

MM

cc: A Lewis
G. Spelling
B. Reed
R. Emanuel
P. Begala
S. Blumenthal

what you all
think? looks
good to me.
-MM

Education
The
WidmeyerBaker
Group, Inc. *Mike C.*

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October 8, 1997

Ms. Ann Lewis
Director of Communications
Ground Floor/West Wing
The White House
1600 Pennsylvania Avenue
Washington DC, 20500

Dear Ann,

In his State of the Union address on February 4th, 1997, President Clinton recognized the importance of standards not just for students, but also for teachers. He said that, "to have the best schools, we must have the best teachers" and pointed to the National Board for Professional Teaching Standards' effort to establish nationally accepted credentials for excellence in teaching.

The National Board was founded on a simple idea. If we want to give our children a world-class education, we must encourage their teachers to become world-class educators. National Board Certification offers our nation's most highly accomplished teachers the recognition and rewards they deserve while working with other teachers to take their performance to the next level so they can meet the Board's high and rigorous standards. This tough test forces teachers to put their skills and knowledge on the line to become even better at working with our children.

From October 23 through 26, the National Board will be celebrating its tenth anniversary with a gathering in Washington of its Board of Directors, National Board Certified Teachers and those who helped make their achievements possible. We think this anniversary offers the President an opportunity to use his weekly radio broadcast to revisit the subject of standards for teachers and inform the American people about the progress that has been made on improving the quality of teaching and learning.

In addition, most of the nation's National Board Certified Teachers will be in Washington on Saturday, October 25, and would be available to serve as a backdrop to the President's address. We could have teachers from states the President wishes to highlight or invite all the teachers to stand as representatives of the level of excellence the President is calling for more teachers to achieve.

Building a quality teaching force by assessing our teachers and rewarding their excellence through National Board Certification has received broad bipartisan support. Both Democratic and Republican states have endorsed the importance of this process and have developed incentives for teachers to become National Board Certified. By focusing his radio address on the National Board, the President can show the American people, how his administration is developing consensus about some education reforms and that real progress, not just politics, is being made.

In February, the President issued a challenge to the Board, to the nation, and to the teaching profession--to enable more teachers to seek National Board Certification. Now, in October, the President has a chance to help these groups advance this agenda--by drawing attention to the importance of National Board Certification at a time when many teachers are deciding if they should volunteer for these assessments.

We hope that you will consider this request that the President devote his October 25 radio broadcast to the tenth anniversary of the National Board for Professional Teaching Standards, and to the progress that is being made in encouraging more teachers to reach the high levels of accomplishment recognized by National Board Certification.

Enclosed you will find some information on the National Board for Professional Teaching Standards. We will follow-up with your office in the next few days to confirm this information was received and to learn your thoughts on this matter. In the meantime, if you have any questions or concerns, please feel free to contact me at 202-667-0901.

Sincerely,



Scott D. Widmeyer
President & CEO
The Widmeyer-Baker Group, Inc.
For the National Board for Professional Teaching Standards

THE WHITE HOUSE
WASHINGTON

September 19, 1997

① OO's memo
② Education
③ chosen

MEMORANDUM FOR ERSKINE BOWLES

FROM: BRUCE REED
MIKE COHEN

SUBJECT: CONFERENCE STRATEGY FOR NATIONAL TESTS

White House and Education Department staff met this week to develop a conference strategy for the national testing initiative. This memo outlines our basic approach.

I. Basic Objectives

We must come out of the conference with a bill that provides both the authority and the funds to proceed with the testing initiative, and with the tests under the control of an independent National Assessment Governing Board. The Senate bill provides the NAGB provisions we need. However, neither bill provides the funds. The Gorton block-grant amendment in the Senate eliminated the funds for the Fund for Improving Education (the account from which test development is funded), while the Goodling amendment prohibits the use of any funds for test development.

At the same time we should keep working to assemble a veto-proof margin of support for these provisions in the House. This requires picking up 20 votes over the 125 who initially opposed Goodling. In addition, in order to put the testing plan on firmer footing over the long haul, we will aim generally to secure broader support within the Democratic Caucus and among moderate Republicans in the House.

II. Timing

The conferees are likely to be appointed and begin work next week. In addition to the conventional practice of naming the subcommittee chairs, it is conceivable that Goodling will push to be named a conferee as well.

Staff from Legislative Affairs predict that this will be a long conference, with the prospect of one or more short-term CR's that will carry us through to mid-October before likely completion.

The testing issue will be one of the most difficult conference issues, along with the Gorton amendment and funding levels for several specific programs including Goals 2000, Pell, and

America Reads. Outside of education, it appears that the Teamsters election will also be a difficult issue. At this point, it is too early to determine the likely interplay among these issues, the tradeoffs we may be forced to consider among them, or additional modifications to the testing initiative itself that we will need to consider. As we continue to consult with our current and most likely supporters in the House, we will clarify what our options are likely to be.

III. Communications

Our best strategy for achieving victory is to convince the Republicans that they will pay a heavy price, again, for opposing our efforts to improve public education.

Therefore, we will work to tie the House vote on testing, the Senate block grant vote, and the anticipated DC voucher proposals together to support an overall message that the President is trying to improve public education, while Republicans are once again trying to abandon and weaken it.

We have several key opportunities to begin to hammer the message home over the next several weeks, starting with this Saturday's radio address and Charter Schools event. The Education Department is planning a press conference for Secretary Riley next week to amplify this message, and we are working with the Vice President's office to develop events that would enable him to carry this message as well. In addition, we will look for additional events for the President and other principals in the next several weeks.

The Education Department will continue its efforts to speak to editorial boards around the country, now targeting key editorial boards in the states and districts of conferees.

We will again urge business leaders -- CEO's affiliated with the Business Roundtable, the Chamber of Commerce, and the National Alliance of Business, as well as the high tech CEO's who endorsed the President's plan last Spring -- to place op-eds in support of the tests and to seek other opportunities to visibly highlight their support. In addition, we will ask supportive Republican opinion leaders (e.g., Finn, Ravitch, Engler) to place op-eds. Both groups can be particularly helpful in framing the Senate provision as a compromise House Republicans can and should accept.

IV. Legislative

White House and Education Department staff, as well as Secretary Riley, will work with our friends in the House to determine how best to broaden our support on both sides of the aisle. On the Republican side, Porter, Riggs and Castle are most likely to assemble moderate support behind the Senate provisions, though it is not yet clear how they will deal with Goodling, who remains dug in. We expect our business supporters to reach out to both the House Republican leadership and targeted members who are most likely to be supportive.

On the Democratic side, we will continue to work to address concerns of the Black and Hispanic Caucuses. Secretary Riley will meet next week with Reps. Harold Ford Jr., Al Wynn and Chaka Fattah, the three members of the Black Caucus who voted against Goodling, to seek their advice on how we can best approach others in the Caucus. Right now, we believe the primary issue for

the CBC is school construction. If it becomes clear that the support of the Black Caucus for the tests can be gained only by committing to a school construction initiative, we would recommend serious consideration of this, outside our normal budget process. In this case, the best move we can make on this front in the short-term would be to support the Daschle/Gephardt proposal.

We will continue to look for steps we can take to reduce the concerns of the Hispanic Caucus. As you know, the central issue here is our decision to give the reading test only in English. We are exploring a number of ways to address this. One would identify existing, commercially available reading tests in Spanish that are based on the same national standards as our reading test, and would therefore be highly comparable. We are addressing a number of feasibility issues before we will be ready to discuss this option with the caucus and others in the Hispanic community. This option may not be acceptable to the Hispanic Caucus. However, it would not require Congressional approval, and therefore could not be easily blocked by Republicans. In addition, we can offer one of the new slots on NAGB to an Hispanic mayor. Further, we are working to develop some legislative options (e.g., to explicitly provide for the tests, to permit NAGB to decide whether to provide them) and to determine whether any could be acceptable to the Hispanic Caucus without losing Republican support or precipitating an effort to add language in conference that would prohibit a Spanish language test.

V. Outreach

In addition to the steps above, we will work with our allies in the education and business communities to continue to support the President's initiatives, oppose amendments that stop them, and mobilize behind our overall message to support public education.

Girls-Only School May Violate Boys' Rights, U.S. Officials Say

By JACQUES STEINBERG

The experimental all-girls public academy that opened in East Harlem last fall appears to violate civil rights laws by discriminating against boys, but a compromise could keep it open, Federal education officials said yesterday.

Schools Chancellor Rudy Crew, however, balked at any suggestion of concessions and hinted that he would be willing to go to court to defend the school.

The Federal education officials did not issue a formal finding of violation against the school yesterday or order it to close. Instead, they asked the Board of Education to begin negotiations on a possible solution: either arranging to admit boys to the school, the Young Women's Leadership School, or establishing a separate program near the 106th Street campus for boys only. But a spokesman for the Chancellor said he did not intend to support either option.

"I am confident that strong legal grounds support the continued operation of this school and believe a final ruling ultimately will be issued in its favor," Dr. Crew said in a statement.

The Chancellor has been a strong advocate of the school, which admitted 56 seventh-grade girls last September and, this month, expanded its

Founded as a way to develop self-confidence in young women.

roster to 150 girls in grades seven through nine. The school is scheduled to expand to grades 10 through 12 by the fall of 2000.

The preliminary finding by the United States Department of Education's Office of Civil Rights was conveyed yesterday in a series of telephone calls to the school board's lawyers, as well as to the civil rights advocates who are challenging the single-sex school as a violation of the Title IX prohibition against sex discrimination.

But because the department's message was two-fold — that the school appeared to violate the law, but that a remedy was possible — both the school's advocates and its detractors claimed some measure of victory yesterday.

Ann Rubenstein Tisch, the philanthropist who conceived the school as a way to build girls' confidence, said

she was "cautiously optimistic" that Federal and city officials would find a way to keep the school operating as a single-sex institution.

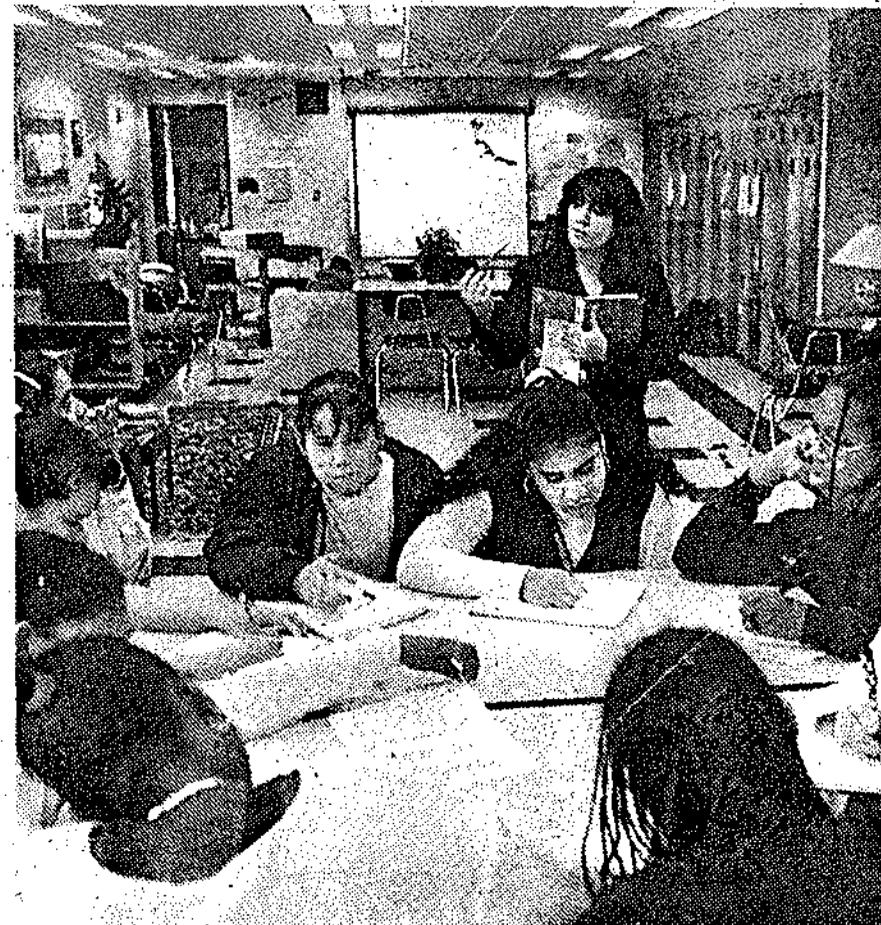
But Michael Meyers, the executive director of the New York Civil Rights Coalition, which joined in the complaint against the school, said he was heartened that the Federal officials had signaled their concerns that the school was discriminatory.

Mr. Meyers said, however, that he would be angered if the ultimate solution was the opening of a comparable school for boys, because he had filed the complaint out of opposition to any form of single-sex education.

"That would be a Pyrrhic victory," said Mr. Meyers, who added that he would settle for nothing short of the school's recruiting of boys.

For their part, Federal education officials were saying little publicly yesterday. A spokesman for the Office of Civil Rights, Rodger Murphey, said that officials had expressed "concerns" to the Board of Education, but he refused to elaborate.

In seeking to negotiate a compromise, the department was apparently trying to avoid establishing a broad precedent on a politically volatile issue. The courts have never clearly established whether Title IX, which took effect in 1972, bars the creation of single-sex schools.



James Estrin/The New York Times

Students at the Young Women's Leadership School in East Harlem.

THURSDAY, SEPTEMBER 18, 1997

The New York Times

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 we do?
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Philatelic Progress: Self-Stickers

CLINTON LIBRARY PHOTOGRAPHY

By CAREY GOLDBERG

BOSTON, Sept. 17 — Probably, nobody warned you.

You stopped at the post office one day, bought some stamps and wished some preparatory saliva around as you laid out your envelopes. Then, like millions of other Americans in the last three years, you were hit by a realization: "Hey, you don't have to lick these!"

Yes, in a quiet, pleasant revolution affecting one of life's small necessities, the United States Postal Service has gradually shifted to stamps that peel off and stick with no help from the tongue.

The use of no-lick stamps expanded this year to 80 percent of the nearly 40 billion stamps issued, up from 60 percent issued last year, 20 percent in 1995 and 8 percent in 1994.

Next year, the percentage may reach 90, the Postal Service said. And if the trend continues, lickable stamps will soon be only a bad taste fading in the national memory.

"People say, 'This is the best thing the post office has ever done,'" said Michael Sutherby, a philatelic clerk at a post office in downtown Boston. "They call them all sorts of different names: 'Give me the self-stickers, the crack-and-peels, the peel-and-stick stamps, the self-sticking stamps' — I could go on and on."

In fact, the official name for the newfangled stamps is "self-adhesives"; the old kind are known as "gummed" or "water-activated."

Although the self-adhesives are so popular that clerks say it is hard to get customers interested in the gummed kind, their path to the marketplace has not been without its twists and turns.

When the Postal Service first introduced self-adhesive Christmas stamps in 1974, it prompted an outcry from collectors, who complained that the glue soaked through the stamps, discoloring them and sticking album pages together.

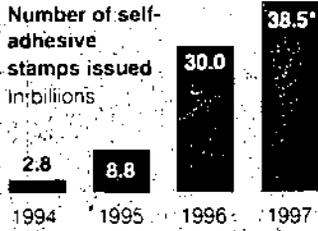
It was nearly two decades before the Postal Service tried again. This time, said Azeezaly Jaffer, executive director of stamp services for the Postal Service, the development of self-adhesives was spurred by the demand among American soldiers in the Persian Gulf war for stamps that would hold up in the heat and humidity of the Middle East.

Once the stamps hit the mass market in 1994 there was a new problem: they quickly became so popular that

TRENDS

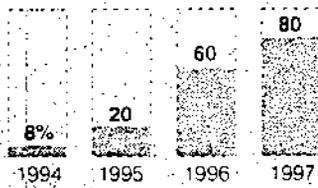
No More Licking

The U.S. Postal Service has gradually shifted from lickable postage stamps to no-lick versions.



* Estimate for all of 1997

Percentage of stamps in self-adhesive format



Source: United States Postal Service

The New York Times

post offices could not keep up with the demand.

If there were complaints this time, it was that the Postal Service did not shift quickly enough to the self-adhesive newcomers, which are much easier and faster and more sanitary to use.

Other objections came from environmentalists and recyclers. They complained that the glue on the self-adhesive stamps, because it was not soluble in water, created blemishes and holes in recycled paper.

But the Postal Service said that the problems were relatively minor and that an "environmentally benign" glue for self-adhesives was within sight, needing just a bit more testing. The postal powers, seeking even higher environmental virtue, have also begun issuing "linerless" rolls of self-adhesive stamps, which unroll like Scotch tape and save on waste because they need no backing.

That leaves only some stamp collectors unhappy. They have long complained about the self-adhesive stamps because they did not lend themselves to the hobbyists' need to



Keith Meyers/The New York Times

Customers at Post Office Square in Boston prefer no-lick stamps.

tear off one stamp for placement in an album.

But lately, self-adhesives have become better even for collectors, said William Crowe, a senior expert at the Philatelic Foundation in New York. The latest sheets of the Bugs Bunny stamp, he said, have been issued in a perforated format that makes it easier to take off one stamp.

Mr. Crowe surmised that gummed stamps would stay around for quite a while, though, because they are better suited for packages that require several stamps at once. "In the good old days, you'd lick the whole back of a block of 12 and it went on very easily," he said.

But there were no enthusiasts for the gummed version to be found on a recent visit to the station at Boston's Post Office Square, where Mr. Sutherby plies his philatelic wares. All the customers who were asked about the self-adhesives said they preferred them, and some responded with downright passion, using words like "love" and "adore."

"You can only lick so many stamps before you get really ill," said Daniel Mejia, an official of the New England Rugby Football Union. "Doing mailings, I get really sick of licking."

And even Postal Service employees pop a superlative or two. "I tell people self-adhesives are probably the greatest invention since sliced bread," Mr. Jaffer said.

The New York Times

THURSDAY, SEPTEMBER 18, 1997

F.D.A. Panel Recommends Pain-Killing Lollipop

GAITHERSBURG, Md., Sept. 17 (AP) — A raspberry-flavored lollipop-loaded with narcotic pain-killer for treatment of cancer patients was recommended today for Federal approval, despite concerns about accidental poisoning of children.

A Food and Drug Administration

ries.

The drug is a sugar-based lozenge loaded with fentanyl citrate, a narcotic commonly used in other forms to treat cancer pain. The lollipop is an off-white color and the stick bears a large "RX" mark.

Anesta officials said the product is

sudden spasms of pain so severe that they break through the round-the-clock dosage used to control pain.

Steven A. Shoemaker of Anesta said the company recognized the attraction the lollipop might have for children and has developed an extensive program of education, careful

Education

oft of Missouri, Roy Romer
and Terry E. Branstad of Iowa
the exchange. Lamar Alex-
andary of Education.

ing

nd started programs to reju-
vate an education system that wasn't
meeting expectations. We've already
gone through the days of issuing report
cards about the dismal state of our
schools. I need any more of those.
I'm going to put the focus on the
something about this state of

I'll unveil an aggressive
new education strategy.
You already know this, and maybe
let me just summarize for
you in just a few sentences. For
the future, we must make existing
programs more accountable. For
the next generation—that's the next gen-
eration—we must create a new generation
of schools. For all of us—for the
rest of our school days are over—
to come a nation of students, to
earn a lifelong process.
In our schools, we must culti-
vate places where learning can
happen. Our strategy will bring us even
closer to ensure that America's chil-
dren receive the best education in the

world of new ideas. And there
are ideas out there, out in the
cities and the communities,
and business communities.
I'm using everything in my power to
bring you a chance. With Secretary
Richard is strong new team, and
I think we're on our way to
the chapter. I like to think of it
as a chance in American educa-

also proof that this new
strategy just begins with our

schools, that our dedication doesn't end
when the bell rings at the end of every
school day. Every single American has a
stake in what we're starting today, and I am
confident that we'll rise to the challenge.

Forty or fifty years from now, some fifth
or sixth grader who's sitting in a classroom
somewhere in America today will be stand-
ing here in my place. Because of the com-
mitment that I am told exists in the Depart-
ment of Education, here in this room, in
the various communities represented,
whether it's the Governors or business or
some in labor so interested in all of this, or
the State legislators—because of that com-

mitment, I know in my heart that that
person—she or he—will have had every op-
portunity that this great country has to
offer.

So, let's go to work. I know we can do it.
And I'm with you all the way. Thank you so
very much for your involvement. And may
God bless this effort and our great country.
Thank you all.

*Note: The President spoke at 11:23 a.m. in
Room 450 of the Old Executive Office
Building. In his remarks, he referred to Sec-
retary of Education Lamar Alexander.*

Nomination of Mike Hayden To Be an Assistant Secretary of the Interior

April 18, 1991

The President today announced his inten-
tion to nominate Mike Hayden, of Kansas,
to be Assistant Secretary for Fish and Wild-
life at the Department of the Interior. He
would succeed Constance Bastine Harri-
man.

Governor Hayden served as Governor of
the State of Kansas from 1987 to 1990.
Prior to this he served as a speaker of the
Kansas House of Representatives, 1982-
1986. From 1978 to 1982, he served as
chairman of the house ways and means

committee, Kansas House of Representa-
tives.

Governor Hayden graduated from Kansas
State University with a bachelor of science
degree in wildlife conservation, 1966, and a
master of science degree in biology from
Fort Hays State University, 1974. Governor
Hayden served in the U.S. Army, 1968-
1970. He was born March 16, 1944, in
Colby, KS. Governor Hayden is married,
has two children, and resides in Topeka, KS.

Address to the Nation on the National Education Strategy

April 18, 1991

Thank you all for joining us here in the
White House today. Let me thank the
Speaker for being with us, and the majority
leader; other distinguished Members, com-
mittee heads and ranking members, and
very important education committees here
with us today. I want to salute the Govern-
ors, the educators, the business and the
labor leaders, and especially want to single
out the National Teachers of the Year. I
believe we have 10 of the previous 11

Teachers of the Year with us here today,
and that's most appropriate and most fit-
ting.

But together, all of us, we will underscore
the importance of a challenge destined to
define the America that we'll know in the
next century.

For those of you close to my age, the 21st
century has always been a kind of short-
hand for the distant future—the place we
put our most far-off hopes and dreams. And

today, that 21st century is racing towards us—and anyone who wonders what the century will look like can find the answer in America's classrooms.

Nothing better defines what we are and what we will become than the education of our children. To quote the landmark case *Brown versus Board of Education*, "It is doubtful that any child may reasonably be expected to succeed in life if he is denied the opportunity of an education."

Education has always meant opportunity. Today, education determines not just which students will succeed but also which nations will thrive in a world united in pursuit of freedom in enterprise. Think about the changes transforming our world: the collapse of communism and the cold war, the advent and acceleration of the Information Age. Down through history, we've defined resources as soil and stones, land and the riches buried beneath. No more. Our greatest national resource lies within ourselves: our intelligence, ingenuity, the capacity of the human mind.

Nations that nurture ideas will move forward in years to come. Nations that stick to stale old notions and ideologies will falter and fail. So I'm here today to say America will move forward. The time for all the reports and rankings, for all the studies and the surveys about what's wrong in our schools is past. If we want to keep America competitive in the coming century, we must stop convening panels to report on ourselves. We must stop convening panels that report the obvious. And we must accept responsibility for educating everyone among us, regardless of background or disability.

If we want America to remain a leader, a force for good in the world, we must lead the way in educational innovation. And if we want to combat crime and drug abuse, if we want to create hope and opportunity in the bleak corners of this country where there is now nothing but defeat and despair, we must dispel the darkness with the enlightenment that a sound and well-rounded education provides.

Think about every problem, every challenge we face. The solution to each starts with education. For the sake of the future of our children, and of the Nation's, we

must transform America's schools. The days of the status quo are over.

Across this country, people have started to transform the American school. They know that the time for talk is over. Their slogan is: Don't dither, just do it. Let's push the reform effort forward. Use each experiment, each advance to build for the next American century—new schools for a new world.

As a first step in this strategy, we must challenge not only the methods and the means that we've used in the past but also the yardsticks that we've used to measure our progress. Let's stop trying to measure progress in terms of money spent. We spend 33 percent more per pupil in 1991 than we did in 1981—33 percent more in real, constant dollars. And I don't think there's a person anywhere, anywhere in the country, who would say that we've seen a 33-percent improvement in our schools' performance.

Dollar bills don't educate students. Education depends on committed communities, determined to be places where learning will flourish; committed teachers, free from the noneducational burdens; committed parents, determined to support excellence; committed students, excited about school and learning. To those who want to see real improvement in American education, I say: There will be no renaissance without revolution.

We who would be revolutionaries must accept responsibilities for our schools. For too long, we've adopted a no-fault approach to education. Someone else is always to blame. And while we point fingers out there, trying to assign blame, the students suffer. There's no place for a no-fault attitude in our schools. It's time we held our schools—and ourselves—accountable for results.

Until now, we've treated education like a manufacturing process, assuming that if the gauges seemed right—if we had good pay scales, the right pupil-teacher ratios—good students would just pop out of our schools. It's time to turn things around—to focus on students, to set standards for our schools and let teachers and principals figure out how best to meet them.

America's schools. The days are over. In this country, people have started the American school. Their time for talk is over. Their lither, just do it. Let's push forward. Use each experience to build for the next y—new schools for a new

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We've made a good beginning by setting the Nation's sights on six ambitious national education goals—and setting for our target the year 2000. Our goals have been forged in partnership with the Nation's Governors, several of whom are with us here today in the East Room. And those who have taken a leadership are well-known to everyone in this room. And for those who need a refresher course—there may be a quiz later on—let me list those goals right now.

By 2000, we've got to, first, ensure that every child starts school ready to learn; second one, raise the high school graduation rate to 90 percent; the third one, ensure that each American student leaving the 4th, 8th, and 12th grades can demonstrate competence in core subjects; four, make our students first in the world in math and science achievements; fifth, ensure that every American adult is literate and has the skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship; and sixth, liberate every American school from drugs and violence so that schools encourage learning.

Our strategy to meet these noble national goals is founded in common sense and common values. It's ambitious and yet, with hard work, it's within our reach. And I can outline our strategy in one paragraph, and here it is: For today's students, we must make existing schools better and more accountable. For tomorrow's students, the next generation, we must create a new generation of American schools. For all of us, for the adults who think our school days are over, we've got to become a nation of students—recognize learning is a lifelong process. Finally, outside our schools we must cultivate communities where learning can happen. That's our strategy.

People who want Washington to solve our educational problems are missing the point. We can lend appropriate help through such programs as Head Start. But what happens here in Washington won't matter half as much as what happens in each school, each local community, and yes, in each home. Still, the Federal Government will serve as a catalyst for change in several important ways.

Working closely with the Governors, we will define new world-class standards for

schools, teachers, and students in the five core subjects: math and science, English, history and geography. We will develop voluntary—let me repeat it—we will develop voluntary national tests for 4th, 8th, and 12th graders in the five core subjects. These American Achievement Tests will tell parents and educators, politicians, and employers just how well our schools are doing. I'm determined to have the first of these tests for fourth graders in place by the time that school starts in September of 1993. And for high school seniors, let's add another incentive—a distinction sure to attract attention of colleges and companies in every community across the country—a Presidential Citation to students who excel on the 12th-grade test.

We can encourage educational excellence by encouraging parental choice. The concept of choice draws its fundamental strength from the principle at the very heart of the democratic idea. Every adult American has the right to vote, the right to decide where to work, where to live. It's time parents were free to choose the schools that their children attend. This approach will create the competitive climate that stimulates excellence in our private and parochial schools as well.

But the centerpiece of our national education strategy is not a program, it's not a test. It's a new challenge: To reinvent American education—to design new American schools for the year 2000 and beyond. The idea is simple but powerful: Put America's special genius for invention to work for America's schools. I will challenge communities to become what we will call America 2000 communities. Governors will honor communities with this designation if the communities embrace the national education goals, create local strategies for reaching these goals, devise report cards for measuring progress, and agree to encourage and support one of the new generation of America's schools.

We must also foster educational innovation. I'm delighted to announce today that America's business leaders, under the chairmanship of Paul O'Neill, will create the New American Schools Development Corporation, a private sector research and de-

velopment fund of at least \$150 million to generate innovation in education.

This fund offers an open-end challenge to the dreamers and the doers eager to reinvent, eager to reinvigorate our schools. With the results of this R&D in hand, I will urge Congress to provide \$1 million in startup funds for each of the 535 New American Schools—at least one in every congressional district—and have them up and running by 1996.

The New American Schools must be more than rooms full of children seated at computers. If we mean to prepare our children for life, classrooms also must cultivate values and good character—give real meaning to right and wrong.

We ask only two things of these architects of our New American Schools: that their students meet the new national standards for the five core subjects, and that outside of the costs of the initial research and development, the schools operate on a budget comparable to conventional schools. The architects of the New American Schools should break the mold. Build for the next century. Reinvent—literally start from scratch and reinvent the American school. No question should be off limits, no answers automatically assumed. We're not after one single solution for every school. We're interested in finding every way to make schools better.

There's a special place in inventing the New American School for the corporate community, for business and labor. And I invite you to work with us not simply to transform our schools but to transform every American adult into a student.

Fortunately, we have a secret weapon in America's system of colleges and universities—the finest in the entire world. The corporate community can take the lead by creating a voluntary private system of world-class standards for the workplace. Employers should set up skill centers where workers can seek advice and learn new skills. But most importantly, every company and every labor union must bring the worker into the classroom and bring the classroom into the workplace.

We'll encourage every Federal agency to do the same. And to prove no one's ever too old to learn, Lamar, with his indefatiga-

ble determination and leadership, has convinced me to become a student again myself. Starting next week, I'll begin studying. And I want to know how to operate a computer. [Laughter] Very candidly—I don't expect this new tutorial to teach me how to set the clock on the VCR or anything complicated. [Laughter] But I want to be computer literate, and I'm not. There's a lot of kids, thank God, that are. And I want to learn, and I will.

The workplace isn't the only place we must improve opportunities for education. Across this nation, we must cultivate communities where children can learn—communities where the school is more than a refuge, more than a solitary island of calm amid chaos. Where the school is the living center of a community where people care—people care for each other and their futures—not just in the school but in the neighborhood, not just in the classroom but in the home.

Our challenge amounts to nothing less than a revolution in American education—a battle for our future. And now, I ask all Americans to be Points of Light in the crusade that counts the most: the crusade to prepare our children and ourselves for the exciting future that looms ahead.

What I've spoken about this afternoon are the broad strokes of this national education strategy: accountable schools for today, a new generation of schools for tomorrow, a nation of students committed to a lifetime of learning, and communities where all our children can learn.

There are four people here today who symbolize each element of this strategy and point the way forward for our reforms. Esteban Pagan—Steve—an award-winning eighth-grade student in science and history at East Harlem Tech, a choice school. Steve? Right here, I think. Stand up, now.

Mike Hopkins, lead teacher in the Saturn School in St. Paul, Minnesota, where teachers have already helped reinvent the American school. Mike, where are you? Right here, sir. Thank you.

