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Date

MINUTES OF THE SENATE COMMITTEE ON EDUCATION

The meeting was called to order by Chairperson Barbara Lawrence at 9:00 a.m. on February 19, 1998 in Room 123-S of the Capitol.

All members were present except:

Committee staff present: Ben Barrett, Legislative Research Department
Carolyn Rampey, Legislative Research Department
Avis Swartzman, Revisor of Statutes
Jackie Breymeyer, Committee Secretary

Conferees appearing before the committee: Brannon Howse, American Family Policy Institute
Representative Sam Rohr, Pennsylvania
Chris Jensen, Nevada
Marshall Jones, Wichita School Board
Dr. Gary Wolfram, Professor Hillsdale College, Michigan
Linda Highland, Concerned Citizen
Virginia Miller, Concerned Citizen
Senator Laurie Bleeker

Others attending: See attached list

School to Work - Opponents

Chairperson Lawrence called the meeting to order and asked those committee members who had other meetings to return if at all possible. Lunch will be provided. She thanked those who had traveled to Topeka to appear before the committee. She stated that the committee is taking a look at school-to-work and what it means to the children, the young people and the adults of Kansas.

Brannon Howse, American Family Policy Institute, appeared first on the agenda and distributed a paper dated November 11, 1992, from Marc S. Tucker, President, National Center on Education and the Economy to Hilliary Clinton. (Attachment 1) Mr. House stated that what he would like to do today is share an overview of school to work and why he is opposed to it. Mr. Howse is an author and has also served as a teacher-reporter for the Michael Reagan show, the largest nighttime radio show in America. He is now working on his own and does a radio commentary on 151 stations on education every week. He is now speaking of situations like this to a lot of parent groups across the country. Mr. Howse has researched this movement coming out of Washington D.C. and how it affects states rights, parental rights and what the evidence presents today. He stated that the same group that brought us Outcomes Based Education is now asking the people to trust them again. Millions of dollars have been spent on Outcomes Based Education and it has failed.

Mr. Howse asked the questions: "Do you believe the government can assist a child making an accurate life-long career decision that cannot be made as a teenager?; that the government can accurately project five to ten years out the future number of jobs and types needed for each sector of our changing economy and then actively identify job skill requirements for each? ; that the government certification of a student to meet national government established jobs standards will be relevant to the changing needs of businesses?; that the government data base of personal information on students and family background will not be misused or abused? ; that the entry level job training is more important to the future of the individual and the nation, than basic knowledge? ; that making trade unions being equal partners in educating our children will improve education? ; that covering the increased costs of this program, there won't be a massive shifting of common and higher education monies to vo-tech, and a major increase on business versus academics?"

Mr. Howse stated the philosophy of school to work goes all the way back to philosophies that have been tried in eastern Europe, Germany, and China, where it declared the school to work merging of education and industrial production began. He believes it is a very dangerous to merge business and state institutions together for the purpose of exercising what he views as dictatorship and control. Today, in America, some of the biggest pushers of this include a group of members called the National Center on Education and the Economy. The state of Oregon became the test pilot for the School to Work Mastery Plan. It has failed miserably there. There is data on what has happened to the students' SAT scores since that plan has been implemented.

Mr. Howse mentioned Goals 2000 and the Elementary and Secondary Education Act. Next came the Federal School to Work act, which is now funding the Federal School to Work program in 37 different states. This bill creates a new partnership between the Department of Labor and the Department of Education, creating in the Department of Labor a new bureau which is called the Bureau of Apprenticeship and Training which will administer skills certificates versus diplomas. They will be recognized industry wide. This federal bill calls for career exploration at the earliest possible age, but no later than the seventh grade. Mr. Howse questioned whether anyone is able to make a career choice in seventh grade. Lynn Cheney, American Enterprise Institute, writing in The New York Times, had a wonderful article on School to Work. She points out the fact that the School To Work philosophy is doomed to fail; it has failed in other countries and is starting to fail in America. In February, 1997 Germany announced its highest unemployment since 1933, the year Hitler took power.

Mr. Howse said that for many years he has been called a job radical, but the February 8 issue of the Star Tribune in Minneapolis is saying what he has been saying for the last ten years and that is that Outcomes Based Education, Goals 200 and School to Work will not work. In fact, many teachers are now saying that they cannot teach academic and effective objectives at the same time.

Mr. Howse ended his talk by stating that it is not the business of government to be telling young people what job they should go into and discouraging them from choosing a path they want to see. He believes we have the same old rehashed, warmed over program that has failed in Germany and eastern Europe. The government does not solve problems, it subsidizes them. The government is not the solution, it is the problem.

Samuel E. Rohr, Member of the House of Representatives, Commonwealth of Pennsylvania, was next to address the issue. (Attachment 2) Representative Rohr commended the Chairperson for holding the hearings on the School to Work issue. As a member of the Pennsylvania House Education and Appropriations and Labor Relations Committees, he has come into different contacts with the pieces of the puzzle that is called the School to Work program. As the father of six children, three of whom are teenagers, and as a businessman of sixteen years, he questions how this program is going to impact his children and their ability to find rewarding employment. As a patriotic American committed to the concept of limited government, he asks the question of how does school to work impact the larger issue of control? Who gains under the program, the government or the parent? Is free enterprise strengthened or government experts enhanced? Who calls the shots, the people or the government?

As an elected official, Representative Rohr took an oath to defend and support the constitutions of the state and the United States. He takes this oath extremely seriously. To violate that oath would be nothing short of treason. From this perspective he asks the question, how does the School to Work program stack up against his vote and the Constitution? The Pennsylvania School to Work contract clearly states that "regardless of the final shape of the program, the essential requirement is that all students are equipped to see, gain, and maintain employment." In 1997-98 Continuation Agreement, the government requested an update on how the state was ensuring inclusion of all students. The official response reads, "The Progress Measures Charts, National STW Evaluation, and state data collection instruments will each continue to demonstrate the inclusion of all students." Throughout the contract continual reference is made to School to Work operating jointly to accomplish the goals of Goals 2000. Driven by the 80-20 rule; 80% go on to voc-ed, 20% to college, it is obvious many colleges will be forced out of business or at least to alter their mission. In any case, a college education will be reserved for a relatively few.

In stating what School to Work will do for business, Representative Rohr stated that when businesses find out their financial obligations and the extent to which they have turned over control to outside government bureaucrats with politically correct agendas, they will not offer more job opportunities, they will offer less! The School to Work program is an absolute bureaucratic boondoggle that predictably will cost a lot and destroy independence and efficiency in the process; this is bad news for our children and businesses.

Representative Rohr told of the initiative adopted at the 1989 National Governor's Conference. This group of governors pledged themselves to an initiative called, America 2000, now Goals 2000. This structure began to be implemented at both the state and federal levels. This movement dubbed the "educational restructuring movement" became the umbrella under which other restructuring efforts in health-care and the labor force could occur without a great deal of suspicion. Because the strategically chosen object of this restructuring was and is children, it defies criticism by all except protective parents or by a few other courageous people.

Representative Rohr told of the SCANS plan, short for Secretary's Commission on Achieving Necessary Skills. Combining labor and work force skills emphasis, the SCANS spelled out the full details of how the labor force, education and health would combine and how the school room would need to become the location for mental and emotional change in students in order to prepare them for the 21st century. Their 21st Century emphasis on labor force preparedness assumed the name of School to Work. In the states' contracts, buried references are made to Title 1 Funds, Chapter 1 Funds and medical assistance or more accurately, Medicaid.

Representative Rohr stated the question of how the School to Work programs tacks up against his oath and the Constitution? His greatest concern is the lack of constitutional basis for the School to Work program and its implementation. Although the federal government has been increasingly involved in education within the states, this involvement violates the U.S. Constitution that expressly disallows any involvement in state activity not expressly provided for in the Constitution. For the very reasons the founding fathers expressly disallowed federal involvement in state prerogatives, Goals 2000, Title 1 Medicaid and School to Work are now a problem. For any

American to reach out and embrace a federal plan and somehow think state officials will craft their own unique plan for their state is either willingly ignorant or deceived. Every state will conform to the terms of the contract they have signed, and Kansas will too. The Federal strings are long and they are strong.

In summary, Representative Rohr stated that the School to Work program should not be considered alone since it does not stand alone nor does it operate independent of other major federal entitlements. It is being promoted as an advanced version of the traditional vo-tech educational program. It is being promoted to business and employers as the answer to the obvious academic and skill deficiencies of the current high school graduates. School to Work proponents work very hard at hiding the fact that School to Work is modeled after the Marxist and German models. When fully implemented, School to Work and its accompanying program will result in a "total managed economy" where all employment and educational decisions are made by someone other than the parent, child, employer or educator. The very nature of Goals 2000 and School to Work and most other federal government programs attack the very essence of who we are. When combined with the organization of the School to Work program and the violation of Constitutional prohibitions, control is usurped from the people. All who participate in such moves are therefore guilty of what the founding fathers called treason.

Representative Rohr encouraged those in the heartland of America to think for themselves, consider all the facts, resist the allure of federal dollars and uphold the oath to the people and the Constitution.

The Chairperson thanked Representative Rohr and told him she appreciated his taking time away from the legislature and coming to our community. She welcomed Chris Jensen, concerned citizen, to the Committee.

Ms. Jensen stated that, aside from all titles and position, she comes today as the mother of five children who are enrolled in public schools; high school down to elementary first grade. (School to Work Presentation Outline booklet (Attachment 3), on file in Chairperson's office.) She stated that this is where her first impact and introduction to School to Work came from. She referred to the document entitled "National Strategy to Enhance Work Force Skills" which is under the Title Five of the National Skills Standards Board which was passed in March of 1994 under Goals 2000. In 1994, the State of Kansas accepted \$1.03 million dollars; in the fall of 1996 the state made application for \$16.8 million dollars for the state implementation grant, Phase 2.

Ms. Jensen stated that she wanted to share information so that the committee could see where the state is going. In Nevada there are basically two population centers. Nevada's grant was \$12 million dollars and Kansas is \$16.8 million so there is a difference, but basically the states are very similar. The governor of Nevada, Governor Miller, indicates that the Nevada school career system could become a national model. This is why she is here today, to tell the committee why Kansas does not want to go the same direction. There is a plan in Nevada that is likely to produce a state change in the way youth are educated. It talks about assisting young women in non-traditional jobs that address specific labor market needs. This term will be found on every level, tier, and document throughout the state. It is "accommodating labor markets' needs." There are talks about affecting a long-term strategy to continue the system with other resources meaning state, local, private, and so forth, to continue this when the funds are not longer available through the School to Work Opportunities Act. This last session of the Nevada Legislature there were probably seven to twelve bills somehow loosely related to school to work. It is hard to identify them and make the connections.

Ms. Jensen commented that at the meeting yesterday, it was stated that this is an opportunity for all students, but it is really a detailed plan for the inclusion of all students. All students means every student. She told of her daughter, a ninth grade student, who had no choice but to take health one semester and the careers class. It is listed as an elective, but it is not an elective. The counselor stated that she could not take the child out or she would be fired. They would have to go over the counselor's head. They approached the principal. The people concerned knew that the Jensen's would keep fighting this so they were issued a waiver on the condition that we sign a contract that she would take health through a home-study course. If the course was not completed in time, her daughter would be forced back into health and careers, the elective course. The point is that ninety-nine percent of the parents do not understand or know that there may be options so they automatically put all the students through. She was told that careers was mandatory for all ninth graders and yet this is not what is says in the curriculum. This is also happening at the kindergarten level. It is ridiculous to think these children can understand when they don't even know what kind of cereal they want in the morning.

Ms. Jensen continued with the link between business and industry to provide occupational education for all Nevada students. Nevada 2000 and the school implementation plan is a correlation between the two and how these programs are interwoven. There is career guidance and counseling kindergarten through fourteen; career development for all students nine through 12, but what if she does not want a career development plan. Again, development of career awareness components in every kindergarten K through 8 curriculum statewide. She wonders who is driving the curriculum. She thinks it is bad to validate the curriculum with representatives from business, industry and labor. This is a narrow focus for what the curriculum should be. They are going to have skill based performance standards that are relevant to the state labor market needs. Then they talk about a computerized job bank data base and tracking the student progress during and after the completion of formal education.

Ms. Jensen stated that funds come from the Secretary of Education and Labor to the Governor and on to his 33 member corps course development Board, which was developed by executive order, which is the same as

Kansas, as outlined in the implementation application document although it is not termed the exact thing. Then Nevada has a 21 member school to careers council, which is another fully appointed board by the governor. She believes this is a circumvention of the legislative process.

Ms. Jensen told of a document produced by the University of Nevada at Las Vegas entitled "Guiding Your Child from School to Work" that tells of the current labor market needs. These include: retail sales, waiter and waitress, office clerk, cashier, helper laborer, food prep worker, black jack dealer etc. She asked the question, are these high wage, high skills jobs? They are supposedly Nevada's labor market needs. The school to career council is made up of those very businesses who represent industrial construction, gaming, services and mining. Every document talks about career pathways based upon labor market needs. Again, she asks, are we developing and driving education needs based on retail sales, waiters and black jack dealers? The answer seems to be, yes. There is a movement to eliminate general educational academic courses and replace with contextual learning. Thus goes away the liberal arts education and education is now directed into learning in the context of a job to meet the labor market needs. There are people in Nevada who are fighting for maintenance of core subjects.

Ms. Jensen closed by stating that she disagreed with much of what the proponents on School to Work had said yesterday. It is very narrow knowledge, it is very limiting, and it does not broaden horizons. To have a whole child, he or she must have an understanding and appreciation for the world and its people and to appreciate the aesthetics of art and culture and to be able to think independently. One of her daughters is a second year honors Japanese student and has set high goals. They have told her that she can do anything she wants in life. She took the career interest inventory and it was suggested to her that she is best suited to be a garbage woman or an interior designer. She is not the only one that has had these types of test results.

On being asked what the teachers think about this, Ms. Jensen replied that all the teachers want to do is teach. The district tells them that they are going after all the federal money they can get. They have told her that they go after the money and then put the program on the shelf. She questions when and how that would occur.

Marshall Jones, a member of the Wichita School Board appeared next on the agenda. He apologized for not having a handout for the Committee. His conduit for involvement in education was through the business education success team. The Work Keys testing process was a testing process that sought to evaluate and determine the level of preparation on several different fronts; listening for information, communication, teamwork, math capabilities etc. It was all very impressive. It was something that appeared to be both valid and the right solution for the right time in terms of being able to influence the implementation of something in our schools that would give a business person, or employer tangible evidence of a student's preparedness to enter the work force. The school district hear the presentation. He was not on the school board at the time, but just sitting in as an interested business person. This was embraced in the Wichita school district because it was added to the other assessments that were being introduced into the Wichita public schools.

Mr. Jones stated that there is now in the Wichita school district the process of portfolios being built and following the child all the way through twelfth grade. They have what is called the Senior Project, that is a requirement for graduation in the district. This project has to be accomplished in order to graduate. The standardized test is also taken to give parents and students an idea where they stand nationally in performance. Work Keys was added by the administration and approved by the Board as one of those graduation requirements. There are a lot of people being employed to do assessments in the Wichita district. It seems that the district has gone overboard in its effort to assure the public that there is a really good public education system in which their children are participating. He is not concerned with whether there should be testing, but the volume of testing. Work Keys was adopted as a way that would be tested in high school only. The Teamwork test was not approved by the Board, but all other tests were that were previously mentioned such as listening, math, reading for information etc.

Mr. Jones stated he was one of the first saying that he believed in the process. He was one of the first in the business community to dedicate a number of staff to doing what was called profiling. This gets at the mutuality of the obligation of the partnership between business and the school district. A profiler goes into a business, interviews employees, determines the traits, requirements, duties of that job, and translates that into something that then corresponds to the Work Keys testing process. It was very expensive on the part of the businesses who were taking time away from their production line or their operations for their employees to attend these profiling sessions. Whether that's the reason, or whether its just the great economy in Wichita, with things going well, profiling hasn't taken place. The school district has required all students to take a test in order to have it in a folder that says that these are his or her capabilities. There isn't, yet, a groundswell of support from the standpoint of business.

What Mr. Jones is suggesting is as a school board, there is a hard decision to make as to whether hard fought tax dollars will be spent on this testing process while there may not be a corresponding mirror of what the businesses would be able to use this for. Should this be a concern as something which might filter back into the curriculum is the larger question. Whether it is Work Keys or anything else that attempts to speak to a level of preparedness of the high school graduate to enter the work force, and to what degree that might influence the curriculum leading up to that point. This is a reasonable concern.

Mr. Jones was asked if he could give a more clear understanding of exactly what Work Keys measures.

He responded that he could tell how some of the tests work. There is a video that shows an event taking place in a work setting. Several people around a mop pail and there's a professional person dressed in a tie, and a person that a support person. They are talking about something. You see this as a snapshot with a series of questions that get answered about how this problem could have been solved differently. There are also listening test as though a person was taking messages off a telephone machine or just taking messages as a receptionist. The person is tested over how well he/she took notes and what those messages were. He could not tell what the methodology of each one of these tests is. The tests takes a full day or spread over several days. Teachers have told him that there is a month done basically doing some type of testing. Work Keys is one of those tests. The cost is approximately forty dollars. He is not sure that the business community is sure how this was going to be implemented and adopted by the school district. He knows that he didn't understand that it would be a requirement and the costs would be shouldered by the school district.

The question was asked: isn't this what the business community used to do itself.

Mr. Jones responded that all businesses do their own analysis of the jobs and what are required by the jobs. It has always one its own training in terms of orientation training to a specific job that is required.

The comment was made that this could be seen as a shift that may break education's back, simply because so much is demanded of it already. It will either collapse, or at least lessen the ability for educators to do what they are supposed to do.

Another comment was made to Mr. Marshall, as well as others interested in school to work, that there is a video being made so this will go further than it might look right now.

The next speaker was Dr. Gary Wolfram, a professor of Political Economy, Hillsdale College and Member of the Michigan State Board of Education. (Attachment 4) Dr. Wolfram stated that the School to Work program is based on a central planning paradigm. It cannot possibly work. The state of Michigan has received a grant of \$49 million over five years and 37 states have adopted state plans in order to receive this funding. The primary issue of adopting a state plan and participating in the federal School-to-work program is whether the federal government should be involved in shaping the education of our children. We must remind ourselves that parents have the responsibility for educating their children. Ninety percent of all students go through the public schools in America. What has happened over time is that government gets involved and all things become political. This should not be as it is the parents responsibility, not the government's responsibility. It is clearly a separation of powers problem.

Dr. Wolfram said that under the current system we are going to be able to lock in the curriculum; just go ahead and direct children. We all know that by seventh grade a child does not know what he/she wants to be. Dr. Wolfram is 47 years old. He knows what he is going to be ten years from now. He certainly doesn't think that at 47 years of age he can go before some board that is going to advise him on what he will be doing five years from now, even if they have his history on what he has done before. How can he think that a local board of community leaders is going to sit down and advise seventh graders on where they ought to be ten years from now.

Dr. Wolfram said this has not one whit to do with education, but everything to do with taking federal dollars. If the state doesn't take those federal dollars, someone else will. There is a state approved plan that has to be submitted to the Secretary of Education and of Labor. We must not pretend that we are doing this for the children. Special interest groups, in particular, business special interest groups, will have every incentive to influence the curriculum of the schools. Accepting federal money does not come without cost; it is altering the state's educational priorities to fit the terms of the federal program.

Chairperson Lawrence asked Dr. Wolfram if he thought in the long run business was going to be happy with the people they will get coming from this.

His response was that the schools are overburdened now. At a meeting he attended recently the discussion was about technology and how software becomes outdated. What is really needed is to know how to read and write and to decipher things.

Dr. Wolfram said the problem is that there is a captive audience of large numbers of students, so the temptation for government to use this captive audience is huge. Government has spent millions; what is not seen is what the millions have done to the pockets of taxpayers. It would have bought food and clothing for many. There are cycles where people try to get their thing into the curriculum. He is at odds with the governor of his state over this. It is not going to work. Who will they come back to is the parents. The parents are the ones they are going to complain about; misdirecting the children. If the government thinks it can direct everyone into these things then it ought to take the responsibility for it.

The Chairperson thanked Dr. Wolfram and stated that the Committee would hear from Linda Highland and then take a brief lunch break.

Ms. Highland is a concerned, ordinary citizen who stated she was present to share her story of how her oldest child was selected to represent the midwest on a team of eight to work on a new national achievement plan and

curriculum in 4-H. When her daughter returned from the National 4-H Center, the materials and folder were put on a shelf. The family expressed pride in their daughter's effort to represent Kansas in the midwest. Much later as she was going through materials, she went through this folder and pulled out the "Program Highlights" that came from Washington. It concerned preparing America's work force for the twenty-first century. In 1993 a design team developed a conceptual framework and model for offering a systematic approach to prepare young people for employable futures. The material stated that the National 4-H Council was pleased to announce the establishment of National Center for Work Force preparation located at the National 4-H Center in Maryland. It went on to describe a demonstration project funded by Ford Motor Company "to create a Youth Apprenticeship pathway for high school students in manufacturing technology . . ." (Attachment 5)

Ms. Highland decided to call the National Center for Work Force preparation to ask for more information on this pressing national issue. She showed a packet of information that was sent to her. She is now convinced that not only 4-H programs, but possibly extension facilities are about to be transformed into Work Force preparation centers. Inside the packet were fact sheets. She read from some of them. "The mission of the National Center for Work Force preparation and division of National 4-H Council is to contribute to the development of a nationalized system which could prepare all young people for employment for the future. Through our work with the cooperative extension system, we have made a commitment to support the creation of a nationwide system." The sheets also mentioned community work force collaboration, business, organized labor, and schools, as well as families and other youth serving organizations.

Ms. Highland questions if this is a plan to place government jobs for a center, formerly called schools, with big business and organized labor. Other material stated that the work force preparation model was designed and developed by a national team in 1994. The model encourages curriculum development for all age groups emphasizing helping youth develop competencies and skills critical for employment and offer opportunities in the transition from School to Work in eight phases starting as children and continuing through adulthood. She asks the question, is the federal department of labor now developing curriculum standards for our national school from the cradle to the grave.? Who was on that national design team? Families in 4-H will wonder what was so wrong with the 4-H project work model that focused on matching the skills of the 4-Her with projects that developed those skills. Under work force preparation the 4-Her is a human resource for business to meet its labor need. Ms. Highland also wonders why the Cooperative Extension system is being used to implement work force preparation.

Ms. Highland ended her testimony by stating that the reason she is present today is to alert those present that work force preparation is a very ominous proposal. Whole government agencies and educational systems are being transformed without the full knowledge of taxpayers, legislators or teachers who will ultimately administer the programs. Who would believe that Extension and its flagship program, 4-H would be a part of work force preparation. Citizens lose on both sides of the issue. Thousands of taxpayers would be here today if they could afford time away from work. They are at home working to pay for all of their government benefits including the lobbying efforts of those supporting work force preparation. She stated that we have all hear of people who failed their way to great success and achievement and ended by asking, "Are you going to allow Kansas citizens the right to pursue their own failures and successes, or are you prepared to use work force preparation to certificate and license away Kansans' freedoms?"

The Chairperson thanked Ms. Highland and stated that a short lunch break would be taken.

The meeting resumed and the Chairperson called on Linda Miller, Deputy Commissioner of Labor, Oklahoma. Ms. Miller presented a Memo by her to Brenda Reneau, Commissioner, Oklahoma Department of Labor, with a condensed list of excerpts compiled as a quick reference to some of the concerns which have been reported to Ms. Miller regarding Oklahoma's School to Work plan. (Attachment 6) Ms. Miller stated a lot of things are done in the Department of Labor such as workers compensation issues, wage and hour issues, child labor issues, and others.

The federal School to Work Opportunities Grant contains things that concern Ms. Miller and that she says should concern all of us. Federal secretaries of Labor and Education control School to Work regulations. The Secretaries shall jointly provide for and shall exercise final authority over administration and have final authority to jointly issue whatever procedures, guidelines and regulations in accordance with whatever codes the secretaries consider necessary and appropriate to administer and enforce the provisions of the act. Further down in the act it tells of matching the students with the work based learning opportunities of the employers. Ms. Miller questions who is driving the system.

Ms. Miller stated that a professor from Hillsdale told them that, stepping back and looking at this as the system, they are looking at a very centrally controlled planning and developing system for work force which has the name of big business. Big business spends big dollars in job training. A lot of people are endorsing this nationally; the National Alliance of Business and the State and National Chambers of Commerce. Ms. Miller said that they rarely know the details. They rarely know the fine print that they are looking at right now. It would take a week or two to get through all the documents. It is endless. The details of this is how it will affect not only education or lack of education for the students, but how it will affect business and what that means. It is very important.

