



UNITED STATES DEPARTMENT OF EDUCATION

OFFICE OF THE SECRETARY

Remarks Prepared for¹
Richard W. Riley
U.S. Secretary of Education

Council of Chief State School Officers
Seattle, Washington-
(via television hook-up)
July 25, 1993

I am sorry I can't be with you in person today. Technology, we all agree, is an important part of Education Reform. It is certainly enabling me to participate with you for this important meeting. First, let me express my deep appreciation for what you are doing. I see you as a front-line partner with us to move education forward in this great country.

I want to express my gratitude to Gordon Ambach, his staff and your organization. We are most grateful for all of your advice and support.

My colleague at the U.S. Department of Education, Tom Payzant, hopefully has arrived and is there with you. He will help respond to questions and comments after my presentation. Tom, as many of you may know, is one of the finest superintendents in America. Both he and Mike Smith, who will join you later, will be sharing additional information on our initiatives.

I have to tell you how very proud I am of the team of people who have agreed to work with me --- many of them you know and you have worked with over the years. It is because of this talented group and your support that I believe we will be successful as we work together with you to improve education for all of America's children.

I am very appreciative that you and your organization believe that the Goals 2000: Educate America Act is important enough to make it a primary theme of your meeting.

Rather than go into the details of the GOALS 2000 and our other legislative proposals, let me briefly share my thoughts on two topics with you:

1. Why GOALS 2000 is important; and
2. How we plan to use GOALS 2000 as a new way of doing business with you.

¹The Secretary may depart from prepared remarks.

Some say I am naive, but I am very confident that together we can make a positive difference in education all across America. The GOALS 2000: EDUCATE AMERICA ACT will provide, for the first time in our history, an opportunity for all of us to embrace bipartisan national education goals and to work to establish challenging standards for all students across this Country. It connects you and your state, if you want to participate, in a partnership not only with the federal government, but with other states. And it does so in a comprehensive way ... and in a partnership way.

I am convinced that an essential ingredient in sustained, successful education reform is the creation of a critical mass of excitement and activity around a similar focus -- the improvement of teaching and learning for all children. When GOALS 2000 passes, and if we implement it in a professional, collegial way, we have the potential makings of such a critical mass. That is exciting ... and challenging and risky. But it is risk we must take for our children's sakes -- for public education's sake ... for America's sake.

I know you have some concerns about amendments added to the GOALS 2000 bill in the House. I too have concerns about some of those amendments. We are working very hard to make them more acceptable. However, our legal counsel and the House Committee report itself indicate that they are not impossible problems to overcome.

A key to our mutual success is how we will implement GOALS 2000 and other related initiatives. We don't want to send you a 500-page rule book from Washington. I am sure that this is the last thing that Warner needs in Georgia, Tom needs in Kentucky, Ted needs in Ohio; that Barbara Neilson needs in my home state of South Carolina; ... or that the rest of you need.

We see this Bill -- with its emphasis on high academic and occupational standards and systemic reform -- as providing a framework for all of the Education Department's work to come -- reauthorization of ESEA and OERI, school-to-work, and safe schools.

This is not just a framework for our legislation; it is a framework for all of the work of the department. And it means the department will have to fundamentally change how we function -- more customer oriented, more flexible, more responsive and less rule-oriented -- just as we are asking schools, school districts and states to fundamentally change how they do business.

I know that the State Education Departments in Florida, Virginia, and Minnesota, among others, have been going through this kind of transformation as part of their systemic reform process. I know

it is a difficult but necessary process, one that is clearly needed. I hope we can learn from your state efforts as we proceed with our own. GOALS 2000 provides all of us an avenue for reinventing government -- something the American people are eager for.

Mike Cohen -- with whom many of you worked when he was associated with the National Governors' Association and the National Alliance, along with Tom Payzant, are already heavily involved in pulling together our implementation strategies. They are sensitive to what helps and what hurts state and local reform efforts. Also, we welcome advice later in this program, and after your meeting is over, on how to best implement GOALS 2000 to help you move your agenda forward.

We still have a lot to figure out about the implementation process -- we have been primarily focused on the legislative process. However, as our implementation team begins its work, several things are clear:

First, we've got to have a flexible approach to how we work with states. This is no "one size fits all" approach. The federal government has a catalytic, not a controlling role when it comes to state systemic reform. And there are a variety of approaches that I know will fit the Goals 2000 framework. For example, Kentucky's approach, initially driven by a Supreme Court decision, enacted into a single, comprehensive piece of legislation which takes on the entire reform agenda at once, surely meets the expectations of our Bill. So does the ongoing work in Vermont. Rick Mills has led a grass roots, bottom up process. They started with an emphasis on setting Vermont's education goals, and with building a pioneering approach to student performance assessment. Over time, their reform approach has become more comprehensive and systemic, as they have learned from their own experience and the experience of other states and districts. Compared with Kentucky, they have relied relatively little on legislation. In Vermont, they just do it. Both are legitimate approaches and they are somewhat different from each other. However, they both focus on the same end result -- improving teaching and learning.

Second, we pick states up where they are; no state in the midst of an ambitious reform effort should even think for one moment about stopping and starting all over again as a result of Goals 2000. We even have "grandfather" clauses in the legislation that address states which have already developed plans, or have planning processes underway. Any state should be able to use this Bill to examine what they've already got in place and figure out what their next steps in the process are.

The intent here is to build on what you have been doing rather than requiring anyone to reinvent the wheel, start all over or begin from scratch. You can use GOALS 2000 to add components to

your reform agenda, to expand stakeholder involvement and to move your agenda to the next level.

Third, I am determined to make sure that the application process is a constructive and helpful one, not a burdensome one. We understand how hard it is to put the puzzle of education reform together. We do not intend to have an application that is founded on detailed forms, checklists, requirements and prerequisites. That is not what comprehensive systemic education change is all about. My impression is that the action plan submitted to the Department needs to be significantly smaller and describe what is going to be done and how it is going to be accomplished. The legislation does specify some specific areas which must be included, but it is up to your state to decide the substance of the standards. What we want you and your staff doing is: leading, coordinating and facilitating change throughout your state.

Finally, we see the implementation of GOALS 2000 as a partnership. It is a partnership between the federal government and the states, and a partnership within the state itself to achieve the ends that we all care about -- challenging academic and occupational standards, high performance organizations, and an engaging curriculum and instruction for all students. Therefore, we will be trying a different approach in the review process. We are very interested in the NSF systemic reform program, with its peer review process, relying on educators state leaders with real experience in this process, and site visits to discuss and explore reform plans face-to-face. We and you may convene teams across state lines to confront common concerns in designing or implementing systemic reform.

This is a complex and fascinating time in leading education. While money is tighter than ever and the problems are more complicated, we have a coming together for the first time around a mutually reinforcing agenda. Think of the potential if we can work together.

Hockey star Wayne Gretzky, when asked once why he was one of ice hockey's greatest players, responded, "I skate to where the puck is going, not to where it is." It is easy to focus on simple solutions and quick-fix answers. But, to meet the challenges posed by a global economy, we must look to where the future is moving, not remain stuck where we are. We must look to the future of the next generation and those which will follow. We must move to where the puck is going and not to where it is. There is a Japanese saying, "We must learn to smell the future." We have the rare opportunity to close out a century and enter a new millennium by "smelling the future" in education.

Let me conclude, and Tom and I will entertain your comments and questions. My staff and I look forward to working with you.

July 1993

DEPARTMENT OF EDUCATION
Fiscal Year 1994 Budget Request
for the
Department of Education

Witnesses appearing before the
House Subcommittee on Labor-HHS-Education Appropriations

Richard W. Riley
Secretary

accompanied by

Madeleine Kunin, Deputy Secretary of Education

Sally H. Christensen, Acting Assistant Secretary for Management
and Budget

Thomas P. Skally, Director, Budget Systems Division, Budget Service,
Office of Management and Budget/CFO

DEPARTMENT OF EDUCATION

Statement by

Richard W. Riley
Secretary of Education

on the

Fiscal Year 1994 Request for the Department of Education

Mr. Chairman and Members of the Committee:

It is a pleasure to be here again and to have this opportunity to testify in support of President Clinton's first budget for the Department of Education. The last time we met was to discuss the President's economic stimulus supplemental, and I want to express my personal appreciation to you, Mr. Chairman, for your quick and positive action on that request. It is unfortunate that the supplemental appropriation bill did not pass, but I wanted you to know how much we appreciate the efforts of your Committee.

Investment in change to reach the National Education Goals is the theme of our 1994 budget: changing elementary and secondary education so that all students have the opportunity to successfully complete a challenging curriculum driven by high standards; changing the way postsecondary students receive Federal aid by phasing in a Direct Loan program; and changing the way our education system deals with high school youth who do not plan to attend a 4-year college program by improving the school-to-work transition.

Our 1994 budget will invest in programs that help all children "start school ready to learn," link reform to internationally competitive academic standards while helping to ensure that all students have the opportunity to reach those standards, strengthen the transition from school to work, restructure the student loan programs to simplify loan delivery and save billions of dollars, promote diversity in higher education, and encourage national service among our citizens.

To begin moving on these priorities, we are requesting a total of \$30.7 billion for the Department of Education in fiscal year 1994. This includes \$24.5 billion for discretionary programs, an increase of \$1.3 billion or 5.6 percent over the 1993 appropriation, and \$6.2 billion for mandatory programs.

HELPING ALL CHILDREN "START SCHOOL READY TO LEARN"

We are proposing significant increases in key early childhood programs that target at-risk populations and help reach the National Education Goal of ensuring that "all children in America will start school ready to learn." For example, we are requesting \$110 million for Even Start, an increase of 23 percent over 1993, to allow all States to make new awards for this program of integrated early childhood and adult education.

Our budget also includes \$256 million for the Special Education Grants for Infants and Families program, an increase of 20 percent over 1993. This would help States implement statewide systems providing early intervention services to young children with disabilities, and to those at risk of developmental delays, such as infants prenatally exposed to illegal drugs and alcohol. We also are requesting nearly \$344 million for Special Education Preschool Grants, an increase of \$18 million over 1993.

In addition to these Department of Education investments in early childhood education, President Clinton's budget would increase funding for the Department of Health and Human Services' Head Start program by nearly 50 percent, ensure that immunizations are available to every American child, and move toward full funding of the Department of Agriculture's Special Supplemental Food Program for Women, Infants, and Children.

STIMULATING STANDARDS-BASED EDUCATION REFORM

The centerpiece of President Clinton's education reform program--and a critical part of our 1994 request--is the Goals 2000: Educate America Act that we transmitted to the Congress on April 21. Our budget request provides \$420 million for Goals 2000, which would put in place a national program to help make systemic, bottom-up reform a reality in all of America's schools. This legislation includes four key components. First, it would write the National Education Goals into law and would authorize \$3 million in 1994 for a National Education Goals Panel to monitor and report on our progress toward achieving the goals.

Second, Goals 2000 would create a National Education Standards and Improvement Council, which would develop criteria for certifying voluntary, internationally competitive academic content standards, as well as assessments tied to those standards. The Council would also set criteria for voluntary opportunity-to-learn standards in such areas as professional development for teachers and the availability of instructional materials and technologies. These standards would help ensure that all students have the opportunity to learn the material specified in the content standards. Our 1994 request for the Council and activities related to its work is \$9 million.

Third, the bill would authorize \$393 million in 1994 for grants to assist States and communities in developing systemic reform plans, which would include improvements in curriculum, instruction, teacher preparation, assessments, and strategies for increasing family and community involvement.

Finally, Goals 2000 would establish a National Skill Standards Board comprised of representatives from business and industry, labor unions, education and training providers, and other related groups. This board, funded at \$15 million in 1994, would identify essential occupational skills

and create a voluntary system of standards, assessments, and certification designed to facilitate lifelong learning and create a highly skilled workforce.

Our 1994 budget request includes three additional initiatives that will complement the Goals 2000 legislation in helping States and localities to reform their schools and reach the National Education Goals:

- \$75 million for a new Safe Schools Act to help school districts develop programs to reduce high levels of crime and violence and ensure that the school environment is conducive to learning.
- \$15 million for the Department's contribution to the Administration's proposed multi-agency, urban-rural initiative to help integrate education services with other social services in selected communities.
- \$15 million for model teacher professional development programs that contribute to systemic education reform.

Mr. Chairman, I realize it is unlikely that either the Goals 2000 bill or the Safe Schools Act will be enacted before this Committee makes its decisions on the 1994 appropriation. I do believe, however, that both of these measures will receive strong bipartisan support and will be approved by Congress in a very short time. I would hope, therefore, that you will provide contingent appropriations for both proposals in the 1994 appropriations bill. Our reform plan is an ambitious one, and we would like to begin working with States, school districts, and communities as soon as possible to bring about the changes envisioned in these two bills.

OFFICE OF EDUCATIONAL RESEARCH AND IMPROVEMENT

An integral part of our overall reform effort, and critical to the Federal role in providing national leadership to States and communities in carrying out their reform initiatives, is the Department's Office of Educational Research and Improvement. OERI is in a unique position to provide parents, teachers, administrators, and policymakers with the information they need to successfully link high standards, State curriculum frameworks, teacher professional development, and assessments of student performance. For this reason, we are requesting significant increases for OERI's Research, Statistics, and Assessment activities.

For Research, our request of \$90.8 million, a 23 percent increase over 1993, would give us new knowledge about improving the education of disadvantaged students. We would also expand field-initiated research to enhance our understanding of teaching and learning and undertake other activities in support of systemic reform based on high standards. Funds would be used for research to advance the state of the art in performance assessment and for providing technical assistance to help States and communities apply the lessons learned from research to improve their schools. In addition, we would begin to focus research at the school level and on ways we can help support teachers in their efforts to improve instruction.

Our proposed \$60 million for Statistics, or 24 percent over 1993, would help the Department monitor progress toward the National Education Goals by allowing the National Center for Education Statistics to continue expanding and improving its collection of data on the state of American education.

Our request would more than double funding for the National Assessment of Educational Progress, which is the only nationally representative assessment of what our students know and can do. Our budget includes

\$65 million for national assessments in 1994 in reading, history, and science at grades 4, 8, and 12; and State-by-State assessments in reading at the same three grades--the first time that students at grade 12 would be included in State assessments. The request also provides funds for developing future national and State assessments. The costs of these assessments are growing in part because of the continuing movement toward more advanced methodologies, such as open-ended or performance-based items, which are more difficult and more expensive to administer than the multiple choice questions used in earlier tests.

In addition to these activities, our request includes \$40 million for the Fund for Innovation in Education, an increase of 43 percent for demonstrations and other projects that have a significant impact around the country in helping States and communities, as part of their Goals 2000 reform efforts, to implement programs that work.

OTHER ELEMENTARY AND SECONDARY EDUCATION PROGRAMS

The Goals 2000 bill provides the framework for the deliberations currently underway within the Administration and Congress over the shape of the upcoming reauthorization of elementary and secondary education programs. In preparing our recommendations to the Congress, we are focusing in particular on how these programs can help ensure that disadvantaged children have the same opportunities as other students to learn to high standards.

For the most part, our request would maintain elementary and secondary programs at their 1993 level pending the outcome of reauthorization. One exception to this general rule is Chapter 1 Grants to Local Educational Agencies, which would receive an increase of \$374 million, or 6 percent over 1993, to provide additional resources for educational services to more than 6 million disadvantaged students.

The budget also reflects the first step in the three-year phase-out of Impact Aid "b" payments called for by President Clinton as part of his deficit reduction plan. These payments are made to local school districts for children whose parents either work or live on Federal property. Because their parents pay local taxes, these children, for the most part, do not pose a financial burden on those districts. A \$33 million increase for Impact Aid "a" payments reflects the Federal commitment to those districts that are affected by the presence of students whose parents both live and work on Federal property.

SPECIAL EDUCATION AND VOCATIONAL REHABILITATION

Our Administration is committed to promoting the empowerment and independence of Americans with disabilities. In addition to the increases noted earlier for Preschool Grants and Grants for Infants and Families, we are requesting nearly \$2.2 billion, an increase of \$111 million, for the Grants to States program under the Individuals with Disabilities Education Act to help States provide special education and related services to almost 5 million children with disabilities.

For Vocational Rehabilitation State Grant programs, our budget provides almost \$2 billion, a \$61 million increase over 1993, to help one million disabled adults obtain gainful employment and lead more fulfilling lives. And we are requesting significant increases for Independent Living Centers and for Technology Assistance for persons of all ages with disabilities.

IMPROVING THE SCHOOL-TO-WORK TRANSITION

One of President Clinton's highest priorities is to address the needs of high school youth who do not plan to attend a 4-year college program, in order to reduce drop-out rates and help them make a successful transition to

meaningful occupations. For the school-to-work transition initiative, our budget includes \$135 million--matched by the same amount at the Department of Labor--to help develop a nationwide system of school- and work-based learning for such youth. We are working with the Department of Labor to create a joint plan that will develop the capacities of States, local communities, educational institutions, employers, and labor organizations to provide comprehensive programs combining academic skills with occupational training.

