on Education and Work: Stimulation of local action will require a sense of participation by the various interest groups involved. Prominent educators and young people, businessmen and workers, community and organizational leaders should be called to share responsibility for making the initiative a success. Represented on the Council would be groups with wide responsibility and influence in education such as the Chief State School Officers and the National Education Association, as well



as organizations with networks of local chapters such as the U. S. Chamber of Commerce, the AFL-CIO, the Boy Scouts and the 4-H Clubs. These organizations will serve as "extension agents" to encourage local action and demonstrations and to provide communities with information from a clearinghouse of "how to" information which would be staffed by our Departments.

Approve _____ Disapprove _____

DIRECTIONS

Eight areas have been identified in which we should encourage improvement -- and in some cases expansion -- of ongoing local activities. The areas were selected after a careful review of the possibilities because they lent themselves to collaboration between schools and other organizations, because they offered particularly good opportunities for constructive activity, and because they were mutually complementary. In each area, we have identified specific ways in which the Federal Government can encourage the desired improvements. We will encourage such activities everywhere there is a readiness to undertake them, but we will be especially interested in supporting the efforts of communities which are engaged in an array of such activities so as to demonstrate the effectiveness of such a concentration of effort.

1. Work Experience: We should encourage communities to make available to young people work experience of better quality and more variety than is now offered and to relate such work experience to secondary and postsecondary schooling. Most young people do get some work experience while still in school, but they tend to be relegated to "youth jobs" -- a narrow range of positions that require little training and experience. Cooperative education programs, in which students divide their time between the job and the classroom, are the best-known examples of integrated work-and-schooling. Although federally supported cooperative education is primarily for vocational students, some schools are now experimenting with planned work experience for students in academic and general courses.

2. Competency-based Education: We should support research to identify and to assess the capabilities actually used for work and other adult activities. These competences should be among those which form the basis for teaching, testing,



credentialing and accrediting in schools and colleges. Schools now stress particular means by which a competence might be acquired rather than attainment of competency, however acquired. Important steps toward emphasizing competency are being made under the concept of competency-based education, in which interest has greatly increased in the past two years. Many people believe that this concept has significant potential. However, its potential will not be realized without a substantial amount of carefully planned research and development. The need for this R&D is most evident in the area of competency-based teacher licensing (now mandated by law in 17 States and under consideration in 15 more) and competency-based elementary and secondary education (toward which several States are moving). In other instances -- for example, occupational licensing or certifying special skills of young people -- assessment capability may already be sound enough to implement competency-based credentials.

3. Career Education: We should encourage development of career education, placing high priority on bringing workers and businessmen into schools to assist teachers and guidance counselors, helping students to assess their interests and abilities, including the family in working/learning with students, and providing work exploration programs at the junior high school level. The essence of the career education concept is collaboration by schools with the world of work, other community organizations and the family. Thus, it is a precursor of this initiative. The concept stresses including career awareness, exploration, planning and training as part of every person's education. It encompasses vocational, academic and general courses, and seeks to eliminate rigid tracking by these categories. Career education also encourages life-long career development, including continuing education.

4. Economic Education: We should encourage economic education. Toward this objective, we recommend that you endorse the efforts of the Joint Council on Economic Education to improve the teaching of economics at elementary and secondary levels and that we provide financial assistance for improving economic education. Such education provides a better understanding of the American economic system, but is offered in only 39% of American high schools, and taken by only one out of six students.

5. Television: We should develop techniques to use television as another tool to bring together schooling with



the world outside, particularly the world of work. Children spend more hours watching TV prior to graduation from high school than they do in class. TV is uniquely suited to provide youngsters with vicarious experience in a wide variety of careers, and to reach most everyone at low cost. Young people can then examine in depth careers which seem interesting by field trips, work experience and research into occupational information. TV may also be used to increase awareness of learning resources in the community and to encourage family activities.

6. Occupational Information: We should develop a variety of strategies for the effective use of occupational information by young people in making educational and career plans. In ten States, grants to develop a variety of approaches to the delivery of occupational information are now being supported by the Department of Labor. To the extent possible without new funding, DoL, DoC and DHEW will provide technical assistance to additional States and to local organizations to help them improve the delivery of occupational and educational information. In DHEW, a number of innovation-oriented programs are seeking to create and evaluate more effective ways to help young people make informed career choices.

7. Placement Services: We should make placement services readily available to students and to those making the transition to work. This could be done by encouraging direct linkages between schools and the Employment Service or between schools and CETA Councils or other appropriate community or youth organizations.

8. The Adult Period: Prior recommendations centered mainly on young people in the secondary and postsecondary years because the most acute need is there. But the isolation between education and work also hurts adults. Mature women entering or reentering the labor force, veterans, employees affected by technological or market changes, and people whose abilities are developing or whose interests are changing, would benefit from increased flexibility in and dovetailing of school and work. We recommend that our three Departments study and report to you on ways to assist adults with the problems resulting from the isolation of work and education. The study would include continuing education, nontraditional education and improvements in the environment of the workplace.

These eight recommendations are mutually supportive. They would make easier the movement from school to work and back



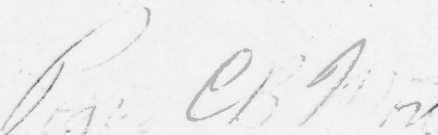
again. But even more important, the quality of our education and our work would be raised. More of our learning in the early years would come from experience, in recognition of the fact that education is diminished when it is confined to schooling. And more of our work in the middle years would provide 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. Study and practice would be encompassed by a new community of learning.

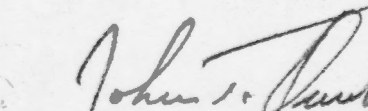
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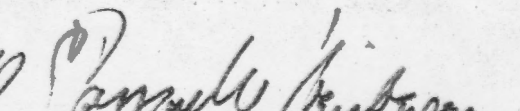
BUDGET PRIORITIES

Given current economic circumstances, we plan to begin this initiative with existing funds. The Departments participating have substantial research and program funds, some of which will be redirected toward implementation of this initiative and coordinated with similar funds from other agencies. Moreover, in the FY 1976 budget, some agencies' requests and OMB decisions were made with the initiative in mind.

We identified some critical limitations in our ability to shift existing funds. We also feel that some additional funding would take advantage of the receptiveness we found throughout the country to get a good start toward our goals. In future years, therefore, we may request additional funds in support of this initiative.


Secretary of Commerce


Secretary of Labor


Secretary of Health,
Education and Welfare