Ms. Miller stated that she had taken a great personal risk and sacrifice to be present today as an official of the State of Oklahoma. Not everyone in the State of Oklahoma that is in government agrees with her, but not everyone has

read the details. A lot of people are desensitized to what it really is. She serves on the state job training coordinating council which the governor appointed her to. People are working toward providing better employment opportunities. Right now in the State of Oklahoma there is quite a power struggle going on among those people between this group and another group that has formed with a newer and better way of doing work force development that incorporates a lot of this national agenda that plugs into the original goal 2000, outcome based education, back to all the reform that a lot of people already rejected in their communities and across the state. A lot of people are promoting School to Work based on a speech, slide show, a word of recommendations, letter endorsement, civic luncheon speech etc. It is something they have heard from people they trust and respect and so some entities think it is a wonderful thing to do.

Ms. Miller stated that this is a very complex interwoven legislative effort, really on the federal level that is having to be dealt with in state legislatures and local school boards because there is a push to take over the control of local public schools. This is not the kind of system that Miss Miller thinks people will endorse and is certainly not the system she wants. The students are a captive audience for someone to sell or promote or interject into the curriculum what they want to happen for their own special interest. At the bottom section of the Act it states that the secretaries of Labor and Education will measure the students' performances outcome as part of an extensive ongoing assessment of local and state school to work system. There will also be a system of performance measures. Each state shall prepare and submit periodic reports.

Ms. Miller stated that just recently the City of Ponca City had been told that since it rejected School to Work funding in October, the School will not be allowed to participate in another federal dropout program. They have tied the drop out program participation to the School to Work. They are repeatedly told that this is optional and voluntary. It is a matter of big money. Education problems do exist, but does the entire curriculum need to be changed to make a new system. Ms. Miller does not think the entire system should be revamped, but that is what is being looked at. School to Work called for the elimination of the general academic tract.

Virginia Miller, Concerned Citizen, distributed her testimony (Attachment 7) and began her testimony. She has traveled across the nation speaking to education reformers of the needs of America's educational system. There has been a serious decline of verbal and math scores over the past 30 years. Business is also calling for improvements in education. Education reformers are putting forth another solution that will have negligible effect on improving academics and basic skill acquisition and this is School-to-Work. Education is now to become an integral piece of economic policy.

Ms. Miller stated that she has many concerns and objections to School-to-Work which include issues of personal liberty and intellectual freedom. She spoke of how this relates to its impact on state control of education. The State of Kansas is aligned to a federal model outlined in the School to Work Opportunities Act of 1994, which is tied to Goals 2000 and driven by venture capital from the federal level. She went into detail on what school-based learning and work-based learning includes. Kansas' School to Work system looks just like Pennsylvania's, West Virginia's, Nevada's and Ohio's; it is the same blueprint. She stated it would produce the same result, none of which would improve the academic education of our youth. The integration of academic and technical education into core course requirements is a central tenet of School to Work.

Ms. Miller mentioned that curriculum integration, otherwise known as contextual learning or applied learning is grounded in the belief that the relevancy of education to work is required for effective learning to occur. Contextual learning assumes that students obtain and retain knowledge better if it is learned within relevant situations, that is, within the context of the work situation or environment. This implies that school knowledge is not legitimate. The danger arises with this methodology as knowledge becomes situation bound and context specific, leaving the student unable to generalize and transfer his knowledge to new and different situations. Knowledge does not have to be taught in the precise context in which it will be used. She stated that this is the essence of School to Work - greater emphasis on skills as they relate to work and less emphasis on the liberal arts which diminishes academics and narrows the curriculum by focusing on work skills.

Ms. Miller stated that proponents of school to work state that it is voluntary, but it is not voluntary. She defined SCANS skills as the Secretary's Commission on Achieving Necessary Skills. These are paramount to student performance in school accountability. In Kansas, these skills will be taught because they will be tested under the Quality Performance Accreditation (QPA). SCANS skills are simply workplace know-how as defined by a commission appointed by the U.S. Secretary of Labor. She reiterated that this is not voluntary. All students will be affected by the curriculum. Career, technical education is kindergarten through life, as shown on the Kansas School to Work schematic from the Application for a School to Work Implementation Grant. It is buried in the core curriculum from which no student is excused.

Work Keys was explained by Ms. Miller. Work Keys assessments document the levels of specific Work Key skills or workplace competencies, attained by individuals. These skills include listening, locating information, observation, teamwork, applied mathematics and applied technology.

Ms. Miller ended her testimony by stating that School to work will limit the future for all Kansas children. She urged reconsideration of a course of this type being taken by the State. She stated that it is time for bold initiative, leadership and to return true academic learning to the classroom so that our children may face a future without limits.

Senator Laurie Bleeker* was the final speaker. (Attachment 3) She said that there are some pieces of school-to-work that are good. There is nothing wrong with local business partnerships where business exists to support what local schools are doing academically. There is nothing wrong with a certain amount of work force training. The vo-tech schools should be the best they can be. The kids that are not going to go on to college should have the best academics along the way. This is something that always has been done, but that is not what this program is about. It is a pervasive, systematic, all-encompassing thing that is going on right now. It has completely taken over the curriculum, activities, goals and direction of the schools. The problem with having business and industry involved is when they project the supply and demand and government is in the position of meeting that demand by managing and returning students to the job market; at this point the system has been turned upside-down.

Senator Bleeker stated that this is a conflict of interest, pure and simple. Business looks out for business. It is not its job to look out for the kids. Business has a chance to get into the curriculum and then see what it can do for itself through the curriculum. The Committee had just heard testimony that parents think that academics are important, but in this academics are not longer important; they do not register beside teamwork, problem solving, interpersonal skills, listening, personal skill development, creative thinking, leadership, etc. There is nothing wrong with these, but what is being prioritized. What type of business product are we putting out; we are trying to create a product. Senator Bleeker went through a survey, citing various statistics and stated that what this represents is a picture of what business wants. What it will result in is destroying core academics.

Senator Bleeker stated that what had been heard yesterday was that this system is voluntary. If it is, it is good to have children start to have a focus on career awareness and broadening horizons, but this is diametrically opposed to being forced to choose a career path without benefit of parental consultation. To be chosen by government entities that are there to serve the needs of the local economy. It was stated that previously that Kansas had had money refused on its implementation grant. Money has been coming on a planning, or development grant to implement School-to-Work. Implementation grant money has been refused, not once, but twice. This happened in 1995. She read a couple of summary points, 'The state's capability to achieve the statutory component and effectively put in place the system components was lacking.' On the last refusal, factors such as sustainability, which means that there has been no plan shown that the state can fund it on local, business, private and state once the federal funds are pulled out. There is geographic balance which has to do with every child having career exploration opportunities given to him, regardless of rural or urban. Some of the strengths found that the state's goal to move from career awareness to career exploration focus at middle school. The last two years of high school will enable students to become in work place learning activities. Kansas is, in fact, doing these things. Another strength is that the School-to-Work office is staffed by four agencies: Commerce and Housing, SRS, Human Resources and Kansas Inc.

The weaknesses for refusal in 1995 were that only one-third of the courses would be restructured by the year 2002. The State of Kansas again applied in 1996 and got the answer back in January 1997. The state was refused again. This set of applicants appeared particular concerned that the state's technical assistance effort not become too prescriptive or directive. Further on it states that generally there is a need for further direction for state level employer organizations such as state chambers of commerce. The picture shows that if the money is taken it is not exactly voluntary. Kansas could quit applying for the money, but if it is taken, we will do exactly what they tell us to do. Another statement concerned employer inhibitors to participation that still focused on liability issues. There is a lot expected of business in this process. It is up to the employer to work in as little or as much as it can.

Senator Bleeker's son took a career assessment test. He asked the teacher to copy it so he could show it to her. He had heard his mother complain about School-to-Work. He was clearly frustrated by the contents. When it came back it did chart him according to some of his interests, but it also showed that he should have no more science. He wanted to take more science. As he had tested lower in science, this assessment was not going to allow him to take any further science. This is not a broad-based curriculum that will prepare one for life.

In 1989, Shirley McCune, at the National Governors' conference in 1989 in Kansas stated that what is being done in Kansas and across the nation is not a restructuring of education, but a restructuring of society as we know it. Ms. McCune works through MCREL, Mid-Continent Regional Education Lab, which is in Colorado Springs. There are several of these labs that come into the states and work with them.

The Chairperson asked Senator Bleeker how her son's experience squared with qualified admissions.

The Senator stated that there are some incongruencies with QPA. In her district it is voluntary in that they are not forced to take the outlined curriculum; they chose not to take it. That might go from high school by high school and principal by principal as to how much accountability they are putting to it. The federal plan, in its earlier years did allow some laxity to it. But by the time the implementation grant is put into place, it has to be just the way the federal government was it or the state does not get the money.

Senator Bleeker told of an eye-opener for her when she attended a meeting for the one-step service center. The brochure spoke downsizing, economizing and streamlining government. The one-stop service center is for the very purpose of matching employees to the needs of labor. What is being talked about is government projecting supply and demand and creating the work force out of the school system to meet that supply and demand. They speak of consolidation of services and KWIP and PIK councils, advisory councils, work force councils, regional

boards, local boards; several levels of boards. Terry Young, the facilitator of the meeting said, "The beauty of this plan is that it comes direct from the President to the governor and from the governor directly to the local level."

Senator Bleeker stated what had been heard about how this is being implemented in other states, bypassing the policy making body whose charge it is to debate these things, find the flaws, and decide if it is good policy for our state. Terry Young also said that Kansas has spent over a half-million dollars just trying to write a plan. In the refusal letter, it said that Kansas should try to share an existing data base instead of trying to invent a new one. Apparently that advice is being followed since Mr. Young stated that the job council center would package the new hires directory. It will be a common data system, shared by the three agencies, hopefully. Again, this is being done by executive order, administratively, through the agencies, without benefit of being addressed or debated by the elective bodies that are responsible for policy making and for allocating funds. Between the State Board of Education and the Legislature, no one is aware of discussing the policy of school-to-work. Somewhere we have accepted money; we don't know what we have done and we have not addressed the policy. There is nothing in the Kansas Statutes about School-to-Work because there is nothing there. The bill she has written asks for study of the school-to-work situation because as legislators we are accountable to the people. How can a federal program be implemented costing hundreds of millions of dollars and not know anything about it. It is our responsibility to find out what we can.

Senator Bleeker ended her testimony by stating that school-to-work is bad educational theory and bad economic theory that has been implemented in an unprecedented manner that completely circumvents the political process. Legislators owe it to their constituents to at least find out what it is.

The Chairperson thanked Senator Bleeker for putting this all together. She does intend to pursue this further. She thanked all the conferees. The audience will be taking this back to others. She was glad to see the high school students that were present. They need to be aware of this. Teachers need to be made aware of this. It is our responsibility to take the message to others. This may not be happening to the degree in Kansas that it is happening in other states, but that is only because Kansas is not as far along. This is not the Chairperson's vision for education. There is a great responsibility here.

Testimony from Lloyd B. Hanahan, Overland Park, Kansas was sent in and labeled (Attachment 9).
Testimony from Kevin P. Gilmore, Olathe, Kansas, was sent in and labeled (Attachment 9)

*Video of meeting available from Senator Bleeker.

The meeting was adjourned.

SENATE EDUCATION COMMITTEE GUEST LIST

DATE: February 19, 1998

NAME	REPRESENTING
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VIRGINIA MILLER	
Rep. Sam Rohrer	
Sandra Holloway	KSBE
Marsha Stahler	CWA
Gacey Farmer	KASB
Jacque Cakes	SQE
Gary Wolfram	Hillsdale College
HERB TAYLOR	
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NATIONAL
CENTER
ON
EDUCATION
AND THE
ECONOMY

11 November 1992

Hillary Clinton
The Governor's Mansion
1800 Canter Street
Little Rock, AR 72206

Dear Hillary:

I still cannot believe you won. But utter delight that you did pervades all the circles in which I move. I met last Wednesday in David Rockefeller's office with him, John Sculley, Dave Barram, and David Hesekorn. It was a great celebration. Both John and David R. were more expansive than I have ever seen them -- literally radiating happiness. My own view and theirs is that this country has seized its last chance. I am fond of quoting Winston Churchill to the effect that "America always does the right thing -- after it has exhausted all the alternatives." This election, more than anything else in my experience, proves his point.

The subject we were discussing was what you and Bill should do now about education, training, and labor market policy. Following that meeting, I chaired another in Washington on the same topic. Those present at the second meeting included Tim Barnicle, Dave Barram, Mike Cohen, David Hornbeck, Hillary Pennington, Andy Plattner, Lauren Resnick, Betsy Brown Ruzzl, Bob Schwartz, Mike Smith, and Bill Spring. Shirley Malcom, Ray Marshall, and Susan McGuire were also invited. Though these three were not able to be present at last week's meeting, they have all contributed by telephone to the ideas that follow. *Ira Magazine* was also invited to this meeting.

Our purpose in these meetings was to propose concrete actions that the Clinton administration could take -- between now and the inauguration, in the first 100 days and beyond. The result, from where I sit, was really exciting. We took a very large leap forward in terms of how to advance the agenda on which you and we have all been working -- a practical plan for putting all the major components of the system in place within four years, by the time Bill has to run again.

I take personal responsibility for what follows. Though I believe everyone involved in the planning effort is in broad agreement, they may not all agree on the details. You should also be aware that, although the plan comes from a group closely associated with the National Center of Education and the Economy, there was no practical way to poll our whole Board on this plan in the time available. It represents, then, not a proposal from our Center, but the best thinking of the group I have named.

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Re-Keyboarded for Research - Page 1

Senate Education
Attachment 1
2-19-98

We think the great opportunity you have is to remold the entire American System for human resources development, almost all of the current components of which were put in place before World War II. The danger is that each of the ideas that Bill advanced in the campaign in the area of education and training could be translated individually in the ordinary course of governing into a legislative proposal and enacted as a program. This is the plan of least resistance. But it will lead to these programs being grafted onto the present system, not to a new system, and the opportunity will have been lost. If this sense of time and place is correct, it is essential that the administration's efforts be guided by a consistent vision of what it were to accomplish in the field of human resource development, with respect both to choice of key officials and the program.

What follows comes in three places:

First, a vision of the kind of national -- not federal -- human resources development system the nation could have. This is interwoven with a new approach to governing that should inform that vision. What is essential is that we create a seamless web of opportunities, to develop one's skills that literally extends from cradle to grave and is the same system for everyone -- young and old, poor and rich, worker and full-time student. It needs to be a system driven by client needs (not agency regulations or the needs of the organization providing the services), guided by clear standards that define the stages of the system for the people who progress through it, and regulated on the basis of outcomes that providers produce for their clients, not inputs into the system.

Second, a proposed legislative agenda you can use to implement this vision. We propose four high priority packages that will enable you to move quickly on the campaign promises:

1. The first would use your proposal for an apprenticeship system as the keystone of a strategy for putting a whole new postsecondary training system in place. That system would incorporate your proposal for reforming postsecondary education finance. It contains what we think is a powerful idea for rolling out and scaling up the whole new human resources system nationwide over the next four years, using the (renamed) apprenticeship ideas as the entering wedge.
2. The second would combine initiatives on dislocated workers, a rebuilt employment service and a new system of labor market boards to offer the Clinton administration's employment security program, built on the best practices anywhere in the world. This is the backbone of a system for assuring adult workers in our society that they need never again watch with dismay as their jobs disappear and their chances of ever getting a good job again go with them.
3. The third would concentrate on the overwhelming problems of our inner cities, combining elements of the first and second packages into a special program to greatly raise the work-related skills of the people trapped in the core of our great cities.
4. The fourth would enable you to take advantage of legislation on which Congress has already been working to advance the elementary and secondary reform agenda.

The other major proposal we offer has to do with government organization for the human resources agenda. While we share your reservations about the hazards involved in bringing reorganization proposals to the Congress, we believe that the one we have come up with minimizes those drawbacks while creating an opportunity for the new administration to move like lightning to implement its human resources development proposals. We hope you can consider the merits of this idea quickly, because, if you decide to go with it or something like it, it will greatly affect the nature of the offers you make to prospective cabinet members.

The Vision

We take the proposals Bill put before the country in the campaign to be utterly consistent with the ideas advanced in America's Choice, the school restructuring agenda first stated in A Nation Prepared, and later incorporated in the work of the National Alliance for Restructuring Education, and the elaboration of this view that Ray and I tried to capture in our book, Thinking for a Living. Taken together, we think these ideas constitute a consistent vision for a new human resources development system for the United States. I have tried to capture the essence of that vision below.

An Economic Strategy Based on Skill Development

- The economy's strength is derived from a whole population as skilled as any in the world, working in workplaces organized to take maximum advantage of the skills those people have to offer.
- A seamless system of unending skill development that begins in the home with the very young and continues through school, postsecondary education and the workplace.

The Schools

- Clear national standards of performance in general education (the knowledge and skills that everyone is expected to hold in common) are set to the level of the best achieving nations in the world for students of 16, and public schools are expected to bring all but the most severely handicapped up to that standard. Students get a certificate when they meet this standard, allowing them to go on to the next stage of their education. Though the standards are set to international benchmarks, they are distinctly American, reflecting our needs and values.
- We have a national system of education in which curriculum, pedagogy, examinations, and teacher education and licensure systems are all linked to the national standards, but which provides for substantial variance among states, districts, and schools on these matters. This new system of linked standards, curriculum, and pedagogy will abandon the American tracking system, combining high academic standards with the ability to apply what one knows to real world problems, and qualifying all students to a lifetime of learning in the postsecondary system and at work.
- We have a system that rewards students who meet the national standards with further education and good jobs, providing them a strong incentive to work hard in school.

- Our public school systems are reorganized to free up school professionals to make the key decisions about how to use all the available resources to bring students up to the standards. Most of the federal, state, district, and union rules and regulations that now restrict school professional ability to make these decisions are swept away, though strong measures are in place to make sure that vulnerable populations get the help they need. School professionals are paid at a level comparable to that of other professionals, but they are expected to put in a full year, to spend whatever time it takes to do the job and to be fully accountable for the results of their work. The federal, state, and local governments provide the time, staff development resources, technology, and other support needed for them to do the job. Nothing less than a wholly restructured school system can possibly bring all of our students up to the standards only a few have been expected to meet up to now.
- There is a real -- aggressive -- program of public choice in our schools, rather than the flaccid version that is widespread now.
- All students are guaranteed that they will have a fair shot at reaching the standards: that is, that whether they make it or not depends on the effort they are willing to make, and nothing else. "School delivery standards" are in place to make sure this happens. These standards have the same status in the system as the new student performance standards, assuring that the quality of instruction is high everywhere, but they are fashioned so as not to constitute a new bureaucratic nightmare.

Postsecondary Education and Work Skills

- All students who meet the new national standards for general education are entitled to the equivalent of three more years of free additional education. We would have the federal and state governments match funds to guarantee one free year of college education to everyone who meets the new national standards for general education. So a student who meets the standard at 16 would be entitled to two free years of high school and one of college. Loans, which can be forgiven for public service, are available for additional education beyond that. National standards for sub-baccalaureate college-level professional and technical degrees and certificates will be established with the participation of employers, labor, and higher education. These programs will include both academic study and structured on-the-job training. Eighty percent or more of American high school graduates will be expected to get some form of college degree, though most of them less than a baccalaureate. These new professional and technical certificates and degrees typically are won within three years of acquiring the general education certificate, so, for most postsecondary students, college will be free. These professional and technical degree programs will be designed to link to programs leading to the baccalaureate degree and higher degrees. There will be no dead ends in this system. Everyone who meets the general education standard will be able to go to some form of college, being able to borrow all the money they need to do so, beyond the first free year.

This idea of post-secondary professional and technical certificates captures all of the essentials of the apprenticeship idea, while offering none of its drawbacks (see below).

But it also makes it clear that those engaged in apprentice-style programs are getting more than narrow training; they are continuing their education for other purposes as well, and building a base for more education later. Clearly, this idea redefines college. Proprietary schools, employers and community-based organizations will want to offer these programs, as well as community colleges and four-year institutions, but these new entrants will have to be accredited if they are to qualify to offer the programs.

- Employers are not required to provide slots for the structured on-the-job training component of the program but many do so, because they get first access to the most accomplished graduates of these programs, and they can use these programs to introduce the trainees to their own values and way of doing things.
- The system of skill standards for technical and professional degrees is the same for students just coming out of high school and for adults in the workforce. It is progressive, in the sense that certificates and degrees for entry level jobs lead to further professional and technical education programs at higher levels. Just as in the case of the system for the schools, though the standards are the same everywhere (leading to maximum mobility for students), the curricula can vary widely and programs can be custom designed to fit the needs of full-time and part-time students with very different requirements. Government grant and loan programs are available on the same terms to full-time and part-time students, as long as the programs in which they are enrolled are designed to lead to certificates and degrees defined by the system of professional and technical standards.
- The national system of professional and technical standards is designed much like the multistate bar, which provides a national core around which the states can specify additional standards that meet their unique needs. There are national standards and exams for no more than 20 broad occupational areas, each of which can lead to many occupations in a number of related industries. Students who qualify in any one of these areas have the broad skills required by a whole family of occupations, and most are sufficiently skilled to enter the workforce immediately, with further occupation-specific skills provided by their union or employer. Industry and occupational groups can voluntarily create standards building on these broad standards for their own needs, as can the states. Students entering the system are first introduced to very broad occupational groups, narrowing over time to concentrate on acquiring the skills needed for a cluster of occupations. This modular system provides for the initiative of particular states and industries while at the same time providing for mobility across states and occupations by reducing the time and cost entailed in moving from one occupation to another. In this way, a balance is established between the kinds of generic skills needed to function effectively in high performance work organizations and the skills needed to continue learning quickly and well through a lifetime of work, on the one hand, and the specific skills needed to perform at a high level in a particular occupation on the other.

Institutions receiving grant and loan funds under this system are required to provide information to the public and to government agencies in a uniform format. This information covers enrollment by program, costs and success rates for students of different backgrounds, and characteristics, and career outcomes for those students,

thereby enabling students to make informed choices among institutions based on cost and performance. Loan defaults are reduced to a level close to zero, both because programs that do not deliver what they promise are not selected by prospective students and because the new postsecondary loan system uses the IRS to collect what is owed from salaries and wages as they are earned.

Education and Training for Employed and Unemployed Adults

- The national system of skills standards establishes the basis for the development of a coherent, unified training system. That system can be accessed by students coming out of high school, employed adults who want to improve their prospects, unemployed adults who are dislocated and others who lack the basic skills required to get out of poverty. But it is all the same system. There are no longer any parts of it that are exclusively for the disadvantaged, though special measures are taken to make sure that the disadvantaged are served. It is a system for everyone, just as all the parts of the system already described are for everyone. So the people who take advantage of this system are not marked by it as "damaged goods." The skills they acquire are world class, clear and defined in part by the employers who will make decisions about hiring and advancement.

The new general education standard becomes the target for all basic education programs, both for school dropouts and adults. Achieving that standard is the prerequisite for enrollment in all professional and technical degree programs. A wide range of agencies and institutions offer programs leading to the general education certificate, including high schools, dropout recovery centers, adult education centers, community colleges, prisons, and employers. These programs are tailored to the needs of the people who enroll in them. All the programs receiving government grant or loan funds that come with dropouts and adults for enrollment in programs preparing students to meet the general education standard must release the same kind of data required of the postsecondary institutions on enrollment, program description, cost and success rates. Reports are produced for each institution and for the system as a whole showing differential success rates for each major demographic group.

- The system is funded in four different ways, all providing access to the same or a similar set of services. School dropouts below the age of 21 are entitled to the same amount of funding from the same sources that they would have been entitled to had they stayed in school. Dislocated workers are funded by the federal government through the federal programs for that purpose and by state unemployment insurance funds. The chronically unemployed are funded by federal and state funds established for that purpose. Employed people can access the system through the requirement that their employers spend an amount equal to 1-1/2 percent of their salary and wage bill on training leading to national skill certification. People in prison could get reductions in their sentences by meeting the general education standard in a program provided by the prison system. Any of these groups can also use the funds in their individual training account, if they have any, the balances in their grant entitlement or their access to the student loan fund.

Labor Market Systems

- The Employment Service is greatly upgraded and separated from the Unemployment Insurance Fund. All available front-line jobs -- whether public or private -- must be listed in it by law. This provision must be carefully designed to make sure that employers will not be subject to employment suits based on the data produced by this system -- if they are subject to such suits, they will not participate. All trainees in the system looking for work are entitled to be listed in it without a fee. So it is no longer a system just for the poor and unskilled, but for everyone. The system is fully computerized. It lists not only job openings and job seekers (with their qualifications) but also all the institutions in the labor market area offering programs leading to the general education certificate and those offering programs leading to the professional and technical college degrees and certificates, along with all the relevant data about the costs, characteristics and performance of those programs -- for everyone and for special populations. Counselors are available to any citizen to help them assess their needs, plan a program, and finance it, and once they are trained, to find an opening.
- A system of labor market boards is established at the local, state and federal levels to coordinate the systems for job training, postsecondary professional and technical education, adult basic education, job matching and counseling. The rebuilt Employment Service is supervised by these boards. The system's clients no longer have to go from agency to agency filling out separate applications for separate programs. It is all taken care of at the local labor market board office by one counselor accessing the integrated computer-based program, which makes it possible for the counselor to determine eligibility for all relevant programs at once, plan a program with the client and assemble the necessary funding from all the available sources. The same system will enable counselor and client to array all the relevant program providers side by side, assess their relative costs and performance records and determine which providers are best able to meet the client's needs based on performance.

