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WORK AND EDUCATION MEETING  
WITH THE PRESIDENT  
WEDNESDAY, JULY 2, 1975  
Oval Office  
2:30 p.m.

THE WHITE HOUSE

WASHINGTON

July 1, 1975

MEMORANDUM FOR:

✓ JIM CANNON  
PAUL O'NEILL

FROM:

ART QUERN

SUBJECT:

Work and Education

Since the time we received the May 29th memorandum from Secretaries Weinberger, Morton and Dunlop on the work and education theme, I have been seeking more specific details from the staff which developed the proposals.

The attached materials which I received from the staff this morning provide some additional details on the eight areas proposed for action.

In light of tomorrow's meeting with the President, I believe that:

1. While these materials do provide additional details, a more comprehensive "action" plan is still required before specific approval can be given.
2. In the meeting, reference can simply be made to "progress on a staff level" but that approval should only be given in a general way to the eight areas and more specific approval should await the detailed action plan.



Attachment

## IMPLEMENTING THE EDUCATION-WORK INITIATIVE

The essence of the initiative is the process of bringing together schools and colleges with business, labor and the community, not the accomplishment of particular projects. The institutions of education and of work:

- should be able to communicate with each other and willing to consult;
- should be able to work together and willing to share responsibility, and
- should be more flexible so as to ease transitions between them and encourage human development.

To get this process of consultation and collaboration going in communities throughout America, implementation plans include Federal leadership, technical assistance, and Federal support for research and innovation in areas which offer particularly good opportunities for collaboration and which are widely agreed to be constructive.

### Leadership

Federal leadership can create an environment which strongly encourages the bringing together of education and work.

- National attention would be focused on the subject by Presidential and Cabinet-level speeches and interviews, and it would be identified as an important part of national policy.
- Parents and young people would be shown through the mass media, print and electronic, that many of the symptoms and problems they perceive trace back to the isolation of education. The media can also be used to document the many community activities already underway to bridge that isolation.
- A "grass roots" approach would be started through the organizations on the Council on Education and Work. Citizens, alumni, youth groups, PTAs and the like would be encouraged to start local discussion groups and to examine and get involved in their own communities.
- Dialogue would be started on a more specific and sophisticated level with the interest groups by the Cabinet Departments and by members of the Council on Education and Work. Comments and suggestions would be solicited from the interest groups as well as the general public so as to enlist them as participants in the initiative.

## Technical Assistance

Technical assistance would be provided to stimulate and facilitate action in specific local communities. Studies have found that an intermediary serving as a facilitator and catalyst is perhaps the single best way to spread innovation. Moreover, the quality of local action can be improved by providing access to research and awareness of what other communities are doing. However, the motivation and decisions must come from the individual communities themselves.

- The Secretaries would assign a small group of senior "facilitators" to get the initiative off to a good start at the local level. Places where the institutions of education and work have begun to cooperate would be identified, and the facilitators would encourage broadening and deepening of that cooperation. They would:
  - provide "how-to" information and put local people in touch with counterparts who have similar projects underway;
  - help to clear away Federal and other barriers to local projects, and
  - direct communities to whatever Federal program support might be available.
- Some 20-30 communities would be identified which show strong interest in bringing education and work together. Most will have already started activities in this area. These communities will be targeted for special Federal attention and support. The objectives would be to promote in them more lasting institutional arrangements among schools, employers, union, etc., and to develop more concerted and comprehensive local programming. The interagency staff would work intensively with these communities to provide access to existing Federal funds, services and technical assistance. This community demonstration effort provides a direct means of starting right away to speed things up at the crucial point -- in the localities where the institutions bearing on the transition between school and work need to get together.
- The facilitators would also brief and hold training sessions for organizations, notably those represented on the Council on Education and Work, which would join in helping to generate community action through their networks of local branches. Research studies which focus on the causes of success and failure in the spread of

innovation repeatedly stress the key role such networks can play in spreading new ideas and stimulating change. The organizations on the Council would also provide the "manpower" to carry the Education and Work initiative to many communities which would otherwise be outside our "reach."

- A clearinghouse would be established, starting as a referral center to direct facilitators and local institutions to research, information, people and activities. As various information systems are brought under one umbrella, the clearinghouse would become an information center. As additional resources became available, this clearinghouse would actively disseminate information and materials and encourage their utilization.

## WORK OPPORTUNITIES FOR STUDENTS

Concept: The goals of this part of the initiative will be to expand and improve the range of work opportunities for students through programs now supported directly or indirectly by Federal funding, and to upgrade the educational component of these programs. "Work opportunities" includes paid or non-paid experience in workplaces. It encompasses both work exploration programs, in which the student samples a variety of occupational roles, and work experience programs which provide more extended and deeper involvement with one occupation.

