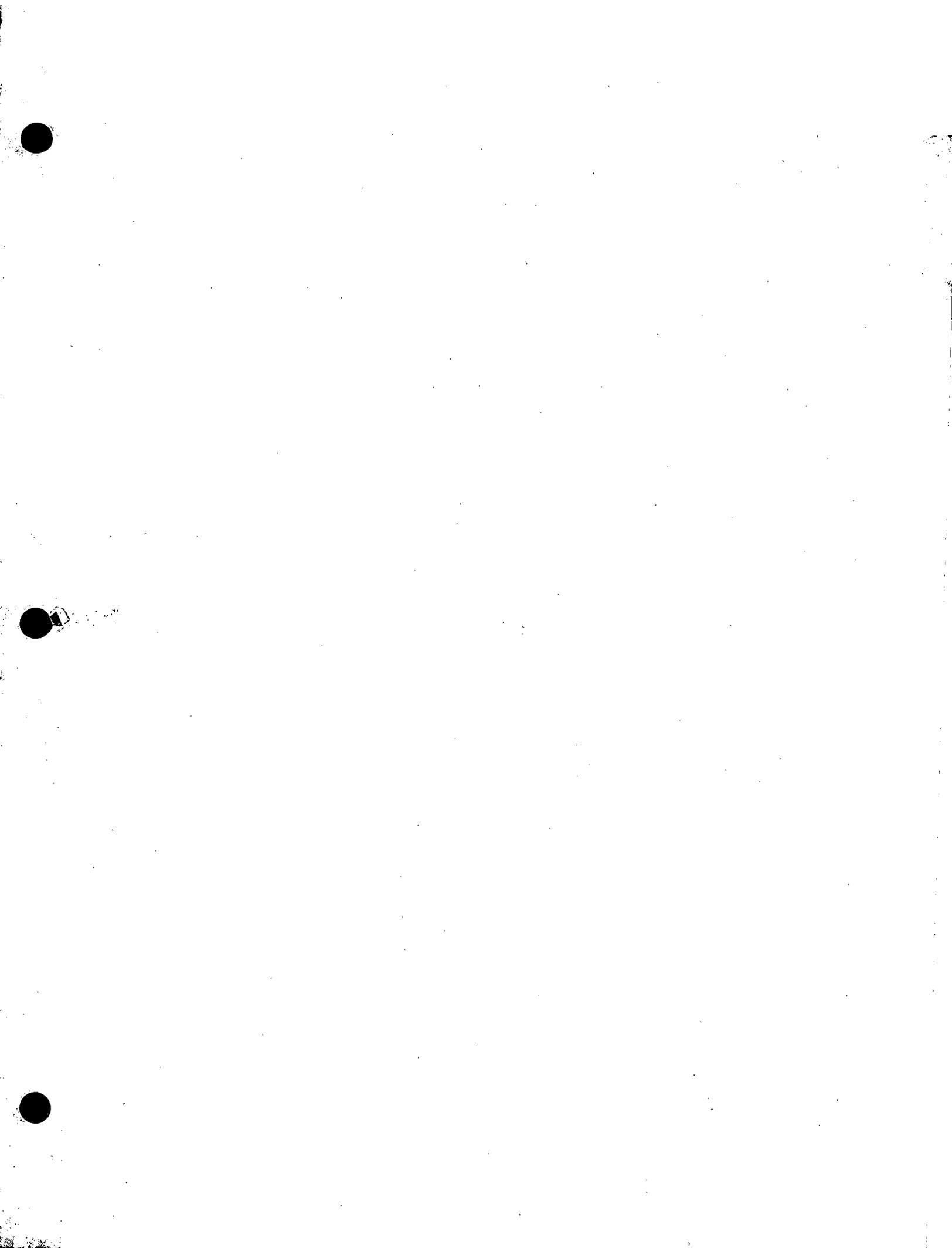


NATIONAL EDUCATION GOALS PANEL

**National Education Goals Panel Meeting
September 28, 1994
Sheraton Washington Hotel
9:00 - 10:35 am**

- 9:00 Welcoming Remarks
(Governor McKernan, Chair)
- 9:10 Goals Panel Accomplishments under Governor McKernan's Tenure
(Governor McKernan and Executive Director Ken Nelson)
- 9:20 Building Consensus on Reforms to Achieve the Goals
- 9:20 Review of NEGP role under Goals 2000 to "build a nationwide,
bipartisan consensus" and Introduction of Guest Presenter
- 9:25 Presentation
Deborah Wadsworth
(Executive Director, Public Agenda Foundation)
- 9:40 Panel Discussion
- 10:05 Open mike: Q&A with the Audience
- 10:20 "Keep the Promise" PSA
Introductory Remarks by Secretary Riley and
Projection of Television PSA
- 10:25 Passing the Gavel
(Governor McKernan)
- Overview of NEGP Plans for 1995
(Governor Bayh, Chair)
- 10:35 Adjourn



The First Annual Report of the NEGP Chair

from

**Governor John R. McKernan, Jr., of Maine
1993-1994 Chair**



NATIONAL
EDUCATION
GOALS
PANEL

Report of the NEGP Chair for 1993-1994

Events important to the Goals Panel

The **Goals 2000: Educate America Act** was signed into law March 31, 1994. It codified eight National Education Goals, established the National Education Goals Panel as an independent agency, added four state legislators to the Panel's membership, and enlarged the duties of the Panel (see below). The National Governors' Association in July, with encouragement by past and present Panel Governors, adopted a resolution reiterating its support for the National Education Goals and the need for annual state reports of progress towards them.

Accomplishments of the Panel

Under the chairmanship of Governor John R. McKernan, Jr., of Maine, the National Education Goals Panel accomplished the following:

SET STRATEGIC DIRECTIONS

1. Improved Office Administration

The Goals Panel hired a new Executive Director, Ken Nelson, who assumed leadership of the staff in January 1994. Office voice mail was installed and a local area network was contracted. The Goals Report was made available electronically on line. NEGP developed a logo for the Panel and icons for each goal.

2. Set Panel's Strategic Directions

The Panel undertook its first strategic planning process. In February 1994, the Panel adopted a framework of 5 strategic directions, including the Panel's traditional reporting function and the new duties legislatively assigned to it. These duties are, as follow:

- i) reporting national and State progress toward achieving the goals,
- ii) certifying education content and performance standards and state assessments,
- iii) reporting state opportunity-to-learn standards and strategies,
- iv) reporting on promising or effective actions to achieve the goals and identifying actions that federal, state and local governments should take to achieve them and provide all students a fair opportunity-to-learn,
- v) building a nationwide, bipartisan consensus for the reforms necessary to achieve the goals.

IMPROVED THE WAY WE REPORT PROGRESS

1. Improved the Goals Report

At the Chairman's request, the Panel staff made the 1994 Goals Report more easily understood by the public and more actionable by state and national policymakers. The 1994 Goals Report:

i) identified a limited set of 16 "core indicators" covering the breadth of the six original goals, which could be influenced by policy and, if focused upon, would indicate significant progress towards the goals;

ii) used a scorecard format with arrows indicating where we are making progress, where we are regressing, and where we have seen no change, and showing both where we are and where we should be to reach the Goals by the year 2000;

iii) reduced the number of statistical indicators in the national and state data volumes;

iv) added a new chapter to the Goals Report on actions that federal, state, and local governments should take to achieve the goals;

v) added new text interpreting data and explaining the interrelatedness of variables and the importance of core indicators.

2. Assisted Local Goals Reporting

Panel staff developed a Community Action Toolkit to help communities implement their own "goals process." One element of the toolkit updates the prior Local Goals Reporting Handbook to help communities plan, gather data, and report sound and pertinent statistical indicators of progress toward their local goals. The Toolkit was developed after field testing and review by education and community leaders in Washington, DC and elsewhere in the country.

3. Initiated Activities to Fill Outstanding Data Gaps

To organize its efforts to fill outstanding gaps in the data needed to track progress to the goals, the Panel made plans to form a Data Task Force. Chapter 3 of the 1994 Goals Report is focused on the importance of filling these gaps. The Education Leadership Team of the National Governors' Association, which included

Report of the NEGP Chair p. 3

the Panel Chair and many other current and past Goals Panel members, secured NGA adoption of a resolution calling for annual state reports of data tracking progress towards the goals.

4. Issued a Research Synthesis on Goal 1 Readiness

To help the nation agree on a definition of Goal 1 and how to measure it, the Panel asked its advisors to define more precisely the elements of young children's early learning and development for which data needs to be reported. The Goal 1 Technical Planning Group in December 1993 issued a major research synthesis regarding what is known about five dimensions of school readiness in a report entitled Reconsidering Children's Early Development and Learning: Toward Shared Beliefs and Vocabulary. Panel advisors are revising the report on the basis of expert comments from the 1000 early childhood specialists to which it was sent.

PROMOTED CONTENT AND PERFORMANCE STANDARDS

1. Nominated candidates for NESIC

The Panel was the first of four nominating groups designated in Goals 2000 legislation to nominate candidates to the President to serve on the National Education Standards and Improvement Council (NESIC). The Panel solicited and reviewed over 300 nominations of potential candidates and selected a slate of nominees forwarded to the President in July 1994.

2. Prepared for the standards review process of NESIC by offering interim leadership on standards

Before the establishment of NESIC, the Goals Panel convened a Technical Planning Group to offer initial advice on how to define, review and certify education standards. Upon the presentation of their report, Promises to Keep: Creating High Standards for American Students, in November, 1993, the Panel adopted a statement encouraging the development of voluntary national academic standards. Important stakeholders, including specially convened task forces representing the states (sponsored with the Council of Chief State School Officers, CCSSO), the business community (sponsored with the National Alliance of Business, the Business Roundtable, and the US Chamber of Commerce), higher education, and the standards development projects themselves were invited to comment upon and extend that advice on the basis of their own perspectives. CCSSO submitted an initial draft of their report to the Panel in July 1994. These reports will be presented to the Panel at its winter meeting.

Report of the NEGP Chair p. 4

3. Held public hearings regarding standards

To gather comment and promote public dialogue regarding education standards, the Panel sponsored public hearings. At each hearing, a Panel member presided with Panel advisors and local educators discussing with the public the purpose and local applications of education standards. Hearings were held in St. Paul, MN, Governor Arne Carlson presiding, September 7, 1993; and in Las Cruces, NM, April 6, and Albuquerque, NM, April 7, 1994, Senator Jeff Bingaman presiding. Panel staff helped to plan a discussion of standards at a hearing in Pittsburgh, PA, on April 19.

IDENTIFIED PROMISING AND EFFECTIVE PRACTICES

1. Adopted Panel Statement on Standards

The Panel adopted two resolutions in its 1993-94 reporting year. November 15, 1993 the panel adopted a statement of principles expressing support for national education standards that are voluntary, academic, world class, developed through an inclusive consensus-building process, and that are useful to states and local communities.

2. Adopted Panel Resolution Network Technology

In July 1994 the Panel adopted a resolution indicating a set of guiding principles for the use of appropriate network technology to promote education reform and attainment of the National Education Goals.

3. Co-sponsored International School-to-Work Teleconference

In conjunction with the CCSSO and the Goethe Institute, the Panel on April 12 cosponsored a US-German teleconference on sound actions regarding students' transition from school to work in the two countries. Governor McKernan joined Augusta Kappner (Education) and Doug Ross (Labor) in discussion with their German counterparts. The conference was seen by viewers at sites in both Germany and the US.

4. Co-Sponsored Policy Forum on Achieving the National Education Goal on Adult Literacy

On June 23-24, 1994, the Goals Panel co-sponsored a national policy forum on adult literacy. The forum was attended by 175 researchers, practitioners, and federal and state policymakers. It focused on low levels of adult literacy in the U.S., the policy and program implications for building a competitive workforce, reforming welfare, and ensuring that linguistically and culturally diverse adults have equal education and economic opportunities. NEGP will issue an edited volume of conference papers.

CONTINUED BUILDING NATIONWIDE, BIPARTISAN CONSENSUS ON NECESSARY REFORMS

1. Issued a Community Action Toolkit

On September 28, 1994, the Panel released a Community Action Toolkit designed to provide a wide variety of help to communities in their efforts to organize community activists in a local "goals process." It includes information on how to organize inclusive coalitions of community members to define local goals and action plans, how to judge and report data on progress to local goals, and how to communicate about goals and standards-based reform. The Toolkit will be available for sale through the Government Printing Office.

2. Built Partnering Relationships with Key Organizations

The Panel formalized its collaboration with key national education, business, government and civic organizations that have a state or local affiliate structure. Partner organizations helped the Panel design, compose and distribute the Goals Report and the Panel's new Community Action Toolkit.

3. Sponsored the Daily Report Card

The Panel sponsored publication of the Daily Report Card, a daily digest of education news distributed on-line and Faxed by request to educators and leaders nationwide. The Daily Report Card's unique coverage of local education reform activities give the Panel and the goals daily presence and an "information lifeline" to the public.

4. Made Public Presentations

Staff informed the public of the National Education Goals, the Goals Panel, standards-based reform and the goals process, represented the policy positions of the Goals Panel and strengthened working relations with other important organizations at meetings they were asked to address throughout the year. Approximately 71 addresses were given at 64 meetings with 60 different sponsoring organizations throughout the year. Over 7600 people attended presentations by Panel staff and over 50,000 people viewed each of 3 NTN broadcasts and an international teleconference.

5. Planned Important Conferences

Panel staff have helped to plan three additional important conferences that will be held before the end of 1994:

Report of the NEGP Chair p. 6

Important Conferences cont.

- i) September 29 is the first in a series of 10 NTN teleconferences with educators across the country regarding achieving the eight National Education Goals and the use of the "goals process" and the Panel's Community Action Toolkit. Educators at over 1000 down link sites will expose estimated audiences of about 50,000 viewers to each of these programs.
- ii) On October 28-29 the Panel will cohost a conference with the National Alliance of Pupil Services Organizations (NAPSO) on creating safe, disciplined and alcohol- and drug-free schools. In addition, over 70 education and health organizations agreed to publicize the conference, underscoring their belief in the importance of achieving this goal.
- iii) On November 30 the Panel will cohost with the Goethe Institute a second teleconference, this one on creative solutions to problems of violence in American and German schools. The conference will be seen by viewers at sites in both Germany and the US.

6. Developed and Distributed NEGP Publications

From October 1993 through September 1994, the Goals Panel produced six new publications, and distributed them as indicated below:

1. Promises to Keep: Creating High Standards for American Students (November 1993) 17,500 copies printed.
2. Reconsidering Children's Early Development and Learning: Toward Shared Beliefs and Vocabulary (December 1993) 3000 copies printed.
3. Community Action Toolkit (September 1994) 2500 copies printed by the Government Printing Office (GPO); distribution will be by sale from GPO.
4. The 1994 Goals Report (September 1994) 100,000 copies printed.
5. The 1994 National Data Volume of the Goals Report (October 1994) 20,000 copies printed.
6. The 1994 State Data Volume of the Goals Report (October 1994) 20,000 copies printed.

The Panel also distributed over 150,000 past Summary Guides and responded to requests for over 15,000 copies of 21 other prior Goals Panel publications.