Our Adult Education programs provide another real opportunity in our efforts to meet the national goal of ensuring that "every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy." Our budget includes \$316 million for programs under the Adult Education Act to provide basic skills and high school equivalency training for more than 4 million adults.

REFORMING FEDERAL STUDENT AID PROGRAMS

Our overall goal in higher education is to ensure that all students have financial access to postsecondary education. Our 1994 budget would build on the improvements achieved in the Higher Education Amendments of 1992 by restructuring the student aid programs to reduce their complexity and eliminate unnecessary costs. Lack of efficiency in these programs ultimately results in a cost burden to higher education in general. Our key proposal in this area is to replace the complicated and costly Federal Family Education Loans system with a Direct Student Loan program. Under this program, which would be phased in completely by the 1997-98 academic year, institutions would use Federal capital and could, if qualified, originate loans directly to students as part of their overall student aid package.

Direct lending would take advantage of lower Federal borrowing costs and the elimination of lender subsidies to save approximately \$4.3 billion in

outlays through fiscal year 1998. These savings would be shared with students beginning in 1997, when we would reduce the interest rate for borrowers by about one-half percent.

For Pell Grants, our request of \$6.3 billion would fund awards to more than 4.7 million students, 342,000 more than in 1993. And we would maintain the maximum Pell award at \$2,300. I am also pleased that the President has submitted an amendment to his 1994 budget to fund the \$2 billion Pell Grant shortfall. It is our understanding that sufficient budget authority is available to cover the shortfall in 1994, and that this budget amendment would have no outlay impact because the shortfall amounts have already been expended in previous budget years.

In order to give priority to the Pell Grant program, the Department's most need-focused student aid program, we are requesting \$1.2 billion, a decrease of \$200 million, for the campus-based programs. However, we also are proposing to allow institutions to transfer funds among these three programs-- Supplemental Educational Opportunity Grants, Work-Study, and Perkins Loans--to best meet student needs. In addition, 10 percent of total campus-based allocations would be reserved for Work-Study community service programs.

Our budget also includes \$25 million for the State Postsecondary Review Program, which was authorized by the Higher Education Amendments of 1992. This new program will protect the Federal student aid investment and the interests of student consumers by establishing a shared State and Federal responsibility for oversight of institutions participating in the student aid programs.

SUPPORTING DIVERSITY IN HIGHER EDUCATION

President Clinton's 1994 budget demonstrates his strong commitment to diversity in higher education by funding three newly authorized programs that will help expand postsecondary opportunities for African Americans and other minority students.

The new Historically Black College and University Capital Financing program will insure up to \$357 million in construction bonds to contribute to the physical improvement and academic enhancement of colleges that are critical to maintaining opportunity and diversity in American higher education. The \$8.5 million Faculty Development program would provide fellowships to baccalaureate degree holders and faculty from underrepresented groups who wish to obtain a doctoral degree or participate in a professional development program. And the new Institute for International Public Policy, funded at \$4 million, would increase the number of African Americans and other underrepresented minorities in international service by supporting graduate fellowships, internships, junior-year-abroad experiences, and intensive language training.

ENCOURAGING NATIONAL SERVICE

Finally, our proposals reflect the President's emphasis on national service by expanding opportunities for students to return to the community some of the benefits they receive from higher education.

For example, as I indicated earlier, at least 10 percent of overall campus-based program funding would be used for Work-Study community service jobs, such as tutoring high school students or providing literacy training. Funding would be doubled to \$2.9 million for the Innovative Projects for Community Service program, which supports student volunteers who work to solve

social problems. And the new Direct Student Loan system would offer students the option of basing loan repayment on income through what would be referred to as EXCEL Accounts. This would make it possible for graduates to accept low-paying jobs of high value to their communities without fear of defaulting on their student loans. Flexible repayment options also should help to reduce student loan defaults.

DEPARTMENTAL MANAGEMENT

One of my highest priorities as Secretary of Education is to make the Department a model Federal agency so that it can effectively carry out its program responsibilities and provide the leadership that is so necessary for the country as we pursue the National Education Goals.

I am sure you are aware that previous administrations have been harshly criticized by the General Accounting Office and the Department's own Inspector General for providing inadequate resources and poor management of Department programs. I must tell you that Deputy Secretary Kunin and I were both rather surprised and dismayed--when we first arrived at the Department a few months ago--to discover that we were inheriting large Pell Grant shortfalls, inadequate controls to prevent student loan defaults, poor facilities for employees, antiquated computer and phone equipment, and low morale among much of the staff. We will need additional funds to continue processing Pell Grant applications, to control default costs, and to increase productivity by getting employees the necessary tools to do their jobs. And as this budget demonstrates, the Deputy Secretary and I are committed to improving the day-to-day management of the Department.

Our 1994 request for Departmental Management is \$437.4 million, an increase of \$47 million or 12 percent over 1993. This request includes funding for Program Administration, the Office for Civil Rights, and the

Office of the Inspector General. These costs amount to about 1.5 percent of our total budget.

In terms of staffing, our request for 1994 is 4,836 full-time equivalent employees (FTE), a reduction of 124 from our 1993 funded ceiling of 4,960. This reflects the Department's implementation of President Clinton's Executive Order reducing Federal staff, which required a cut of 50 FTE by the end of 1993 and a further decrease of 74 FTE in 1994. Despite the overall decrease, we will be increasing staff in the student loan programs. We will compensate for the overall reductions by reallocating staff within the agency where possible, by increasing training to improve staff productivity, by modernizing equipment, and by enhancing data systems. We will also participate actively in Vice President Gore's National Performance Review aimed at "reinventing government."

CONCLUSION

In summary, I believe the President's agenda for improving education--investing in early childhood programs, providing additional assistance to disadvantaged students through Chapter 1, helping States meet the needs of students of all ages with disabilities, linking reform to high standards, strengthening the transition from school to work, restructuring the student loan programs, and encouraging national service--is one that all Americans can support. Our 1994 budget request provides the resources needed to begin carrying out that agenda--and makes the investments needed to ensure that the Department of Education can effectively fulfill its essential role. I hope you will give the President's budget for education your full support.

Deputy Secretary Kunin and I will be happy to respond to any questions you may have.

DEPARTMENT OF EDUCATION

Biographical Sketch

NAME : Richard W. Riley

POSITION : U.S. Secretary of Education

BIRTHPLACE : Greenville County, SC

EDUCATION : Furman University, B.A., cum laude, 1954
University of South Carolina, J.D., 1959

EXPERIENCE

January 1993-

Present : Secretary, U.S. Department of Education

1985-1993 : Senior partner, Law firm of Nelson, Mullins, Riley and Scarborough

1990 : Institute Fellow, John F. Kennedy School of Government, Harvard University

1978-1985 : Governor of South Carolina

1967-1977 : South Carolina State Senator

1963-1967 : South Carolina State Representative

1960-1963 : Attorney, family's law firm with offices in Greenville and Simpsonville, SC

1959-1960 : Legal counsel to the Judiciary Committee of the United States Senate

1955-1957 : Officer on a mine-sweeper, United States Navy

PROFESSIONAL

MEMBERSHIPS : Member, National Assessment Governing Board
Member, Carnegie Foundation Task Force on Meeting the Needs of Young Children
Board Member, Duke Endowment

HONORS AND

AWARDS : South Carolina Education Association's Friend of Education Award, three-time recipient
Government Responsibility Award, Martin Luther King, Jr. Center, 1983
Connie Award for special conservation achievement, National Wildlife Federation, 1981

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U.S. DEPARTMENT OF EDUCATION

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Richard Riley Is Sixth Education Secretary

As a product of the public education system," says Secretary Richard W. Riley, "I want every American student to have what I had—access to a quality education that enables them to pursue any career they wish and take on any challenge they choose. Giving our students the best education in the world is a moral imperative and, especially, an economic necessity."

Richard Wilson Riley was sworn in as the sixth U.S. Secretary of Education on January 22, 1993, with the unanimous consent of the U.S. Senate. Dick Riley brings to his new office a deep interest in education and impressive accomplishments in this area. While governor of South

Carolina from 1978 to 1986, he made an indelible mark on education in that state and also gained a national reputation as a leader in quality education reform. He initiated and led the fight for the Education Improvement Act (1984).

Born in Greenville County, South Carolina, on January 2, 1933, Dick Riley received a bachelor's degree, cum laude, in political science from Furman University in 1954. After college, he served as an officer on a minesweeper in the United States Navy for two years. In 1959, Riley received his law degree from the University of South Carolina School of Law. He was legal counsel to the Judiciary Committee of the United States Senate in Washington, before joining his family's law firm in South Carolina in 1960. From 1963 to 1967, he served as a South Carolina state representative and from 1967 to 1977 as state senator.

Dick Riley is a nationally recognized leader in the area of public education reform. In *Newsweek's* 1986 poll of the nation's governors, he was ranked the third most effective governor in the country by his colleagues.

Riley and his wife, the former Ann Osteen Yarborough, nicknamed Tunky, have four children.

Greetings from Secretary Riley

I appreciate the warm reception I have received from all of you since my arrival at the Department on January 21st.

Education is an integral part of the president's economic message and domestic policy agenda, and a critical component of his desire to develop this nation's "human capital." We will be working closely with the Departments of Labor and Health and Human Services to fulfill this pledge.

As secretary of education, I will be an advocate for all its employees. By the same token, I will need your assistance to make this agency a dynamic force in the Clinton administration and to make sure we deliver services to all of education's stakeholders. This will not be an easy task, but I am confident that you, like me, are committed to quality education for all and excited by the challenges that lie ahead of us.

This newsletter is intended to be both a means for my office to communicate with you about what is happening in the Department and for you to communicate with me and with each other about important endeavors in which you are involved.

The deputy secretary and I look forward to a cooperative and productive working relationship with every office in the Department.

Richard W. Riley

New Faces



Madeleine Kunin

Madeleine May Kunin, who was sworn in as Deputy Secretary of Education on February 19, 1993, came to this country as a child from her native Switzerland with no knowledge of English. By 1991, she had become the first woman in American history to serve three terms as a state governor (Vermont, 1985-1991).

"It was the public school system and access to higher education that made all the difference," she says. "Times have changed dramatically since then, and this generation of children faces very tough problems. But one thing has not changed—the power of education to change their lives. We can make a real difference for the children of America."

Governor Kunin graduated with honors from the University of

Massachusetts and holds graduate degrees in journalism from Columbia University and in English literature from the University of Vermont. She was first elected to the Vermont General Assembly in 1972 where she served three terms. She was elected lieutenant governor of Vermont in 1978 and was reelected in 1980.

As governor of Vermont, she focused her efforts on education, the environment, and children's services. During her time as governor, teachers' salaries moved from 49th place in the nation when she took office, to 26th place when her third term ended. In addition, she saw access to kindergarten guaranteed, early childhood programs expanded, school finance reform make progress, business-education partnerships grow, and reform advanced in vocational education.

For the 1991-92 academic year, Governor Kunin was appointed the first Radcliffe College Distinguished Visitor in Public Policy at Harvard. She is completing a book based on her political experiences to be published this year by Knopf. She is the recipient of numerous honorary degrees and serves on the board of directors of many organizations.

Terry Peterson

Terry Peterson brings a wide variety of experience in education to his position as Counselor to Secretary Riley. As executive director of the South Carolina Business-Education Committee, Peterson brought together a blue-ribbon committee of leaders in business, the state legislature, and education, to monitor South Carolina's comprehensive education reform packages.

Peterson has been involved with task forces on education reform in many states and with national groups dealing with such issues as at-risk children, the national goals, and the Chapter 1 program. From 1979 to 1986, he was the education advisor to Governor Riley and in that capacity was involved in budgetary and policy issues in all areas of education—early childhood to the graduate level.

Born in Medford, Wisconsin, in 1945, Peterson graduated from the University of Wisconsin at Madison and obtained both his master's degree and his Ph.D. in education research from the University of South Carolina. He began his career in education as a teacher and has taught at the elementary, high school, and university levels, as well as for two years in Brazil as a Peace Corps volunteer.



Billy Webster

Chief of Staff William Mendenhall Webster IV, known to most as Billy, brings experience in law, business, and politics to his new office.

Born in Greenville, South Carolina, in 1957, Webster graduated summa cum laude from Washington and Lee University in Virginia in 1979.

Fluent in German, he was a Fulbright scholar at the University of

Regensburg in Germany in 1979-80 and graduated from the University of Virginia Law School in 1983.

From 1983-91, Webster held various executive positions, including that of president of Carabo, Inc., which owns and operates the Bojangles Restaurant chain in South Carolina. Webster served on the Clinton for President National Finance Committee and was chairman of the South Carolina Finance Committee. He also worked with President Clinton's transition team.

In his spare time, Webster is a runner who has completed 52 marathons, several in world-class time.

Want to know about training and courses available through Horace Mann Learning Center?

By dialing the FLASHFAX number—(202)205-5355—you can request documents that describe HMLC services, facilities, training programs, and class schedules. FLASHFAX will send requested documents to you IN A FLASH!!!

Secretary Riley to Host March Satellite Town Meeting



On Tuesday, March 9, at 8:30 p.m. EDT, Secretary Riley will host the next monthly satellite town meeting—a live, interactive video teleconference conducted via cable and satellite dish facilities across the country. More than 2,000 communities working to teach the National Education Goals are involved. The secretary and his guests will discuss ways communities can enlist colleges and universities in their school reform efforts. The town meeting will also include a special message from President Clinton.

Joining the secretary at the U.S. Chamber of Commerce's auditor in Washington will be Donald M.

Stewart, president of the College Board; Diana Nallecio, president of the University of Texas at El Paso; Keith Sanders, chancellor of the University of Wisconsin; Stevens Point; and Angela Burkhalter, assistant principal of North Augusta Middle School, North Augusta, S.C. Burkhalter helped create the South Carolina Center for the Advancement of Teaching and School Leadership, which links colleges and schools to provide technical assistance on school reform.

The satellite town meeting is carried live on a number of Washington-area cable access channels. For more details, call Tony Burgos in the Office of Public Affairs at 401-2571.

New Staff and Old Joining Efforts at ED

In her first week in office as secretary

of education, Richard W. Riley, Deputy

Secretary, studied Kamin and some

of their staff set out to meet department

staffers. Mrs. Riley accompanied them

On Monday, January 25 and Tuesday,

January 26, the secretary and a

Washington, D.C., the secretary and a

national research and improvement in

Capital Hill, Department offices in

Henry E. Switzer Building, meeting in

projects in their offices and at reception

that followed.

On Thursday, January 28, Secretary Riley held an open house in his office in

Federal Office Building, which was attended by hundreds of employees anxious to

meet the Riley's and Kamin. Most who came were photographed individually with the

secretary.

Efforts continue to put names to all the smiling faces in the photos. They will

be delivered to employees' offices as soon as possible.

Cherished from top left: Bill Frazier and Sam Fong in the National Center for

Education Statistics with Secretary Riley; Aron Feyer in the Office for Civil Rights

with the secretary; Secretary Riley; LeAnn Fenech of the Financial System and

Reporting Division; Mrs. Riley; and Secretary Kamin in the secretary's office;

Stephan Hsu, Romelle Jackson, and Mary Jane Kane of Grants and Contracts with

Riley and Kamin.



A Message from Deputy Secretary Madeleine Kunin

The first weeks on the job have been exciting. The secretary and I are committed to enabling the Department to become a model of excellence and service in the federal government.

We will need your help. I am pleased that the secretary has asked me to assume responsibility for management issues to re-invent government, including the department's Total Quality Management Initiative. I have been asked to develop other strategies to improve how we function as a department, both internally, and externally. I very much welcome your suggestions in this regard and look forward to working with the existing TQM planning teams.

My responsibilities will also include liaison with the business community. In addition, the secretary has asked me to have a special focus on cross-cutting issues that affect several departments, including national service, science and technology, immunization, school-to-work initiatives, and welfare reform. The president and the secretary have focused the spotlight on cooperation and collaboration at every level of government, starting with the shared testimony before the Congress of the secretary of labor and the secretary of education. Now it is up to all of us, at every level, to follow through in order to achieve our common goal—to improve the lives of children and families. I very much look forward to sharing the challenge ahead with you, so that we can all look back years from now, and say, "We—the Department of Education—made a difference."

Madeleine Mays Kunin

Secretary Riley Addresses College Students on the President's Economic Plan

Secretary Riley was greeted by hundreds of students both at the University of South Carolina in Columbia and at the University of North Carolina in Chapel Hill on February 18 and 19. He was visiting these campuses to explain President Clinton's economic plan and the role of education in those plans.

The president's plan includes:

- a \$30 billion economic stimulus package to spur short-term growth that will create 500,000 new jobs by the end of 1994;
- investment of money and other resources in plans and programs to ensure long-term economic growth, which will create more than eight million new jobs by 1996;
- a deficit reduction program of \$500 million over the next four years. The president has begun with government itself. He has cut the White House staff by 25 percent; set a goal of eliminating 100,000 federal jobs; called for more than 150 more specific spending cuts; and asked the Cabinet to make \$9 billion in cuts in administrative fat in the next four years.