Some Common Features

- Throughout, the object is to have a performance-and-client-oriented system to encourage local creativity and responsibility by getting local people to commit to high goals and organize to achieve them, sweeping away as much of the rules, regulations and bureaucracy that are in their way as possible, provided that they are making real progress against their goals. For this to work, the standards at every level of the system have to be clear: every client has to know what they have to accomplish in order to get what they want out of the system. The service providers have to be supported in the task of getting their clients to the finish line and rewarded when they are making real progress toward that goal. We would sweep away means-tested programs, because they stigmatize their recipients and alienate the public, replacing them with programs that are for everyone, but also work for the disadvantaged. We would replace rules defining inputs with rules defining outcomes and the rewards for achieving them. This means, among other things, permitting local people to combine as many federal programs as they see fit, provided that the intended beneficiaries are progressing toward the right outcomes (there are now 23 separate federal programs for dislocated workers). We would make individuals, their families and whole communities the unit of service, not

agencies, programs, and projects. Wherever possible, we would have service providers compete with one another for funds that come with the client, in an environment in which the client has good information about the cost and performance record of the competing providers. Dealing with public agencies -- whether they are schools or the employment service -- should be more like dealing with Federal Express than with the old Post Office.

This vision, as I pointed out above, is consistent with everything Bill proposed as a candidate. But it goes beyond those proposals, extending them from ideas for new programs to a comprehensive vision of how they can be used as building blocks, or a whole new system. But this vision is very complex, will take a long time to sell, and will have to be revised many times along the way. The right way to think about it is as an internal working document that forms the background for a plan, not the plan itself. One would want to make sure that the specific actions of the new administration were designed, in a general way, to advance this agenda as it evolved while not committing anyone to the details, which would change over time.

Everything that follows is cast in the frame of strategies for bringing the new system into being, not as a pilot program, not as a few demonstrations to be swept aside in another administration, but everywhere, as the new way of doing business.

In the sections that follow, we break these goals down into their main components and propose an action plan for each.

Major Components of the Program

The preceding section presented a vision of the system we have in mind chronologically from the point of view of an individual served by it. Here we reverse the order, starting with descriptions of program components designed to serve adults, and working our way down to the very young.

HIGH SKILLS FOR ECONOMIC COMPETITIVENESS PROGRAM

Developing System Standards

- Create National Board for Professional and Technical Standards. Board is private not-for-profit chartered by Congress. Charter specifies broad membership composed of leading figures from higher education, business, labor, government and advocacy groups. Board can receive appropriated funds from Congress, private foundations, individuals, and corporations. Neither Congress nor the executive branch can dictate the standards set by the Board. But the Board is required to report annually to the President and the Congress in order to provide for public accountability. It is also directed to work collaboratively with the states and cities involved in the Collaborative Design and Development Program (see below) in the development of the standards.

Charter specifies that the National Board will set broad performance standards (not time-in-the-seat standards or course standards) for college-level Professional and Technical certificates and degrees in not more than 20 areas and develops performance

examinations for each. The Board is required to set broad standards of the kind described in the vision statement above and is not permitted to simply reify the narrow standards that characterize many occupations now. (More than 2,000 standards currently exist, many for licensed occupations -- these are not the kinds of standards we have in mind.) It also specifies that the programs leading to these certificates and degrees will combine time in the classroom with time at the work-site in structured on-the-job training. The standards assume the existence of (high school level) general education standards set by others. The new standards and exams are meant to be supplemented by the states and by individual industries and occupations. Board is responsible for administering the exam system and continually updating the standards and exams.

Legislation creating the Board is sent to the Congress in the first six months of the administration, imposing a deadline for creating the standards and the exams within three years of passage of the legislation.

Commentary:

The proposal reframes the Clinton apprenticeship proposal as a college program and establishes a mechanism for setting the standards for the program. The unions are adamantly opposed to broad based apprenticeship programs by that name. Focus groups conducted by JFF and others show that parents everywhere want their kids to go to college, not to be shunted aside into a non-college apprenticeship "vocational" program. By requiring these programs to be a combination of classroom instruction and structured OJT; and creating a standard-setting board that includes employers and labor, all the objectives of the apprenticeship idea are achieved, while at the same time assuring much broader support for the idea, as well as a guarantee that the program will not become too narrowly focussed on particular occupations. It also ties the Clinton apprenticeship idea to the Clinton college funding proposal in a seamless web. Charging the Board with creating not more than 20 certificate or degree categories establishes a balance between the need to create one national system on the one hand with the need to avoid creating a cumbersome and rigid national bureaucracy on the other. This approach provides lots of latitude for individual industry groups, professional groups and state authorities to establish their own standards, while at the same time avoiding the chaos that would surely occur if they were the only source of standards. The bill establishing the Board should also authorize the executive branch to make grants to industry groups, professional societies, occupational groups, and states to develop standards and exams. Our assumption is that the system we are proposing will be managed so as to encourage the states to combine the last two years of high school and the first two years of community college into three year programs leading to college degrees and certificates. Proprietary institutions, employers, and community-based organizations could also offer these programs, but they would have to be accredited to offer these college-level programs. Eventually, students getting their general education certificates might go directly to community college or to another form of college, but the new system should not require that.

Collaborative Design and Development Program

The object is to create a single comprehensive system for professional and technical education that meets the requirements of everyone from high school students to skilled dislocated workers, from the hard core unemployed to employed adults who want to improve their prospects. Creating such a system means sweeping aside countless programs, building new ones, combining funding authorities, changing deeply embedded institutional structures, and so on. The question is how to get from where we are to where we want to be. Trying to ram it down everyone's throat would engender overwhelming opposition. Our idea is to draft legislation that would offer an opportunity for those states -- and selected large cities -- that are excited about this set of ideas to come forward and join with each other and with the federal government in an alliance to do the necessary design work and actually deliver the needed services on a fast track. The legislation would require the executive branch to establish a competitive grant program for these states and cities and to engage a group of organizations to offer technical assistance to the expanding set of states and cities engaged in designing and implementing the new system. This is not the usual large scale experiment, nor is it a demonstration program. A highly regarded precedent exists for this approach in the National Science Foundation's SSI program. As soon as the first set of states is engaged, another set would be invited to participate, until most or all the states are involved. It is a collaborative design, rollout and scale-up program. It is intended to parallel the work of the National Board for College Professional and Technical Standards, so that the states and cities (and all their partners) would be able to implement the new standards as soon they become available, although they would be delivering services on a large scale before that happened. Thus, major parts of the whole system would be in operation in a majority of the states within three years from the passage of the initial legislation. Inclusion of selected large cities in this design is not an afterthought. We believe that what we are proposing here for the cities is the necessary complement to a large scale job-creation program for the cities. Skill development will not work if there are no jobs, but job development will not work without a determined effort to improve the skills of city residents. This is the skill development component.

- Participants
 - Volunteer states, counterpart initiative for cities
 - 15 states, 15 cities selected to begin in first year. 15 more in each successive year.
 - 5 year grants (on the order of \$20 million per year to each state, lower amounts to the cities) given to each, with specific goals to be achieved by the third year, including program elements in place (e.g., upgraded employment service), number of people enrolled in new professional and technical programs and so on.
 - A core set of High Performance Work Organization firms willing to participate in standard setting and to offer training slots and mentors.

- Criteria for Selection
 - strategies for enriching existing co-op tech prep and other programs to meet the criteria.
 - commitment to implementing new general education standard in legislation.
 - commitment to implementing the new Technical and Professional skills standards for college.
 - commitment to developing an outcome and performance-based system for human resources development system.
 - commitment to new role for employment service.
 - commitment to join with others in national design and implementation activity.
- Clients
 - young adults entering workforce.
 - dislocated workers.
 - long-term unemployed.
 - employed who want to upgrade skills.
- Program Components
 - institute own version of state and local labor market boards. Local labor market boards to involve leading employers, labor representatives, educators, and advocacy group leaders in running the redesigned employment service, running intake system for all clients, counseling all clients, maintaining the information system that will make the vendor market efficient and organizing employers to provide job experience and training slots for school youth and adult trainees.
 - rebuild employment service as a primary function of labor market boards.
 - develop programs to bring dropouts and illiterates up to general education certificate standard. Organize local alternative providers, firms to provide alternative education, counseling, job experience, and placement services to these clients.
 - develop programs for dislocated workers and hard-core unemployed (see below).
 - develop city and state-wide programs to combine the last two years of high school and the first two years of colleges into three-year programs after acquisition of the general education certificate to culminate in college certificates and degrees. These programs should combine academic and structured on-the-job training.
 - develop uniform reporting system for providers, requiring them to provide information in that format on characteristics of clients, their success rates by

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program, and the costs of those programs. Develop computer-based system for combining this data at local labor market board offices with employment data from the state so that counselors and clients can look at programs offered by colleges and other vendors in terms of cost, client characteristics, program design, and outcomes. Including subsequent employment histories for graduates.

- design all programs around the forthcoming general education standards and the standards to be developed by the National Board for College Professional and Technical Standards.
- create statewide program of technical assistance to firms on high performance work organization and help them develop quality programs for participants in Technical and Professional certificate and degree programs. (It is essential that these programs be high quality, nonbureaucratic and voluntary for the firms.)
- participate with other states and the national technical assistance program in the national alliance effort to exchange information and assistance among all participants.
- National technical assistance to participants.
 - executive branch authorized to compete opportunity to provide the following services (probably using a Request For Qualifications):
 - state-of-the art assistance to the states and cities related to the principal program components (e.g., work reorganization, training, basic literacy, funding systems, apprenticeship systems, large scale data management systems, training systems for the HR professionals who make the whole system work, etc.). A number of organizations would be funded. Each would be expected to provide information and direct assistance to the states and cities involved, and to coordinate their efforts with one another.
 - It is essential that the technical assistance function include a major professional development component to make sure the key people in the states and cities upon whom success depends have the resources available to develop the high skills required. Some of the funds for this function should be provided directly to the states and cities, some to the technical assistance agency.
 - coordination of the design and implementation activities of the whole consortium, document results, prepare reports, etc. One organization would be funded to perform this function.

Dislocated Workers Program

- new legislation would permit combining all dislocated workers programs at redesigned employment service office. Clients would, in effect, receive vouchers for education and training in amounts determined by the benefits for which they qualify. Employment service case managers would qualify client worker for benefits and assist the client in the selection of education and training programs offered by provider

institutions. Any provider institutions that receive funds derived from dislocated worker programs are required to provide information on costs and performance of programs in uniform format described above. This consolidated and vouchered dislocated workers program would operate nationwide. It would be integrated with Collaborative Design and Development Program in those states and cities in which that program functioned. It would be built around the general education certificate and the Professional and Technical Certificate and Degree Program as soon as those standards were in place. In this way, programs for dislocated workers would be progressively and fully integrated with the rest of the national education and training system.

Levy Grant System

- this is the part of the system that provides funds for currently employed people to improve their skills. Ideally, it should specifically provide means whereby front-line workers can earn their general education credential (if they do not already have one) and acquire Professional and Technical Certificates and Degrees in fields of their choosing.
- everything we have heard indicates virtually universal opposition in the employer community to the proposal for a 1-1/2% levy on employers for training to support the costs associated with employed workers gaining these skills, whatever the levy is called. We propose that Bill take a leaf out of the German book. One of the most important reasons that large German employers offer apprenticeship slots to German youngsters is that they fear, with good reason, that if they don't volunteer to do so, the law will require it. Bill could gather a group of leading executives and business organization leaders, and tell them straight out that he will hold back on submitting legislation to require a training levy, provided that they commit themselves to a drive to get employers to get their average expenditures on front-line employee training up to 2% of front-line employee salaries and wages within two years. If they have not done so within that time, then he will expect their support when he submits legislation requiring the training levy. He could do the same thing with respect to slots for structured on-the-job training.

College Loan/Public Service Program

- We presume that this program is being designed by others and so have not attended to it. From everything we know about it, however, it is entirely compatible with the rest of what is proposed here. What is, of course, especially relevant here, is that our reconceptualization of the apprenticeship proposal as a college-level education program, combined with our proposal that everyone who gets the general education credential be entitled to a free year of higher education (combined federal and state funds) will have a decided impact on the calculations of cost for the college loan/public service program.

Assistance for Dropouts and the Long Term Unemployed

- The problem of upgrading the skills of high school dropouts and the adult hard core unemployed is especially difficult. It is also at the heart of the problem of our inner cities. All the evidence indicates that what is needed is something with all the important characteristics of a nonresidential job Corps-like program. The problem with the Job Corps is that it is operated directly by the federal government and is therefore not embedded at all in the infrastructure of local communities. The way to solve this problem is to create a new urban program that is locally -- not federally -- organized and administered, but which must operate in a way that uses something like the federal standards for contracting for Job Corps services. In this way, local employers, neighborhood organizations and other local service providers could meet the need, but requiring local authorities to use the federal standards would assure high quality results. Programs for high school dropouts and the hard-core unemployed would probably have to be separately organized, though the services provided would be much the same. Federal funds would be offered on a matching basis with state and local funds for this purpose. These programs should be fully integrated with the revitalized employment service. The local labor market board would be the local authority responsible for receiving the funds and contracting with providers for the services. It would provide diagnostic, placement and testing services. We would eliminate the targeted jobs credit and use the money now spent on that program to finance these operations. Funds can also be used from the JOBS program in the welfare reform act. This will not be sufficient, however, because there is currently no federal money available to meet the needs of hard-core unemployed males (mostly Black) and so new monies will have to be appropriated for the purpose.

Commentary:

As you know very well, the High Skills: Competitive Workforce as sponsored by Senators Kennedy and Hatfield and Congressman Gephardt and Regula provides a ready-made vehicle for advancing many of the ideas we have outlined. To foster a good working relationship with the Congress, we suggest that, to the extent possible, the framework of these companion bills be used to frame the President's proposals. You may not know that we have put together a large group of representatives of Washington-based organizations to come to a consensus around the ideas in America's Choice. They are full of energy and very committed to this joint effort. If they are made part of the process of framing the legislative proposals, they can be expected to be strong support for them when they arrive on the Hill. As you think about the assembly of these ideas into specific legislative proposals, you may also want to take into account the packaging ideas that come later in this letter.

ELEMENTARY AND SECONDARY EDUCATION PROGRAM

The situation with respect to elementary and secondary education is very different from adult education and training. In the latter case, a new vision and a whole new structure is required. In the former, there is increasing acceptance of a new vision and structure among the public at large, within the relevant professional groups and in Congress. There is also a lot of existing activity on which to build. So we confine ourselves here to describing some of those activities that can be used to launch the Clinton education program.

Standard Setting

Legislation to accelerate the process of national standard setting in education was contained in the conference report on S.2 and HR 4323 that was defeated on a recent cloture vote. Solid majorities were behind the legislation in both houses of Congress. While some of us would quarrel with a few of the details, we think the new administration should support the early reintroduction of this legislation with whatever changes it thinks fit. This legislation does not establish a national body to create a national examination system. We think that is the right choice for now.

Systemic Change in Public Education

The conference report on S.2 and HR 4323 also contained a comprehensive program to support systemic change in public education. Here again, some of us would quibble with some of the particulars, but we believe that the administration's objectives would be well served by endorsing the resubmission of this legislation, modified as it sees fit.

Federal Programs for the Disadvantaged

The established federal education programs for the disadvantaged need to be thoroughly overhauled to reflect an emphasis on results for the student rather than compliance with the regulations. A national commission on Chapter 1, the largest of these programs, chaired by David Hornbeck, has designed a radically new version of the legislation, with the active participation of many of the advocacy groups. Other groups have been similarly engaged. We think the new administration should quickly endorse the work of the national commission and introduce its proposals early next year. It is unlikely that this legislation will pass before the deadline -- two years away -- for the reauthorization of the Elementary and Secondary Education Act, but early endorsement of this new approach by the administration will send a strong signal to the Congress and will greatly affect the climate in which other parts of the act will be considered.

Public Choice Technology, Integrated Health and Human Services, Curriculum Resources, High Performance Management, Professional Development, and Research and Development

The restructuring of the schools that is envisioned in S.2 and HR 4323 is not likely to succeed unless the schools have a lot of information about how to do it and real assistance in getting it done. The areas in which this help is needed are suggested by the heading of this section. One of the most cost-effective things the federal government could do is to provide support for research, development, and technical assistance of the schools on these topics. The new Secretary of Education should be directed to propose a strategy for doing just that, on a scale sufficient to the need. Existing programs of research, development, and assistance should be examined as possible sources of funds for these purposes. Professional development is a special case. To build the restructured system will require an enormous amount of professional development and the time in which professionals can take advantage of such a resource. Both cost a lot of money. One of the priorities for the new education secretary should be the development of strategies for dealing with these problems. But here, as elsewhere, there are some existing programs in the Department of Education whose funds can be redirected for this

purpose, programs that are not currently informed by the goals that we have spelled out. Much of what we have in mind here can be accomplished through the reauthorization of the Office of Educational Research and Improvement. Legislation for that reauthorization was prepared for the last session of Congress, but did not pass. That legislation was informed by a deep distrust of the Republican administration, rather than the vision put forward by the Clinton campaign. But that can and should be remedied on the next round.

Early Childhood Education

The president-elect has committed himself to a great expansion in the funding of Head Start. We agree. But the design of the program should be changed to reflect several important requirements. The quality of professional preparation for the people who staff these programs is very low and there are no standards that apply to their employment. The same kind of standard setting we have called for in the rest of this plan should inform the approach to this program. Early childhood education should be combined with quality day care to provide wrap-around programs that enable working parents to drop off their children at the beginning of the workday and pick them up at the end. Full funding for the very poor should be combined with matching funds to extend the tuition paid by middle class parents to make sure that these programs are not officially segregated by income. The growth of the program should be phased in, rather than done all at once, so that qualify problems can be addressed along the way, based on developing examples of best practice. These and other related issues need to be addressed, in our judgment, before the new administration commits itself on the specific form of increased support for Head Start.

Putting the package together:

Here we remind you of what we said at the beginning of this letter about timing the legislative agenda. We propose that you assemble the ideas just described into four high priority packages that will enable you to move quickly on the campaign promises:

1. The first would use your proposal for an apprenticeship system as the keystone of the strategy for putting the whole new postsecondary training system in place. It would consist of the proposal for postsecondary standards, the Collaborative Design and Development proposal, the technical assistance proposal and the postsecondary education finance proposal.
2. The second would combine the initiatives on dislocated workers, the rebuilt employment service and the new system of labor market boards as the Clinton administration's employment security program, built on the best practices anywhere in the world. This is the backbone of a system for assuring adult workers in our society that they need never again watch with dismay as their jobs disappear and their chances of ever getting a good job again go with them.
3. The third would concentrate on the overwhelming problems of our inner cities, combining most of the elements of the first and second packages into a special program to greatly raise the work-related skills of the people trapped in the core of our great cities.

4. The fourth would enable you to take advantage of legislation on which Congress has already been working to advance the elementary and secondary reform agenda. It would combine the successor to HR 4323 and S.2 (incorporating the systemic reforms agenda and the board for student performance standards), with the proposal for revamping Chapter 1.

Organizing the Executive Branch for Human Resources Development

The issue here is how to organize the federal government to make sure that the new system is actually built as a seamless web in the field, where it counts, and that program gets a fast start with a first-rate team behind it.

We propose, first, that the President appoint a National Council on Human Resources Development. It would consist of the relevant key White House officials, cabinet members and members of Congress. It would also include a small number of governors, educators, business executives, labor leaders and advocates for minorities and the poor. It would be established in such a way as to assure continuity of membership across administrations, so that the consensus it forges will outlast any one administration. It would be charged with recommending broad policy on a national system of human resources development to the President and the Congress, assessing the effectiveness and promise of current programs and proposing new ones. It would be staffed by senior officials on the Domestic Policy Council staff of the President.

Second, we propose that a new agency be created, the National Institute for Learning, Work and Service. Creation of this agency would signal instantly the new administration's commitment to putting the continuing education and training of the "forgotten half" on a par with the preparation of those who have historically been given the resources to go to 'college' and to integrate the two systems, not with a view to dragging down the present system and those it serves, but rather to make good on the promise that everyone will have access to the kind of education that only a small minority have had access to up to now. To this agency would be assigned the functions now performed by the assistant secretary for employment and training, the assistant secretary for vocational education and the assistant secretary for higher education. The agency would be staffed by people specifically recruited from all over the country for the purpose. The staff would be small, high powered and able to move quickly to implement the policy initiatives of the new President in the field of human resources development.

The closest existing model to what we have in mind is the National Science Board and the National Science Foundation, with the Council in the place of the Board and the institute in the place of the Foundation. But our council would be advisory, whereas the Board is governing. If you do not like the idea of a permanent council, you might consider the idea of a temporary President's Task Force, constituted much as the council would be.

In this scheme, the Department of Education would be free to focus on putting the new student performance standards in place and managing the programs that will take the leadership in the national restructuring of the schools. Much of the financing and disbursement functions of the higher education program would move to the Treasury Department, leaving the higher education staff in the new institute to focus on matters of substance.

In any case, as you can see, we believe that some extraordinary measure well short of actually merging the departments of labor and education is required to move the new agenda with dispatch.

Getting Consensus on the Vision

Radical changes in attitudes, values and beliefs are required to move any combination of these agendas. The federal government will have little direct leverage on many of the actors involved. For much of what must be done a new, broad consensus will be required. What role can the new administration play in forging that consensus and how should it go about doing it?

At the narrowest level, the agenda cannot be moved unless there is agreement among the governors, the President and the Congress. Bill's role at the Charlottesville summit leads naturally to a reconvening of that group, perhaps with the addition of key members of Congress and others.

But we think that having an early summit on the subject of the whole human resources agenda would be risky, for many reasons. Better to build on Bill's enormous success during the campaign with national talk shows, in school gymnasiums and the bus trips. He could start on the consensus-building progress this way, taking his message directly to the public, while submitting his legislative agenda and working it on the Hill. After six months or so, when the public has warmed to the ideas and the legislative packages are about to get into hearings, then you might consider some form of summit, broadened to include not only the governors, but also key members of Congress and others whose support and influence are important. This way, Bill can be sure that the agenda is his, and he can go into it with a groundswell of support behind him.

...

That's it. None of us doubt that you have thought long and hard about many of these things and have probably gone way beyond what we have laid out in many areas. But we hope that there is something here that you can use. We would, of course, be very happy to flesh out these ideas at greater length and work with anyone you choose to make them fit the work that you have been doing.

Very best wishes from all of us to you and Bill.

Marc Tucker

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HARRISBURG

COMMITTEES

EDUCATION
APPROPRIATIONS
LABOR RELATIONS
POLICY
CHAIRMAN, SELECT SUBCOMMITTEE ON
HOUSE RESOLUTION 37

**Prepared Remarks on School-To-Work
Before the Kansas Senate Education Committee
February 19, 1998**

I would like to thank Senator Blecker and this committee for arranging this hearing. There is no issue more timely than that of the work force development wave currently sweeping through our state legislatures and federal government, and I commend you for pursuing more information on this subject.

As a member of the Pennsylvania House Education, Appropriations, and Labor Relations committees I have encountered various pieces of the puzzle that we now see coming together into what is called School-to-Work. My comments on this topic today are viewed through the lens of my experience and background. First, from my perspective as a father of six children including three teenagers, and a businessman for 16 years prior to entering public office, I ask the question, How will this program impact my children and their ability to find rewarding employment?

Secondly, as a patriotic American committed to the concept of limited government, I ask this question, How does STW impact on the larger issue of control? Who gains control under this program, the parent or government bureaucracy? Is free-enterprise strengthened or are government experts empowered? In the end, who calls the shots? The people or the government?

*Senate Education
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Thirdly, as an elected official, I take my oath to defend and support the constitutions of my state and nation very seriously. I believe that to violate that oath is treason. From this perspective, I ask the question, How does the STW program stack up against my oath and the constitutions.

First, how will this program impact my children and their ability to find rewarding employment?