David Kelley, a high-tech troubleshooter at the Michelin Tire plant in Greenville, South Carolina. David has spent the equivalent of 1 full year of his 4 years at Michelin

and leadership, has become a student again. Next week, I'll begin studying to know how to operate a [later] Very candidly—I'll have a new tutorial to teach me to look on the VCR or any [Laughter] But I want to be, and I'm not. There's a God, that are. And I want

isn't the only place we have opportunities for education. We must cultivate communities where children can learn—communities where the school is more than a solitary island of calm. The school is the living community where people care—each other and their future. The school but in the end, it's just in the classroom but

amounts to nothing less than an American education—a dream. And now, I ask all of you to be Points of Light in the crusade that counts most: the crusade to prepare our children and ourselves for the future that looms ahead. About this afternoon are the points of this national education strategy. The schools for today, a commitment to a lifetime of communities where all our

people here today who are part of this strategy and vision for our reforms. Eschew—no award-winning technology in science and history. Tech, a choice school. I think. Stand up, now. Lead a teacher in the Saturn plant in Minnesota, where teachers helped reinvent the American car. Where are you? Right here. A high-tech troubleshooter at the Saturn plant in Greenville, South Carolina. David has spent the equivalent of his 4 years at Michelin

back at his college expanding his skills. David? There he is.

Finally, Michelle Moore, of Missouri, a single mother active in Missouri's Parents as Teachers program. She wants her year-old son, Alston, to arrive for his first day of school ready to learn. Michelle?

So, to sum it up, for these four people and for all the others like them, the revolution in American education has already begun. Now I ask all Americans to be Points of Light in the crusade that counts the most: the crusade to prepare our children and ourselves for the exciting future that looms ahead. At any moment in every mind, the miracle of learning beckons us all. Between now and the year 2000, there

is not one moment or one miracle to waste.

Thank you all. Thank you for your interest, for your dedication. And may God bless the United States of America. Thank you very much.

Note: The President spoke at 2 p.m. in the East Room at the White House. In his remarks, he referred to Thomas S. Foley, Speaker of the House of Representatives; Richard A. Gephardt, House majority leader; Paul H. O'Neill, chairman and chief executive officer of the Aluminum Co. of America and Chairman of the President's Education Policy Advisory Committee; and Secretary of Education Lamar Alexander.

White House Fact Sheet on the President's Education Strategy April 18, 1991

The President today outlined his strategy to move the Nation toward achieving the national education goals and educational excellence for all Americans. The President believes we must restructure and revitalize America's education system by the year 2000. Emphasizing that this effort is a national challenge, the President asked all Americans to take part in "the crusade that counts most—the crusade to prepare our children and ourselves for the exciting future that looms ahead."

America 2000 builds on four related themes:

- Creating better and more accountable schools for today's students,
- Creating a new generation of American schools for tomorrow's students,
- Transforming America into a nation of students, and
- Making our communities places where learning will happen.

I. Creating Better and More Accountable Schools for Today's Students

The President called on all Americans to help create better and more accountable schools based on world class standards and the principle of accountability. He encour-

aged all elements of our communities—families, businesses, unions, places of worship, neighborhood organizations, and other voluntary associations—to work together with our schools to help the Nation achieve educational excellence.

A. World Class Standards in Five Core Subjects

The President believes the time has come to establish world class standards for what our children should know and be able to do in five core subjects: English, mathematics, science, history, and geography.

- Through the National Education Goals Panel, and working with interested parties throughout the Nation, the President and the Governors will develop a timetable for establishing national standards in these five subjects, and in September 1991, and each year thereafter, the panel will report to the Nation on progress toward the national education goals.
- The standards are intended to lift the entire education system and improve the learning achievement of all students. The President and the Governors oppose a national curriculum or

federalizing our education system.

B. A System of Voluntary National Examinations

Through the efforts of the National Education Goals Panel, a system of voluntary examinations will be developed and made available for all fourth, eighth, and twelfth grade students in the five core subjects.

- These American Achievement Tests will challenge all students to strive to meet the world class standards and ensure that, when they leave school, students are prepared for further study and the workforce. The tests will measure higher order skills (i.e., they will not be strictly multiple choice tests).
- The President, working with the Nation's Governors, will seek congressional authorization for State-level national assessment of educational progress assessments and for optional use of these assessments at district and school levels.
- Students who distinguish themselves on the American Achievement Tests will receive a Presidential Citation for Educational Excellence in recognition of their outstanding achievement.
- The President will seek authorization for Presidential Achievement Scholarships to reward academic excellence among low income students pursuing postsecondary education opportunities. These financial awards will be based on superior high school and college performance.

C. Schools as the Site of Reform

The administration will help strengthen the capacity of elementary and secondary schools to improve results and to innovate by increasing flexibility in decisionmaking at the State, district, and school levels and encouraging report cards on performance.

- In addition to an annual National Report Card, the President will encourage schools, school districts, and States to issue regular report cards on their education performance. These report cards will measure results and progress toward achieving the national education goals.

- As part of his America 2000 Excellence in Education Act of 1991, the President will again seek legislation that will allow greater flexibility in the use of Federal resources for education in exchange for enhanced accountability for results.
- To stimulate reform in mathematics and science education, the America 2000 Excellence in Education Act of 1991 will include \$40 million for new grants to school districts that show significant gains in student achievement. Awards will be used for continued improvements in these vital subjects.
- The America 2000 Excellence in Education Act of 1991 also will seek funds for a Merit Schools Program for States to award individual schools that demonstrate significant progress toward the national education goals. States may "bank" funds over several years to create even more incentives for successful schools.

D. Providing and Promoting School Choice

The President believes that educational choice for parents and students is critical to improving our schools.

- The President will promote State and local choice programs as part of his America 2000 Excellence in Education Act of 1991.
- A \$200 million Education Certificate Program Support Fund will provide incentive grants to local school districts with qualified education certificate programs that enhance parental choice.
- National school choice demonstration projects will be supported through a \$30 million initiative.
- The administration also will seek ways to ensure that Federal education programs are more supportive of choice.

E. Teachers and Principals

America's teachers and principals are on the front lines of transforming our schools. As part of his America 2000 Excellence in Education Act of 1991, the President will propose several initiatives to promote outstanding leadership in our schools.

- Presidential Awards for Excellence in

America 2000 Excellence in Education Act of 1991, the President will seek legislation that will provide flexibility in the use of resources for education in exchange for enhanced accountability for

reform in mathematics education, the America 2000 Excellence in Education Act will include \$40 million for new school districts that show significant improvement in student achievement to be used for continued improvement in these vital subjects.

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Promoting School Choice

The President believes that educational choice for parents and students is critical to the success of our schools.

The President will promote State and Federal programs as part of his America 2000 Excellence in Education

Education Certificate Program. The President's Education Certificate Program will provide incentives to local school districts to provide education certificate programs to promote parental choice.

The President's choice demonstration program will be supported through a grant program. The President also will seek ways to expand Federal education programs that are supportive of choice.

Principals

Teachers and principals are on the front lines of transforming our schools. Under the America 2000 Excellence in Education Act of 1991, the President will take several initiatives to promote outstanding teachers in our schools.

The President's awards for Excellence in

Education will recognize and reward outstanding teachers across America.

- The President will encourage States and communities to provide alternative routes of certification through one-time grants to States to support implementation of alternative certification.
- In order to improve the training of school principals and other school leaders, the President will propose establishing Governors' academies in every State with Federal seed money to enhance principal training through instructional and mentoring programs.
- The President will seek to establish Governors' academies for America's teachers with Federal seed money to offer advanced instruction focusing on the five core academic disciplines.

The President also encouraged States to consider differential pay and financial and other awards for those who excel in teaching, teach core subjects, teach in challenging settings, and serve as mentors for new teachers.

II. Creating a New Generation of American Schools for Tomorrow's Students

The President today challenged the best minds in America to design—and help communities create—the best schools in the world.

A. Research and Development

A series of research and development teams, funded by contributions from the business community, will help design a new generation of American schools.

- America's business leaders will establish and mobilize private resources for the New American Schools Development Corporation, a new non-profit organization that will award contracts in 1992 to between three and seven research and development teams. These teams may consist of corporations, universities, think tanks, school innovators, and others. The teams' products will be available to the American people.
- The mission of these teams is to help communities create schools that will reach the national education goals, including world class standards in the

five core subjects for all students, as monitored by the American Achievement Tests and similar measures.

- The President will ask his Education Policy Advisory Committee, as well as the Department of Education, to examine the work of these research and development teams and to report on their progress.

B. New American Schools

The President will ask Congress to provide \$550 million in one-time start-up funds to create at least 535 New American Schools that "break the mold" of existing school designs.

- These funds will provide up to \$1 million for each New American School to underwrite special staff training, instructional materials, or other support the school needs. The goal is to have at least one New American School operating in each congressional district by September 1996.
- Once the schools are launched, the operating costs of the New American Schools will be no more than those of conventional schools.
- The President also will ask Congress for start-up funds to help design state-of-the-art technology appropriate for New American Schools.
- A New American School does not necessarily mean new bricks-and-mortar. Nor does a New American School have to rely on technology; the quality of learning is what matters.

C. America 2000 Communities

The President called on every community in the country to do four things:

- Adopt the six national education goals,
- Establish a community-wide strategy for achieving the goals,
- Develop a report card for measuring its progress, and
- Demonstrate its readiness to create and support a New American School.

Communities that accept this challenge will be designated, by the Governors of their States, as "America 2000 Communities."

- Governors, in conjunction with the Secretary of Education, will review community-developed plans with the assistance of a distinguished advisory panel and will determine which America 2000 communities in each State will receive Federal financial support in starting New American Schools.
- The Governors and the Secretary will ensure that many such schools serve communities with high concentrations of children at risk.

D. Leadership at All Levels

Transforming American education and creating a new generation of American schools will require the commitment of America's leaders at all levels:

- The President welcomes the commitment by American business to contribute \$150-\$200 million to support the research and development effort.
- The President asked the Nation's Governors to lead the New American Schools effort in their States.
- The President challenged State legislatures to: support the creation and operation of New American Schools; embrace the world class standards and adopt the American Achievement Tests; and work toward school, district, and State-level report cards.
- The President encouraged civic leaders to help organize community plans all across the country to seek designation as an America 2000 community, and to help plan and operate New American Schools. Business can encourage local schools to use the world class standards and American Achievement Tests, and encourage schools to issue report cards on their performance.
- The President called on educators to accept new roles and to take risks. Teachers, principals, and other educators are asked to work to develop a consensus on the world class standards and to determine what it would take to create a New American School in each community.

E. Families and Children Devoted to Learning

The President called on parents to urge use of world class standards, American Achievement Tests, and report cards by local schools. Parents must play a key role in creating New American Schools in their own communities and must work with children in the home to improve children's performance in school.

III. Transforming America into "A Nation of Students"

The President believes that learning is a life-long challenge. Approximately 85 percent of America's workers for the year 2000 are already in the workforce. Improving schools for today's and tomorrow's students is not sufficient to ensure a competitive America in the year 2000. The President called on Americans to move from "A Nation at Risk" to "A Nation of Students" by continuing to enhance the knowledge and skills of all Americans.

A. Strengthening the Nation's Education Effort for Yesterday's Students, Today's Workers

To advance the goal of improving literacy for all Americans:

- The President will push for greater accountability and choice in the Adult Education Act and will advance these twin principles in new adult literacy activities proposed under the new American 2000 Excellence in Education Act of 1991.
- The Department of Education will provide regular, timely, and reliable information by expanding the national adult literacy survey and collecting information about literacy efforts on a regular basis.

B. Establishing Standards for Job Skills and Knowledge

The President urged business and labor cooperatively to develop—and then to use—world class standards and core proficiencies for each industry. Federal resources will be sought to provide start-up

assistance for this effort.

C. Creating Business and Community Skill Clinics

Today's workers will be assisted through skill clinics—one-stop service centers located in businesses and communities across America where adults can get job skill diagnosis and referral services.

- The administration will urge businesses to make skill clinics available to their employees and encourage America 2000 communities to establish community skill clinics.
- Federal departments and agencies will be encouraged to establish such skill clinics and, working with the Office of Personnel Management, will be encouraged to undertake activities to upgrade their employees' skills.

D. Enhancing Job Training Opportunities

The Domestic Policy Council Job Training 2000 Working Group will review current Federal job training efforts and identify successful ways of motivating and enabling individuals to receive the comprehensive services, education, and skills necessary to achieve economic independence.

E. Mobilizing "A Nation of Students"

The President will work to transform "A Nation at Risk" into "A Nation of Students."

- The President called on the Secretary of Education and the Secretary of Labor to convene business and labor leaders, education and training experts, and Federal, State, and local government officials at a national conference on the education of adult Americans to launch a national effort to transform adult America into a "Nation of Students."

IV. Making our Communities Places Where Learning Will Happen

The President called on communities to adopt the six national education goals as

their own, set a community strategy to meet them, produce a report card to measure results, and agree to create and support a New American School.

The President believes that it is essential to reaffirm such enduring values as personal responsibility, individual action, and other core principles that must underpin life in a democratic society. The aim of the America 2000 community campaign is to make our communities places where learning will happen.

A. Greater Parental Involvement

The President urged parents to become more involved in their children's education and in the work of the New American Schools.

- Parents and teachers should encourage children to study more, learn more, and strive to meet higher academic standards.
- The President encouraged parents to read aloud daily to their children, especially their younger children.

B. Enhanced Program Effectiveness for Children and Communities

The President is committed to making government work better to improve programs for America's children and communities.

- Working through the Domestic Policy Council Economic Empowerment Task Force and with the Nation's Governors and other officials, the administration will undertake better coordination of existing Federal programs with corresponding State and local activities.
- As part of this effort, existing program eligibility requirements will be reviewed in order to streamline them and reduce Federal red tape. Wherever possible, States will be afforded maximum flexibility to design and implement integrated State, local, and Federal programming.



CITY OF BOSTON • MASSACHUSETTS

OFFICE OF THE MAYOR
THOMAS M. MENINO

CM -
Ty for dec.

Education

cc: MIKE -
Not a bad idea,
if you attach a few strings
on choice + failing schools
+ soc. promotion + ...
- BR

July 9, 1997

Bruce Reed
Director
Domestic Policy Council
The White House
1600 Pennsylvania Ave. N.W.
Washington, D.C. 20001

Dear Mr. Reed:

For the past year, I have had the privilege of chairing the Task Force on Public Schools for the United States Conference of Mayors. Mayors around the country are realizing that education is the key to the future of their cities – whether they have direct accountability for their schools as in Boston and Chicago, or informal involvement, as in Seattle, Denver and a number of other cities. I believe that this new heightened awareness of education issues by our nation's mayors should be recognized, encouraged and actively supported by the Clinton Administration.

Specifically, I would like to call your attention to several policy recommendations made by the mayors in the education resolution approved in San Francisco. This is the first time, to my knowledge, that the Conference of Mayors has adopted a comprehensive policy on education issues. In addition to our support for the President's efforts in the areas of early education, technology and literacy, we are also calling for a new initiative that would encourage more mayors to take a leadership role in public education.

Our proposal for a Mayors' Educational Initiatives Grant would establish a matching grant program within the Department of Education for mayors who are ready and able to put city resources on the table for new education reforms. There could be several categories within this program – one for cities such as Chicago and Boston which are already taking the lead on urban education reform; one for cities that are just embarking on this effort, such as Cleveland; and a third "planning" category for mayors

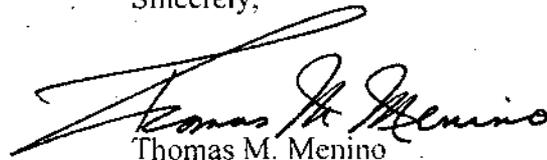
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who want to do more with their schools, but have not fully defined their agenda. There should also be a small amount set aside for the development of a technical assistance program for cities seeking to move forward on education reform – through 1-2 “Mayors’ Institutes” on a national level and hands on consulting at the local level.

This would not be a costly new federal program – rather, I believe that an investment of \$50 million at the national level would leverage several times that amount in state and local funds, as well as corporate and foundation monies. It would also be a strong signal of support by the Administration for those mayors who have stepped forward to tackle one of the toughest, but most rewarding challenges we face as city leaders – giving our young people the tools to compete for the jobs of the 21st century.

I greatly appreciate your consideration of this proposal and any feedback you might have. I am available at 617-635-3151 if you have any questions. Howard Leibowitz, the City’s Director of Intergovernmental Relations, is working with me on development of this proposal and can be reached at 617-635-3817.

Sincerely,



Thomas M. Menino
Mayor of Boston

Attachment

Resolution No. 16

Submitted By:

The Honorable Thomas Menino
Mayor of Boston

The Honorable Sharon Sayles Belton
Mayor of Minneapolis

The Honorable Richard M. Daley
Mayor of Chicago

The Honorable Arlene J. Mulder
Mayor of Arlington Heights

The Honorable Wellington E. Webb
Mayor of Denver

MAYORAL INVOLVEMENT IN EDUCATIONAL PARTNERSHIPS

1. **WHEREAS**, the increasing competitiveness of our global economy requires that our young people be better educated than at any time in our history; and
2. **WHEREAS**, the reduction in federal funding for many "second chance" programs such as job training and literacy makes it even more important that young people get a good education during their school years; and
3. **WHEREAS**, cities with older school systems, as well as communities experiencing rapid growth, are facing major school construction and renovation costs; and
4. **WHEREAS**, educational technology must be made available to needier school districts to mitigate the widening gap between technology "haves" and "have nots;" and
5. **WHEREAS**, mayoral involvement in educational partnerships can produce significant improvements in local schools; and
6. **WHEREAS**, the way the mayor and the schools relate will vary according to local needs and local structures, and all

mayors should be empowered to play an appropriate role in their local schools,

7. **NOW, THEREFORE, BE IT RESOLVED** that The United States Conference of Mayors believes that within the context of a collaborative partnership the following should be considered:
- a) Mayors should encourage the adoption of tough academic standards in schools.
 - b) Schools should provide adequate training in the basic skills needed to succeed in the current and future job market.
 - c) Through the city/school/business partnership, young people need to have many opportunities to develop relationships with adults.
 - d) Many local businesses, especially small businesses, should be engaged in school-to-career efforts. Specific goals in terms of the number of placements should be established in these efforts.
 - e) Mayors have a role in mobilizing the business community to assist in providing technology to the schools, wiring them, developing the curriculum and training teachers. In addition, mayors can assure that the technology is networked among the schools, libraries and colleges and universities.
 - f) Mayors, police chiefs and superintendents should identify initiatives which increase safety in and around schools and on school buses; and
8. **BE IT FURTHER RESOLVED** that areas for specific collaboration and joint activity of mayors and superintendents include reading programs, technology, school construction and renovation, social services, economic development, community schools/after-school programs and support for mayoral initiatives; and

9. BE IT FURTHER RESOLVED that The U.S. Conference of Mayors strongly supports continued expansion of the Title I and school-to-career programs of the U.S. Department of Education; and
10. BE IT FURTHER RESOLVED that The U.S. Conference of Mayors strongly supports increased funding within the U.S. Department of Education to spur new partnerships among mayors, schools, businesses and the community, with such funding including a Mayor's Educational Initiatives Grant program and a "Labor-Management Partnerships" program; and
11. BE IT FURTHER RESOLVED that The U.S. Conference of Mayors supports the President's school construction and renovation program, technology initiatives, and increased funding for after-school programs; and
12. BE IT FURTHER RESOLVED that The U.S. Conference of Mayors should examine the impact of welfare reform on schools and identify efforts and activities to mitigate anticipated problems; and
13. BE IT FURTHER RESOLVED that The U.S. Conference of Mayors should monitor research and efforts in early childhood programs and identify ways they can foster early learning programs.

Projected Cost: Unknown



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

Education

cc.

*Sylvia
Military
Bruce Reed.
is this the
right thing to
do?
John*

July 25, 1997

MEMORANDUM FOR JOHN PODESTA

Through: Gordon Adams *GA*
David Morrison *DM*

From: Suzanne White *SW*

Subject: Department of Defense Schools in Guam - Information Memorandum

Gordon Adams requested that I bring to your attention the intention of the Department of Defense (DoD) to establish its own school system in Guam as of October 1, 1997. The Deputy Secretary of Defense approved this action on July 9, 1997. Representative Underwood (D-Guam) and the Guamanian government in the past have preferred to continue with the current contractual arrangement, and are expected to oppose the Deputy Secretary's decision.

On April 29, 1997, the CINCPAC requested that DoD establish a Domestic Dependent Elementary and Secondary School system to respond to continuing dissatisfaction with the Guam education system. The Military Departments similarly have recommended that DoD terminate its contract with Guam, and move to accommodate approximately 3,300 DoD dependents in DoD facilities. This will require the use of temporary facilities short-term, and military construction of schools long-term, likely during fiscal years 1998 and 1999. DoD presently is working to identify funding sources.

*Mike -
What do you think?
BR*



NATIONAL EDUCATION GOALS PANEL

BACKGROUND Q&A: Background for Possible Press Questions

1. **You say in this report that progress is slightly better this year than last. On what evidence do you base that conclusion?**

First, let me clarify that each year the Goals Panel compares our most recent performance against where we started when the Goals were adopted at the beginning of this decade. This means that last year we were looking at six years of progress; this year we are looking at seven. We are not simply comparing whether things are better or worse than they were a year ago. In addition, we are looking at a larger number of indicators of progress this year than last.

Here are some examples that show progress is slightly better this year:

Goal 1:

- Last year we reported that infant health had improved in 37 states. The number is now 40.

Goal 2:

- Last year we reported that high school completion rates among young adults had increased in 5 states. This year the number is 10.

Goal 3:

- Last year we reported that U.S. mathematics achievement had improved in Grades 4 and 8. We now find that mathematics achievement has improved in Grades 4, 8, and 12.
- At the state level, we reported that mathematics achievement had improved in 10 states. The number is now 27.

Goal 5:

- Last year we reported that the percentage of mathematics and science degrees awarded to all students and to female students had increased. We now find that the percentage of degrees awarded to minority students has also increased.

At the state level, the number of states that have increased math and science degrees awarded to all students has risen from 46 to 47. The number of states that have increased math and science degrees awarded to minority students has increased from 30 to 33.

2. Have we achieved any of the Goals yet? Which are we most likely to achieve? Are we doing better in some than in others?

No, we have not achieved any of the Goals yet, but we have made significant progress in many areas, compared to where we started seven years ago.

We have made significant progress for Goals 1, 2, 3, and 5.

Goals 3& 5: Student Achievement and Math and Science - better

Many of the gains are in mathematics and science, measuring progress toward Goal 3 (Student Achievement and Citizenship) and Goal 5 (Mathematics and Science). This morning's presentation, for example, showed that:

- the majority of states have made significant gains in math and science in seven areas;
- mathematics achievement has gone up among 4th, 8th, and 12th graders at the national level; and
- 4th graders were outperformed only by Korea in science on the Third International Mathematics and Science Study (TIMSS).

Goal 1: Ready to Learn - better

On the whole, we also believe that we have made significant progress toward Goal 1 (Ready to Learn). Although we still lack a direct measure to tell us over time whether more youngsters are starting school ready to learn, our data show that the nation and the states have improved the health and well-being of our youngest children in a number of important ways that will better prepare them for school. For example, more infants are being born with a healthier start in life, more mothers are receiving early prenatal care, more toddlers are fully immunized, and more families are reading and telling stories regularly to their preschool-aged children.

Goal 2: High School Graduation - better

We are making some progress at the state level toward Goal 2, that the high school graduation rate will increase to at least 90%. Even though the national high school completion rate has remained steady at about 86%, 18 states have reached the 90% target. It seems entirely possible that the nation, too, can reach 90% by the year 2000.

Goal 7: Safe, Disciplined, Drug-free Schools - worse

Goal 7 -- that all schools will be safe, disciplined, and alcohol- and drug-free -- is where we have made the least progress. In fact, performance has declined on many measures. Student drug use and attempted sales of drugs at school have increased. Threats and injuries to teachers have increased. And more teachers are reporting that disruptions in their classrooms interfere with their teaching.

3. Why do you think that U.S. students can attain Goal 5 and be first in the world in mathematics and science achievement?

Evidence from TIMSS tells us that this Goal is attainable. Only Korea outperformed U.S. 4th graders in science. Only Singapore outperformed Minnesota 8th graders in science. And in earth science, Minnesota 8th graders were tied with Singapore for 1st place. This tells us that our students can be as good as students anywhere in the world.

Are we there yet? No. We are far from where we should be in math, and in science at the upper grades. But what we have learned from TIMSS is that we can do something about it. TIMSS tells us that we should expect more from our students. Our textbooks and the content of our math and science classes should be more challenging. We demand less from our students than other countries do, and our instruction is less focused. What we teach in 8th grade math classes is often covered in the 7th grade in other countries.

TIMSS also tells us that we need to create the conditions that will enable our teachers to teach well. Our teachers are trying to cover too many topics, resulting in only superficial understanding. We permit teachers who lack the appropriate training and credentials in math and science to teach these topics in our schools. And we need to provide the kinds of practical training and support for our teachers that other countries provide.

That is why in this report the Panel outlines three steps that we must take to raise mathematics and science achievement to world-class levels:

- a) Set tougher standards in math and science that are comparable to the best in the world.
- b) Align other components of the education system with the standards (curricula, instruction, textbooks, assessments, and school policies).
- c) Strengthen teachers' subject-matter and teaching skills and align state teacher policies with student standards.

In a few minutes we are going to hear Panel members and advisors discuss specific actions that they think educators, parents, policymakers, business, and higher education must take to move us closer to this Goal. Panel members will tell what they are doing in their own states to increase math and science achievement. After that a group of advisors to the Goals Panel will present their recommendations to the Panel on what should be done to raise student achievement to world-class levels.

4. **Several weeks ago the 1996 NAEP science results and the NAGB achievement levels were released. The headlines read, "One-third of students in U.S. fail to grasp basic science," "Most kids have basic, but not working, science knowledge," and "U.S. students do poorly in science test." Why does the Goals Panel sound so positive when others sound more negative about science achievement?**

The Goals Panel is looking at the overall picture of US improvement over time and performance in the world, not just one indicator. NAGB's recent press conference reported performance one indicator, 1996 science performance measured against newly set NAGB science standards.

In general, there are three ways the Goals Panel, newspapers, and others can judge student achievement:

- a) compared to a standard (such as NAGB achievement levels);
- b) compared to past performance (such as previous NAEP scores); or
- c) compared to the performance of others (such as the national average or the performance of other countries).

The Goals Panel sounds positive because our data show that student achievement in mathematics is improving over time (b- above), and in 4th grade science, students in only one country outperformed US students (c- above). The Panel is in full accord with those who want to raise standards for student achievement, and believes that current achievement does not meet the high standards that are appropriate (a- above). The need for higher standards is urgent, and the Panel is working hard to ensure the implementation of high standards.

Recent newspaper reports of poor student achievement in science reflected how U.S. students scored on the NAGB (National Assessment Governing Board) science achievement levels. Basic, proficient, and advanced levels were set for performance on the National Assessment of Educational Progress (NAEP) science test. NAGB's purpose was to set high standards of achievement, and they did so. Only 29% of all students in the U.S. scored at or above the proficient level - the level that the Goals Panel has said meets Goal 3, mastery of challenging subject matter. Ultimately, we want to see all students achieve at this level. It is disappointing, but not surprising, that most are not there yet.

The Goals Report also cares about U.S. and state progress in student achievement compared to past performance. Since NAGB achievement levels for science are new, we do not know whether we are doing better or worse judged by those standards. We *do* know that compared to past performance in mathematics on NAEP, U.S. students are performing better in Grades 4, 8, and 12. Likewise, compared to the past, more students are receiving degrees in math and science, including more females and minorities. Forty- nine states have increased their AP achievement.

Finally, the Third International Mathematics and Science Study revealed that while the U.S. does not perform "first in the world" as we would wish, in at least one area -- 4th grade science -- there was only one country that outperformed us. In one state, Minnesota, where science teachers focused instruction on an agreed-upon set of science topics that were well aligned with the TIMSS test, students performed at world-class levels. From this we infer that when Americans agree on high standards and focus instruction to achieve them, it is realistic to think we can attain those standards.

GOAL 1 Ready to Learn

- | | | | |
|--|-----|-----|---|
| 1. Children's Health Index: Has the U.S. reduced the percentage of infants born with 1 or more health risks? (1990, 1995) | 37% | 34% | ↑ |
|--|-----|-----|---|

Late or no prenatal care, low maternal weight gain, smoking during pregnancy, and drinking alcohol during pregnancy—the four health risks that are measured by the Children's Health Index—can directly affect newborns' physical health.

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| 2. Immunizations: Has the U.S. increased the percentage of 2-year-olds who have been fully immunized against preventable childhood diseases? (1994, 1996) | 75% | 78% | ↑ |
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One of the most important preventive actions parents can take to see that their children receive the health care needed to arrive at school with healthy minds and bodies is to make certain that they are fully immunized against preventable childhood diseases.

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| 3. Family-Child Reading and Storytelling: Has the U.S. increased the percentage of 3- to 5-year-olds whose parents read to them or tell them stories regularly? (1993, 1996) | 66% | 72% | ↑ |
|---|-----|-----|---|

Early, regular reading to children is one of the most important activities parents can do with their children to improve their readiness for school, serve as their child's first teachers, and instill a love of books and reading.

- | | | | |
|---|-----------|-------------------------|---|
| 4. Preschool Participation: Has the U.S. reduced the gap in preschool participation between 3- to 5-year-olds from high- and low-income families? (1991, 1996) | 28 points | 29 points ^{ns} | ↔ |
|---|-----------|-------------------------|---|

High-quality preschool programs can accelerate the development of all children, and poor children, in particular. However, children from low-income families are the least likely to attend early care and education programs.

GOAL 2 School Completion

- | | | | |
|--|-----|-----|---|
| 5. High School Completion: Has the U.S. increased the percentage of 18- to 24-year-olds who have a high school credential? (1990, 1996) | 86% | 86% | ↔ |
|--|-----|-----|---|

While possession of a high school diploma no longer guarantees easy access to jobs, lack of a diploma or its equivalent almost certainly means that an individual will experience difficulty entering the labor market and will be at pronounced educational, social, and economic disadvantages throughout his or her life.

GOAL 3 Student Achievement and Citizenship

Although all of the National Education Goals are important, increasing student achievement in the core subject areas will be the ultimate test of successful education reform.

- | | | | |
|---|-----|-------------------|---|
| 6. Reading Achievement: Has the U.S. increased the percentage of students who meet the Goals Panel's performance standard in reading? (1992, 1994) | | | |
| • Grade 4 | 29% | 30% ^{ns} | ↕ |
| • Grade 8 | 29% | 30% ^{ns} | |
| • Grade 12 | 40% | 36% | |

— Data not available. See Appendix A.
^{ns} Interpret with caution. Change was not statistically significant.

See page 29 for a Guide to Reading the U.S. Pages.
 See Appendix B for technical notes and sources.

GOAL 3 Student Achievement and Citizenship (continued)

7. Writing Achievement: Has the U.S. increased the percentage of students who can produce basic, extended, developed, or elaborated responses to narrative writing tasks? (1992)			
• Grade 4	55%	—	
• Grade 8	78%	—	
• Grade 12	—	—	
8. Mathematics Achievement: Has the U.S. increased the percentage of students who meet the Goals Panel's performance standard in mathematics? (1990, 1996)			
• Grade 4	13%	21%	↑
• Grade 8	15%	24%	↑
• Grade 12	12%	16%	↑
9. Science Achievement: Has the U.S. increased the percentage of students who meet the Goals Panel's performance standard in science? (1996)			
• Grade 4	29%	—	
• Grade 8	29%	—	
• Grade 12	21%	—	
10. History Achievement: Has the U.S. increased the percentage of students who meet the Goals Panel's performance standard in U.S. history? (1994)			
• Grade 4	17%	—	
• Grade 8	14%	—	
• Grade 12	11%	—	
11. Geography Achievement: Has the U.S. increased the percentage of students who meet the Goals Panel's performance standard in geography? (1994)			
• Grade 4	22%	—	
• Grade 8	28%	—	
• Grade 12	27%	—	

GOAL 4 Teacher Education and Professional Development

12. Teacher Preparation: Has the U.S. increased the percentage of secondary school teachers who hold an undergraduate or graduate degree in their main teaching assignment? (1991, 1994)	66%	63%	↓
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Teachers who are trained in both their subject area and in teaching skills and who are fully certified are more successful at raising student achievement than teachers with inadequate preparation.