President Clinton has stressed both opportunity and responsibility as essential for making American education more effective. On the one hand, society must offer Americans increased opportunities; and, on the other, Americans must take responsibility and work hard to master the skills and training available to them.

Federal education programs are an essential element of the president's package as well as a major investment in America's future. Secretary Riley quoted the president as saying that education is "an answer to how all Americans can make their lives better, and how we can all make the economy stronger."

Secretary Riley Introduces Clinton Education Reform Proposal: GOALS 2000: Educate America

On Tuesday, February 24, Secretary Riley and Labor Secretary Robert B. Reich testified before the Senate Committee on Labor and Human Resources to introduce a new partnership between their two departments. The partnership will focus on education reform and workforce preparation through a school-to-work transition program.

Because the president and his Cabinet believe that working together is essential to their mission, they reviewed the AMERICA 2000 program and determined that parts of it—especially the community reform element—deserve continued support. However, the current Education Department adminis-

tration intends to focus squarely on achieving the goals as a means to support, encourage, and help local communities improve their schools. The guiding principle is simple: "All children and all Americans can and must learn—and can and must achieve high standards." A new name embodies this revised message: GOALS 2000: Educate America.

GOALS 2000: Educate America is also the name of President Clinton's new education reform legislation. More information about this proposal and what it will mean for states and communities, will be forthcoming in the next several weeks.

INSIDE EDITION is produced by the U.S. Department of Education, Office of Public Affairs. To contribute material or offer suggestions for this newsletter, contact Susan Wolf, Editor, in Room 2089, FOB 6. Telephone (202) 401-1669. FAX: (202) 401-3130.



UNITED STATES DEPARTMENT OF EDUCATION

THE SECRETARY

RICHARD W. NILEY
U.S. SECRETARY OF EDUCATION
NATIONAL SCHOOL BOARDS ASSOCIATION

March 27, 1993

I would like to begin my remarks with a personal story. Many years ago I had just completed 2 years in the Navy as an Officer on a mine sweeper, then graduated from law school and joined my father's law practice in Greenville, South Carolina. I was energetic and, like all young people, perfectly prepared to quickly reshape the world to my own vision of the future.

My father, at the time, was the attorney for the Greenville School Board, a position he proudly held for sixteen years. He looked on with amusement as I talked on and on about the need for instant change. I soon discovered why. For what I remember most about watching my father as he participated in the many controversial school board meetings of that difficult era was that "change" did not come easily.

The South, you see, in the years following Brown vs. Board of Education was deeply involved in change ... change for the better. But the changes were not easy ... the most important changes are never easy.

I saw my father and our School Board struggle to respond to changing times; then to even make change happen; to turn people away from the past; to help people let go of old assumptions and ways of doing business. Change meant frustration, anger, hot tempers, long meetings and immense amounts of criticism from all sides. Yet my father and this local School Board -- different kinds of local leaders of different backgrounds -- were committed to service -- facing their responsibilities -- and the burden of change -- they met "the times" head on.

Greenville School Board persevered because they looked far down the road, at an America that was yet to come. And, so they acted.

As I flew across the country to come here, I reflected that the challenge of change for school board members is not very different today than it was thirty-odd years ago -- or even ten years ago when A Nation At Risk was released. Change is still difficult and unsettling. Change is still long meetings and the capacity to endure immense amounts of criticism from all sides. In the brief two months that I have been Secretary of Education, I too have had controversial decisions to make. That is the nature of public service in our democracy.

So I want to begin my remarks by thanking you board members, superintendents, and members of education family for your continuing commitment to the young people of this nation. For your perseverance, your energy and yes -- your idealism. President Clinton speaks often and urgently about the need for national service for the young people of this country. I believe

strongly in his message. We need to harness the positive energy of our young people in our communities.

But I also know that each of you is performing your own form of national service. Quietly, often with little or no pay, keeping long hours, with hardly any rewards for being involved in the bedrock of local democracy. So I thank you. Your work is of immense value to this nation.

And your work is of immense value to me as President Clinton's new Secretary of Education. I have been in my position a little more than two months. I cannot say that I have broken the gridlock in Washington. But I do know this, to move forward -- to break the gridlock -- I need your help.

I assure you -- all the wisdom of this country is not centered around the Washington Monument. The movement to reform our nation's schools cannot happen without you, America's school board members, local educators, and parents. You are needed, valued and have a significant role to play in the ongoing educational reform movement.

I have come here, then, to speak to you about our direction -- to talk to you about the principles that will guide us -- so that we can work better together.

I want to begin by stating the three overarching principles of the Clinton Administration.

First, we will focus our attention on the core of education -- improving teaching and learning. This is our central purpose, the sum and essence of what we want to achieve. Teaching and learning.

We cannot allow ourselves to be distracted, to get caught up in every new solution and every silver bullet of the moment. I believe strongly in reform, but systemic reform. We have a great need for putting all the pieces together in education renewal focused on teaching and learning. This is where I will focus my attention.

Our second principle is opportunity and responsibility. In education this translates into establishing standards which challenge all students. High standards, world-class standards, and then the coupling of these standards with new and better opportunities so that students can actually achieve them.

We Americans have a tendency to put out reports that define laudable national goals. They get enormous amounts of attention, there is a great ballyhoo in the press, and then the news moves on. But you know and I know that these goals can never be achieved if we do not translate them in schools and for students.

Standards are not only for the chosen few or the "talented tenth" but for all of our young people, regardless of their economic background. Some folks say that setting high goals and standards is unfair to the disadvantaged who have not had a fair chance in education. Benjamin Mays, a close friend of Martin Luther King, Jr., once wrote to young people that the "greatest tragedy in life is not failing to reach your goals -- the greatest tragedy is having no goals at all." In my

own state, I have seen how the commitment to high standards not only raised expectations, but led us to make the reforms necessary to achieve those standards.

Our third principle is partnership, to include every segment of our society in the purpose of education. If there is any single flaw in the school reform movement, it is the tendency to push some people out, to assume that reform is driven from the top down, by national experts. I think otherwise. Invite everybody to be involved. For I assure you, there is no corner on the wisdom market when it comes to education.

Let us recognize this great fact. Our nation is going through a startling, profound and at times traumatic period of restructuring. Our economy is changing. Our population is becoming more diverse. Millions of new immigrants are entering the work force. Where we live -- who we are -- how we work -- even how we learn -- are all in flux.

In this period of change, there is a great need for all of us to accept the reality that we have to go in new directions and build new partnerships to get things done. That is what the American people mean when they say to us -- break the gridlock.

So I am strong for partnerships: I have yet to see a bureaucratic "turf" fight, at any level of government, do anything to help a child grow and learn. We will seek, therefore, to reduce the fragmentation that currently plagues federal education programs, to reduce the isolation between preschool, elementary, secondary and higher education. In addition, we will build links between the myriad number of other federal programs serving children. I am very interested in the thinking behind NSBA's "Link up for Learning."

These three principles -- teaching and learning -- higher standards for all children -- and a commitment to partnership -- are at the core of President Clinton's commitment to a new "ethic of learning" in America. Now, what does that mean in real terms at the federal level? In the specific, we have six reforms in mind.

The first will soon be introduced by President Clinton. It is called the Goals 2000: Educate America Act. This is our lead bill, our effort to foster systemic education reform all across America, working with you, local educators, community leaders, state leaders, and members of Congress. Let me run through some of the essential components of this legislation.

At the national level Goals 2000 will set in formal federal policy the National Education Goals and establish a bipartisan National Goals Panel. This panel will give us the national report card on the progress we are making toward achieving these national education goals.

It will also develop a national consensus on what constitutes international competitive standards; and provide a voluntary way for states and local communities to certify that their standards are similar to those used by the best in the world.

At the state and local level, Goals 2000 will inject an infusion of federal funding and just as importantly, a new infusion of flexibility from federal rules. Goals 2000 will initiate a substantial grants program to help states and local communities:

- develop systemic, comprehensive "action plans" to provide educational opportunities that will encourage all students to perform at challenging academic and/or occupational levels.
- If the "action plans" are sufficiently ambitious, states and school districts will be given flexibility to use federal education money in the most effective and coordinated manner that is possible to focus on the whole child for the whole day and beyond ... to reach for challenging standards.
- These systemic action plans will very likely differ from school district to school district and that's just fine. However, the major focus would be on improving teaching, learning, standards, assessments, professional development, management, leadership, technology, parental and community support.

This legislation initiative is a landmark bill. It has been almost ten years since the Nation At Risk report was released. Yet, this will be the first major federal education legislation designed to help put our nation "on the move" to reach world-class standards rather than being gridlocked in a Nation at Risk.

This landmark legislation will set the framework for other legislation and efforts at long term reform. They include:

- a reauthorization of the Elementary and Secondary Education Act, such programs as Chapter 1 along with Title VII and so forth, with special attention to flexibility and to reducing the fragmentation of many existing federal education programs;
- Designing a framework for a school-to-work transition/youth apprenticeship program in America is so important. (Let us remember that the vast majority of our young people, 75% still go directly into the work force and may never finish four years of college.);
- New early childhood development opportunities to insure that every child is ready for first grade. The President's Economic Package includes about \$5 billion for these initiatives as a first down payment;
- Revamping the Office of Education Research and Improvement, our Department's R&D arm of which, I am sad to say, most of you have never heard. We want to make this office more useful and practical. Our research has to have a real relationship to improving education in our districts, schools, and classrooms; and
- A national service program that allows a student to trade community service for the repayment of student loans -- and streamline options for student aid to make college more affordable and accessible.

In addition to these long-term investments, we want to give school districts immediate help this summer. The President's Economic Package includes a half billion dollars in Chapter 1 Summer Schools, a half billion dollars for Summer Head Start, and \$1 billion for summer jobs with an educational component. If Congress supports the President's stimulus package, I urge you to

use this money creatively, make summer school and youth jobs more than just passing out the same old "ditto sheets."

I want to close now with a few remarks about the ongoing effort to reform our nation's school system. In the last twenty years, as we all know, there has been an intense and growing effort to reform our nation's school system.

As a Governor, I gave a great deal of attention, like the President, to these initiatives. In the early 1980's we saw America's business leadership become involved with a series of penetrating national reports. In the latter part of the 80's this reform movement took a new turn with a special emphasis on school site management.

All in all, there has been an enormous amount of new energy invested in improving our schools. We have had top down reform and we have had bottom-up reform.

But in all this effort to reform our schools there has often been missing pieces. Among the missing links is the vital middle. And that missing part has been the full inclusion in this process of reform of America's school board members, superintendents and all of our local educators.

I am struck, therefore, by a recent report called "Governing Public Schools" put out by the Institute for Educational Leadership. In this report they note that the "crucial and unique role" school boards can play in reforming our school systems is that of the vital link in making sure that systemic reform actually happens. The school board, and here I quote:

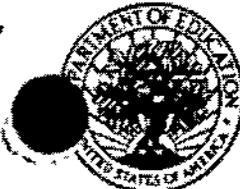
"is the only entity which can ensure that various components of restructuring are linked coherently and do not become merely disjointed projects. To do this, the school board's consistent message to the entire school system must be that restructuring is its mission and not just an experiment."

I believe you are up to the challenge. The four goals adopted by your Board of Governors last year of -- vision -- structure -- accountability -- and your role as a primary advocate for children and public schools in the community -- are goals that I surely endorse.

I urge you to bend to the task. Be open to change. Communicate your ideas to us. Recognize that the continuing involvement of local, state, and Congressional political leaders, your new U.S. Department of Education, the business community and the intense concern of parents are forces for change that are yours to harness.

As advocates for children, build coalitions with other children's services. Make your "Link up for Learning" program a reality in every school system in this nation. Above all, recognize that the process of restructuring simply translates into breaking the gridlock -- of moving forward together.

I do not believe your job will be easy. The lack of financing, the growing tension between generations, the continuing class stratification of our society, the poverty of so many of our



UNITED STATES DEPARTMENT OF EDUCATION

PUBLIC AFFAIRS

(Contact: John Bertak, 401-1576)

Statement by
Secretary Richard W. Riley
Secretary of Education
on the

Goals 2000: Educate America Act

April 21, 1993

I am today announcing that the President will soon transmit to Congress the education reform bill entitled GOALS 2000: EDUCATE AMERICA ACT. The purpose of the GOALS 2000: EDUCATE AMERICA ACT is to forge a new partnership in American education to, over the long term, achieve world-class teaching and learning.

No one will disagree that our educational system must be improved. GOALS 2000 raises expectations through high standards for all students and schools, and encourages state and local school reform to make those high expectations and standards a reality. Students and schools will work harder and smarter if they are given the challenge and the opportunity. Harder work will be needed and expected but it must be in the context of quality instruction and challenging curriculum.

We need high standards. In an international marketplace and an information century, countries meeting world-class standards will have the edge. This bill will help to establish internationally competitive standards so communities and states can, if they wish, gauge their curriculum and instruction against those that are world class.

We need school reform. Comprehensive, systemic, and sustained reform is the key to improving schools and student performance. GOALS 2000 will aid bottom-up state and local school reform, increase accountability for results while reducing red tape. It will give parents, educators, business, labor, citizens and policy makers an incentive and new opportunities to redesign education to help many more students meet challenging standards.

This bill is part of three larger themes of the Clinton presidency.

The first is change. During the campaign, the President offered the nation a change from the past, a challenge to the status quo. This bill will encourage fundamental reform in schools and school

systems throughout the country.

The second is opportunity and responsibility. During the campaign, Bill Clinton offered the nation a New Covenant based on increased opportunity and responsibility. By improving both quality and equality in education nationwide, GOALS 2000 will increase opportunity for all students. By setting internationally competitive standards, GOALS 2000 will make schools more responsible for improving results for all students.

And third, and perhaps most important, is the economy. During the campaign, President Clinton said that, once elected, he would focus on the economy like a "laser beam." By encouraging educational reform across America, GOALS 2000 will help create a high-skill, high-wage workforce that is the best in the world.

To achieve these objectives, the President's bill contains the following primary components:

First, it encourages state and local comprehensive reform that is bottom-up, long term, and system-wide with \$393 million in federal funds. These reform efforts will be guided by lessons learned in the state and local reforms of the 1980's and early 1990's. They may include challenging curriculum standards that cover what students should know and be able to do, better assessments, and better opportunities for students to meet high standards.

The reforms will also focus on such things as improved professional development for teachers, increased parental and community involvement, increased flexibility from burdensome regulations, and improved management strategies such as site-based management, performance-based accountability and performance incentives.

Broad-based state and local processes will be used to engage parents, citizens, business leaders and education professionals in developing the state and local reform actions.

To help state and local reform efforts, the bill formally establishes in law the existing National Education Goals Panel and National Education Goals. It also creates a new National Educational Standards and Improvement Council.

Together, the Council and the Goals Panel, with the help of national standard-setting organizations, will establish voluntary national standards that are internationally competitive. The Council will then be able to certify as world-class those standards and assessments that are voluntarily submitted by states. The National Education Goals Panel will continue to monitor and report on progress toward the six National Education Goals.

Finally, to strengthen and improve the bond between education and employment, a National Workforce Standards Board will be

established to identify essential occupational and workforce skills and create a system of standards, assessments and certification. This will establish life-long learning pathways for youth and adults.

Ten years ago, "A Nation At Risk" was released, warning of us of serious failings in our schools. GOALS 2000 is a first step toward turning a nation at risk into a nation on the move. It provides a framework of partnerships, goals and challenging standards for other Administration initiatives. Substantial investments in early childhood educational development, redesigning of the Elementary and Secondary Education Act and the Office of Educational Research and Improvement during reauthorization, and a new school-to-work transition bill - are other important parts of an overall school improvement strategy.

A solid education for everyone is, of course, good for its own sake ... but it is also an economic imperative in today's world marketplace, and a social imperative for a vibrant democracy. If we don't meet the challenges before us, we will face an unacceptable future for our children and our country. The GOALS 2000: EDUCATE AMERICA ACT is a first step toward an acceptable, brighter future for America's students.

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U.S. DEPARTMENT OF EDUCATION

Statement by:
Secretary of Education
Richard W. Riley

before the
U.S. Senate Committee on
Labor and Human Resources

May 4, 1993

Chairman Kennedy, Senator Kassebaum, members of the committee: Thank you for giving me an additional opportunity today to discuss the President's education reform bill, the GOALS 2000: EDUCATE AMERICA ACT.

Last time I was with you we talked conceptually about the legislation. Since then we have received advice and suggestions from all types of individuals and organizations ... and from many of you as well. Based on those comments, we attempted to strengthen the legislation.

Increasingly, our students are growing up in a world in which what they can earn depends upon what they can learn. In this technological age and international marketplace, communities, states and countries that better prepare more of their students will have the edge -- the jobs and the quality of life for which they hope.