Our Pennsylvania School-to-work contract very clearly states that *“regardless of the final shape of the program, the essential requirement is that all students are equipped to seek, gain, and maintain employment.”* In our 1997-98 Continuation Agreement, the feds requested an update on how the state is ensuring the inclusion of all students. The official response reads, *“The Progress Measures Charts, National STW Evaluation, and state data collection instruments will each continue to demonstrate the inclusion of all students.”* Through out the contract continual reference is made to STW operating jointly to accomplish the goals of Goals 2000. Not coincidentally, Goal 1 of Goals 2000 states, *“Every child will start school ready to learn,”* and reference is made throughout that document about the need for every child to do this or that. Conditions of the contract also obligates the state to create statewide standards to measure both content and performance and states the Executive Branch’s dedication to *“helping Pennsylvania achieve the National Education Goals.”* Is it any wonder therefore that the new statewide assessment tests which allegedly measure performance against the standards is being forced onto all students, being made requirements for graduation, and permanent indicators on student records? If all students will participate, if all children will be forced to take assessment tests, if all students will be forced into alignment with the federally designed standards, if all students will be channeled into state selected occupational tracks, what happens to individual

choice? What happens to parental guidance? Every repeated reference to all students will, or shall of necessity reduce individual family choices.

Our contract also states that not only will K-12 education be remolded but ***“driving all programs by “outcomes/competencies OBE” will produce performance standards that lead to systemic reform of secondary education.”*** Driven by the strategic planning process, the incorporation of the 80%-20% rule - 80% go on to voc-ed, 20% to college, it is obvious many colleges will be forced out of business or at least to alter their mission. In any case, a college education will be reserved for a relative few. How will this impact my child or your child?

What about my child finding good employment? Rather than improving under STW, the chances for good employment will be reduced. Why? Businesses are already fleeing our state and our nation because of costly mandates and oppressive government intervention. What does STW do for business? It certainly does not produce a person who reads better, thinks independently, or more accurately compute math. Why not? Because nowhere in all the pages of contractual obligations, is there a reference to improving these fundamental skills in either the STW or Goals 2000 contracts.

In fact, contrary to what businesses are being told, STW is without a doubt the most anti-business system to ever be leveraged onto American business. Consider please Objective 12 in our contract which states, ***“To increase employer interest in and willingness to invest in training for their current and future workforce.”*** Under System Maintenance of our contract it reads, the Commonwealth will ***“ensure that local STW programs are maintained after federal funding is no longer available and each site will be required to indicate in their plan, how the programs will be maintained.”*** Who do you think will pick up the tab? The contract stipulates, ***“Employers shall be responsible for providing student learners with training positions, a***

skilled mentor, a structured work experience that aligns with the state standards, and a wage which will be negotiated by labor and the mentor on behalf of the student.” Who pays for the mentor, the wage, a restructured worksite? Oh yes, the contract also stipulates, 1) *“No student shall replace any currently employed worker”*; 2) *“No STW program shall be undertaken without written concurrence of the labor union.”* The contract goes on to say, All arrangements with the student worker shall be subject to oversight from the Secretary of Education who will oversee the STW Program. *“Each local STW partnership will be provided with a copy of “Career Directions” which was developed by a nontraditional career development planning curriculum by the PA Sex Equity Administrator.”* (Attached copy) The Department of Education School Equity Office will ensure that local partnerships (employers) fully address race and gender equity issues.

When businesses find out their financial obligations and the extent to which they have turned over control to outside government bureaucrats with politically correct agendas, they will not offer more job opportunities, they will offer less!

For any objective person, the STW program is an absolute bureaucratic boondoggle that predictably will cost a lot and destroy independence and efficiency in the process. This is bad news for our children and our businesses.

Secondly, who gains control under this program, the parent or government bureaucracy? Who really calls the shots? Over two years ago, I received a simple call from a local school board member asking for information about a program that the Pennsylvania Departments of Welfare and Education were jointly promoting to school districts under the ruse of obtaining “free money” if they would just sign up for their “partial hospitalization provider” status with Medicaid. After checking with appropriate committee staff and my fellow colleagues in the

House and Senate. I found that no one had heard of this initiative. Not surprisingly perhaps, requests for information from our state agencies produced limited responses and raised one red flag after another. Particularly disturbing at this point was the realization that our un-elected bureaucrats were actively promoting a bold new initiative in the area of Medical Assistance at a time when Medical Assistance was growing faster than any other area in our state budget. Equally alarming was the apparent combining of Education and Welfare programs into a common thrust that appeared to have by-passed the Pennsylvania Legislature.

The inability to obtain full disclosure prompted me to introduce House Resolution 37. By a wide margin, the Pennsylvania House of Representatives passed this resolution and created a Select Subcommittee. This Select Subcommittee was chartered to investigate the issues of Medicaid in the schools, how it got there, its fiscal impact, as well as the issues of parental consent violations, pupil privacy invasions, and data collection and security. The Subcommittee completed and circulated its Final Report known as the H.R. 37 Report at the end of November, 1996. Probably the most documented and researched report to come out of a legislative committee in Pennsylvania, the H.R. 37 Report details these issues and makes specific findings and recommendations.

While many serious problems were identified, there is one that is most serious because its presence breeds many others. This overarching finding was that dramatic public policy shifts are simultaneously occurring in the areas of health care, education, and work-force development. Almost all are through executive branch initiatives and bureaucratic maneuvering at times supplemented with questionable court settlements of lawsuits filed by liberal advocates. These shifts all have one thing in common - the realignment of control. Control is being wrested away

from the individual, from the parent, from local school boards, from local health care providers and ultimately from employers. **Without dispute, these shifts if left unaltered will produce a planned economy, planned not by parents and individuals across this land, but by government fiat.** These monumental changes are for the most part by-passing Congress and the elected state legislatures because there is great urgency to make key structural changes before the year 2000. Congress and the Legislatures are simply viewed as impediments that must be avoided. As such, the necessary constitutional principle of Checks and Balances is violated and the scrutiny afforded public and legislative debate is pre-empted. The necessary safeguards and protections are not established and the citizens of this nation, our children, our parents and ultimately our entire population is victimized by the intruding arm of government. The picture of all that is happening is coming into focus and the picture is quite ugly.

To properly understand the problem however, it is critical to know the genesis of these changes. Certainly these changes are the result of an aggressive philosophy that favors the policies of big government and disdains the American tradition of independence and local control. However, a quasi-official structure was needed to legitimize these efforts and to placate inquisitive minds. This structure took the form of an initiative adopted at the 1989 National Governor's Conference. Chaired by then Governor Bill Clinton, this group of governors pledged themselves to an initiative called, America 2000, now Goals 2000. Simultaneously, this structure began to be implemented at **both** the state and federal levels. This movement dubbed the "educational restructuring movement" became the umbrella under which other restructuring efforts in health-care and the labor force could occur without a great deal of suspicion. And

because the strategically chosen object of this restructuring was and is children. it defies criticism by all except protective parents or by a few other courageous people.

In fact a master federal plan did exist. This plan was produced by none other than the U. S. Dept. of Labor in the form of the SCANS, short for the Secretary's Commission on Achieving Necessary Skills. This detailed document finished in 1992 tells it all. Produced pursuant to the adoption of America 2000 by the National Governor's Conference, this "blue print for change" remains the guiding federal document to this day. Combining labor and workforce skills emphasis, the SCANS spelled out the full details of how the labor force, education, and health would combine and how the school room would need to become the location for mental and emotional change in students in order to "prepare them for the 21st century". Considered to be "human capital" by proponents of this approach, children become objects for tinkering and experimentation by social planners. This 21st Century emphasis on labor force preparedness assumed the name of School -to-Work.

While it was known some years ago what the structure was going to look like, there appeared to be a shortage of funding in order to make it happen. It was apparent that wholesale structural changes in these areas could not be accomplished without a massive infusion of new dollars and these simply were not available on the state level. But never fear. Funding is as available as increasing the national debt. Two ready-made programs existed but had too many restrictions in them for broad-based use. They were Title I funding and Medicaid. However, these restrictions did not pose formidable obstacles. Simply change them. In October of 1994, President Clinton signed into law the "Improving America's Schools Act." In addition to re-authorizing over \$7 billion FY 1995 this legislation rewrote the Elementary and Secondary

Education Act. Although Title I was established in 1965 to provide “extra” educational services to the nation’s poorest and lowest achieving students, the re-authorized law provides parents, advocates, and school communities with a new opportunity to use Title I as a tool for broader school reform. Title I now incorporates the objectives of Goals 2000 and any school that receives Title I funding finds themselves being forced into compliance with the mandates of Goals 2000 whether or not they receive money under Goals 2000. Now by law, under Title I, children are determined “at risk” by not meeting state outcomes as measured by the new state standards and statewide assessments. Through the ingenious option of “**school-wide programs**”, Title I funds can now be expended on all students as “educationally deprived” as well as “economically deprived.”

In our contract and yours, you will find buried somewhere references to Title I Funds, Chapter 1 Funds and medical assistance or more accurately, Medicaid. While the references are perhaps brief, the meshing of these programs into a seamless web is undeniable, and is what the Clinton administration refers to as the “safety net”. Our contract reads, “***In Pennsylvania, too, we are exploring the possibility of using Chapter 1 schoolwide project schools as focal points for targeted services including JOBS funds and medical assistance services.***” What’s a school-wide program? What this means is this, if just one school building has a student population of 50% that receive Free and Reduced Lunch, then the entire school district can be targeted as a school-wide Title I program. Of course, redistributing and rearranging students within a district to raise the percentage of these qualifying children to 50% percent could also qualify the entire school population for Title I funds. Once a school-wide designation is achieved, all students are classified as “at risk”, and therefore, candidates for remediation.

Now, what's the connection with medical assistance services and Medicaid? Originally a government sponsored health insurance program for the poor, poverty guidelines have been dropped entirely for ages 0-21. Through the exploitation of a loop-hole in the Omnibus Budget Reconciliation Act of 1989 (OBRA 89), terms have been redefined. Disability now includes reading and math deficiencies or such things as "breaking up with one's boyfriend or girlfriend". Other terms have been expanded like "at risk", which now means "at risk of becoming at risk." This assures that every child can become "identified". This is the point where the child once identified under OBE/Goals 2000 or Title I as "at risk" can now be re-mediated under Medicaid mental health "wrap around services". In order to provide these mental health remedial services, the school must agree to provide mental health services. This can be done through the "partial hospitalization provider status", often under EPSDT, in order to bill for Medicaid. This is what allows the school to provide all health-related services through the vehicle of school-based clinics. It is this "identification" process fueled by new Title I requirements, EPSDT allowances, and School -to-Work requirements that necessitates the "profiling" of every child in order to identify, remediate, and mold the child into the worker for the 21st Century or as our contract reads, for "*the new economy*". Wherever you find School-to-Work, you will find Title I, Medicaid, labeling, remediation, and lots of federal dollars. This is control and orchestration at its worst.

Thirdly, how does the STW program stack up against my oath and the constitution? Perhaps the issue of greatest concern to me is the lack of constitutional basis for the STW program and its implementation. Although the federal government has been increasingly involved in education within the states, this involvement nonetheless violates the US Constitution that expressly disallows any involvement in state activity not expressly provided for

in the constitution. For the very reasons the founding fathers expressly disallowed federal involvement in state prerogatives, Goals 2000, Title I, Medicaid, and School to Work are now a problem. While some people obviously argue the benefits of federal involvement, this begs the question. For any American to reach out and embrace a federal plan and somehow think state officials will craft their own unique plan for their state is either willingly ignorant or deceived. The individual who signed our contract told me that even though he had signed the STW contract and had serious problems with many of its provisions, the decision was made to sign it anyway, take the money and use it for what we wanted. My response to him was one of shock, and prompted me to comment, "that's crazy". If that is true, you are either willingly ignorant of federal government controls or are guilty of fraud. There is no question, every state will conform to the terms of the contracts they have signed, and Kansas will too. The federal strings are long and they are strong.

In addition to failing constitutional muster, the method of implementation clearly violates the Principle of Separation of Powers. In state after state, the executive branch (Governor's office) consistent with their pact to support Goals 2000 etc. have pursued federal monies, signed away valuable state sovereignty rights and entered into binding contracts without involving the General Assemblies.

In our state as in other states, the Executive Branch signed a contract with the US Departments of Education and Labor. This 5-yr 30 million dollar contract was to implement a statewide STW Opportunity System. Each year a continuation agreement must be signed proving compliance with the contract and indicating steps of implementation being taken. Through the agreements of this contract, our departments of Education, Labor, and Welfare began cooperating to implement the provisions. Meetings across the state were convened with state universities,

certain business groups and other special interests in an effort to produce stakeholders in the process. Stakeholders who not coincidentally will stand to profit from the flow of funds. Stakeholders to the process who once they found out the full extent of the program would be so deeply into the program that to back out would be embarrassing if not costly. The great problem here is that the General Assembly had no input let alone knowledge of any contract signed with the federal bureaucracy. Even though monies were achieved by this contract, the General Assembly had no part in how they were distributed nor to whom. It is safe to ask, under what authority is major public policy being made, significant sums of money spent, and the state legislature obligated without being involved and meet constitutional constraints? The answer there is no lawful authority. To make such a brazen end run around the Legislatures of this Republic is treasonous and a veritable attack on our system of government. By violating the constitutional process, the necessary scrutiny afforded legislative and public debate has been preempted. Across this nation, legislator after legislature are witnessing gross violations. The expanded authority that STW and other contracts place in the Governor's office to distribute the dollars and implement public policy according to the contract is dangerous, foolish and unconstitutional. Every Governor that embarks on this process violates his constitutional oath! The executive branch is to enforce the law not make the law! No one who is committed to our constitutions can support such violations. In fact, the failure to recognize such violations is an even greater travesty.

In summary, the School-to-Work program should not be considered alone since it does not stand alone nor does it operate independent of other major federal entitlements. The complete restructuring picture painted by the integration of these massive federal programs is

scary indeed. School-to-work is clearly being deceptively promoted to the a) public; b) to legislatures; c) to business and labor alike.

It is being promoted as an advanced version of our traditional vo-tech educational program. It attempts to usurp the good will and success of existing vo-tech programs and even to fraudulently take credit for their success. In reality, while STW includes a vo-tech component it is deceptive to lead the public and the legislators to assume this narrow equation. STW will destroy most current vo-tech programs by usurping the decision-making regarding vocational choices from the local school and place it with the various labor boards, regional forecasters and governmental directives.

STW is being promoted to business and employers as the answer to the obvious academic and skill deficiencies of the current high school graduates. Employers are being fraudulently led to believe that under-skilled laborers can be corrected by a "high-tech" "TQM" national program "bench-marked" to "world-class" standards. This may sound good, but that's all. The problem today is kids aren't taught how to read, and they are taught moral relativism that produces kids with high self esteem but bad moral character and deficient academic preparation. STW in none of its components addresses either of these root problems. As a result, business is fooled into accepting a cleverly disguised government program that mandates yet more costly business controls.

The history of School to Work and its ultimate design is covered up or at best not discussed. If the average STW participant knew the historical genesis of STW and its ultimate mature design they would turn and devour the program. That is why the proponents work very hard at hiding the fact that STW is modeled after the Marxist and German models. When fully implemented, STW and its accompanying program will result in a "total managed economy"

where all employment and educational decisions are made by someone other than the parent, child, employer or educator. Few like to talk about the orchestrated components of the National Governors Association and Goals 2000, OBE, Title I funding, Medicaid, and the U.S. Labor Department SCANS. Proponents have tried to fool legislators into thinking these programs are not federally directed. Even the Pennsylvania Governor's top policy advisor insisted to me sometime ago, that STW had absolutely no relationship to Goals 2000 or OBE even though they had just signed a contract with the federal government that makes the connections crystal clear.

STW aggressively attacks the foundation of parental control and local control. At the heart of my concern and all constitutional conservatives is the issue of control. America is not Germany, Japan, Russia or China. We have been the nation of freedom, the world's most blessed representative republic. We are not a democracy. We were never designed to be anything other than a nation in whom the power was vested in the people and with whom a contract identifying the rights of the people are contained in a constitution which defines the scope of government.

The very nature of Goals 2000 and STW and most other federal government programs attack the very essence of who we are. When combined with the organization of the STW program and the violation of Constitutional prohibitions, control is usurped from the people. All those who participate in such moves are therefore guilty of what our founding father's called treason. It is this basic change in control that identifies the major problem with STW and Goals 2000. Decision making for education, vocational choices and life decisions must be kept at the local level with parents and their assigns. This federally directed program strikes at the heart of this authority and if for no other reason is why every American should demand rejection.

Whether your response is just one of fiscal concern, privacy concern, fear of government control, or just opposition to an anti-business system, the result is the same. If left unaltered, these programs of which STW is the last major spoke to be implemented will produce a planned economy. After the failed experiments in centralized government in the Eastern Bloc why in the world would we fall for such a ploy. I encourage you here in the heartland of America to think for yourselves, consider all the available facts, resist the allure of federal dollars and uphold your oath to your people and to your constitution.

School-To-Work Summary

What is STW?

- STW is a federal law (103-239) known as the STW Opportunities Act signed into law by Pres. Clinton in 1994.
- STW is a comprehensive restructuring system that integrates all education and employment systems.
- STW is federally-mandated job training.
- STW is the re-definition of “education” as “preparation for work”
- STW is not an island unto itself. It is a piece in a complex federal labyrinth dedicated to expanding the centralized role of the federal government.
- STW is a systemic system.
- STW is not a new concept. It has been tried before, and failed.
- STW assumes a fundamental anti-American position.
- STW employs an implementation strategy of stealth and deceit
- STW implementation is unconstitutional.
- STW is anti-business, anti free-enterprise, and anti-family.
- STW is a total managed economy.

What STW is not:

- It is not vo-tech.
- It is not locally driven nor conceived.
- It is not free-enterprise.

**Testimony Before the Senate Education Committee
State of Kansas
February 19, 1998**

**Dr. Gary Wolfram
The George Munson Professor of Political Economy at Hillsdale College
Member of Michigan State Board of Education**

My testimony is intended to raise some questions about the concept of School-to-Work as embodied in School-To-Work Opportunities Act of 1994, P.L. 103-239. While millions of federal tax dollars can be captured by a state participating in the program, my state having received a grant of \$49 million over 5 years, and 37 states have adopted state plans in order to receive this funding, it is worth briefly examining some basic tenants of our political and economic structure as we embark on this journey.

I. The Role of the Federal government in Education

A primary issue of adopting a state plan and participating in the federal School-to-Work program is whether the federal government should be involved in shaping the education of our children, whether it be in the form of national history standards or a school-to-work program.

As Nobel Laureate Friedrich Hayek made clear in his 1961 book, *The Constitution of Liberty*, the federal constitution was meant to provide a written foundation which would protect the individual from excessive coercion by his government. As such, the constitution provides the federal government with explicit powers, and through the 10th amendment clearly states, "The powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people." One would search in vain for a provision in our constitution for a statement that the federal government has been delegated power over the education of our children. It is clear that if there is a role for government in education, that role lies with the states.

The founding fathers were correct in not assigning a role for the federal government in education, for there are a number of reasons to exclude Congress and the federal bureaucracy from involving itself in the education

of the youth of America. The first can be classified under what Hayek, in his final book, called "the fatal conceit." It is impossible for a central planner to know that is the appropriate education for the millions of individual children that are in school every day. Only parents can know what is appropriate for their child. To think that a federal bureaucracy in Washington D.C. can determine even a portion of what is to be taught in schools from Tulsa, Oklahoma to Anchorage, Alaska is at best misguided, and at worst a threat to our liberty.

In the context of the School-to-Work Act one might argue that the federal government is not mandating a particular program. Indeed, states may choose not to participate at all. But this is too superficial a view. The statute requires that the state's plans be approved by the federal government in order to receive the money. Thus, it is quite likely that federal bureaucrats that approve the state plans may influence what the state program will be. Indeed, the statute itself has some requirements to indicate what the plans should look like. For example, students are to be counseled in their career plans by not later than the 7th grade in an attempt to get them to identify their career majors (Section 102). Students are to be encouraged to enter non-traditional careers (Section 4). One cannot read the Act without getting a clear indication that the Congress is attempting to redirect education into a worker-training role and away from a classical liberal arts curriculum. Whether this is good public policy is not the question at this point, but rather whether the federal government was intended under the constitution to engage in it.

As Frederic Bastiat wrote some 150 years ago in his book, *The Law*, when government becomes involved in education, people will begin to lose a sense of whose responsibility it is to educate their children. Education will become thought of as the responsibility of government, all education issues will become political issues, and people will blame the government for its inevitable failure to do what it claims it can do. Today we demonstrate that Bastiat was right as we engage ourselves in a political discussion about whether a primary mission of schools should be specific job training, as opposed to providing general knowledge such as reading, writing, history, mathematics, art, music, geography, etc..

Are schools likely to be any more efficient at job training than they are at basic classical education? If not, the short run response may be to call for more resource to go into education, but the long run response will be further complaints and dissatisfaction with government's actions.

As the federal government becomes more involved in the funding of K-12 education it will follow with the next logical step of a federal curriculum in the form of "standards", then by national testing to ensure that schools follow this national curriculum. States and local schools will become dependent on the funding from Washington and will respond to federal mandates in ways out of proportion to the funding level. In Michigan, for example, although federal funding for education makes up less than 10 percent of total spending, we abide by large amounts of federal regulation. This is a dangerous precedent, as it allows the federal government to control the education of the nation's children. Such control is not consistent with a free people, as freedom of speech is of little value without freedom of mind.

The freedom of the nation, in fact, may depend upon the answer to the following question: Who has the responsibility for educating children, parents or the government? For too long parents have been told that the answer is "the government". This approach is behind the billions of dollars and thousands of pages of regulations that make up the more than 800 federal programs spread across 39 agencies. John Stuart Mill, in his famous essay, *On Liberty*, made it clear that, in a free society, the only role for government with respect to education is to ensure that parents fulfill their responsibility to educate their children.

II. The Political Economy of School-to-Work

Public choice theorists have recognized that all state action is human action, again something that Bastiat made clear a century and a half ago. This means that the political process is determined by the incentives created within the system. The Federalist Paper #10 warned us that factions or special interests will attempt to use the political system to direct resources to themselves. Since the seminal work of Gordon Tullock in the 1960s, economists have examined this concept in some detail under the title of "rent-seeking".

The School-to-Work is a case where special interest groups, in particular business special interest groups, will have every incentive to influence the curriculum of the schools. Once we have opened the door wide to the business community to aid in determining what job skills will be taught in the schools, every employer ought to attempt to get the specific training that is used in their particular industry into the curriculum. Employers will also be involved in what "career majors" the 7th grade students will be steered into. It is only rational that each employer should seek to have students directed into their industry in order to increase the supply of

skilled labor in that industry. This reduces job training costs and reduces the wage costs for the employer.

The issue is not whether this is illegal or immoral. The issue is that the system is designed for this to happen and thus it is likely to happen. This leads us to question whether the end result of the dollars being spent in the School-to-Work program are likely to be spent better than if they had remained in the hands of taxpayers. The answer, as Ludwig von Mises clearly showed, is no.

III. Markets versus Central Planning

Ludwig von Mises wrote the seminal work on the failure of central planning in 1920. In this and later works he showed conclusively that government planners cannot solve the information problem, this being that information is decentralized and cannot be gathered efficiently by any planner. Friedrich Hayek, Nobel laureate in economics and Mises' student, followed Mises in analyzing how the price system allows the market process to solve this information problem and make the most efficient use of resources. In his final book, *The Fatal Conceit*, Hayek warned us about attempting to plan a society rather than rely on markets. No individual or group of individuals is capable of using the decentralized information of the market process to guide us to a more efficient solution to the problem of allocation of resources.

The failure of socialism has found Mises and Hayek to be correct. Rather than the Nixonian phrase that "we are all Keynesians now", the new phrase should be "we are all market economists now." Yet the School-to-Work program is embedded in the paradigm of central planning. It is based upon the idea that businessmen and educators can get together and plan out a curriculum that will teach children specific skills for specific industries and "assist" children in finding their careers by no later than the 7th grade. This is the antithesis of the market process and cannot possibly result in an efficient use of resources.

The market process for allocating resources is dynamic. Those who were in 7th grade ten years ago and would now be graduating from college could not have been aware of many of the jobs available in today's economy. Whole industries have arisen, and some have collapsed. Ten years ago unemployment rates in Michigan, for example were well above the national average and were at recession levels. For the last five years Michigan has had unemployment rates below the national average and today the rate is close to 4 percent. In many areas of the state the rate is

below 3 percent. To think that today's educators and businessmen are capable of advising children on what their career choices are is to engage in this fatal conceit that Hayek warned us about.

Schools should be providing a strong education in basic general skills. A person well-grounded in these skills can easily be taught the specific skills needed for a particular job. Training cost figures that are used in touting School-to-Work can easily be lowered by an educational system that teaches children to read and write well, and trains them in mathematics and the natural and social sciences. We already request too much of schools in a vain attempt to replace the family. Too burden them with job training is asking more than can be delivered.