13. Teacher Professional Development: Has the U.S. increased the percentage of teachers reporting that they participated in professional development programs on 1 or more topics since the end of the previous school year? (1994)	85%	—	
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Investing in professional development is one of the most cost-effective ways to raise student achievement. Professional development is most effective when it is connected to what teachers do in their classrooms, and when it focuses on instructional content, how students learn, and how best to teach.

— Data not available. See Appendix A. Interpret with caution. Change was not statistically significant.

See page 29 for a Guide to Reading the U.S. Pages. See Appendix B for technical notes and sources.

GOAL 5 Mathematics and Science.

If the United States is to ensure a competitive workforce which possesses the necessary scientific and technological skills to fill the jobs of the future and compete in a global economy, we must develop the mathematics and science skills of all of our students, not simply the very best.

- 14. International Mathematics Achievement:** Has the U.S. improved its standing on international mathematics assessments? (1995)
- Grade 4
 - Grade 8
 - Grade 12
- 7 out of 25 countries scored above the U.S.
20 out of 40 countries scored above the U.S.
- 15. International Science Achievement:** Has the U.S. improved its standing on international science assessments? (1995)
- Grade 4
 - Grade 8
 - Grade 12
- 1 out of 25 countries scored above the U.S.
9 out of 40 countries scored above the U.S.
- 16. Mathematics and Science Degrees:** Has the U.S. increased mathematics and science degrees as a percentage of all degrees awarded to:
- | | | | |
|---|-----|-----|---|
| • all students? | 39% | 42% | ↑ |
| • minorities (Blacks, Hispanics, American Indians/Alaskan Natives)? | 39% | 40% | ↑ |
| • females? | 35% | 37% | ↑ |

GOAL 6 Adult Literacy and Lifelong Learning

- 17. Adult Literacy:** Has the U.S. increased the percentage of adults who score at or above Level 3 in prose literacy? (1992)
- 52%

Individuals demonstrating higher levels of literacy are more likely to be employed, work more weeks in a year, and earn higher wages than individuals demonstrating low levels of literacy.

- 18. Participation in Adult Education:** Has the U.S. reduced the gap in adult education participation between adults who have a high school diploma or less, and those who have additional postsecondary education or technical training? (1991, 1995)
- 27 points. 32 points ↓

Adults with a high school diploma or less need additional training the most in order to upgrade their current levels of skills and qualify for better jobs, but they tend to be among those least likely to participate in adult education.

- 19. Participation in Higher Education:** Has the U.S. reduced the gap between White and Black high school graduates who:
- | | | | |
|---|-----------|-------------------------|---|
| • enroll in college? (1990, 1995) | 14 points | 13 points ^{ns} | ↔ |
| • complete a college degree? (1992, 1996) | 16 points | 19 points ^{ns} | ↔ |
- Has the U.S. reduced the gap between White and Hispanic high school graduates who:
- | | | | |
|---|-----------|-------------------------|---|
| • enroll in college? (1990, 1995) | 11 points | 14 points ^{ns} | ↔ |
| • complete a college degree? (1992, 1996) | 15 points | 20 points ^{ns} | ↔ |

Adults who complete college degrees can expect substantially higher lifetime earnings than those who do not attend college or those who complete coursework without eventually earning a degree.

— Data not available. See Appendix A.
ns Interpret with caution. Change was not statistically significant.

See page 29 for a Guide to Reading the U.S. Pages.
See Appendix B for technical notes and sources.

GOAL 7 Safe, Disciplined, and Alcohol- and Drug-free Schools

If the nation's schools and communities cannot guarantee a safe haven free from violence, drugs and alcohol, and other disciplinary problems that interfere with teaching and learning, it is unlikely that any other attempts at education reform will lead to the higher levels of student performance that are addressed in the other Goals.

20. Overall Student Drug and Alcohol Use: Has the U.S. reduced the percentage of 10th graders reporting doing the following during the previous year:			
• using any illicit drug? (1991, 1996)	24%	40%	↓
• using alcohol? (1993, 1996)	63%	65% ^{ns}	↔
21. Sale of Drugs at School: Has the U.S. reduced the percentage of 10th graders reporting that someone offered to sell or give them an illegal drug at school during the previous year? (1992, 1996)	18%	32%	↓
22. Student and Teacher Victimization: Has the U.S. reduced the percentage of students and teachers reporting that they were threatened or injured at school during the previous year?			
• 10th grade students (1991, 1996)	40%	36%	↑
• public school teachers (1991, 1994)	10%	15%	↓
23. Disruptions in Class by Students: Has the U.S. reduced the percentage of students and teachers reporting that disruptions often interfere with teaching and learning?			
• 10th grade students (1992, 1996)	17%	16% ^{ns}	↔
• secondary school teachers (1991, 1994)	37%	46%	↓

GOAL 8 Parental Participation

Successful partnerships between schools, families, and communities depend on schools to create effective programs to inform and involve all families in activities such as parent-teacher conferences, school meetings or events, volunteering in the classroom, and decision-making regarding school policy.

24. Schools' Reports of Parent Attendance at Parent-Teacher Conferences: Has the U.S. increased the percentage of K-8 public schools which reported that more than half of their parents attended parent-teacher conferences during the school year? (1996)	78%	—	
25. Schools' Reports of Parent Involvement in School Policy Decisions: Has the U.S. increased the percentage of K-8 public schools which reported that parent input is considered when making policy decisions in three or more areas? (1996)	41%	—	
26. Parents' Reports of Their Involvement in School Activities: Has the U.S. increased the percentage of students in Grades 3-12 whose parents reported that they participated in two or more activities in their child's school during the current school year? (1993, 1996)	63%	62% ^{ns}	↔

— Data not available. See Appendix A.
 ns Interpret with caution. Change was not statistically significant.

See page 29 for a Guide to Reading the U.S. Pages.
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NATIONAL EDUCATION GOALS PANEL

FOR IMMEDIATE RELEASE
Embargoed for release until
November 5, 1997

Contact: Stephanie Drea
or Chad Couser
(202) 842-3600

1997 National Education Goals Report Finds Math and Science Goals Attainable
A Majority of States Show Significant Gains in Math and Science
Panel Proposes Steps to Assure Achievement

WASHINGTON, D.C. — The National Education Goals Panel today reported significant progress in math and science education indicators leading Panel members to believe that the United States can achieve world pre-eminence in math and science achievement. The Goals Panel presented data showing that states have improved in several education indicators, with a majority of states making significant gains in math and science achievement and education.

“Are we there yet? No, but there is no reason we can’t be first,” said Governor James B. Hunt, Jr. (D-NC), 1997 chairman of the National Education Goals Panel.

“As encouraging as these improvements are, we also know there is much more work to be done. That is why the Goals Panel is proposing steps in this year’s report to raise achievement levels of our young people -- set tougher standards that are comparable to the best in the world; link curricula, instruction, textbooks, assessments and school policies with academic standards; and, strengthen our teachers’ subject-matter knowledge and teaching skills. If we do these three important things, we can be the first in the world in math and science achievement,” Hunt concluded.

The 18-member bipartisan Panel today released its seventh annual report to the nation, “The National Education Goals Report: Building a Nation of Learners.” The report details the progress the nation and states are making toward reaching the eight National Education Goals. The report also highlights student achievement in mathematics and science and compares

- more -

achievement of U.S. students in mathematics and science with students from other industrialized nations. As part of its report, the Panel also presented steps to raise U.S. achievement to world-class standards.

"This report confirms what we've known all along -- that challenging students to meet high standards of excellence is the key to better achievement," said U.S. Secretary of Education Richard W. Riley. "It also shows that our public schools have turned the corner and are headed in the right direction. We still have a long way to go, but if we continue to focus on rigorous standards, we can prepare our students for success in the 21st century."

State Progress

The Panel's report focuses on 33 state indicators selected to measure progress toward the eight National Education Goals. The Panel's 1997 report noted the following highlights for states, territories and the District of Columbia:

- ☞ *Twenty-one states* improved on ten or more indicators and *four states* -- Arizona, New York, North Carolina and Texas -- improved on twelve or more.
- ☞ *Twenty-seven states* had higher achievement in mathematics in Grade 8.
- ☞ *Forty-nine states* increased Advanced Placement (AP) achievement.
- ☞ *Forty-seven states* increased the percentage of students who received a degree in mathematics or science. *Thirty-three states* increased the percentage of minority students and *forty-three states* increased the percentage of female students who received a degree in mathematics or science.
- ☞ *Forty states* reduced the percentage of infants born with one or more health risks.
- ☞ *Fifty-four states, territories and the District of Columbia* increased the number of mothers receiving prenatal care in their first trimester of pregnancy.
- ☞ *Forty-six states* had more children with disabilities participating in preschool.

National Progress

National progress on 26 core indicators is better than the progress reported in the 1996 Panel report. National performance has improved significantly in six areas:

- ☞ Mathematics achievement has improved among students in Grades 4, 8, and 12.
- ☞ More students are receiving degrees in mathematics and science. This is true for females and minorities, as well as for all students.
- ☞ More families are reading and telling stories to their children on a regular basis.
- ☞ The proportion of infants born with one or more health risks has decreased.
- ☞ More 2-year-olds have been fully immunized against preventable childhood diseases.
- ☞ Incidents of threats and injuries to students at school have decreased.

Performance has declined, however, in areas such as reading achievement at Grade 12, the percentage of secondary school teachers who hold a degree in their main teaching assignment, and participation in adult education. Disciplinary problems and drugs also are obstacles in reaching the National Education Goals. The Panel's report indicates that student drug abuse has increased, as have attempted sales of drugs at school. Incidents of threats and injuries to teachers have increased, as have teacher reports of in-class disruptions, according to the Panel.

"We are particularly pleased with the progress we are seeing in math and science. The work of states on these issues has been ambitious, but we are beginning now to see the fruits of that labor. It's important that we continue this work for the sake of our students and our nation," said Gov. John Engler (R-MI).

"The Panel's recommendation to strengthen standards and align other education components to those standards is supported by the results of Minnesota's strong showing in 8th grade science on the Third International Mathematics and Science Study from 1995. In earth science Minnesota tied Singapore for the highest score," said Ken Nelson, the Panel's executive director. "This is significant not only because of how well the state's students performed, but because of why they did so well. In Minnesota, there is statewide agreement that 8th grade

science instruction for all students should focus on earth science. Science teachers receive special training and they limit the number of topics covered during the year so that each topic is covered in depth. In addition, teachers use similar textbooks, supplemented with science kits and other appropriate materials.”

The annual report to the nation originated at the first Education Summit held in Charlottesville, Virginia in 1989. There, President Bush and the nation’s governors agreed that establishing national education goals would capture the nation’s attention in order to improve schools and increase our expectations for student performance.

Created in July 1990, the National Education Goals Panel is a bipartisan body of federal and state officials made up of eight governors, four members of Congress, four state legislators, and two members appointed by the President.

The eight National Education Goals call for greater levels of: student achievement and citizenship; high school completion; teacher education and professional development; parental participation in the schools; literacy and lifelong learning; and safe, disciplined, and alcohol- and drug-free schools. The Goals also call for all children to be ready to learn by the time they start school and for U.S. students to be the first in the world in mathematics and science achievement by the year 2000.

The 1997 National Education Goals Report and *Summary* are available free from the Panel by faxing a request to (202) 632-0957, by E-mail to negp@goalline.org or at the Panel’s web-site at <http://www.negp.gov>. Requests can also be mailed to the National Education Goals Panel at 1255 22nd Street, NW, Suite 502, Washington, DC 20037. For more information on specific items in the 1997 report, call the Goals Panel at (202) 724-0015.

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UNITED STATES DEPARTMENT OF EDUCATION

THE SECRETARY

July 11, 1997

Mr. Bruce Reed
Assistant to the President for
Domestic Policy
Domestic Policy Council
Room 218A, OEOB
Washington, DC 20500

Dear Mr. Reed:

I am writing to invite you and your agency to play a leading role in the Administration's key education initiatives.

As you know, in his 1997 State of the Union Address, the President made clear the importance of ensuring that Americans have the best education in the world. He issued a ten-point *Call to Action for American Education in the 21st Century* to enlist parents and family members, teachers, students, community groups, businesses and employers, religious organizations, colleges and universities, and local and state officials in this effort. His plan calls for strong, safe schools with clear standards of achievement and discipline, and talented and dedicated teachers in every classroom. It also asks that we ensure that every 8-year-old can read well and independently, every 12-year-old can log onto the Internet, every 18-year-old can go to college, and every adult can continue learning.

The back-to-school season from August to October generates a lot of media interest and provides a great opportunity for us to galvanize support for education. In August we will be launching our third annual *America Goes Back to School* initiative, a nationwide effort that encourages all caring citizens to take an active role in improving education in their community. We have already enlisted four distinguished co-chairs to lead this year's effort: Tipper Gore; actor Michael Keaton; National PTA President Lois Jean White; and President of Drew University and former New Jersey Governor, Tom Kean.

Your personal involvement can draw significant attention to the President's education priorities, so I hope you can help out by making a year-long commitment to highlight the President's *Call to Action*. I would appreciate your help in several ways: 1) participating in at least one of the many high-profile *America Goes Back to School* events happening around the country this fall; 2) throughout the year determining how you and your agency can highlight the President's education priorities, including raising academic standards, encouraging states

Education
Cathy -
of course I'll help.

cc: Mike - This 10-pt plan
off theirs is great. I'm
so glad they came up with
that. Why can't you ever
think up something
that good for us?

Page 2

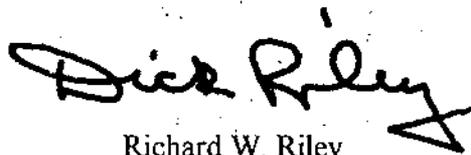
and school districts to put new emphasis on improving math and reading achievement and participate in voluntary national testing, and opening the doors of college to all Americans; and 3) involving your agency in next summer's *America Reads Challenge* project – a nationwide effort that supports the work of teachers and libraries by mobilizing trained tutors who will provide individualized tutoring to children.

Therefore, I would appreciate very much if you could assist us in supporting the President's education initiatives as follows:

- Identify a person on your immediate staff who will act as the contact for your involvement in the Department of Education's *Back to School* effort and other *Call to Action* activities, and who will attend a meeting at the Department of Education on Wednesday, July 23, from 2:00 p.m. to 3:00 p.m.; Leslie Thornton, my Chief of Staff, will provide further details at the next meeting of the Chiefs of Staff;
- Reserve time on your calendar during the week of September 8-13, 1997, and any other time during late August through October to participate in one or more *America Goes Back to School* events around the country; and
- Discuss the importance of the President's education priorities during your speeches and interviews, with particular emphasis on achievement of high standards, voluntary national assessments in reading and math, access to college for all Americans, tutoring in order to maintain reading proficiency over the summer, teacher quality, education technology, and safe and drug-free schools.

I am enclosing a summary of the President's *Call to Action for American Education*. Thank you for your interest and involvement in this important initiative.

Yours sincerely,

A handwritten signature in black ink that reads "Dick Riley". The signature is written in a cursive, slightly slanted style. The name "Dick" is written in a larger, more prominent script than "Riley". There is a small mark at the end of the signature, possibly a flourish or the start of a second name.

Richard W. Riley

cc: Paul Weinstein

MEETING OF EDUCATION CONTACTS

PURPOSE: To discuss activities to highlight the President's
Call to Action for American Education in the 21st Century.

DATE: Wednesday, July 23, 1997

TIME: 2:00 - 3:00 pm

PLACE: U.S. Department of Education
Room 6200 (Secretary's conference room)
600 Independence Avenue, SW
Washington, D.C.

RSVP: No later than Friday, July 18 to Dan Bernal
(202) 401-8450
Office of the Secretary
U.S. Department of Education

PRESIDENT CLINTON'S CALL TO ACTION FOR AMERICAN EDUCATION IN THE 21ST CENTURY

To prepare America for the 21st century, we need strong, safe schools with clear standards of achievement and discipline, and talented and dedicated teachers in every classroom. Every 8-year-old must be able to read, every 12-year-old must be able to log onto the Internet, every 18-year-old must be able to go to college, and all adults must be able to keep on learning.

We must provide all our people with the best education in the world. Together, we must commit ourselves to a bold plan of action:

- ✓ **Set rigorous national standards, with national tests in 4th-grade reading and 8th-grade math to make sure our children master the basics.**
- ✓ **Make sure there's a talented and dedicated teacher in every classroom.**
- ✓ **Help every student to read independently and well by the end of the 3rd grade.**
- ✓ **Expand Head Start and challenge parents to get involved early in their children's learning.**
- ✓ **Expand school choice and accountability in public education.**
- ✓ **Make sure our schools are safe, disciplined and drug free, and instill basic American values.**
- ✓ **Modernize school buildings and help support school construction.**
- ✓ **Open the doors of college to all who work hard and make the grade, and make the 13th and 14th years of education as universal as high school.**
- ✓ **Help adults improve their education and skills by transforming the tangle of federal training programs into a simple skill grant.**
- ✓ **Connect every classroom and library to the Internet by the year 2000 and help all students become technologically literate.**

PRESIDENT CLINTON'S CALL TO ACTION FOR AMERICAN EDUCATION IN THE 21ST CENTURY

In his 1997 State of the Union address, the President made clear that his number one priority for the next four years is to ensure that Americans have the best education in the world. He issued a ten-point call to action for American education in the 21st century to enlist parents, teachers, students, business leaders, and local and state officials in this effort:

- ✓ **Set rigorous national standards, with national tests in 4th-grade reading and 8th-grade math to make sure our children master the basics.** Every 4th grader should be able to read; every 8th grader should know basic math and algebra. To help make sure they do, the President is pledging the development of national tests in 4th-grade reading and 8th-grade math, and challenging every state and community to test every student in these critical areas by 1999. These tests will show how well students are meeting rigorous standards and how well they compare with their peers around the country and the world. They will help parents know if their children are mastering critical basic skills early enough to succeed in school and in the workforce. Every state and school should also set guidelines for what students should know in all core subjects. We must end social promotion: Students should have to show what they've learned in order to move from grade school to middle school and from middle school to high school. We must make sure a high school diploma means something.
- ✓ **Make sure a talented and dedicated teacher is in every classroom.** In addition to the talented and dedicated teachers already in the classroom, 2 million new teachers will be needed over the next ten years to replace retirees and accommodate rapidly growing student enrollments. We must take advantage of this opportunity to ensure teaching quality well into the 21st century by challenging our most promising young people to consider teaching as a career, setting high standards for entering the teaching profession, and providing the highest quality preparation and training. We should reward good teachers and quickly and fairly remove those few who don't measure up. The President's education budget will make it possible for 100,000 master teachers to achieve national certification from the National Board for Professional Teaching Standards over the next ten years.
- ✓ **Teach every student to read independently and well by the end of the 3rd grade.** Reading is the key to unlocking learning in all subjects. While America's 4th graders read on average as well as ever, more than 40 percent cannot read as well as they must to succeed later in school and in the workforce. Research shows that students unable to read well by the end of the 3rd grade are more likely to become school dropouts and truants, and have fewer good options for jobs. The President's **America Reads Challenge** is a

nationwide effort to mobilize a citizen army of a million volunteer tutors to make sure every child can read independently by the end of the 3rd grade. Parents, teachers, college students, senior citizens, and others can all pitch in to give children extra help in reading during the afternoons, weekends, and summers. At the same time, schools must strengthen the teaching of reading in the school day, and the President's budget invests more in programs that address reading achievement in school.

- ✓ **Expand Head Start and challenge parents to get involved early in their children's learning.** A child's learning begins long before he or she goes to school. That's why the President's budget expands Head Start to benefit one million children by 2002. Parents are their children's first teachers, and every home should be a place of learning. The President and First Lady will convene a conference this spring to review recent scientific discoveries on early childhood learning and to show how parents, teachers, and policy makers can use this new knowledge to benefit young children. And in June, the Vice President and Mrs. Gore will host their sixth annual family conference, and focus on the importance of parents' involvement throughout a child's education.
- ✓ **Expand school choice and accountability in public education.** The President has challenged every state to let parents choose the right public school for their children. Innovation, competition, and parental involvement will make our public schools better. We must do more to help teachers, parents, community groups, and other responsible organizations to start charter schools—innovative public schools that stay open only as long as they produce results and meet the highest standards. The President's budget doubles funding to help start charter schools so that there will be 3,000 charter schools at the dawn of the 21st century, providing parents with more choices in public education.
- ✓ **Make sure our schools are safe, disciplined and drug free, and instill American values.** Students cannot learn in schools that are not safe and orderly and do not promote positive values. We must find effective ways to give children the safe and disciplined conditions they need to learn, such as by promoting smaller schools, fair and rigorously enforced discipline codes, and teacher training to deal with violence. We should continue to support communities that introduce school uniforms and character education, impose curfews, enforce truancy laws, remove disruptive students from the classroom, and have zero tolerance for guns and drugs. We should also keep schools open later as safe havens from gangs and drugs, expanding educational opportunities for young people in the afternoons, weekends, and summers, and providing peace of mind for working parents.
- ✓ **Modernize school buildings and help support school construction.** Just as we face unprecedented and growing levels of student enrollment, a recent report by the General Accounting Office shows that a third of our nation's schools need major repair or outright replacement. To keep children from growing up in schools that are falling down, the Administration has proposed \$5 billion to help communities finance \$20 billion in needed school construction over the next four years.

- ✓ **Open the doors of college to all who work hard and make the grade, and make the 13th and 14th years of education as universal as high school.** To prepare ourselves for the 21st century, we must open the doors of college to all Americans and make at least two years of college as universal as high school is today. The President's HOPE scholarship, a \$1,500 tax credit for tuition paid for the first two years of college, would be enough to pay for a typical community college education or provide a solid down payment at four-year colleges and universities. The President also is proposing a \$10,000 tax deduction for any tuition after high school, an expanded IRA to allow families to save tax-free for college, and the largest increase in 20 years in Pell Grants for deserving students.

- ✓ **Help adults improve their education and skills by transforming the tangle of federal training programs into a simple skill grant.** Learning must last a lifetime, and all our people must have the chance to learn new skills. Basic literacy and adult education are more important than ever for adults as well as children. Adults should take on the responsibility of getting the education and training they need, and employers should support their efforts to do so. The President's G.I. bill for workers would provide a simple skill grant that would enable eligible workers to get the education and training they need.

- ✓ **Connect every classroom and library to the Internet by the year 2000 and help all students become technologically literate.** Our schools must now prepare for a transition as dramatic as the move from an agrarian to an industrial economy 100 years ago. We must connect every classroom and library to the Internet by the year 2000, so that all children have access to the best sources of information in the world. The President is proposing to double the funding for America's Technology Literacy Challenge, catalyzing private-public sector partnerships to put the information age at our children's fingertips. CEOs of some of America's most innovative technology and communications firms have already responded to the President's challenge to work with schools to get computers into the classroom, link schools to the Internet, develop effective educational software, and help train our teachers to be technologically literate.

DRAFT

Education

March 4, 1997

MIKE - where are we on this project?

BR

Note to Mike Smith

As requested, attached are the briefing materials that were promised to General Becton on "best practices" at the elementary and secondary school levels. We are continuing to track down additional programs as well as data on costs and effectiveness. We will send up a revised package as soon as we obtain the additional information.

The attached set of materials contains information on:

Best Practices in Reading and Mathematics

What works

- Best Practices in Reading
 - Success for All
 - Reading Recovery
 - Word Work
- Best Practices in Mathematics
 - Comprehensive School Mathematics Program
 - Success Understanding Mathematics
 - Connected Mathematics Project

Whole School Programs

- New American Schools
 - Modern Red School House
 - ATLAS Communities
 - National Alliance for Restructuring Education
- Career Academies
- Schools Within Schools
- High Schools that Work (SREB initiative)
- Reconstitution of Failing Schools or Districts

Ricky Takai
Val Plisko

cc: A. Ginsburg

Best Practices in Reading and Mathematics

Best Practices in Reading

Elementary School Projects

Success for All

Overview: The philosophy of the Success for All program is based on research which links the academic problems of children in their formative years, particularly retention or poorly developed reading skills, to being at subsequent risk of dropping out of school. Success for All is designed to ensure that children do not experience this initial failure and are able to reach the third grade with adequate basic skills. Success for All is currently operating in 450 schools throughout the U.S. in 31 states.

Features of the Program: To fully implement Success for All, the sponsors recommend having a full day preschool and kindergarten. These programs emphasize language development, readiness, and self-concept. The children use the Peabody Language Development Kits and a program called Story Telling and Retelling (STaR). In grades pre-k through 6, trained teacher tutors work with students who are failing to keep up with their classmates in reading. The tutors are certified teachers and work one-on-one with children for 20 minute periods outside of the regular reading program. Priority for tutoring is given to first graders.

In addition to tutoring, daily 90-minute reading sessions are held with small homogeneous ability groups. These sessions are conducted by a teacher trained in the use of the Success for All materials. The kindergarten and first grade program emphasizes language skills, providing children with phonetically regular mini-books which they read to each other in pairs. In the second through sixth grade, students use basal readers, novels or anthologies but not workbooks. In these grades, the reading program emphasizes cooperative learning activities built around partner reading, identification of characters, settings, problems, and problem solutions in narratives. At all levels, students are required to read books of their own choice for 20 minutes at home each evening. Students are assessed every eight weeks to determine if alternative teaching strategies, changes in reading group placement, or need for tutoring services is required.

Teachers are required to follow detailed manuals for most activities and receive three days of instructional training in reading at the beginning of each school year. Further in-service sessions are provided throughout the year to help teachers with classroom management, instructional pace, and cooperative learning techniques. In addition, all preschool and kindergarten teachers receive training in using the STaR and Peabody programs.

The two other major components of the program include the Family Support Team and the Success for All facilitator. The Family Support Team is made up of a parent liaison, a counselor, and the vice-principal who assists parents in ways they can aid in the success of their children in school. The Facilitator works with the teachers in each school to help them implement the program.

Evidence of Success: Success for All has been evaluated in 23 sites in nine districts and eight states. In all cases, the program has proven successful in improving students reading skills; in every district, Success for All students learned significantly more than did matched control students. Spanish forms are also available and have been successfully evaluated.

Costs: Program costs include materials, and extensive staff development. Staff development costs include three full days of staff development for classroom teachers and 20 person days for program staff to provide follow-up assistance to staff. These costs are estimated to be approximately \$45,000. The program also requires a facilitator and teacher tutors. The facilitator and teacher tutors are usually drawn from existing teaching staff.

Contacts: Robert Slavin or Nancy Madden
Center for Research on Effective Schooling for Disadvantaged Students
The Johns Hopkins University
3505 North Charles Street
Baltimore, MD 21218
(410) 516-0274

Sites Using the Program:

El Vista Elementary School
450 El Vista Avenue
Modesto, CA 95355
(209) 575-4665
Principal: Jennifer Schindler

Lackland City Elementary School
101 Dumont
San Antonio, TX 78236
(210) 678-2946
Principal: Jerry Allen

P.S 159
2781 Pitkin Ave.
Brooklyn, NY
(718) 277-4828
Principal: Kathy Garibaldi

Poinciana Park Elementary School
6745 NW 23rd Avenue
Miami, FL. 33127
(305) 691-5640
Principal: Cynthia Clarke

Reading Recovery

Overview: Reading Recovery is an intensive early intervention program for first grade children having difficulty with beginning reading. It was based on years of research in New Zealand. The program is designed to promote good reading by teaching reading strategies before a pattern of failure develops. The program includes procedures for teaching reading, a staff development program directed by a specifically prepared "teacher leader," and a set of administrative systems that work together for quality control. Currently, Reading Recovery programs can be found in 47 states in the U.S.

Reading Recovery is not a packaged program; it relies heavily on training teachers to deliver highly focused lessons in which students learn to monitor and correct their own reading and to use many kinds of information (background experience, knowledge of language, letter-sound correspondence) as they read.

To fully implement Reading Recovery, the district or school must have a person designated as teacher leader. The responsibilities of the teacher leader are to design and implement the teacher training at each site. To become a teacher leader requires a teacher to spend a full year being trained at one of the Reading Recovery Training sites--in the United States, Ohio State University is a designated training site. The teacher leader then trains Reading Recovery Teachers.

Features of the Program: In most cases, Reading Recovery teachers select the lowest achieving students in the first grade to provide intensive one-on-one tutoring for 30 minutes each day. This tutoring is in addition to regular classroom reading instruction. It includes both reading and writing activities as well as strategies to develop children's thinking and reasoning skills. When the Reading Recovery teacher considers the child has become a proficient independent reader, the treatment is discontinued. This normally takes around 16 weeks. The success of individual programs is often measured by the discontinuing rate.

Evidence of Success: Ohio State University collects and analyzes data from Reading Recovery sites nationwide. The program is successful with most of its students. In 1995-96, 83 percent of the students (59,266) in the program were "discontinued" from the program after 60 days. Students are "discontinued" when they are judged to be independent readers. Eighty-six percent of the children scored at or above average on reading tests at the end of the school year.

Costs: The primary costs are for the training required by the teacher leader (1 full academic year). Additional costs include the periodic in-service that is required.

Contacts: Gay Su Pinnell or Carol Lyons
Ohio State University
1929 Kenny Road
Columbus, OH 43210
(614) 292-7875
(614) 292-7879

Sites Using the Program:

Sutter School
5075 Daisy Ave
Long Beach Unified School District
Long Beach, CA 90805
(310) 984-5897
Contact person: Connie Williams

Word Work

Overview: Word Work is based on a framework that incorporates some of the most promising features of both standard phonics and literary appreciation, while ensuring that students acquire skills needed for independent reading and writing. This literature-based approach motivates students and also assists them in developing or strengthening their decoding skills.

Features of the Program: Word Work is an integrated decoding-spelling program designed for students from kindergarten through second grade. Instruction incorporates principles of social-cognitive learning and is more student-centered than teacher-directed. A distinctive feature of the program are the small-group problem solving activities which pose "real" problems to the students with open-ended possibilities. The point is not only to find the correct answer, but to justify the work. During group task exercises, teachers do not teach, but monitor and facilitate students interactions and activities, and assessing students' skill and knowledge.

Word Work sessions are organized into Lesson Blocks, two-week segments allocated to a specific curriculum element. A block typically begins with teacher-led small-group instruction on a practical curriculum concept, and ends with teacher-led whole-class assessment. Between these activities, there exist a variety of options, including whole-class, small-group, and individual activities, some teacher-led reinforcement and review lessons. Typically, each instructional segment begins with a focused lesson that takes a small amount of time in the morning hours, three or four days a week, dedicated to the study of "words." There is generally 12-35 minutes allocated for this. Small groups are sometimes used for direct instruction; three groups for 10 minutes each. Whole-class or small-group activities take about 15-20 minutes. Overall, instruction focuses on letter-sound correspondences for small amounts of time, leaving most of the school day for text-level reading and writing.