PUBLIC LAW 103-227

Goals 2000: Educate America Act

[Excerpt]

**TITLE II—NATIONAL EDUCATION RE-
FORM LEADERSHIP, STANDARDS, AND
ASSESSMENTS**

PART A—NATIONAL EDUCATION GOALS PANEL

SEC. 201. PURPOSE.

20 USC 5821.

It is the purpose of this part to establish a bipartisan mechanism for—

102(7)(B) -
201.

(1) building a national consensus for education improvement;

(2) reporting on progress toward achieving the National Education Goals; and

(3) reviewing the voluntary national content standards, voluntary national student performance standards and voluntary national opportunity-to-learn standards certified by the National Education Standards and Improvement Council, as well as the criteria for the certification of such standards, and the criteria for the certification of State assessments certified by the National Education Standards and Improvement Council, with the option of disapproving such standards and criteria not later than 90 days after receipt from such Council.

20 USC 5822.

SEC. 202. NATIONAL EDUCATION GOALS PANEL.

(a) **ESTABLISHMENT.**—There is established in the executive branch a National Education Goals Panel (hereafter in this title referred to as the “Goals Panel”) to advise the President, the Secretary, and the Congress.

(b) **COMPOSITION.**—The Goals Panel shall be composed of 18 members (hereafter in this part referred to as “members”), including—

President.

(1) 2 members appointed by the President;

(2) 8 members who are Governors, 3 of whom shall be from the same political party as the President and 5 of whom shall be from the opposite political party of the President, appointed by the Chairperson and Vice Chairperson of the National Governors' Association, with the Chairperson and Vice Chairperson each appointing representatives of such Chairperson's or Vice Chairperson's respective political party, in consultation with each other;

(3) 4 Members of the Congress, of whom—

(A) 1 member shall be appointed by the Majority Leader of the Senate from among the Members of the Senate;

(B) 1 member shall be appointed by the Minority Leader of the Senate from among the Members of the Senate;

(C) 1 member shall be appointed by the Majority Leader of the House of Representatives from among the Members of the House of Representatives; and

(D) 1 member shall be appointed by the Minority Leader of the House of Representatives from among the Members of the House of Representatives; and

(4) 4 members of State legislatures appointed by the President of the National Conference of State Legislatures, of whom 2 shall be of the same political party as the President of the United States.

(c) **SPECIAL APPOINTMENT RULES.**—

(1) **IN GENERAL.**—The members appointed pursuant to subsection (b)(2) shall be appointed as follows:

(A) If the Chairperson of the National Governors' Association is from the same political party as the President, the Chairperson shall appoint 3 individuals and the Vice Chairperson of such association shall appoint 5 individuals.

201(11)-
202(C)(1)(A)

(B) If the Chairperson of the National Governors' Association is from the opposite political party as the President, the Chairperson shall appoint 5 individuals and the Vice Chairperson of such association shall appoint 3 individuals.

(2) SPECIAL RULE.—If the National Governors' Association has appointed a panel that meets the requirements of subsections (b) and (c), except for the requirements of paragraph (4) of subsection (b), prior to the date of enactment of this Act, then the members serving on such panel shall be deemed to be in compliance with the provisions of such subsections and shall not be required to be reappointed pursuant to such subsections.

(3) REPRESENTATION.—To the extent feasible, the membership of the Goals Panel shall be geographically representative and reflect the racial, ethnic, and gender diversity of the United States.

(d) TERMS.—The terms of service of members shall be as follows:

(1) PRESIDENTIAL APPOINTEES.—Members appointed under subsection (b)(1) shall serve at the pleasure of the President.

(2) GOVERNORS.—Members appointed under paragraph (2) of subsection (b) shall serve for 2-year terms, except that the initial appointments under such paragraph shall be made to ensure staggered terms with one-half of such members' terms concluding every 2 years.

(3) CONGRESSIONAL APPOINTEES AND STATE LEGISLATORS.—Members appointed under paragraphs (3) and (4) of subsection (b) shall serve for 2-year terms.

(e) DATE OF APPOINTMENT.—The initial members shall be appointed not later than 60 days after the date of enactment of this Act.

(f) INITIATION.—The Goals Panel may begin to carry out its duties under this part when 10 members of the Goals Panel have been appointed.

(g) VACANCIES.—A vacancy on the Goals Panel shall not affect the powers of the Goals Panel, but shall be filled in the same manner as the original appointment.

(h) TRAVEL.—Each member may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5703 of title 5, United States Code, for each day the member is engaged in the performance of duties for the Goals Panel away from the home or regular place of business of the member.

(i) CHAIRPERSON.—

(1) IN GENERAL.—The members shall select a Chairperson from among the members.

(2) TERM AND POLITICAL AFFILIATION.—The Chairperson of the Goals Panel shall serve a 1-year term and shall alternate between political parties.

(j) CONFLICT OF INTEREST.—A member of the Goals Panel who is an elected official of a State which has developed content, student performance, or opportunity-to-learn standards may not participate in Goals Panel consideration of such standards.

(k) EX OFFICIO MEMBER.—If the President has not appointed the Secretary as 1 of the 2 members the President appoints pursuant to subsection (b)(1), then the Secretary shall serve as a nonvoting ex officio member of the Goals Panel.

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(K)

20 USC 5823.

SEC. 203. DUTIES.

(a) IN GENERAL.—The Goals Panel shall—

(1) report to the President, the Secretary, and the Congress regarding the progress the Nation and the States are making toward achieving the National Education Goals established under title I of this Act, including issuing an annual report;

(2) report on State opportunity-to-learn standards and strategies and the progress of States that are implementing such standards and strategies to help all students meet State content standards and State student performance standards;

(3) submit to the President nominations for appointment to the National Education Standards and Improvement Council in accordance with subsections (b) and (c) of section 212;

(4) after taking into consideration the public comments received pursuant to section 216 and not later than 90 days after receipt, review the—

(A) criteria developed by the National Education Standards and Improvement Council for the certification of State content standards, State student performance standards, State assessments, and State opportunity-to-learn standards; and

(B) voluntary national content standards, voluntary national student performance standards and voluntary national opportunity-to-learn standards certified by the National Education Standards and Improvement Council, except that the Goals Panel shall have the option of disapproving such criteria and standards by a two-thirds majority vote of the membership of the Goals Panel not later than 90 days after receipt of such criteria and standards;

(5) report on promising or effective actions being taken at the national, State, and local levels, and in the public and private sectors, to achieve the National Education Goals; and

(6) help build a nationwide, bipartisan consensus for the reforms necessary to achieve the National Education Goals.

(b) REPORT.—

(1) IN GENERAL.—The Goals Panel shall annually prepare and submit to the President, the Secretary, the appropriate committees of Congress, and the Governor of each State a report that shall—

(A) report on the progress of the United States toward achieving the National Education Goals;

(B) identify actions that should be taken by Federal, State, and local governments to enhance progress toward achieving the National Education Goals and to provide all students with a fair opportunity-to-learn; and

(C) report on State opportunity-to-learn standards and strategies and the progress of States that are implementing such standards and strategies to help all students meet State content standards and State student performance standards.

(2) FORM; DATA.—Reports shall be presented in a form, and include data, that is understandable to parents and the general public.

20 USC 5824.

SEC. 204. POWERS OF THE GOALS PANEL.

(a) HEARINGS.—

203 -
204(a)

(1) **IN GENERAL.**—The Goals Panel shall, for the purpose of carrying out this part, conduct such hearings, sit and act at such times and places, take such testimony, and receive such evidence, as the Goals Panel considers appropriate.

(2) **REPRESENTATION.**—In carrying out this part, the Goals Panel shall conduct hearings to receive reports, views, and analyses of a broad spectrum of experts and the public on the establishment of voluntary national content standards, voluntary national student performance standards, voluntary national opportunity-to-learn standards, and State assessments described in section 213(f).

(b) **INFORMATION.**—The Goals Panel may secure directly from any department or agency of the United States information necessary to enable the Goals Panel to carry out this part. Upon request of the Chairperson of the Goals Panel, the head of a department or agency shall furnish such information to the Goals Panel to the extent permitted by law.

(c) **POSTAL SERVICES.**—The Goals Panel may use the United States mail in the same manner and under the same conditions as other departments and agencies of the United States.

(d) **USE OF FACILITIES.**—The Goals Panel may, with consent of any agency or instrumentality of the United States, or of any State or political subdivision thereof, use the research, equipment, services, and facilities of such agency, instrumentality, State, or subdivision, respectively.

(e) **ADMINISTRATIVE ARRANGEMENTS AND SUPPORT.**—

(1) **IN GENERAL.**—The Secretary shall provide to the Goals Panel, on a reimbursable basis, such administrative support services as the Goals Panel may request.

(2) **CONTRACTS AND OTHER ARRANGEMENTS.**—The Secretary, to the extent appropriate, and on a reimbursable basis, shall make contracts and other arrangements that are requested by the Goals Panel to help the Goals Panel compile and analyze data or carry out other functions necessary to the performance of such responsibilities.

SEC. 205. ADMINISTRATIVE PROVISIONS.

20 USC 5825.

(a) **MEETINGS.**—The Goals Panel shall meet on a regular basis, as necessary, at the call of the Chairperson of the Goals Panel or a majority of its members.

(b) **QUORUM.**—A majority of the members shall constitute a quorum for the transaction of business.

(c) **VOTING AND FINAL DECISION.**—

(1) **VOTING.**—No individual may vote, or exercise any of the powers of a member, by proxy.

(2) **FINAL DECISIONS.**—

(A) In making final decisions of the Goals Panel with respect to the exercise of its duties and powers the Goals Panel shall operate on the principle of consensus among the members of the Goals Panel.

(B) Except as otherwise provided in this part, if a vote of the membership of the Goals Panel is required to reach a final decision with respect to the exercise of its duties and powers, then such final decision shall be made by a three-fourths vote of the members of the Goals Panel who are present and voting.

204(a)(1) -
205(c)(2)

(d) **PUBLIC ACCESS.**—The Goals Panel shall ensure public access to its proceedings (other than proceedings, or portions of proceedings, relating to internal personnel and management matters) and make available to the public, at reasonable cost, transcripts of such proceedings.

20 USC 5826.

SEC. 206. DIRECTOR AND STAFF; EXPERTS AND CONSULTANTS.

(a) **DIRECTOR.**—The Chairperson of the Goals Panel, without regard to the provisions of title 5, United States Code, relating to the appointment and compensation of officers or employees of the United States, shall appoint a Director to be paid at a rate not to exceed the rate of basic pay payable for level V of the Executive Schedule.

(b) APPOINTMENT AND PAY OF EMPLOYEES.—

(1) **IN GENERAL.**—(A) The Director may appoint not more than 4 additional employees to serve as staff to the Goals Panel without regard to the provisions of title 5, United States Code, governing appointments in the competitive service.

(B) The employees appointed under subparagraph (A) may be paid without regard to the provisions of chapter 51 and subchapter III of chapter 53 of that title relating to classification and General Schedule pay rates, but shall not be paid a rate that exceeds the maximum rate of basic pay payable for GS-15 of the General Schedule.

(2) **ADDITIONAL EMPLOYEES.**—The Director may appoint additional employees to serve as staff to the Goals Panel in accordance with title 5, United States Code.

(c) **EXPERTS AND CONSULTANTS.**—The Goals Panel may procure temporary and intermittent services of experts and consultants under section 3109(b) of title 5, United States Code.

(d) **STAFF OF FEDERAL AGENCIES.**—Upon the request of the Goals Panel, the head of any department or agency of the United States may detail any of the personnel of such agency to the Goals Panel to assist the Goals Panel in its duties under this part.

20 USC 5827.

SEC. 207. EARLY CHILDHOOD ASSESSMENT.

(a) **IN GENERAL.**—The Goals Panel shall support the work of its Resource and Technical Planning Groups on School Readiness (hereafter in this section referred to as the "Groups") to improve the methods of assessing the readiness of children for school that would lead to alternatives to currently used early childhood assessments.

(b) ACTIVITIES.—The Groups shall—

(1) develop a model of elements of school readiness that address a broad range of early childhood developmental needs, including the needs of children with disabilities;

(2) create clear guidelines regarding the nature, functions, and uses of early childhood assessments, including assessment formats that are appropriate for use in culturally and linguistically diverse communities, based on model elements of school readiness;

(3) monitor and evaluate early childhood assessments, including the ability of existing assessments to provide valid information on the readiness of children for school; and

(4) monitor and report on the long-term collection of data on the status of young children to improve policy and practice,

205(d) -
207(b)

including the need for new sources of data necessary to assess the broad range of early childhood developmental needs.

(c) **ADVICE.**—The Groups shall advise and assist the Congress, the Secretary, the Goals Panel, and others regarding how to improve the assessment of young children and how such assessments can improve services to children.

(d) **REPORT.**—The Goals Panel shall provide reports on the work of the Groups to the appropriate committees of the Congress, the Secretary, and the public.



**BIOGRAPHICAL SKETCH
OF
DEBORAH WADSWORTH**

Biographical Sketch —

DEBORAH WADSWORTH

Deborah Wadsworth is Vice President and Executive Director of the Public Agenda Foundation, a non-profit, non-partisan organization that works to enhance citizen understanding of complex public policy issues.

She holds an undergraduate degree in Political Science from Wellesley College and a graduate degree from Columbia University in Public Law and Government.

A former college administrator, Mrs. Wadsworth was part of a group of educators brought together in the late sixties by then Governor of New York, Nelson Rockefeller, to plan and develop a new college within the State University of New York, the College at Purchase. She served the college through the seventies as its Dean of Admissions, developing a national student body for both its College of Letters and Science and its professional School of the Arts.

More recently, she served as a program officer of the John and Mary R. Markle Foundation with special responsibility for projects which focused on the impact of mass communications on the political process. Immediately prior to joining the Public Agenda Foundation, Mrs. Wadsworth was the Executive Director of the Smart Family Foundation where she developed a program to attract exceptional graduates of liberal arts institutions to the profession of teaching.

At the Public Agenda, she has continued to focus a large part of her efforts on the role of media in improving the quality of public deliberation. In addition to her responsibility for both the day-to-day direction of Public Agenda and long-term planning, Mrs. Wadsworth has worked to create numerous collaborative relationships with organizations in the media, education, policy research, and corporate sectors.

Mrs. Wadsworth also serves as a member of the Advisory Committee on Public Issues of The Advertising Council, a member of Brown University's Advisory Council for the Center for Foreign Policy Development's Choices Education Project, and an Advisory Board member of the Alliance for Redesigning Government of the National Academy of Public Administration.

She has also served as a consultant to the Mathematical Sciences Education Board of the National Research Council, the New American Schools Development Corporation, and the Ammenberg/GPB Math and Science Project.

Mrs. Wadsworth lives in Westchester, New York with her husband who is a Shakespearean scholar and professor of Elizabethan drama. They have five grown children.

**SEVEN STEPS
FOR COMMUNICATING
CHANGE**

Communicating Change: Why Is It So Difficult?