Parents have the responsibility of educating their children and preparing them for an adult life. This is not the responsibility of government. Schools can provide children with the skills necessary to lead to a productive life, but parents must decide what skills are best suited for their children. Local, regional, or national business leaders cannot know what is best for my child. There are hundreds of proprietary schools in the United States that can provide job training for students, and they have every reason to respond to changes in market circumstances. No one can realistically believe that the political process of "cooperation" between schools and business can result in anything other than a political outcome. We all know that the training that will be undertaken will be that which satisfies the education system bureaucrats and the business owners that manage to control the political process. The net result will be some businesses will be better off and millions of dollars will be spent on job training that would otherwise have been spent more efficiently through the market process.

We must also be aware of "scientific results" that show that students who go through School-to-Work programs get jobs, even at a faster rate than students who don't. This is a case of what Bastiat called the seen and the unseen. We can see the positive results from an expenditure by the government (Bastiat's example was building a bridge), but we cannot see what would otherwise have been done with the money by individuals had the money remained in their hands. So we may see what happened with \$100 million in School-to-Work funds but we cannot see what would have been done with that \$100 million had taxpayers been able to keep it in their hands.

IV. The Buffalo Theory

The Kansas legislature may succumb to what I call the buffalo strategy: If I don't shoot the buffalo someone else will. If Kansas does not adopt an approved plan it will not receive the taxpayer's money and some other state will. There is a lot to be said for the buffalo strategy. However, it does not come without a cost. The short run cost is altering the state's educational priorities to fit the terms of the federal program. The long run costs is a further decline in the attachment of our government to its constitutional moorings and another step away from market allocation of resources and towards government planning of the economy.

TESTAMONY ON WORKFORCE PREPARATION
TO THE SENATE COMMITTEE ON EDUCATION

By Linda Highland

February 19, 1998

Testimony of what workforce preparation will mean to Kansas must be as overwhelming to you as it has been to me. I sympathize with those of you on this committee. The only comfort you could hold is that you are second to last to hear about this costly plan. The ordinary citizen is the person to pay the tax price, bear the consequences, and as always, is the last to hear about the total reform that workforce preparation will bring.

You must be wondering why this ordinary citizen is speaking about workforce preparation. I will share my story of how our oldest child led me to search about workforce preparation. Our daughter was selected to represent the mid-west on a team of eight to work on new national achievement plans and curriculums for 4-H. When she returned from The National 4-H Center these materials were added to all of her other 4-H materials and we expressed our pride in her efforts. More than a year latter I decided to look through her materials and read in the Program Highlights that, *"Since 1993, National 4-H Council has recognized the growing concern over the issue of preparing America's workforce for the 21st century. In 1993 we met with a design team to develop a conceptual framework and model for offering a systemic approach to preparing young people for employable futures... National 4-H Council is now pleased to announce the establishment of the National Center for Workforce Preparation, located at National 4-H Center in Chevy Chase, Maryland."* A demonstration project funded by Ford Motor Company was done *"to create a youth apprenticeship pathway for high school students in manufacturing technology..."* In the beginning this project will focus on students who are *"at risk of dropping out of high school or underachieving."*

*Senate Education
Attachment 5
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On the local level, the County 4-H Agent confirmed that he was receiving E-mail from the National 4-H Center via KSU concerning workforce preparation. He explained that one county in Kansas had begun the program. He gave me this E-mail which gives some details and explains how I can get more information when the debate on workforce preparation legislation commences.

I had the opportunity to ask the Kansas Director of Extension, Dr. Marc Johnson, about Extension's role in workforce preparation. He informed me in a letter dated January 28, 1998, "*that 'workforce preparation' is a national initiative supported by the USDA administrator of the Land Grant University federal partner agency and by ECOP, the group of state Extension Service Directors which meet together to guide common, national program themes. This initiative is not limited in its support to the National 4-H Council.*" Dr. Johnson documented this statement with E-mail from B. H. Robinson, USDA Administrator of Cooperative State Research Education and Extension Service. The E-mail directs Dr. Johnson that workforce development has been accepted as a national priority at the October 1996 meeting of the Extension Committee on Organization and Policy. "*We look forward to forming those collaborations that empower local communities to address workforce preparation as one of the Nation's most fundamental and pressing national issues,*" states Mr. Robinson.

I decided to call The National Center for Workforce Preparation to ask for more information on this "*pressing national issue.*" This packet of information arrived two weeks ago. And I am now convinced that not only 4-H programs but also possibly all Extension facilities are about to be transformed into workforce preparation centers. The National Center Fact Sheet states that "*the mission of the National Center for Workforce Preparation, a division of National 4-H Council, is to contribute to the development of a nationwide system which prepares all young people for an employable future. Through our work with the*

Cooperative Extension System, we have made a Commitment to support the creation of a nationwide system.” “*These community workforce preparation collaborations link youth, business, organized labor, schools, families, local and state School-to-Work initiatives, and other youth serving organizations.*” Is this a plan to link government job training centers, formerly called schools, with big business and organized labor?

The Fact Sheet goes on to define the program. “*All of the National Center for Workforce Preparation program efforts incorporate and are based upon the SCANS Competencies (SCANS) which were created by the Secretary of Labor’s Commission on Achieving Necessary Skills in 1991. The Workforce Preparation Model was designed and developed by a national design team in 1994. The model encourages program and curricula development for all age groups, emphasizes helping youth develop competencies and skills critical to employment and entrepreneurial ventures, and offers opportunities in the transition from school to work in eight phases starting with pre-school children and continuing through adulthood.*” Did I just read that the federal Department of Labor is now developing the curriculum standards for our nation’s schools and will plan that curriculum from cradle to grave? Don’t you wonder who was on that national design team? 4-H families will wonder what was so wrong with the 4-H project work model that focused on matching the skills of the 4-Her with projects that developed those skills. Under workforce preparation the 4-Her is a human resource for business to meet its labor need.

Let’s look at how they will document public support for this vast plan that even incorporates the Extension Service. An article by Matthew Dembicki in Education Daily, Sept. 30, 1997, concludes, “*Though most Americans remain unfamiliar with the national school-to-work initiative, most voters support the program’s basic concept, and say career education efforts should start before high school. Two-thirds of 1,200 registered voters*

nationwide polled for Jobs for the Future, a workforce training research group, hadn't heard of 'school-to-career' programs. But of the 33 percent who had, nearly three-quarters of them were 'favorably impressed' with it. That means that only 300 in this nationwide pole of 1200 had a favorable response. Do you think they had a clear understanding of this initiative? Do any of us have understanding of what all the rhetoric in the proposals will mean in real consequences to our children and to us as we are retrained to meet government certification?

I still wonder why the Cooperative Extension system is being used to implement workforce preparation? From the Center we read that *"Cooperative Extension is the outreach component of the Land Grant University system which is located in 3,150 counties across the nation. It has professional staff in each of the counties and a large volunteer network to call upon to deliver educational programs in each of these communities. Its experience in education and access to university resources coupled with its proven record in fostering collaborations in these communities make the Extension System an ideal choice to implement the proposed program."*

Possibly Extension is also chosen because the finances, resources and staff can be transformed into establishing workforce preparation centers at the direction of the head of Cooperative State Research Education and Extension Service, without any input from the state legislators, Extension staff, County Commissioners and County Extension Boards. What happened to our state and local control? These 3,150 County Workforce Preparation Centers could then be asked to apply for grants given by corporate sponsors and the National Center for Workforce Preparation. County Extension Agents could also be asked to teach curriculum as outlined by the Department of Labor.

According to Center documents, the curriculum for 9th – 12th grades has been piloted. The final draft of *Workforce Preparation – The Learning Experience* was submitted to the National

Experiential Learning Design Team in September 1997.

“Federal funding from the School-To-Work Opportunities Act and other federal funds allocated for school-to-work initiatives may be used to contract for the Center’s services. In order to build a nationwide workforce preparation system, the Center continues to develop relationships and work with numerous corporations and with the following organizations and agencies: National School-To-Work Office; National Business Alliance; Cornell University’s School-To-Work Initiative; National Youth Employment Coalition; Academy for Educational Development; U.S. Department of Labor; U.S. Department of Education; The Johnson Foundation; The Center for Education Reform; the National Governor’s Association; the National Association of State Universities and Land Grant Colleges; and others.” This is a massive education reform that pulls together any agency of the federal government that has ties to education, all state and land grant universities, corporations, organized labor, and numerous organizations. All will work together to place the federal government in control of all education.

This education reform reminds me of the German and French systems of education. My husband has worked for both French and German multi-national companies which has given us the opportunity to know people in those countries. Both systems shut students out of certain career pathways based upon testing. I will never forget the story told to us by a French family about their difficulties with testing and certificates. My husband recently hired someone from Germany who is so excited about the employment opportunities he has here. We know many others who have come here for the freedom to prosper and choose their own careers.

This reform will pile more and more paperwork upon teachers. For example, in our school district this is a continuum report card for one child. This nine-page four-part document replaced the former report card. It contains no grades or percentages, is impossible for the parent to decipher and costs the teacher an

enormous amount of time to prepare. Parents are petitioning against use of this continuum because the 10 ½ foot report gives no understandable measure of progress. Outcome based education requires teachers to keep records such as this. Now just think of the paperwork when we add SCANS reports! Teachers tell me, *“I can’t work on any new teaching materials because all of my time is spent on record-keeping.”* *“I am going to have to get out of teaching in order to actually teach children.”*

I am here today to alert you that workforce preparation is a very ominous proposal. Whole government agencies and educational systems are being transformed without the full knowledge of the taxpayers, legislators or teachers who will ultimately administer the programs. Who would believe that Extension and its flagship program, 4-H, would be a part of workforce preparation. The citizens lose on both sides of this issue. Wages will fall when government appointed workforce boards accidentally allow for an oversupply of human resources in certain jobs. At the same time these same wage earners will be paying the high costs to administer this program and train this oversupply of workers.

I am also here at a sacrifice to my own business. I absorbed my own costs of time to learn about this initiative and the out of pocket costs. Thousands of taxpayers would be here if they knew what was being considered and if they could afford time away from work. So they are home working to pay for all of their government benefits including the lobbying efforts of those supporting workforce preparation. Would government grow such expansive plans as workforce preparation if all persons lobbying had to take time from work and pay for their own lobbying efforts?

In America we have the freedom to prosper. We do not need the federal government joining together with big business and labor to control jobs. Kansans do not want students from unaccredited schools and home schools shut out of employment because they will

not obtain a Certificate of Initial Mastery from those institutions. I do not want my children to be certified in all of their job skills. Now I ask you to visualize all of the skills and talents your children possess. Who will best nurture and help develop those talents, you or your child's local human resource counselor? You see your child is merely a labor resource to government and big business, but you desire a fulfilling and successful employment experience for your child. Will some of our children who are "underachievers" or just late bloomers be tracked into unfulfilling jobs with no chance to change to a desired career because of their educational Certificate of Mastery. We have all heard stories of people who failed their way to great success and achievement. Are you going to allow Kansas citizens the right to pursue their own failures and successes? Or are you prepared to use workforce preparation to certificate and license away Kansans' freedoms?

Brenda Reneau
COMMISSIONER



Frank Keating
GOVERNOR

Oklahoma Department of Labor

MEMO

DATE: 5/24/96

TO: COMMISSIONER RENEAU

FROM: DEPUTY COMMISSIONER MURPHY *SM*

The following condensed list of excerpts was compiled as a quick reference to some of the concerns which have been reported to me regarding Oklahoma's School-to-Work plan.

The future development of the concepts represented by these statements will have a tremendous impact on workforce education and training in our state and subsequently the long-term welfare of workers.

*Senate Education
Attachment 6
2-19-98*

Excerpts from Oklahoma's School-to-Work Plan

(from publications produced by the Oklahoma Department of Vo-Tech)

"Parents may be the most difficult audience to sell on STW [School-to-Work]. They are sure that a four-year degree is the way to success -- the only choice that will guarantee their child a better education, a better job, a better life than they've had. ... Few, if any, students will enroll if their parents are opposed, and those who believe STW is an underhanded effort on the part of educators to steer students away from the elite college-prep route may be very vocal in letting friends, neighbors and coworkers know that this new system does not match their perception of the American dream." (p. 33)

"At some point it may be necessary to let holdouts [educators opposed to STW] know they either need to become positive supporters or look for another line of work." (p. 67)

The Career Connection: A Marketing Plan for the Successful Implementation of Oklahoma's School-to-Work System.

"A permanent career database for each student will give continuity to the educational experience." (p. 10)

"School-to-Work initiatives call for the elimination of the general academic track." (p. 14)

"Essential Practices for Improving the Educational Foundation:"

1. Eliminate the general academic track." (p. 23)

Implementing a Local School-to-Work Partnership: A List of Suggested Activities (SW9000)

"The student must demonstrate competency in a least one occupation, as evidenced by passing a competency test [approved or developed by the Oklahoma Department of Vo-Tech, ODVT]...Upon reaching competency, the student should include the competency certificate issued by industry or the ODVT in the Career Passport, along with a listing of the technical skills the student has mastered during the occupational training." (p. 20)

Implementing Oklahoma's System of Career Portfolios & Career Passports

"Other facts support the need for the development of a School-to-Work system...While it is estimated that only 15 percent of the jobs of the future will require a college diploma (bachelor's degree), more than half of all jobs will require some type of post secondary education and training." (p. 13)

"The planning process [six-year plan of study] is built upon the student's tentative selection of a career area at the end of the 8th grade, but not later than the 9th grade." (p. 22)

(Note the Oklahoma plan requires career decisions be made 2 years earlier than required by the Federal School-to-Work Opportunities Act (STWOA). See STWOA § 102(2) which states: "initial selection by interested students of a career major not later than the beginning of the 11th grade;")

Implementing a Local School-to-Work Partnership: A Series of How-To Modules - Module 1, Introduction to School-to-Work (SW1014)

"Eliminate the general track and substitute applied academic courses. Also, restructure basic academic courses so they become applied courses that relate learning to the real world [work]." (p. 42)

Implementing a Local School-to-Work Partnership: A Series of How-To Modules - Module 6, 9th and 10th Grades (SW1004)

"In addition to normal instructional responsibilities, teachers at the 11th grade and 12th grade levels must support the alignment of academic and vocational curriculum with the work-based learning supported by business, industry, and labor partners." (p. 12)

"The process of infusing academics into vocational curriculum will require substantial in-service time for instructors. Establishing an *integration team* made up of academic and vocational teachers, along with industry representatives, is necessary to begin the curriculum integration process." (p. 28)

"The School-to-Work Opportunities Act requires that the following connecting activities be included in your action plan: Match students with the employers' work-based learning opportunities. ..." (p. 35)

Implementing a Local School-to-Work Partnership: A Series of How-To Modules - Module 7, 11th and 12th Grades (SW1005)

"Requirements for Business/Industry:"

"The employer must agree to hire and train the student for a minimum of three school semesters and during the summer between junior and senior years (most programs will be at least four semesters in length)." (p. 41)

"The employer must agree to provide a mentor(s) for the student(s). Mentors will be required to attend training on working with high school-age youth and meet regularly with school personnel and parents/guardians." (pp. 41-42)

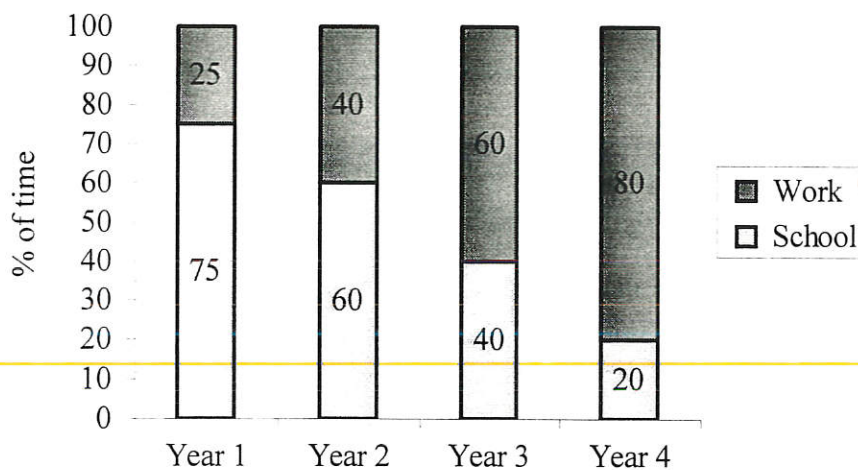
"The employer must agree to pay students the state minimum wage or a higher wage agreed upon by the local partnership. The employer must provide worker's compensation coverage for students while they are at the workplace." (p. 42)

"Roles of Educational Personnel ... Other roles they must assume:"

"Become a believer and a champion for work-based learning and the School-to-Work system for all students." (p. 45)

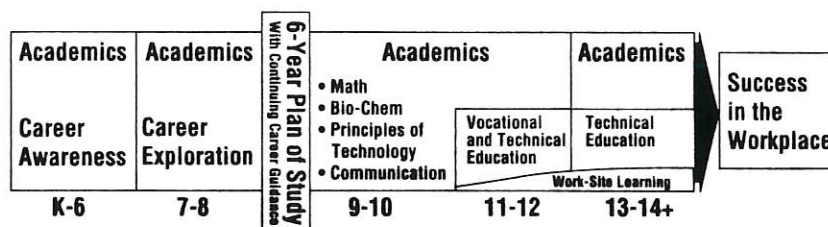
"Become a member of an integrated vocational and academic team." (p. 45)

Work/School Time Ratio (p. 64)



Implementing a Local School-to-Work Partnership: A Series of How-To Modules - Module 9, Work-based Learning (SW1007)

Oklahoma's School-to-Work Model



Implementing a Local School-to-Work Partnership: A Series of How-To Modules - All Modules

"Oklahoma's School-to-Work partners are committed to building a comprehensive and seamless system which engages all students." (p. 2-1)

Oklahoma School-to-Work Partnership Implementation Grant Application

6-4

*Testimony of
Virginia Miller
February 19, 1998*

I have traveled across this nation and everywhere education reformers, as here in Kansas, speak to the needs of the 21st century global economy and the corresponding need of America's educational system to respond to the challenges which the new millennium brings.

We are not prepared for the new challenges of the future, let alone for the challenges of today. Too many of our youth leave school without the knowledge or skills to succeed in college or in the workplace. We know the statistics too well.

- ❖ According to the National Adult Literacy Survey conducted by the U.S. Department of Education and the National Center for Education Statistics, 20% of all high school graduates cannot read their diplomas.
- ❖ Recent 1994 and 1996 National Assessment of Educational Progress (NAEP) results report:
 - nearly one third (31%) of high school seniors were unable to reach the basic level of achievement in mathematics.
 - 40% of high school seniors were unable to reach the basic level in science.
 - 57% of high school seniors were unable to reach the basic level of achievement in history.
 - one half of fourth graders could not identify the Atlantic or Pacific oceans.

Today's textbooks are demonstrably easier in vocabulary and complexity. A 1940 sixth grade reader assumes a vocabulary of 25,000 words. In comparison, a 1990 sixth grade reader assumes a vocabulary of only 10,000 words. It has been estimated that textbooks have been "dumbed down" the equivalent of two grade levels since World War II. This is reflected in the serious decline of verbal and math scores over the past 30 years.

Business is also calling for improvements in education. A recently released report "*Education and Training for America's Future*" by the Washington-based National Association of Manufacturers states, "The average math proficiency among 17-year-olds is almost the same as it was in the 1970s. Further, 40 percent of all 17-year-olds do not have the necessary math skills — and more than 60 percent do not have the necessary reading skills — to work in a \$33,000 per annum production job at a modern auto plant."

This does not bode well for our nation, or for the state of Kansas.

*Senate Education
Attachment 7
2-19-98*

Solutions to the failure of education in this country have been everything from test manufacturers simplifying tests and re-centering scores to self-esteem classes. These have done nothing more than mask the inability of our educational system to correct the downward spiral.

Yet, education reformers are once again putting forth another solution that will have negligible effect on improving academics and basic skill acquisition. This solution is School-to-Work (STWO).

STWO proponents maintain that the focus of education must now be the preparation of all students for productive employment and life long learning. Therefore, education must partner with business to ensure that the skills that are taught in the schools are those most needed in the workplace. We are assured that education will be raised to new standards — high standards. No longer will students graduate without the necessary higher level math and science courses. Beyond academics, schools will now ensure that students acquire the necessary personal qualities that the reformers assert employers seek — adaptability, creativity, problem solving, and the ability to learn and work in teams. Education is now to become an integral piece of economic policy.

Education has always had economic implications, but never before in our nation have we directly tied economic development and the needs of business with the education of our youth in school. As a distinguished colleague of mine has stated, and to which I concur, “STWO drastically narrows the curriculum, making it less likely that schools will produce literate, well rounded generalists, who can cope with rapid change in civic life as well as the workforce. STWO is about the servile arts, not the liberal arts. We should remember that the liberal arts derive from the Latin *libera*, which means freedom.”

I have many concerns and objections to the STWO reform and movement, including issues of personal liberty and intellectual freedom. However, time does not permit me to speak to all of these issues. I will discuss those that are directly related to STWO’s impact on state control of education as well as its impact on academics.

First, the STWO movement in Kansas is aligned to a federal model outlined in the School to Work Opportunities Act of 1994 (STWOA 1994), which is tied to Goals 2000 and driven by venture capital from the federal level.

The Kansas Application for a STWO Implementation Grant page 1, states that the “Kansas School to Work system is tied strongly to Goals 2000...”

Page 13 states, “the Kansas School to Work Opportunities System will support the objective of Goals 2000 in efforts to provide high quality academic and occupational training opportunities to Kansas citizens in a coordinated effective method of delivery.”

Governor Graves states in his letter of submission that “The ‘venture capital’ we are requesting will provide resources for a strong foundation, and will assist Kansas in its

development of a statewide system.”

The Federal STWOA of 1994 calls for school-based learning, work-based learning and connecting activities.

School-based learning includes:

- ❖ career awareness and career exploration and counseling beginning in the earliest possible grades, but no later than the 7th grade, which includes the identification of interests and goals;
- ❖ initial selection of a career major not later than the beginning of the 11th grade; and
- ❖ a program of instruction that integrates academic and vocational learning.

Work-based learning includes:

- ❖ instruction in general workplace competencies, including instruction and activities relating to developing positive work attitudes, and employability and participative skills;
- ❖ workplace mentoring; and
- ❖ work experience and job training.

Aligning with the requirements of the STWOA of 1994 the Kansas Application for a STWO Implementation Grant calls for:

- ❖ career awareness beginning in kindergarten and career exploration beginning in seventh grade; [page 9 and schematic]
- ❖ an Individualized Career Development Plan for each student beginning no later than the seventh grade. Activities will include job shadowing and career interest inventories; [page 9]
- ❖ students choosing no later than the eleventh grade an occupational focus area or career pathway; [page 10]
- ❖ the integration of academic and technical education at all grade levels. Specifically at the secondary level, formulation of career pathways is the framework for integrating academic and technical education. [page 10]

Venture capital for a federal model. It is no coincidence that Kansas's STWO system looks just like Pennsylvania's, West Virginia's, Nevada's, Ohio's... It is the same blueprint. And it will produce the same results, none of which will improve the academic education of our youth.

The integration of academic and technical education into core course requirements is a central tenet of STWO. A central tenet that is predicated on false assumptions. Curriculum integration, otherwise known as contextual learning or applied learning, is grounded in the belief that the relevancy of education to work is required for effective learning to occur. Contextual learning assumes that students obtain and retain knowledge better if it is learned within relevant situations, i.e., within the context of the work situation or environment. That implies that school knowledge is not legitimate and even asserts that all knowledge is specific to the situation in which the task is performed and that general knowledge cannot and will not transfer to real world situations.

1-3

Dangers arise with this methodology as knowledge becomes situation bound and context specific, leaving the student unable to generalize and transfer his knowledge to new and different situations. Knowledge does not have to be taught in the precise context in which it will be used. In truth, abstract instruction can be transferred to specific situations with minimal training for each distinct application, while specific, situational instruction fails to transfer to other specific situations without complete retraining.

The U.S. Department of Education acknowledges such. In a recently released study of STWO initiatives, the U.S. Department of Education found that programs reported effectiveness in teaching occupational skills, but few gains in academic skills.

This is the essence of STWO — greater emphasis on skills as they relate to work and less emphasis on the liberal arts. A minimalist education which diminishes academics and narrows the curriculum by focusing on work skills.

STWO proponents claim that STWO is voluntary and no student will be tracked into occupational training who does not desire such an education.

STWO is not voluntary when technical education is integrated in all disciplines across all subjects at all grade levels. Remember, your Application for a STWO Implementation Grant calls for curriculum integration beginning in kindergarten. Further, the “inclusion of the SCANS skills as the basis for Quality Performance Accreditation standards” [p 3 of the Implementation Grant] will leave no student untouched.

Page 15 of your Application for a STWO Implementation Grant states, “The State assessments which evaluate the attainment of student expectations include the Secretary’s Commission on Achieving Necessary Skills (SCANS). Acquiring and using the SCANS skills is paramount to student performance in school accountability.” In Kansas, schools will teach the SCANS because they will be tested under the Quality Performance Accreditation (QPA).