Unfortunately, too many of our students in America receive a watered down curriculum. And for far too many of our students, we have low expectations. Many other countries against which we compete for jobs expect all of their students to take challenging academic and/or occupational course work.

We cannot afford to leave any student behind. Students must know well a variety of subjects -- from chemistry and foreign languages to geometry and the arts and from English and geography to history. Many more students must be competent in both academic and occupational areas as the world becomes smaller and more immediate.

If we do not meet the challenges, we face, as futurists say, an unacceptable future for many of today's children and their communities. The GOALS 2000: EDUCATE AMERICA ACT is about taking a first step to make an acceptable, brighter future for America's children and youth.

Several weeks ago, we released the math results from the 1992 National Assessment of Educational Progress. While progress was

made from 1990 to 1992, far too few students reached the higher performance levels; and, the gap in performance between students of different racial/ethnic groups remains unacceptably large. It did appear, however, that students who took more difficult courses, did more homework and watched less television performed better on the NAEP exam. Early signs are that the more challenging math standards and curriculum recommended by the nation's math teachers will make a positive difference in student performance.

The National Education Goals focus on the need to challenge and help all children, regardless of their circumstances, meet high standards. That's why putting the Goals and the bipartisan Goals Panel in formal Federal policy to report on progress is so important and is part of this GOALS 2000: EDUCATE AMERICA ACT legislation. To achieve these goals will require a fundamental overhaul of our education system. Partnerships will be needed between our schools and parents, educators, community groups, social and health agencies, business, higher education and early childhood services.

At the Federal level, we can best help by supporting local and State reformers and motivating, leading and providing information and incentive money for State and local communities that are looking for ways to improve. The GOALS 2000: EDUCATE AMERICA ACT is about change. It is designed to expand the use of challenging curricula, instruction, and assessments geared to world-class standards ... and do that for all students.

The GOALS 2000: EDUCATE AMERICA ACT will help to identify voluntary internationally competitive standards. Studies often report that American students don't do as well as students in other industrialized countries. Yet, currently we have no way to provide educators, parents, students or policy makers throughout our nation with information about the content and rigor that students in other countries study and to match this information to our own American expectations for students. Students, teachers, parents, communities and States can use these voluntary standards developed by the National Education Standards and Improvement Council to judge their own performance.

Similarly, we don't have information available about what constitutes internationally competitive opportunity-to-learn standards. Through the GOALS 2000 ACT, voluntary exemplary opportunity-to-learn standards will be identified in essential areas related directly to teaching and learning such as the quality and availability of curricula and materials and professional development of teachers to deliver this higher content. This information will be made available by the National Education Standards and Improvement Council. Again, how can we compete internationally if we don't know what we are competing against? GOALS 2000 will give us that voluntary information.

Let me discuss briefly opportunity-to-learn. In the 1960's and 1970's most emphasis in education was on inputs and counting quantity. In the 1980's, there was a growing interest in results and quality. In my own state of South Carolina, our education reforms probably had a greater results orientation than almost any state in the Nation. Yet we, like this legislation, didn't ignore the essentials of teaching and learning -- such as preparation of teachers to teach tougher content.

The existence of standards alone will not change our schools. The GOALS 2000 legislation will challenge every State and community to develop comprehensive action plans to overhaul their schools so that every student and every school can reach these challenging standards. It will activate the forces of reform which must occur in classrooms, schools, school districts, colleges and local and State governments. It will help sustain broad-based, grassroots efforts of parents, educators, business, labor, and citizens all to provide every student the opportunity to reach these standards.

These changes should not be just for change's sake, but to achieve greater levels of skills and learning for all students ... levels that are internationally competitive in academic and occupational areas. Students and schools will work harder and smarter if they are given the challenge and the opportunity.

The GOALS 2000: EDUCATE AMERICA ACT builds on lessons learned from local and State education reform efforts of the past 10-15 years. Unfortunately, these reform efforts have been disconnected and often not sustained. But, these efforts have taught us that education reforms are more likely to work if they:

- are comprehensive and systemic -- pieces fit together like a puzzle;
- focus on challenging curriculum and better instruction for all students, to help many more students to reach higher standards;
- provide teachers and principals with new professional development opportunities, to deliver the challenging content and work with diverse student populations;
- involve more educators, parents, communities and business with school improvement efforts;
- are long term -- phased in over 5-7 years;
- have State assistance to encourage bottom-up local classroom innovation and school site planning;
- have accountability based on results; and

- provide for greater flexibility to encourage innovation and new ways of organizing the school day and year.

The local and State improvement plans under GOALS 2000 will begin to address changes that best meet each school's, community's and State's unique circumstances. Almost 94% of the funds authorized for this Act in 1994 (\$393 or \$420 million) are dedicated to these local and state purposes.

GOALS 2000: EDUCATE AMERICA is only a first step, but a critical first step to start America down the road to renewal in education. We need major new investments in early childhood and infant and national health as the President has proposed. The Elementary and Secondary Education Act and Office of Education Research and Improvement need to be reauthorized. We in the department, like you, are reviewing and re-evaluating every part of the ESEA and OERI to revitalize these important programs to help disadvantaged schools reach challenging standards. We need to have a new school-to-work transition, youth apprenticeship program.

In addition, I understand that Secretary Reich will provide you with more detailed information, should you need it, regarding the National Skill Standards Board in this legislation. As you know, the United States -- unique among our competitors -- lacks a formal system for developing and disseminating occupational skill standards.

This bill does not force a one-size-fits-all approach to education reform on states and communities. The standards and guidelines in this legislation are voluntary but they invite the re-invention of schools to help more students meet challenging standards. The actual reforms must come from the bottom up. It is the local communities and states -- the businesses, citizens, parents, teachers and students -- that will make reform work.

It has been ten years and eight days since the report entitled A Nation At Risk was released. We have learned much about education reform since then. It is time to apply these new lessons across this land. The GOALS 2000: EDUCATE AMERICA ACT will help do that.

The challenge for us to lead and to act here in Washington is great. The challenge for educators, parents, students and the public all across America to revitalize and reinvent our schools is great.

In closing ... we talk a lot about the Year 2000 as if when we arrive there, our goals will be met ... without our having done anything to reach them. It is time to provide national leadership to invigorate school reform across America focused on high standards. The GOALS 2000: EDUCATE AMERICA ACT is an honest first step to make this happen. We need your quick attention to move it forward. The clock is ticking for all of us.

Measured Progress:

THE REPORT OF THE
Independent

REVIEW PANEL ON
the Evaluation

OF FEDERAL EDUCATION
Legislation

APRIL, 1999



U.S. Department of Education

Independent Review Panel

Christopher Cross
Chair of the Independent Review Panel
President, Council for Basic Education

Joyce Benjamin
Vice-Chair of the Independent Review Panel
Associate Superintendent
Oregon Department of Education

Eva Baker
Co-Director, Center for Research on
Evaluation, Standards and Student
Testing (CRESST)
University of California at Los Angeles

Rolf Blank
Director, Education Indicators
Council of Chief State School Officers

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Professor
University of Michigan

George Corwell
Director of Education
New Jersey Catholic Conference

Sharon Darling
President
National Center for Family Literacy

Bill Demmert
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Director, Center on School, Family, and
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University of Pennsylvania

Jack Jennings
Director
Center on Education Policy

Joseph Johnson
Director, Collaborative for School Improvement
University of Texas at Austin

Diana Lam
Former Superintendent
San Antonio Independent School District

Wayne Martin
Director, State Education Assessment Center
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Phyllis McClure
Independent Consultant on Education & Equity

Jessie Montano
Assistant Commissioner
Minnesota Department of Children,
Families & Learning

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Measured Progress:

AN EVALUATION

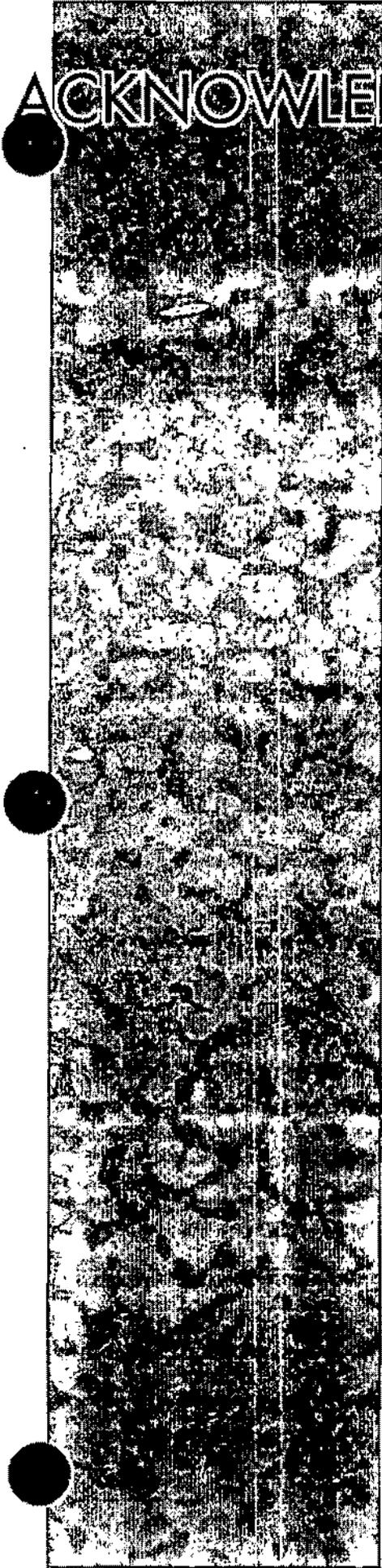
of the Impact

OF FEDERAL EDUCATION

Legislation Enacted

IN 1994

By
The Independent Review Panel on
the Evaluation of Federal Education Legislation



ACKNOWLEDGMENTS

While this report is the product of the members of the Independent Review Panel, many organizations and individuals contributed to the final product. Staff at Policy Studies Associates, specifically, Brenda Turnbull, Meg Sommerfeld, Janie Funkhauser, and Michael Rubenstein were of great assistance. Brenda and Meg, working in cooperation with panel member Ramsey Selden and a committee of IRP members, were responsible for the numerous drafts and the final product. The process was made immeasurably easier because of a list serve that was developed by Eva Baker and staff at UCLA. Without it, the final report would still be but an early draft.

Staff of the Planning and Evaluation Service (PES) of the Department of Education assisted and worked with us at every step. They also graciously accepted our recommendations on improving evaluation plans, a process that should result in improved evaluation studies and better information for policymakers and practitioners. Thanks goes to Alan Ginsburg, Director of PES, but especially to Val Plisko, Director of the division of elementary and secondary education in PES, and Joanne Bogart and Lois Peak of her office. They have been tireless in support of the panel and met every request with grace, good humor, and, above all, professionalism. Each of them embodies what is best about public service, and each deserves special commendation.

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National Assessment of Title I

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Dear Chairmen Goodling and Chairman Jeffords:

In the 1994 reauthorization of the Elementary and Secondary Education Act, P.L. 103-382, Congress called for the creation of a panel of researchers, policymakers, and other interested parties to advise the U.S. Department of Education on the evaluation of programs authorized under that statute. In fact, panels were called for in two sections of the law. For the purposes of organization and clarity these two panels were combined into a single body known as the Independent Review Panel.

While the authorizing statute creating the panel does not require a report, the panel was unanimous in wanting to take this opportunity to express its own views on a number of topics expressly related to the forthcoming reauthorization of ESEA, especially Title I.

By design, this report does not contain any original evaluation or research data. That is the province of the reports issued by the Department of Education, entitled *Promising Results, Continuing Challenges: The Final Report of the National Assessment of Title I and Federal Education Legislation Enacted in 1994: An Evaluation of Implementation and Impact*. Rather, the panel has chosen both to express its own interpretation of the data and to raise issues and concerns that, by their very nature, were not included in the evaluation reports.

One of our important functions is to serve, both to the Department of Education and the Congress, as an expert group advising on the qualities of good evaluation, the limitations of what can be done and a collective conscience of the need for adequate funding of evaluation and research in these important areas of education.

We urge the reader to examine the data contained in the two separate reports issued by the Department of Education as a guide to the issues raised herein, as well as for a fuller understanding of what evaluation data is available and what information will be forthcoming.

Finally, there are many, many people who made the work of the IRP possible. Rather than enumerate them here, we have chosen to devote a separate page for those acknowledgments. The panel joins me in thanking all of them for their work and their dedication to this report.

Sincerely,
Christopher T. Cross
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INDEPENDENT REVIEW PANEL REPORT TO CONGRESS

Introduction and Summary

In this final report to Congress, the Independent Review Panel discusses recent accomplishments and continuing issues in the federal role in helping states and localities improve K-12 education. The nonpartisan, congressionally mandated panel's members are state and local educators, researchers, and other citizens committed to providing the Congress and the nation with the best possible information about the implementation of major federal legislation in elementary and secondary education, including Title I, other programs in the Elementary and Secondary Education Act of 1965, and the Goals 2000: Educate America Act. Since 1995, we have met 15 times as a group and devoted hundreds, if not thousands, of hours to advising the U.S. Department of Education on the design, implementation, and sequencing of evaluation studies.

We write in response to *Promising Results, Continuing Challenges: The Final Report of the National Assessment of Title I*, as mandated in the Improving America's Schools Act [IASA], P.L. 103-382, Sec. 1501. As mandated, the Assessment is "...planned, reviewed, and conducted in consultation with an independent panel of researchers, State practitioners, local practitioners, and other appropriate individuals." Our panel also fulfills the charge in Section 14701 of the law, which requires the Secretary of Education to "appoint an independent panel to review the plan for [an evaluation addressing all the other programs and provisions under IASA], to advise the Secretary on such evaluation's progress, and to comment, if the panel so wishes, on the final report." This report focuses on Title I.

Our purpose here is not to report the implementation and results of Title I and other programs under the Improving America's Schools Act. That is the role of the Department of Education. Instead, we offer our perspective and guidance on the Department's report, in accordance with our legislative mandate.

Our report takes as its starting point the Department's evidence on the academic achievement of American school children, in particular children from low-income families. While some progress has been made in raising their achievement, much more needs to be done. We therefore believe this is a proper area for continued national interest and support. We next discuss the current federal role in supporting the improvement of elementary and secondary education. Based on this recent record, we highlight the following conclusions and recommendations, which we believe will continue to advance the crucial goals of educational improvement and equity. These are organized into six central themes, which are further developed in the remainder of the report.



Equity and Adequacy in Resource Allocation

Title I plays a crucial, but necessarily supplemental, role in supporting efforts to improve achievement among poor children and to move all students toward challenging standards. Title I dollars (representing an average of \$613 per student per year) do not come close to closing the resource gap between rich and poor schools. States and localities, which pay for more than 90 percent of the cost of elementary and secondary education, must be primarily responsible for closing the gap, but have failed to do so. However, to improve the effectiveness of Title I, we recommend the following:

- We strongly endorse targeting of funds on schools with high proportions of poor students. In addition, we recommend that the targeted grants authorized by Congress in 1994, but never funded, be appropriated in the next funding cycle.
- We recommend that Title I be fully funded, which would increase the appropriation from approximately \$8 billion to about \$24 billion, according to the Congressional Research Service. Although this goal is ambitious, we must remember that the severest problems facing American education are those surrounding the education of the most disadvantaged children in our society. Title I is the largest and most carefully targeted intervention available to help states and local school districts address the educational needs of disadvantaged children. As a nation, we should therefore commit ourselves to providing the level of Title I resources needed to make a difference in their schools.
- Since the inception of Title I, the participation of private school children has been guided by the principles of providing direct benefits to the child and public trusteeship of the dollars. We continue to endorse these principles. We urge public school officials to attend carefully to their responsibility in selecting students for participation and in consulting with private school officials about how private school students will be served under Title I. Title I programs face real costs in arranging for this service delivery, and we support the continued availability of funds under Title I to defray those costs.
- Finally, we urge careful monitoring of the allocation of funds and the provision of services for other special populations served by Title I: students with limited English proficiency and those who are migrant, Native American, and neglected or delinquent.

High Academic Standards for All Children

States are off to an excellent start developing high standards, but they need more technical assistance and other resources to build their capacity to formulate, review, and refine their standards.

- We encourage the participation of external organizations in reviewing and validating state standards and assessments. We believe the federal government should continue to stay out of the business of rating state standards, as is currently required under federal law.

- Both the public and the private sectors need to direct more resources to curriculum development and implementation, so that as states translate their standards into curriculum frameworks, the frameworks will be sufficiently detailed and complete to be useful to classroom teachers and other educators.