Reaching resolution on complex issues: A seven stage journey

One	Two	Three
Awareness	Urgency	Looking for Answers

Four	Five	Six	Seven
Resistance	Choicework	Intellectual Acceptance	Full Acceptance

Stages three, four, five most problematic

THE PUBLIC MUST BE ENGAGED

The National Education Goals and the movement to set standards represent a fundamental change in the business of teaching and learning — a revolution of expectations for students and the systems that support learning. The engine of this revolution is the recognition that achievement is as much a function of expectation and effort as it is of ability.

For reforms based on Goals and standards to succeed, members of the community will need to come to expect that all students can perform at higher levels and to believe that the system can be redesigned to achieve this result.

But changing attitudes is not enough. Consider, for example, a candidate for political office whose campaign succeeds at getting voters to like her, but does not succeed at getting voters to take a specific action — going to the polls and voting for her on election day! She may have affected public opinion. But, she did not affect public behavior in a specific enough manner to get elected, which was the prime result she hoped to achieve.

The same is true when it comes to earning support for education reform. While the joining of forces to create the Goals holds considerable promise in establishing a climate needed to improve education, the Goals cannot be realized if the general public is not mobilized to act.

Only by changing the attitudes and behavior of com-

munity members will it be possible to reach the National Education Goals. This is effective public engagement.

Three Components to Generate Consensus and Change Behavior

There is a vast difference between making the public generally aware of an issue or concern and achieving a more sophisticated level of informed public opinion necessary to reach consensus, then mobilize action.

Public opinion research shows broad support for education goals and standards, but points to a huge gap between what citizens and "experts" define as the problems and solutions facing U.S. education. The public is increasingly frustrated by the slow pace of change and even more skeptical about prospects for progress, because they feel insufficiently involved in the discussion and decisions being made by many national, state, and local leaders in the education policy and governance arenas.

Focus group research conducted by the National Education Goals Panel showed that while the public is positive, even enthusiastic, about the need for National Education Goals and standards, people feel alienated from the process of developing and using the Goals to shape what and how U.S. students should learn. (For additional information on recent public opinion research, refer to the *Guide to Goals and Standards*.)

Only by changing the attitudes and behavior of community members will it be possible to reach the National Education Goals. This is effective public engagement.

Empowering our nation to accomplish the National Education Goals, or local community goals, requires a three-step approach that goes beyond providing the public with accurate information.

Step 1: INFORM

Increase knowledge and understanding of the National Education Goals and the need for systemic reform. Raise awareness about the complexities of issues in order to reach a more informed level of public opinion.

Step 2: BUILD COMMITMENT

Arouse concern and a sense of urgency to help generate consensus and build commitment on the need to reach the Goals in your community.

Step 3: MOBILIZE ACTION

Motivate, empower, and organize concerned and dedicated citizens to take specific actions needed to bring about true and sweeping change in the many systems that support teaching and learning in the United States.

In most cases, people cannot be mobilized until they are committed to an issue, and they cannot make a commitment without sufficient information to make decisions. Public engagement strategies are based on a progression through these steps. An effective public engagement strategy requires clear and consistent communications, patience, persistence, and trust in the democratic process. With the right knowledge, environment, and tools, citizens can and will make the "right" choices.

Communicating for Change

The success of any initiative — in matters ranging from public policy to interpersonal dynamics — is directly related to the success with which it is communicated.

For a community to be well-organized to achieve educational improvement goals, its communications strategy must be an engine, not a caboose.

Communications is a central leadership and management function, requiring a two-way flow of information. It is just as important to listen as it is to share opinions and information. If you are not plugged in to the grapevine, it will be hard to design a strategy that meets community needs and even more difficult to evaluate the success of your communications.

Whether it is called public relations, public affairs or social marketing, a sound strategy requires:

- The planned use of actions and communications to inform public opinion and influence the attitudes and behaviors of important publics and key decision-makers.
- An appropriate message targeted to specific groups or individuals to achieve specific goals.
- Two-way flow of information to help evaluate the success of an initiative and modify or adapt accordingly.



THE NATURE OF CHANGE

It has been said that "everyone wants progress, but no one wants change." Changing jobs, homes, eating habits, or anything else never seems to be an easy process, a fact well known to professional marketers.

Market research shows that certain percentages of people accept a new product, idea, or service:

QUICKLY	15%
AFTER OTHERS LIKE IT	75%
NEVER	10%

Of course, "marketing" the concept of school change is not the same as selling a product. But you should concentrate on gaining the involvement of the 15 percent of people typically open to new ideas — and ask them to help involve the other 75 percent.

Gaining involvement is not a linear process. It depends on rather subjective elements of human nature. So don't ignore the 75 percent while concentrating on the 15. Nor should you ignore the 10 percent who are unlikely to support Goals-related reforms. They may become actively opposed to your efforts and "compete" for the middle 75.

In addition, try not to spend too much time responding to the requests, accusations, or unwelcome actions of the 10 percent who may actively oppose your change efforts — or you may be unable to adequately serve the needs of the majority.

Adapted from "How to Communicate about Outcomes and School Change," by Marjorie Ledell and Jennifer Wallace of the High Success Network.

How Opinions and Decisions Lead to Action

The success of every communications or organizing strategy will be increased by taking time to understand the stages people go through as they learn about an issue, think about the consequences of action or inaction, and decide what should be done.

The Public Agenda Foundation, a nonprofit and non-partisan organization which specializes in public opinion research and citizen education, has identified a seven-stage journey through which the public travels to resolve complex issues.

Stage One — People Become Aware of an Issue.

At this early stage, it is important to raise consciousness through such activities as media relations, special events, or advocacy group work. Most people remain largely unaware of the socioeconomic conditions driving the movement for education goals and standards. (See the *Guide to Goals and Standards*.) They may not yet recognize that there is no "going back to basics" in education: we must go forward to a set of "new basics" required for success in today's increasingly complex and competitive global economy.

Stage Two — People Develop a Sense of Urgency.

This often occurs when a problem hits close to home or when the citizenry is convinced of the absolute gravity or peril of a situation. "My children may not be able to get into a good college or get a decent job if we don't make some serious changes in our local education and training system." Or, "I don't know which immunizations my child needs before he can start school and whether or not my health plan will cover the expense." During this stage of public opinion, it is wise to explain the implications of an issue in the context of public concerns.

Stage Three — People Look for Answers.

When people accept that significant change may be needed to speed progress toward education goals, they become eager for answers and will seek them out. People will begin to convert their free-floating concern about the need to do

something into proposals for action. Policymakers will try to address issues of priority. This might be the time to hold a community meeting to discuss the consequences, costs, and risks of specific policies and plans.

Stage Four — Resistance! This will be the most difficult stage for communications strategists and community organizers. The public will be reluctant to face the trade-offs that come from choosing a specific plan of action. Resistance is heightened and may seem insurmountable when people feel excluded from the decision-making process on matters that affect their daily lives. You will likely encounter several common types of resistance:

Misunderstanding: "Standards will lead to standardization — or worse yet, a national curriculum."

Narrow thinking: "A little more money and a lot more discipline is what schools need to improve."

Wishful thinking: "This is a breeze. Once we set high standards for all our students to achieve, everything else in the system will fall into place."

Conflicting values: "How do I know that the standards being considered for our schools reflect the values I believe in and practice at home?"

Personal resistance to change: "Go ahead. Set high standards, but don't expect me to change what I'm doing at home or school."

The best way to avoid resistance is to ensure that everybody is involved in the process and all that their concerns have been heard.

Stage Five — People Begin to Weigh Choices. After moving beyond initial resistance to change, people begin to weigh their choices rationally and balance various alternatives related to achieving education goals or adopting a standards-based reform plan. At this stage, the public should feel they have a range of choices and a reason to make them. Leadership has a responsibility to clarify the pros and cons of each decision, to offer compromises, and to allow time and opportunity for deliberation.

Stage Six — Intellectual Acceptance. At this stage, most people undergo a basic change in attitudes. They come to a reasoned understanding of the need for a specific action or policy, but may not be willing to change their personal behavior. Be patient. Don't expect too much, too soon. And be careful in interpreting public opinion polls — you may expect more than you can get at this point.

Stage Seven — Full Acceptance. Given time, incentives, and opportunities to consider their core values in light of the challenges and needs, most people will come to a point where they have full, pure intellectual and emotional acceptance of the need to set high standards for all students and create a system of lifelong teaching and learning. Now is the best time to make sure that there is a role for everyone in carrying out the community action plan to achieve education goals.

Asking the Right Questions

A good communications strategist will ask questions early in the design and planning process of an initiative.

Far too often, organizations look to the communications team for a "bailout" in times of crisis. This can be avoided by establishing a credible and proactive strategy that addresses internal and external needs. Take the time to answer the questions and validate the results.

- **Who are we trying to reach?** The success of your initiative could rest upon the actions or decisions of one particular individual or the entire electorate. Be as surgical as possible in identifying priority "publics," and learn more about their needs and concerns. What is on their minds? How do they make their concerns known? What kind of relationships do you have with them?



■ What do we want that person or group of people to do? Be specific. Are you trying to raise awareness, build commitment, or motivate action? Use plain and simple language to describe the results to achieve. Know when, where, and how you want a particular action or sequence of activities to occur.

■ What information do our target audiences need? Having clarified the intended results, consider what knowledge or information each different priority public requires to take the action or adopt the attitudes you consider vital. Do citizens know and understand the community education goals? Do they possess the information needed to make wise decisions? If not, what can you do to speed the learning curve and provide easy access to additional people, publications, or other media? Whom do they trust? Equally important, consider where and how each target audience readily obtains information. What are their most reliable sources?

■ What message will net the change in attitude or behavior that we seek? Again, specificity is key to success. If you want someone to cast a "yes" vote on a local referendum, then say so. If you want people to attend a meeting, provide them with the time and location so they can arrive on time. It is also important to consider carefully the language you use. Avoid jargon and professional "educationese" at all cost. Instead of relying on verbal shorthand to communicate complicated concepts, challenge your vocabulary and express points with clarity and brevity.

■ What is the best way to get our message to each of the target audiences we seek to influence? What media or techniques will be most effective? Where and how often do people in your target au-

diences gather? How do they send and receive information? From television interviews and newspaper articles to the notes children bring home from school or the door-to-door visits in a canvassing campaign, there are a variety of communications vehicles at your command. Both news media and grass-roots channels can generate the support you need to make lasting education reform possible. Communicating through news media provides access to almost all target audiences and carries a good deal of authority. Grass-roots tactics allow a more customized message to be communicated through the people your target audiences trust.

■ How well did your strategy work? It is vital to build in a mechanism for feedback so you can evaluate the communication strategy and modify it as needed. How did each target audience react to the message or technique? How might you respond to unanticipated questions or concerns? Perhaps the message was right but the communications vehicle was inappropriate. How will you incorporate what you have learned from past experience into future plans?

.....
Use plain and simple language to describe the results to achieve.



**OVERVIEW OF
EDUCATION REFORM,
THE PLAYERS AND THE
POLITICS**

Excerpts From:

Educational Reform:

The Players And The Politics

A Report From The Public Agenda Foundation
Prepared For The Charles F. Kettering Foundation

by
Steve Farkas

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Price: \$8.50

National Education Goals Panel Meeting
September 28, 1994

Page 4-8

Introduction and Overview

Currently, much of the educational reform movement's energy is spent debating the merits and flaws of different policy proposals. But these substantive arguments may be disguising a hidden debate over the process and politics of educational reform: a debate over who should be responsible for educating our youth, what and who is responsible for the current difficulties, and how severe these difficulties are. The goal of this report is to identify the attitudes which drive this last debate.

The report is based on mail surveys conducted by the Public Agenda Foundation, in collaboration with the Kettering Foundation, between January 13 and March 31, 1992. Diverse groups with a stake in education were surveyed using systematic random sampling: in the public school system, K-12 teachers, principals, superintendents, and school board presidents; in the private sector, business executives from major corporations. The analysis is based on 803 returned questionnaires.¹

Throughout the report, when we refer to *educators* we mean teachers, principals and superintendents. When we refer to *administrators*, we mean only principals and superintendents. School board presidents are treated as a distinct group.²

We expected these different groups to have fundamentally disparate views toward education in our nation's schools. This expectation was substantially confirmed — there is a wide gap in attitudes about the schools between business executives and professional educators. Although there is consensus among the groups on the goals of education, there are acute disagreements about almost everything else: rating the schools' achievement on those goals, defining the problems and their severity, and supporting reforms and solutions to those problems.

Agreement On Goals — Disagreement On Performance

About four in five business executives, educators, and school board presidents said it was *essential* that schools teach students seven key elements: the fundamental values of society, sound work habits, self-esteem, grammatically correct English, science and math, to work cooperatively, and to be flexible learners.

But business executives think the schools fail to accomplish many of these key goals. Majorities of business executives think the schools are doing a *poor* job teaching three of the seven essentials (sound work habits, English, and science and math). By contrast, educators assess school performance as fair (or good or excellent) on all seven goals.

Furthermore, about 70 percent of educators are strongly convinced that outside critics of education underestimate the good things happening in the schools (only 13 percent of business executives have a similar reaction). And while overwhelming majorities of educators think the schools in *their own community* are on the right track, a majority of business executives (56%) think their *own community's* schools are on the wrong track.

¹ Response rates, sampling margins of error, and details about the conduct of the surveys are in the Methodology section at the end of the study.

² We had initially defined school board presidents as educators, but in answering the questionnaire the vast majority skipped questions explicitly reserved for educators, and their responses often differ from those of educators. They are therefore treated as a separate group throughout the report.

Money Is/Is Not The Problem

Business executives and educators often diverge in their diagnosis of the schools' problems. Educators are much more likely than executives to say that the schools are overburdened and that money is an important problem. For example, educators are two to three times more likely than executives to say that students from other nations do better than American students because other countries spend more money on education. At least two-thirds of educators (but only 19 percent of executives) say other nations' students fare better because the U.S. tries to educate everyone while other nations channel weaker students into vocational programs. And while over 71 percent of educators say the schools are overburdened with societal problems, only 49 percent of executives think this is a very serious problem.

Although educators think parents are not involved enough in their children's education, only business executives want to increase parental say over substantive school policies. About half of executives want parents to have more say over the allocation of school funds, the curriculum, and the selection of administrators. Only small percentages of educators agree.

Teachers And Executives Support National Standards, Fault Administrative Waste

Our findings indicate that it would be a mistake to treat teachers, principals, and superintendents as part of a monolithic group of "professional educators" because they often differ in their views. There are areas where teachers are more likely to take the position of executives. For example, 64 percent of teachers joined the 82 percent of executives calling for common national standards, a measure opposed by other educators. Strong majorities of both executives and teachers (66 percent and 60 percent respectively) think needless waste in administration and bureaucracy is a very serious problem, (compared to 28 percent or less of administrators). But while majorities of teachers think classes are overcrowded and teachers' salaries are too low, only small proportions of principals and superintendents agree (executives join administrators in downplaying these problems).

Thus, there are differences between the views of professional educators and the business community — between those who teach students and those who end up employing them. There are also isolated areas of consensus, and areas where different groups ally. Any attempt to invigorate dialogue and build cooperation between these unique groups must acknowledge and work with those differences.