What are the SCANS skills? Simply, they are workplace know-how as defined by a commission appointed by the U.S. Secretary of Labor. They are made up of five competencies and a three-part foundation of skills and personal qualities that are needed for solid job performance. (I have provided you with a copy in your packet. Included are the definitions for the SCANS know-how.).

Let’s look at the Interpersonal skills — can work on teams, lead, and work well with people from culturally diverse backgrounds. Also, look under Personal Qualities which includes integrity. Integrity consists of the ability to choose an ethical course of action.

Why have I pointed out these particular competencies and skills? First, none are academic. Second they will be measured by your QPA and if they are measured they must be taught.

As stated on page 9 of the Application for a STWO Implementation Grant the core of the

integrated curriculum will be the social studies. After reviewing the Kansas Curricular Standards for Social Studies I can not tell you if Kansas students will learn of the Constitutional Convention, the principles set forth in the Magna Carta or the Declaration of Independence or if Kansas students will ever be acquainted with George Washington, Abraham Lincoln, Thomas Edison or Frederick Douglas. These and many others are conspicuously absent. Though barren of history they are laden with SCANS competencies.

Students will participate as members of a team, evidenced by the many references in the Examples of Method for Instruction to students "working in groups."

Students will also work well with people from culturally diverse backgrounds. For example, by the end of 12th grade students will be able to:

- ◆ "demonstrate the value of cultural diversity, as well as cohesion, within and across groups;" [page 82]
- and
- ◆ "demonstrate that historical knowledge and the concept of time are socially influenced constructions that lead historians to be selective in the questions they seek to answer and the evidence they use;" by identifying and reporting "on how and why an event is reported differently by different people (e.g., the Bolshevik Revolution through the eyes of Lenin, contemporary U.S. newspapers, the historian Will Durant, and a current textbook)" and by explaining "why the Celebration of Columbus Day is viewed by different peoples in different ways (e.g., Western Europeans, the Catholic Church, Native Americans)". [page 54]

An aside here if you will — The later standard and method of instruction are of particular concern to me. Without a firm grounding in the fundamental principles of our nation this type of methodology surreptitiously implies that all cultures and all nations are morally equivalent, leaving the student to assume that all values are subjective and no set of values is right or wrong. Moral relativism is a dangerous perspective to inculcate into our children as it will leave them with no ultimate standards by which to judge the action of men or nations.

Back to my point.

In demonstrating their ability to "identify and describe both current and historical examples of the interaction and interdependence of science, technology, and society in a variety of cultural settings," students will be able to choose an ethical course of action when:

"Given the profiles of four patients who are matched to a particular donor heart for transplant, decide which patient is to be the recipient of the heart. Write a rationale for your decision. The three patients not receiving the heart are to remain on the list for donor hearts." [page 38]

Finally, students will certainly learn about the world of work. For example:

- ◆ by the end of 5th grade all students will be able to "explain how people

depend upon workers with specialized jobs and describe the ways in which these workers contribute to the production and exchange of goods and services.” They may even participate in an exercise where the class would “identify a product, such as cookies, that class members can design, produce, advertise, and sell.” Class members would “serve in different roles in this process and report on their experiences.” [page 48]

- ❖ By the end of 8th grade all students will be able to “explain and illustrate how values and beliefs influence different economic decisions;” by possibly “interviewing local business managers about what they most desire regarding personal qualities of employees. Ask what they think about the concept ‘work ethic.’” [page 43]
- ❖ By the end of 8th grade all students will be able to “use economic reasoning to compare different proposals for dealing with a contemporary social issue such as unemployment, acid rain, or high quality of education” possibly through such exercises as researching and identifying “reasons for or against establishing a new business at a particular location in your community ” or by engaging in a “discussion about the displacement of workers by new technology.” [page 44]
- ❖ By the end of 8th grade all students will be able to “relate such factors as physical endowment and capabilities, learning, motivation, personality, perception, and behavior to individual development” through such activities as participating as a member of a group or individually in community service. [page 89]

These are just a few examples. The social studies standards are replete with references to workplace competencies, focusing more on SCANS skills than the knowledge and principles of history, political science, or economics. These standards ensure that all students will possess the required workplace competencies for on the job training in the upper secondary grades. This is truly education for the workplace.

In fact, and I quote from the Purposes and Principles of the Kansas Curricular Standards for Social Studies, “In Kansas Curricular Standards for Social Studies, the primary purposes of the program outcomes and their accompanying standards and benchmarks are (1) to help students become responsible, *productive* citizens...” and further on “Students must develop the proficiencies needed to *gain employment*.” [emphasis added]

As I stated previously, this is not voluntary. As you can see all students will be effected by the curriculum. Career, technical education is kindergarten through life, as shown on your Kansas School to Work System schematic from the Application for a STWO Implementation Grant. STWO is infused, buried in the core curriculum from which no student is excused.

I can not testify as to how QPA will measure the SCANS competencies but we can examine an assessment already in use, that is designed to measure students' competency in skills identified by the SCANS commission — Work Keys.

Work Keys is developed and administered by ACT. It is used statewide by several states including Tennessee and Ohio, who utilize it as an exit process from high school. In Ohio, during the 1993-94 school year 40,000 students took this test. Closer to home here in Kansas, Work Keys is a graduation requirement at Heights High School in Wichita.

According to ACT, Work Keys assessments document the levels of specific Work Keys skills or workplace competencies, attained by individuals. These skills include listening, locating information, observation, teamwork, applied mathematics and applied technology. I would like to take a look at a few of these categories for academic rigor and complexity.

First, applied mathematics. (you have examples in your packet). This test is designed to be taken with a calculator. According to ACT, "As on the job, the calculator serves as a tool for problem solving." A formula sheet that includes all formulas required to take this assessment are provided. As you can see, mathematical rigor is lacking. Most problems involve very basic computation, certainly ones that should be done without a calculator. There are a few questions about area and volume, but no algebra is involved.

Observation. This assessment is administered via videotape and is designed to measure the student's skill in paying attention to instructions and demonstrations, and in noticing details. Even at the Level 6 question the scenario is not complicated and the question is basic.

What of Listening? This portion is designed to measure the student's skill in listening to and understanding work-related messages. The assessment is administered via audiotape. As depicted in the Test Descriptors, students are tested on taking phone messages.

I could go on but I feel it is more important that you hear the words of one of your own students from Wichita who has taken the ACT Work Keys, 17 year old Jenny Potochnik.

Jenny wrote the following letter to The Wichita Eagle which appeared in the April 7, 1997 edition.

"I am writing in reference to "Finding 'Subversion' in School-to-Work," (March 21 Op-Ed Page) in which editorial writer Denny Clements accused my mother, Kim Potochnik, as well as Wichita school board members Janet Danitschek and Mary Marshall, of some pretty ridiculous things.

The main focus of Mr. Clement's attack was the Work Keys assessment, one of the new graduation requirements. He thinks this test is very valuable. As a junior at Heights High School, I took the Work Keys test recently. It costs the school district \$39 per student for this test and it takes 10 hours of valuable classroom time. Here are some examples of test questions as well as my editorial comments.

- ❖ An audiotape of a phone conversation was played for us, and we were to take down the message in detail. Taking phone messages. Now that's a good thing to test high school students on. Everyone I talked to thought it was stupid.
- ❖ A videotape was played showing us how to transfer a phone call. We were instructed to press flash, the extension number, then flash again. Our multiple-choice question was: 'After pressing flash and the extension number, what button do you press?' At that point, I was beginning to wonder exactly why I had gotten out of bed. I could have taken this assessment in my sleep.
- ❖ Then came the floor mopping question. We were instructed by video on how to mop a floor. Then we were given a scenario in which the person mopping did something wrong. We were supposed to say what went wrong. No, I am *not* kidding.

The math portion of the test was 32 questions of simple arithmetic with a few questions about area and volume. No algebra required. The reading assessment was also simple. It consisted mainly of short memos that we were given to read with very short, basic questions to answer.

The only part of Work Keys that I was uncertain of was the technology assessment. We were given diagrams of the inside of a computer and asked questions such as: If the floppy disk drive A doesn't work, where should you check first? In another question we were given a diagram of a golf course and its sprinkler system. We were asked about what valves to shut off on what greens to maximize water pressure and so on. There were also questions about refrigerator repair, the installation of electrical outlets, and the interworkings of a vacuum cleaner. I am a high school student, not an appliance repairman or electrician."

As you can see by the examples given you, Jenny is not exaggerating. She is right. She is not an appliance repairman or electrician. There are many "Jennys" who will be and are being cheated out of a true academic education and whose futures are compromised by the narrow view of education that STWO affords. STWO transforms academic course work into occupationally relevant material. Traditional academic disciplines are jettisoned, along with the appreciation of theoretical aspects of learning. All to make room for the "new basics" — workplace basics.

And what of time? With so much time required in a day for integrated learning, career counseling, career assessments, work-based learning, and work place skill assessments, what will be left out of the academic day to accommodate these STWO activities? Activities which themselves lack academic rigor and emphasis. Yes, just what will be left out?

The path on which Kansas has now embarked is a dangerous path indeed. One that will effect all students. J.D. Hoyer, Director of the National School to Work Office has stated that "All means All — Not all as some, but all means everyone prepared for a productive life."

7-8

The Kansas Application for a STWO Implementation Grant leaves no doubt that all students will be involved:

- ❖ Page 10 - “[A]ll students will be incorporated into a focus that provides broad-based occupational competencies...”

- ❖ Page 24 - “The systemic reform of public education cannot occur if only a specific population is targeted. This philosophy is inherent in the Quality Performance Accreditation process which stresses *all* students...Secondary schools will be provided inservice on curriculum development to support career paths. This change refocuses the traditional comprehensive high school.”

As you can see, education is no longer defined in terms of maximizing individual potential and intellectual development through a liberal arts education. Rather it is defined in terms of economics — the relevancy of education to work and to its future practical application.

STWO will limit the future for all Kansas children. I urge you to reconsider the course you are taking. It is time for bold initiative. It is time for leadership. It is time to return true academic learning to the classroom so that our children may face a future without limits.

7-9

MARIE BLEEKER

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PUBLIC HEALTH AND WELFARE

School-to-Work Workforce Development Plans

Traditionally, education assumes that teachers will present and teach factual knowledge covering the essential areas of learning. This acquired knowledge enables a student to be prepared for a variety of situations and opportunities that he may encounter throughout life.

But School-to-Work and other similar workforce development plans currently being implemented across the country represent a sweeping change in the purpose of American education. Government education and business have forged an alliance where education exists to meet the needs of labor in a government "managed economy."

During the 1930's, "the United States moved away from traditional education and began incorporating progressive education ideas in the classroom." (Paychecks and Power, by Donna Hearne, pgs 6-7) The changes were gradual at first. Then parents began to be concerned as whole language teaching methods replaced phonics, and literacy of their young children languished. Teaching the "whole child" meant more time was taken from core academic areas and given to projects involving self esteem or cooperative learning, as schools attempted to replace the social "inadequacies" of parents. Meanwhile, parents who did not take child rearing lightly, assumed that the weakened academics their children were experiencing were due to misguided school reform trends.

But what most parents did not realize, was that the outcomes based reform movement is an incredibly orchestrated plan to move our children into a whole new era of School-to-Work transition. School-to-Work is not simply another trend or education program. It is the much desired end result of education reform. It is the "plum" of the entire outcomes based agenda. It is the means by which education and more importantly, our whole society is restructured.

There is little wrong with local partnerships between schools and business, where business plays a secondary role by supporting or providing enrichment for the academic goals of that school. But the problem is that big business is in the driver's seat. The U.S. Dept. of Education and the Dept. of Labor have formed a partnership in the merger of Workforce Education. In 1992 the National Center on Education and the Economy, of which Marc

*Senate Education
Attachment # 8
2-19-98*

Tucker is the president, compiled a report outlining the NCEE's agenda.

That report, titled, A Human Resources Development Plan for the United States, is the blueprint for the School-to-Work workforce development in effect now. Tucker prefaces his report by stating, "The advent of the Clinton administration creates a unique opportunity for the country to develop a truly national system for the development of its human resources, second to none on the globe." He continues describing the opportunity before the country to "...remold the entire American system for human resources development..." Tucker outlines a certificate of initial mastery program where the student is intended to meet the new national standards at age 16. "All students who meet the new national standards for general education are entitled to the equivalent of three more years of free additional education." That student must master the standards to be eligible for some form of college or to hold anything but a menial job. Both Oregon and Minnesota have written bills requiring that students who do not achieve the Certificate of Initial Mastery cannot get a driver's license. College, however, no longer means the gaining of knowledge, but a place to acquire specific skills; those entering are trained and retrained according to the needs of the local economy. In Tucker's words, "Clearly, this idea redefines college."

Business determines what it is that students need to know by implementing standards it deems necessary through its involvement on the SCANS Board. (The Secretary's Commission on Achieving Necessary Skills) Its input at various levels from roundtables to Governors' Councils on Workforce Development insure that labor's interests rather than children's interests will be served.

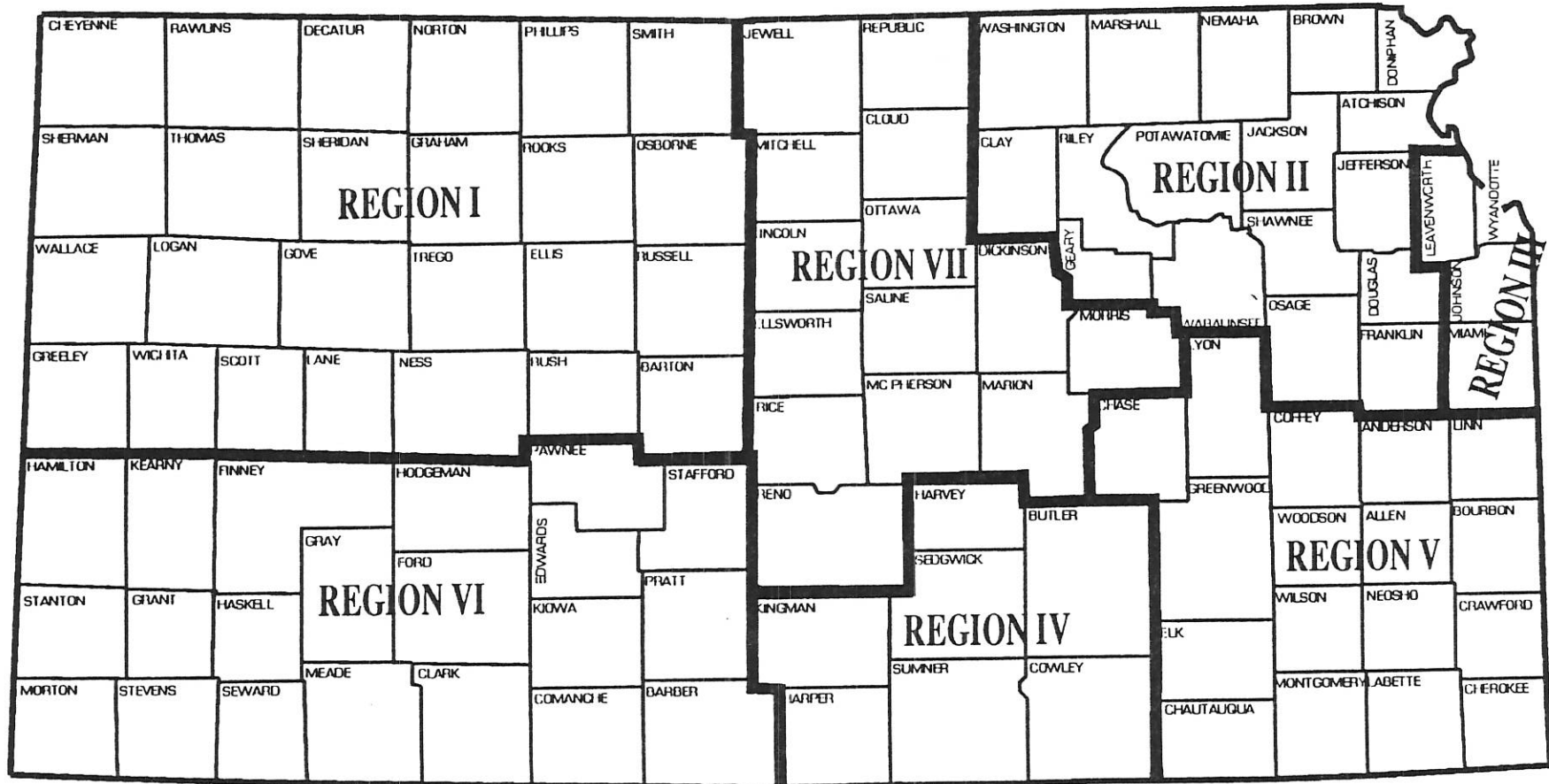
As early as the seventh grade, kids are tracked in their area of interest. If they haven't yet identified what they want to be when they grow up, government will help them decide at that young age. Then their studies are charted according to a narrowing focus, eliminating knowledge that doesn't have to do with the specific skill they are to master.

All of this is framed in the fine rhetoric of "High Skills, High Wages," and education that will meet the world class standards of a global economy. But no one stops to think that the United States is first in the world's economic standing. So why would we want to strive to meet the world class labor standard of fifty cents an hour?

This is a shift in education philosophy that runs counter to the principles of free enterprise, and counter to everything that we've ever done in this country. Historically, the purpose of education in America has been to provide a broad based, liberal arts foundation that equips each student to reach his individual potential. The goal of American education has been to cultivate independent thinking students who dare to dream, and because of their liberal arts preparedness are given the chance to make those dreams a reality.

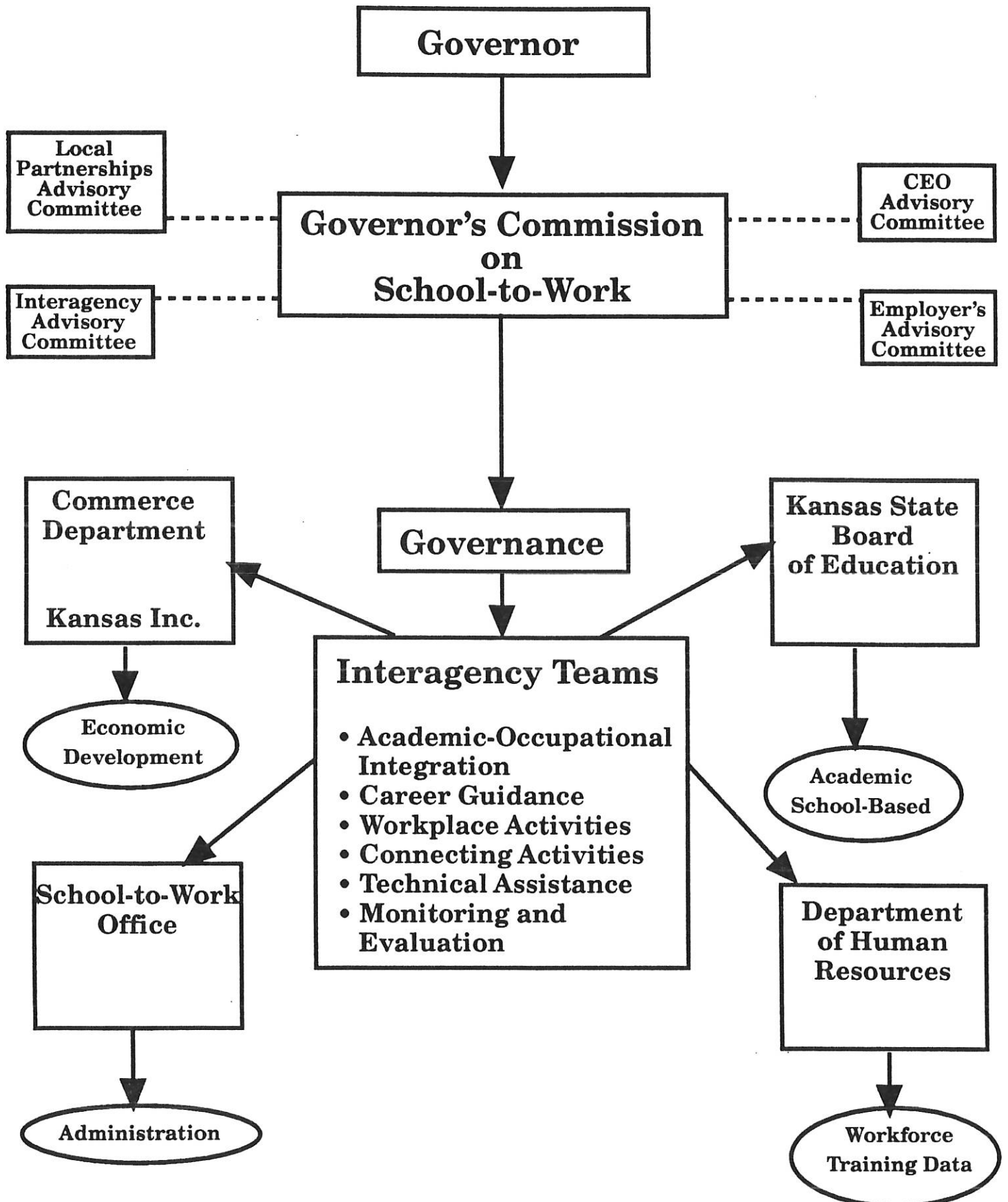
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Kansas Labor Market Distributions



Kansas Department of Human Resources
Division of Staff Services
Labor Market Information Services
December 7, 1994