Such programs can assist young people in making occupational choices, use the workplace as a site for learning both general and job-specific skills, improve attitudes toward work and education, qualify the student for appropriate credit and credentials, improve access to employment and careers, and break down youth/adult segregation.

Status: Increasing proportions of students are participating in the labor force. Seventy-six percent of high school seniors now work. However, only one-third have jobs leading to careers they would like in the future, and only 13% are in work relating to their studies. At the postsecondary level, half of all students are employed at least part time, but only 27% of these have jobs related to their education. Surveys show most students want more practical work experience while in school.

Existing Federal programs that provide work experience include:

- cooperative education, in which vocational secondary students and college students obtain work experience coordinated with their education (\$19.5 million);
- work-study, which provides vocational secondary students and college students who need income with subsidized jobs to assist them in continuing their education (\$10 million for vocational and \$250 million budgeted for postsecondary students);
- authority in the Labor Department's manpower law (CETA) which allows localities to subsidize work experience slots for secondary students in public agencies (est. \$90 million allocated in FY 1975);
- development of model work experience programs by the National Institute of Education;

- ACTION programs providing work experience related to community service, and
- several local projects supported by the Department of Labor that link apprenticeship training more closely with schooling.

Roughly two million students participate in such programs. In addition, many local programs link business and schools in providing work experience.

Implementation: A long list of activities has been developed to improve work opportunities of which the items below are a sample. The initial items are part of actual or contingency planning of the agencies involved, but some may be threatened by budget cuts unless given sufficient priority. These include:

- an NIE project with voluntary youth organizations such as Scouts, 4H, Junior Achievement, etc., to expand and improve work exploration programs for junior high school age young people (discussions to start FY 1976, grants, \$360,000 requested, in FY 1977);
- packaging and dissemination of materials for training community resource coordinators and supervisors for junior and senior high school work exploration and experience programs (collection of material in FY 1976, testing and dissemination in FY 1977);
- extension to all States of the pilot, 13 State Work Experience and Career Exploration Program for 14-15 year old students involved in a school-approved work experience, with joint DoL and OE technical assistance (planned for 1976);
- joint OE/NIE establishment of sites to demonstrate the Experience Based Career Education Program to potential adopters and to train them in program implementation (\$3,000,000 allocated for FY 1976; \$3,000,000 requested for FY 1977).

Further new initiatives developed entirely as a result of the Work and Education directive of the President include:

- revision of the \$250 million College Work-Study Program regulations to encourage placement officials to be more sensitive to students' course and career plans, to increase off-campus placements, and to spend the 3% administrative funds for placement coordinators instead of merging them with general college overhead;



- work through State and local "prime sponsors" under the CETA legislation to shift into the private sector a sizeable proportion of the 100 thousand plus work experience slots for disadvantaged secondary students;
- development, in cooperation with the Federal Insurance Administration, of a rider to workers' compensation or general liability policies covering any student participating in a work experience program and discussions with insurance companies to encourage them to offer it;
- development of a compendium/information program on what employers can do under State and Federal laws in relation to hiring young people, and
- support for legal/educational experts who could assist States and localities to modify experimentally or permanently their education laws to accommodate work experience programs.

## COMPETENCY-BASED EDUCATION

Concept: Competency-based education (CBE) is based on skills really required for life and work. It involves identification, attainment, and assessment of skills needed to reach specific goals. Demonstrated competence under realistic conditions becomes the basis for awarding academic and occupational credentials. The time, place, or manner in which the competence was acquired is irrelevant.

CBE can help bring together education and work in several ways. It can provide a system for identifying competences required for each occupation and can stimulate the development of curricula for learning those competences. It can provide a sound basis for granting credit for learning by experience outside the schools. It can facilitate better matching of supply and demand for labor and certify competences of young people who now may be denied responsible jobs because their capability is not recognized. It can facilitate the return of adults to school at the appropriate level, which might be well above where they left formal education. And it can increase the effectiveness of teaching by requiring articulation of goals and measurement of results.

Status: Competency-based education and credentialling have increased dramatically. Seventeen States have, and fifteen are considering, competency-based teacher education and licensing; six States have adopted CBE as a major priority for all education; 500 institutions of higher education have started pilot programs and 120 have begun large operating programs; and pilot CBE programs exist for almost every category of education.

OE, NIE, and FIPSE have spent tens of millions in recent years on CBE and closely related activities. Under the Education Professions Development Act, OE took the lead in supporting conferences, clearinghouses, consortia, teacher centers, etc. One hundred thirty-eight Teacher Corps projects, involving as many institutions of higher education and local school systems, give high priority to CBE. Vocational competences required for each occupation are being identified using vocational education funds. NIE is participating in the big California project to identify teacher competences and is providing technical assistance for and assessment of implementation of CBE in Oregon. It also funds other CBE and assessment projects. And FIPSE last year conducted a special grants program in CBE.