**INTRODUCTION TO:
DIVIDED WITHIN
BESIEGED WITHOUT:
THE POLITICS OF
EDUCATION IN FOUR
AMERICAN SCHOOL
DISTRICTS**

Excerpts From:

Divided Within, Besieged Without:

The Politics of Education in Four American School Districts

Principal Researcher and Author
Steve Farkas

With
Jean Johnson

Editors
Deborah Wadsworth
Kathleen Cahill and
Adam Kernan-Schloss of
Kernan-Schloss Associates

Introduction

During the past year, the Public Agenda Foundation has taken an in-depth look at four school districts as each struggles to reform its schools and improve the education it offers to its children. In the process, Public Agenda researchers conducted more than 200 face-to-face interviews — most lasting an hour or more — with teachers, principals, administrators and school board members as well as with parents, business executives and other local citizens who have been active in the schools.

Commissioned by the Charles F. Kettering Foundation, this study focuses on the concerns and perspectives of professionals working in the schools on a day-to-day basis, and of citizens who have made a special effort to familiarize themselves with the schools.

By looking closely at the attitudes and relationships of respondents in four school districts, we hoped to shed light on the inner workings of education reform — the clarity of communication, the nature of conflict, the potential for consensus and the likelihood of change.

We are discouraged by what we found. In each district, what started as a good-faith effort to work together on school reform became a tug-of-war over turf. We observed poor communication, widespread suspicion and outright anger among the factions. Parochialism prevailed.

Because this pattern of behavior was so consistent in all four of these diverse school

districts, we can only conclude that it was not the individuals but something about the system itself that encouraged conflict, not cooperation.

The most harmful effect of these turf battles was that well-meaning professionals ended up being distracted from the primary challenge that brought them together in the first place: improving educational opportunities for the students.

Most attempts at reform focus on the particulars of education: teaching, curriculum, standards, assessment and so forth. Based on our research in these four communities, however, it is important not to lose sight of what might be an equally significant overarching challenge: overcoming the “politics as usual” behavior that seemed to inevitably emerge.

Reforms often begin with an optimistic, cooperative spirit. All parties — superintendents, school board members, principals, teachers, parents and outside advocates for reform — are united by the shared challenge of improving their school systems. They agree up front that change will take a long time to achieve and will require continued dialogue, discussion, compromise and explanation.

But somewhere during the process, reforms often bog down and lose their luster as traditional, narrowly partisan modes of interaction within districts reassert themselves. Positions harden and distrust sets in.

The Four Communities

In order to protect the confidentiality of individuals who shared their views with us, Public Agenda will not identify the four school districts examined in this study. They are geographically diverse. One is in the New York City suburbs. The others are in the Midwest, the South and the West.

Among educators, the four school districts would most likely be judged as average to good. One district is in a state highly regarded among education reformers for its innovation and experimentation. Another is in a state where education reform has been a priority for a decade. A top official from another district was recently tapped by the Clinton administration to join the U.S. Department of Education. The fourth district, while not recognized as an educational innovator, has been praised for its efforts to integrate its schools.

The four communities studied here are not "communities in trouble." Nor are they communities without resources or strong middle-class participation in the schools. Yet, in each of the communities studied, education reform has fallen victim to division, factionalism and political gridlock.

Implications

The scope of this study is limited, but its focus and detail provide an especially revealing portrait of school reform as it is happening "on the ground." This kind of case-study examination offers a depth of understanding that is not communicated through surveys or other quantitative studies. By capturing detailed, first-hand accounts, by recounting anecdotes and war stories, and by documenting the human emotions involved, we believe our research in these four communities sheds an important new light on what is happening in the nation's schools — and why school reform is so difficult to achieve.

We are not sure whether every American school system is affected in the same way or to the same degree as these four communities are. But other studies we have done indicate that this might be so.

For instance, in *Crosstalk: The Public, The Experts and Competitiveness*, a report we published in 1991 in cooperation with the Business-Higher Education Forum, we described the serious gaps between the public and American leaders — both in how they understand the problems in the schools and what they propose as solutions.

In *Educational Reform: The Players and the Politics*, a 1992 survey conducted for the Kettering Foundation, we found notable differences in opinion between outsiders (business executives) and insiders (superintendents, school board, principals). Teachers tend to fall somewhere in the middle, sometimes siding with executives, sometimes with fellow educators.

In those two reports, we concluded that these gaps — both between insiders and outsiders and among insiders go a long way toward explaining why so few schools have fully responded to the alarm first sounded over a decade ago, with the publication of *A Nation at Risk*.

For the most part, we have let the participants in our study speak for themselves in these pages. Their voices speak all too eloquently about how far from consensus these four communities are — and about how much work remains before they can re-create the cooperative climate that will allow the best of the reform proposals to take root and flourish.

With this report and our ongoing research, Public Agenda hopes to do its part: both by bringing some much-needed national and local attention to this significant barrier to school reform and by offering a few suggestions for advancing the discussion.

Deborah Wachs

**DIFFERENCES BETWEEN
THE PUBLIC AND
EXPERTS (from
Crosstalk)**

Excerpts From:

CROSS TALK:

The Public,
The Experts, and
Competitiveness

.....

John Immerwahr

Jean Johnson

Adam Kernan-Schloss

February 1991

A Research Report from
The Business-Higher Education Forum
and The Public Agenda Foundation

A dozen differences between the public and experts

While conducting focus groups in a dozen cities from August 1989 to December 1990, researchers for the Public Agenda Foundation and the Business-Higher Education Forum discovered something interesting: Ordinary citizens disagreed wildly with the nation's business and education experts when it came to the

economy. That lack of consensus has made it difficult to upgrade failing schools and work skills. Here are the 12 areas of disagreement found in the research conducted under the leadership of public opinion analyst Daniel Yankelovich and Colby H. Chandler, retired chairman of Eastman Kodak Co.

What the public says

What the experts say

ECONOMICS 101

A good economy means everyone has a job — any kind of job.

A good economy means producing quality products at low prices that will sell here and abroad.

THE TRADE DEFICIT

The trade deficit has always been a problem and always will be.

The balance of trade became a serious problem in the mid-1970s when it shifted from a surplus to a deficit.

URGENT PROBLEMS

Drugs, crime, poverty and the environment are more urgent problems.

Falling schools and work skills resulting in falling economic competitiveness are a grave concern.

SYMPTOMS OR SOLUTIONS?

U.S. competitiveness can be solved by "buying American" and refusing to export jobs.

Those are emotionally charged side effects of the problem. The solution is better schools and skills.

JAPAN AS A CULPRIT

The Japanese succeed because they "steal" our ideas.

Japan is a technological leader in a number of fields, including high-definition TVs and laptop computers.

AMERICAN WORK ETHIC

Working harder and having a good attitude will get the job done.

Advanced skills are needed to handle increasingly high-tech jobs.

NO QUICK FIXES

America can "bounce back" whenever it decides to.

There are no quick fixes — it will take time and money to upgrade schools and skills.

NEED ADVANCED SKILLS

Every American should have basic reading, writing and math skills.

That is only the first step; the 21st century work force will need advanced science, math, problem-solving, computer and communications skills.

BASICS GOOD ENOUGH?

Education in kindergarten through high school is most crucial.

That's necessary, but so is college and advanced job training.

FEARFUL OF UNEMPLOYMENT

If everyone becomes engineers or scientists, there won't be enough jobs for all those people.

There will be more high-tech jobs than workers who can handle them.

PROGRAMS FOR THE POOR

The government shouldn't pour more precious tax dollars into programs for the poor or illiterate.

The "bottom third" of society must become key economic players.

TECHNOLOGY A BANE OR BOON?

Technology is bad because it often replaces workers.

It's only bad if we don't keep up. High-tech jobs are more productive and help the nation compete.

Source: "Crosstalk: The Public, The Experts, and Competitiveness," a research report from the Business-Higher Education Forum and the Public Agenda Foundation. Reprinted with the permission of The Indianapolis Star.



Initiatives of the Incoming Chair

from

Governor Evan Bayh of Indiana
1994-1995 Chair



NATIONAL
EDUCATION
GOALS
PANEL

Goals Panel Initiatives for 1994-95

Governor Evan Bayh of Indiana, chair of the Goals Panel in 1994-95, announces that the Goals Panel will:

Benchmarking the Goals

1. Create a Benchmarking (Data) Task Force to identify data (and gaps in the data) needed to measure progress toward the Goals, set priorities among them, and develop an action plan for data development and application.
2. Identify data for 1995 and future Goals Report to measure progress toward Goal 4 (Teacher Education and Professional Development) and Goal 8 (Parental Participation).
3. Reconvene the Goal 1 Resource and Technical Planning Groups to fulfill the Goals 2000 legislative mandate to oversee new developments in early childhood assessments.
4. Charge the Goal 1 Technical Planning Group to identify policies, practices and concrete action steps that would make elementary schools "ready" to serve the diverse children entering Kindergarten.

Best Practices

5. Form a new Best (Promising) Practices Task Force to set criteria, identify and report to the public on promising practices for achieving the Goals. The Task Force will annually recommend to the Panel actions that the federal, state, and local levels of government should take to reach the Goals.

Academic Standards and Assessments K-12

6. Prepare its members to review proposed K-12 academic standards and assessments. Consider (and forward to NESIC) the advisory papers it commissioned from representatives of the states, the business community, higher education and the standards projects, and seek expert technical advice regarding assessments.
7. Building upon the Panel's prior work in Goals 1 and 3, charge a new Task Force to identify how academic standards, especially at the elementary level, can be both challenging and developmentally appropriate.

Public Information

8. Conduct focus groups, interviews, and research syntheses of public opinion to identify ways to improve the 1995 Goals Report and the Community Action Toolkit and improve their distribution, use and effectiveness among parents, educators and policymakers.



**NEWS CONFERENCE
AGENDA**

NATIONAL EDUCATION GOALS PANEL

News Conference Agenda
September 28, 1994

- 1) **Welcoming Remarks**
(National Education Goals Panel Executive Director Ken Nelson)
Introduction of Panel Members
Background on the Panel and new mandates under Goals 2000
- 2) **Overview of the "Goals Process"**
(Colorado Governor Roy Romer)
Adopt Goals
Engage the public and organize to achieve the Goals
Regularly assess and report on progress
- 3) **Presentation of the 1994 Goals Report**
(Maine Governor John McKernan, 1993-94 Goals Panel Chair)
Changes in the 1994 Goals Report; Creation of core indicators
Overview of key findings
(Indiana Governor Evan Bayh, 1994-95 Goals Panel Chair)
Recommended actions for federal and state governments
Next steps for the Panel
- 4) **Federal Efforts to Support Education Improvement**
(U.S. Secretary of Education Richard Riley)
Promoting Family and Community Involvement to Increase Learning
- 5) **Presentation of the Community Action Toolkit**
(North Carolina State Representative Anne Barnes)
Recommended actions and resources for communities
(U.S. Representative William F. Goodling)
Community Case Study: Lehigh Valley, Pennsylvania
- 6) **Highlights of Select Goal Attainment activities**
(Panel members)
- 7) **Questions and Answers**
(Moderated by Ken Nelson)
- 8) **Closing Remarks**
(Panel members)
- 9) **Technical Notes/Information for Reporters**

NEWS RELEASE

DRAFT

NATIONAL EDUCATION GOALS PANEL

EMBARGOED FOR RELEASE
September 28, 1994
11:00 A.M.

CONTACT: Debbie McLean/Allison McGee
(202) 667-0901
Ruth Chacon (202) 632-0952

1994 GOALS REPORT SHOWS SOME GAINS IN IMPROVING U.S. EDUCATION

**Goals Panel Releases "Education Scorecard,"
Tools to Spark State and Community Action**

WASHINGTON, D.C.-- The United States is coming closer to reaching ambitious National Education Goals, according to a new federal "education scorecard" that shows gains in math, school safety and the numbers of children who start school ready to learn. The report, prepared annually by the National Education Goals Panel, uses a series of 16 core indicators to focus attention on the most critical conditions needed to reach the Goals and identifies specific actions that citizens, communities and governments can take to continue the forward momentum.

Among the good news reported for 1994:

- I Mathematics achievement increased significantly among 4th and 8th graders-- up five percentage points in two years.
- I Fewer infants are born with health and developmental risks that can affect their ability to learn and do well in school. The one percent change since 1990 means that at least 22,500 more babies are born with a healthier start.
- I The U.S. was also successful in reducing disparities between white and minority infants born with health and developmental risks.
- I Student alcohol use has declined since 1991.
- I The numbers of Advanced Placement examinations taken by 11th and 12th graders since 1991 increased markedly in English, Mathematics, Science and History.
- I The combined numbers of undergraduate and graduate science degrees earned by females increased 27% since 1979.
- I The U.S. high school team won first place among 69 countries in the International Mathematical Olympiad-- earning the first perfect score in the 35-year history of the annual competition.

"Just as the leading economic indicators gauge our nation's financial health and stability, the Panel's

-- more --

1850 M Street, NW Suite 270 Washington, DC 20036
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Page Two -- Goals Panel

core indicators measure our nation's education vital signs," said Governor John McKernan of Maine, the Panel's outgoing chair, at a news event here today. "The Goals Panel developed the set of 16 indicators as a useful scorecard to help parents, educators and policy makers determine how far the nation has come and how far we must go to create a system of teaching and learning that prepares all children for the challenges of an increasingly complex global economy." (See attached chart.)

"Mapping the progress of the states and the nation in reaching the Goals is extremely important to our nation's future," said Goals Panel Executive Director Ken Nelson, a former Minnesota state legislator. "As Vince Lombardi said: 'If you're not keeping score, you're just practicing.' "

Members of the Goals Panel said that although we've made significant improvement in some areas, greater concerted effort will be required to speed the overall rate of change. Several indicators reveal little or no discernible progress and cause for concern:

- | The proportion of 10th graders who report using illegal drugs is up three percent since 1991.
- | High school completion rates remain relatively unchanged at 86 percent.
- | The gap between white and black or Hispanic high school graduates enrolling in college or completing degrees has barely changed since 1990.
- | The U.S. has not reduced the gap in preschool participation between children from high- and low-income families over the past four years.

Report Outlines Consequences, Relationships Between Data

Among the report's findings are mixed results regarding student safety-- particularly interesting given the September 1994 Phi Delta Kappa/Gallup Poll showing the public is very concerned about violence in schools. While the report shows the percentage of 8th and 10th graders bringing weapons to school increased, the number of 10th graders reporting that they were threatened or injured at school decreased by five percentage points.

The report explains some of the consequences that individuals and the nation will face if we fail to make necessary changes. For example:

- | Parents with less than a high school education are less likely than others to read to their preschool children regularly and engage them in other activities that can prepare them for school. One infant is born every 34 second in the U.S. to a mother who has not completed high school, and the nation's high school graduation rate is not increasing.
- | While overall math achievement improved at grades four and eight, black and Hispanic student actually lost ground as white students moved ahead. Research indicates that students who have fallen behind in math by 8th grade are likely to continue to fall behind two years later.

-- more --

DRAFT

Page Three -- Goals Panel

- I Nearly one-quarter of the nation's adults score at the lowest level of literacy. They are far less likely to be employed, they work fewer weeks, earn less and are more likely to live in poverty or receive Aid to Families with Dependent Children than adults with higher literacy skills. Yet nearly all Americans believe they can read and write well. And when compared to residents of other countries, U.S. adults are more likely to believe their current job skills will be very useful in five years.