Evidence of Success: Although Word Work is still under development, pilot evaluations in a few school sites indicate positive results. First grade students at Fruitvale Elementary School in Oakland noticeably improved their scores on standardized tests and exceeded the performance of other schools in the District. The Omaha Public Schools has also had success with Word Work. In Spring 1996, the Reading Department of the Omaha Public Schools decided to implement Word Work for its kindergarten students who were judged at-risk for first grade. Observations and teacher interviews suggest that dramatic improvements were achieved for these students who showed gains in test scores and in word and sentence reading. These effects seem to be sustained for the duration between the end of the program and the beginning of first grade.

Contacts: Robert Calfee
Stanford University
School of Education
Stanford, CA 94305-3096
(415) 723-8698

Sites Using the Program:

Fruitvale Elementary School
3200 Boston Avenue
Oakland, CA 94602
(510) 879-1170

Omaha Public Schools
3215 Cuming Street
Omaha, NE 68131
(402) 557-2002

Best Practices in Mathematics

Elementary School Projects

The Comprehensive School Mathematics Program (CSMP)

Overview: The Comprehensive School Mathematics Program (CSMP) is a complete, K-6 curriculum that makes mathematics accessible, understandable, and enjoyable. The program was validated by the National Diffusion Network as effective with all types of learners, including students who are at risk, bilingual, gifted and talented, and children with special needs.

Features of the Program: The approach underscores that students' mathematical understanding is developed out of problem-solving contexts. CSMP's unique feature is the use of nonverbal languages that give children immediate access to the mathematical ideas and methods that are necessary to solve problems and to continually expand students' understanding of mathematical concepts. Through these languages, the curriculum engages children immediately and naturally with mathematics and its applications without cumbersome linguistic prerequisites. Tools such as the Papy Minicomputer, the hand-held calculator, and various geometry tools are used extensively throughout the curriculum to pose problems, explore concepts, develop skills, and define new ideas. The curriculum emphasizes opportunities for students to use mathematics in a connected way. For example, relationships and patterns are shown in number theory as well as in geometry, probability, and logical reasoning.

Evidence of Success: Evaluations of CSMP show that CSMP students are better able than comparable non-CSMP students to apply mathematics to new problem situations, specifically in the areas of number patterns and representations, relational thinking, estimation, prediction, large numbers, fractions, work problems, and mental arithmetic. CSMP students show a higher level of enthusiasm and interest in math than do comparable students in more traditional programs.

Costs: The cost for a single teacher to use CSMP as the core math instructional program ranges from \$175 in Kindergarten to \$450 in sixth grade. That fee includes the cost of a teacher's manual, demonstration lessons, and student materials for 30 students. CSMP offers free workshops to participating teachers at its headquarters in Colorado, but charges \$200 a day plus travel expenses to send a trainer to a school site to provide on-site workshops.

Contact: Clare Heidema
Director, CSMP
2550 South Parker Road, Suite 500
Aurora, CO 80014
(303) 743-5520

Success Understanding Mathematics (SUM)

Overview: Success Understanding Mathematics (SUM) is a national professional development program that focuses on increasing the mathematical achievement of elementary students by training teachers to employ such practices as questioning, the use of manipulatives, and the analysis of real-world problems. It began as an instructional program for Chapter 1 students in Des Moines, Iowa, but is now run independently of the school district, with sites around the country.

Features of the Program: The program's methods match the recommendations of the NCTM Standards. Program characteristics include:

- A problem-solving approach
- Emphasis on reasoning, number sense, and operation sense
- Use of manipulatives by students to make connections between math concepts, language, and written symbols
- The role of students to investigate, guess, check, reason, and discuss
- The role of teachers to pose real-world problems, and to guide student learning by questioning

The program, which consists of two to three days of pre-implementation training and follow-up training, presents teaching methods of investigation that can be used with any textbook. As teachers themselves use manipulatives to explore and model problems, they become more alert to possible variations in student thinking. Long before they are able to perform related computations young children can join and separate sets of objects and share them fairly. They invent strategies to answer their own questions.

Program components include teaching methods that can be used with any textbook, management materials, and support for teachers. Publications include two strategy books with suggested lessons and questions for teachers to use with their students, assessment inventories and inservice materials.

Evidence of Success: Pretest and posttest data on a variety of mathematics achievement tests between 1987 and 1990 upheld validation studies done in 1980 and 1985. After one year of SUM instruction, students scored at significantly higher levels than would be expected by the test norms. Supplementary evidence included teacher questionnaires which showed that the SUM Program training was effective in influencing teachers to make the instructional changes recommended by the NCTM Standards. Student attitude surveys showed that students demonstrated positive attitudes toward mathematics.

Costs: The program charges \$400 a day for the initial two- or three-day training session, plus travel expenses for the trainer. The required materials cost \$45 per teacher for a classroom set, with an optional \$60 for a popular set of problem-solving cards. Teachers often purchase

manipulatives from private vendors to supplement their instruction.

Contact: Kathleen Bullington
4100 Aurora Avenue
Des Moines, Iowa 50310
(515) 278-0867

The Connected Mathematics Project (CMP)

Overview: The Connected Mathematics Project (CMP) is a mathematics curriculum development effort funded by the National Science Foundation and based at Michigan State University. The curriculum, which is still under development, consists of eight units in each of the four middle grades (5-8). Each unit addresses a major mathematical concept, or cluster of related concepts, using several "investigations" that the students solve. Instruction in basic math skills is embedded in the context of solving problems.

Features of the Program: The instructional process for each unit consists of three phases:

- **Launch**--The teacher introduces the problem and the key concepts that it addresses, and reviews past material that students will need to apply to solve the problem.
- **Explore**--Students congregate in small groups to brainstorm ideas and solutions to the problem.
- **Summarize**--Students reassemble as a full class, with each small group presenting its understanding of the problem and proposed solution strategies.

The curricular units strive to draw connections among various strands of mathematics, between math and other disciplines, and between the conceptual and applied characteristics of mathematics. Student assessment includes traditional tests and quizzes as well as journals, projects, and student self-assessments. The Dale Seymour publishing company handles the large-scale production of CMP materials.

Evidence of Success: During the first year of pilot testing, participating students' performance on a subtest of the Iowa Test of Basic Skills did not decline and equaled the performance of a control group. However, participating students significantly outperformed the control group on a project-designed assessment that used open-ended items to measure their ability to reason and solve problems.

In 1991, the Louis Armstrong Middle School in Queens, New York, was selected to serve as one of the field-test sites for the Connected Mathematics Project. Louis Armstrong teachers received both on-site and off-site instruction to learn about the Connected Mathematics Project. The school sent the teachers to Michigan State University over the summer for intensive training. Relying on its collaboration, the school also enlisted mathematics education professors from Queens College to serve as mathematics specialists who would visit classrooms and work with teachers as they implemented the project.

The results of the Louis Armstrong Middle School project have been positive. The California Achievement Test (CAT-5), New York City version, was administered to all eighth-grade students at Louis Armstrong in the spring of 1996. The 30 Connected Mathematics Project students' scored between the 46th and the 99th percentile, with the median score in the 78th percentile. The 123 students in non-Connected Mathematics Project classes' scored between the

16th and 98th percentile, with the median score in the 62nd percentile.

Costs: CMP is charging \$300 per teacher for an upcoming five-day summer workshop to introduce teachers to the curriculum; the fee does not include travel expenses. The CMP teacher's guide costs \$11.50, and student materials cost \$4.75 per student.

Contact: Glenda Lappan or William Fitzgerald
Project Directors
Connected Mathematics Project
Michigan State University
101 Wills House
East Lansing, Michigan 48824
(517) 432-2870

Whole School Programs

New American Schools

Modern Red School House

Overview: The Modern Red School House is one of the New American Schools designs developed by the Hudson Institute in Indianapolis. Other partners include Arthur Andersen & Company, the Educational Excellence Network, Morrison Institute for Public Policy, Center for Effective Schools, and Advanced Systems. The Modern Red School House design was piloted in four schools in Indiana and the Bronx, beginning in 1993. Since then it has begun to expand to schools in Memphis, Arizona, and Dade County.

Features of the Program: The Modern Red School House model sets content standards in core disciplines that all students are expected to master; the standards use the Advanced Placement exams as their benchmark for what students should know and be able to do. Each school establishes task forces on organization and finance, technology, community involvement, curriculum, standards and assessment, and professional development. Together, these task forces determine how the school will ensure that all students reach the standards. The primary and intermediate curriculum is based on E.D. Hirsch's Core Curriculum, and the high school curriculum is based on the Department of Education's James Madison series. Schools are divided into three divisions rather than 12 grades. To pass to the next division, students must pass performance-based Watershed Assessments in the core content areas. Teachers at the pilot sites each received about 20 days of professional development, beginning with a summer institute on the Modern Red Schoolhouse design.

Evidence of Success: At the pilot sites, the percentage of students meeting essential skills on state assessments rose in three of the four sites. The percentage of students at the pilot site in the Bronx who mastered state objectives in reading and math nearly doubled, and attendance improved dramatically, too.

Costs: The total cost for a school to implement the Modern Red Schoolhouse design ranges from \$90,000 to \$150,000 over three years. That figure includes 20 days of professional development for every teacher and, follow-up coaching, and consultations with task forces and leadership teams. It does not include the potential costs of installing new technology that supports the model's instructional program.

Contact: Sally Kilgore
Hudson Institute
5395 Emerson Way
Indianapolis, IN 46226

(317) 549-4168

Sites Using the Program:

Hansberry Academy
Diana Caraciollo, Principal
Bronx, NY
(718) 542-5362

ATLAS Communities

Overview: Atlas Communities is one of the New American Schools designs. Partners on the design team include the Coalition of Essential Schools (Ted Sizer), the School Development Program (James Comer), Project Zero (Howard Gardner), and the Education Development Center. The model was piloted in three schools in Norfolk, Virginia, and then expanded to schools in Memphis, Dade County, Gorham (ME), and Prince George's County (MD).

Features of the Program: ATLAS creates K-12 pathways, or groups of schools consisting of a high school and its feeder schools, in an attempt to foster a seamless educational experience for students. Across the pathways, teachers work together to create an integrated and coherent curriculum and corresponding assessment strategies.

Representatives from each school in a pathway meet regularly on a management and organizational team to promote collaboration in all areas affecting student learning. The curriculum is based on essential questions dictated by largely students' interests.

Committees of school staff work to establish healthy learning environments within the school and to enlist parents' and community members' help in fostering the development of every child. Professional development opportunities include common planning time for teachers on instructional teams and, electronic networks, and study teams.

Evidence of Success: A Title I ATLAS school in Prince George's County demonstrated significant gains in reading achievement. Parent involvement and student motivation at one of the pilot schools in Norfolk increased dramatically.

Costs: The fee for a single pathway consisting of 3-5 schools is \$80,000 for the first year, after which fees are renegotiated on an annual basis. The fee purchases a half-time liaison from ATLAS, an intensive leadership institute for pathway teams, and delivery of materials. It does not include the costs of installing technology to give teachers access to ACE, the ATLAS Communities electronic network.

Contact: ATLAS Communities
Education Development Center
55 Chapel St.
Newton, MA 02158
(617) 969-7100
www.edc.org/FSC/ATLAS

National Alliance for Restructuring Education

Overview: The National Alliance for Restructuring Education (NARE) is a partnership of three states, four city school districts, and national organizations committed school reform. It is also one of the New American Schools (NAS) design teams, although NARE predated NAS. The model was piloted in five schools in Kentucky and Washington. New sites have opened in New York, Arkansas, Pittsburgh, and San Diego.

Features of the Program: The keystone of NARE's model is the Certificate of Initial Mastery (CIM). Modeled after Oregon's certificate of the same name, the CIM acknowledges that students in about the 10th grade have demonstrated mastery of a set of world-class standards. NARE has designed new standards and assessments that measure progress toward those standards. It has also redesigned learning environments to ensure that students have the opportunity to learn the content they need to earn the CIM. NARE sponsors workshops for school personnel, a national conference for school leadership teams, and on-site technical assistance.

Evidence of Success: Eighty-seven percent of NARE's Kentucky sites earned cash awards from the state for exceeding the learning goals established by the state's assessment system, compared with 37 percent of schools statewide.

Cost: Each member school pays about \$9,000 to the Alliance for annual professional development for an eight-member leadership team. The fee also includes materials and supplies. In addition, schools pay \$21,000 a year for on-site technical assistance, a connection to NARE's electronic network, and participation in the national conference. Finally, schools pay \$30 per student in grades 4, 8, and 10 to administer the New Standards reference examination and portfolio assessment system.

Contact: Marc Tucker
National Alliance for Restructuring Education
700 Eleventh St. NW
Suite 750
Washington, DC 20001
(202) 783-3668
www.ncee.org

Career Academies

Overview: Career academies originated in Philadelphia in 1969 and began to appear in California in the early 1980's. The academies target at-risk youth and were designed to combine academic course work and vocational training through the "schools within a school" model. Today over 100 career academies exist in the United States. Programs often partner with national and local business, and are structured to prevent at-risk students from dropping out by providing an academic curriculum focused around a particular industry or field of work.

Features of the Program: Admission to and retention in career academies is generally dependent on meeting at least minimum academic qualifications. Many schools have more than one academy within the same school, in order both to keep teacher-student ratios low and to appeal to a broader body of student interests. Career academy curriculum focuses around specific fields, which in the past have included public service, travel and tourism, finance, and manufacturing science. The most important instructional aspect of the career academy model is the integration of academic and career preparatory course work, which enables students at-risk of dropping out of school to see the importance of their academic classes in the world of work. Students take a core of academic classes which are integrated with vocational-technical classes relevant to preparation for work in the academy's field, and receive workplace experience and career counseling.

Students generally take a block schedule (i.e. fewer classes for extended periods) of integrated academic and technical courses and move together from class to class, under the instruction of the same set of teachers for their entire secondary careers (3-4 years). A reduction in overall teaching load and the reduced student-teacher ratio in academy classes give teachers time to prepare specialized instructional and ancillary activities for students; to monitor and consult on student performance and attendance; to provide personal counseling, including referral to community agencies; and to contact parents as needed.

Most academies work closely with a business partner who provides advisory and technical support, part-time and summer internship opportunities to students, field-trip opportunities, equipment, and adult mentors to serve as role models for upperclassmen.

Evidence of Success: Data from the 45 state-funded California Partnership Academies during the 1994-95 school year indicates the four year impact of the program on the cohort of students graduating in 1995. Data indicated substantial gains in: the percentage of students with attendance over 90% (from 63% prior to admission to 82% as seniors); grade point average (40% had GPA's below 2.0 as freshman, 20% did as seniors); and credits earned (97% were earning enough credits to make normal progress towards graduation as seniors). For more information see the California Partnership Academies: 1994-95 Evaluation Report, by Charles Dayton (California Department of Education).

Costs: Career academies can involve substantial start-up costs depending on the technical focus of the academy. Some equipment is usually donated by business partners. The California Partnership Academies spend about \$750 to \$1,000 per student per year in addition to regular

district per-pupil expenditures.

Contacts: Heather Phillips
The National Academy Foundation
New York, NY
(212)420-8400

Susan Cummins-Tidyman, Consultant
California Department of Education
(510)942-3413

Sites Using the Program:

New York City Academy of Finance (11 Programs)
Murray Tandler
(718)935-3776

Academy of Travel and Tourism (3 Programs)
Dade County, FL
Ann Fields
(305)885-8127

Sequoia Union High School District
Redwood City, CA
Marilyn Raby, Director, Curriculum Services
(415)369-1411

Small Schools/Schools within Schools

Overview: The Small Schools movement developed in response to concerns about the large size typical of urban secondary schools. Students in large urban high schools, particularly at-risk students, often get lost in such institutions, and cannot receive the individual attention they need. Moreover, large schools are often burdensome to manage effectively and make it difficult for teachers to recognize and direct their teaching to the needs of individual students. The small schools movement originated in New York's Central Park East schools 15 years ago and after achieving dramatic results has since spread to Philadelphia, Seattle, Los Angeles, Chicago, and other urban areas. Building on its past successes, New York has recently undertaken the creation of approximately 50 additional small schools (carved out of larger schools) under the New York Network for School Renewal, made possible by a \$25 million challenge grant from philanthropist Walter Annenberg.

Features of the Program: Small schools are most often formed by partitioning an existing school into several "schools within schools" within the same building, rather than constructing new facilities. Within a school, each sub-school typically serves no more 250-300 students, who will take classes together and be taught by the same set of teachers for their entire secondary school career. Decreasing the size of an individual student's school also establishes clearer lines of accountability for parents. Not only do students have fewer teachers, they regularly have the same teachers, whom parents can become much more familiar with.

Typically schools do not hire additional staff, and the school principal and administrative staff continue to fulfill the same functions. "Schools" share the building's gym, auditorium and library. Advocates of small schools stress, however, that the changes to the school must be more than simply the creation of different administrative units. By teaching the same group of students each year, teachers are able to become more familiar with their student's needs and are able to develop longer-term instruction plans and goals. Teachers are responsible for the overall academic plan of the "school" and spend more of their non-teaching time collaborating with other teachers in their "school," as they work closely with the same students. (Most schools also regularly set aside time for teachers to deal with issues affecting the larger school entity.)

To accommodate using the same set of teachers within each school, teachers teach several subjects and in many cases, schools within schools also adopt block scheduling, in which students take fewer classes, for longer periods of time, each semester. Classes may alternate daily or by semester. Block scheduling has also been undertaken in many schools as a reform separate from the small schools movement, and there is substantial evidence of its positive impact on grades, attendance and SAT/ACT test scores. Extended (or block) classes expose students to course material more intensively and in greater depth than typical classes, and allows students to focus on fewer subjects at a time.

Evidence of Success: The success of the Central Park East schools (several schools within the original school) has been widely documented. Ninety-five percent of Central Park East's students, many of whom are low income, graduate from high school compared to 50% among other schools in that area. 90% of the Central Park East graduates go on to college.

Costs: Small schools created individually in new buildings can create substantial costs. However, most small schools are formed by internal restructuring of existing schools into "schools within schools" and does not necessarily engender new costs. Schools administered by separate bodies (for example, a principal for each school within a given school) would require hiring additional staff, though most schools do not follow this model.

Contacts: Michael Klonsky
Small Schools Workshop
University of Illinois
(312)413-5882

Sites Using the Program:

Central Park East Secondary School
1573 Madison Ave.
New York, NY 10029
(212)860-8935
Paul Schwarz or David Smith

Chicago Vocational High School
Betty Green, Principal
(773)535-6100

Southern Regional Education Board, High Schools That Work

Overview: In 1987, the Southern Regional Educational Board (SREB), a partnership of states, school systems, and school sites in 19 states, launched a project designed to change the future of secondary school students in general and vocational programs of study. The consortium's *High Schools That Work* program is designed to:

- Increase the mathematics, science, and communication achievement of students in general and vocational studies to the national average of all students by the year 2000; and
- Combine the content of traditional college prep mathematics, science, and communication courses with vocational studies by promoting the use of the following key practices.

Features of the Program: The main objective of the *High Schools That Work* initiative is to strengthen the academic rigor of classes in the general and vocational programs. This is being accomplished by:

- Revising vocational courses to advance communication, mathematics, and science competencies of students.
- Revising academic courses to include applied learning strategies that enable students to understand abstract concepts through solving concrete problems.
- Requiring students in general and vocational programs to complete three courses in mathematics and three in science, with at least two credits in each area equivalent in content to courses offered in the college preparatory program. Students should also complete at least four courses in a vocational major and two courses in related areas.
- Providing guidance and counseling services that help students see the connection between what they are learning in school and their goals beyond high school. Parents are involved in the process of planning a high school program of study.
- Participating in and using student assessment and program evaluation information to check and improve the curriculum, instruction, school climate, and school organization and management.

Evidence of Success: Evidence from eight of twenty-eight original pilot sites demonstrated that high schools could succeed in dramatically raising the achievement of students completing vocational programs to the national average in English, math, and science as measured by the National Assessment of Educational Progress. Six of these sites had been among the lower-achieving sites prior to instituting the key practices.

Contacts: The goal of the SREB-State Vocational Education Consortium is to establish a network of *High Schools That Work* sites at individual schools or school systems. Schools or systems interested in joining the network should contact:

Gene Bottoms, Consortium Director
State Vocational Education Consortium
Southern Regional Education Board
592 Tenth Street N.W.
Atlanta, Georgia 30318-5790

Sites Using the Program:

Central Vo-Tech
Three CT Circle
Drumright, OK 74030
(918) 352-2551

St. Mary's County Public Schools
Loveville, MD 20656
(301) 475-5511

Reconstitution of Failing Schools or Districts

Schools need to be held accountable for results. As Secretary Riley has asserted, . . . "we cannot and must not tolerate failing schools. If a school is bad and can't be changed reconstitute it or close it down." States, school districts, and communities need to be able to intervene in schools that are not providing an adequate education for their students. Reconstitution of schools is one way -- albeit a last resort measure -- to turn around low-performing schools.

What is reconstitution?

- Reconstitution of schools refers to the takeover (of daily operations, staffing, and all decision-making) of a consistently low-performing school or district by a higher level governing body. For example, a district could reconstitute a school or a State education agency could reconstitute an entire district and its schools.
- In order for schools or districts to be reconstituted, they need to have failed to meet expectations over an extended period of time. Such sites have already been identified as needing improvement, but have failed to make the improvement targets specified in the corrective action plan.
- The threat of reconstitution may be sufficient to cause schools to change. After being identified as a low-performing school, Patterson High School in Maryland hired a new principal, who handpicked several new teachers to lead the planning effort. The school's improvement team developed a plan to increase student achievement by restructuring the school day and the way instruction is delivered. In 1995-96, Patterson's attendance rate rose from 69 percent to 77 percent, more students passed the Maryland Functional Test required for graduation, and a greater percentage of seniors graduated than in prior years.

How do you do it?

- Intervention needs to be based on an objective analysis of school performance and how far it is from meeting State or locally-established performance targets. If performance remains chronically low, the school would be required to develop and implement an improvement or corrective action plan.
- During the improvement process, the district or State would be responsible for making resources available to the school, such as technical assistance and additional professional development for teachers. The district or State would continually assess the school's progress to determine if student performance is improving.
- If improvement targets are not met and the school remains low-performing or declines further, the district or State would have the authority to replace all school staff and have

the new staff develop an improvement plan. The district or State would also have veto power over decisions made by newly hired school staff.

- When the improvement targets are consistently being met over a several-year period by the school or district, control and decision-making authority would be turned back over to the school or district.
- Alternatively, if a failing school is completely shut down, parents and the community could be provided information about promising options for education programs that worked in other places. Such options could include one of the program school designs from the New American Schools Development Corporation (NASDC). The NASDC design teams could help local teachers and parent plan for a new school, provide quality training to teachers, and assess the progress of the school. This approach would reduce the need for families and students to leave their own neighborhood or community to find a good school and correct the deterioration of a troubled school in their neighborhood. They could open an public charter school, created and managed by parents, teachers, and the community.

State and Local Examples of Reconstitution

District Intervention in Failing Schools

San Francisco

Under its Comprehensive School Improvement Plan (CSIP), the San Francisco Unified School District reconstitutes failing schools, replacing the entire staff with a new principal, teachers, and support personnel. Under CSIP, the district places low-performing schools on a one-year probationary period, during which they are expected to improve student performance. At the end of that year, a team consisting of the superintendent, two assistants, and a former principal review the school's test scores, attendance and suspension rates, student portfolios, improvement plan, and other measures before selecting those that will be reconstituted. The Board of Education must approve all decisions to reconstitute schools. All staff at reconstituted schools are relocated to other schools, but they may reapply for their positions at the school. The Board then hires a new principal, who is responsible for hiring a new teaching staff as well as janitorial and cafeteria personnel. The new team must then put together an improvement plan to raise student achievement and other outcomes. Since the beginning of CSIP in 1992, eight schools have been reconstituted.

Recently CSIP and the broader 1982 desegregation consent decree agreement, which authorizes both race-based assignment of students and reconstitution of failing schools have come under attack. A lawsuit filed in federal court in January 1995 over the effects of the decree's race-based system of classifying and assigning students on Chinese-American students, who currently are the largest ethnic group in the district, has the potential to end CSIP if the court decides to throw out the consent decree. It is unclear if or when the case will go to trial. A court decision could have both positive and negative effects on teachers, administrators, and their unions because, although the reconstitution process clearly causes upheaval and concern, the consent decree also brings a lot of funding for paraprofessionals and other school improvements.

State Intervention in Failing Districts

New Jersey

New Jersey has seized control of three public school districts due to their failure or high level of corruption. All school districts in the state are subject to a state monitoring procedure which determines if the school district is meeting certain state standards in the areas of student performance, curriculum development, professional development, condition of facilities, and certification of teachers. If a district fails to meet a certain proportion of the standards, local officials must develop a corrective action plan for the district, which is then evaluated by the state Department of Education. If the plan is determined to be unsuccessful or inadequate, the district goes through a compliance investigation. If this investigation determines that the district is unable to meet the requirements set forth by the monitors, the Academic Bankruptcy Law requires the state to take over control of the district. Based on this procedure, the state took over

Jersey City Schools in 1989, which failed to meet two-thirds of the state standards at that time; Paterson Schools in 1991, which met only one-half of the state standards; and Newark Schools in 1995. According to the law, districts remain under state control for a minimum of five years.

When the state takes over a school district, the local school board, superintendent, and key personnel under the superintendent are removed and replaced by a state-appointed superintendent. This individual and other officials within the SEA become the policy body for the district. This body helps the district create a new school board, which initially has no voting power but, in year two of state control, can vote on curriculum matters; in year three, on legal matters; and in year four on budgetary matters. However, while in office, the state-appointed superintendent maintains veto power over all board decisions. After five years, the board can regain control when the district can meet a certain proportion of the state standards required by the monitoring procedure.

Recent data on student achievement at the three state operated school districts demonstrate that the schools are making progress toward certification. Although the board recommended that Jersey City Public Schools remain under state control for an additional year, its students showed impressive across-the-board gains. Passage rates for eighth grade students in 1995-1996 improved to 77.4 percent on the reading section (a gain of 6.6 percent over 1994-1995); 76.5 percent on the writing section (a gain of 2.1 percent over the previous year); and 61.7 percent on the mathematics section (a one-year gain of 9.5 percent). Gains were also impressive for eleventh-grade students, 67.2 percent of whom passed the reading section (4.2 percent more than the previous year); 79.2, or 10 percent more than last year, passed the writing section; and 71.4 percent, a 6.7 percent improvement, passed the mathematics section.

Student results for Paterson do not show as much growth as Jersey City, but they do indicate improvement. Students posted gains in the reading and mathematics sections of the EWT, but their scores remained unchanged on the writing section. Results of the high school test were also inconsistent, but the reviewers noted signs of aggressive efforts at the local level to target weaknesses and identify successful methods to improve them. Paterson's results are similar to Jersey City's in that current fourth grade students who entered the district at the time of the state takeover have demonstrated the greatest gains in achievement.

Ohio

In a highly controversial move, state officials took control of the Cleveland Public Schools in March, 1995, after a federal judge declared the district to be "in a state of crisis." The court ruled that internal dissension, management problems, and a crippling budget deficit had undermined the district's ability to carry out its educational program. State officials were also called in to fill a "leadership void" left by the departure of the district's superintendent and two top deputies. The court also mentioned low student performance as a factor in the decision, although it was not the primary factor. The district's new state-appointed superintendent, Dr. Richard Boyd, also a state deputy superintendent, is working with a team of state and local administrators to manage the district's daily operations and develop a reform plan.

Under the reform plan, entitled "A Blueprint for Change," principals, teachers, and parents have more control over a local school's budget, curriculum, scheduling, and professional development activities. The plan shifts the focus of the school board away from day-to-day operations and toward setting student achievement goals and insuring sound financial practices for the district.

Eight "Fast Track" schools are piloting the increased decentralization. The district chose four elementary schools, two middle schools, and 2 high schools from a group of applicant schools. The eight schools met as school teams for six months to plan improvement efforts using small planning grants provided by the Cleveland Foundation, and began implementing their new programs this fall. The eight Fast Track schools will serve as models for 40 "Transformation" schools, which will begin implementing changes next school year. Among the changes that the Fast Track schools have instituted are extended school hours to encourage family involvement, new grading systems, tutoring in basic skills by community volunteers, and expanded professional development opportunities for teachers.

State Intervention in Failing Schools

Maryland

Based on student attendance rates and achievement on state assessments, schools in Maryland can become eligible for reconstitution by the state. Once identified as low-performing schools, school-based teams craft improvement plans that must be approved by the state. If schools fail to adhere to their plans and if student outcomes do not improve, the state may choose to reconstitute a school. Thirty-five Baltimore schools have been identified over the past three years, although none have been reconstituted.

Schools can use the identification process as impetus to improve services to students. After being identified as a low-performing school, Patterson High School hired a new principal, who handpicked several new teachers to lead the planning effort. The school's improvement team developed a plan to increase student achievement by restructuring the school day and the way instruction is delivered. All students pursue courses of study that cater to their career goals while preparing them for postsecondary education. In 1995-96, Patterson's attendance rate rose from 69 percent to 77 percent, more students passed the Maryland Functional Test required for graduation, and a greater percentage of seniors graduated than in prior years.

Kentucky

Kentucky's school accountability program, passed as part of the Kentucky Education Reform Act (KERA), holds schools accountable for helping their students achieve high standards. The program is based on an accountability index that measures student achievement in five academic areas and four non-academic areas (attendance, retention, dropout, and transition to the next level of school or the job market). The assessment instruments that measure student achievement are based on high standards for what students should know and be able to do developed by the state with input from teachers and subject area specialists. Every two years, the state establishes a

target score for each school to reach based on its previous achievement. A school that exceeds its target receives a cash reward whose distribution is determined by the school's faculty. Schools not meeting their target must develop a school improvement plan. Schools whose index score declines over two years must develop a school improvement plan and are assigned a "distinguished educator" by the state to provide support and advice on improving student performance. Schools that are continually in decline may, after an extended review, be taken over by the state; teachers in the school may be subject to dismissal.

Based on 1996 results from the Kentucky Instructional Results Information System (KIRIS), 88 showed improvement but did not their improvement goals, another 88 schools have been labelled "in decline," and nine have been placed in the "crisis" category. All of the schools in these three categories are being assigned a "distinguished educator" for a two-year period to help them develop and implement school improvement plans. Only if those plans do not generate significant improvements in student performance will the schools be subject to a state takeover.



UNITED STATES DEPARTMENT OF EDUCATION

OFFICE OF THE SECRETARY

March 7, 1997

MEMORANDUM VIA FAX

TO: RAHM EMANUEL ~~BRUCE REED~~ DON BAER
 MIKE COHEN GENE SPERLING

FR: TERRY K. PETERSON

RE: EDUCATION OUTREACH

Since our first meeting on outreach at the White House, a number of us have been working to identify events and announcements that would move us forward to achieve the President's Call to Action. We at the Department of Education are also moving to expand our internal and external communication capabilities throughout our key programs and contacts to focus attention on the elements in the Call to Action. At the same time, we have developed a framework of how to analyze the critical role of various sectors and the potential of various activities to actually achieve the Call to Action "on the ground" as well as building general awareness across the country for it. This analysis may be helpful to you.