Implementation: The basic strategy of the CBE task force is to build on past and present activities, to evaluate them and to fill the knowledge gaps. Among the projects

planned for implementation by the agencies, but contingent on final budget decisions are the following:

- development of teacher diagnostic instruments and tests for students of reading and math;
- design of a system for identifying transferable or generic competences for the 400 occupational categories and study of the relationship between these and occupational mobility;
- improvement and expansion of clearinghouse information on competency-based assessment;
- analysis of the state of CBE development and implementation in the U. S. and discussion of the issues and research agenda, and
- development of an array of CBE experimental models in postsecondary education and assessment of their effectiveness.

## CAREER EDUCATION

Concept: The essence of "career education" is collaboration by schools with the world of work. The concept also emphasizes elimination of the separation between academic, general and vocational "tracks." It introduces career awareness, exploration, planning and training as part of every person's education, with stress on occupational adaptability to help individuals cope with rapid change. Career education also involves career-related continuing education through the adult years.

Status: Approximately 5,000 of the 17,000 school districts in the U. S. have initiated some kind of career education program, but fewer than 1,000 of these are substantial or comprehensive. At the State level, 42 State education agencies have designated Coordinators of Career Education, and 35 have adopted policy statements endorsing it. Efforts so far have concentrated at the elementary level. Fewer than 400 high school districts have comprehensive career education programs at the secondary level. Preliminary evaluations of the effect of career education are positive, but evaluation data are sparse.

Since 1971, career education has been one of the top priorities of the Office of Education. Between FY 1972 and FY 1975, OE spent about \$52 million on career education. \$10 million was budgeted for FY 1975, of which \$7 million was from the Commissioner's discretionary funds. When these were appropriated, despite an extremely short time between announcement and deadline, OE received 880 proposals requesting a total of \$121 million, of which 80 were funded.

Implementation: \$10 million is also budgeted for career education in FY 1976. OE will review the progress of career education and of the 1975 grants, and will revise its criteria for 1976 proposals so as to place high priority on activities at the secondary and postsecondary levels, and on developing strong and continuing linkages between schools and other organizations

## ECONOMIC EDUCATION

Concept: Economic education is the study of basic economics, i.e., of how choices are made regarding employment of scarce resources, production of various goods and services, and their distribution over time and among various people and groups. Economic education is essential to understanding the world of work as a system, understanding the major issues of the day (50% of all major national and international news involves economics) and making reasoned choices during the transition from education to work as well as during further career development. The objectives of this part of the initiative are to augment the quality and quantity of economics taught in elementary and secondary schools by better preparing teachers, installing more effective teaching methods and including economics as part of the curriculum in more schools.

Status: Only 39% of American high schools offer economics courses, and very few of these require such courses. Only one out of six high school students, and one out of four college students, takes any economics courses. Less than half of all high school social studies teachers have ever studied economics.

No Federal programs are specifically directed toward improving economic education, though there are related programs such as that to improve consumer education.

Implementation: The Consumer Education Program staff, which is part of Special Projects in OE (\$3 million), will review the state of the art of economic education and the state of current practice. It will then draft an invitation for proposals to improve economic education. Constructive responses to the RFP are expected from a number of groups currently engaged in developing new curricula for elementary, secondary, junior college and college economics, and from those engaged in in-service training of social studies teachers and others to upgrade their knowledge of economics.

The Department of Commerce/Ad Council campaign to improve general public understanding of our American economic system (now under preparation) will help to increase emphasis on economic education.

## TELEVISION

Concept: Television, both broadcast and nonbroadcast (for example, cassettes), can be a particularly effective and inexpensive way for young people to become acquainted with various careers, to broaden their perception of available options, and even to deepen their understanding of some specific careers by vicarious experience.

By the time the average boy or girl has graduated from high school, he or she will have spent 15,000 hours watching television compared to 11,000 hours in school. From television, young people receive impressions, some realistic but many not, of the world of work. Studies show that the media play a significant role in young people's career awareness and exploration.

Status: OE finances TV programming under the Special Projects Act (\$7 million for Sesame Street, The Electric Company, and other programs) and under ESAA (\$7 million for bilingual and compensatory programs). Roughly \$30 million of additional programming is funded under Vocational Education, Education of the Handicapped, Right to Read, NIE, and other authorities.