"If these indicators were used to measure our nation's economic vitality, we would urge the Federal Reserve, banks, businesses and consumers to do whatever was necessary to stimulate the economy," said Governor Evan Bayh of Indiana, the Panel's incoming chair. "All citizens have a right and a responsibility to get involved and monitor what their schools and communities are doing to advance the National Education Goals."

The report also points out a number of actions that parents can take to reverse trends cited in the 1994 report, including:

- receiving early and continuous prenatal care;
- making certain children are fully immunized;
- limiting TV watching and monitoring homework;
- controlling student absenteeism;
- encouraging children to read for pleasure and discuss what they read; and
- encouraging children to take advanced math and science courses.

"The American people want their children to do well in school. We are a goal-minded people. If we help parents get more connected to their children's learning, I believe we will make good steady progress," said U.S. Secretary of Education Richard Riley.

Community Action Toolkit Available to Spur Local Reform

To help communities develop strategies and mobilize for coordinated action, the Goals Panel also released a new Community Action Toolkit. "The Toolkit is designed to add power and accelerate the many exciting and promising reform efforts taking place all across America," said State Representative Anne Barnes, a new member of the Goals Panel. "It offers resources to communities that want to increase public knowledge and understanding of education goals and standards and helps increase participation in broad-based and comprehensive strategies to achieve the Goals."

The Panel's Toolkit includes a series of guide books, hands-on sample materials, a resource directory and step-by-step suggestions to help states and communities engage in the "Goals Process." Through the "Goals Process," communities set ambitious but realistic targets for educational improvement, assess and report on their current strengths and weaknesses and chart an aggressive course of action to reach their Goals." (See attached page on the "Goals Process.")

Each Toolkit features a computer disk version of all text-- so individual communities can tailor the materials to meet their specific needs-- and easy-to-reproduce handouts for mass distribution.

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The Toolkit also contains case studies of communities that have successfully mobilized cooperative action to reach the Goals. A coalition in Omaha, Nebraska, went directly to the citizens for a community consensus when they decided to implement change. Over 50,000 people shared their in over 50 of the most prevalent jobs in the community; and a model program to double the number of children served by early childhood care and education.

Another example is the state of Colorado, which kicked-off its effort to engage communities in an effort to reach the Goals through a statewide teleconference hosted by Governor Roy Romer. Over 6,700 people participated from 141 locations around the state. The state then held a series of meetings where local Goals teams shared ideas and developed an action plan. A "See For Yourself" campaign was launched, inviting residents to visit local schools to see for themselves reforms taking place.

"The Community Action Toolkit is a valuable resource upon which states and localities can draw to assess the needs of their schools and communities. It puts the power of change into the hands of the people and helps build ownership in the Goals process," said Barnes.

Dozens of national organizations and private sector interest groups are planning to distribute copies of the Toolkit, including the National Cable Television Association and the Walmart Corporation. The Goals Panel is working with the Louisiana-based National Telelearning Network to premiere a series of ten, interactive teleconferences for educators based upon the Toolkit and the Goals Process. And the September Satellite Town Meeting of the US Department of Education will focus on the Toolkit and how communities can mobilize for systemic education reform.

Immediate Priorities, Action Steps Offered to Support the Goals Process

The 1994 Goals Report identifies two actions, which are central to the Goals Process, for the immediate attention of federal, state and local policy makers: (1) supporting the development of challenging, world-class academic standards that are developed through consensus, useful and adaptable; and (2) filling significant data collection gaps at the national and state levels that impede the ability to measure progress across the Goals.

Said Governor Bayh, "An immediate priority is to improve the capacity of all levels of governance to collect and analyze data that will drive education improvement." Bayh announced that the Goals Panel will form a task force to work with federal, state and local data providers and users to address these ongoing needs. To build a solid and comparable information system, the Panel will explore such questions as: Do data collection efforts make good use of technology? Do they protect privacy? Are they cost-efficient and timely? Do they allow disaggregation so policy makers can target their efforts and resources?

The National Education Goals Panel is a unique, bipartisan body of federal and state officials created in July 1990 to assess state and national progress toward the National Education Goals. The recently-enacted "Goals 2000: Educate America Act" charges the Panel with: reporting on national and state progress toward the Goals; working to establish a system of academic standards and assessments;

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identifying promising and effective reform strategies; recommending actions for federal, state and local governments to take; and building a nationwide, bipartisan consensus on reforms needed to achieve the Goals.

The Panel's 1994 report of core indicators contains the most recent, reliable and comparable information on the progress of the nation and each of the states in meeting the Goals forged by the President and governors 1989 and codified in the "Goals 2000: Educate America Act" of March, 1994. Two additional volumes -- a national and state data guide-- will be available in October, offering more comprehensive data across the Goal areas.

Said Governor McKernan, "The Goals Panel reports help to create a more informed education consumer, equipped with an accurate picture of what's happening in their state and the nation so they can make wise choices about education reform."

Future plans for the Goals Panel include adding data for the two new Goals on parental involvement and teacher professional development; adding history and geography achievement to the list of core indicators and report national baselines for 1995; reporting new figures on our international standing in mathematics and science achievement for 1996; adding science and arts achievement to the list of core indicators and report national baselines for 1997.

* * * * *

SPECIAL NOTE TO REPORTERS: Portions of the Goals Report and Community Action Toolkit will be available on-line through the U.S. Department of Education (1-800-USA-LEARN) and Goal Line computer service of the Coalition for Goals 2000 (202-835-2000).

Please cite in your articles that readers can receive more information or order copies of the Goals Reports and Community Action Toolkits by calling 1-800-9-8-GOALS, or by writing the National Education Goals Panel at 1850 M. Street, NW, Suite 270, Washington, DC 20036.

For information on the National Education Goals Panel after September 28, please call NEGP Communications Director Ruth Whitman Chacon at (202) 632-0952.

UNITED STATES



1. Children's Health Index: Has the U.S. reduced the percentage of infants born with 2 or more health and developmental risks? (1990, 1991) ▲	14%	13%	↑
2. Immunizations: Has the U.S. increased the percentage of 2-year-olds who have been fully immunized against preventable childhood diseases? (1992)	55%	—	
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)	66%	—	
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, 1993)	28 points	28 points	↔
5. High School Completion: Has the U.S. increased the percentage of 19- to 20-year-olds who have a high school credential? (1992, 1993)	87%	86% ^{ns}	↔
6. Mathematics Achievement: Has the U.S. increased the percentage of students who meet the Goals Panel's performance standard in mathematics? ▼			
• Grade 4 (1990, 1992)	13%	18%	↑
• Grade 8 (1990, 1992)	20%	25%	↑
• Grade 12 (1990, 1992)	13%	16% ^{ns}	↔
7. Reading Achievement: Has the U.S. increased the percentage of students who meet the Goals Panel's performance standard in reading? ▼			
• Grade 4 (1992)	25%	—	
• Grade 8 (1992)	28%	—	
• Grade 12 (1992)	37%	—	
8. International Mathematics Achievement: Has the U.S. improved its standing on international mathematics assessments of 13-year-olds? (1991) ●	U.S. below 5 out of 5 countries	—	
9. International Science Achievement: Has the U.S. improved its standing on international science assessments of 13-year-olds? (1991) ●	U.S. below 3 out of 5 countries	—	
10. Adult Literacy: Has the U.S. increased the percentage of adults who score at or above Level 3 in prose literacy? (1992) ■	52%	—	
11. 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 post-secondary education or technical training? (1991)	27 points	—	
12. Participation in Higher Education: Has the U.S. reduced the gap between White and Black high school graduates who:			
• enroll in college? (1990, 1992)	14 points	14 points	↔
• complete a college degree? (1992, 1993)	16 points	17 points ^{ns}	↔
Has the U.S. reduced the gap between White and Hispanic high school graduates who:			
• enroll in college? (1990, 1992)	11 points	6 points ^{ns}	↔
• complete a college degree? (1992, 1993)	12 points	18 points ^{ns}	↔
13. 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, 1993) ☒	24%	27%	↓
• using alcohol? (1991, 1993)	72%	69%	↑
14. 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, 1993)	18%	20% ^{ns}	↔
15. 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 graders (1991, 1993)	40%	35%	↑
• public school teachers (1991)	10%	—	
16. 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, 1993)	17%	18% ^{ns}	↔
• high school teachers (1991)	33%	—	

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

▲ See technical note on page 133.
 ▼ See technical note on pages 134-135.
 ● See technical note on pages 135-136.

■ See technical note on page 136.
 ☒ See technical note on page 137.

Essential Steps in the "Goals Process"

- 1) Adopt the National Education Goals or similar goals that reflect high expectations for all and cover the entire breadth of focus from prenatal care to lifelong learning.**
-

- 2) Assess current strengths and weaknesses and build a strong accountability system to regularly measure and report on progress toward goals over time.**
-

- 3) Set specific performance benchmarks to mark progress along the way and guide the change process.**
-

- 4) Identify barriers and opportunities to goal attainment in the many systems that support teaching and learning.**
-

- 5) Create and mount strategies to overcome barriers, seize opportunities, and meet the performance benchmark.**
-

- 6) Make a long-term commitment to continuously evaluate accomplishments and shortcomings in meeting the community goals and be willing to modify your strategy as needed.**
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**ANSWERS TO 21
TECHNICAL QUESTIONS
ABOUT THE
1994 GOALS REPORT**

**1994 NATIONAL EDUCATION GOALS REPORT
ANSWERS TO 21 TECHNICAL QUESTIONS THAT MAY ARISE**

1. What is the purpose of the three documents that make up the *1994 National Education Goals Report*?

A. *National Data Volume:*

1. Includes 65 indicators to measure national progress toward the original six Goals.
2. Baseline measures (starting points) were established as close to 1990 as possible, the year that the National Education Goals were adopted.
3. All data included are nationally representative.

B. *State Data Volume:*

1. 4 pages of data per state (plus DC and territories).
2. Does not rank states against each other, but measures each state's progress against its own baseline.
3. Includes 21 indicators to measure state progress toward the original six Goals.
4. All data included are state representative and comparable across states. That is, data were collected using uniform definitions, sampling procedures, survey instruments, etc., so that measures are equivalent across states and over time.

C. *1994 Goals Report:*

1. Serves as the central document.
2. Replaces the previous 20-page Summary Guide.
3. Focuses on 16 policy-actionable core indicators to measure national and state progress toward the original six Goals.
4. All data included are representative at national and state levels; state data are comparable across states.

2. What makes this year's *Goals Report* different from previous reports?

- a. Includes a 1-page scorecard format for the U.S. and for each of the states (plus DC and the territories).
- b. Arrows are used on the scorecard to help the reader see at a glance how we are doing on the 16 core indicators:

↑ Arrows which point upward indicate where we have made significant progress.

↓ Arrows which point downward indicate where we have fallen further behind.

↔ Horizontal arrows indicate where we have seen no discernible change in our performance.

(No arrows are shown in cases where we do not yet have a second data point to determine whether performance has improved or declined since the baseline.)

- c. Emphasizes not just where we stand with respect to the Goals, but where we should be if we expect to reach them by the year 2000.
- d. Interprets the findings to help explain why we get the kind of results that we do, and what it will take to move our performance in the desired direction.
- e. Focuses on partnerships needed to reach the Goals (i.e., between educators, communities, business, higher education, and particularly parents).
- f. Includes a chapter identifying federal/state/local government actions in 2 areas that require immediate attention in order to enhance progress toward achieving the Goals:
 - supporting the development of academic standards; and
 - improving the capacity of all levels of governance to collect and analyze essential data that will drive education improvement.

3. Why were these changes made?

- a. To bring greater focus to discussions about national and state progress. Previous Goals Reports had included as many as 120 national indicators. Identifying a limited set of core indicators makes information more manageable and more useful.
- b. To focus on indicators that are policy-actionable, so that policymakers and the public will have a better understanding of what they can do to improve education performance.
- c. To show approximately where performance should be in interim years if we expect to reach the Goals by the year 2000, so that the American public clearly understands how far we are from where we should be.

- d. To identify data gaps that impede the Panel's ability to measure progress toward the Goals, so that the Panel and its partners can design short- and long-term strategies for filling these gaps.

4. **What are the 16 core indicators?**

GOAL 1: READY TO LEARN

1. Children's Health Index
2. Immunizations
3. Family-child reading and storytelling
4. Preschool participation

GOAL 2: SCHOOL COMPLETION

5. High school completion

GOAL 3: STUDENT ACHIEVEMENT AND CITIZENSHIP

6. Mathematics achievement
7. Reading achievement

GOAL 4: TEACHER EDUCATION AND PROFESSIONAL DEVELOPMENT

(No core indicators have been selected for this new Goal yet. They will be addressed in future Goals Reports.)

GOAL 5: MATHEMATICS AND SCIENCE

8. International mathematics achievement comparisons
9. International science achievement comparisons

GOAL 6: ADULT LITERACY AND LIFELONG LEARNING

10. Adult literacy
11. Participation in adult education
12. Participation in higher education

GOAL 7: SAFE, DISCIPLINED, AND ALCOHOL- AND DRUG-FREE SCHOOLS

13. Overall student drug and alcohol use
14. Sale of drugs at school
15. Student and teacher victimization
16. Disruptions in class by students

GOAL 8: PARENTAL PARTICIPATION

(No core indicators have been selected for this new Goal yet. They will be addressed in future Goals Reports.)

5. **How were the 16 core indicators selected and why were these considered the most important ones?**

The core indicators were selected with the assistance of members of the Goals Panel's Resource and Technical Planning Groups. They were asked to recommend a small set of indicators for the core that were, to the extent possible:

- comprehensive across the Goals;
- most critical in determining whether the Goals are actually achieved;
- policy-actionable; and
- updated at frequent intervals, so that the Panel can provide regular progress reports.

It is important to understand that the indicators selected for the core are not necessarily the ideal measures of progress, nor are they all policy-actionable. They do represent, however, the best currently available measures. The list will be expanded as other central measures become available.

6. **Why were only two academic subjects (mathematics and reading) included in the list of core indicators?**

The Goals Panel believes that student achievement in key academic subjects is the most important measure of overall education progress and hopes to add other subject areas to the list of core indicators. However, limited information is currently available to determine whether students have "demonstrated competency in challenging subject matter" in the nine academic subjects listed in Goal 3, either because:

- national assessments have not yet been developed (e.g., arts, foreign languages, economics); or
- student achievement levels have not yet been established (e.g., science, geography).

The Panel has set its performance standard for student achievement at the Proficient or Advanced levels of the National Assessment of Educational Progress (NAEP). Thus far, student achievement levels have been established by the National Assessment Governing Board in only two of the core subject areas, mathematics and reading. The list of core indicators for Goal 3 will be expanded as new NAEP assessments are developed in other subject areas and achievement levels are established, so that it is possible to determine the proportion of students who meet the Goals Panel's performance standard.

7. Why doesn't the report include any information on the two new Goals: Teacher Education and Professional Development, and Parental Participation?