Kansas School-To-Work System Organizational Framework



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APPENDIX A

GOVERNOR'S COMMISSION ON SCHOOL TO WORK

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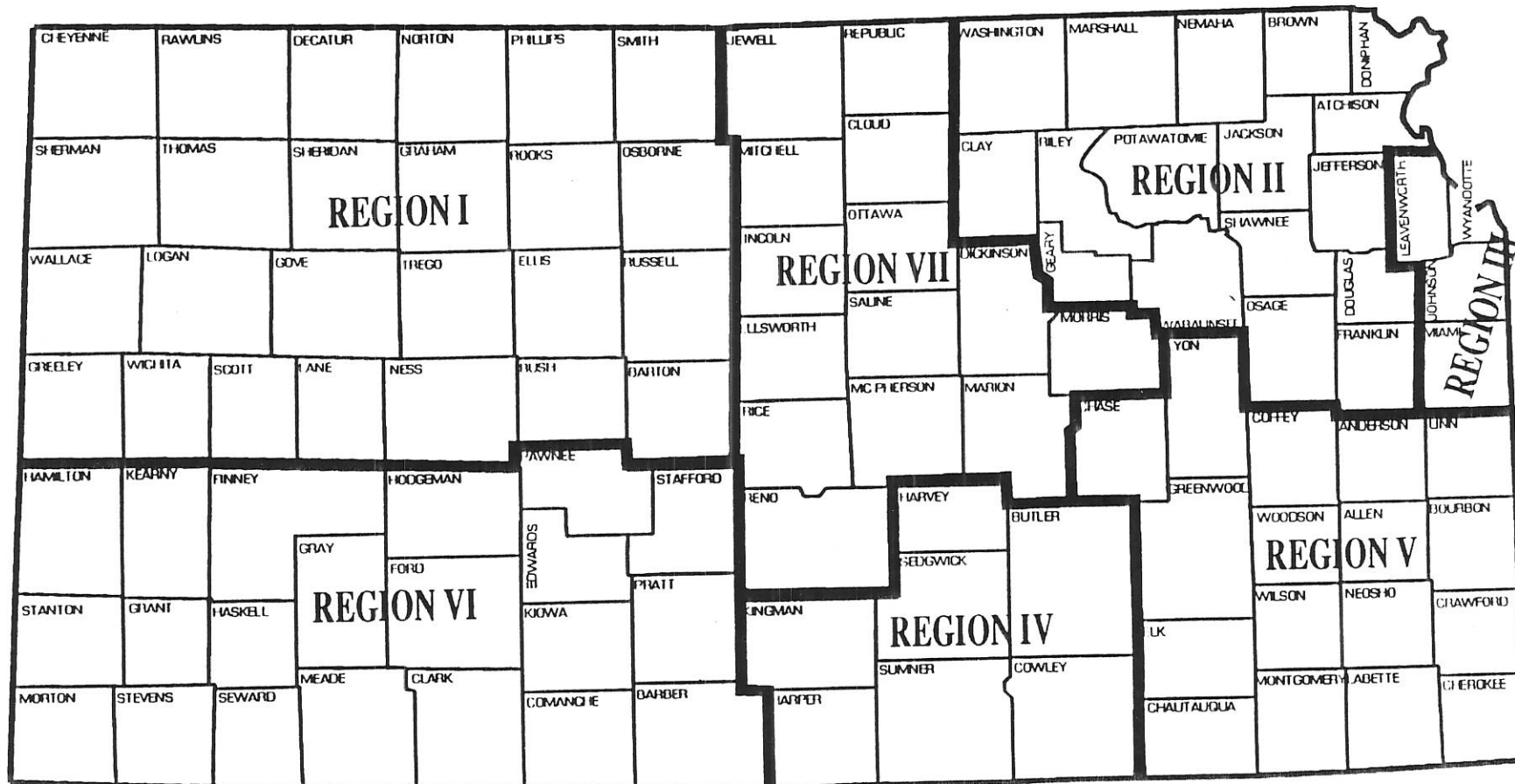
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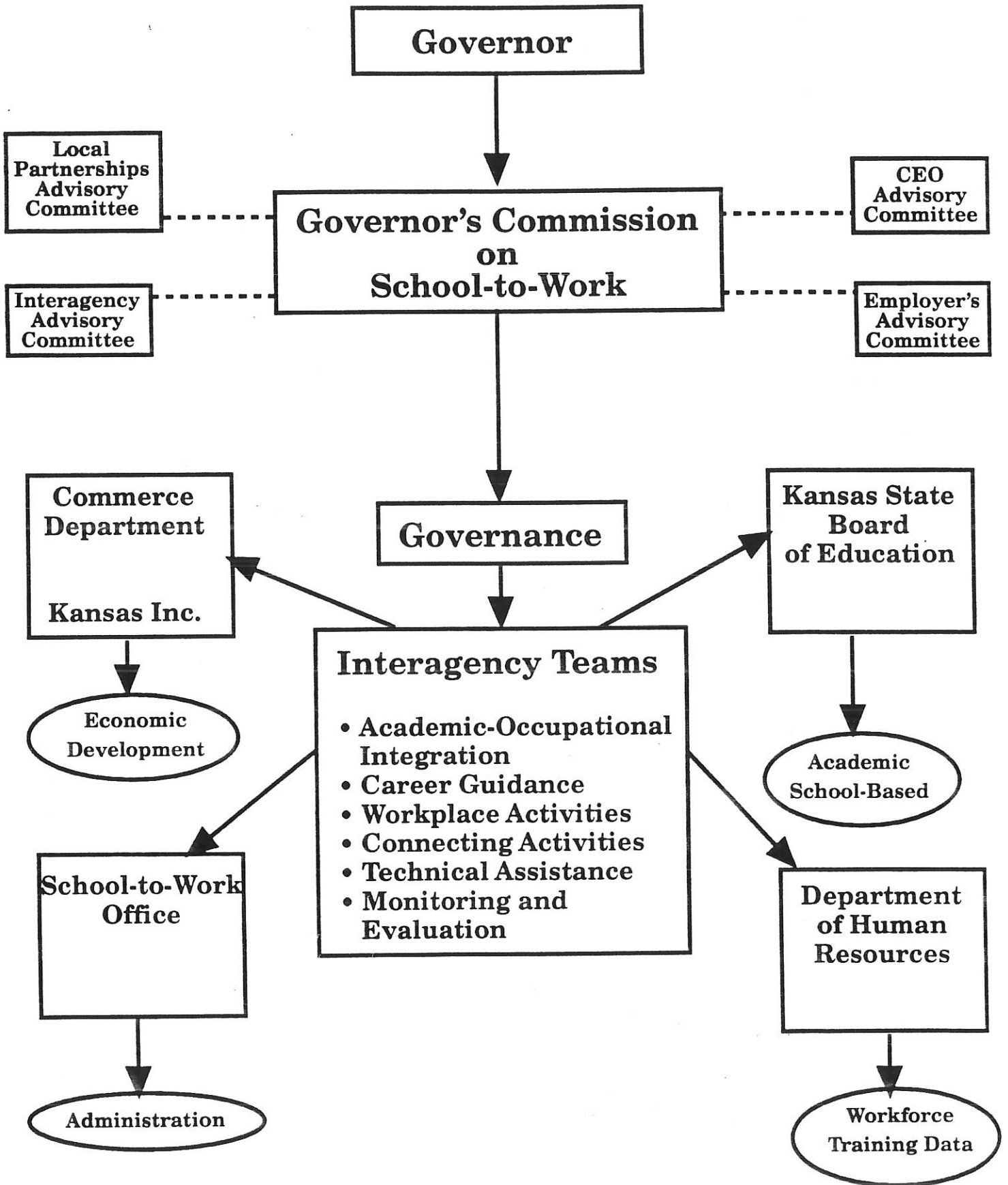
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Kansas Department of Human Resources
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Kansas School-To-Work System Organizational Framework



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EXECUTIVE ORDER NO. 96-8

**Establishing the
Governor's Council on Work Force Training and Investment**

WHEREAS, Article 1, § 3 of the Constitution of the State of Kansas vests the supreme executive power of the state in the Governor; and

WHEREAS, Article 1, § 4 of the Constitution of the State of Kansas vests in the Governor, the power to require information from the officers of the executive department, upon any subject related to their respective duties; and

WHEREAS, the Governor has signed into law 1996 Senate Bill 459 creating the job training and investment program known as the Kansas Investments in Major Projects and Comprehensive Training Act or the IMPACT Act, and

WHEREAS, the approval of the Governor's Council on Work Force Training and Investment is required for each project under the IMPACT Act.

NOW THEREFORE, pursuant to the authority vested in me as Governor of the State of Kansas, there is hereby established the Governor's Council on Work Force Training and Investment.

1. The Council shall be composed of eight (8) members, which will consist of the Secretaries of Departments of Commerce and Housing, Administration, Human Resources, Revenue, and Social and Rehabilitation Services, the President of the Kansas Development Finance Authority, the Director of the Budget, and the Commissioner of Education or their designees. The Secretary of Administration shall chair all meetings of the Council.

2. The Council will meet as frequently as necessary for the purpose of reviewing and considering for approval all proposed IMPACT program agreements. Specifically, the Council will study agreements among an employer, an educational institution and the Department of Commerce and Housing to determine eligibility and compliance with statutory requirements and the environmental and economic impact of the proposed agreements. Such review shall include, but not be limited to, the following criteria:

8-15

- A. Does the employer qualify as a Kansas basic enterprise?
- B. Are the "new jobs" involved documented?
- C. Are all "program costs" allowable?
- D. Are all "program services" allowable and service providers and payment amounts identified?
- E. Do the total program costs in the agreement exceed 90% of the expected ten year withholding on the new jobs?
- F. Is program funding identified as to amounts to be paid from bond proceeds, the IMPACT program services fund, tuition and other educational institutions charges, and grants and donations?

3. The Council shall act in an advisory role as to all other aspects concerning the proper functioning of the IMPACT Act including, but not limited to, the following:

- A. Recommendations as to any changes to the IMPACT Act.
- B. Recommendations for changes to proposed or enacted regulations adopted pursuant to the IMPACT Act.
- C. Recommendations as to limitations on bonds to be issued and the timing on the issuance of bonds to assure the availability of revenues for cash flow purposes of the State General Fund and the IMPACT program.
- D. Recommendations as to the rates at which money is credited to the IMPACT program repayment fund and IMPACT program services fund.
- E. Recommendations for the time period within which bonds issued under the IMPACT Act are to be retired.

This order shall supersede Executive Orders No. 91-135 and 91-138 which are hereby rescinded. This document shall be filed with the Secretary of State as Executive Order No. 96-8 and shall be effective immediately.

THE GOVERNOR'S OFFICE

By the Governor



8/20/96
Date

Ron Thornburgh
Secretary of State

AUG 20 1996

by JAL
Assistant Secretary of State

Limited Horizons

by Lynne Cheney

The New York Times

February 3, 1998

Almost everyone agrees that schools need to do a better job of preparing students for the workplace. So the "school to work" programs now up and running in 37 states should be uncontroversial. Keeping employer needs in mind and preparing students to meet them, as these programs intend, seem sensible things for schools to do.

But many parents are angry about these efforts and the \$2.3 billion Federal plan that helps support them. Instead of focusing on students in vocational education, these parents point out, school-to-work programs, by law, include all students. And in practice, the programs assume unwarranted authority over their children's lives.

A central thesis of school-to-work plans, for example, is that eighth-graders should choose careers. To help them along, schools administer interest and personality assessments that direct students toward specific occupations, often ones that have little to do with their ambitions.

Kristine Jensen, a Nevada mother, told me that her daughter, an honor student who wants to work for NASA, had been advised to consider a career in sanitation or interior design. Eunice Evans, a parental-rights advocate in Pennsylvania, described a boy in her neighborhood who wanted to be a doctor but was told it would be more appropriate for him to be a gas station attendant or a truck driver.

School-to-work programs don't just direct job choices. They also seek to inculcate attitudes. The Federal School-to-Work Opportunities Act of 1994, which prescribes much of what is going on in the states, requires that young women be encouraged to consider "nontraditional employment."

In conformance with this mandate, a publication of the Texas Education Agency recommends that students be repeatedly tested to see whether they think some jobs are more suitable for one sex than the other. Thus, it advises, teachers can determine "if growth occurs in the student's views of nontraditional occupations" or "if there is a need for early intervention."

A nonprofit group called the National Center for Education and the Economy has been a force behind both Federal school-to-work legislation and the efforts in many states. Hillary Rodham Clinton served on the center's board and, before she became First Lady, promoted school-to-work ideas. Ira Magaziner was another active board member, and the sweeping scope of school-to-work, as well as its faith in central planning, calls to mind the health-care proposal advanced by Mrs. Clinton and Mr. Magaziner four years ago. In 1993, the concept was regional alliances to survey health-care plans and decide which ones people should choose; now the idea is work-force boards to consider future market needs and decide which career choices schools should encourage.

But predicting work-force needs is an iffy business. In 1989, for example, a prestigious study declared that by 1997, there would be a substantial shortage of humanities Ph.D.'s -- when, in fact, there is now a glut.

Redirecting schools to prepare students for jobs that central planners recommend does not guarantee the economic well-being of those students, and can even be a hindrance. A student whose high school career focuses on specific jobs in one field may discover in college that another area is more interesting and therefore more likely to inspire high achievement. But early specialization leaves such a student unprepared to take the courses that his or her more mature aspirations require.

School-to-work materials frequently insist that all courses, even those in elementary school, relate to the world of work. In Salida, Colo., the entire curriculum from kindergarten through fifth grade -- reading, writing, arithmetic and social studies included -- recently focused for a year on careers in health care.

According to a school-to-work publication from the Education and Labor Departments, individuals learn best "by relating what they learn in school to their experience as workers." But that claim is not based on research and reflects an excessively narrow view of education.

Schools prepare citizens as well as workers, and they do so best when students are encouraged to read literature and history not merely for what they tell about the workplace, but for their insights into the human condition. The liberal arts, shoved aside or distorted by the school-to-work system, were so named because they foster the habits of mind necessary for freedom (in Latin, "libertas").

School-to-work opponents face an uphill battle, largely because school-to-work legislation sounds so appealing. Their task in the next session of Congress and beyond is to explain forcefully why further school-to-work programs, worthy though they may sound, are a terrible idea for our schools.

A former chairman of the National Endowment for the Humanities, Cheney is a senior fellow at the American Enterprise Institute.

8-16

8-17

Certificate of Initial Mastery

Cottage Grove High School by authority of the Oregon State
Department of Education and the South Lane School District
presents this certificate to

Jay Tennison

In recognition of meeting standards for the Certificate of Initial
Mastery.

Involved Citizen
Quality Producer
Self-Directed Learner
Constructive Thinker
Effective Communicator
Collaborative Contributor

June 16, 1994
Date

Quantify
Apply Math/Science
Understand Diversity
Deliberate on Public Issues
Interpret Human Experience
Understand Positive Health Habits

Steve Swisher
Superintendent

Ed Otton
Principal

Mary Jo O'Fallon
MAA Teacher

FORTUNE 500 LIST

- US Department of Labor
- Survey of Top Management
- Skills most desired

	<i>NOW!</i>	<i>1970</i>
Teamwork	1	10
Problem Solving	2	12
Interpersonal Skills	3	13
Oral Communication	4	4
Listening	5	5
Personal/Career Development	6	6
Creative Thinking	7	7
Leadership	8	8
Goal/Setting/Motivations	9	9
Writing	10	1
Organizational Effectiveness	11	11
Computation	12	2
Reading	13	3

Overview of Work Keys Assessments

ASSESSMENT	TIME	RESPONSE/ STIMULUS TYPE	SKILL SUMMARY Note: all stimulus materials are workplace related
Problem-Solving			
<i>Applied Mathematics</i>	45 min.	Multiple-choice Paper-pencil	Apply mathematical reasoning to set up and solve workplace word problems
<i>Applied Technology</i>	45 min.	Multiple-choice Paper-pencil	Solve problems of a technological nature using basic principles of mechanics, electricity, fluid dynamics, and thermodynamics (not mathematical)
<i>Observation</i>	60 min. (2 parts: 25 min. & 35 min.)	Multiple-choice Videotape	Pay attention to steps to be followed in a process, to safety procedures, and to quality control standards
Communication			
<i>Listening and/or Writing</i>	40 min.	Constructed- response Audiotape	Receive and write down information to communicate it to someone else. <i>Listening</i> is scored for accuracy and completeness of response; <i>Writing</i> is scored for mechanics and style.
<i>Locating Information</i>	45 min.	Multiple-choice Paper-pencil	Use information from graphics such as bar graphs, tables, diagrams, floor plans, forms, charts, and instrument gauges
<i>Reading for Information</i>	40 min.	Multiple-choice Paper-pencil	Read and understand memos, bulletins, notices, letters, policy manuals, and governmental regulations
Interpersonal			
<i>Teamwork</i>	80 min. (2 parts: 40 min. each)	Multiple-choice Videotape	Choose behaviors or actions that support the team and lead toward task accomplishment



DODGE CITY COMMUNITY COLLEGE

2501 North 14th Avenue • Dodge City, Kansas 67801-2399 • 316-225-1321
1-800-FOR-DCCC (1-800-367-3222) FAX: 316-225-0918

December 15, 1997

Laurie Bleeker
5948 16th Street Terrace
Great Bend, KS 67530

Dear Senator Bleeker:

This letter is to inform you of what I believe to be serious financial abuses of custom-fit training that is being administered by Dodge City Community College (DCCC). It is my opinion that the two training programs being performed at National Beef and Excel Corporation constitute serious abuse of the proper use of Kansas tax funds.

Before detailing my concerns, let me assure you that I am not a "whistle blower" in the traditional sense nor should I be considered a "trouble-maker." What I will detail in this letter is completely legal under Kansas law and according to the rules, regulations, policies, and procedures of the Kansas State Board of Education. However, I feel that many of the practices that are being conducted by DCCC regarding industrial training at Excel and National Beef are unethical and a clear misuse of state funds.

Because I do not wish to have my job threatened nor to have my reputation questioned, you are receiving this letter after I have left the state of Kansas and secured other employment. As a brief introduction, my name is Gary T. Ward and I am (was) the Associate Dean of Instruction for Technical Programs at Dodge City Community College. As part of that position, I was also the Director of the Southwest Kansas Area Vocational Technical School. I hold a doctorate degree (Ph.D.) in Higher Education from the University of Arizona, an MBA with honors from the University of Utah, and a BA from the University of New Mexico. I have been associated with higher education for a number of years having been a teacher and an administrator at two community colleges and one four-year institution.

To cut to the chase, Dodge City Community College (DCCC) offers custom-fit training programs to a number of different businesses and industries in the area. Two such programs concentrate on the meat packing industry in Dodge: National Beef and Excel Corporation. In the other custom-fit training programs which we offer, DCCC enrolls students and requires the students to pay tuition (or the company to pay the tuition for the student) for the courses taken. DCCC collects these funds and also receives state reimbursement of approximately \$60 per credit of hour of vocational/technical instruction. Out of these two sources of revenues, DCCC administers the courses/programs and pays for instruction.

8-20

However, at National Beef and Excel, the programs are administered a bit differently. At those two businesses, DCCC contracts with National Beef and Excel to provide instruction. DCCC charges the companies tuition for student enrollment while National Beef and Excel charge DCCC for the use of their facilities for training purposes. The charges for tuition and the charges for facilities use are the same. That is, whatever DCCC receives in tuition is the exact amount that National Beef and Excel charge for the use of their facilities for training. In the vernacular, it is a wash. In return for this arrangement, DCCC pays National Beef and Excel for the cost of trainers (instructional cost reimbursement). DCCC then bills the state for the number of credit hours earned by these two training programs. The amount of net revenue that DCCC generates with this arrangement is approximately \$1.5 million, while these two companies receive in excess of \$250,000 a piece to their bottom line.

As I mentioned earlier, all of this is perfectly legal. But I believe that this situation is an abuse of what Kansas intended in creating reimbursement for those educational institutions that provide custom training to business and industry:

1. The custom training provided is not "higher education" by any standard definition and those participating in such training should not be granted credit from a Kansas accredited institution of higher education for such training. The state reimburses every hour of instruction under custom-training programs at double-funding levels because it falls under the broad umbrella of vocational/technical education.
2. The people who are contracted to provide training at Excel and National Beef do not hold and are not qualified to hold higher education credentials. The trainers used by these two companies (their own line employees--supervisors and foremen) are certainly qualified to train their own workers in the specific aspects of new employee orientation, ergonomics, drug use, and safety issues. However, this training is conducted without the normal supervision and evaluation performed by administration for other faculty at the college.
3. The arrangement by which the amount of tuition charged by DCCC per credit hour exactly matches the amount of money charged by National and Excel for the use of their facilities is at the very least disingenuous and more than likely downright dishonest. It is a standard practice in private industry to consider facilities as a fixed cost and not a variable cost. It is interesting to note that facility charges for Exel and National vary directly with the number of students trained, despite the fact that additional facilities are not rented nor constructed for increased student load. This arrangement is purposely used to circumvent the cost of appropriate college tuition for the training provided, saving these companies in excess of \$1 million annually in the cost of receiving training from the state. Unfortunately, that same amount of money is lost to DCCC for operational costs.

and 250 postsecondary students participated in cooperative education programs that provided paid employment and school experience.

At present, 6,224 students are enrolled in Center for Occupational Research and Design Applied Mathematics courses and training has been provided for teachers.

Contact

Ferman Marsh
Assistant Commissioner of Lifelong Learning
120 East 10th Street
Topeka, KS 66612
913-296-3047
FAX 913-296-7933

Source

School-to-Work Opportunities Act State Implementation Grant: Kansas, June 1995.

March 13, 1997

8-22

**GOLDEN BELT ONE-STOP CAREER CENTER
GRANT APPLICATION REQUEST**

Grant	One-Stop Career Center System
Funding Agency	Kansas Workforce Investment Partnership Council (KWIP)
Summary	The Golden Belt One-Stop Career Center (GBOSCC) will be designed to help anyone who seeks assistance with employment needs. This includes employers, disabled individuals, youth, seniors, socio-economically disadvantaged, and job seekers looking for first, new or better jobs. The locations selected will provide services for an eight county area in Central Kansas and provide easy access to accommodate customer needs. The GBOSCC system will provide for 1) Universality, 2) Customer Choice, 3) Program Integration, and 4) Performance-Driven/Outcome-Based results.
Possible Services	<ul style="list-style-type: none"> • Assessment and testing of basic, pre-employment, post-employment, academic and career skills • Job seeking and retention training • Information on local, state and national training and educational programs • Career and vocational exploration and counseling • Family support services • Financial assistance and aid information • Job placement information • Job coaching services • Choice of individualized or self-directed use of services • Access to technology for employment assistance • ESL and citizenship information • GED tutoring and testing • Veterans employment services • Resource center for one-stop career centers, welfare-to-work, school-to-work and other employment programs
Target Population	<ul style="list-style-type: none"> • Those who live, work or go to school in the eight Kansas counties of Barton, Ellsworth, Ness, Pawnee, Rice, Rush, Russell, and Stafford counties.
Funding Range (Approximate)	\$285,000
Indirect Cost Reimbursement	5% of Grant
Funding Period	One year beginning as soon as approved
Institutional Obligation	\$34,000
Cash	\$ 7,000 in fringe benefits for one FTE position
In-Kind	\$27,000 Office Space, Furniture, supplies, equipment, remodeling assistance, business office and accounting support.
Personnel Required	
Existing	Full-time and part-time staff providing needed services
New	Full-time Project Facilitator to work with counties and agencies
Application Deadline	December 10, 1997

Submitted by Representatives from: Barton County Community College, Barton County Economic Development Commission, Barton County Employment Preparation Services and Vocational Rehabilitation Services, Center for Counseling and Consultation, Great Bend High School, Great Bend Job Service Center.

8-23



November 29, 1995

Mr. Dale Dennis
School-to-Work Coordinator
Kansas State Board of Education
120 SE 10th Avenue
Topeka, Kansas 66612

RECEIVED
DEC 1 1995
ADMINISTRATION
FISCAL SERVICES

Dear Mr. Dennis:

The Departments of Labor and Education have completed the panel review process to evaluate applications submitted for the 1995 State Implementation Grants competition. We regret that Kansas was not selected to receive an implementation grant this year, but wish to note that this year's round was a very competitive one, with thirty-nine States submitting applications, and nineteen States receiving awards. The Departments are now able to share with you the results of the review of Kansas' application.

To assist your State partnership in focusing activities and resources in the coming months, we are providing a discussion of the strengths and weaknesses of Kansas' application as determined by the review panelists.

Summary of Technical Review

The May 18, 1995 Federal Register notice emphasized the need for applications to communicate "the State's capability to achieve the statutory components and effectively put in place the system components." Six selection criteria were used by the reviewers, as well as two eligibility criteria and two additional priorities required by the School-to-Work Opportunities Act. The final decisions were based on the ranking of the applications during the first-phase review, information gained during the second-phase on-site review, and such other factors as replicability, sustainability, innovation, geographic balance, and diversity of system approaches. The most competitive applications were those that provided comprehensive implementation strategies and demonstrated substantial readiness to begin full-scale operations.

Our review revealed many strengths in Kansas' proposal. However, it also indicated that additional focus is needed in several areas. Outlined below are the findings of the review panel with respect to your State's implementation plan.

8-24

Strengths

Kansas plans to develop two parallel developmental components: the implementation of a State support system and the development of local partnerships in the seven labor market regions of the State. The State's goal is to move from career awareness to a career exploration focus at middle school and early high school. The last two years of high school will enable students to become involved in work-based learning opportunities at worksites that can extend their knowledge and skills in occupational areas of interest.

The State's application describes a number of advances in School-to-Work system-building. The Kansas Educational Improvement Plan provides a backdrop for school reform. There is guaranteed admittance of graduates to four-year colleges. In addition, the State plans to provide summer work and enrichment experiences for rural students and gifted students. School-to-Work goals are well linked with labor market needs. The application also includes a strong focus on professional development activities for educators. The State School-to-Work Office is staffed by four State agencies, providing a good foundation.

Weaknesses

While the State's conceptualization of School-to-Work is to be on track, there is a disparity between strategic ideas and congruity of implementation activities. While planning has taken place, real education reform efforts have not actually begun.

Although tasks are listed in the application, there is limited in-depth discussion of how State leadership will coordinate activities and move them forward into a comprehensive system. The activity plan submitted in the State's application shows little involvement of the private sector in the implementation of education reform outside of a broad partnership. While Kansas is a State with a large rural population, there is little evidence of activities undertaken or planned to ensure the involvement and participation of rural students in the School-to-Work system. Strategies for obtaining resources to provide work-based learning opportunities for rural students are lacking..

There appears to be only a small percentage of student involvement in School-to-Work activities. The application states that only one-third of the courses will be restructured by the year 2002. Few specific strategies for including minorities, students with limited English proficiency, females, and out-of-school youth, or for providing students with opportunities to explore non-traditional occupations, are evident.

The manner in which work-based learning activities will be tied to career majors is unclear, particularly in rural areas. In addition, it is difficult to discern how the State plans to tie critical and emerging industries and occupational clusters to economic development beyond the provision of labor market information. The level of parent and student involvement is unclear.

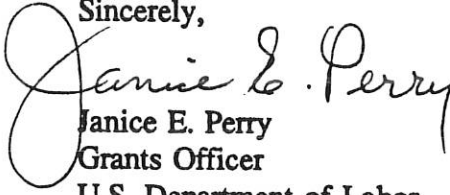
8-25

It is unclear how resources across State programs will be aligned, how the State will provide leadership for capacity-building, and which individuals or entities will be responsible for providing technical assistance to local partnerships. Also, evaluation systems are not in place.

The Departments are committed to assisting all States to develop comprehensive strategies and to successfully apply them at the State, regional and local levels. It was evident that many States benefited greatly from the first year of planning activities, and we are confident that the remaining Development Grant States will continue this progress in the coming year. We hope the review process and the feedback resulting from it are useful to your State.

As you know, all School-to-Work Development Grants have been extended, with such funds as are needed to carry States forward through June 30, 1996. We thank you for working with us to expedite this process, and look forward to continuing to work with the Kansas partnership. Resources of the Departments will continue to be available for technical assistance and support as you carry forward your School-to-Work initiative. We appreciate your efforts to date in crafting a system and a vision for Kansas, and encourage you to continue momentum toward establishing School-to-Work opportunities for all students.