Assessment, Accountability, and Support for Improvement

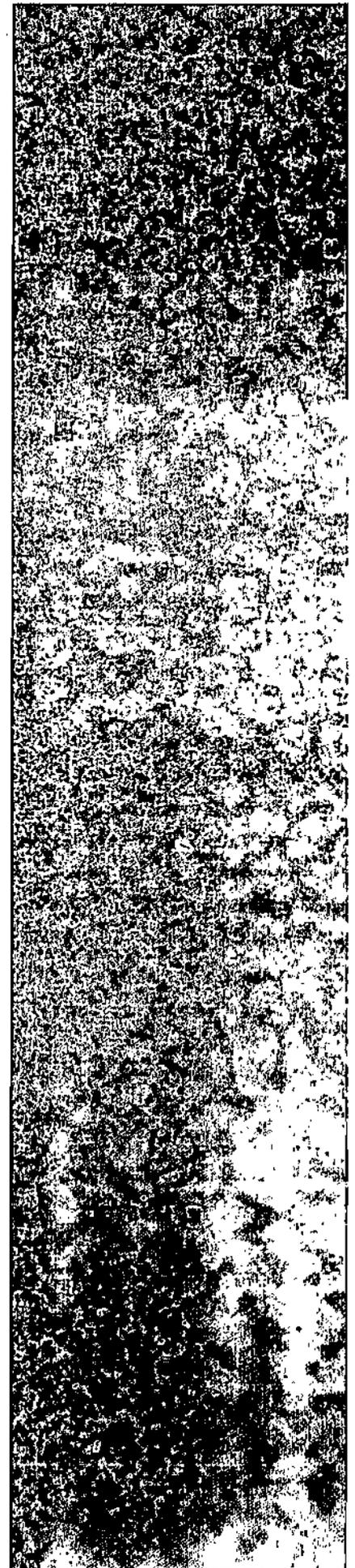
Increased attention has been placed at all levels of government on holding schools and districts—and even federal agencies—accountable for results. We find this attention to results appropriate and desirable, but we stress that it must be based on legitimate and coherent criteria, adequate support for improvement, and appropriate authority, if it is to be effective. To strengthen Title I's accountability provisions, we recommend the following:

- We strongly endorse the law's insistence on holding schools and districts accountable for having the same challenging standards for low-income students as they have for other students. This should include giving Title I students access to a rich curriculum in all subject areas, not just reading and mathematics.
- We encourage Title I policy to reinforce and strengthen state systems of accountability. Title I should push states to hold all schools—not just Title I schools—accountable for improved achievement, either through their own accountability system or through the Title I system, whichever sets a higher standard.
- States should be using tests that are aligned with state standards and the content of classroom instruction.
- To maximize public engagement with these issues, Title I should encourage states to engage in a broad public dialogue about the criteria and processes involved in assessment and accountability.
- Research and effective evaluation in education are seriously underfunded. The budget for federally supported research, evaluation, and technical assistance should increase substantially.

Quality of Instructional Staff

As in every other aspect of education, the quality of teachers and other staff is proving to be crucial to the effectiveness of Title I. To meet this important area of need in Title I, we recommend the following:

- Because high-poverty schools need and deserve the best teachers, states and districts should be required to ensure that teachers and instructional aides in high-poverty schools be at least as qualified as those in non-Title I schools.
- Greater investment in both preservice teacher education and high-quality professional development for teachers is vitally needed.



- Congress should not allow districts to spend federal funds to hire paraprofessionals to provide instruction, since they generally lack adequate training for that role. Congress should begin to phase out districts' use of paraprofessionals in Title I instruction altogether during the next reauthorization. Meanwhile, districts should be encouraged to use paraprofessionals in noninstructional roles, and they are to be commended for placing language-minority paraprofessionals in classrooms with high concentrations of students with limited proficiency in English.

School, Family, and Community Partnerships

The directions set for Title I in 1994 reflected an understanding of the importance of fostering strong partnerships among schools, families, and communities. To build on this effort, we suggest the following:

- We recommend that states, districts, and schools make the necessary investments in staff, programs, and evaluations to fully implement Title I's mandates for comprehensive and ongoing school, family, and community partnerships to promote student success. We recommend redirecting attention away from the confusing and often mechanical term of "school-parent compact" to clarify the importance of establishing clear policies, planned programs, and useful evaluations of school, family, and community partnerships.

Research and Evaluation

We became all too aware of the scarcity of resources for research and evaluation in education as we prepared this report. The research, information, and evaluation base was inadequate to responsibly advise Congress on the issues addressed in this and the Department of Education's reports: Pertinent studies were too few and marginally funded, and the broader research base that could be used was sparse. This is in marked contrast to levels of support for such research and evaluation in other sectors.

- Congress should set aside 0.5 percent of Title I funds, half for evaluation and half for research and development. This would make \$40 million available for such efforts—a reasonable amount—compared to the \$5 million currently being spent.
- Evaluation activities should include longitudinal studies of Title I that measure the achievement of participating students over time and in ways that determine effects. They should also include studies designed to inform practice early in the next reauthorization period.
- Funding is also needed for research and development efforts that identify effective practices and refine model programs for wider implementation.

We remain generally supportive of the philosophy and provisions of the 1994 reauthorization, which aimed to hold all children and all schools to the same challenging standards. It would be premature to change the law's key provisions now, before there has been time for implementation and full evaluation. Many of the outcomes of early implementation look positive. But in the future, educators and policymakers must attend to the depth and quality of implementation.

I. What is the federal role in elementary and secondary education?

What is the continuing need for this role?

Historically, public education in the United States has been a decentralized system, with states possessing the primary constitutional responsibility for the provision of elementary and secondary education. But since the nation's earliest days, the federal government has also played a critical role, recognizing that an educated citizenry is essential to maintaining a democratic government and promoting the common good.

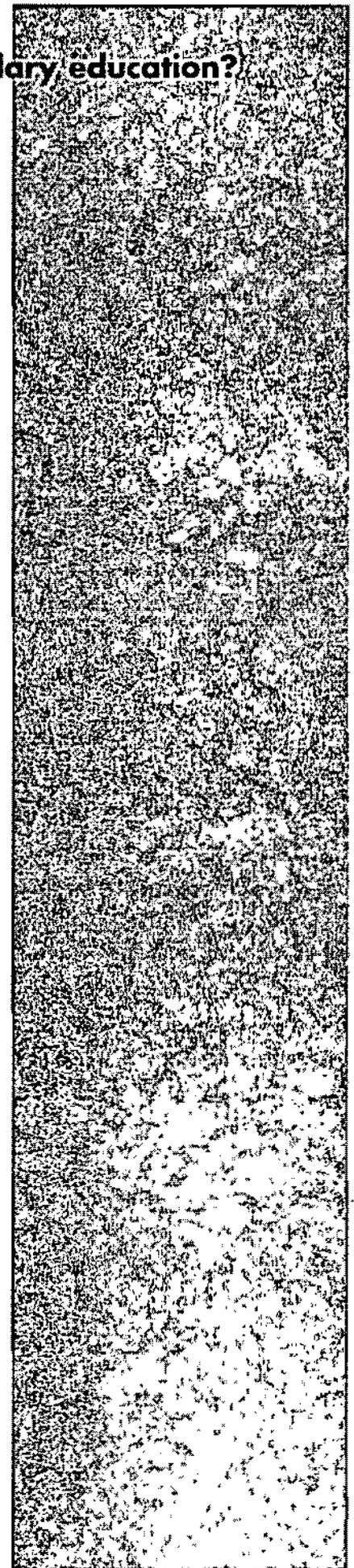
Indeed, the federal role in public education is not new, but dates back to the 18th century. As early as 1785, the Congress of the Confederation encouraged the expansion of public schools into the new western territories by setting aside land for their support. Under the Land Ordinance Act of 1785, it divided the Northwest Territory into townships, with one section in every township set aside for the support of public education, and in the Northwest Ordinance of 1787 it declared that schools should "forever be encouraged."

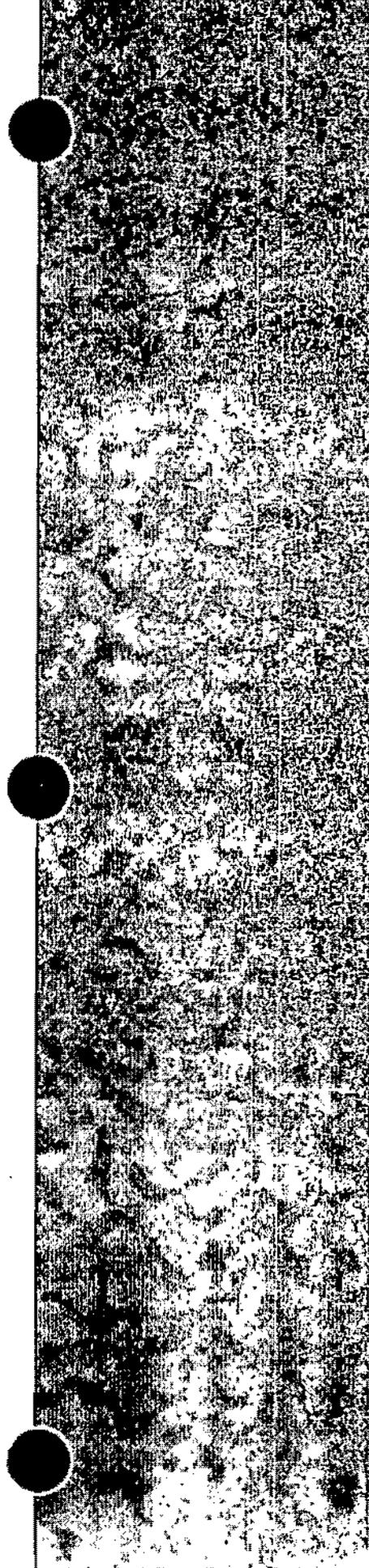
In 1867, Congress created the Department of Education, later renamed the Bureau of Education, to collect and publish educational data, and to work with states and districts to standardize data. It also sought to identify promising educational practices and share this information with states and schools. After the Civil War, Congress also required that all new states admitted to the Union provide free, nonsectarian, public schools.

In the 20th century, the federal government offered support for vocational training for high school students. The Smith-Hughes Act of 1917 and the George-Boaden Act of 1946 focused on the provision of training in agriculture, industry, and home economics.

Federal involvement in K-12 education grew substantially in the years after World War II, and the role evolved from one of encouraging the general expansion of public education to one of supporting innovation, improvement, and equity. Since then, the federal government has invested in elementary and secondary education in areas of pressing national interest, motivated by strategic concerns about national defense, economic prosperity, and social well-being. It was a national defense concern—poor nutrition among World War II draftees—that prompted the Congress to establish the national school lunch program. After the launch of Sputnik, fears that Russian scientific expertise might translate into military dominance led to the passage of the National Defense Education Act, an effort to improve American mathematics and science instruction. The Higher Education Act in 1964 and the Elementary-Secondary Education Act of 1965 established the broad outlines of what is in place today. In addition to legislative action, the federal role in education also has included an important judicial component. Most notably, in 1954, the Supreme Court's historic decision in *Brown v. Board of Education* paved the way for desegregation of the nation's schools.

Federal education aid has provided states, districts, and schools with extra resources to improve education. Although local and state funds pay for more than 90 percent of the cost of elementary and secondary education, federal money in the United States—unlike in other nations—is a significant source of discretionary funds that can encourage greater innovation. It can be the oil that makes the gears operate more efficiently and effectively for all students. Similarly, research supported by federal funds can contribute to innovation in practice and improvement in policy.





Championing equity is a fundamental dimension of the federal role in the nation's schools. Among the ways the federal government has sought to do so is by targeting assistance to selected groups with special needs, such as poor children and children with disabilities. Indeed, the largest federal effort in K-12 education is Title I of the Elementary and Secondary Education Act (known as Chapter 1 from 1981 to 1994), which provides additional resources to schools with large concentrations of students from low-income families to help raise their academic performance. This \$8 billion program represents more than 40 percent of all federal aid to elementary and secondary education, and our report focuses particular attention on it.

Trends in Reading and Mathematics Achievement

As we examine Title I and the federal role, it is important to consider them in the broader context of student achievement and the social conditions in which children live. Precisely because education is so important in this nation, its citizens engage in heated public debates over the condition of education and how well or poorly our students are performing. As a panel, we have carefully reviewed the evidence in an effort to offer a balanced assessment of the current state of student achievement and the circumstances of educationally disadvantaged children. We have selected 1970 as a starting point for comparison, because it coincides with the early implementation of the contemporary federal role (the Elementary and Secondary Education Act was passed in 1965) and with the inception of a consistent source of data on student achievement (the National Assessment of Educational Progress, which measures how America's students are performing in the core subjects, began in 1969). We look at overall achievement trends not as evidence of the effectiveness of the federal role in K-12 education—which is a minor influence on achievement compared with the more active state and local roles—but to ground our assessment in a clear understanding of the strengths and weaknesses of the American education system.

The overall picture of student achievement today is a somewhat encouraging one: on average, today's schoolchildren have made gains in mathematics and are holding steady or may be improving in reading. Student scores on the National Assessment of Educational Progress (NAEP) indicate that mathematics achievement has increased steadily in grades 4, 8, and 12 since 1970, while reading performance has remained largely stable since the early 1970s and improved modestly in 1998. While this is encouraging, it is certainly no cause for celebration.

In the subject of reading, it is not that children are reading poorly—indeed, in international comparisons of reading achievement, American students have fared quite well. The 1998 NAEP reading assessment has also brought hopeful news. Nationally, reading achievement improved since 1994, particularly among 8th graders and lower performing students in 4th and 8th grades. However, the increases in 4th and 12th graders' average scores represented no net gain over the average scores of their counterparts in 1992. At the same time, expectations have increased about how well today's children must read to succeed in an increasingly complex and competitive job market. Although we are encouraged by the recent improvements, American students' reading achievement still remains inadequate: 38 percent of 4th graders, 26 percent of 8th graders, and 25 percent of 12th graders read below the "basic" level, as measured by the 1998 NAEP reading assessment.⁷ We are also deeply concerned that the gap in reading achievement between students from low-poverty and high-poverty schools widened between 1988 and 1996.⁸

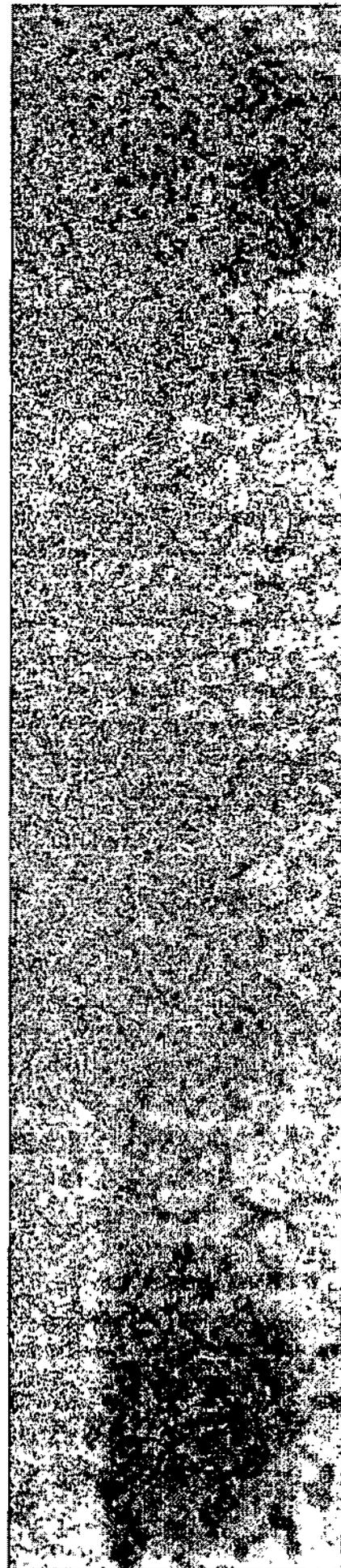
In mathematics, there have been some heartening developments. There has been a general upward trend in mathematics achievement for all ages (9-, 13-, and 17-year-olds), and the gap between poor and nonpoor is also diminishing. The mathematics achievement of students in the highest-poverty schools rose considerably between 1992 and 1996—as it did for students overall—increasing by 11 points.³ But this is no cause for complacency. The average mathematics achievement of 9-year-olds in high-poverty schools still falls behind their peers in low-poverty schools. Moreover, American students' performance in mathematics is still not internationally competitive, and while they can solve basic problems well, they have trouble tackling more advanced material. In comparisons with other nations, U.S. 4th graders perform at or above the international average in mathematics. But this advantage quickly deteriorates: U.S. middle-school students lag behind their peers from other countries in mathematics.⁴ By the end of high school, U.S. students rank next to last in advanced mathematics, according to the Third International Mathematics and Science Study (TIMSS).⁵