These Goals are new and are somewhat different from the original six Goals, which stressed results such as higher student achievement and graduation rates, safer schools, and higher levels of adult literacy. The new Goals, on the other hand, address whether teachers have access to professional development opportunities and whether schools have formed partnerships with parents to increase their participation and engage them in shared decisionmaking.

During the coming months, the Goals Panel plans to form two new Resource Groups composed of parent representatives, teacher representatives, and other experts to help develop indicators so that progress toward these Goals can be addressed more fully in future reports.

8. What kinds of indicators might future Goals Reports include for the two new Goals on teachers and parents?

The indicators are likely to focus on results as well as inputs, since the Panel has traditionally emphasized education results. Some that might be considered:

- the proportion of teachers who are certified in the subject area which they are assigned to teach;
- the proportion of teachers who participated in professional development activities of various kinds during the previous year;
- the proportion of parents who report moderate or high involvement in their child's school activities during the previous year.

In some cases, the Resource Groups may recommend new data collections if information needed to measure progress toward these Goals does not currently exist.

9. The National Education Goals cover the preschool years through adulthood. How can only 16 indicators address all of the educational issues covered by the 8 Goals and their objectives?

The Panel acknowledges that 16 indicators can not possibly address all of the issues covered by the Goals and objectives. For this reason, a much broader range of indicators for each Goal is presented in the *National* and *State Data Volumes*.

10. **Some of the core indicators focus on very specific age groups. For example, Indicator 13 seeks to reduce the percentages of 10th graders reporting that they used illicit drugs or alcohol during the previous year. Why only 10th graders?**

In some cases the choice of age groups or grades is constrained by the particular data available. In other cases, a single grade is simply selected as illustrative, although we expect improvements to occur across all grades.

11. **What are the main findings in the report? Are we making any progress toward the Goals?**

- a. In four areas, national performance has gotten significantly better:
- The general health and developmental status of the nation's infants has improved.
 - Mathematics achievement at Grades 4 and 8 has increased.
 - Student alcohol use has declined.
 - Incidents of threats and injuries to students at school have declined.
- b. In one area, national performance has gotten significantly worse:
- Student drug use has increased.
- c. In six areas, no significant changes in national performance have occurred. We have made no discernible progress toward:
- reducing the gap in preschool participation between rich and poor;
 - improving the high school completion rate;
 - increasing mathematics achievement at Grade 12;
 - reducing the gap in college enrollment and completion rates between White and minority students;
 - reducing the sale of drugs at school; or
 - reducing classroom disruptions that interfere with students' learning.
- d. In the remaining areas we cannot determine whether national performance has improved or fallen further behind, because at present we do not have a second data point to compare against our baseline performance.

12. At the current rate of progress, are we going to meet the Goals by the year 2000?

On the whole, our progress toward the National Education Goals has been modest, at best. Even in areas where we have made significant progress from where we started, such as mathematics achievement at Grades 4 and 8, our current rate of progress is nowhere near the levels that will be required in order to achieve the National Education Goals within the next six years. Although we have made significant improvements on four of the core indicators of progress, much greater concerted effort will be required to accelerate our pace and move the others in the desired direction.

13. Are the international comparisons reported by the Goals Panel really valid? Don't other countries compare more favorably because they simply test their best students?

It is true that participation in mathematics and science courses, in particular, becomes increasingly selective in higher grades in some countries. In order to produce reliable international mathematics and science comparisons, the Goals Panel has chosen to compare the performance of 13-year-olds, because at this age the majority of students in the participating countries are still enrolled in mathematics and science courses. Upon the advice of its Resource Group advisors, the Panel also limits comparisons to those countries which tested comprehensive samples of students.

14. When will the Goals Panel be able to fill in the data gaps at the national level?

a. We should be able to fill in most of these blanks at the national level next year in the *1995 Goals Report*. Next year we should know:

- whether the proportion of fully immunized 2-year-olds has increased;
- whether the proportion of preschoolers who are regularly read to and told stories has increased;
- whether reading achievement at Grades 4, 8, and 12 has improved;
- whether the gap in adult education participation has been reduced between adults with a high school diploma or less, and those with additional post-secondary education or technical training;
- whether incidents of threats and injuries to teachers at school have been reduced; and

- whether classroom disruptions that interfere with teaching have declined.

Next year we should be able to add history and geography achievement to the list of core indicators and report national baselines from the 1994 NAEP for students in Grades 4, 8, and 12.

b. Within the next two years we should know:

- whether our international standing in mathematics and science achievement has improved.

c. Within the next three years we should be able to add science and arts achievement to the list of core indicators and report national baselines from the 1996 NAEP for students in Grades 4, 8, and 12.

d. In several areas (e.g., student achievement in foreign languages, civics and government, and economics) we simply do not know, and will not know, how we are doing because no baseline data will be collected before the year 2000.

e. In several other areas (e.g., adult literacy, and student achievement in science, arts, history, geography), we will have a baseline, but we will be unable to tell whether performance has improved by the end of the decade because no updates are presently planned.

15. **Why is there such limited state information on the 16 core indicators?**

At present, lack of comparable state data for many of the core indicators seriously constrains the Panel's ability to provide full progress reports for individual states. There are three main reasons why we have fewer state data than national data:

- a. States may choose not to participate in some data collections for a variety of reasons, such as cost or the amount of time required for testing. For example, approximately 13 states participated in the National Adult Literacy Survey, which is the source of the data for the core indicator on adult literacy. Approximately 24 participated in the Youth Risk Behavior Survey, which is the source of the state data for the core indicators on student drug and alcohol use, sale of drugs at school, and student victimization.

- b. Some data collections do not give states the option of drawing a larger sample, which would allow the creation of representative state estimates. (An example is the National Household Education Survey, which produces national estimates for three of the core indicators: Family-Child Reading and Storytelling, Preschool Participation, and Participation in Adult Education.) In order to be nationally representative, a survey or assessment must randomly sample individuals from across the United States. The sample will most likely include some individuals from each state. However, in order for the results of the survey or assessment to be representative of the particular state's population, the sample drawn in the individual state must be larger.
- c. Even though states do collect some of this information individually (for example, student science achievement using their own state assessment), the data are not comparable across states.

16. What do states need to do in order to fill in all of the blanks on the state pages?

Promising news is that states have been working cooperatively with the U.S. Department of Education for the past several years to develop annual, comparable measures of high school dropout and completion rates. These data will be included in annual Goals Reports when they become available. State-level data on immunizations should also be available next year from a new data source. The Goals Panel will formally organize a task force to work with federal, state, and local data providers and data users to address the highest priority data needs so that we can fill as many gaps as possible in the most timely and cost-efficient manner.

17. My state has been reporting information on some of these indicators for years, such as immunization rates. Why does the Goals Panel's report show a blank for my state instead of including this information in the report?

Though many states do collect and report data annually to monitor their own progress toward the Goals, what we primarily lack are comparable measures of state performance which use uniform definitions, sampling procedures, and methods of collection. At present, comparable state data will be collected regularly for only a few of the Goals Panel's 16 core indicators.

18. Why is it important for the Goals Panel to report comparable state data?

- a. If non-comparable state data are used in the Goals Report, there is no guarantee that changes over time are not due to changes in sampling, wording of items, etc. What we want is a common, reliable yardstick that will ensure that differences over time are due to real changes in performance.
- b. Including non-comparable data contradicts the Council of Chief State School Officers' (CCSSO) policy, which was adopted in 1984 in response to the Wall Chart formerly produced by the U.S. Department of Education. CCSSO's stance was that state-to-state comparisons are inevitable whenever national reports include state data. Therefore, the format and definitions of state-to-state indicator data must at least be consistent to ensure the best chance of fair and valid comparisons.

19. What is it going to take to move performance in the right direction so that we can achieve the Goals?

Only by involving students, parents, educators, schools, higher education, local business and community leaders, and policymakers as active partners will we be able to mobilize sufficient grass-roots community effort to achieve the Goals.

The *1994 Goals Report* identifies a number of actions that can enhance progress toward the Goals. For example, some of the actions parents can take include:

- Seeking early and continuous prenatal care, following a nutritious diet and gaining an adequate amount of weight during pregnancy, and abstaining from smoking, alcohol, and illicit drug use during pregnancy.
- Making certain that children are fully immunized;
- Reading and telling stories to children and spending time daily with them on other shared activities that can help them learn.
- Limiting TV watching and monitoring homework.
- Controlling student absenteeism.
- Encouraging children to read for pleasure and engaging them in discussions about what they read.
- Encouraging children to take advanced mathematics and science courses.
- Supporting school efforts to control student alcohol and drug use and reduce violence.

A new responsibility of the Goals Panel is to identify actions that federal, state, and local governments should take to enhance progress toward the Goals. This

charge is addressed in the third chapter of the *1994 Goals Report*. This year the Panel focuses on two actions that require immediate attention in order to enhance progress toward achieving the Goals:

- supporting the development of academic standards; and
- improving the capacity of all levels of governance to collect and analyze essential data that will drive education improvement.

20. Where do the data for the annual Goals Reports come from?

The Goals Panel does not collect its own data. Instead, the Panel uses representative national and state data collected by a number of federal agencies, national organizations, research firms, and universities, such as:

- National Center for Education Statistics
- National Center for Health Statistics
- Bureau of Labor Statistics
- Bureau of Justice Statistics
- Bureau of the Census
- Educational Testing Service
- The College Board
- Centers for Disease Control and Prevention
- Universities (e.g., University of Michigan, Cornell University)

The majority of data in the Goals Report are collected by the National Center for Education Statistics, as part of large-scale data collections such as:

- National Assessment of Educational Progress (NAEP);
- National Adult Literacy Survey (NALS);
- Schools and Staffing Survey (SASS);
- National Household Education Survey (NHES); and
- National Education Longitudinal Study (NELS).

Although the Goals Panel does not collect its own data, the Panel does perform some of its own analyses in order to answer specific questions related to Goal progress.

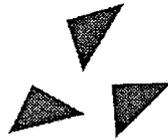
21. Do the *1994 National and State Data Volumes* include any new indicators?

Appearing for the first time are national data on student writing achievement at Grades 4, 8, and 12. At the state level, new data are available for approximately two dozen states on:

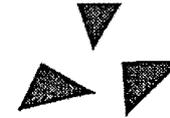
- at-school student drug and alcohol use;
- sale of drugs at school;
- students carrying weapons to school;
- students staying home from school because of concerns for their own safety;
- student victimization (threats, injuries, personal property stolen or vandalized); and
- student involvement in physical fights at school.

**HIGHLIGHTS OF THE
COMMUNITY ACTION
TOOLKIT**

Highlights of:
The Community Action Toolkit



GUIDE TO THE COMMUNITY ACTION TOOLKIT



A DO-IT-YOURSELF KIT FOR EDUCATION RENEWAL

In building and renovating homes, most people call in a team of qualified professionals to do the work— architects, plumbers, electricians, and other contractors with unique talents and skills to do the job.

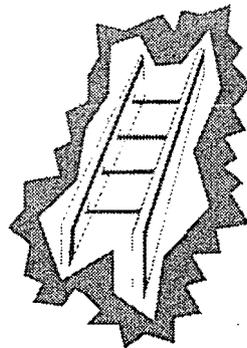
When it comes to rebuilding and renovating the U.S. education system, the same kind of teamwork is required. There is no single person or group of experts whose sole job it is to make schools better. Everyone in the community must pitch in with their unique talents, skills, and perhaps most important, commitment.

In many communities across this great nation, concerned citizens are already working together as dedicated "education architects" to build a system of teaching and learning that will achieve the National Education Goals. This kit, created by the National Education Goals Panel, contains "tools" that can either add power to existing efforts or accelerate the process of mobilizing friends and neighbors into an effective team that can renew education and support lifelong learning in each community.

FEATURES OF THE COMMUNITY ACTION TOOLKIT

Guide to Goals and Standards

The Guide to Goals and Standards provides an overview on the National Education Goals and movement to set high expectations and standards for student learning and performance. It describes what is at stake and introduces the "Goals Process," whereby communities set their own education improvement goals, mount strategies to achieve them, and make a commitment to create an accountability system with specific performance benchmarks to monitor progress along the way.



WHAT IS THE NATIONAL EDUCATION GOALS PANEL?

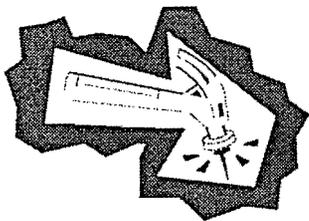
The National Education Goals Panel is a unique bipartisan body of federal and state officials created in July 1990 to assess state and national progress toward achieving the National Education Goals. The national and state leaders who established the Goals Panel believed that adopting the Goals without providing any process for measuring their success would be an empty gesture.

With the passage by Congress of the 1994 "Goals 2000: Educate America Act," the Goals Panel became a fully independent executive branch agency charged with monitoring and speeding progress toward eight National Education Goals. Under the legislation, the Panel is charged with a variety of responsibilities to support system-wide reform, including:

- Reporting on national and state progress toward the Goals over a 10-year period;
- Working to establish a system of academic standards and assessments;
- Identifying promising and effective reform strategies;
- Recommending actions for federal, state and local governments to take; and
- Building a nationwide, bipartisan consensus to achieve the Goals.

Panel members include eight governors, four members of Congress, four state legislators, the U.S. Secretary of Education, and the President's Domestic Policy Advisor.

GUIDE TO THE COMMUNITY ACTION TOOLKIT *continued*



Community Organizing Guide

The Community Organizing Guide details a step-by-step process to mobilize communities to achieve the National Education Goals. Each element of a successful community action plan is described—including suggestions on how to identify a leadership team, develop a common vision, create and implement strategies, identify resources, troubleshoot, and evaluate results.

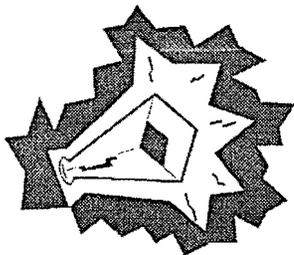
A Local Goals Reporting Handbook

The handbook describes how to set up a local reporting process to track progress in education reform—similar to the process used by the National Education Goals Panel in issuing its annual report showing how well the states and the nation are doing in reaching the National Education Goals. Community leaders will find references, sources, and helpful ideas to use in collecting data and preparing a local goals report.



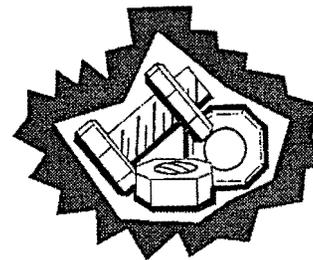
A Guide to Getting Out Your Message

The success of most initiatives is directly related to the success with which it is communicated. This guide features information to increase the impact of grass-roots communication techniques and media relations activities—including tips on how to craft messages, generate visibility and make news that will inform public opinion. The guide also includes valuable sample materials such as news releases, speeches, articles and public service announcements for your consideration.



Resource Directory

This notebook offers space to add your most valuable local notes and resources, and features a directory for quick reference to many organizations and reading materials that can support and enrich your community campaign to achieve the National Education Goals. A glossary of frequently used education terms is included.