- ▶ Key educators who carry out and deliver the service must be involved and buy into the initiative (e.g., reading -- reading teachers, elementary principals, and librarians; algebra at 8th grade -- middle school principals and math teachers, etc.)
- ▶ Change usually includes outside positive pressure and support from key community leaders (e.g., businesses, governors, mayors, community leaders, etc.)
- ▶ State and local policies have the most direct day-to-day impact on education. Federal policies, programs, monies, and outreach can be employed to help support needed changes, but state legislators, state boards, state superintendents, local school boards and local superintendents are very important and we must keep them involved.
- ▶ Parents and grand parents need to be involved. They have to feel this agenda addresses the real concerns for their kids.
- ▶ Our goals should be very challenging, but in the realm of the possible; we must have lots of examples to show concretely that success is possible and that there are people, like them, who can advise them and help them.
- ▶ Most solid, sustained change needs new investments targeted to the new initiatives as well as investments for related existing programs that support the initiative. That is why the President's education budget and tax policies on education are critical to enact.

OVERVIEW OF EDUCATION STRATEGY

1. NATIONAL STANDARDS OF ACADEMIC EXCELLENCE

Short term objectives:

1. 40+ states signed up to administer 4th and 8th grade tests in 1999
 - o 20+ states signed up by end of 1997
2. Tests are piloted in 1998, and available for nationwide use in Spring 1999
 - o Contract for test development awarded and work proceeding on schedule
 - o Licenses awarded to test publishers, states and local districts for use of test
3. National Partnerships/Mobilization efforts for improving reading and math achievement in place, by the end of 1997. These efforts, including America Reads, are designed to help students reach standards for 4th grade reading and 8th grade math by promoting use of effective practices, improving curriculum and teaching, and providing additional, after-school help to students who need it.
 - o X states have comparable efforts in place by end of 1997

Key Strategies:

- ▶ **Enlist critical mass of states and cities behind standards/testing initiative**
Initial target states for standards/testing: Maryland, Michigan, Colorado, North Carolina, Delaware, California, Ohio

Initial target cities: Boston, Philadelphia, Chicago, Seattle, Houston, Washington D.C.
- ▶ **Gain endorsements from key constituency groups to promote national efforts and to promote state and local participation:**

Target Constituency Groups: AFT, NEA, PTA, School Principals and School Administrators, National School Boards Association, Chief State School Officers, Urban League, Business Coalition for Education Reform (e.g., BRT, NAB, Chamber of Commerce, NAM)
- ▶ **Generate Favorable Editorial Coverage (with a focus on standards/testing initiative)**
Encourage favorable op-eds from bipartisan opinion leaders (e.g., Ravitch, Price)

Encourage Secretary Riley and appropriate senior WH and ED staff to meet with editorial boards while traveling over the next few months.
- ▶ **Use Announcements of Grant Awards, Reports and Studies to highlight Priority**

Issues

Announce results of existing NAEP and TIMSS tests. Launch test development with teachers advisory committee.

Events/Activities for standards and tests

February:

- Maryland sign-on event

March:

- Michigan sign-on event
- POTUS meeting with standards experts to discuss future directions for our effort; enlist as many experts as possible to become advocates for our efforts.
- Presidential Directive to OSTP, ED and NSF and other agencies, to ensure that executive branch resources to support math and science education are focused nationally on preparing students to meet 8th grade math standards, and to coordinate national mobilization of scientific, mathematical and technical communities in support of preparing students to meet 8th grade math standards
- Possible Department of Defense Dependent Schools sign-on to participate in NAEP/TIMSS and to begin preparing students to meet those standards
- Meet with Council of Chief State School Officers to discuss testing proposal
- ED appoint and POTUS meet with testing advisory board of teachers and others

April:

- Education Roundtable on standards (use TIMSS video to highlight good teaching to standards)
- Kick-off event with Education Excellence Partnership (BRT, NAB, AFT, NGA, ED) and Major League Baseball to new PSA's urging higher standards

Timing to be determined:

- Bipartisan meeting with key members of Congress

2. TALENTED TEACHERS IN EVERY CLASSROOM

Short term objectives:

1. Secure appropriations for National Board for Professional Teaching Standards, and increase number of board-certified teachers from 400 to xxxx by 199x.
2. Increase the number of states and/or school districts:
 - o requiring teachers to pass performance-based tests, reflecting knowledge and skills required to teach to high standards, in order to be licensed. [states]
 - o rewarding excellence in teaching, especially by rewarding teachers for receiving board-certification [states and districts]
 - o with programs to facilitate removal of incompetent teachers from the classroom [districts]
3. Introduce and enact legislation (as part of reauthorization of the Higher Education Act) to strengthen teacher preparation, recruitment and induction

Key Strategies:

- o **Identify promising practices for promoting excellence and accountability in teaching, and provide directory of federal resources available to support these practices**

Products to be released in response to Presidential Directive
- o **Highlight states and districts with effective approaches to recruitment, preparation, licensure, induction, evaluation and rewarding of classroom teachers.**
 - o Secretary's Conference on Teacher Recruitment and Preparation
 - o Continue National Awards Program for Model Professional Development
- o **Work with key groups, including NEA, AFT, NSBA and NASBE, CCSSO, AASA, colleges of education and institutions of higher education, NCATE, NPBTS, etc. to build support for effective state and local practices, and for Administration legislative proposals**
 - o Create Partnership for Excellence and Accountability in Teaching
- o **Focus ED research, development and dissemination resources on practices and policies to promote excellence and accountability in teaching**

Events/Activities:

April:

- WH event for national teacher of the year, also highlighting newly board-certified teachers and ED response to directive on excellence and accountability

Times to be determined:

- Visit to local union/school board program (e.g., NYC, Columbus) that removes incompetent teachers, or to other local union event: recognize existing efforts and challenge every union and local school board to do the same. Couple with guide/resource book from ED.
- Speak at summer AFT or NEA conference: focus on Board certification and on firing incompetent teachers

3. AMERICA READS CHALLENGE

Short term objectives:

1. Introduce and enact America Reads Legislation
2. Secure commitments from higher education and other sectors for xxxxx reading tutors by 199y
3. Launch America Reads grassroots community partnerships in xx states [tie to state sign-on to national testing]
4. Identify and promote proven, effective approaches to early reading instruction, and encourage their use in Title 1
5. Disseminate good, clear examples of "reading to national standards" widely to parents, teachers and public.
6. [Objectives for early childhood and for parents identified in next section on early learning]

Key Strategies:

- o **Build on existing Read*Write*Now effort, with special emphasis on increasing number of students in summer reading program**
- o **State and local sign-on to America Reads, where possible tied to sign-on to national 4th grade reading test**

Events/Activities:

March:

- Kick-off event for transmittal of America Reads Legislation
- Announce formation of America Reads Network, a coalition of 60 national organization ED has been working with to promote reading improvement.
- Announce new America Reads products: (1) Early Childhood Kit for parents and care givers to encourage early language development from birth through 5 years old; (2) America Reads Challenge: Read*Write*Now!, a kit of learning activities for parents to use with kids from birth through sixth grade.

April/May:

- Kick-off event for America Reads Summer Reading Challenge, to get 1.5 million children to read 30 minutes per day over the summer.

4. EARLY LEARNING

Short term objectives:

1. Promote awareness -- among parents, child care providers and the public at large -- of the importance of early brain development and of parenting behaviors to promote healthy brain development
2. Secure increased appropriations for Head Start and WIC
3. Introduce and enact Parents as First Teachers component of America Reads Challenge, and coordinate its implementation with related efforts, including Head Start, Goals 2000 Parent Resource Centers, Even Start, and ED Family Involvement Partnership

Key Strategies:

- o **WH conference on early brain development, tied in to Reiner campaign**
- o **Make sure that all federal programs reaching parents and young children incorporate lessons from neuroscience into design and operation. Programs include Head Start PAFT, G2K Parent Resource Centers, and Education Department's Family Involvement Partnership, etc. to spread word about brain development**

[need to incorporate VP conference on Families and Learning someplace]

5. CHOICE AND ACCOUNTABILITY IN PUBLIC EDUCATION

Short term objectives:

1. Increase the number of states with charter schools legislation from 25 in 1996 to 30 by the end of 1997, and 35 by the end of 1998.
2. Increase the number of charter schools from 500 to 1,000 by the beginning of the 1998 school year.
 - o Newly chartered schools should focus on clear standards of student achievement, for which they will be accountable.
3. Secure \$100 million appropriation for charter schools program
4. Focus attention of policymakers, advocates and educators on key issues in the development of charter schools, including:
 - o effective approaches to starting and supporting charter schools
 - o the importance of strong accountability provisions for charter schools
 - o effective ways of using charter schools to stimulate and inform improvement of all schools
 - o use of charter schools as one tool in intervening in low performing schools
5. Increase in the number of states and school districts that:
 - o reward high performing or improving schools, and intervene in schools that are persistently low performing [set target]
 - o require students to meet standards before moving from one school level to the next [set target]
6. Enlist 3-5 large school systems to work together to design and implement model district-wide school choice plans.

Key Strategies

- o **Target states considering charter school legislation this session with visits by President, Vice President or Secretary, where such visits can help gain enactment of legislation**

Target states: Missouri, Washington

President's speech in at least one legislature should clearly address accountability issues pertaining to charter schools

- o **Use announcements of federal charter schools grants to highlight states with strong charter schools laws and promising examples of charter schools**

- o Produce a series of charter schools evaluations, reports and guides to focus attention of advocates and policymakers on key issues needing attention in the design and implementation of charter schools laws**

- o Promote accountability for performance by vigorous implementation of Title 1 requirement that states and school districts intervene in failing schools**
 - o Hold national conference for educators, parents, business and others, focusing on effective ways of dealing with failing schools

 - o Provide guidance to Title 1 schools on parental involvement

6. SAFE, DISCIPLINED AND DRUG-FREE SCHOOLS

Short term objectives:

1. Increase the number of school districts which require expulsion and police notification if weapons are brought to campus
2. More effectively focus Safe and Drug-Free Schools Program funds on proven, effective practices for increasing safety and reducing drug use.
3. Secure funding for After School Learning Centers in the 21st Century Community Learning Center program, so that 800 -1,000 inner-city and rural schools can remain open in evenings and weekends to provide safe havens and increased learning opportunities, and to reduce juvenile violence and substance abuse.
4. Promote schools-within-schools, mentoring programs, and other means of creating more personalized, nurturing environments for middle and high school students
5. Increase the number of: (1) high school students involved in service; (2) states and school districts that require service for high school graduation; and, (3) states and school districts that encourage and provide opportunities for service by high school students

7. SCHOOL CONSTRUCTION

Short term objectives:

1. Enact School Construction legislation
2. Establish clearinghouse on school construction issues

8. OPENING WIDE THE DOORS TO COLLEGE

Short term objectives:

1. Enact HOPE Scholarship and tax proposals, including tax credits, tax and tax free savings
2. Enact Pell Grant increase and expanded eligibility
3. Enact Presidential Honors Scholarship
4. Enact increased appropriations for Work-Study and TRIO programs
5. Increase the number of states establishing HOPE scholarships, pre-paid tuition plans, or other measures to make college more affordable for lower- and middle-class families

Key Strategies:

1. Legislative Strategy

2. Post-enactment Strategy

- o Launch campaign in Fall 1997 to help families and students recognize that college is affordable and attainable for those who plan and work for it

9. LIFELONG LEARNING

Short term objectives:

1. Expand School-to-Work implementation to all 50 states by 199x.
2. Develop and enact legislation to consolidate federal job training programs and provide individual skill grants

10. TECHNOLOGY

February 2, 1997

MEMORANDUM FOR THE PRESIDENT

FROM: Michael Cohen

SUBJECT: Gov. Dean's concern about Special Education

Gov. Dean expressed his concern to Bruce Reed at the NGA meeting this weekend, that the federal special education law continues to impose unreasonable costs on states. He is likely to raise this concern with you at the roundtable discussion on Monday morning.

Vermont has made special efforts to identify and refer young children for needed services. As a result, it has decreased the proportion of students it identifies as needing special education services in elementary and secondary school. While this approach improves outcomes and reduces costs, it also reduces the amount of federal special education funds Vermont receives. This is because the federal funding formula is based on the number of students each state identifies for special education services.

You can respond to Gov. Dean with the following points:

- The Administration will reintroduce our proposal for reauthorization of the Individual with Disabilities Education Act (IDEA) in this session of Congress. Congress did not complete action in the last session.
- The Administration proposal will contain a formula for distributing special education funds based on the total number of students in the state, rather than on the number of students identified for special education services. This should reduce the current incentive for over identifying students for special education, reward states like Vermont that are investing in early intervention, and reduce costs for all states.
- The Administration proposal will also reduce paperwork and other procedural requirements in the special education program, reducing costs and focusing more resources in the classroom.

* You signed 33% increase in special education funding for FY 97, (800m) (From \$2.3B in FY96 to \$3.1B in FY97)

BACKGROUND ON PRESIDENT CLINTON'S EDUCATION CHALLENGES

March 27, 1996

1. REVOLUTION OF RISING EXPECTATIONS AND STANDARDS.

- **No More Social Promotions -- No More Free Passes. Require Students to Pass Tests for Promotion or Graduation from Elementary School, Middle School, and High School.** End the entitlement that students can pass by just showing up. Schools should ensure that students pass from grade to grade because they have learned what they are supposed to. Governor Clinton pioneered this idea in 1983, when Arkansas began requiring 8th graders to pass a test before they could go to high school.

Only Arkansas and four other states require tests for promotion from grade to grade or school to school. We must go further. Each state should have a specific test that all students must pass to be promoted from school to school, and schools should be held accountable to make sure that their students meet these standards.

- **Every Child Reading by the End of Third Grade.** Set a concrete standard for the most basic of skills: reading. Every school district, teacher and parent, must be committed to ensuring that every child is reading by the end of the third grade, and every parent should read to their child 30 minutes a day.

2. REWARD AND DEMAND HIGHER STANDARDS FOR TEACHING:

- **Change Certification Rules that Bar Many Talented Young People from being Teachers:** Support alternative certification procedures with high standards to bring talented people into teaching as long as high standards are met. Governor Clinton reformed certification procedures in Arkansas. We should do it everywhere.
- **Reward Excellent Teachers and Fire Incompetent Teachers:** Challenge teachers to meet high standards for performance and states to reward them when they do. There should be a fair process that makes it faster and far less costly to fire incompetent teachers. We shouldn't bash teachers; we should try to find ways to keep the best teachers in the classroom.

3. HOLD SCHOOLS ACCOUNTABLE FOR RESULTS.

- **Public School Choice and Charter Schools:** Challenge states to expand public school choice and pass charter school laws. Every state should let educators and parents get charters to create and manage innovative public schools that will remain open only if they do a good job. Today 21 states have charter school laws and there are over 250 public charter schools up and running. The President's balanced budget calls for \$40 million in seed money in FY1997 to help communities across the country start 3000 schools over the next 5 years -- a ten-fold increase. Encourage states to redesign or shutdown schools that fail and allow new, more effective management -- including parents and educators -- to take over.

4. MAKE SCHOOLS SAFE, DISCIPLINED AND DRUG FREE.

- **Permit Uniforms and Drug Testing.** Support School uniforms and other innovative approaches to increase discipline and reduce violence. In Long Beach, school uniforms have helped reduce school crime 36%.
- **Make It Easier for Teachers and Schools to Take Appropriate Disciplinary Action.** Children can't learn and teachers can't teach unless there is order in the classroom. More states should follow the lead of Indiana, New York and Maryland in giving teachers and schools the power to remove disruptive students.
- **Enforce tough truancy laws.** Follow the model of Police Chief Reubin Greenberg in Charleston, South Carolina.
- **Community Schools as Safe Havens.** Support Crime Trust funding that encourages community schools to stay open for longer hours -- at the time when students need a safe haven and when most juvenile crime is committed. We must provide young people a safe place to go to keep off the streets, particularly during the peak hours of juvenile crime -- between 3:00-6:00 p.m.

5. ACCEPT TECHNOLOGY LITERACY CHALLENGE FOR ALL STUDENTS.

- **Ensure that Technology Literacy Challenge is Met for Every Schools and Every Student:** States and local communities must ensure that students do not become divided by access to technology. States should accept the President's \$2 billion Technology Literacy Challenge to help ensure that all students are technologically literate and all schools can meet the four pillars of America's Technology Literacy Challenge: classrooms wired to the information superhighway; computers in every school and classroom; technology-trained teachers, and engaging learning software that challenges students.
- **Ensure Teachers Can Teach Their Students to Become Technologically Literate:** Work with teacher unions, colleges and corporate America to ensure that every new teacher can use and teach technology.

THE WHITE HOUSE

WASHINGTON

September 20, 1996

MEMORANDUM FOR BRUCE REED

FROM: MIKE COHEN

**SUBJECT: ACCOUNTABILITY, FAILED SCHOOLS AND SCHOOL CHOICE:
AN ALTERNATIVE TO PAUL DIMOND'S PROPOSAL**

**CC: PAUL DIMOND
PAUL WEINSTEIN**

I have reviewed Paul Dimond's proposal, and have an alternative to put on the table. Paul's proposal would put us on the opposite side of the voucher debate than we are at present. I think that's the wrong approach for education, and the wrong place for the President to be. In addition, I don't think we need to use Title 1 to require accountability tests in the states; virtually every state already has a state testing system and reports results to parents and the public on a school-by-school or district-by-district basis.

However, we need a better answer to vouchers than we have, especially when the debate focuses on doing something for disadvantaged kids in failing (mostly inner city) schools. At present, our answer is that we will help improve the system, with a strategy of raising standards, improving curriculum, etc. While I am convinced these systemic steps need to occur, in and of themselves they do not provide much immediate help to kids in schools that are just plain failing.

The direction in which I think we need to head builds on the President's challenge to states to intervene in schools that are failing and do something serious to turn them around:

- The President needs to make a clear statement that his opposition to vouchers and his support for public education does not extend to supporting schools that are plainly failing. We should not, and will not, defend failure in the public education system.
- The President should reiterate his challenge to state and local education officials to use the testing and accountability provisions they already have in place to identify persistently failing schools, and take steps to turn them around. At present, somewhere in the neighborhood of 10-15 states seriously intervene in failing schools, beyond telling them to develop an improvement plan.¹

¹Every state eventually will be required to have an intervention strategy for failing schools, as a result of Title 1 requirements. However, that strategy is phased in over a relatively length period of time. The proposal here is meant both to preserve and build upon

• **The President should extend the challenge, by calling on states and local school districts to close failing schools, create new charter schools in their place, and allow parents in these schools to send their kids to the new charter or to any other public school in the state/district. He should back up this challenge by offering any state or district that agrees to take this approach:**

- Funds to help support the start up of the charter schools (perhaps from a set-aside we can build into the existing charter schools program);
- Additional funds to be used specifically for providing the kids in the failed schools with extra help and tutoring after school. There should neither be a requirement nor an expectation that this extra help would be provided by the school and its staff. Nor should this be designed to reward failing schools with extra resources. Rather, this should be designed to focus on kids rather than on the schools, and should be an invitation for local government, community-based organizations, the private sector, higher education and employers to all pitch in. The message here is that if the state/district seriously steps up to the plate to fix the school, the federal government will provide financial support for extra help for the kids, so they can catch up to their peers while their school is being turned around.

This component would require some modest funding. Since only a handful of states and districts are at the point of meeting the proposed challenge, and then only for a handful of schools each, the initial funding requirements would not be large.

• If the failing schools are Title I schools and the kids are Title I eligible (in most situations, this will be the case), Title I funds should follow the kid to the new public school, whether it is the charter school or a different public school of the family's choosing.

This last component may at times be at odds with our efforts to better target Title I funds to the schools with the largest concentration of disadvantaged students. However, in general we have been willing to waive this requirement if the state or school district has a compelling reform strategy and needed to use Title I funds to support it. I think the approach I have proposed here would meet that test.

the Title I requirements. It leaves in place the phase-in period, which is in part tied to the expectation that the state will put new standards and assessments in place first. At the same time, it is intended to focus much more quickly -- immediately -- on the most serious cases, based on existing standards and assessments.

This approach has the advantage of building on our support of public school choice and charter schools, and of focusing explicitly on concrete and practical steps that can be taken to help kids who need it. I believe that one of the ways in which we are vulnerable on the voucher debate is that we come across as having nothing to offer kids who are stuck in failing schools except the promise of long term reform, while voucher proponents offer a seemingly easy escape to other settings. The fact that vouchers will undermine public schools while helping only a small proportion of the kids who need it is not as compelling as a response which also provides immediate and direct help to kids.

Bruce -

could I also discuss w/
you how HUD-federal housing
institutions must be totally
transformed in light of new
rules of the game for
welfare reform. Thanks.

Paul

September 23, 1996

MEMORANDUM FOR MIKE COHEN

FROM: PAUL DIMOND

SUBJECT: "Exit Option from Failing Schools"

CC: BRUCE REED
PAUL WEINSTEIN

As I understand our discussions and your proposal, our areas of agreement are substantial. So let's see if we can develop a proposal that captures our common ground now and leaves any disagreement for later. I really appreciate your insights and push here. Try this proposal and see whether it works for you and, if so, for the Secretary and for the President:

1. The President should make clear that federal dollars should not -- and if his proposal is adopted -- will no longer go to support failing schools.
2. Once a school fails, under a standard set by state or locality, the pro rata share of federal aid to that district or state will cease, unless:
 - the old school is shut down and is replaced by a charter for a new school (even if in the same building), with the charter to last only so long as the new school meets the performance obligations set in charter by the state or locality;
 - and the parents of every child in the former failing school that is shut down gets to choose the school -- including but not limited to the new charter school -- that each family believes will do best by their child.

No doubt we will have to structure this proposal so that it relies on and rewards state and local innovation and initiative, so long as federal aid no longer continues for failing schools.

Beyond this basic agreement, there are only nuances of difference, that I do not think are material. For example, I would emphasize that the new charter school may include whatever school the state or locality chooses charter, whereas you would emphasize that the charter school is a public school. Similarly, I would emphasize the choice of parents to choose the school that will do best for their kid, whereas you would emphasize the new charter school as way to replace and to transform the old failing school. But these differences in emphasis need not be as great as your memo implies. In fact such differences in nuance may enable

POTUS to change his emphases to fit the changing needs and real possibilities over time -- while always being true to a core vision of performance, choice, information, and reform that works to improve learning for kids.

Our major area of difference is that I would not propose to make school failing a condition for "extra help" after school. Instead, I recommend that we try to find for the middle schools and the high schools some equivalent of the "America Reads Challenge" for K-4 schools. Such a universal challenge would focus on providing extra help for those kids who need extra help meeting a clear national goal for all kids that is readily accepted by almost all Americans. How about "technology literacy" -- in its broadest meaning of new basic skills for the new information age -- for all middle school students? and a "diploma that means something" for all high school students, defined as assuring that high school graduates have the skills and knowledge they need to be able to go to college? These are, in essence, the complementary goals that POTUS referenced in his convention speech: "I want to build a bridge to the 21st century in which we expand opportunity through education, where...every 8-year will be able to read; every 12-year old will be able to log on the Internet; every 18-year will be able to go to college." If these two challenges for middle school and high school don't work, then let's come up with something else. But let's not hold out the prospect of rewarding "failing schools" with extra resources after school: that will just set us up for the Republican charges -- which we barely escaped in our universal "America Reads Challenge" -- that public schools are failing and that's why we're proposing just to relabel them "charter schools" and to increase after-school learning opportunities.

Finally, I do not think the President's cause is advanced at all -- particularly at this time in this election -- by saying anything more than he already has against public funding for private K-12 schools. Saying anything more than he has would win no new votes (and runs the risk of losing many votes) -- without gaining one bit of additional support for the type of proposal described above (or in your memo).

Let's discuss with Bruce to see if there is anything here that's worth further work, including with the full support and insights of the Secretary.

THE WHITE HOUSE
WASHINGTON

September 19, 1996

MEMORANDUM FOR BRUCE REED

FROM: PAUL DIMOND

SUBJECT: SCHOOL CHOICE, COMPETITION AND ACCOUNTABILITY -
- A PROPOSAL

CC: MIKE COHEN
PAUL WEINSTEIN

Attached are copies of the Katz and Finn articles for your information.

Here is a specific proposal for your consideration:

- First, any school that receives Title I money must meet an accountability test chosen by the State and administered each year by the local school -- with the results made available to the public and every parent. The tests must be administered and results made available in one year.
- Second, the parents in any school that fails to meet the minimum accountability measure established by the State must be given the right to choose any school which the State or any LEA certifies is eligible for public funding.
- Third, the federal government will pay up to \$500 per year for each child [who is eligible for food stamps?] whose parents exercise the choice to leave such failing schools and to choose a school that the parents believe will do better by their child; and this amount shall be deducted from the Title I allocation for the local district. [An alternative would be to have the pro rata share of Title I dollars follow each eligible child to the new school, minus the \$500 transportation costs which go to the parent, unless the State provides for transportation.]

Galston and I proposed a watered down version of this for the Improving America's Schools Act. Instead, the Congress chose a bureaucratic, top-down school improvement scheme that will take many years of trying to improve the failing school; and at the end of the line, choice, competition and information for the parents of kids in the failing school is not even guaranteed.

With all due respect to all those on the standards and accountability bandwagon, with top-down bureaucratic administration to improve lousy schools, get rid of lousy teachers, and

raise licensing and accreditation standards, such "administrative reform" will just get buried in the great marshmallow pillow of K-12 schooling which has not been moved by similar "reform" efforts for more than a generation now. That's why Larry Katz's proposal for school choice and competition -- in policy and practice -- is both bolder and more likely to work in practice than Checker Finn's "tests, tests, tests" approach. The proposal I have outline is a way to tie Larry's approach (a) to real accountability for standards and performance based on choice and competition and (b) to a real federal interest in the major flow of federal dollars to schools.

It will be pretty hard for any federal taxpayer or rational voter to be against the basic notion here: if a local school fails its students by the measure set by the State as it chooses (including delegating in some fashion to LEAs), then (1) parents should have the right to choose among the schools approved by the state for public funding and (2) federal funding for needy children should honor the choices made by the parents and the state. It sure beats just throwing more federal money at failing schools -- whatever the parent or the state chooses. As one an example, I think this proposal would put federal support fully behind whatever Mayor Giuliani finally ends up deciding to do in New York City, with the support of the Governor and the state legislature.

The proposal could change the terms of the current debate -- "vouchers vs public school choice" -- by giving real punch to the President's challenge to the States to provide good information on school and student performance, to provide parents with the right to choose the school that they believe will do best for their children, and to make informed choice and real competition the engine to drive change for all parents (not just those who pay the "tuition" of buying a home in a "good" school district or enrolling in a "good," "private school.") If this proposal were combined with the President's calls to (a) reward good teachers and (b) to empower teachers to form new schools with a charter they can keep as long as they perform, then the proposal might even gain greater acquiescence from the constituencies in the current climate than Galston's proposal did three years ago in a less hospitable climate.

I leave it to your judgement (aided by Mike Cohen's greater experience with all of the plays and players here) to determine whether there is any politic way to shape this proposal so that it might fly -- now or in 1997 -- rather than grounding the President on rocky shoals.

Work-Force Preparation Policies to Promote Economic Opportunity

By Lawrence F. Katz

Introduction

Family income inequality has increased substantially in the United States over the last twenty years. The enormous disparities in the fortunes of American families in recent years have largely been associated with labor market changes that have increased overall wage inequality and shifted wage and employment opportunities in favor of the more-educated and more-skilled. The real earnings of many groups of workers, primarily men, have been declining since the early 1970s. Less-educated young men have suffered unprecedented losses in real earnings and are at greater risk of nonemployment than in years past both in absolute terms and relative to more-skilled workers. In short, the U.S. labor market has experienced a massive twist against "disadvantaged" workers—those with limited education or skills and/or from impoverished families and neighborhoods—that has diminished their earnings prospects and made it more difficult for them to keep their families out of poverty and in tact. The earnings of "middle class" workers have also stagnated with experienced job losers (dislocated workers) suffering particularly substantial and permanent losses of earnings power in recent years.

These changes in the wage structure have been carefully documented by many researchers (e.g., Levy and Murnane, 1992; Freeman and Katz, 1994) and can be summarized as follows:

- *From the 1970s to the early 1990s wage dispersion increased dramatically for both men and women reaching levels of wage inequality for men that are probably greater than at any time since 1940.* The hourly earnings of a full-time worker in the 90th percentile of the U.S. earnings distribution (someone whose earnings exceeded those of 90 percent of all workers) relative to a worker in the 10th percentile (someone whose earnings exceeded those of just 10 percent of all workers) grew by approximately 20 percent for men and 25 percent for women from 1979 to 1989. These gaps have increased further in the 1990s. Earnings inequality has expanded even more rapidly if one includes consideration of the very top part of the distribution (the upper 1 percent).
- *Pay differentials by education and age increased.* The college/high school wage premium doubled for young workers with weekly wages of young male

college graduates increasing by some 30 percent relative to those of young males with twelve or fewer years of schooling in the 1980s. In addition, among workers without college degrees the wages of older workers rose relative to those of younger workers. *The labor market returns to formal schooling, work-place training, and computer skills greatly increased in the 1980s and seem to have continued expanding in the 1990s.*

- *Wage dispersion increased within demographic and skill groups.* The wages of individuals of the same age, education, and sex, working in the same industry and occupation, are much more unequal today than ten or twenty years ago.

Most analysts agree that the key driving force behind these changes has been a strong shift in relative labor demand against the less-educated and those doing more routinized tasks and toward more-educated workers and those with problem-solving skills. The shift in relative demand against the less-skilled appears to be associated with both skill-biased technological change—the computer revolution—and the increased internationalization of economic activity. Reductions in communication and transportation costs that have facilitated increased globalization have also contributed to the rise of winner-take-all markets that have greatly increased inequality in the entertainment-related industries and many professions (Frank and Cook, 1995). These demand shifts favoring the more-skilled have been reinforced by changes in pay setting norms (Bok, 1993), increased competition in many product markets, increased immigration of less-educated workers, and the weakening of institutions that have protected non-college workers (e.g., the decline of unions and erosion of the real value of the minimum wage). While much debate exists concerning the relative importance of these different underlying causes for rising inequality and increased returns to skill, none of the suspected factors show any apparent signs of abatement.

Strong macroeconomic performance has traditionally been a crucial factor in improving the labor market prospects for disadvantaged workers. But the experiences of the long boom of the mid- and late-1980s and the current U.S. expansion suggest that sustained economic growth by itself unassisted by specific initiatives to deal with increased structural labor market barriers facing the less-skilled is unlikely to be sufficient to reverse recent trends (Cutler and Katz, 1991; Blank and Card, 1993).

Market incentives for increased individual educational investments and skill upgrading can play some role in alleviating growing inequality in the United States. The large increase in the college wage premium in the 1980s has been associated with an increase in college enrollment rates from 49 percent of high school graduates in 1980 to more than 60 percent in the early 1990s (U.S. Department of Education, 1994). Evidence from U.S. time series and cross-country studies strongly suggest that rapid expansions of the supply of more educated workers narrow earnings differentials and improve the labor market position of the less-skilled (Freeman and Katz, 1994). But the process of supply adjustment can take many years, and many disadvantaged individuals face financial and informational barriers to pursuing further education and training.

The problems generated by a shift in demand against the less-skilled are particularly severe in distressed inner-city neighborhoods where these economic changes have set off a vicious circle of reinforcing processes (Wilson, 1987). A decline in job

availability as employment shifts to the suburbs is associated with an outmigration of the middle class, a deterioration in neighborhood social conditions, and an increased incidence of behaviors harmful to an individual's ability to take advantage of future economic and educational opportunities—criminal activity, drug use, dropping out of school, and teenage childbearing.