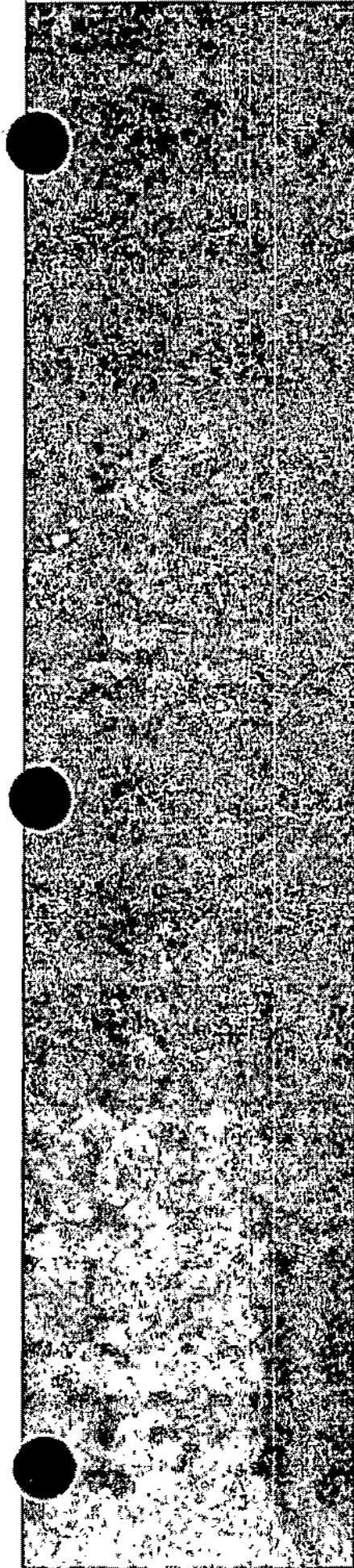
On a more encouraging note, following on the heels of the curricular reforms of the 1980s, the percentage of students completing challenging coursework has increased, across all income levels. Between 1982 and 1994, the percentage of high school graduates taking the courses recommended in *A Nation at Risk* increased from 14 percent to 50 percent. (The 1983 report recommended that students take 4 years of English, 3 of social studies, 3 of science, and 3 of mathematics.) Students are not just taking more courses, but they are taking more high-level classes. The percentage of all high school graduates who have taken upper-level mathematics courses has increased steadily and considerably since 1982, with particularly dramatic increases among minority students. For example, the proportion of black high school graduates who have taken geometry nearly doubled, jumping from 29 to 58 percent, as did the percentage of Native American high school graduates taking geometry, increasing from 33 to 60 percent.⁶

Why the Achievement Gap Exists

Over the past three decades, much has changed in the broader society in which schools educate children. In particular, poverty rates should be of particular concern to us as educators and policymakers because children under 18 make up a significant proportion of the poor—about 40 percent—even though they represent only about a quarter of the population.⁷ Thirty years ago, in 1970, 15.1 percent of children lived below the poverty level. That rate reflected a substantial decrease in child poverty that took place during the previous decade, down from a 26.9 percent rate in 1960. But during the 1970s, the child poverty rate rose again, reaching 22.3 percent in 1983. The poverty rate for children has remained high in the years since then, fluctuating between 19 and 22 percent. In 1997, the most recent year for which data are available, the rate was 19.9 percent.⁸ Poverty also affects certain racial and ethnic populations more than others: Black and Hispanic children are disproportionately likely to be poor, more than twice as likely as are white children.⁹

We are particularly concerned about the relationship between poverty and student achievement, not because we think the federal government should assume the major responsibility for educating poor children, but because the educational success of poor children should be the business of states, localities, and schools, with federal assistance. The achievement gap between poor and nonpoor students and between white and minority students is not inevitable, but reflects many kinds of inequity in educational opportunity.¹⁰





The effect of poverty both on student achievement and on access to educational resources has been well documented and seems to stem from a host of factors. Beginning in the early years, low-income and minority children have disproportionately less access to preschool. In elementary and secondary school, low-income and minority students are more likely to attend schools with high concentrations of poverty, a factor that contributes very strongly to lower achievement. Low-income students have higher rates of mobility, which also may depress achievement in declining schools—both for those who stay and for those who move away.¹⁵

Generally, students in poor districts lack instructional resources. Mathematics and science classes with high concentrations of minority students are more often taught by underqualified teachers; classes in high-poverty schools are also more often taught by underqualified teachers.¹⁶ In addition, poor students have less access to technology: Public schools with a large proportion of poor children were less likely than others to be connected to the Internet.¹⁷

Lack of access to resources and qualified teachers poses additional challenges, given that today's schools are educating an increasingly diverse population. Immigration has fueled enrollment growth, especially in states such as California, Florida, New York, and Texas, creating new challenges for schools. But non-native-English-speaking students lack adequate access to language-support programs that enable them to keep pace with their English-speaking peers. According to the most recent data available from the Office for Civil Rights, 2.6 million students have been identified as being in need of programs for limited-English-proficient (LEP) students in 1994, but only 2.3 million students were actually enrolled in LEP programs that year.¹⁸ School districts are scrambling to hire enough bilingual teachers and provide the resources necessary to meet the needs of this new influx of students, while programs serving American Indian students must find ways to connect effectively to the cultural backgrounds and needs of their students.

Once in school, different students are taught different things, and are held to different—and for low-income and minority students, often lower—standards.¹⁹ Although there have been improvements, low-income high school students are less likely to be enrolled in college-preparatory coursework, as are African American and Latino 10th-graders.²⁰ In contrast, a rigorous mathematics curriculum improves scores for all students.²¹ Grading systems also reflect lower expectations: A grade of "A" in a high-poverty school often is equivalent to a "C" in a low-poverty school when measured externally on standardized tests.²²

In a society that is demanding higher skills of its citizens, student achievement is still simply not where it should be. The situation is even worse in schools with large concentrations of low-income students. Despite some closing of the achievement gap in some subjects and grades, the achievement of students from high-poverty schools remains too low, and still falls well short of national and state goals. We must raise expectations for all children, doing everything we can to ensure that no child falls behind. While the Title I program cannot close the achievement gap by itself, it can serve as a powerful lever for change in partnership with districts and states that are committed to raising the achievement of low-income students. If state and local reform efforts are weak, we cannot expect to see the gap close; but if state and local efforts are more ambitious, then the funding Title I provides can facilitate these efforts, and we can reasonably expect more ambitious results.

II. How the federal role was reshaped in 1994

The main focus of this report, like the Department's reports, is on the operations and effects of the programs amended or newly authorized in 1994. That year was an important one in the history of postwar federal aid to elementary and secondary education, for it saw a shift toward different ideas about educational improvement and ways the federal government could best support states and school districts. We describe those ideas here.

The 1994 laws built on the momentum of a reform movement that had been gathering strength in the states and school districts over the previous decade. During the 1980s, the publication of the groundbreaking report *A Nation at Risk* and an "education summit"—at which President Bush and the nation's governors forged common ground around a set of national education goals—touched off a new wave of school reform focused on higher standards, a movement with activity at the local, state, and federal levels. Many states enacted legislation containing ambitious statements about what they expected students to know and be able to do. They also began to put accountability systems in place to shine a spotlight on failing schools and, eventually, to impose sanctions on those schools. President Bush's America 2000 program supported states' and districts' early work on standards and accountability. This work continued in the Clinton administration under the auspices of the Goals 2000 initiative.

At the same time that policymakers wanted to support the reform initiatives taking shape across the country, they also wanted to move away from old ideas about the federal role that might be hindering some children's full participation in school improvement. A central concern in the 1994 reauthorization of the Elementary and Secondary Education Act was that the very presence of separate, categorical programs could contribute to diminished expectations for the children participating in these programs—especially for low-income children. Thus, during the 1994 reauthorization, new legislative language emphasized state and local policies that would raise standards and improve instruction for all students but especially for those students targeted by federal aid programs. States and districts would be held accountable for results but in return would receive greater flexibility. These changes represented a complete overhaul of the structure and requirements of the Title I program. The program's purpose, as stated in the law, was now "to enable schools to provide opportunities for children served to acquire the knowledge and skills contained in the challenging state content standards and to meet the challenging state performance standards developed for all children."

This new policy framework was referenced in most programs, but articulated most strongly in the Title I program. For the first time, the Title I law now explicitly states that disadvantaged children should be held to the same standards as other children, and it ties accountability to these results, asking states to create consequences for schools that fail to raise the academic performance of children participating in the Title I program. These amendments significantly raised the stakes for Title I, which was originally designed in 1965 to help schools meet the needs of disadvantaged children by providing additional funding to districts with large numbers of children from poor families.

Beginning in the 1970s and continuing into the 1980s, policymakers had focused more attention on whether the test scores of children participating in Title I were increasing. Conflicting evidence emerged on this point. Under the Title I Evaluation and Reporting System launched in the mid-1970s, states did report gains by participating students. However, federally funded studies of Title I and Chapter 1, including *Sustaining Effects in the 1970s* and *Prospects in the 1990s*, showed little or no progress in closing the achievement gap through the early to mid-1990s. To be sure, these studies could not measure how the participating children would have performed had they not received Title I or Chapter 1 services in the first place. It is certainly possible that the achievement gap might have widened further in the absence of the services and resources provided by the program. Nevertheless, the studies did raise important questions about whether participating children had benefited enough from the program. These questions linger, although in fact the conclusions of those studies do not apply to the current version of Title I, which is substantially different from the earlier legislation.

Thus, Title I needed to be redirected in 1994 to be more effective in improving the achievement of poor children. Having observed that a promising movement for school improvement was gathering steam in the states, and continuing to identify shortcomings in the existing federal programs, Congress enacted and President Clinton signed legislation designed to bring federally supported services under the umbrella of challenging state standards for content and student performance. This approach would ensure high expectations for all students, including those living in poverty, and federal aid would support the work of states and districts in upgrading instruction to meet the standards. The legislation recognized that states and districts would need time to align their policies in support of student achievement (see Figure 1).

Now, however, is a reasonable time to begin looking at their progress.

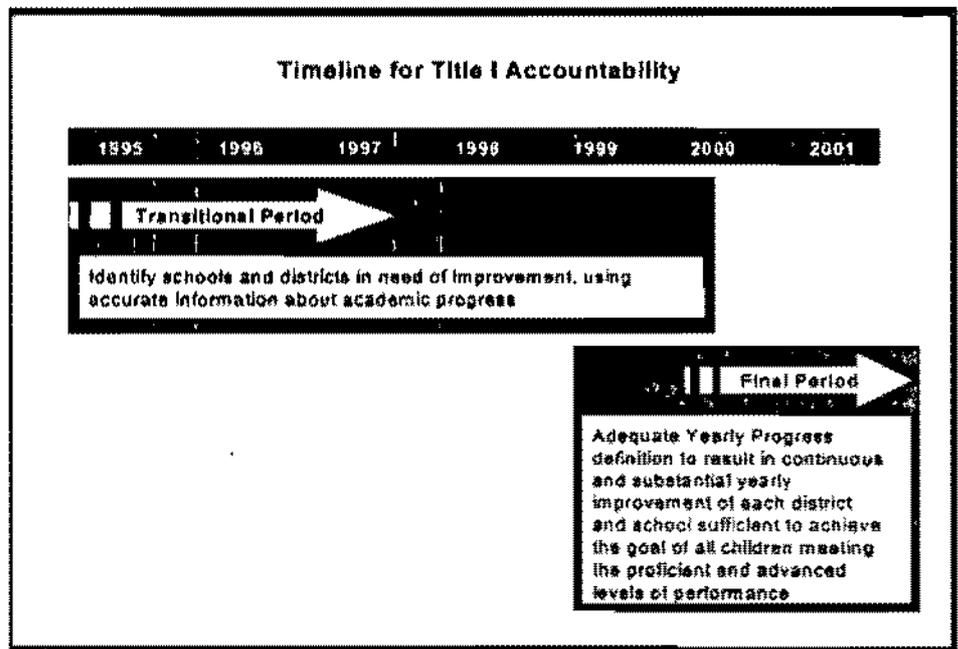


Figure 1. U.S. Department of Education, *Promising Results, Continuing Challenges: The Final Report of the National Assessment of Title I* (Washington, DC: U.S. Department of Education, 1999).

III. How is the 1994 legislation being implemented, and what remains to be done?

As we have seen, the 1994 legislation placed large and complicated challenges before the nation's schools and the governments that support them. The Department of Education has reported the progress made in overcoming these challenges and the areas in which it believes more work needs to be done. We offer here our own comments on the progress so far observed in implementation and on the important work of policy and practice that still lies ahead.

If schools are going to bring all students to the level of performance that tomorrow's world will demand, then schools, school districts, states, the federal government, and the education profession will all have to make progress in six mutually reinforcing domains:

1. Resources must be targeted appropriately, and equity for special student populations must be at the forefront of policy concern.
2. Standards must provide the scaffolding for a challenging curriculum that is accessible to all students.
3. Assessments and accountability must push the education system toward improvement while support and technical assistance build the system's capacity to improve.
4. The teachers and other adults who work with students must possess high levels of skills and knowledge.
5. Schools, school districts, and states must develop, implement, and maintain comprehensive programs of school, family, and community partnerships to get parents involved in children's education in ways that promote student success.
6. Well-supported research and evaluation must inform policy and practice.

None of this is easy to accomplish; nevertheless, all of it is consistent with the framework and expectations of current federal law.

We endorse the continued pursuit of the framework for educational improvement set forth in the 1994 legislation, with some revisions to reflect what has been learned in the past five years of implementation. Drawing on the Department's reports and our own professional experience, our more specific comments and recommendations follow.

Equity and Adequacy in Resource Allocation

A central principle of the federal role in education is its focus on students in high-poverty schools and other students with distinctive needs. We strongly endorse this focus, and we want to highlight it in our comments and recommendations.

The Department's reports to Congress show that Title I funds continue to be targeted on schools with high proportions of students living in poverty, and that the 1994 amendments have, if anything, strengthened this targeting. Because we are troubled by the inequity in overall educational resources available to students living in different economic circumstances, as described in an earlier section of this report, we believe that this targeting of federal dollars is crucial.

The 1994 amendments required that districts serve all high-poverty schools (at least 75 percent poverty student populations) before serving other schools. The increase in funding going to high-poverty schools can be attributed to this new requirement and also to the increased appropriations for concentration grants under Title I. The law also required a shift from county to district allocations in order to update poverty counts and improve targeting to districts. However, the impact of this change has been mitigated by a "hold harmless" placed on grants for fiscal year 1999—a congressional policy that contradicts the earlier change in the law, and one with which we disagree. Finally, we commend the increase in concentration grants and recommend appropriating more funds through these grants.

We also recommend increasing the funds appropriated for the Title I program as an effective means of targeting more aid to disadvantaged students. Although Title I appropriations have increased in recent years, they represent a shrinking proportion of federal funding for elementary and secondary education. In 1994, Title I received \$7 billion a year while other elementary and secondary programs received \$6 billion; Title I currently receives \$8 billion annually while other elementary and secondary programs receive \$11 billion. This means that Title I is now getting a smaller share of federal funds than it did five years ago. In addition, Title I is not fully funded. According to estimates provided by the Congressional Research Service, funding Title I Part A Basic Grants to the maximum amount authorized would require a \$24.3 billion appropriation. Currently, Title I is only one-third funded, at \$8 billion a year.²⁴ We recommend that Title I be fully funded.

A 1998 study by the U.S. General Accounting Office (GAO) found that federal dollars have been more effectively targeted on poor students than state and local dollars. The GAO study found that federal funds provide an average of an additional \$4.73 per poor student for every \$1 in federal K-12 education funding, while state funds provided only an additional \$0.62. Another study found that the poorest districts actually receive less state and local funds than the wealthiest districts. Districts in the highest-poverty quartile, which educate 25 percent of the nation's students and 49 percent of its poor children, receive 43 percent of federal funds and 49 percent of Title I funds but only 23 percent of state and local funds. But districts in the wealthiest quartile, which also educate 25 percent of the nation's students but only 7 percent of its poor children, receive 11 percent of federal funds, 7 percent of Title I funds, and 30 percent of state and local funds.²⁵

Thus, Title I is an effective means of providing extra financial resources to address the problems of disadvantaged children, more targeted to that purpose than most state and local aid. Yet, Title I is shrinking in its share of federal financial resources for education. National attention has turned elsewhere, while the problems of the most disadvantaged in our society have not gone away. As noted elsewhere in our report, one-fifth of American children are from poor families; and the groups with the highest concentration of poverty are generally the ones experiencing the most growth in the population. For that reason alone, we must intensify our attention to meeting their needs. If Title I were funded fully, the hundreds of thousands of students in need who are not served now could be served. School districts could improve the intensity of their efforts, professional development could be improved, and more funding could be available for parental involvement.

We caution that Title I funds—currently amounting to an average school allocation of \$613 per low-income student per year even in the highest-poverty schools—cannot fully close the spending gap between districts. Annual district spending ranges from \$3,343 to \$12,475 per pupil in this country.²⁶ We would therefore not want policymakers or the public to give Title I all the credit or blame for the trends in poor children's achievement. States and localities, which pay for more than 90 percent of the cost of elementary and secondary education, must be mainly responsible for closing the gap.