Other Valuable Materials

The Toolkit includes camera-ready Handouts for easy duplication and distribution of select materials. The enclosed computer disk (in WordPerfect format) will allow you to modify and adapt all written materials to your needs. The audiotape features public service announcements which you may choose to use with radio stations in your community.

Response Card

Please take a moment to fill out and return the enclosed response card to let us know how you are using the *Community Action Toolkit*. Indicate whether you would like to receive more information from the National Education Goals Panel and your colleagues in communities across the country on their efforts to improve teaching and learning in the United States.

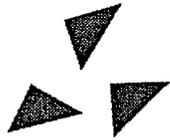


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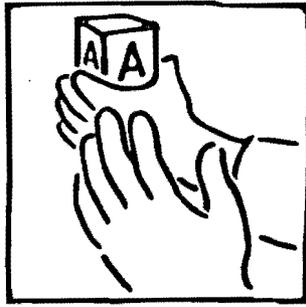
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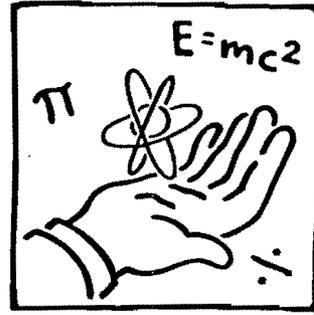
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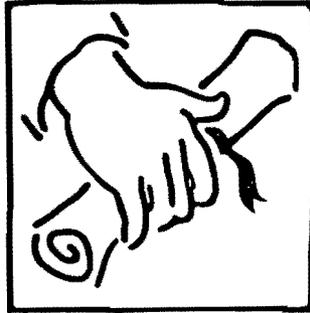
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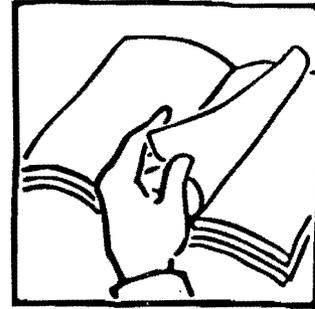
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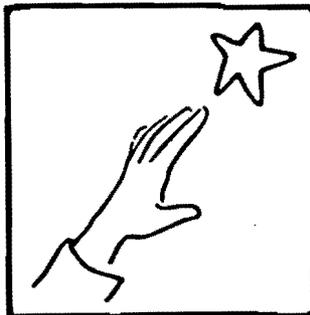
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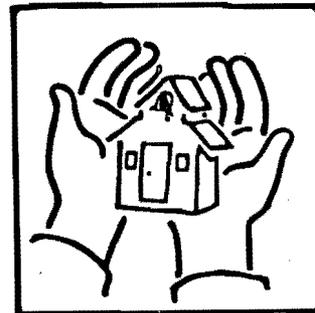
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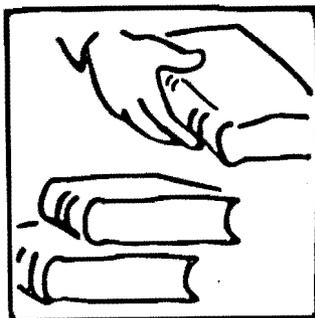
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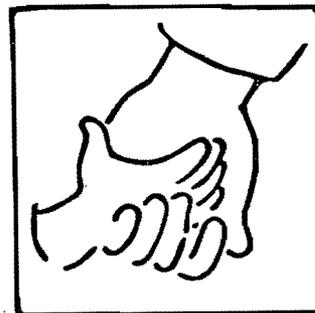
Student Achievement
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Safe, Disciplined,
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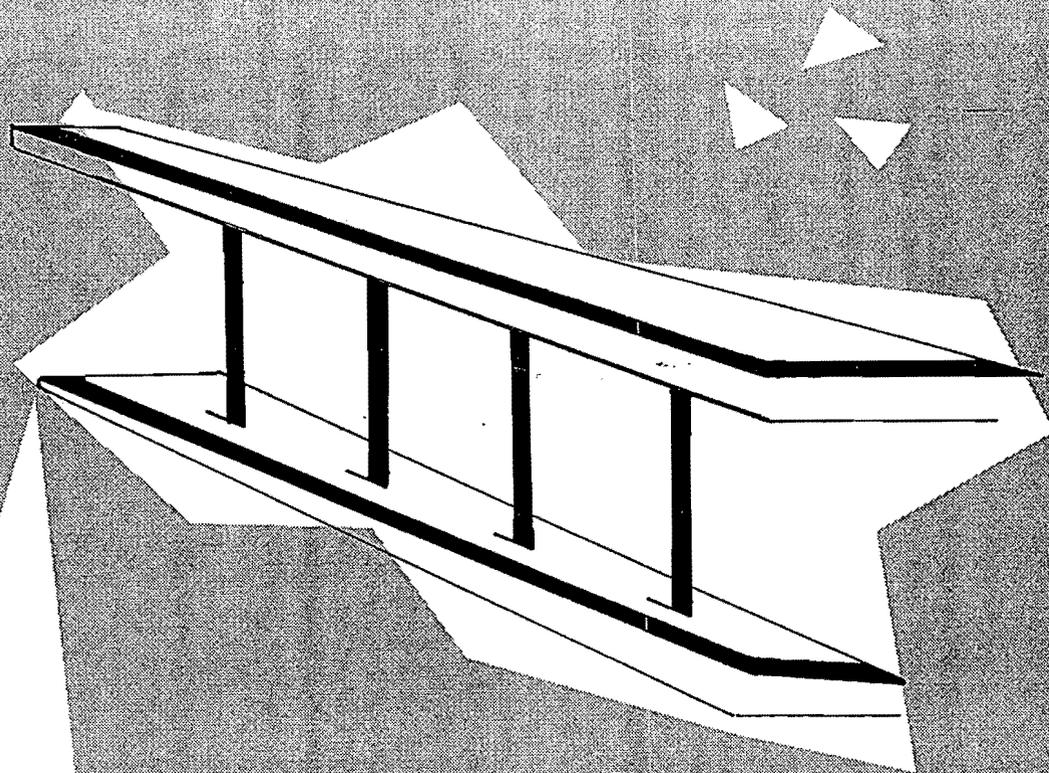
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EXCERPTS

From:

GUIDE TO GOALS & STANDARDS

— EMBARGOED —
To Be Released
September 28, 1994



Start by Knowing Your Destination

As Alice makes her way through the myriad adventures in Wonderland, she asks for direction from the Cheshire Cat.

"Would you tell me, please, which way I ought to go from here?"

"That depends a good deal on where you want to get to," said the Cat.

"I don't much care where," said Alice.

"Then it doesn't matter which way you go," said the Cat.

tional improvement, assess their current strengths and weaknesses, and chart a course of aggressive action to reach their goals.

There are several essential steps in the "Goals Process." First, each community must adopt goals that reflect high expectations for all and cover the entire breadth of focus from prenatal care to lifelong learning.

Next, a community must build a strong local accountability system that tracks progress over time and incorporates specific performance benchmarks to mark progress along the way.

With a baseline and benchmarks established, communities need to identify barriers and opportunities and mount strategies to address them; make a long-term commitment to continuously evaluate accomplishments and shortcomings in meeting the community goals; and, perhaps most important, modify the strategy according to what is learned each step of the way.

Much as the National Education Goals Panel monitors and reports on progress toward the Goals, people in states and communities across the United States are holding themselves accountable by preparing local goals reports and making a commitment to use the "Goals Process" to move from a rhetorical vision to a new reality.

Armed with this information, citizens can pose questions of themselves, their schools, and their communities; How is my child doing? How does my school compare? Have I done all I can to make a difference? You have a right to know and an obligation to ask.

Every citizen has a responsibility to become a more informed education consumer — both the 25 percent of Americans who have children in school and the 100 percent whose livelihood and well-being ultimately hang in the balance.

(See the "Handouts" of case studies of three local communities using the "Goals Process" as a catalyst for fundamental educational improvement. For more information on the "Goals Process," refer to the *Community Organizing Guide*.)

Through the "Goals Process," communities set ambitious but realistic targets for educational improvement, assess their current strengths and weaknesses, and chart a course of aggressive action to reach their goals.

The "Goals Process": Towards More Informed "Education Consumers"

Reaching a consensus among national political leaders on the need to achieve the National Education Goals is an unparalleled accomplishment in the revitalization of U.S. education. But it is only a necessary first step. To achieve the Goals, citizens must be engaged and have access to knowledge with which they can make good decisions and manage change.

This is the heart of the "Goals Process." Whether a community embraces the National Education Goals or adopts its own goals specifically tailored to reflect local priorities, it needs accurate information that defines current educational strengths and weaknesses.

Simply put, the "Goals Process" helps communities figure out where they need and want to go, where they are in relation to that destination, and what they have to do to get from one point to the other. Through the "Goals Process," communities set ambitious but realistic targets for educa-



MEETING THE NATIONAL EDUCATION GOALS: THE NEED FOR HIGHER STANDARDS

The "Goals Process" asks each community in the United States to chart its own route to reach local and National Education Goals. While a rare few might still advocate greater centralization and centrally defined reforms, most recognize that the only way to bring about true change in the country's 16,000 autonomous school districts is to empower those closest to the action.

However, in attempting to meet the Goals, each community must first address the same central question: What will success look like? Clear and ambitious standards of educational performance are vital for answering this question effectively. Their development and use are thus an essential precondition for educational improvement and achieving the National Education Goals.

The Most Basic Question: What Must Students Know and Be Able to Do?

There is probably no question more central to the very nature of teaching and learning than determining what students should know and be able to do.

The National Education Goals call for all students to demonstrate competency in challenging subject matter as preparation for responsible citizenship and productive employment. The Goals also challenge us to rise to first place among nations in math and science achievement.

But what does first-place performance in math and science look like? What knowledge or skills must students possess? What exactly must a student know and be able to do to demonstrate competency in English, history, the arts, foreign languages, economics, civics and government, or geography?

Ask your barber or grocery clerk these questions. Ask teachers, school principals, and local political leaders. Currently, there are about as many answers to these questions as there are friends, neighbors, and experts to ask.

But ask them what a youngster must know and be able to do to succeed in sports and you'll find a greater degree of consensus! The very phrase conjures up images of young men and women striving to reach either their "personal best" or the truly inspirational levels of peak performance that "push the envelope" and literally redefine what we thought was possible and worth training for.

Consider the triple toe loop — a surefire, high-scoring criterion in world-class ice skating. Not long ago, it was uncommon and rarely taught by coaches or ice skating instructors. Now it is part of the standard repertoire among internationally competitive performers! And in rinks across the country, young athletes practice, train, and aspire to their personal best based upon on high standards of excellence.

In attempting to meet the Goals, each community must first address the same central question: What will success look like?



In education, the definitions for personal best and peak performance are much less obvious. High standards, not minimal competency, set the pace in sports and most other fields of personal and professional endeavor — whether it is ice skating, flying a plane, practicing medicine, or designing safe and useful products.

But when it comes to teaching and learning, the standards that drive system are too often low and common denominators of performance. Pictures of excellence in education are much more elusive because we have not shaped a consensus definition to which each student, teacher, and parent should aspire. We have vague expectations that vary from school to school and child to child. And our expectations for the vast majority of children have been far too low.

Setting Higher Expectations for All

We are a society that tends to put a lot of emphasis on perceptions of innate ability and comparisons between students. We say: "Tommy is good at math, while Mary is good at art." On the flip side are the negative messages we send — we don't expect Mary to be good at math or Tommy to be good at art. Furthermore, we are willing to

say that some students aren't good at any subject, and for them we set the lowest expectations of all.

All students can learn at significantly higher levels, given the proper tools and resources. Yet our system

sorts children almost from the beginning of grade school into advanced versus low tracks. We test children against a bell-shaped curve — essentially against each other — rather than against any standard of what it is they need to know and be able to do to get jobs or maintain a high standard of living.

The United States is probably the only nation in the world in which innate ability is judged to be a stronger predictor of success than individual effort. We must question the underlying assumptions of this type of system.

To turn this around, we need a revolution in our thinking. We must shape a system of teaching and learning based on the philosophy that all students can learn at higher levels — that achievement is as much a function of expectations and effort as it is of innate ability.

Perhaps the greatest barrier of all to achieving equity is that we have not made clear to our students what it is they need to know and be able to do to be successful. If we have not thought through this clearly and cannot articulate it, then we are guaranteeing that our system cannot be held accountable for providing a high-quality and equitable education for all children.

Building the Best Education System: The Need for Standards

We can bring about sweeping improvement and achieve the National Education Goals — we can do more and better in more of our schools — only if we define what we want more of and what better looks like. This is the basic premise behind the movement for standards-based reform in education.

Education standards are the agreements we make as a society as to the results we expect students to achieve. Standards are the most basic specifications that "education architects" can use in designing and rebuilding unique systems of teaching and learning appropriate for each community.

Imagine running a major corporation without any agreement on what the product should be! How would customers know what to expect? How would the managers and workers know what tasks to perform or how to account for their productivity?

We must shape a system of teaching and learning based on the philosophy that all students can learn at higher levels — that achievement is as much a function of expectations and effort as it is of innate ability.

stand·ard (stan' derd) *n.* 1. An acknowledged measure of comparison for quantitative or qualitative value; 2. A degree or level of requirement, excellence, or attainment.

For far too long we've been running the business of education without a societal agreement on the product. Students, of course, are far from being passive "products" in the education system. In the truest sense, they are the workers in the knowledge industry. As such, they are entitled to clear definitions of success and failure so they can set top performance within their sights and reap the rewards of hard work. Consensus standards would clearly define what citizens in each community consider essential for all students to learn.

Truly high standards send clear signals to all students of what they'll need to succeed in "the real world." Standards provide a firm educational platform for young people — offering a leg up as they mount their approach to the challenges of life after school. With them, students and their parents will know the performance that is expected and what it takes to truly make the grade. Standards also send a message to teachers about appropriate instructional strategies and adequate levels of performance. And the customers of our K-12 education system — employers, colleges and universities, and the military — will not only know what to expect, they can better judge the quality of applicants.

Standards replace the guesswork. They say to employers: This is what you can expect from our graduating students. They say to parents: This is what your son or daughter needs to accomplish if he or she wants to go to college or get a good job after school. And they say to concerned citizens: This is how your public school tax dollar is being invested. This is how we will hold ourselves accountable to results, how we are achieving the National Education Goals.

But Don't We Already Have Standards in Education?

In many instances we do, but they almost always measure the wrong things. Over time, a de facto set of "standards" documenting student progress through the system has been developed in our states and school districts. However, they consist largely of "input" measures like course credits and time spent on subjects and weak measures of system "output" like high school diplomas awarded and scores on national standardized tests that assumed certain content had been covered.

None of these measures tell the public what students have actually learned or provide assurance that the knowledge and skills acquired are important and useful outside of the classroom. In fact, we have no way of telling whether our current "standards" for student learning and performance are as high as they should be because we have not clearly defined the results we seek from the system. Our de facto education standards are not related to the performance needs demanded by citizenship and employment in our society. Nor are they up to those of countries with which we compete for leadership, economically and politically.