We face the likelihood of increasing gaps in economic outcomes between the more- and less-skilled (and/or more- and less-fortunate) and possibility of what Robert Reich (1991) has labeled the "succession of the successful" unless policies can be found to offset current labor market and social trends. One approach is to develop "active labor market policies" that attempt to deal directly with the market shifts adversely affecting less-skilled workers by improving their skills and/or stimulating employment opportunities through direct job creation in the public sector or the subsidization of their employment in the private sector. Much recent work has evaluated the effectiveness of alternative active labor market policies for improving the labor market prospects of the disadvantaged. Policies to increase years of schooling for those from low-income families appear to have a high returns (Card, 1994). Public sector-sponsored training programs have a mixed record with strong positive returns for disadvantaged adults (particularly adult women) and more disappointing results in evaluations of programs for disadvantaged out-of-school youths (Katz, 1994; LaLonde, 1995; and U.S. Department of Labor, 1995). Employer-side wage subsidies (or employment tax credits) that are highly targeted on very specific socioeconomic groups appear somewhat effective for disadvantaged youth but have substantial administrative burdens and may even stigmatize some targeted groups (e.g., welfare recipients and ex-convicts). Policies using an intermediary (a public employment agency, nonprofit training organization, etc.) that combine job development, job search assistance, training, and employment subsidies appear more successful for targeting on specific disadvantaged groups (Katz, 1995). The earned income tax credit (EITC) appears to be a quite successful approach to improving the earnings of those who play by the rules and encouraging movements from dependency to work.

In the remainder of this paper, I first summarize what is known about the changing relationship between economic growth and economic opportunities for the disadvantaged. I then use the available evidence to speculate about what may be an effective set of work force preparation policies to expand economic opportunities for youth and adults.

Nevertheless one should remember (as Jim Heckman (1994 a, b) has emphasized) that even the most successful work-force preparation policies should not be oversold. The improvements created by employment and training programs do represent real gains for society and for the individuals involved. The rates of return for some interventions (JTPA for adults, CETA, etc.) appear to be greater than 10 percent making them more than competitive with many other economically viable investments. However, training programs for the disadvantaged do not lift the average participant out of poverty, even when they succeed in significantly increasing participant earnings. Participants in successful training programs for dislocated workers receive earnings substantially above what they would have attained without the program, but often not enough to restore their earnings to their pre-displacement level.

The magnitude of the shifts in the wage structure and declines in real earnings of the less-skilled since the early 1980s is enormous and would require massive increases in human capital investments (of probably over \$100 billion per annum over the next decade) to fully reverse for the entire labor force. The size of the problem should not deter us from expanding human capital investments with high returns. But these sound human capital investments need to be complemented by strong macroeconomic performance, by policies such as the EITC to make work pay for low-wage workers, possibly wage subsidies to expand employment opportunities for some disadvantaged adults, and a strengthening of labor market institutions to improve worker-management relationships.

Economic Growth and the Disadvantaged

Economic growth has traditionally been seen as the dominant source of gains for the poor and of improved economic opportunities for individuals located throughout the income distribution. During the 1960s, for example, rapid economic growth and a relatively stable economy dramatically reduced the share of Americans living in poverty, by 10.3 percentage points, and moved many families into a thriving middle class. During the 1970s, a period of unstable economic conditions and slow growth, poverty rates were relatively constant. Although the recession of the early 1980s saw an almost 4 percentage point increase in poverty, an analyst in 1983 using the historical relationship between economic growth and poverty would have expected the sustained economic expansion of 1983 to 1989 to lead to another surge in the well-being of the nation's disadvantaged.

But, as Figure 1 illustrates, the anticipated benefits for the poor of the 1980s expansion failed to fully materialize and a similar pattern appears through the early part of the current expansion. If the "trickle down" mechanism had been as effective in the 1980s and 1990s as in the past, the poverty rate would have been 4 percentage points lower than actually observed in 1993 (11.1 percent rather than 15.1 percent).

The story is equally true of overall family income inequality—again the 1980s and 1990s are a sharp break from historical experience (see Figures 2 and 3). If previous historical relations had held over the last decade, one would have expected the share of income going to the lowest quintile to have increased from 1983 to 1993. In fact the share going to the lowest quintile actually decreased and was 1 percentage point lower than predicted in 1993 (Figure 2). Similarly the share of income of the top 5 percent of families is 4 percentage points higher in 1993 than one would have predicted based on the economic growth observed from 1983 to 1993 (Figure 3).

The pattern of rising inequality even during periods of fairly strong economic growth is not an illusion of using family income data that fails to include in-kind payments and employer benefits. While poverty rates are lower when one includes the values of these government and employer benefits, the same pattern of rising inequality and poverty are apparent. The groups with declining wages are also increasingly less likely to have employer-provided health insurance and private pensions. Similar results occur if one looks at family consumption rather than income (Cutler and Katz, 1991).

Figure 1 Actual and Predicted Poverty Rates, 1959-93

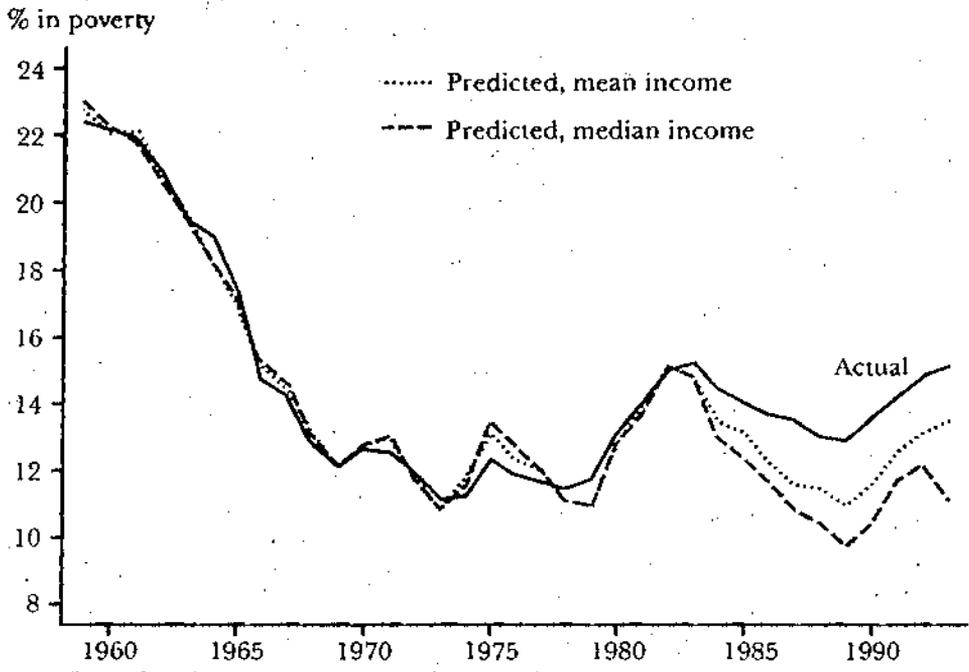
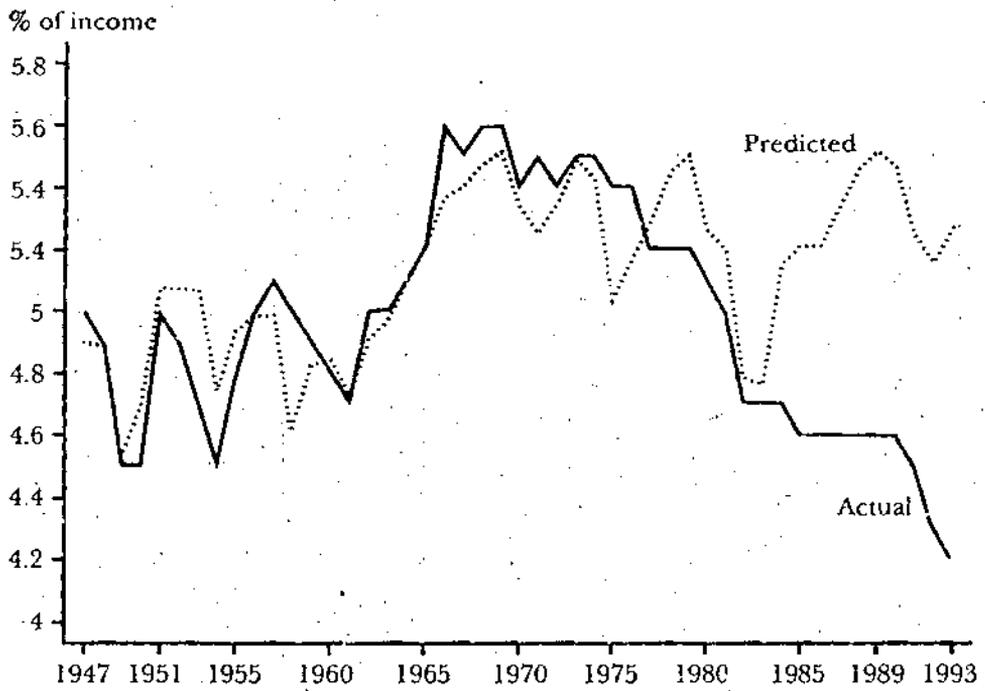
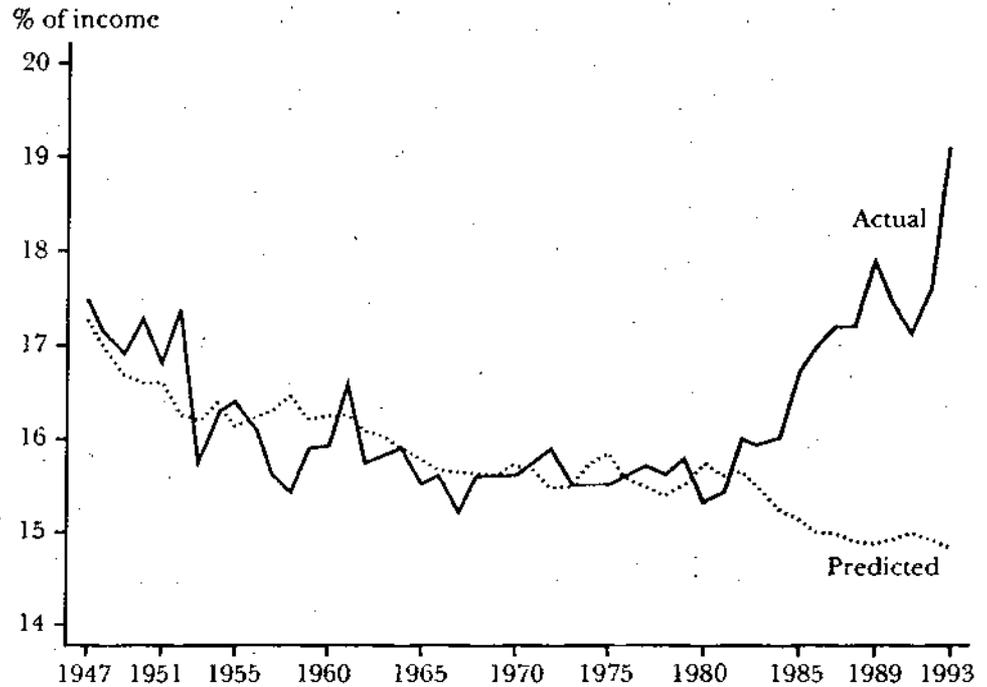


Figure 2 Actual and Predicted Income Share, Bottom 20%



While stronger economic growth and macroeconomic performance is still a necessary condition for improving the economic opportunities for the disadvantaged, it is not sufficient. The trickle down mechanism is less effective than in the past with

Figure 3 Actual and Predicted Income Share, Top 5%

a smaller share of increased growth translating into increased demand for the services of the disadvantaged and non-college workers. Thus secular structural labor market shifts against the less-skilled, changes in labor market institutions, and the cumulative process of changes in families and neighborhoods have served to offset the traditional benefits of economic growth for disadvantaged Americans. Rapid economic growth and tight labor markets need to be complemented with work-force preparation strategies that better enable those without college degrees and from poor backgrounds to take advantage of emerging opportunities.

Work-Force Preparation Policies for Youth¹

What types of interventions are most likely to expand economic opportunities for young people? Economic theory suggests that the returns to human capital investments are likely to be greatest for the young for two reasons: (1) younger persons have a longer horizon to recoup the benefits of investments in them; and (2) early learning facilitates later learning and skill accumulation (e.g., Heckman, 1994b). Effective early childhood programs are necessary to make sure children from poor backgrounds are able to enter school ready to learn. Quality programs such as Perry Pre-School and the best run Head Start programs that have strong parental involvement appear to be able to have persistent effects on learning that eventually improve earnings and reduce involvement in crime (Barnett, 1992). We need to gradually expand the funding for these programs while improving their management and increasing involvement of parents. This will be difficult to do if other program cuts increase economic stresses on and prevent the further educational attainment of low-income parents.

Substantial increases in the skills of non-college bound students are unlikely without significant improvements in primary and secondary schools. Such changes are particularly important because better basic skills typically tend to be a prerequisite for employers to further invest in the training of new workers. Decisions to change public primary and secondary schools will largely take place at the state and local level in an environment of relatively tight budgets. Thus a key issue is finding ways to improve the effectiveness of schools largely within the constraints of existing budgetary resources.

My reading of the available evidence and my gut reaction from my economic training is that increasing the extent of consumer choice and decision-making autonomy of individual schools is likely to move incentives in a better direction and produce more effective schools. Caroline Hoxby's (1994 a, b) pathbreaking new work convincingly indicates that increased competition among public schools (as proxied by a greater number of school districts in a metropolitan area) as well as more effective competition from private schools both serve to improve average student performance and restrain spending levels. The benefits of increased competition with private schools and schools in other districts do *not* appear to accrue to students from disadvantaged backgrounds who do not gain effective consumer choice from such forms of competition since they are typically unable to afford private schools or to move to other districts with better schools.

A more full-fledged move to *public school choice* (for example somewhat along the lines outlined by Chubb and Moe, 1992 in which current public and private schools could get certified as public schools, purchasing power in the public system could be equalized across individuals with additional resources for those with special needs, and schools designated as "public" could not have individuals "top off" the publicly provided tuition) is likely to be necessary to create an environment conducive to improving schools for the disadvantaged. Schneider, Schiller, and Coleman (1995) in a comprehensive examination of current public school choice programs find that African Americans, Hispanics, and students from more disadvantaged backgrounds (whose parents have lower levels of educational attainment) are *more* likely than other student to take advantage of opportunities to choose. My government experience with performance standards for job training programs at the U.S. Department of Labor makes me quite skeptical of the likely success of designing and bureaucratically implementing performance appraisal systems (even recognition and reward programs with some budgetary consequences) for schools. I put much more faith in consumer choice with requirements that interpretable information about school performance be made available to parents. But it should be recognized that little reliable evidence is currently available on the effects of existing school choice programs on student achievement (Witte, 1995).

Social isolation, lack of labor market connections, concerns for personal safety, and adverse peer influences are likely to act as constraints on the labor market prospects for youth growing up in high-poverty, inner-city neighborhoods even with improved schools. Evidence from a quasi-experimental housing desegregation program in Chicago (the Gautreaux program) indicates the strong influence that neighborhoods and residential location have on youth education and employment outcomes (Rosenbaum, 1991). Through the program, poor black families, mostly on welfare,

to give school
 vouchers to
 poor
 students

were given the opportunity to move from public housing units in inner-city Chicago to middle-class suburbs outside the central city. A comparable group were given the chance to move to other parts of the central city. Seven years after moving, youth who moved to the suburbs were 15 percentage points less likely to drop out of high school, 30 percentage points more likely to go to college, and had much higher earnings and employment rates than those in the comparable urban families. These results strongly suggest the importance of using housing assistance resources to improve the access of families living in high-density public housing to more mixed neighborhoods and the suburbs. HUD's innovative Moving-To-Opportunity demonstration program (currently starting operations in five metropolitan areas) as well as its re-programming of resources to provide counseling and landlord recruitment to help poor families eligible for housing assistance move to better neighborhoods are promising initiatives that deserve support.

It has proven quite difficult to improve the labor market prospects of youth who drop out of high school. Our major job training programs for the disadvantaged (CETA in the 1970s and JTPA in the 1980s) have shown little positive impact on out-of-school youth. Only the intensive and expensive residential programs, the Job Corps, and San Jose's innovative Center for Employment Training, have demonstrated effectiveness in evaluations of training programs for disadvantaged youth.

These findings underscore the importance of dropout prevention efforts. Fortunately, there exists growing evidence that services for in-school disadvantaged youth which start early (when youth are 14 to 15 years old) and follow youth for multiple years through high school can reduce dropout rates. The Quantum Opportunities Project (QUOP) provided extensive long-term services to randomly selected students from families on public assistance (AFDC) in very poor neighborhoods. A four-year random assignment evaluation found that QUOP participants were far more likely to graduate from high school and go on to college than the control group. Fully 42 percent of QUOP participants went on to college, while only 16 percent of the control group did. Two large projects evaluated by random assignment as part of a series of U.S. Department of Education dropout prevention demonstrations, which focused on at-risk youth in vocational education, were also quite successful cutting dropout rates by over 50 percent (U.S. Department of Labor, 1995). These findings are consistent with the success of some "I Have a Dream" programs (e.g., Eugene Lang in East Harlem) in which private sponsors guarantee financial support to a class of disadvantaged youth if they graduate from high school and provide support services to the youth starting from an early age.

Furthermore, policies to increase the years of schooling at mainstream educational institutions (high schools, community colleges, and universities) for the low- and modest-income families appear to have a high economic payoff. Card's (1994) recent survey of the literature suggests that an additional year of schooling increases the future earnings of those from disadvantaged families by approximately 8 to 12 percent a year. The college enrollment decisions of those from low-income families also appear to be somewhat sensitive to direct college costs. Thus increased financial assistance (through a mixture of grants and loans) for higher education targeted at those from modest-income backgrounds appears to be a good investment. These high returns to mainstream schooling combined with more dis-

appointing results from interventions for out-of-school youth indicate that interventions to reduce high school dropout rates and school-to-work programs linked to community colleges and employer-training are fruitful areas for investment and further experimentation.

A more comprehensive and ambitious approach to help youth in inner-cities move onto viable pathways from school to work or to college would use the lessons of successful youth development and dropout prevention demonstrations to follow youth from ages 10 to 18. The key elements of such a strategy would be to (1) increase the number and duration of meaningful adult contacts for youth through "good shepherd" mentoring partnerships; (2) provide increased activities and safe havens for after-school and weekend hours possibly with some supervision from successful older peers; (3) improve skills by increasing the availability of work-based, experience-based learning activities; and (4) improve connections to jobs throughout the broader metropolitan areas. Several local demonstrations starting to be implemented by Public/Private Ventures contain elements of such an approach and resources from Urban Empowerment Zones could be used to move in this direction.

Active Labor Market Policies for Adults

The current adult training and employment system in the United States consists of a hodgepodge of fragmented, categorical programs with a myriad of governance structures and delivery systems involving Federal, state, and local governments. Some of these programs appear to be effective at modestly improving earnings at reasonably low cost, but others appear ineffective and many have never been systematically evaluated. With the exception of Pell grants and student loans, the current system offers unemployed and disadvantaged workers only limited customer choice with respect to training and employment services.

The United States needs a more integrated, customer-friendly system to facilitate the life-long learning needs of workers in a rapidly changing economy. Such a system would include a system of one-stop shopping employment service centers (or franchises) that provide job search and counseling services to allow adults to make informed training and educational choices. There should be universal access to educational loans (with both standard and income-contingent repayment options) to allow adults to invest in themselves. Additionally, skill grants should also be available in addition to loans for those from disadvantaged backgrounds. But adults should be given significant customer choice in using these loans and grants at accredited institutions. A strong Federal role would be desirable in developing an information system concerning the performance of different training providers and accrediting training and education providers for eligibility for public funds. Finally, the myriad of Federal programs for dislocated workers based on different causes of dislocated and categorical groups and the unemployment insurance system should be merged into a single reemployment system that provides workers with more flexible uses of unemployment insurance funds. The reemployment system should not just focus on passive income support as in the current unemployment insurance system but should allow funds to be used for starting one's own business (self-employment assistance), job search assistance services, and educa-

information system

tion. American workers could be made much more economically secure with a better system of portable skills, pensions, and health insurance.

What does the evidence from evaluations suggest would be the most valuable services in such a reformed adult life-long learning system? A wide variety public-sector training and job search assistance programs for disadvantaged adults have achieved significant improvements in earnings, especially for women. A recent experimental evaluation of JTPA Title II, our major training program for the disadvantaged, found earnings increases of 10 percent for adult men and 15 percent for adult women that persisted through the second year after program completion. The strongest positive earnings effects were found for the on-the-job training/job search assistance strategy for adult female AFDC recipients.

Welfare-to-work programs that combine training, job development, employment subsidies to private-sector employers, and support services appear to be a cost-effective route to producing substantial and sustained earnings increases for AFDC recipients (Bell and Orr, 1994; Couch, 1992). But the low earnings base for this population implies that such program by themselves do not produce large enough earnings gains to move such families out of poverty. The extent to which modest-sized demonstration projects emphasizing subsidized employment can be successfully implemented as operations of the scale necessary for a work program associated with time-limited welfare proposals is very much an open question. Large-scale welfare-to-work (JOBS) programs emphasizing job search and training have proven cost-effective at producing modest earnings gains in California and Florida, but only when accompanied by appropriate support services (e.g., child care). States considering welfare reform options should also beware that community work experience programs (CWEP) appear much less successful at moving welfare recipients off welfare and into work than do work programs emphasizing work-for-wages in actual private and public sector jobs.

A few key lessons for designing a reemployment system can be drawn from evaluations of interventions to assist dislocated workers. First, early intervention and provision of services is a key to successful programs. Second, job search assistance is quite effective and ought to be used as soon as possible in an unemployment spell for those who are job ready. Third, alternative uses of unemployment insurance (semployment assistance and wage subsidies/re-employment bonuses) can pay off. Fourth, not all displaced workers require training services. Most displaced workers really want and can be best helped by job search assistance, counseling, up-to-date labor market information, and flexibility in the use of UI benefits. But training provided in mainstream educational institutions and by stable training providers with strong ties to employers can pay off for some dislocated workers. Fifth, targeted job creation measures (either in the public sector or through wage subsidies) can play a role in moving the long-term unemployed back to work.

Lawrence Katz is Professor of Economics at Harvard University and a Research Associate of the National Bureau of Economic Research.

Notes

1 See Katz (1994, 1995), LaLonde (1995), and U.S. Department of Labor (1995) for more details on the evidence concerning the effectiveness of alternative workforce preparation policies for both youth and adults.

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Response

By Chester Finn

Preparation for Work

Lawrence Katz offered the thought that there is a close correlation between rivers and educational achievement. I want to note that U.S. Senator D. Patrick Moynihan, looking at the state by state results on a national assessment, suggested that educational achievement in America correlates with proximity to the Canadian border. Another one of these geographic explicators of educational attainment!

There has been a lot of talk about the importance of education; it is almost a given in this discussion, especially a college education. I want to offer the slightly heretical notion that one of the reasons we are paying so much attention to college education is because we have given up on elementary and secondary education.

Having concluded that a high school diploma signifies virtually nothing by way of skills or knowledge, we are now looking for something that might function as a criterion for hiring people or in some other way evaluating people, and we have settled on the bachelor's degree. But suppose everyone had a bachelor's degree. Would we not then look for a graduate degree as a way of distinguishing the higher-performing part of the population for purposes of employment and other things?

I think we would. Indeed I see shreds of anecdotal evidence that people, when they really need to be sure they are hiring somebody with skills, already look for a graduate degree because they are not sure they can count on the bachelor's degree as evidence of very much skill or knowledge. In any case, the almost-casual assumption around the table, that to take a high-tech job, you have to have a college degree, I think would be looked at askance in much of Asia and Europe where those same high-tech jobs would be thought of as jobs that could be filled by someone who had a decent high school diploma, assuming that it actually meant they had acquired a core of skills and knowledge and actually had a relatively high degree of achievement under their belts already.

But we don't do that in the United States. We've created a deeply inefficient, but endlessly forgiving education system, in which you can have about as much education as you want pretty much whenever you want it but in which you are not apt to learn very much at any stage along the way, though you can certainly acquire another credential, and there are some economic and status rewards for having those credentials. You could, of course, learn tons if you wanted to. The opportunities are

there for this and nobody is stopping you. The resources by and large are there. But for several reasons you probably won't learn very much. After all, you probably didn't learn much at the previous stage of your education.

There are few real world consequences in your life for learning a lot versus learning a little, though there are some rewards for persistence. The institutional norms and peer signals that you feel do not encourage high achievement and most of the tangible improvement that you are apt to get in terms of job, income, status and so forth hinge not on how much you know, but on what credentials you hold in your hand.

Overall you don't have a whole lot of incentive to buckle down and study hard. If you think that is wrong, imagine 16-year-olds on a Thursday night trying to decide how to spend their evening. How many tangible rewards do they see for staying home and reworking their chemistry lab report? Will it make a real difference in their real life? Only if they belong to this tiny sub-population for which almost everything I have said does not apply. It is a tiny sub-population but one that is grossly over-represented in this town. I think it is important that we not generalize from our own experiences, or from our aspirations for our children and grandchildren.

I am obviously talking about the sub-population that is competing for admission to America's handful of truly selective colleges, or that is competing for admission to the handful of truly selective professional fields. In those small niches of American society there are tangible real-world payoffs for learning a lot, for getting high marks, for earning high test scores, for taking hard courses and doing well in them, for coming in near the top of your class. Yet even here, let me note, the American emphasis on well-roundedness signals to you that you must not let academic attainment be your exclusive pursuit.

The fact that pretty near everybody in this room lives within that little sub-population means we can easily slip into thinking that its norms and incentives are universal. But I don't think we should kid ourselves; most people just need the paper credential. Their employer never looks at their transcript. Their college—and they normally apply only to one, knowing that it will be pleased to have them, regardless of their high school record—pays little heed to anything other than the fact that they got a high school diploma or a GED. Indeed, hundreds of post-secondary institutions will wink at the absence of a high school diploma or GED as long as students say they are ready to enter and do college work, or so-called college work.

As for paying for it, there is a free public education through the secondary level available to everybody, without exception, and if you don't get it on the traditional schedule, you can get it later. Our country is fairly unusual in that regard. We also have a post-secondary system that, while not exactly free, is heavily subsidized by public and private sources, both on the supply side and on the demand side. Here, too, it is only a slight exaggeration, though some people in the room will think it is more than a slight exaggeration, to say that you can have as much as you want whenever you want it. (If you are both poor and a poor student, you may be limited as to where you can get it.)

At each level, moreover, you can make up for whatever you missed at the previous level. The amount of formal and tacit remediation in this enterprise is immense as is the cost of that remediation. It is part of our basic philosophy, which is never to

slam the door and lock it, never to deny someone the opportunity to remake himself and his life, at least within the bounds of what the education system can do for them.

If we went around the table, I believe we would find many people whose own families include individuals who took a break from their formal education and later decided to, in some sense, remake their life and come back for more. In many countries, you couldn't do that. If you ever stepped off the educational treadmill, you would not be allowed back on it. In this country you are invited back. These are remarkable social accomplishments produced at immense cost, and we should take considerable pride in them.

We should also be mindful of their downside. For the problems that we face in education today are not primarily problems of supply, nor problems in the area of what we might call the opportunity to enlarge the quantity of one's education. The problems we face today have primarily to do with the effectiveness, the productivity, the efficiency and the attainments of the education system and the people in it, including the motivation and readiness of the people in it to benefit from the opportunities that are already open to them. For as forgiving, open-handed and nonjudgmental as we have been on the quantity side, we have paid woefully little attention to the quality side.

To put it simply, the United States supplies its population with vast amounts of education, but most of it is of mediocre quality. There are exceptions; there always have been. The main exception pertains to the same crowd I was talking about earlier, that small fraction of the population, by most estimates 5 or 6 percent, that gets an elementary and secondary education as good as any in the world, and goes on to colleges and universities that are as good as any in the world. We can argue whether it is 4 percent or 8 percent, but it is single digits in our population. Once upon a time, that was probably enough for the kind of country we then were, for the kind of economy that we then had. A well-educated elite and a lot of more-or-less literate people working in farms and factories. The problem is the world has changed, the economy has changed, our sense of social justice has changed, yet for all intents and purposes, our education system has not changed.

Yes, we added more to it on the supply side, so that many more people would have more opportunities to obtain more educational credentials. We have a whole edifice of federal programs, for example, most of them dating to the mid-'60s, that are part of that story. They are by no means the whole story. The rest of it involves local, state and private sector efforts to expand the supply side. But we didn't do anything comparable about standards, expectations, requirements, or consequences. We were afraid that if we did, if we actually expected the mass to meet the same standards as the elite, a lot of people might fail and a lot of those who might fail would be poor or minority or handicapped people. (The attainments of the tiny elite also might not seem so special if tons more people have the same attainments.)

Better to wink and say, "Here, you can have all you want by way of quantity; and we won't ask you for much beyond persistence; and then we'll give you the credential." So besides not having standards, stakes or consequences for most people, we also didn't do much about pedagogy, curriculum, discipline, technology, and the rest. We left control of the education system in the hands of producer interests that were determined above all to keep it as it had always been. We gave little or no

leverage to consumers. We provided them with few options. We trapped many of them in awful schools and mediocre colleges.

The upshot is a much-schooled but ill-educated population. Vast quantities and expenditures but, for most people, inferior quality and performance. There is a bit of false consciousness here, too, because most members of the great American middle class don't believe that they have a quality problem. There is all kinds of evidence that if you made it to the suburbs and your kid is going to a school that is peaceful, that has grass growing on the lawn, and most of whose graduates go on to college, you assume that your kid is getting a world class education. It isn't true, but nobody wants to think otherwise.

That is where today's challenges lie. But we won't meet them if we keep the delivery system the same, the same old boring school design, the same boring old college design, the same power relationships, the same absence of stakes and consequences and standards, the same government programs. If we want to meet today's challenges of performance and productivity, we are going to have to do a great many things very differently.

Bill Bradley referred this morning to industries that have become vastly more productive, and thus have been able to get by with a lot fewer employees. Contrast that with the schools, (or the universities,) which have got tons more employees than they used to but by nobody's measure that I know have they become more productive at all. Every measure of employment in schools and colleges shows an enormous increase in the rolls over the last quarter century or so.

Let me document a bit of what I've said by sharing with you an excerpt from an Office for Economic Cooperation and Development (OECD) report from last year. It is a report on the U.S. economy, but it devotes about 40 pages to our education system:

Although international comparisons of school expenditures are hazardous due to data problems, it appears that, even in low-spending states, expenditure per student is generally high relative to that of countries with very high performance systems. Three states spend more per capita than any OECD country, and all states spend more than Japan which, judged by most criteria, has an excellent school system. . . .

Prospective employers of non college-bound graduates rarely ask for information about the high school experiences of job applicants. . . .

The selective university sector subjects its candidates for admission to a fairly rigorous set of requirements. . . . Demands from the selective university sector appear to be the only source of reasonably exacting standards to which lower levels of education are held. These are only relevant, however, for a limited number of students. On the other end of the spectrum are institutions of higher education that have low or non-existent standards for admission. . . .