Equity issues arise not only in connection with family poverty but also with regard to children's linguistic and cultural backgrounds. The burgeoning population of English-language learners poses important policy challenges. These children are now participating more fully and equitably in Title I services, thanks to a policy change in the 1994 amendments that removed previous restrictions on services to children with limited English proficiency. According to the Department's Title I report, the program now serves 2 million students with limited English proficiency. We wish we could comment on evaluation findings about the services they are now receiving under Title I—or, for that matter, under the Bilingual Education Act—but unfortunately such evaluation, which is funded by the Office of Bilingual Education and Minority Languages Affairs, has not been fully integrated into the National Assessment of Title I and other reporting of the Planning and Evaluation Service. By contrast, the National Assessment has done a good job of assessing services to migrant students and is to be commended for integrating this analysis into its overall reporting.

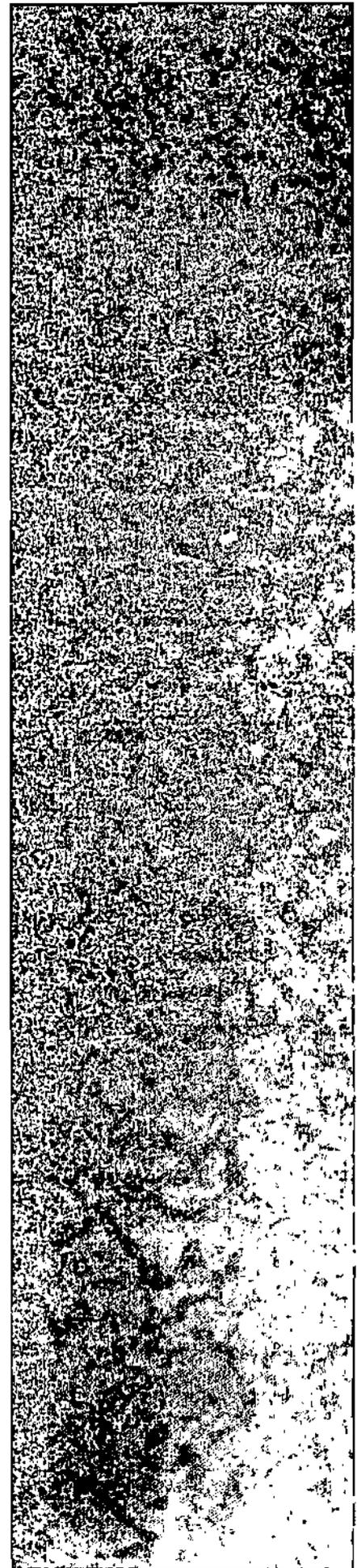
We note, too, that the federal responsibility for Indian students has not been well met. Research information about these students is lacking, and programs have not consistently addressed these students' serious needs.

Still another aspect of equity is the participation of students attending private schools, including religious schools. We continue to endorse the principles that guide their participation in Title I: providing direct benefits to the child, and requiring public trusteeship of the dollars. Recent data show a decline in the number of private school students served.²⁸ We recommend that public school officials fulfill their legal responsibilities to identify eligible private school children. They also must consult with private school officials about how those children will be served. Reversing an earlier decision, the Supreme Court's ruling in *Agostini v. Felton* in 1997 now permits service delivery in religious schools under specified conditions. However, some private schools still lack the space to provide these services, and as a result, local Title I programs face such costs as the rental or purchase of trailers or transportation to alternative sites. We support the continued availability of special, set-aside Title I funds to defray these costs, currently known as "capital expenses."

Thus, equity and adequacy in resources have many dimensions. We are particularly concerned with the federal role in improving education for children who live in poverty, but we also urge continued attention to all the populations of students for whom existing educational conditions fall short of what they need and deserve.

High Academic Standards for All Children

The initiation of a movement calling for clear and high standards in America's classrooms has been a significant milestone, and the mandatory inclusion of the nation's most disadvantaged students in that movement has been another. For the first time, federal law now stipulates that all children, including those served by Title I, must be held to the same challenging standards, although leaving states the freedom to define those standards. Already some significant progress has been made. With federal support and encouragement, substantial and increasing numbers of states and districts are defining and adopting standards, and beginning to insist that they apply to all students. Almost every state has adopted content standards. Some big-city school systems have made a vigorous commitment to raising standards and improving student achievement.



The standards movement is not without its challenges, however. Although the states have generally succeeded in developing content standards, the quality of these standards is uneven. In recent years, several independent analyses of state content standards have been conducted by such diverse groups as the Fordham Foundation, the American Federation of Teachers, and the Council for Basic Education. Their ratings differ considerably—a state's standards might earn an A from one group and a C from another, and they use different criteria to judge the standards, but the one thing they do agree on is that state standards are of varying quality and varying levels of specificity.

One reason for the divergent conclusions is the lack of a clear consensus on what constitutes good standards. Differences exist as to how specific or general standards should be and how often they need updating. Serious disagreements also exist over what content should be included and what should be omitted. There is, however, some research that addresses at least a part of what good content standards should be. They should have the force of law behind them and be explicit in describing the desired content, based on prevailing norms and expertise, and assessable. As the field of standards development matures, more consensus around qualities such as these may emerge. What is clearly needed—and is developing in the states—is the capacity to formulate, review, and refine standards. States are still struggling with the questions of what constitutes good standards and how to align them with assessments, and they need more high-quality technical assistance and other resources in these endeavors.

Another important area of need is the translation of standards into curricular frameworks that are sufficiently detailed and complete to guide teaching practice. This is an area in which capacity appears to be falling short of what is needed. States, districts, and professional organizations must bring more resources to bear on curricular development and classroom implementation.

Different institutions have different roles to play in the standards movement. By law, the U.S. Department of Education can only approve the process by which states have developed their standards, not the standards themselves. Reflecting this legal constraint, the Department's reports to the Congress merely report how many states have standards and studiously avoid comment on the quality of those standards. The external organizations that have begun to evaluate and rate standards are under no such constraint, however, and we welcome their participation in the movement. Their work should continue to support that of the states, which continue to play the central role. We encourage the states to continue developing their capacity to articulate challenging standards, and we agree that the federal government should stay out of the business of evaluating the quality of standards.

Assessment, Accountability, and Support for Improvement

After the initial development of standards, states and school districts must address the whole domain of assessment and accountability—measuring achievement of standards; setting high but attainable performance expectations for students and schools; communicating with teachers, parents, and students about standards; and holding schools accountable for results. These tasks are difficult ones, and states need technical assistance in carrying them out. They have also needed flexibility in their timelines. Although the 1994 law called on states to set performance standards for students and then develop assessments aligned with them, many states have actually preferred to begin with the assessments and then define performance standards in relation to the new assessments. The Department of Education has shown the proper flexibility in allowing states to follow this different sequence; we cite this as a good example of the way many agencies have had to learn from experience in the new terrain of educational reform.

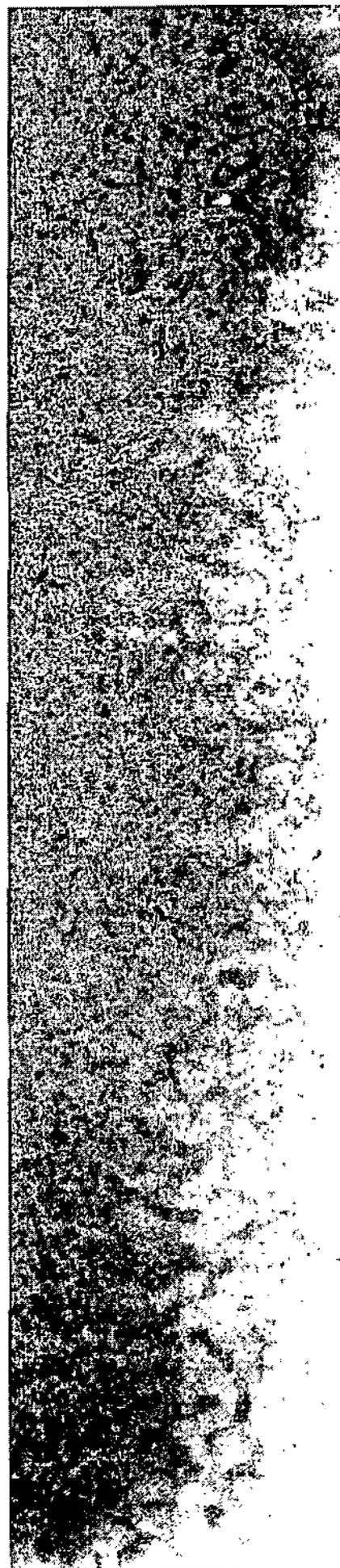
Increased attention has been placed at all levels of government on holding schools and districts accountable for results. This climate of heightened interest in accountability has prompted policymakers to grapple more intensely with how to help failing schools transform themselves into high-performing organizations—and what to do if, despite extensive intervention, they continue to stagnate. We want to emphasize that accountability can only be considered a success when it applies equally to all districts, schools, and students, including the Title I population that has been neglected too often in the past. We also observe that accountability must emerge from a public dialogue in which our communities have a chance to articulate clear expectations for the educational system.

Current law requires that every school and district receiving Title I funds demonstrate that it has made "adequate yearly progress" toward the goal of enabling students to meet challenging state performance standards. If the state has its own accountability system, it must apply the same requirements to Title I and non-Title I schools. Thus the law asks for movement toward the same set of standards and the same challenging curriculum for all children in a state, and it mandates the same accountability structure for all schools.

We believe that poor students should have access to rich instruction in all subjects, not just what is needed to meet minimum expectations in reading and mathematics. As states develop standards and align assessments in other subjects besides reading and mathematics, we expect them to hold both Title I and non-Title I students to the same challenging standards. However, we believe that the timing and implementation of this broadening of accountability into other subject areas should be left up to states and districts.

We also believe that it is inappropriate to use only the bell curve of norm-referenced test scores to measure and report student progress. States should be using tests that are instructionally sensitive and geared to their own clearly defined standards of performance.

Moreover, despite the law's intention of bringing Title I students under the same framework of school and district accountability that enforces high expectations for all students, the Department's reports show that states can and do construct two different accountability systems. Although a recent study of state implementation of federal programs found 23 states reporting that they have the same accountability system for the state as for Title I, other states have different accountability procedures, and that leads to confusion. One study of local and state accountability systems



in three states and two cities found that some Title I schools were identified as in need of improvement by the state but not by the Title I system, and some were identified by Title I but not by the state. Another study in 12 districts found two systems at work in most of them. As the Department's National Assessment of Title I notes, "There is some tension between the two, and some confusion over implementation of the Title I requirements."

To address this problem, we return to the idea that federal laws are intended to support state improvement efforts. Because the state's own system of accountability commands so much attention from schools and districts, we encourage Title I policy to reinforce the state system while strengthening it if possible. Because children are ill served by separate systems of accountability, Title I provisions should push states to hold all schools—not just Title I schools—accountable, either through their own accountability system or the Title I system, whichever sets the bar higher. We also think states should be encouraged to seek external peer review and validation of their assessments, proficiency levels, and accountability indices, and to encourage a broad public dialogue within the state about standards and assessments. The bases for the construction of an accountability index and the cut scores used to establish different proficiency levels should be made public.

Support for continuous improvement remains vitally important, and the Department's evidence suggests that the need for high-quality technical assistance considerably outstrips the supply. States should take responsibility for building their districts' and schools' capacity to meet the demands of accountability systems. The budget for federally supported technical assistance should increase. A variety of mechanisms for delivering assistance can fill the varying needs of different states and localities; the key point here is that accountability by itself will not cause schools to improve, because professional knowledge and skill are just as important as motivation.

Finally, we turn to the subject of the accountability of federal agencies and state and local school systems for results. This reauthorization of ESEA poses difficult trade-offs between seeking greater accountability of federal agencies for program outcomes under the Government Performance and Results Act (GPRA) while simultaneously expanding the Ed-Flex legislation to give states most operational decision-making for those programs. The central question, it seems to us, is, How can the Department of Education be accountable to Congress for results if it does not have decisionmaking and oversight responsibility for how programs are implemented at the state and local levels?

State and local education agencies already have varying degrees of latitude about how they carry out national objectives in their own reform plans. The Safe and Drug-Free Schools and Communities Act (Title IV) and Innovative Education Program Strategies (Title VI) give them the most flexibility. The revisions to Title I in 1994 enhanced state and local flexibility by authorizing greater use of schoolwide programs, by loosening eligibility in targeted assistance schools, by granting waivers, and by permitting consolidation of administrative funds.

Flexibility in and of itself will not produce better results, especially when the authority to make decisions resides at the state and local levels, while a federal agency is held accountable. However, flexibility can work if it ultimately is linked to the accountability of state and local school systems for results.

Quality of Instructional Staff

State and local education agencies enjoy a great deal of discretion in decisions about the educational services that they support with federal funds, consistent with this nation's decentralized system of educational governance. However, one issue in the quality of educational services deserves special policy attention from all levels, including the federal government: the skills of instructional staff in the nation's schools in general and in high-poverty schools in particular.

We believe that children in high-poverty schools deserve the best-trained, best-paid teachers we can provide. Instead, many of these children are being taught by untrained aides without a college diploma, something that would be intolerable in more advantaged school systems. Research documents the effect over time of teachers' preparation on student achievement. Simply put, students who have more highly trained teachers perform better. Furthermore, the less additional support and enrichment students receive outside of the classroom, the greater effect their teacher's background has on their achievement.

The concentration of less well trained teachers in high-poverty schools is a major contributor to low student achievement in these schools. We recommend requiring states and districts to ensure that the qualifications of teachers and aides in high-poverty Title I schools (including type of license/certificate and placement in major/minor fields) be as good as those of the best teachers in their states.

The definition of teacher quality should take into account more than just subject matter and pedagogical knowledge. Knowing one's students, including their language and cultural background, and being able to address a variety of needs represent a higher standard for teacher quality. Professional support needs to accompany accountability. Greater investment is necessary in high-quality professional development for teachers that is aligned with the new state and local standards. This investment should be larger—and the strategies should be more effective—than most states and districts have been willing to provide in the past.

Secretary of Education Richard Riley said in his State of Education address on February 16, 1999, that "no child should be taught by an unqualified teacher." Yet thousands of educationally disadvantaged students are being taught by Title I-paid aides who have only a high school diploma. According to the Follow-Up School Survey for the 1997-98 school year, Title I employed 76,893 aides and 74,664 teachers. The schoolwide programs in higher-poverty schools used more aides (43,380) than teachers (40,880), while targeted assistance schools employed slightly fewer aides (33,013) than teachers (33,784). Overall, only 25 percent of Title I aides have earned a bachelor's degree, while nearly all (98 percent) have completed high school. The ratio of aides to teachers in Title I in the 1997-98 school year is approximately the same as it was in Chapter 1 schools in the 1990-91 school year.

Promising Results, Continuing Challenges: The Final Report of the National Assessment of Title I notes that paraprofessionals, or classroom aides, are often assigned responsibilities that are more appropriate for teachers, and about two-thirds of paraprofessionals reported that they had received less than two days of training since the end of the previous school year. Many paraprofessionals lack the necessary education background to perform the teaching duties that they are assigned when schools are short-staffed.

While Title I can provide supplemental funding to states and districts, it cannot control whether they assign high-quality staff to high-poverty schools, except in the case of those staff members supported by federal funds. It also can support high-quality professional development for the teachers and paraprofessionals in the high-poverty schools that it funds, in accordance with the best available knowledge about what works in professional development.

We must improve all phases of teachers' career development, from teacher preservice education to teacher recruitment and professional development, so that teachers in high-poverty Title I schools are as good as any others in their state. Indeed, as we enter a new millennium, all teachers must be prepared to instruct students in challenging subject matter in an environment characterized by high standards. They will need excellent, ongoing professional development so that they can continually refine and sharpen their skills. Should the Congress fully fund Title I, as we recommend, we believe this arena—recruiting, training, and supporting good teachers in the nation's highest-poverty schools—would be the best use for new federal dollars. At the same time, the Congress should not spend federal funds on the use of paraprofessionals for instruction because they generally lack high-quality training for that role, and should begin to phase out the use of paraprofessionals in instruction altogether during the next reauthorization. The only exception to this should be using aides to assist instruction where many of the students are from non-English-language or minority cultural backgrounds.

School, Family, and Community Partnerships

Extensive research and exemplary practice have shown what constitutes a comprehensive program of school, family, and community partnerships. This is acknowledged in the National Assessment of Title I. We agree with the Department's recommendations for needed improvements in partnership efforts, including the goal for districts to coordinate and integrate the many family and community involvement initiatives in various federal, state, and local programs, and to improve the way programs are evaluated. But we would go further: We urge the Department to encourage and enable states, districts, and schools to fulfill the intent of the law to establish and maintain comprehensive programs of school, family, and community partnerships.

One major emphasis of the 1994 Title I legislation is for schools to get all families involved in their children's education, and to mobilize family and community support and resources for students and for schools. The legislation requires every school receiving Title I funds to strive to create one school community that includes all families, and get families involved in helping students succeed in school. These emphases were designed to correct earlier practices that separated parents of children receiving Chapter 1/Title I services from other parents in the school, and to challenge schools to select family involvement activities that would specifically contribute to students' academic success. We strongly endorse the intent of the 1994 legislation, but more must be done to build state, district, and school capacity to implement purposeful and comprehensive partnership programs.