Sincerely,


Janice E. Perry
Grants Officer
U.S. Department of Labor

LLOYD B. HANAHAN

P. O. BOX 23547
OVERLAND PARK, KANSAS 66283-0547
913 897 2770 (O) 897 3619 (H) FAX 913 897 6221

RE: Testimony against School-To-Work program

February 19, 1998

RECOMMENDATIONS

1. K-12 SCHOOLS SHOULD EDUCATE STUDENTS IN CORE ACADEMIC SUBJECTS.
2. EMPLOYERS TRAIN EDUCATED STUDENTS FOR THE JOB THEY ARE HIRED TO PERFORM.
3. CAREER DECISIONS ARE RE-MADE THROUGHOUT ONE'S CAREER, NOT JUST IN SCHOOL.
4. ACCOUNTABILITY FOR ONE'S OWN CAREER DEVELOPMENT IS A BASIC RESPONSIBILITY.

SOME PERSPECTIVES

I am a businessman by choice Being a businessman is the direction my interests and aptitudes have carried me from my youth growing up on a Kansas farm. I would like you to believe my career was well planned out and highly executed through each of the milestones along the way. Actually, it has been a random walk through a process of trials and errors learning from both seeking out what I like to do most and minimizing what I like to do least fortunately having the freedom to fail as well as succeed. While winning is more fun I often learned more when I failed. That fear of failure drove me to work very hard not to fail but I did occasionally. I believe each of you can relate personally to this type of experience.

How does this relate to SCHOOL TO WORK and my opinion of it ??????

..... the relevant context for my opinion it's not just a theory !

1. Raised on a Kansas 172 acre farm . No electricity until age 10.
2. Education:
 - * K-8 First, a one room country school for 8 grades (5 in school) which required my riding a horse *to/from school six miles daily,then consolidation occurred creating a two room school and 25 students, which introduced a school bus (actually a passenger car and not painted yellow).
 - * 9 - 12 The 9th grade and high school was 20 miles one way, but the school had about 600 students.
 - * BS degree majoring in Industrial Management, University of Kansas
3. Profession designations:
 - * Certified Public Account (CPA)
 - * Certified Management Consultant (CMC)
4. Work experience, in chronological order:
 - * Six years with the Chevrolet Division of G. M. - Sales and Marketing [entry level]
 - * Six years with Touche Ross & Co (predecessor to Deloitte and Touche, one of 6 major accounting and management services firms in the world) - Director of Management Service - Kansas City region. [a great learning experience with most functional areas of businesses and all sizes of businesses, private and public left to join a client's organization.]
 - * Two years with a construction client - Executive Vice President [Didn't like it]
 - * Two years with an agribusiness management company-President [Major client killed]
 - * Twelve years with Marion Laboratories (predecessor to Marion Merrill Dow and currently Hoechst Marion Roussel) - a Top Level Corporate Officer .
(Employment grew from less than 1000 in 1977 to about 100,000 today.)
5. Retired from corporate work at age 52 with financial independence (earned, not inherited) to do what I want with my remaining years.

(page one of four)

*Senate Education
Attachment : 9
2-19-98*

my education began in the "dark ages" relative to what's happening today. but in 20 or 30 years from now, we will be able to say the same thing about today !!!
 The market for "buggy whips" probably won't come back most of today's products and services are tomorrow's "buggy whips". Product life cycles will continue to shorten and career competencies will change with increasing frequency.

The recent development of technology and its application in American industry has been phenomenal great benefits

- POS; MRP; JIT; EOQ impact us daily;
- On board computers doubled/tripled our automobile MPG is just a few years, plus better acceleration performance;
- Robots in manufacturing doing monotonous and tedious jobs better; etc.,
- all of this with better quality and performance,

..... but also with great displacement of jobs (people often not prepared for change). New jobs have been created faster than old ones eliminated..... Current unemployment rate is historically LOW! The economic boom we are experiencing resulted almost exclusively due to the productivity increases in the private sector (non-government).

Not really so in the Public sector. It seems the government bureaucracy is still growing.

- * Our Tax Freedom date it now May 9 - nearly 40 % of our work year.
- * Federal receipts as a Share of GDP (21.4%) as of 9/97 is at historic highs.
 Peaked at 20.7% during the Vietnam War
 Peaked at 20.1% during the Korean War
 Peaked at 19.9% during World War II
- * Forbes Magazine, a year or so ago, ran a feature article showing graphically that the total education system "salary" costs today in America, are about 50% for classroom teacher salaries and 50% for non-classroom salaries. Thirty years ago, non-classroom salaries were less than 10% of the total. The is how much the bureaucracy has grown (is growing).

"Education Reform" has many needs especially downsizing the bureaucracy but there are many schemes at work some may be good and many qualify as "double speak" sounds reasonable but always has a hidden or alternative meaning:

Some of the "double speak"	The meaning
* "Whole language"	* When reading, guess or skip over words you don't know.
* "Inventive spelling"	* Spell the word the way <u>you</u> think it should be spelled.
* "Values Clarification"	* Make up your own mind about drugs and sex, without adult direction.
* "Critical Thinking"	* Criticize parents' moral and religion as out-of-date.
* "Multiculturalism"	* America is a bad and oppressive nation.
* Diversity Training"	* Every lifestyle is acceptable and must not be criticized.

The SCHOOL TO WORK another scheme is dangerously unfair to the generation being subjected to it. The program has been developed by a growing education bureaucracy to be administered by an even larger bureaucracy. Bureaucracies are well known to intuitively want to control other people's behavior often trampling the people's rights. (e.g. recent IRS hearings provide an example.)

Here is the road map of SCHOOL TO WORK as I understand it:

1. Train student to be a compliant worker under supervision
..... instead of encouraging him to read all he can read, and be all he can be.
2. Require student to take a curriculum that prepares him for jobs selected by "workforce development boards"
..... instead of teaching him basic knowledge and skills such as reading, writing, history, math and science *and letting him choose his own career.*
3. Dictate student's future employment by using computers and counselors to do "job Matching", as early as middle school
..... The counselor knows neither what future jobs will be available to him, nor enough about his relevant interests yet to develop?
4. Grade student primarily on attitudes, behaviors, predictions, teamwork, and "political correctness:.....
..... instead of on objective knowledge *Grades may not even be used.*
5. Define student as a "human resource" to serve the global economy
instead of a free citizen who aspires to live the American dream.
6. Issue a Work Card called a Certificate of Initial Mastery (CIM) or Smart Card
..... instead of a high school diploma.

Is this the land of the free?

The idea of "workforce development boards" and counselors using computers to do "job matching" to determine a student's curricula as early as middle school is a real stretch for me!!!! I believe as ill prepared as a student may be in selecting a career **the student will be better at it and learn more in his trial and error discovery method** than with a bureaucratic system making decisions about a future work place unknown to them using a lot of subjective data on someone they may not even know. (Who is really the accountable party here?)

I don't believe it takes a rocket scientist to figure out this type of education reform is absolutely un-American and will do (is doing) grave damage present and future citizenry's ability to reach their potential.

The focus of these schemes seems to be on the "hole" and not upon the "donut"!

Education focusing on the academics [Reading (very high proficiency), Personal communications (written and spoken), history (especially the growth and development of the USA and our economic system, in the context of other nation's development.), math (how to structure and solve problems), and the like, provide many opportunities to teach such topics as teamwork, social development, personal responsibility/accountability, computers and software utilization, sports, music, and much more.

Here is one of many examples to illustrate the need for schools to "educate" students in academics. At Marion Laboratories, as we grew from 1,000 employees in 1980 to 5,000 by 1989, our product sales increased 10 times to \$1 Billion; stock value increased 39 times, and we exceeded everyone's expectations. Our approach to hiring about 1,000 new pharmaceutical sales representatives who call on Medical Doctors to create demand for products:

Our hiring profile of an ideal educated candidate, most of whom were recent college graduates (e.g. limited work experience)

- * Demonstrated intelligence/capacity to learn/work with a technical subject (e.g. how did they do in various science type courses. If they had intelligence and aptitude, we could and did train them on what they needed to know.
- * Aptitude/self confidence for interpersonal communications with a technical superior who also is a very busy customer (The prescribing doctor).
- * Demonstrated record of achieving meaningful goals (educationally and career, so far) through personal resourcefulness, responsibility and accountability.
- * Other usual attributes such as appearance, social graces, alertness, etc. that fit with our corporate culture of our organization.

At the start of their employment they spent a week, initially and a few more times later in their training, traveling with an experienced sales representative. They received extensive interactive/concentrated training for several weeks, involving:

- * The anatomy, physiology, disease states and treatment modalities for the human body.
- * Product training on our relevant products and those of the competing therapies.
- * Systematic selling skill development to get the M. D. to agree to meet with you, qualify the M. D.'s therapeutic approach to treating a diagnosis so you could position him on using your product and do all this in about 3 to 5 minutes of the doctor's time.

It is the type of training an educational institution is not competent to conduct for several reasons, one of which it involves corporate competitive strategies. I have found that any company has to train a new hire (and existing employees periodically) regardless of their prior training to work within their system and corporate culture. So, I believe schools can and should teach academics the employer will train the employee to work within their culture/system.

RECOMMENDATIONS

1. K-12 SCHOOLS SHOULD EDUCATE STUDENTS IN CORE ACADEMIC SUBJECTS.
2. EMPLOYERS TRAIN EDUCATED STUDENTS FOR THE JOB THEY ARE HIRED TO PERFORM.
3. CAREER DECISIONS ARE RE-MADE THROUGHOUT ONE'S CAREER, NOT JUST IN SCHOOL.
4. ACCOUNTABILITY FOR ONE'S OWN CAREER DEVELOPMENT IS A BASIC RESPONSIBILITY.

(page four of four)

Kevin P. Gilmore

12541 S. Hagan Lane, Olathe, KS 66062
(913) 768-8285 fax (913) 768-8280

February 18, 1998

Sen. Barbara Lawrence, Chair
Senate Education Committee
State Capitol
Topeka, KS 66612-1565

Re: School-to-Work Opportunities Act of 1994.

Dear Sen. Lawrence:

I am submitting this written testimony because I am out of state and unable to personally appear before the Senate Education Committee regarding my views of the federal government's School-to-Work Opportunities Act of 1994 ("STW") and its implementation in the State of Kansas.

Please note that the opinions expressed in this letter are my own and are not intended to represent the views of the Kansas State Board of Education ("KSBE") upon which I currently serve as an elected member and as Chairman.

It is my understanding that a proposal is being considered to study and to recommend the appropriate role, if any, for the State of Kansas in the STW workforce development program and whether Kansas should continue to participate in such a program.

*Senate Education
Attachment #10
2-19-98*

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First, I would like to express to you my concerns regarding the intrusion of the federal government, for which it has no Constitutional authority, into the area of education, the responsibility for which rests with individual states as called for in their respective state constitutions.

To my knowledge, neither the KSBE nor the Legislature has taken the time to adequately study and deliberate the use of federal STW funds and the underlying goals and objectives of the federal STW initiative. As a member of the KSBE, I would welcome the opportunity to work jointly with the Legislature, and with my colleagues on the Board, to study the STW program.

I have many concerns about the STW program which have been based on a variety of materials I have read on this issue. Some of these concerns are that STW:

- 1) Promotes curricula and instructional practices from the federal level;
- 2) promotes the failed and unproven methodologies of progressive education theories (such as an integrated curriculum, discovery learning, a focus on problem-solving and teamwork, and so-called "real world" applications) all of which sound very "progressive" but which mainstream, cognitive, psychological research has proven are ineffective teaching methods;
- 3) shifts the purpose of an education from one based on primarily academic learning to one based on preparing students for "work";

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- 4) promotes the limitation of educational choices by implementing occupational decisions at the elementary/middle school level in order to track students to the needs of the local workforce; and
- 5) creates an unhealthy governmental link between schools and the employment of a government-manipulated workforce.

I believe we all want our children to graduate from high school with the knowledge and skills necessary to be successful at whatever they choose to do. However, I cannot agree to support the restructuring of the focus of education in Kansas to benefit what the "government", whether local, state or federal, determines is the appropriate "plan" for the current or anticipated workforce. It just simply isn't the proper role for government.

Very few Kansans, especially parents, are aware of the far-reaching implications of the STW program. Regardless of your position or views on this issue, the lack of public understanding ought to be reason enough to pursue a very public study of the STW program.

Since being elected to the Board, one of my frustrations has been the continual promotion of educational "reform" on the premise that it is "research-based". I have reached the conclusion that you can find so-called education "research" to support just about every side of an educational issue.

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The proponents of the STW program should be required to state their case before those responsible for educational policy and funding in our State.

I, for one, will be grateful if they are able to prove me wrong on my views with this flawed, federal initiative. Unfortunately, I believe the carrot of federal STW grant money has been far more attractive than an understanding of the effectiveness and appropriateness of this program.

A recent poll by Public Agenda confirmed that nearly 80% of parents surveyed in California believe that young people would have better job prospects if they attend college rather than going directly into the workforce after graduating from high school. If STW is the result of the "grassroots" of America expressing it's desire, then somebody up there in Washington isn't listening. Now isn't that a strange concept.

In my view, it has obviously been a top-down promotion of a federal government initiative into an area where the federal government has no role or authority.

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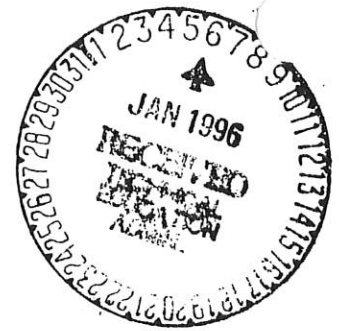
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We have much to be proud of in Kansas education. I urge you to look into the appropriateness of the STW program to determine if Kansas needs to allow such a small, yet very influential, rudder to steer the vast educational interests and needs of our State.

Yours very truly,

Kevin P. Gilmore

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JAN 2 1997

Ms. Vickie Kelly
Kansas State Board of Education
120 SE 10th Avenue
Topeka, Kansas 66612-1182

Dear Ms. Kelly:

The Departments and Education and Labor have completed the panel review process to evaluate applications submitted for the 1996 School-to-Work (STW) State Implementation Grants Competition. We regret that Kansas was not selected to receive an Implementation Grant this year. Each year the process has grown more competitive, due to States' continued utilization of development funds to build State infrastructure, explore best practices through local pilots, and focus planning activities, such as the assessments offered through the Learning Center's Technical Assistance Resource Bank. In this third round of competition, 20 of the 25 eligible States submitted proposals, and ten States received awards. Because the new awards have been announced, we are now able to share with you detail on the competition overall, the specific strengths and weaknesses of Kansas' application, and a process for obtaining the reviewers' comments, if necessary. This letter will also discuss our strategies for bringing the 15 remaining Development Grant States on board as Implementation Grantees.

Summary of Technical Review

As indicated in the July 12 Federal Register notice and application package, review panels applied the six selection criteria, two eligibility criteria, and two additional priorities set forth in the School-to-Work Opportunities Act. As in earlier rounds, a two-phase review process was utilized. The Departments' funding decisions were based on the ranking of applications against the criteria during the first-phase read of applications, the information gained during the second-phase on-site review, which again applied the criteria and points given in the Register, and such other factors as replicability, sustainability, innovation, geographic balance, and diversity of system approaches. In an effort to further ensure consistency both within and across panels, a Review Coordinator spent time with each of the six panels during both review phases. As in previous rounds, the most competitive applications provided concrete plans for addressing the various aspects of a statewide system and demonstrated that the State was poised to implement that system.

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Overview of the 1996 Competition

The following points represent the collective observations of the panels and the Review Coordinator regarding key aspects of school-to-work system building, as they emerged in this year's competition.

- As in previous years, a recurring theme at the State level was the need for local control of school-to-work implementation; however, this set of applicants appeared particularly concerned that State technical assistance efforts not become too prescriptive or directive. In contrast, a large number of local representatives, including many directly receiving Federal funds, stressed the importance of the State's role in providing direction and leadership for STW activities, particularly in the areas of developing statewide policy; providing guidance curriculum frameworks; and fostering links with workforce development and economic development initiatives.
- The depth of collaboration across State agencies, often due to the involvement of the State Human Resource Investment Councils (SHRICs), has increased from last year. However, this collaboration has resulted in a greater level of complexity with regard to State structures for implementing STW.
- Employer involvement in planning and implementing STW activities generally appears to be higher at the local than at the State level. Generally, there is a need for more direction from State-level employer organizations, such as State Chambers of Commerce, particularly with regard to the range of activities in which employers can participate. A related concern was the relatively low number of work-based experiences offered by participating employers; this raised concern about the capacity for the work-based component to reach all students.
- State labor organizations appeared to be more frequently and genuinely "at the table" in this round; however, with only a few exceptions, actual roles for organized labor at both the State and local levels are still fairly vague.
- Coordination with other State initiatives, particularly the One-Stop and Goals 2000 initiatives, appears improved, although specific details were lacking as to how integration between STW and such initiatives would occur, particularly within State infrastructures that are often very complex. Few references were made to coordinate School-to-Work with the Empowerment Zone/Enterprise Community (EZ/EC) and the Youth Fair Chance initiatives.
- Statewide strategies for integrating youth services so that STW reaches all students were generally unclear for this year's applicants. How to move from pockets of excellence in gender equity, serving youth with disabilities, and other categorical programs to an integrated system for all was still very difficult for State representatives to articulate.

- Out-of-school youth strategies for these States, by and large, are more developed than those presented last year; however, such strategies lean heavily upon the statewide infrastructures' involvement of JTPA and One-Stop initiatives and their abilities to include such youth in STW activities.
- In several cases, local representatives indicated that communications with the State had improved over the past year, citing genuine efforts by their State STW team to incorporate local comments and suggestions, and providing specific examples of ways in which the State and locals teams were developing active collaboration.
- State legislation in support of STW is having a significant impact in several States, and has helped to connect the initiative to workforce development and economic development in these States.
- Some very effective local initiatives exist in these States, including some receiving direct Federal funds and some who have received no additional assistance.
- Employer inhibitors to participation still focus on liability issues, but they also include: confidentiality issues when involving students in highly competitive industries such as the software industry, cyclical downsizing of companies attempting to involve students, and the provision of support services so that student participation is ensured.

Summary of Strengths and Weaknesses of Kansas' Application

The following details are provided to assist Kansas in refining its system prior to July, when the 1997 appropriation becomes available. The review revealed numerous strengths of Kansas' application, as well as several areas needing further attention. The following points summarize the findings of the review panel with respect to the strengths of the application:

- A State-level Workforce Investment Partnership has been formed to consolidate management of complementary workforce development, economic development and education reform efforts like STW, One-Stop, and the JTPA and JOBS initiatives.
- The Governor's Commission on STW reflects a good inclusive beginning in terms of its partnership, including a range of relevant agencies, many business-education partnership consortia, the Teachers' Union, the AFL-CIO, and other groups representing geographic as well as stakeholder diversity.
- The proposal discussed some strong existing models on which to build, including Tech Prep, High Schools That Work, and a Systems Change Grant for Learners with Disabilities. Some career pathways have also been identified.

- The State intends to require a planned program of work-based learning for all students, as well as individualized career plans for all students by the 7th grade.
- Kansas intends to form a seven-region structure to manage roll-out, building on existing labor market areas. This appears to be a reasonable, manageable solution.
- The application provided detail on three local partnerships--out of 20 currently funded--which are moving toward implementation; these three locals reflect a good diversity in program approach.
- The proposal emphasized the inclusion of rural areas in the system, recognized the unique challenges these areas face, and put forward some strategies to address these needs, including distance learning.

However, along with the notable strengths listed above, the panel identified several areas of the system plan which need further development. The State may wish to consider these issues in the coming months, as it continues to move toward implementation:

- Overall, this application was developmental, failing to provide a sense of how various programs and initiatives would be integrated in a comprehensive statewide system. The proposal did not describe how the key integrations listed in the STW Act-- work-based and school-based learning; academic and vocational education; and secondary and postsecondary education-- would be accomplished.
- The State's role in local capacity-building and guidance seemed minimal: the proposal emphasized local choice without indicating how flexibility will be supported by technical assistance, or how the State would ensure consistent quality and presence of the core components across all local partnerships. Even cross-cutting barriers like employer insurance and liability issues were mainly left to the locals to resolve.
- Little detail was provided on actual strategies for involving employers and other stakeholders such as students, elected officials, parent groups and community-based organizations, which could contribute much to the system. Beyond the strong involvement of business in the Kansas Workforce Investment Partnership Council, there were few actual strategies for involving employers in the system.
- Strategies for serving various student populations were vague, and it was difficult to tell whether the State's plan was geared to all students, or only those who chose a vocational education focus. Also, since it was unclear how various components would come together at the local level, it was hard to judge whether all students would have access to the full range of system offerings.

- The roll-out strategy for getting to scale statewide was unclear and unwieldy. While Kansas intends to form a seven-region structure which builds on existing labor market areas, it anticipates funding 75 local partnerships within those regions, through an RFP process and funding schedule which is not clear. The State reports that only three of 20 currently-funded local development partnerships are ready to implement, and does not provide strategies for bringing the other 72 up to capacity within the five-year funding period. Since it appears that the State intends to provide only minimal assistance to locals, reviewers were not sure that Kansas could achieve a consistent statewide system under this plan.
- While general references were made to education reform efforts like Goals 2000, the Improving America's Schools Act, and the State's Quality Performance Accreditation initiative, the application did not show how these link to STW, or how they will change education in Kansas.
- The evaluation section needed development; for example, the State proposed developing a new Management Information System for school-to-work data collection, rather than analyzing existing systems to see what is already collected. The State may wish to consider integrating these systems, in order to avoid duplication and reduce local burden. If this is not possible, the application should provide more background in support of the State's choices.
- The secondary-postsecondary component lacked detail; these linkages seemed limited to the existing Tech Prep system. Strategies for integrating a broader range of postsecondary institutions and options along the STW continuum would strengthen this plan.
- With respect to resources, it was unclear by what authority State and Federal funds earmarked for "reallocation" would be redirected. Since long-term system sustainability is a key concern, more information in this section would be useful.

For a more detailed analysis of the State's strengths and weaknesses, we encourage you to write for copies of the panel's technical review sheets, which record the panelists' comments and scores against the selection criteria. These may be obtained by writing or faxing a request to:

The National School-to-Work Learning Center
Attn: Nicole Phillips
400 Virginia Avenue, S.W., Room 210
Washington, DC 20024
FAX: (202) 401-6211

If, after reviewing the panel's technical review sheets, the State team wishes additional clarification, please contact Karen Clark, the State Review Coordinator, at (202) 401-6222.

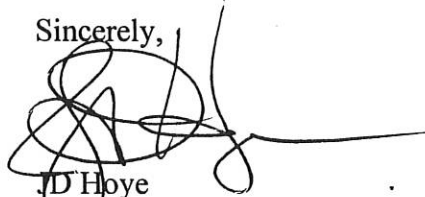
Process for the Remaining 15 Development Grant States

The School-to-Work Opportunities Act implies that every State, the District of Columbia and Puerto Rico will eventually receive Implementation funds. In previous rounds, limited resources and the large pool of States eligible to apply for funding have made it necessary to use a competitive process, held once annually, to select those States most ready to receive the funds available. The 1997 appropriation of \$400 million will allow us to bring all remaining States on board as Implementation Grantees that year, as they demonstrate readiness. The fact that the Act sunsets in 2001 adds additional impetus to this opportunity. In order to ensure that States funded in 1997 receive the same opportunities as the those funded in previous years, the Departments must rethink timelines and funding. As in prior rounds States will, subject to such factors as performance and expenditures, continue to receive Development Grant funds until they receive an Implementation award.

In the coming months, the National STW Office will focus on technical assistance designed to help the Development Grant States address any outstanding issues and finalize their implementation plans. For example, the core management team from each of the 15 States will be invited to participate in an intensive, multi-day STW Institute next year. In addition, we are currently looking into how the 1997 funding process can be structured to best help the Development Grant States make the transition to implementation. We are investigating the feasibility of accepting applications on a rolling basis over a longer period of time, rather than within a two-month window, with funds becoming available July 1. As details relating to technical assistance and the funding process are worked out, we will be in touch with you.

The 1996 Implementation Grant competition again underscored the benefits of the development phase in producing inclusive partnerships and comprehensive system thinking. Several States demonstrated commendable progress in the past year or less, and we encourage the Kansas team to maintain this momentum. We are now in a position to offer more proactive technical assistance to the remaining Development Grant States, and wish to extend to you all available resources as you address outstanding issues and finalize an implementation-ready plan for a statewide School-to-Work system. We are confident that the close of next year will see most-- and hopefully all-- States receiving Implementation funds.

Sincerely,



J.D. Hoyer
Director