Federal funding for public broadcasting facilities (also \$7 million) is likewise managed by OE. Funds which schools can use to purchase a wide variety of video and audio equipment come through Title IV of the Education Amendments of 1974 and preceding legislation. Institutes of higher education can get similar equipment under Title VI of the Higher Education Act, and public libraries under Title I of the Library Services and Construction Act. The University of Mid-America and other open learning projects are supported by NIE and FIPSE.

Implementation: A "Developmental Partnership" will be formed of Federal agencies, public and commercial broadcasters and others to share information about the large amount of activity already underway at all levels of government and in the private sector, and then to provide a modus operandi through which expertise can be pooled on an ongoing basis to maximize the effective use of the media. The Partnership would consider new activities such as the following:

- developing an annotated catalog of tapes/films on careers and occupations for teachers, youth organizations, and others, and increasing access to such materials;
- collecting and making available research on occupations and career education for voluntary use by anyone planning television programming;

- developing curriculum materials that would enable teachers to use regular TV programs to extend students' understanding of careers, and
- giving assistance on the use of television to other Education and Work Initiative programs, such as career education.

NIE had already planned a three-year project starting in FY 1976 to develop fifteen 15-minute TV segments for young children showing men and women in a variety of occupational roles, with accompanying materials and guides for both teachers and parents (\$1 million).

OCCUPATIONAL INFORMATION,  
JOB PLACEMENT, AND CAREER GUIDANCE

Concept: Direct and ready access to up-to-date, realistic occupational information, including information on jobs in specific labor market areas and projections of future occupational demands, are important to students making career decisions. They also need accessible job-finding and placement services on a regular basis. In addition, students need help in learning about the world of work, developing understanding of themselves and exploring the possible careers they might enter from guidance personnel, teachers, parents and others.

Status: Occupational information and career guidance are poorly delivered in most communities. Many counselors devote their time to students' personal problems, are overwhelmed with administrative and policing functions, and/or have little knowledge of occupational materials or the world of work. Placement services are often inaccessible and little used.

The Department of Labor, in a pilot program, just awarded grants averaging \$300 thousand each to consortia in eight States to develop a variety of occupational information systems using the best available area data, projection techniques and dissemination methods. State and local education agencies spend roughly \$20 million of OE funds to improve information, guidance and placement services. In addition, OE and NIE have done considerable research into career decision making and ways to improve service delivery. Universities and business groups have, in recent years, started new career information and guidance projects, of mixed quality. More high schools are starting job placement services, and some State employment services still station some placement personnel in school systems, despite a reduction of funding for this activity in the mid-60s.

Implementation: NIE has planned a series of projects in this area which would be contingent on budget decisions. These include:

- a program of research, building on present knowledge, into the process of career decision making and development of measures of decision-making skills;
- preparation of a report on the costs, characteristics, feasibility and outreach of various approaches to career counseling;
- preparation of training materials for counselors;



-- analysis of ways parents can be constructively involved in career exploration activities.

FIPSE will continue its emphasis on bringing together community organizations to provide information and "brokerage" services.

Without additional funding, the Department of Labor is prepared to provide technical assistance on developing occupational information systems to States beyond the eight receiving special grants. A significant number of such States have indicated an interest in such assistance and in developing systems even without Federal financial support.

Additional proposals will be considered based on interrelationships among the programs represented on the task force.

## ADULT LEARNING

Concept: Objectives in this area are to enhance the flexibility of and the relationship between education and work for adults; to reduce barriers to both intermittent and concurrent education; to gain commitment to increase such opportunities from both employers and educators; and to promote increased opportunities for learning in the workplace.

Among the barriers to combining work and learning are finding time away from the job, separation of work and educational facilities, lack of assistance with career planning or transition between occupations and between work and school, and difficulty in translating measures of competence recognized in one "world" to the other.

Status: It has been estimated that on the order of \$50 billion per year is being spent on education and training of adults in the U. S. Of this, approximately \$7 billion is Federally funded for adult basic and extension education, manpower training programs, and Department of Defense education and training for military personnel and their dependents. The rest is essentially under business, labor or nonprofit private sponsorship. Many businesses now have educational leave, apprenticeship training, other training programs, tuition aid, or training funds.

Implementation: It is proposed that the interagency task force continue to develop specific initiatives in this area, initially focusing on the following projects:

- promoting support by businesses and educational institutions for the closer interfacing of work and adult learning;
- assessing current practices and trends with regard to employee access to education;
- selecting and working with three varied employers, whose programs could serve as models, to increase employee access to education;
- identifying and disseminating at least three operational case studies of improved employee access to education;
- identifying the state of practice in restructuring the work environment to provide more learning opportunities, and
- selecting and working with one model employer in experimenting with restructuring the work environment to increase learning opportunities.