Although some schools have made progress in the intended directions, most elementary, middle, and high schools receiving Title I funds have not received adequate guidance in how to develop ongoing programs of school, family, and community partnerships. Part of the problem has been an overemphasis on the term "school-parent compact," which is interpreted in some places as a broad policy and plan, but in most places is merely a mechanical pledge or agreement signed by parents promising their involvement. Once signed, it is often filed away and forgotten. Because of a lack of consistency in definitions for the term "compact," data collected on compacts are not interpretable, and do not accurately or adequately indicate either the progress made by Title I schools in meeting the mandate for productive partnership programs or the problems they face in doing so.

The Department's report points out the importance of six major types of involvement²⁸ linked to school improvement goals for student learning, and a few activities that such programs should take. It will, however, take more than a piecemeal approach of adding this activity or that for Title I schools to get parents and the community involved effectively and equitably in productive ways. It will require building the capacity of leaders in states, districts, and schools to understand, plan, implement, and evaluate programs of partnership at all policy levels.²⁹

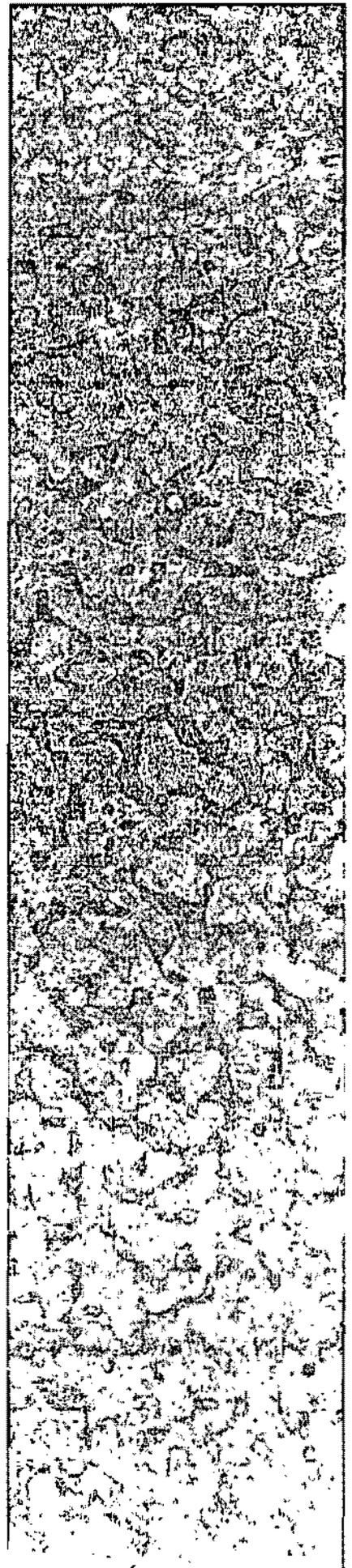
This requires states and districts to organize offices with adequate staff and more realistic budgets for appropriate training, dissemination, program development, and evaluation activities, and with a philosophy of facilitating and supporting all schools in developing their site-based programs of school, family, and community partnerships. The current set-aside of 1 percent of Title I budgets in districts receiving \$500,000 or more in Title I funding is not adequate for supporting district-level and school-level staff and program costs that are needed in full partnership programs. We recommend that states, districts, and schools set realistic budgets for developing and maintaining these programs.

Data are needed on the effective implementation and results of planned programs and specific activities that get families involved in their children's education.

In comprehensive programs of partnerships, teachers, administrators, parents, community members, and special staff, including Title I aides, special education leaders, and others associated with family involvement (nurses, librarians, school secretaries) work together as a team to plan and implement goal-oriented involvement activities every year. It is imperative to take a team approach. Teachers are important members of this team in order to persuade families to participate in such activities as understanding report cards and improving grades, monitoring homework, and working with teachers in parent-teacher-student conferences and other learning-related activities. Because teachers are key participants in programs of partnership, we do not favor recommendations that suggest parental involvement be the responsibility of Title I aides. Such an approach establishes inadequate leadership and lacks the shared investments needed to organize, implement, evaluate, and maintain a program of partnerships. When educators, parents, and others plan and work together on all types of partnership activities, schools have fuller and stronger programs that come closer to realizing the 1994 Title I legislative intent.

Research and Evaluation

This report, like the Department's reports, is based on incomplete knowledge. Because the full implementation of the 1994 laws has yet to occur, it is too early to expect much direct evidence about the impact of these federal programs on students' educational success. Initial clues (and they are only clues) can be found in the recent NAEP data and in those states and districts that moved most rapidly to implement the reforms for Title I required in IASA. That evidence is provided in the Department's reports. The picture is one of modest early success in raising achievement and narrowing the gap in test scores associated with student poverty, but the evidence is not yet compelling. These early trends and indicators will have to be monitored carefully over time, and more evidence must be gathered from sites that have moved more slowly in response to federal policy. Moreover, the federal government provides about 1 percent of funding for elementary and secondary education, and this small financial contribution must work in the context of broader societal, professional, and policy trends.



Thus, both because implementation of the laws under our purview is occurring slowly and because the laws themselves cannot be the dominant influence on achievement, current national data should not necessarily be taken as evidence of the impact of federal laws. Instead, more time should be given for implementation, and more tightly focused evaluation and research must provide the basis for conclusions about impact.

We also note that if the Congress had appropriated larger sums for evaluation, we would know more about the results of the programs. It is difficult enough to conduct longitudinal studies within a five-year period of a program that is still being implemented; moreover, the entire National Assessment of Title I was significantly delayed by funding problems. We find it unacceptable that as a nation we spend hundreds of billions of dollars on education, but do not fund the research and evaluation necessary to assess the effects of that investment. Title I illustrates this problem. The nation spends several billion dollars each year on the Title I program, but since reauthorization the budget for evaluation has averaged only \$5 million a year.

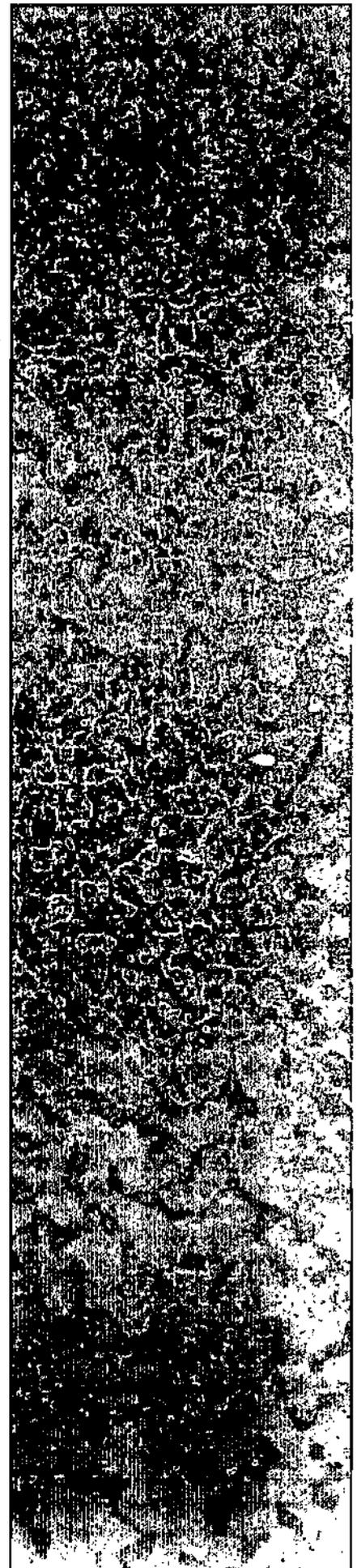
During the next reauthorization, we recommend a set-aside of 0.5 percent of program funds, half of which should be allotted for evaluation and the other half for research and development. In evaluation, we believe it will be imperative for the Department of Education to support studies that assess more definitively the achievement of students participating in Title I. Although we recognize the difficulties of identifying suitable comparison groups, we think that more sophisticated research and evaluation strategies can better capture the effects of Title I than the techniques we have used to date. We also urge that more participating students and schools be followed over time; such longitudinal designs can offer the best evidence of program effects. The current Longitudinal Evaluation of School Change and Performance has provided some analyses of its first two years of data in the final report of the National Assessment. We commend the Department for moving quickly in the analysis and release of these early data, but we caution that more data, analyzed with more time for thoughtful scrutiny, will be needed before this study offers clear answers.

With regard to evaluation, we would also like to see some studies designed specifically to generate findings as rapidly as possible for practical application. Too often, evaluation focuses exclusively on arriving at summative judgments about overall program success or failure, neglecting its formative role in the effective investment of funds and improvement of services.

Paired with the set-aside for evaluation, an equal sum for research and development is needed to identify effective practices in the field, to build on theory, and to refine model programs for wider implementation. The demand for "best practices" is increasing, and the knowledge base needs to keep pace. A significant investment in research and development is the best foundation for the dramatic improvements in education that all the nation's children need and deserve.

IV. Conclusion

We commend the Department on its evaluation work in the two reports, *Promising Results, Continuing Challenges: The Final Report of the National Assessment of Title I*, and *Federal Education Legislation Enacted in 1994: An Evaluation of Implementation and Impact*. In reflecting on the findings in these reports, we believe that the federal government must reaffirm its dual commitment to equity and excellence in any new elementary and secondary education legislation that it enacts. Given the existing achievement gap and the difficult conditions in which many poor children live, it will not be easy to ensure that all children can meet the challenging standards being established by states and districts. Continued federal support for schools with many children from low-income families will be essential for all children to learn at high levels. While this aid cannot close the achievement gap by itself, it can enhance and catalyze improvements in those districts and states that have made a vigorous commitment to raise the achievement of low-income students. We support the provisions of the 1994 laws. Although we still lack the data we need to judge the full impact of the significant policy shifts of 1994, we believe the framework set forth in the 1994 legislation is a good starting point. This report of the Independent Review Panel offers recommendations for changes needed, based on what has been learned over the past five years, in order to ensure that measurable progress will be made in the next authorization period.



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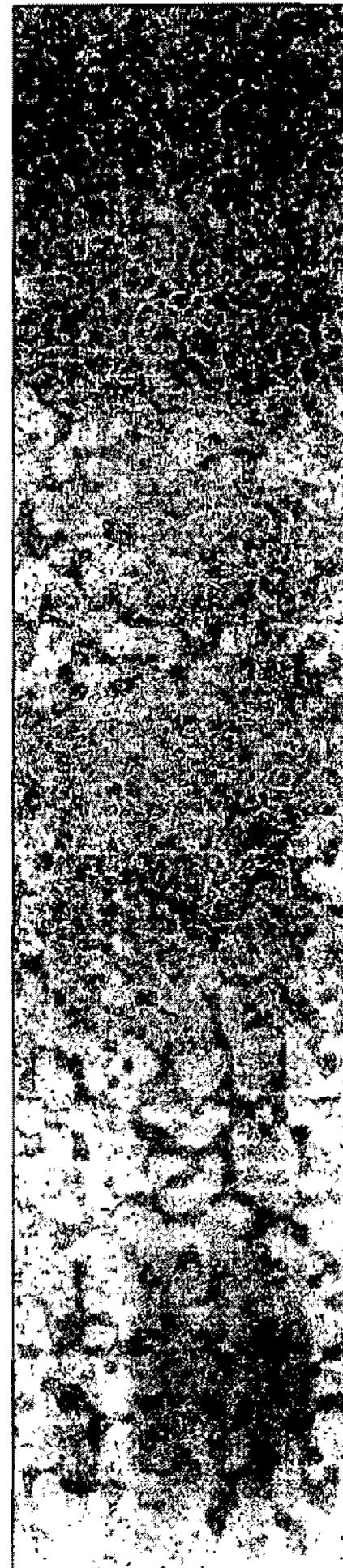
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U.S. Department of Education



UNITED STATES DEPARTMENT OF EDUCATION

THE SECRETARY

Remarks Prepared For
Richard W. Riley
U.S. Secretary of Education

Signing of Goals 2000: Educate America Act
San Diego, California
Friday, Thursday, March 31, 1994

Thank you so much Hillary, Mr. President, ladies and gentlemen. It is a pleasure to be here in San Diego and at the Zamorano Fine Arts Academy for this historic occasion -- the President's signing into law the Goals 2000 Educate America Act. Today, America, as a nation, is getting serious about education.

Goals 2000 represents the culmination of years of hard work by many individuals committed to turning around and rebuilding this Nation's education fortunes ... and to creating a comprehensive approach to education that will improve learning at every level - from early childhood to adulthood. It is a law that will help to ensure that every student can learn to high standards and receive a challenging, world-class education ... a law that begins to change "A Nation At Risk" with a rising tide of mediocrity to "A Nation On The Move" driven by high academic and occupational standards for all children.

When Mary Bicouvaris, 1989 National Teacher of the Year, was asked if she thought the standards were too high, she replied, "Not too high for a great nation!"

Goals 2000 is truly another nail in the coffin of the legislative gridlock that existed until this Administration came into office. We are now on the brink of change where we can, in one common effort, lift American education to a new level of excellence. To do this, we must make new connections between parents and their children -- between schools and new models of excellence -- between our schools and the larger community -- between children and learning.

Mr. President, this law has been a long time in coming ... and you have been there every step of the way. You were committed to reforming your state's schools when you were Governor of Arkansas. And you were there in Charlottesville as the leader of the National Governor's Association, working with President Bush to create the National Education Goals which we turn into law today. You were there aggressively working with members of Congress to get this bill passed in a bipartisan way ... and you are here now placing your signature on the completed document.

Bill Clinton the candidate campaigned as an educational reformer. Bill Clinton, the President is an education reformer. With the enactment of this law, we have taken a giant step toward reinventing education and reforming our schools.

Last year Congress approved the President's proposal for National Service and also approved our efforts to create a new direct lending program to make higher education more affordable.

Today, the President will sign this GOALS 2000 legislation which includes two other acts that we attached -- the first federal commitment to ending violence in our schools with the enactment of the Safe Schools Act -- and which also reauthorizes and reforms our important Office of Educational Research and Improvement (OERI).

In the months ahead Congress will approve reauthorization of the Elementary and Secondary Education Act, complete work on the President's School-to-Work initiative, provide new funding for Drug Free Schools and take up reauthorization of the very important Individuals with Disabilities Education Act.

And Goals 2000 provides the framework into which these laws will fit. It will encourage and challenge local communities to use their own ingenuity and creativity in creating new and improved methods of teaching and learning ... it will help to generate enthusiasm in schools and states throughout this Nation. It will create and expand thousands of community based reform efforts, each working for the betterment of our educational system, allowing every school and every student to be the very best they can be.

As I have travelled throughout our Nation, visiting schools and meeting with parents, students and teachers, I have had the opportunity to see many models of excellence in education. And I know, Mr. President, that you have seen them as well.

- strong teams of principals, parents and teachers making their schools safe again and engaging their students in solving problems without violent conflict.
- after school programs run by community groups and local museums to teach computer skills.
- grandparents working in schools and helping children to read and understand real literature.
- teams of teachers redesigning their math programs to meet the new tough math standards.
- junior high students using algebra, a second language, and art as if they were second nature.

-- tech-prep students learning physics through hands-on experiences in school-to-work programs.

And this is what Goals 2000 will help bring about -- and take these good ideas to scale. It will allow us to encourage local school reform without getting in the way of the wonderful things that (in certain schools) are already taking place .. so that every child can receive a world-class education and learn to high standards.

Now, some people say that high standards are not for all children. "We can't expect very much from them," they say. I tell them that the surest and fastest way to create an angry, violent, 19-year-old dropout is to give that young person a watered-down curriculum from first grade on. By doing that, we are telling these children that they aren't good enough, so why should they even try. If we aim high, the young people of this country will stretch their minds and make the effort. All children can learn to high standards.

I am sure that President Clinton will thank many who helped make passage of this bill a reality. Let me just say words of thanks broadly to the business-education-parent coalition that helped pass this important legislation. Without these groups, numerous individuals and the rest of my hard-working staff at the Department of Education, passage of this all-important legislation would not have been possible.

And while we are talking about commitment to excellence and to getting to this point in education reform, let me say how critical it is that we have a leader who understands and appreciates the importance of education to our future ... the links between education, high standards, equality, health care, safety, and jobs for the people of our Nation ... a President who knows that whether the goal is reducing crime, or lowering the number of unwed mothers, or reducing unemployment even further ... the primary solution is increased educational capabilities.

Through his words and his actions, our President has inspired this nation to strive for more ... to take on new challenges ... to reach into the future, so that we can be prepared for that future ... to put the children of America first.

I can think of no better person to sign this law that will be the catalyst to dramatically improve teaching and learning and that will help to strengthen the very foundation of our Nation ... no better person to sign this law ... than the President of the United States -- Bill Clinton.