Viewed in an international perspective . . . the average achievement scores of American children range from mediocre to poor, depending on the subject matter. . . .

While it is true that American schools do a particularly poor job of educating blacks and Hispanics, one should not conclude that white students in

middle-class suburbs are uniformly well served. In mathematics and science . . . the nation's top high school students rank far behind much less elite samples of students in other countries. . . . The gap between high school seniors from middle-class suburbs and their counterparts in many northern European nations and in Japan is often equal to or larger than the two or three grade level equivalent gap between whites and blacks in the United States. . . .

The U.S. adult population has received on average more years of schooling than those of other large, industrialized nations. A higher percentage of 25- to 64-year-olds have completed secondary school and college than in any of the major seven OECD member nations. For younger age cohorts, however, these differences have largely disappeared. In Japan, Germany and Canada, 25- to 34-year-olds have completed secondary education at rates similar to their counterparts in the United States. Generally, though, a comparatively high proportion of young people go on to higher education in the United States. In 1991, nearly two-thirds of recent graduates from secondary school were enrolled in higher education of some sort, compared to an OECD average of about 41 percent. . . .

Although American students spend comparable amounts of time in school (measured in years), they furnish less effort than do their counterparts in other countries, at least in academic areas. The general impression left by the primary and secondary education system is that, for most students, it is neither demanding nor motivating and that the stakes riding on performance are not high. Standards are vague or non-existent. Students are routinely passed who do not have grade level competencies. The diverse system of higher education allows not just second changes, but third and fourth as well.

All of these factors—the structure of formal education; the disciplines, encouragement and inputs supplied by the home; the incentives established by employers and by higher education—combine to induce a pace of learning that is, on the whole, relaxed. While the comparatively small number of students who attend excellent schools or who hope to attend selective universities are required to work fairly hard, pressures on other students—especially those in the vocational and general tracks—are weak.

That is the end of OECD excerpt which I see as an apt diagnosis of what is wrong with American education. I will offer a couple more bits of data from our own National Assessment. In twelfth grade reading, in 1994, 4 percent achieved an advanced level. (That is probably the same 4 percent I was talking about earlier.) Thirty-four percent were proficient readers, which is to say they met the standards set by the National Assessment Governing Board and the National Education Goals Panel. Thirty percent were below the "basic" level, which means they were barely literate, though they were due to graduate from high school a couple of months later. When you break it down by race, you see that among black students, 12 percent were proficient or better, 54 percent were below the basic level. Among Hispanic 12th graders, the corresponding figures are 18 percent proficient and up, 48 percent below basic.

As for socio-economic status, if you use parents' education as a proxy, among 12th graders with at least one parent who graduated from college, 51 percent were

proficient and 20 percent were below basic. (There is some downward mobility in American society: among the children of college graduates, one in five can barely read at the end of high school. While that is not a huge population, it does suggest that they may not do as well as their parents did unless they stand to inherit an immense amount from their parents.) Among kids whose parents had not even completed high school, 14 percent were proficient readers while 53 percent were below basic.

These are the data. What do I think we should do differently? We could, of course, have an entire symposium on this topic. Let me offer just the tip of my iceberg, actually two tips because there are two large headings under which all the changes we ought to be making fit. The first might be termed "Standards, Standards, Standards" together with good tests and serious accountability, including real consequences for everyone in the system such that it makes a palpable difference how well a teacher teaches, how well a principal's school functions, and how much a student learns. Standards, tests and consequences. Today we don't have any of those, at least not good ones, at least not in our typical school.

The second peak on my iceberg is to break up the monopoly. It is very much what Larry Katz was saying. Allow schools to be truly different along a dozen dimensions. Let people pick the schools that suit them best. Let them compete with each other on the basis of their differences.

The charter school movement points to one alternative, as does the choice movement, as does the movement to private contract management of public schools. What these and other similar ideas have in common is the proposition that schools can be free to be different, to run without a million regulations, to devise innovative educational designs and models, to attract clients on the basis of their differences, and to be run for the benefit of their clients rather than their employees. If you couple that freedom on the operating end with the standards, tests and consequences that I suggested earlier, you will have the right dynamics for this system: tight with respect to ends and results and loose with respect to the means by which those results are produced. If we do those two things—neither of them is easy, and each is being resisted by the status quo—we would have a very different kind of education system, the kind that would begin to do on the quality side what we have already done on the quantity side, thus making educational opportunity a reality for all rather than the largely empty promise that it is for so many of our children today.

Chester E. Finn, Jr. is the John M. Olin Fellow at the Hudson Institute, where he co-chairs the Educational Excellence Network.

THE WHITE HOUSE
WASHINGTON, D.C. 20500

DATE: 7-23

Evelyn
Harold
TO: George
Don

Bruce R.
Patti Solis

FROM: Staff Secretary

A Chicago Jesuit Priest
with an interesting idea.
Came in via POTUS's
friend Father Fred Kammer
& I've forwarded it to
POTUS.

Talbot

THE WHITE HOUSE

WASHINGTON

July 23, 1996

MR. PRESIDENT:

Father Fred Kammer gave this letter from a Chicago Jesuit priest to Melanne to pass along to you. The priest, Father John Foley, is well along on what sounds like an interesting and novel project -- setting up a Jesuit high school in a relatively poor Hispanic area of Chicago with tuition funded by having Chicago businesses provide jobs for the students. Since one job would cover tuition for five students, the students would share the job, working one day each and studying the other four days.

Father Foley says the Mayor and Cardinal Bernardin enthusiastically support the project. He hopes to open his school -- Cristo Rey Jesuit High School -- in September. He says he'd be honored if you would open the school door for the first time, an event he suggests could coincide with the Convention.

I've sent copies of this to Harold, George, Don, Bruce Reed, Evelyn and Patti Solis, who is from the Pilsen neighborhood where the school will be located.


Todd Stern

Would you say

Pilsen Project: Jesuits Educating
Proyecto Pilsen: Jesuitas Educando

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July 5, 1995

President Bill Clinton
The White House
Washington, D.C.

Dear Mr. President,

A few days ago I was jogging along the lakefront here in Chicago when I had the good fortune of crossing paths with you. I'm not sure that you actually heard me, but when we were within earshot I called out "Hoya saxa," confident that the phrase would strike a familiar chord to another Georgetown man. You returned a thumbs-up sign to me seemingly indicating recognition of my greeting. I hope you remember that encounter on the shore of Lake Michigan because I feel it gives me a sort of introduction to you and an opportunity to tell you about an educational project we are presently involved in.

I am a Jesuit priest from Chicago. I entered the Society of Jesus in 1954 after studying at Georgetown. Seven years later I went to Peru where I remained until January of this year when my Provincial asked me to return here to collaborate on an educational project for the Hispanic population in the Pilsen/Little Village area, home to about 150,000 Mexican Americans.

We are trying to offer these young men and women a Jesuit secondary education which would be sensitive to their culture, neighborhood-based and centered on the entire family. Our biggest obstacle is funding a private education for this sector of the population. We think we have conceived a novel idea which would make this dream a reality.

Our idea is to schedule classes in such a way that our students can study four days a week and work the fifth, and in that way earn the cost of their education. Instead of soliciting funds for scholarships we plan to approach the Chicago business community and ask for jobs. One employment at a starting pay would cover the tuition for five students, so that one of those five would work on Monday, another on Tuesday and so on. We feel that our secondary school project is beneficial for all concerned; the employer gets a minority employee who has been screened, prepared and supervised by the school and the students gets a Jesuit education. Our plan also incorporates a system of

substantial motivational vouchers for the student to reward him/her at the end of high school and again at the end of college.

Mr. President, this is all still in the planning stage. Presently we are verifying costs and tightening up our numbers. But we think it's a promising, innovative and creative formula to address a grave problem. You know that the Society of Jesus is a serious institution with a long history of successful educational endeavors. Both the Mayor and the Cardinal of Chicago are aware of our plan, monitoring closely our progress and have given us their enthusiastic support. For these reasons I am writing to you in the name of our program, the Pilsen Project, asking for your endorsement. Our program is the fruit of all that is human and noble in our society. Only in our country is such a dream conceivable. We are conscious that the primary goal of our program, promoting the education, promoting the education of minorities, coincides perfectly with the goals of your presidency. Our hope is to begin the operation of this school in September, 1996. It would be an honor for us to have the President of the United States, a Jesuit graduate, open the door for the first time, especially since it could well coincide with your presence in Chicago for the Democratic Convention. If you see this as feasible, we can keep in touch about our progress with the person you indicate.

I can only think that it was providential that our paths crossed on Chicago's lakefront. May the good Lord be our guide in all our projects whether in Pilsen or the entire world. "Hoya saxa."

Respectfully,



John P. Foley, S.J.
Pilsen Project

West Side gaining Catholic high school

Jesuits planning education model

By Janita Poe
TRIBUNE STAFF WRITER

In recent years, Chicago's Catholic schools have faced closing, financial woes and declining enrollment.

But an announcement Thursday by the Jesuits of Chicago to open a unique new high school in the Pilsen and Little Village communities—the city's first new Catholic school in 33 years—brings renewed hope for neighborhood support of Catholic education, church leaders say.

"We hope and we believe that this will be a national model for urban Jesuit education," Rev. Bradley Schaeffer, of the Chicago province of the Society of Jesus, said during a news conference at St. Procopius Parish in the Pilsen community. "It (the school) can have a profound impact on the lives of the children."

Schaeffer, along with other representatives of the Jesuits, members of the Roman Catholic Archdiocese of Chicago and the newly appointed faculty heads of the school, officially announced the September 1996 opening of Cristo Rey Jesuit High School.

No site for the co-educational school, which will be run by the Jesuits, has been selected yet, but officials said it will open with an enrollment of 150 sophomores and juniors and a student-teacher ratio of about 15-1.

Plans call for the school to operate with a unique tuition program that will combine family payments with money earned by students in a work-study program. The cost will be about \$5,400 a year per student, compared to the average cost of \$4,450 per pupil at the 48 Catholic high schools now operating in the archdiocese in Cook and Lake Counties.

But at Cristo Rey, families will only have to pay \$1,500, with the balance coming from what students earn while working one

day a week doing entry level clerical, data processing and messenger services with cooperating businesses.

Officials said the education model will help develop a work ethic in students while encouraging corporate support of Catholic schools in lower-income communities. It also will work to combat the community's high dropout rate. According to the Jesuits, two-thirds of all Pilsen youth never graduate from high school.

"This is a very high-risk venture," acknowledged Rev. Thomas Widner, spokesman for the Chicago Jesuits. But he and others at the news conference said Cristo Rey is part of an effort to support and develop the city's Hispanic communities and to increase enrollment in area Catholic schools.

Since the 1984-85 school year, the archdiocese has closed 11 high schools and about 70 elementary schools.



Tribune photo by Chris Walker

Rev. Bradley Schaeffer announces plans Thursday to open a Catholic high school in the Pilsen-Little Village area.

**CALL SE
FOR HOM**

Coroner says teens drank before crash

By Tim Tierney
TRIBUNE STAFF WRITER

Three young adults killed in a single-car crash early Monday in Kane County had been drinking before the accident, but they were not legally drunk when their car

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Chicago Province of the Society of Jesus

For Immediate Release

Contact: Rev. Thomas Widner, S.J.
The Jesuits
(312) 975-8181

Bob Szafranski or Lara Patrin
Public Communications Inc.
(312) 558-1770

JESUITS TO OPEN FIRST CATHOLIC HIGH SCHOOL IN CHICAGO IN 33 YEARS

CHICAGO, Jan. 18, 1996 -- Plans to open the first Catholic high school in the city of Chicago in 33 years were disclosed today by the Chicago Province of the Society of Jesus.

Cristo Rey Jesuit High School, a coeducational college preparatory school with a distinctive work-study curriculum, will open in September 1996 in the Pilsen/Little Village community, the Very Rev. Bradley M. Schaeffer, S.J., provincial, said today at a press conference.

"Cristo Rey will offer affordable, quality Catholic education to the youth of Pilsen/Little Village," Father Schaeffer said.

Cristo Rey's curriculum will combine a traditional Jesuit college preparatory education with a work-study program designed to provide valuable life experiences for its students, Father Schaeffer, S.J., said. Students will attend dual language classes in English and Spanish four days a week and, as part of their education, participate in the work-study program one day a week at Chicago area companies. The school year will be extended to accommodate the work and academic programs.

"We are most grateful to the Jesuits of Chicago for undertaking this important educational mission to the Pilsen/Little Village community by opening the first Catholic high school in Chicago since 1963," Joseph Cardinal Bernardin, archbishop of Chicago, said in a statement released today.

- more -

"This new school is a continuation of the Jesuits' 125-year commitment to education in the Archdiocese which began in 1870 when Rev. Arnold Damen, S.J., opened St. Ignatius College to serve the Irish immigrants of Holy Family parish less than a mile from what is now Pilsen. That school spawned Loyola University Chicago, St. Ignatius College Prep and Loyola Academy. And now, this new school is an extension of the Jesuits' active ministry today at St. Procopius Parish where they serve the Hispanic immigrant people of Pilsen," Cardinal Bernardin added.

"For more than 400 years, Jesuits have been educating people to their furthest limits. Most of our students at Cristo Rey will be children of immigrants and this curriculum will have a great impact on their lives and the lives of their families," Father Schaeffer said.

"We consider the work-study experiences to be a very valuable part of the students' education. They'll also gain a sense of responsibility and pride by helping pay for their own education," he said.

"This could well be a national model for urban private schools," Father Schaeffer added.

Cristo Rey students will perform entry level clerical, data processing, light assembly or mailroom functions in Chicago area advertising, insurance, banking, manufacturing, consumer products, engineering, security, tourism, and communications organizations. Commitments to sponsor work-study programs already have been made by a number of firms including: Arthur Andersen, Chicago Mercantile Exchange, First Bank and Trust of Illinois, McGuire Engineers, O'Keefe Ashenden Lyons & Ward, Sears, Roebuck and Co., and the Tribune Company, Father Schaeffer said.

The Chicago-area business community has responded enthusiastically to Cristo Rey, committing to enough student work-study positions to accommodate a 150-student enrollment in September. The school will continue to seek commitments from other companies as it increases enrollment to 500 over the next several years, Father Schaeffer said. Initially, Cristo Rey will accept sophomore and junior level students.

The cost of education at Cristo Rey will be approximately \$5,400 a year, with a large portion underwritten by the education program at area businesses and the balance by fund raising. The net tuition cost for each student will be \$1,500 a year.

Rev. John P. Foley, S.J., will be Cristo Rey's president and Sister Judith Murphy, O.S.B., will be the school's new principal.

Both administrators have substantial experience working with elementary and secondary school-age Hispanic youth.

Father Foley, 60, is a native of Chicago. He entered the Society of Jesus in 1954 and earned a bachelor of arts degree in Latin from Xavier University, Cincinnati, and holds a master of arts degree in sociology from Loyola University Chicago.

In 1961 he volunteered for service in the Jesuit missions in Peru. He spent 34 years there working in education and administration. Father Foley founded the Cristo Rey Center for the Working Child in Tacna, Peru, which provides educational opportunities for young people who work to help provide financial support for their families. Since 1994, he has been co-principal of St. Procopius elementary school, 1625 S. Allport Ave., Chicago.

Sister Judith, 53, is a native of Chicago and entered the Benedictine Sisters of Chicago in 1960. She holds a bachelor of arts degree in Spanish from Mundelein College and a masters degree in education from Loyola University Chicago. A former elementary and secondary teacher, she served as principal of St. Scholastica High School from 1980 to 1990 and was president of the school from 1990 to 1994. Currently she is the director of the St. Procopius Loyola Center.

Several locations in the Pilsen/Little Village neighborhood are being evaluated as the site of Cristo Rey Jesuit High School.

Electioneering 101

BY DIANE RAVITCH



Diane Ravitch is a historian and a Fellow at the Manhattan Institute in New York City.

PRESIDENT BILL CLINTON proposed a tax credit for college tuition at the very time his Department of Education demonstrated that the proposal is unnecessary.

You have read that in a commencement address at Princeton, Clinton recommended a \$1,500-a-year tax credit to help pay for the first two years of college. The credit would be available for students from families earning less than \$100,000 a year. Any student who graduates from high school, meets the income requirement, and avoids a felony drug conviction while in college would receive the credit, at a cost to the federal government of nearly \$7 billion per year.

For many of the more than 4 million eligible students, it would be "found money." Many colleges are likely to respond to the new credit by raising tuition.

For even as the President promised new federal dollars for higher education, the Department of Education released a study revealing that "rising tuition charges appear to have little impact on students' higher education enrollment decisions." Although tuition went up nearly 5% annually between 1980 and 1993, enrollment in college during the same period steadily climbed. This would seem to suggest that most people who want to go to college get there already.

The percentage of high school graduates who enroll in college immediately after graduating from high school rose across all income levels between 1980 and 1993 from 50% to 62%. Among low-income students, college enrollment grew from 33% to 50%.

College costs are high, but they are not beyond the reach of most Americans. Four out of five students attend public institutions, whose tuition—heavily subsidized by state taxpayers—is much lower than on private campuses. The typical two-year community college costs about \$1,500 per year. Nearly half of all undergraduates attend four-year colleges and universities where tuition is less than \$3,000 per year. Only one in five pays tuition of more than \$10,000.

Yet even students at expensive universities, such as Princeton, receive federal financial assistance. Many people don't appreciate the extent of current federal programs to aid college students.

Recently, the financier Felix Rohatyn suggested in the *Wall Street Journal* that the nation needs a new G.I. bill for higher education, so that all able students will have the opportunity to go to college. In fact, we have had such a program for more than 20 years, based on economic need, not academic ability. Fully 45% of all college students currently receive federal grants and loans, at a cost to taxpayers of nearly \$11 billion annually.

Clinton was right to emphasize at Princeton that a college degree is a distinct advantage in the job market. The unemployment

For many of the more than 4 million eligible students, Clinton's college credit would be "found money."

rate for college graduates is 3%, compared with 9% for those with only a high school diploma, and nearly 20% for those who never finished high school.

The President seems to be waving the college affordability issue in a presidential election year the way he waved the promise of a middle-class tax cut in 1992, or the promise that his favorite program, Americorps, would subsidize college in exchange for community service for vast numbers of college students. The middle-class tax cut never materialized and Americorps aids less than 1% of all college students.

This election year we can expect to hear more about the simple truth that education has become the passport to career success, as well as appeals to parents' worries about whether they can afford to pay for college.

But politics aside, it is clear that the rising cost of higher education has not reduced enrollments or narrowed educational opportunity. Our biggest education problems as a nation are that so many youngsters do not learn the basic skills that they need to finish high school and that so many enroll in college unprepared for college-level work. The social costs of dropouts and the economic costs of remediation in college are scandalous.

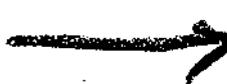
If the President or anyone else is really interested in advancing education, he ought to tackle the problem of poor college preparation rather than offering to subsidize the nonneedy.

WHITE HOUSE STAFFING MEMORANDUM

Education

DATE: 5-21 ACTION/CONCURRENCE/COMMENT DUE BY: 5-22

SUBJECT: Proposal to do Education Article paired with one by Dole

	ACTION	FYI		ACTION	FYI
VICE PRESIDENT	<input checked="" type="checkbox"/>	<input type="checkbox"/>	McCURRY	<input type="checkbox"/>	<input checked="" type="checkbox"/>
PANETTA	<input checked="" type="checkbox"/>	<input type="checkbox"/>	McGINTY	<input type="checkbox"/>	<input type="checkbox"/>
McLARTY	<input type="checkbox"/>	<input type="checkbox"/>	NASH	<input type="checkbox"/>	<input type="checkbox"/>
ICKES	<input checked="" type="checkbox"/>	<input type="checkbox"/>	QUINN	<input type="checkbox"/>	<input type="checkbox"/>
LIEBERMAN	<input type="checkbox"/>	<input checked="" type="checkbox"/>	RASCO	<input checked="" type="checkbox"/>	<input type="checkbox"/>
RIVLIN	<input type="checkbox"/>	<input type="checkbox"/>	REED 	<input checked="" type="checkbox"/>	<input type="checkbox"/>
BAER	<input checked="" type="checkbox"/>	<input type="checkbox"/>	SOSNIK	<input checked="" type="checkbox"/>	<input type="checkbox"/>
CURRY	<input type="checkbox"/>	<input type="checkbox"/>	STEPHANOPOULOS	<input checked="" type="checkbox"/>	<input type="checkbox"/>
EMANUEL	<input checked="" type="checkbox"/>	<input type="checkbox"/>	STIGLITZ	<input type="checkbox"/>	<input type="checkbox"/>
GIBBONS	<input type="checkbox"/>	<input type="checkbox"/>	STRETT	<input type="checkbox"/>	<input type="checkbox"/>
HALE	<input type="checkbox"/>	<input type="checkbox"/>	TYSON	<input checked="" type="checkbox"/>	<input type="checkbox"/>
HERMAN	<input type="checkbox"/>	<input type="checkbox"/>	WALLEY	<input type="checkbox"/>	<input type="checkbox"/>
HIGGINS	<input type="checkbox"/>	<input type="checkbox"/>	WILLIAMS	<input type="checkbox"/>	<input type="checkbox"/>
HILLEY	<input type="checkbox"/>	<input type="checkbox"/>	<u>O'Donnell</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
KLAIN	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<u>Haucost</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
LAKE	<input type="checkbox"/>	<input type="checkbox"/>	_____	<input type="checkbox"/>	<input type="checkbox"/>
LINDSEY	<input type="checkbox"/>	<input type="checkbox"/>	_____	<input type="checkbox"/>	<input type="checkbox"/>

REMARKS:

Please advise.

RESPONSE:

DOYLE ASSOCIATES

MANAGING EDUCATION CHANGE

110 SUMMERFIELD ROAD - CHEVY CHASE MD 20815 - 301-986-9350 - FAX 301-907-4959

May 1, 1996

Ms Laura Tyson, Assistant to the President
Office of the President
The White House
Washington DC 20050

Dear Ms. Tyson:

I am writing to invite President Clinton to submit his views on education as an article for publication in the October, 1996 issue of the *Phi Delta Kappan*. As you will see from the enclosure, Mr. Clinton and Mr. Bush prepared such articles for the October, 1992 issue.

This will be the fourth time the *Kappan* has run paired articles by the Democratic and Republican nominees for the presidency and the fourth time I have been privileged to act as intermediary in the process.

You will be interested to know that the *Kappan* is the magazine of Phi Delta Kappa, a non-profit, non-partisan association of education leaders. As the profession's magazine of record, nearly 150,000 copies per month are mailed directly to the leaders of American elementary and secondary education across the country as well as every college library. Because of its special utility to researchers, journalists, teachers and students, the "passion" readership is estimated to be in the hundreds of thousands.

There are no format requirements, but you will want to look at the last article for general guidance. It will be essential for us to have a finished MS in hand by no later than July 30, 1996.

I look forward to your affirmative response and a lively and thought-provoking article.

Best wishes,

Denis P. Doyle

c Bruce Reed
Paul Dimond

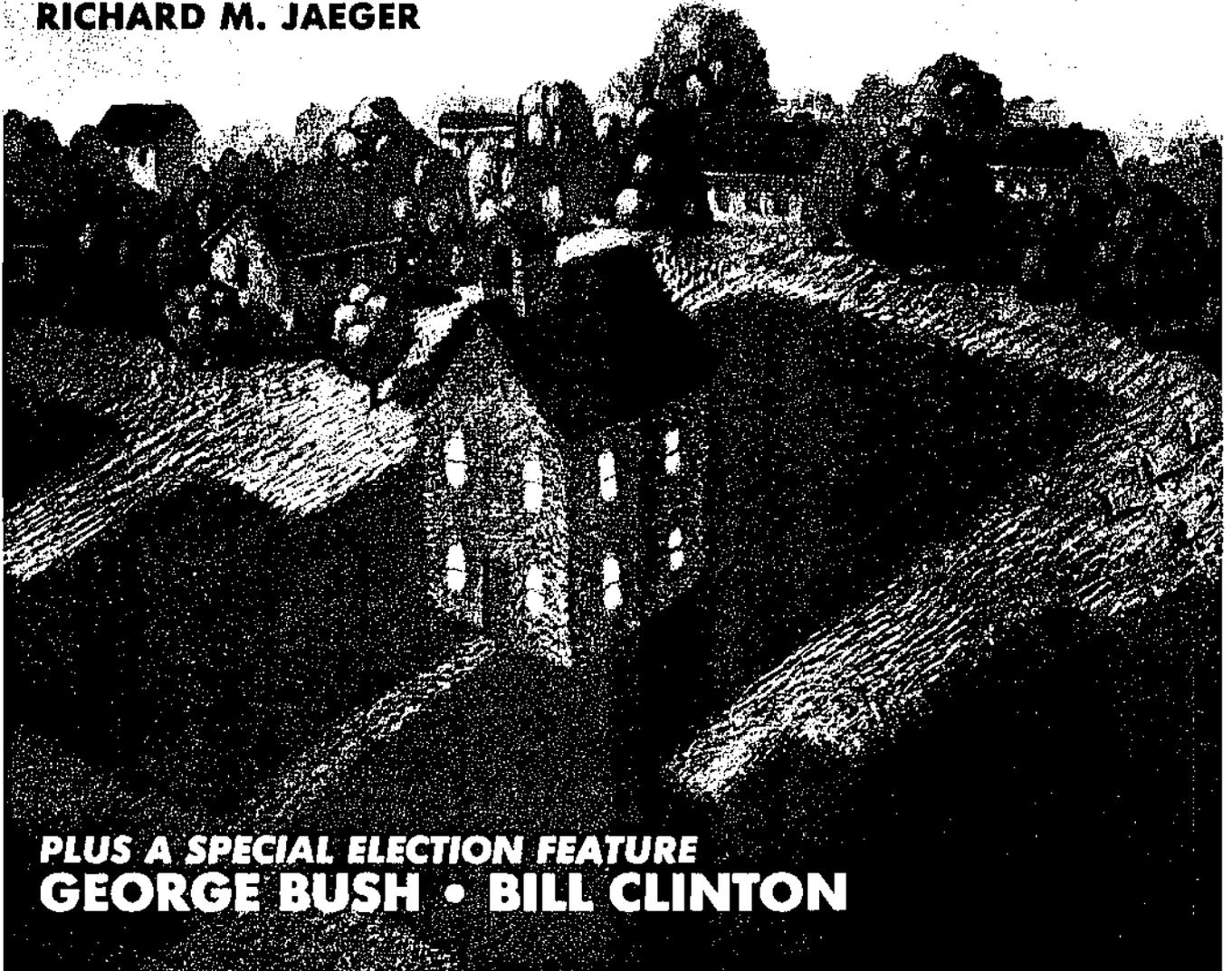
PHI DELTA

OCTOBER 1992

KAPPAN

THE CONDITION OF PUBLIC EDUCATION

**GERALD W. BRACEY
RICHARD M. JAEGER**



**PLUS A SPECIAL ELECTION FEATURE
GEORGE BUSH • BILL CLINTON**

The White House and The School House

For the third time in 12 years, Mr. Doyle has enabled the Kappan to publish the education programs of the Presidential candidates. He shares with readers his views on that assignment.

BY DENIS P. DOYLE

IT WAS 12 years ago last spring that the *Kappan* asked me to undertake an assignment that was — and still is — a political scientist's delight. My mission, which I eagerly accepted, was to get each candidate for President to write a short article about education. The request I make to the candidates is open-ended: What do you think the national issues in education are, and how would you address them as President?

The audience for these articles is the most important group of educators in the country — the men and women who make our schools what they are. And I don't mean just the 150,000 who receive the *Kappan* each month, but also the countless "pass along" readers. This is an opportunity no serious candidate can afford to pass up, and it is also relatively effortless, because any serious candidate has — by the spring before an election — formulated a set of plans for education. Frequently, these views are available in a campaign position paper. The only real task the candidate faces is putting these views into English.

I leave judgments about this year's ar-

DENIS P. DOYLE, a senior fellow with the Hudson Institute, Indianapolis, writes about education and human capital formation from his office in Washington, D.C.

ticles to *Kappan* readers, but two things stand out as I look back over the past trio of four-year cycles. The first is that, in policy terms, it would have been tricky to identify the author of any of the pieces if they had not been signed. Until this year, not much separated the candidates — at least in terms of broad policy issues. Today, of course, there is one striking difference: Mr. Bush supports public funding for private school choice; Mr. Clinton does not.

Beyond this important distinction, however, the differences are modest. This reflects, I think, two broad dimensions of national life. First, where education is concerned, most Americans are genuinely committed to the broad political center. Public education, though the subject of animated criticism from time to time, still enjoys popular support that is both broad and deep. Indeed, I am convinced that most of the criticism is genuinely motivated by good intentions, a commentary on how much we truly value public schools. The criticism is meant to inform and reform; it is not meant to be destructive. The truth is that all Americans, products of public and private schools alike, know that we owe our public schools a deep debt.

The second thing that stands out as I look back over these 12 years is more prosaic than the first: most of us ac-

knowledge, at least implicitly, the limits of federal activity in education. And that is at least part of the reason that most Presidents — and most candidates — sound so very much alike. They sound that way because they are that way.

While there is much that we might like Uncle Sam to do, the habits of local control are deep and abiding — for good reason. Local control of schools is not just a happy historical accident; it speaks to a deeply felt sense of what schooling is all about. It is personal, even intimate; its real power is found in individual classrooms, where real teachers deal with real students. In America, at least, practice is policy.

Is your vote for President a matter of indifference, then, when it comes to education? Not at all. Your vote matters a great deal. But its significance will not be revealed in policy statements about education so much as in a broader set of policies about the role and place of government. I am not suggesting that the candidates are being disingenuous. To the contrary, they represent a real choice. Painted with a broad brush, that choice is straightforward: Mr. Clinton believes that government can solve problems, as indeed it has over time; Mr. Bush believes in the power of the private sector, a point of view with a powerful track record as well.

The choice between the two may be difficult, but it is nonetheless real and important. And it is your choice. For my part, this quadrennial exercise is a source of personal and professional satisfaction, both in dealing with senior campaign staff members and in knowing that these articles will inform our national process of decision making. K



A Revolution to Achieve Excellence In Education

By GEORGE BUSH

E DUCATION IS our most enduring legacy, vital to everything we are and can become. Excellence in education is crucial to maintaining a strong democracy with a well-informed electorate, to building a competitive economy, and to

solving the problems plaguing the poor in our nation's inner cities. Since education can help advance solutions to each of these issues and problems, I have made edu-

GEORGE BUSH is the 41st President of the United States and the 1992 Republican candidate for President.

cation reform a top priority of my Presidency. If we want to change the country, we have got to change the schools.

Over the last four years, I have had the privilege of visiting schools all across the country and of participating in more than a hundred meetings with parents, students, teachers, educators, and business and community leaders to discuss education. I have learned much in these visits and meetings. There is no substitute for seeing and hearing things firsthand.

These experiences have reinforced several of my convictions. The first is that we have many dedicated teachers who care deeply about their students and want them to learn and excel. Many of these teachers are also frustrated by having to deal with rules, regulations, requirements, and reports that divert them from their central task. But they love teaching and are not walking away from the challenge.

Second, we have many superb students who recognize the importance of education in their lives and are prepared to work hard to master what is expected of them. Almost all of the students I have talked with are prepared to reach even higher and to lengthen their stride. They want a system that challenges them and that demands excellence.

