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THE WHITE HOUSE

WASHINGTON

June 17, 1975.

MR PRESIDENT:

The attached memo from Jim Cannon deals with a memo on work and education jointly submitted by Secretaries Weinberger, Dunlop and Morton. Staff has concluded that the memo is far too vague to provide a basis for your decision on the issues. Staff recommends that you withhold your approval and ask for more specific information.

You may recall that at your orientation meeting with Secretary Dunlop he raised the issue of work and education and indicated his interest in taking the lead on it. As I recall you agreed that he should have the lead.

This may be an appropriate time for him to be put in charge of the effort. The three Secretaries would like to meet with you briefly to discuss the paper they submitted. You might wish to have such a meeting, indicate your general agreement with the approaches they propose and ask Secretary Dunlop to take the lead in providing specifics. If you agree with this approach, your decision on paper submitted by Jim Cannon should be to withhold approval but to direct that a meeting be set up with the three secretaries to discuss their submission.

A handwritten signature in cursive script that reads "Jim Connor". The signature is written in dark ink and is positioned above the printed name.

JIM CONNOR

THE WHITE HOUSE

WASHINGTON

June 16, 1975

MEMORANDUM FOR: THE PRESIDENT  
FROM: JIM CANNON *Jane*  
SUBJECT: Work and Education

This is to present for your decision recommendations from Secretaries Weinberger, Dunlop and Morton on a proposal for implementing a closer relationship between education and the world of work.

BACKGROUND

In your August 1974 speech at Ohio State you called for the identification of means of better relating the education received in school with the needs of the world of work.

The Secretaries of HEW, Labor and Commerce were asked to prepare an action plan but versions prior to this submission have either been too costly or have lacked innovation.

PROPOSAL

The Secretaries' proposal (Tab A) is aimed at providing leadership and giving direction primarily through existing programs. They propose:

A. Leadership

1. Presidential activity and speeches highlighting the work and education theme.
2. Creation of a Cabinet Committee on Work and Education.
3. Creation of a Council on Education and Work.

B. Giving Direction

1. Encourage work experience programs.
2. Research and development in area of competency based education.

3. Encourage career education.
4. Encourage economic education.
5. Use of television to introduce world of work into schools.
6. Provision of occupational information through the schools.
7. Better placement services.
8. Study means of assisting adults with problems stemming from isolation of education from work.

#### COMMENTS

I believe that this set of proposals is far too vague and lacking in specifics on how any of the eight means of giving direction would be accomplished. More information is needed before any clear approval can be given to these eight items.

In essence, the argument in favor of approving this proposal is that all eight items are pointed in the right direction and appear to have some promise. The argument against is simply that they are without any content pointing to specific resources which can be used in a specific fashion thereby enabling us to estimate the ability to accomplish what they promise.

In this regard the three items under the leadership category can not be decided until there is some consensus on what specifically is being attempted and what chance of accomplishing these goals exist.

I would recommend, therefore, that approval be withheld until the three Departments can submit more detailed information to OMB and the Domestic Council on how they mean to implement these proposals.

#### OMB RECOMMENDATIONS

OMB (O'Neill) has suggested that while agreeing that the recommendations are vague and lacking in specifics, it is doubtful that asking for more information will result in a significantly better product. OMB, therefore, recommends (Tab B) that in effect you:

- A. Continue your leadership but do not create a special council or a new Cabinet Committee. Rather, OMB suggests creation of a Domestic Council Subcommittee.

- B. Approve their eight steps for "giving direction."
- C. Ask for a specific action plan within four weeks on each of the eight items.
- D. Instruct the Secretaries to report to you every six weeks.

STAFF COMMENTS

Phil Buchen: "Votes with Cannon" on withholding approval.

Alan Greenspan: Withhold approval.

Robert Goldwin: "I agree with the recommendation that approval be withheld. My reason is not only that it is not clear how the proposals will be implemented, but, much more important, it is not clear what the problem is. The more education persons have, the less unemployment. What we need is attention to work for those with too little education."

Robert Hartmann: "Cannot 3 Cabinet members carry out a Presidential policy order in less than 10 months? I suggest he call all three down here on the carpet and chew them out and give them a 72-hour deadline to do something he can announce on his upcoming trip to Ohio."

RECOMMENDATIONS

Option I: Withhold approval and request additional information.

Favored by: Buchen, Greenspan, Goldwin, Hartmann, Cannon.

APPROVE MAJ DISAPPROVE \_\_\_\_\_

Option II: (OMB Option) Approve eight items and ask for action plan and periodic reporting.

APPROVE \_\_\_\_\_ DISAPPROVE \_\_\_\_\_

Option III: (HEW, Labor, Commerce) Select leadership approach and approve eight items for giving direction.

APPROVE \_\_\_\_\_ DISAPPROVE \_\_\_\_\_



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

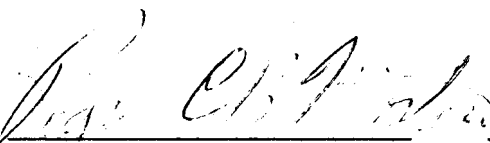
again. But even more important, the quality of our education and our work would be raised. More of our learning in the early years would come from experience, in recognition of the fact that education is diminished when it is confined to schooling. And more of our work in the middle years would provide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

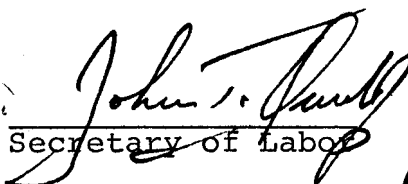
Approve \_\_\_\_\_ Disapprove \_\_\_\_\_

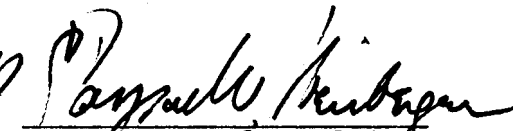
### BUDGET PRIORITIES

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

B



EXECUTIVE OFFICE OF THE PRESIDENT  
OFFICE OF MANAGEMENT AND BUDGET  
WASHINGTON, D.C. 20503

June 13, 1975

MEMORANDUM FOR THE PRESIDENT

FROM: Paul H. O'Neill

*O'Neill*

SUBJECT: Work and Education

I agree with Jim Cannon's observations about the vagueness and lack of specifics in the paper submitted by the Secretaries. However, I doubt that asking them for more information will result in a significantly better product.

Therefore, I recommend that you:

- 1) Approve their recommendation to continue your personal leadership through speeches, etc.
- 2) Disapprove their recommendation to establish a Cabinet Committee but agree to add the Secretaries of Agriculture and Defense and the Director of Action to their working group; constituted as a sub-committee of the Domestic Council.
- 3) Defer their recommendation to create a Council on Education and Work until they supply more specifics.
- 4) Approve their recommendations for directions.
- 5) Instruct the Secretaries to give you a specific action plan within four weeks for each of the areas you have approved.
- 6) Instruct the Secretaries to provide you with reports every six weeks indicating the progress they are making against the objectives established in their action plans.

THE WHITE HOUSE

WASHINGTON\*

June 21, 1975

ADMINISTRATIVELY CONFIDENTIAL

MEMORANDUM FOR:

JIM CANNON

FROM:

JIM CONNOR *jc*

SUBJECT:

WORK AND EDUCATION

The President has reviewed your memorandum of June 16th on the above subject and indicated the following:

Option I - Withhold approval and set-up a meeting with Secretaries Weinberger, Dunlop and Morton.

Please follow-up with appropriate action.

cc: Don Rumsfeld