Third, we have many concerned parents who care deeply about their children, about their safety at school and in going to and from school, and about whether their children are learning the skills and acquiring the knowledge and values that will prepare them for good jobs and productive, happy lives. Virtually all parents, in one way or another, have expressed the desire that their children get an education that will enable the next generation to be better off than the preceding one.

Finally, I come away from these discussions and meetings convinced that we can and must do better, that our education system is far from what it can and must be, and that changing it will require a special effort from us all. We cannot afford merely to tinker, but we must revolutionize our schools. The federal government can and will do its part, but this revolution also will require commitment and effort in every state and school and every home.

Those with whom I have spoken share
(Continued on page 132)



The Clinton Plan For Excellence in Education

By BILL CLINTON

A SA GOVERNOR, as a co-chair of the nation's 1989 education summit in Charlottesville, and as a parent of a child in the public schools of Little Rock, I have devoted more of my time and my energy to education than to any other issue. I've spent more than 11 years now on the front lines of the battle to revolutionize, revitalize, and reform education.

We know two things about education in our country today. It's more important to our economic well-being than ever be-

BILL CLINTON is governor of Arkansas and the 1992 Democratic candidate for President.

fore, and we still don't have the educational quality or opportunities that our people need. The key to our economic strength in America today is growth in productivity — more products and services from each one of us.

In the Nineties and beyond, the universal spread of computers and high-speed communications means that what we earn depends on what we can learn and on how we can apply what we learn to the workplaces of America.

That's why a college graduate this year will earn 70% more than a high school graduate in the first year of work. That's why, during the last 10 years alone, the earnings of younger workers who dropped out of high school or who finished but

received no further education or training dropped by more than 20%.

We know that too many students drop out of school and too many who do finish simply don't have the basic skills they need to get and keep good jobs. We know too that all children can learn but that it's tougher to teach them when so many bring society's problems with them through the schoolhouse door.

We know that we have real gaps in American education — opportunity gaps and responsibility gaps — which are more important to our national security today than the missile gaps that played such an important role in the Presidential election of 1960. The educational op-

(Continued on page 134)

A Revolution (Continued from page 130)

my conviction that preserving the diversity and local control of our schools is important. Nationalizing our elementary and secondary school system is not the answer. Seeking to direct what happens in our schools from Washington, D.C., is not what is needed. The federal government can help and assist in many ways, but energy, dynamism, and commitment to change are needed in all 110,000 of our schools.

The change I am talking about is not bringing our worst schools, those where the least learning is taking place, up to the level of performance of our average schools. It is literally lifting the performance of all our schools.

Fortunately, we are already convinced as a nation that education is important. This conviction is reflected in what we are willing to commit to education in the way of resources.

In 1990 the number of students enrolled in our elementary and secondary schools was almost identical to the number enrolled in 1980 — just over 46 million students. During those 10 years, adjusting for inflation, we increased federal, state, and local spending on our public and private elementary and secondary schools by \$79 billion. That is, even after adjusting for inflation, we increased spending by 33%. That represents a major commitment of resources. No one has suggested to me that this was a misguided commitment, that we were spending too much on our schools, or that education is not important.

At the same time, many are legitimately concerned with what that additional expenditure has produced. Like me, they are concerned about results. The most important measure is what our students are learning, not how much we are spending. This additional investment of resources alone is not enough. I am convinced more than ever before of a fundamental reality: more of the same will simply not get us where we need to go. We must change the system.

Revolutionizing our schools requires a cooperative, collaborative effort. Soon after coming into office, I convened a two-day summit conference in Charlottesville, Virginia, with all the nation's governors. At that meeting we unanimously agreed

on four things.

First, we agreed that we should work together to establish a set of national education goals. Second, that we needed to establish appropriate ways to measure our progress toward achieving those goals. Third, that we needed to provide greater flexibility in the use by states and localities of federal funds for education. Fourth, that each state would restructure its education system.

Following the summit, the governors from both parties and I worked with concerned citizens from across America to develop six challenging national education goals. We agreed that by the year 2000: 1) all children will start school ready to learn; 2) the high school graduation rate will increase to at least 90%; 3) all students will leave grades 4, 8, and 12 having demonstrated competency in challenging subject matter including English, mathematics, science, history, and geography; 4) U.S. students will be first in the world in science and mathematics achievement; 5) every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship; and 6) all schools will be free of drugs and violence and will offer a safe, disciplined environment conducive to learning.

When these goals were announced in my State of the Union Address in January 1990, they were welcomed by parents, students, educators, and community leaders all across the country. The only question in some people's minds was whether the goals were too ambitious. All agreed that they pointed us in the right direction. The goals are ambitious, but education is so important that it deserves our maximum effort.

The governors and I have continued to work together. To help achieve these ambitious goals, I proposed a comprehensive, long-term strategy — America 2000. It consists of four revolutionary ideas to help communities change education: 1) break-the-mold New American Schools — the New American Schools Development Corporation has just selected 11 design team proposals, out of almost 700 submitted; 2) world class academic standards and voluntary national exams — higher standards so our children can live, work, and compete with children everywhere in the world and a vol-

untary national examination system so we can tell how our kids and schools are doing; 3) flexibility for teachers and principals — getting government off the teachers' backs, decentralizing, because teachers don't need a federal recipe book; and 4) educational choice for families — giving families more choices of all schools, trusting parents to make decisions for their children, getting parents involved in changing the schools and educating their children, and — especially — giving middle- and low-income families more of the same choices of schools that people with money already have.

Virtually all of the 50 states have signed on to the America 2000 strategy to transform American education. In addition, more than 1,500 communities all across America are in various stages of becoming America 2000 Communities.

We are now engaged in the hard work of implementing this strategy. We have established the National Education Goals Panel to measure our progress toward these goals. This September that panel will issue its second report card to the nation.

WORLD CLASS STANDARDS AND VOLUNTARY NATIONAL EXAMS

Students, teachers, and parents need to know what is expected and how well our students are doing. We are now well on the way — working with educators and citizens all across the country — to establishing national standards for what students should know and be able to do in mathematics, science, English, history, and geography. The National Council of Teachers of Mathematics has already devised a set of world-class standards for mathematics.

Our students must take tough, challenging courses, and we must have a system of voluntary national tests that will allow us to assess the progress our students are making in meeting these world class standards. These tests will help parents know not only how their own children are doing but also how well each school is doing in preparing its students for the world of tomorrow. Parents will then be able to make better-informed choices among schools.

I am pleased with the progress we are making and the recognition that we can establish national standards and voluntary

national tests without imposing a national curriculum or diminishing state and local control of our schools.

BREAK-THE-MOLD- NEW AMERICAN SCHOOLS

In addition to improving today's schools and making them more accountable for the results they achieve, we must create a new generation of schools for the 21st century. Such schools will break the mold and offer new and different choices to American families. These are not model schools — but rather schools that parents, teachers, principals, and communities create from scratch to address their community's individual needs.

In designing these schools, communities will have the help of research and suggestions offered by design teams funded privately by the New American Schools Development Corporation, which was organized at my request to involve businesses in the effort to spur revolutionary reform in education. I have asked Congress to appropriate \$1 million in seed money for each of the first 535 New American Schools all across the country. We anticipate that these would be the first of tens of thousands of New American Schools.

GREATER FLEXIBILITY

Teachers are prepared to accept greater accountability for results, but they want and need greater flexibility to achieve those results. Many teachers find themselves constantly confronted with rules, restrictions, regulations, and bureaucratic impediments. The same is true for schools and school districts.

We have sought legislation that would greatly enhance flexibility in the use of federal funds, while accompanying that greater flexibility with accountability for results.

EDUCATIONAL CHOICE

We need greater competition and more choice in our education system if we are to lift the performance of all our schools. I have asked Congress to create a half million \$1,000 annual scholarships that will give middle- and low-income families more of the same choices of schools for their children that wealthier families

have long had.

This proposal, which we call "State and Local GI Bills for Children," will mean \$500 million new federal dollars in fiscal year 1993 alone, to help states do for elementary and high school students what the federal government did for veterans with the GI Bill — and what the federal government does today with Pell grants to help students pay for college costs. These scholarships would put new federal money into schools that serve the children who need the most help and would unleash powerful competitive forces to help make all schools better.

I have also proposed making it easier for well-qualified individuals to go into teaching without having to obtain another degree and teaching certificate from a school of education. Some communities have experienced shortages of teachers in math and science, and yet we have many well-qualified people leaving the armed services with the end of the Cold War. Many of these people would make excellent teachers and have training which could be helpful in teaching science and mathematics. They also have an interest in teaching — but not if they have to spend several more years in college.

For four years I have asked Congress to provide \$25 million for one-time grants to states to help them develop alternative methods of certifying teachers and principals. For example, a state might decide to use apprenticeships with experienced teachers for soldiers (or scientists) with experience in the subject that they want to teach. States might also require a college degree with a concentration in that subject as a requirement to teach.

The method would be determined by each state, which is the correct place for such decisions to be made. The objective is to encourage states to be more flexible in order to take advantage of the enormous pool of talent that is willing and able to go into teaching. This July, I was pleased to finally sign legislation that would authorize such a program for teachers.

My commitment to improving our education system is reflected in the priority I have attached to it. Since I became President, spending by the federal government on education has increased by approximately one-third, even after adjusting for inflation. In addition, federal spending for education has been going up

faster than state and local spending.

Because I put such a high priority on education, the budget that I submitted to Congress in January puts more new discretionary dollars into education than into any other department or activity. The U.S. Department of Education budget contains only some of the many federal efforts to improve, fund, and reform education in America. The Education Department's budget has increased from \$23 billion in 1989, when I took office, to my proposed budget of \$32.3 billion for 1993 — a 40% increase. This includes, for example, the largest increase for Pell grants for disadvantaged college students in the program's history and my request that Congress increase the maximum Pell grant award for needy college students, from \$2,400 to \$3,700.

In addition to programs in the U.S. Department of Education's budget, I have requested increases in appropriations in other federal agencies' programs that affect education. For example, I have proposed the largest increases for the Head Start program for disadvantaged youngsters in the program's history — more than doubling its budget from \$1.2 billion in 1989 to my requested \$2.8 billion for 1993. My 1993 budget alone proposes a \$600 million increase for this important program. Under my plan, every parent of an eligible child will have the opportunity for his or her child to have the Head Start experience before starting school. I have also proposed record increases for mathematics and science education in my budget — for a total of almost \$2.1 billion in funding for several math and science programs.

We have made and will continue to make a strong commitment to education. It is critical to our success as a nation. Revolutionizing our schools will require a major, concerted effort. We have adopted ambitious but appropriate goals. We have developed a comprehensive, long-term strategy for achieving those goals. We have the commitment and determination to see that strategy through to success.

It will mean greater accountability, more innovation, greater flexibility, and more competition. It will also require the commitment of all Americans to ensure that education in our nation is the finest in the world. It is a cause and a crusade that is worthy of our great nation. ☐

The Clinton Plan for Excellence

(Continued from page 131)

portunity gaps between ourselves and the rest of the world and among our own people are immense. We have a shorter school year than all our major economic competitors. We do less well than most of them on comparative tests in math and science. And, while we send more of our high school graduates on to college than any other nation, we do far too little for the forgotten half — those who do not go on to college or don't even finish high school. This is a group that other nations take care to train and retrain throughout their lifetimes.

Within our country there are wide gaps in children's levels of readiness to start school. Many lack the basic building blocks of knowledge and thinking without which learning simply cannot occur. There are huge gaps in how much we spend on different students and in what kinds of courses and other opportunities they have. The distinguished American writer Jonathan Kozol has called these gaps "savage inequalities."

Most important, there are massive performance gaps among our schools that cross economic and social lines. There are excellent schools in this country — I have seen them with my own eyes. Some of them are even located in difficult inner-city neighborhoods. The Beasley Academic Center in Chicago, for example, located in the neighborhood with the highest murder rate in Illinois, consistently ranks among the top 10% of schools on all tests. Thomas Jefferson Junior High School, a school with a 98% minority population located a mile from our nation's capitol in Washington, sent a team to the final four in the national junior high school mathematics competition three out of four years in the mid-1980s.

I could give you example after example, from Maine to California, proving beyond question that all children can learn. But that fact leaves us all the more frustrated when these results are not achieved everywhere.

Just as there are opportunity gaps in education, there are responsibility gaps as well: places where our system fails because people don't do their part — politicians who posture instead of act; schools where turf battles get more attention than gang battles; bureaucracies that are better

suited to shuffling papers than to changing lives; teachers who have burned out, have given up, and are just going through the motions; citizens who couldn't care less about education as long as they keep their local taxes down; and students who sometimes act more like the kids in "Beverly Hills, 90210" than like the kids in *Stand and Deliver*.

Just look at the student loan program, for example. Since 1980 the cost of defaults in the federal Guaranteed Student Loan Program has increased 14 times over, from \$239 million in 1980 to \$3.4 billion this year.

In Washington, D.C., five doctors who got the government to finance their medical education in return for promising to practice in chronically underserved rural or urban areas are now being sued for breaking that promise. People like these deadbeat doctors cost more than money — they deny medical education to others who would have kept their word, and they deny urgently needed medical care to blighted urban areas and forgotten pockets of rural poverty.

LET'S LOOK AT the President's record on education. At the education summit in 1989, I was part of a small bipartisan governors' delegation to the White House. We worked late into the night to hammer out six education goals for our nation in the year 2000.

Let me just repeat them here. By the year 2000, all students should be mentally and physically ready to learn. By the year 2000, we should raise the on-time high school graduation rate to 90%, the international standard. By the year 2000, we should have national standards for what our children should know at the fourth, eighth, and 12th grades in math and science, language, geography, history, and other subjects, and we should have a *meaningful* set of national exams to measure whether they know what they're supposed to know.

By the year 2000, we should be second to none in achievement in mathematics and science. By the year 2000, our schools should be safe, disciplined, and free of drugs. By the year 2000, we should have a lifetime system of learning that guarantees all adults the chance to learn to read, the chance to pass the

General Education Development exam if they don't have a high school diploma, and the chance to get training throughout a lifetime. Those were the goals.

Now, we knew that state and local governments would have to provide most of the funding for public education, as they do now. But we also knew that, during the Eighties, the percentage of the federal budget going to education had declined by about 50%. And the percentage of local school budgets coming from federal funds had declined dramatically as well.

So, in the agreement, we asked the White House to make some commitments. And the White House promised to fully fund the Head Start program, among other things. Yet now, in the fourth year of the Bush Administration, according to one study, only 36% of the eligible children of this country are being served by Head Start.

The President promised to support bilingual education. It has been cut by 47% in the 1980s while we have faced an explosion of immigrant populations from around the world.

The President now promises to improve worker training, but federal employment and training outlays went down 26% in the 1980s, and the President's current budget calls for removing 224,000 trainees from the Job Training and Partnership Act, an act his own vice president helped to write into the law. President Bush himself has pledged to help end adult illiteracy by the year 2000, yet his proposed budget eliminates four needed literacy programs — including one that helps teach literacy to inmates in prisons, even though we know that ignorance is one of the main causes of crime in this country.

But one promise President Bush has kept. He said, and I quote, "I don't believe it is the federal role to say the federal government will pay for every kid to be educated in college." Now that's a commitment he has kept. He has taken bold, decisive action to keep that promise. He has proposed eliminating Pell grants for any family that earns more than \$10,000 a year. If your income is over \$10,000 a year, you're too rich to get any college aid. But if you make \$300,000 a year, you're still poor enough to need a capital gains tax cut. It isn't right.

Those who do receive Pell grants know that they are worth only about half as

much as they were worth a decade ago. The 1993 federal budget reduces student aid by \$79 million. The President even vetoed a bill that would have allowed Americans to deduct the interest on their student loans from their tax returns and use Individual Retirement Account savings for college costs.

Why did he veto that bill? Because the bill paid for this assistance to the middle class with a modest tax increase for the richest Americans. And he was opposed to increasing the taxes of people whose incomes went up in the 1980s while their tax burdens went down. Now that the election is upon us, he has reversed 12 years of Administration policy by advocating greater access to student loans — eight or nine months after I called for universal access to student loans for all Americans.

It took this President more than a year after our education summit to send an education plan to Congress. And while there are some impressive statements in the President's America 2000 proposal, the heart of the Bush education plan is to tinker around the edges, to build 535 new public schools, one for every representative and senator. That's how the number was chosen.

Instead of providing real incentives to improve and restructure all our schools, his plan would raise up a few and leave the rest behind. The President's education plan amounts to a form of "trickle-down education" that won't help Americans any more than trickle-down economics helped us in the 1980s.

We must close the gaps in our society between what people are capable of achieving and what we ask of them, between what we promise our people and what we deliver. Regardless of who is to blame — and there's always enough blame to go around — what we really need is to forget about blame, roll up our sleeves, and get to work.

LET'S BE CLEAR: this situation is not all bad. There are great schools, great teachers, great principals in America — great places in America where learning is occurring against all the odds. There are huge numbers of Americans who understand the importance of education to their future and who are filling the classrooms

of our community colleges. There are public officials — from school board members to governors, from state legislators to members of Congress and, yes, to people in this Administration in Washington — who really do care about education. But the fact is, we are not doing enough.

America needs an Education President who shows up for class every day, not just once every four years. In the first 100 days of my Administration, I'll give Congress and the American people a real education reform package. I'll work day and night to get it passed — unlike our current President, who often proposes and then leaves it to others to dispose.

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First, we must implement that portion of the national education goals that calls for the establishment of world class standards in math and science and other subjects. Today we have an education system that too often moves people up the ladder whether they study or not, graduates people whether they know anything or not, and dumps people into the work force whether they have the skills it takes to succeed or not. And that is wrong.

We must develop a meaningful national examination system, not more of those so-called norm-referenced tests that are given every two or three years and show every student scoring above the national average. The only people who benefit from those tests are the people who sell them. We need to determine whether our students are meeting the standards we set, and we shouldn't use the national standards and the national test simply to

measure performance. They should be used to increase expectations and to give schools incentives and structures to improve student performance.

It is just not true that only our most gifted students can do demanding work. Our competitors all around the world know that effort, not ability, makes the biggest difference in educational achievement. That is the real lesson of the outstanding results achieved in inner-city and rural schools by remarkable teachers. It is the lesson of the wonderful movie *Stand and Deliver*, in which Edward James Olmos played Jaime Escalante, whose advanced math students at Garfield High School in Los Angeles passed the Advanced Placement calculus test in numbers that astounded many of his colleagues.

My wife and daughter and I have watched that movie together a lot of times. Every few months my daughter asks me to rent it again. I asked many members of my administration in Arkansas to go see the movie when it came out. And when they came out of the movie, I would say, "What was the lesson of the movie?" And they would say, "That guy is an amazing teacher." I'd say, "No, the real lesson is that all children can learn."

Throughout this country, when parents and teachers and administrators challenge students to do their best, the students come through with world class performances. It is not a question of I.Q.; it is a question of vision, will, organization, and effort. We will never close the achievement gap or the opportunity gap without high standards and real measurement.

The second thing we need to do is to make sure that all our children start out on a level playing field, because national standards can't be fair unless they do. We have to work hard to see that every American school has a rich, challenging curriculum and that every teacher has the opportunity to develop the skills that he or she needs to teach well.

The poor and the minorities and the immigrants have too often been victims of the system, which has held them to lower standards than others and provided fewer opportunities to them than to other children. Too often, less is expected and less is provided. We must have both high standards and a level playing field so that all can reach those standards.

One of the things that a level playing field implies is preschool for every child who needs it. Surely a country that can find up to \$500 billion to bail out the savings-and-loan industry can find \$5 billion to fund the Head Start program. Surely we can carry out the recommendations of the National School Readiness Task Force, which I chair, so that states and localities can offer prenatal care, day care, and family support services that can prevent learning problems and equip children to make the most of school.

Surely we can provide more funds for the Chapter 1 program so that we can have smaller classes in the early grades for poor and disadvantaged children. There is now a clear study, conducted in Tennessee, that demonstrates conclusively that if you get class sizes for poor children down to 15 students in the early grades, those children exhibit measurable and lasting learning gains that increase the chances of their staying in school, succeeding, and going on to post-secondary education. We ought to pursue those reforms.

Finally, we ought to make every school the safest place in our society again, not a place where students do bullet drills instead of fire drills. Earlier this year I visited Thomas Jefferson High School in Brooklyn, where, one month later, two of the students to whom I had spoken were shot to death while walking in the hall.

Three years ago I visited a sixth-grade class in a school in south central Los Angeles, and I asked the children what they were most worried about. They were bright, articulate, intelligent children, and they were most worried about being shot going to and from school. They were also worried about being forced to join gangs when they got into the eighth grade. Those students are now in the ninth grade. In the days after the recent riots, I often wondered how many of them wound up in gangs, whether they looted, and whether they're all still alive. They're all our children.

A national government ought to provide security equipment and help cities put more police officers on the streets — on the beat — in the neighborhoods around schools. It ought to pass the Brady Bill to require a waiting period so that people with criminal records or histories of mental problems or those who are too

young cannot get guns so easily.

These are all our children. And there can be no level playing field where people are not safe in their schools. I also

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believe that we need to give some people a level playing field by giving them more leverage in the schools they attend. I support magnet schools in big cities. I support public school choice. I think children ought to be able to go to public schools other than the ones their residence dictates.

But the present Administration wants to use public funds to subsidize parents to send their children to private schools. Now, while I support public school choice, and our state was the second state to adopt it, I am unalterably opposed to a voucher system to give people public money to take to private schools.

We already spend a lower proportion of our gross domestic product than many of our competitors on K-12 education. Now, when budgets are being slashed by states all across America, is not the time to further diminish the financial resources of the public schools. When the federal government has restricted its commitment to education, now is not the time to adopt a plan that supports private schools.

THE THIRD thing I think we ought to do is to launch an all-out effort to increase our high school graduation rate to 90% by the year 2000. Nearly a quarter of our high school students fail to graduate on

time. In some cities the dropout rate is 50%. Dropouts are doomed to a series of low-skilled, low-wage jobs or to a life on the margins of society, which often leads to prison.

It's no wonder we have the highest incarceration rate in the world and spend more money to keep people in prison than to send them to college. We need to make something of the lives we're wasting.

In my state, we do something that might not work in a big city, but it works in a rural state. You drop out of school for no good reason, and you lose your driver's license. More than 1,750 young people have lost their driver's licenses since we passed the law, but our state now has the highest graduation rate in our region. The other state that's about tied with us is West Virginia, another poor state, which was the first state to adopt the driver's license law.

When I become President, we will help schools prevent dropouts and reach out to the young people who do drop out to bring them up to the same world class standards that we expect of everyone else. We need to give students incentives to stay in high school.

We need programs like the "I Have a Dream" program in New York, in which Eugene Lang, a businessman, promised a group of students that, if they would stay in school, he would send them to college. Or a program like Contact in Orlando, Florida, in which a young friend of mine, Charles White, organizes businesspeople to work one-on-one with at-risk students to keep them in school, give them summer jobs, and ensure that there's a future for them after they get out of high school.

We need a program like the Academic Challenge Grant that we adopted in my state. That program made available to students in the lower income brackets (more than two-thirds of our young people) \$1,000-a-year scholarships for four years if they made a C+ average in the recommended college courses, stayed off drugs, and behaved themselves. As a matter of right, they got the scholarship. We need to give people incentives to stay in school.

But we need to help those who drop out anyway. We need youth opportunity centers, which have been proposed in New York. Opportunity centers would give each youngster regular contact with

an adult who cares about him or her in an alternative learning environment. Such centers would give students who don't succeed in traditional school settings a second chance to make it.

I'd like us to consider forming a youth opportunity corps that would recruit young high school dropouts for a year or two, pay them entry-level wages, and help them develop self-discipline, learning skills, and specific job skills. As we reduce our military forces in the wake of the Cold War, we could make the most of the training facilities and the expert personnel of our military — the best training ground on earth — by using them to teach in the youth opportunity corps and giving them the chance to continue to serve their country instead of just putting them on the street.

A youth opportunity corps would give dropouts the chance and the discipline to obtain their high school diplomas according to the same standards as everyone else. It would give them a second chance to earn a decent living.

The fourth thing we should do is to challenge American business to live up to its responsibility to help Americans develop skills in the workplace. Something is wrong with a country that strips the dignity from blue-collar work by permitting younger workers with high school diplomas to watch their earnings drop 20% over a decade.

In our Administration, we'll establish a national apprenticeship program, like those in Europe, that will encourage non-college-bound students to stay in school, take challenging courses, move into the work force, and then get two years of further training on the job in cooperation with institutions like community colleges. That's what we need to do for those young people.

Last year in Arkansas we passed a statewide apprenticeship bill. Last spring a woman in the northwestern part of the state told our program director there how proud she was that her daughter would now be earning a higher wage as a result of the apprenticeship program than she herself makes in her regular job.

For that mother and that daughter, the American dream is coming true. Knowing your child can have an opportunity for a better life is an important part of restoring hope in this country. We also need to establish a national system to

teach every adult in the work force to read and to give every working adult the chance to earn a high school diploma within the next five years. It doesn't cost that much money — you could do a lot of it in the workplace.

In my state, a very small state of 2.4 million people, we spend more money on adult education now than do our next-door neighbors in Texas, a state five times our size. But it is the best money we have ever spent. We have increased by more than four times in the last eight years the number of adults in our job training program, and it is working to lift their income. We ought to teach every-

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body who has a job to read, give everybody who has a job the chance to earn a high school diploma. Then they can continue learning throughout their lifetimes.

Instead of treating job training as a poor stepchild, a Clinton Administration will require all employers to invest 1% to 1.5% of their payrolls in the retraining of their own work force. This is what our competitors do. And we will require them to spend it on workers all down the line.

In America 70% of the job training paid for by private companies goes to the top 10% of the employees. But in Europe and Japan, job training goes to people up and down the line, because smart folks know that the front-line workers make the money for you, and you'd better retrain them every year if you want your productivity to continue to rise.

At the same time, we need to force our

government to straighten out and streamline the unbelievable bureaucratic maze of the countless publicly funded training programs — each with its own application forms, eligibility criteria, rules, and procedures.

FINALLY, we need to make sure that every American who wants to go to college has the chance. For 12 years, the last two Presidents have worked hard to make it harder for millions of Americans to get help to go to college. Here's what I would like to do. I think we ought to scrap the existing student loan program. We waste over \$3 billion on defaults and \$1 billion on bank subsidies every year. I'd like to replace this program with what I call a domestic G.I. Bill.

This program would be a national service trust that would give every American, regardless of income, the right to borrow the money to finance a college education. All of you could show up and borrow the money. You wouldn't *have* to be poor — although, to be sure, you *could* be poor and get the money. You could be middle class and get it. You could be upper middle class and get it. But you have to be willing to pay the money back.

And it would be your choice. You would have one of two options. You could sign a contract to pay the money back as a small percentage of your income after you go to work. It would be paid at tax time so you couldn't beat the bill. But you would pay not just according to how much you borrowed but also according to how much you earn. So we would never cripple people or discourage them from becoming teachers or public servants or doing other work that might pay less money but be otherwise more rewarding. You would pay according to your ability to pay.

Or you could choose to pay off the loan with public service. If you borrowed the funds for two years of education, you could do one year of work — paid at a reduced salary by the national government — as, say, a teacher or a law enforcement officer. Or you could work in a drug program, work with troubled children, work to help students stay out of gangs and in schools, or work to solve the problems of your community. We

could get a whole generation of Americans to do that.

In the end, politicians can't and won't solve this problem for you. If we are going to compete and win again, we are all going to have to work harder and work smarter and become lifelong learners. I know this can happen because I have seen it happen before.

In 1978 a distinguished education consultant named Kern Alexander came to my state and said that a child would have less chance of getting a good education in Arkansas than in virtually any other state in the country. We didn't point fingers or place blame — we just went to work. In the early Eighties, when I became governor for a second time, my wife and I and a committee of respected Arkansans that she chaired traveled our state and talked to parents and teachers and ordinary citizens.

We began what has been a 10-year struggle to raise standards and improve opportunity in our state. We have raised taxes twice — in 1983 and 1991 — and put all the money into education.

We have done some things no other state has done. We became the first state in the country to require practicing teach-

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ers to pass a test for recertification. You can imagine how popular that was. But after two years most of them passed — and those who didn't shouldn't have been recertified (and they weren't). We also raised pay and — in the end — morale.

Arkansas became the first state to require students at the eighth-grade level to pass an exam in order to be promoted to high school. Critics said, "Oh, you can't

do that, you'll increase the dropout rate." But you know what? The dropout rate went down, and the graduation rate went up because there were no more bored students in high school who couldn't read.

We went for smaller classes in the early grades and for elementary counselors for the children. We had the lowest rate of college-bound high school students in the country in 1980, but now we are up to the national average.

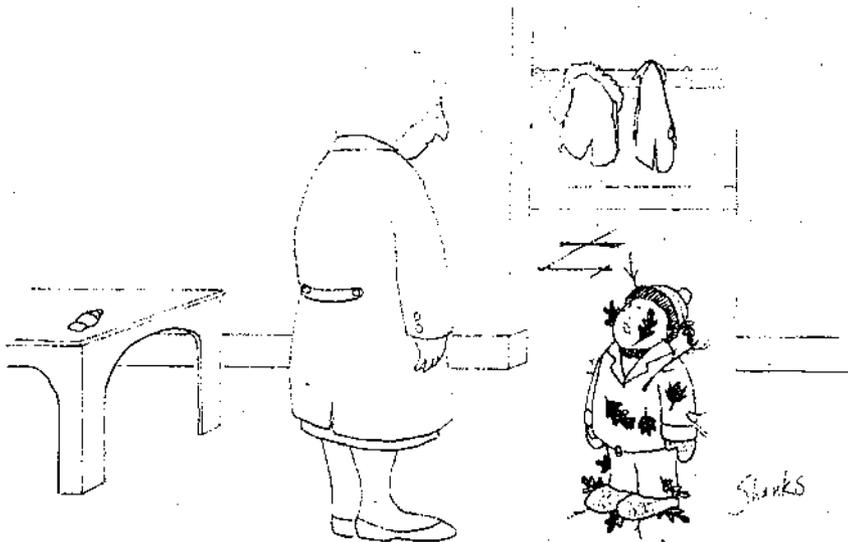
These things can happen. We can change the future and the opportunities for all the people in America if we work together, if we have high standards, if we close the opportunity gap, if we close the responsibility gap.

You know, I was born at the end of World War II in a state where the per-capita income was just a little above half the national average. Most of us lived, in other words, below what is now called the poverty line. We didn't know much about that or anything else having to do with federal statistics. But we did know that if we worked hard and played by the rules, we could get ahead.

What bothers me so much about America today is that there are so many people who are being deprived of that opportunity. I got a chance to get a world class education, starting in my public school. I had the opportunity to work my way through college and through law school. I held six jobs along the way, but it didn't kill me. I also had a scholarship and a loan, which made it economically possible. I had the kinds of opportunities that too many people don't have today.

I know that if it hadn't been for my education — made possible by the help I got in scholarships and loans as well as the chance I had to work my way through school — I wouldn't be running for President today. And I got into this race because I could no longer tolerate seeing millions of Americans miss out on the opportunities that ought to be theirs because we do not have a good economic policy to create more jobs in this country and because such great educational gaps exist in performance, achievement, and standards.

I tell you, one of the major issues that ought to be on the front burner in this Presidential election is the matter of who can be the *real* Education President and how America can once again become the country that puts education first. [K



"Sorry, I don't have all my art supplies, Ms. Carmichael. I dropped my bottle of glue on the way to school."