Our challenge is to create an education system that will prepare students not just to graduate high school or pass standardized tests, but to meet the high standards that will be demanded of them once they leave school and enter an increasingly complex and competitive job market in an information-driven economy.

How Can Standards Improve Teaching and Learning?

Schools and educators can, and many do, create myriad opportunities for students to learn basic and important subject matter and demonstrate that they can apply their knowledge in a real-world context. But most students can tackle much more challenging work than they are presently provided — and most schools can be better organized to accomplish this mission!

Picture a middle-grades science classroom. We might watch a small group of students learn about the common properties of matter and how a total mass of materials in any observed change remains constant. They have an ice cube in a jar and record what changed and did not change as the ice melted — color, wetness, temperature, mass, shape, volume, and size. They work to identify one factor they regard as critical to the melting process and express it as a question, which they proceed to investigate. They then draw conclusions and discuss them with the whole class.

These students are practicing the scientific method, solving problems as a group, analyzing data, expressing their findings in writing, and defending their analysis in discussion — all standards for science. Yet according to the 1993 National Education Goals Report, in our current system only about a quarter of students in a typical science class even go so far as regularly writing reports on science experiments.

Now, imagine we are looking over the shoulders of high school seniors taking a more conventional test in advanced-level U.S. history. They have three hours to answer four essay questions which they may select from several categories. The general category of questions asks students to analyze whether government regulation did more harm than good to the American economy between 1880-1920. Another has them explain why evangelical Protestantism has been an important force in American life and what effects it

had in the period 1800-1880 or 1900-1960. Another asks them to offer evidence for the existence and influence of a "military-industrial complex" in the conduct of American foreign policy from 1954 to 1974.

These history questions come from an actual test — in England! They illustrate the level and depth of subject matter that other countries expect their students to know. The challenge to these students does not stop with rote memorization or recitation of facts and figures. They must integrate the information and demonstrate that they understand when and how to apply the knowledge and skills acquired.

Regrettably, U.S. students have few such learning opportunities. Far too many students coast through the system, doing little more than the little that is asked, because far too many schools fail to organize teaching and learning around a clearly articulated body of knowledge and skills required to be a productive citizen and worker in the global economy.

(Examples of higher-performance work expected of students in the U.S. and abroad are provided as "Hand-outs.")

In our current system only about a quarter of students in a typical science class even go so far as regularly writing reports on science experiments.

What Makes A Good Standard?

Advisors to the National Education Goals Panel offer sound advice for communities to judge the worth of subject-specific standards they may wish to adopt. In their report, *Promises to Keep: Creating High Standards for American Students*, the group says that the public should be assured that standards are:

World-class, at least as challenging as current standards in other leading industrial countries, though not necessarily the same;

Important and focused, parsimonious and concise, while including those elements that represent the most important knowledge and skills within a discipline;

Useful, developing what is needed for citizenship, employment, and lifelong learning;

Reflective of broad consensus-building resulting from an iterative process of comment, feedback, and revision, that includes educators and the lay public;

Balanced between the competing requirements for:

- depth & breadth;
- being definite/specific & being flexible/adaptable;
- theory or principles & facts or information;
- formal knowledge & applications;
- being forward-looking & traditional;

Accurate and sound, reflecting the best scholarship within the discipline;

Clear and usable, sufficiently clear so that parents, teachers, and students can understand what the standards mean and what the standards require of them;

Assessable, sufficiently specific so that their attainment can be measured in terms meaningful to teachers, students, parents, test makers and users, the public, and others;

Adaptable, permitting flexibility in implementation needed for local control, state and regional variation, and differing individual interests and cultural traditions; and

Developmentally appropriate, challenging but, with sustained effort, attainable by all students at elementary, middle, and high school levels.

WHAT CAN MY COMMUNITY DO?

The National Education Goals and standards-based school reform cannot be achieved without a shared sense of purpose and commitment. Much like our nation's campaign to put a man on the moon, the effort must be comprehensive and historic. While there is no single blueprint for action, a few principles should guide your community's approach.

The Goals Process Calls Upon Communities to:

- Adopt the National Education Goals or similar goals that reflect high expectations for all and cover the entire breadth of focus from prenatal care to lifelong learning.
- Assess current strengths and weaknesses and build a strong accountability system to regularly measure and report on progress toward goals over time.
- Set specific performance benchmarks to mark progress along the way and guide the change process.
- Identify barriers and opportunities to goal attainment in the many systems that support teaching and learning.
- Create and mount strategies to overcome barriers, seize opportunities and meet the performance benchmark.
- Make a long-term commitment to continuously evaluate accomplishments and shortcomings in achieving the community goals and be willing to modify strategies as needed.

- First, **maintain flexibility.** The approach must meet the particular needs of your community and build upon the community's unique resources. Any plan that attempts to implement top-down solutions from Washington, D.C., or the state capital will fail.
- Second, **there must be a clear and shared vision** to guide and help build broad-based support. Communities will resist selecting one solution over another until they know where they are headed and why.
- Third, **involve everyone who has a stake in education.** Coalitions should include parents, teachers, community organizations, local businesses and labor unions, school administrators and school boards, religious leaders, and others. The community approach to systemic reform must be accepted inside and outside the walls of the schools and central administration building.
- Fourth, **focus on the long-term.** Aim for continuous improvement in the systems and infrastructure that support school and community.
- Finally, **the approach must be sweeping and systemic.** If it corrects one piece of the system and ignores another, it is likely to fail.

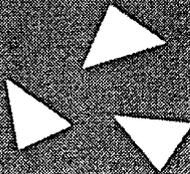
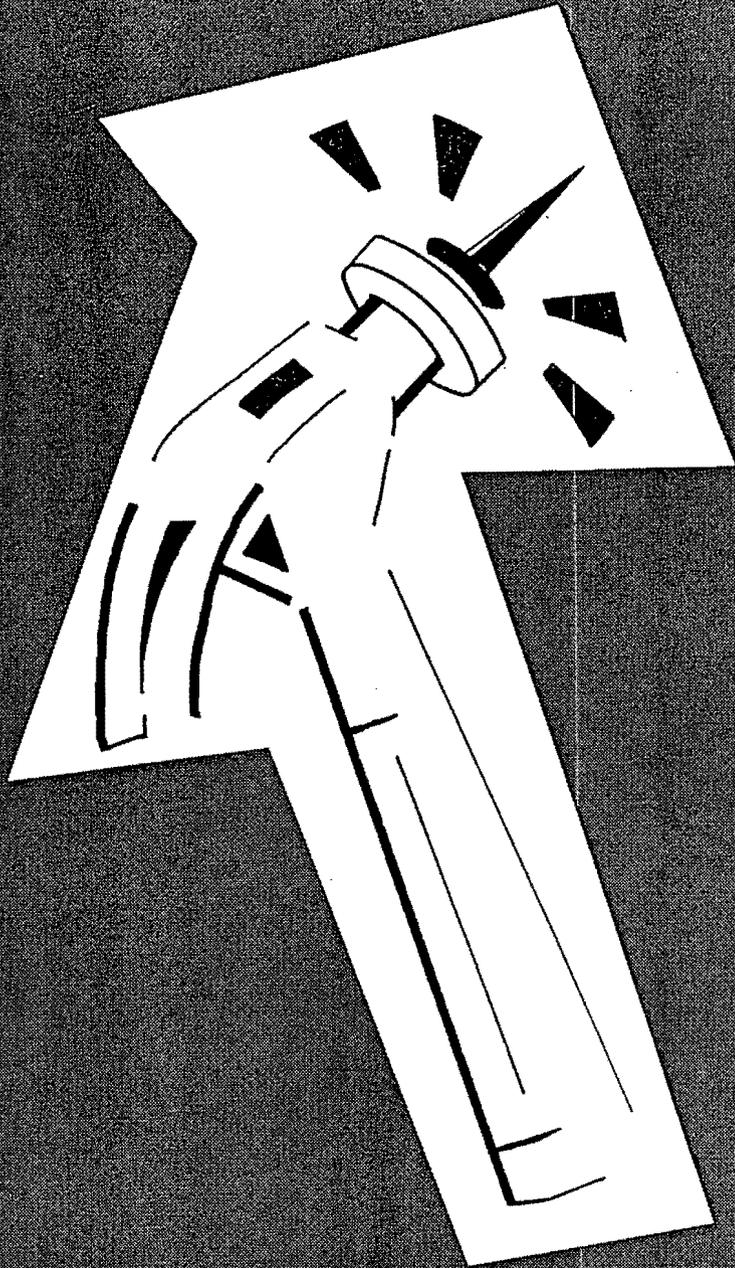
These principles are at the heart of the "Goals Process."

COMMUNITY ORGANIZING GUIDE

EXCERPTS

From:

— EMBARGOED —
To Be Released
September 28, 1994



INTRODUCTION

By now you have opened the Toolkit and seen the hardware (and software) available to help communities improve education and reach the National Education Goals. Now what? Where do you begin?

A community campaign to achieve the Goals and reform education can start with one person — one committed individual who believes that improving the education system is an important endeavor. In your community that person may be you. This doesn't mean one individual can or should take on this task alone. The challenges facing our education system today are incredibly complex. Preparing learners of all ages for the next century will require a long-term commitment and the sustained effort of a number of individuals from every sector of the community.

In some communities, efforts to improve the education system have been in place for years. In others, the conversation has not yet begun. This guide includes tools that communities can use no matter where they are in the process. Whether your community is taking a first step or the tenth step, building a long-term commitment will require careful thought and well-planned action.

Every effective campaign, like every effective business venture, must have a well-designed action plan. In the business world, this is called strategic planning, a process that helps companies define and accomplish their objectives.

Some think it is impossible to prepare for the future because it is so unpredictable. Good planners, however, know that you can influence the future by taking decisive, proactive steps. The most successful U.S. car manufacturers are succeeding today because they anticipated and planned for the long term. They took the steps necessary to reduce their erosion in market share by manufacturing smaller, better performing, more fuel-efficient cars.

Your community can succeed in improving the education system and ensuring that students are prepared to compete in a global economy. But it requires proactive and decisive behavior. You must have a community strategy — an action plan that can guide your community towards accomplishing your goals and building a lasting commitment to improving the educational system. Each community action plan will be a road map to keep the focus on goals, help direct actions towards the people or institutions that can provide the desired results, and ensure that there are ways to measure success.

A Community Action Plan is not a static document; rather, it summarizes a process that a community can return to repeatedly in moving towards its goals. You will need to review and revise the plan continuously to ensure that each step takes your community closer to its goals.

Preparing learners of all ages for the next century will require a long-term commitment and the sustained effort of a number of individuals from every sector of the community.

This community organizing guide provides a systematic approach to action planning. It describes four steps to develop and implement a community action plan. The guide also includes information about key organizing techniques that can be used throughout your education reform efforts: developing organizational resources and troubleshooting.

This guide does not dictate a specific action plan. Every community's plan must be tailored to meet local needs. The only "correct" course is the one that works in your community.

6



CREATING A COMMUNITY ACTION PLAN TO REFORM EDUCATION: An Overview

This guide identifies four critical steps in creating a Community Action Plan for education reform. They are:

Step 1: Identify a Leadership Team

Before a business can manufacture a product, there must be individuals who see the need and have the desire and the vision to make the product. Similarly, before your community can develop an action plan, there must be a core team of leaders from a diverse cross-section of your community who acknowledge a need to improve the education system. This section provides suggestions on how to find the leaders in your community. It also includes a checklist of likely candidates — partners for your effort.

Step 2: Develop a Common Vision

After a core team of leaders has been assembled, it is time to move from individual recognition that there are things that need to be changed in the education system, to a community vision for where the community wants and needs to be. It is unlikely that every person on the team will agree on the things that need to be changed. Some may think that fine-tuning is necessary. Others may think that a major overhaul is in order. The goals of your campaign should reflect the concerns of the entire community. It will be important to ensure that in the process of developing a com-

mon vision, a broad cross-section of the community is involved.

The National Education Goals are a good starting point for evaluating the strengths and weaknesses of your educational system. The Goals can help your community ask the right questions. This section includes a detailed description of the *Goals Process* as an overarching framework for vision-building. Two specific vision-building tools are also discussed — holding *community meetings* and conducting *surveys*. Whatever tool is used, the key is to ensure that the process is *community-based*.

Step 3: Develop A Strategy

Once your team has developed a community consensus around a set of goals, it should develop a strategy to achieve them. There are five key elements to any strategy which answer the following questions: What are our specific short- and long-term goals? What resources are currently available for accomplishing them? Who will help and who will hinder our efforts? What people or institutions have the power to give us the results for which we are looking? And what action steps can we take to achieve these results? This section provides a systematic approach to answering these questions. It also includes a strategy chart that can be used to map out the various elements of a Community Action Plan.



Step 4: Implement the Plan and Evaluate the Results

Implementing the action plan will mean developing a timeline and measuring progress towards your goals. One important tool to help measure community progress is described in detail in the *Local Goals Reporting Handbook*.

Key Organizing Techniques:

The remainder of this guide provides information about two important organizing techniques that might be useful throughout the planning process.

Developing Organizational Resources.

For education reform to be effective, the goals must be embraced by an ever-widening group in your community. Your team should identify the individuals it needs to continue to influence policymakers; it must also identify long-term sources of financial resources that can be brought to bear during the campaign. This section provides hints for expanding the base of support for reform, and places to look for funding.

Troubleshooting.

Even as you are expanding the base of support, it will be important to be aware of the opposition. Keep an eye out for your opponents, respect their opinions, and try to explain yours. Understand the process of inclusion.

Whatever road map your community chooses to follow, remember that every step of the process requires communication. Communicate goals, priorities, and tactics thoughtfully and respectfully. Appeal to the concerns of allies and defend your position to critics. Careful, strategic communication and outreach to wider circles of people in your community will be an ongoing, long-term job. The *Guide to Getting Out Your Message* provides ideas about how your community team can communicate effectively.

STRATEGY CHART

Goals	Organizational Considerations	Allies and Opponents	Change Agents	Action Steps
<ul style="list-style-type: none"> ■ What are the long-term goals of the campaign? <p>Remember that building an organization is always one of the long-term goals.</p> <p>MILESTONES</p> <ul style="list-style-type: none"> ■ What are the steps to get you to your goals? 	<ul style="list-style-type: none"> ■ List the resources your organization has to offer including: money, time, facilities, supplies, etc. ■ List the ways you want to strengthen your organization through this campaign. ■ List organizational limitations. 	<p>To describe allies and supporters, answer these questions:</p> <ul style="list-style-type: none"> ■ Who has a stake in this issue? ■ Who gains when we accomplish our goals? ■ Which organizations are concerned with education? <p>List the useful resources of your supporters.</p> <hr/> <p>To describe opponents, answer these questions:</p> <ul style="list-style-type: none"> ■ Who would lose if our effort succeeds? ■ Who might be afraid that our effort will challenge their agenda? <p>List the resources of your opponents.</p>	<p>Who through their actions, behavior, attitudes, or opinions can help achieve your objectives?</p> <p>Remember, change agents are usually people, not institutions.</p>	<p>For each change agent, list the action steps your organization and your allies will take to create the desired changes in actions, behavior, attitudes, or opinions.</p>

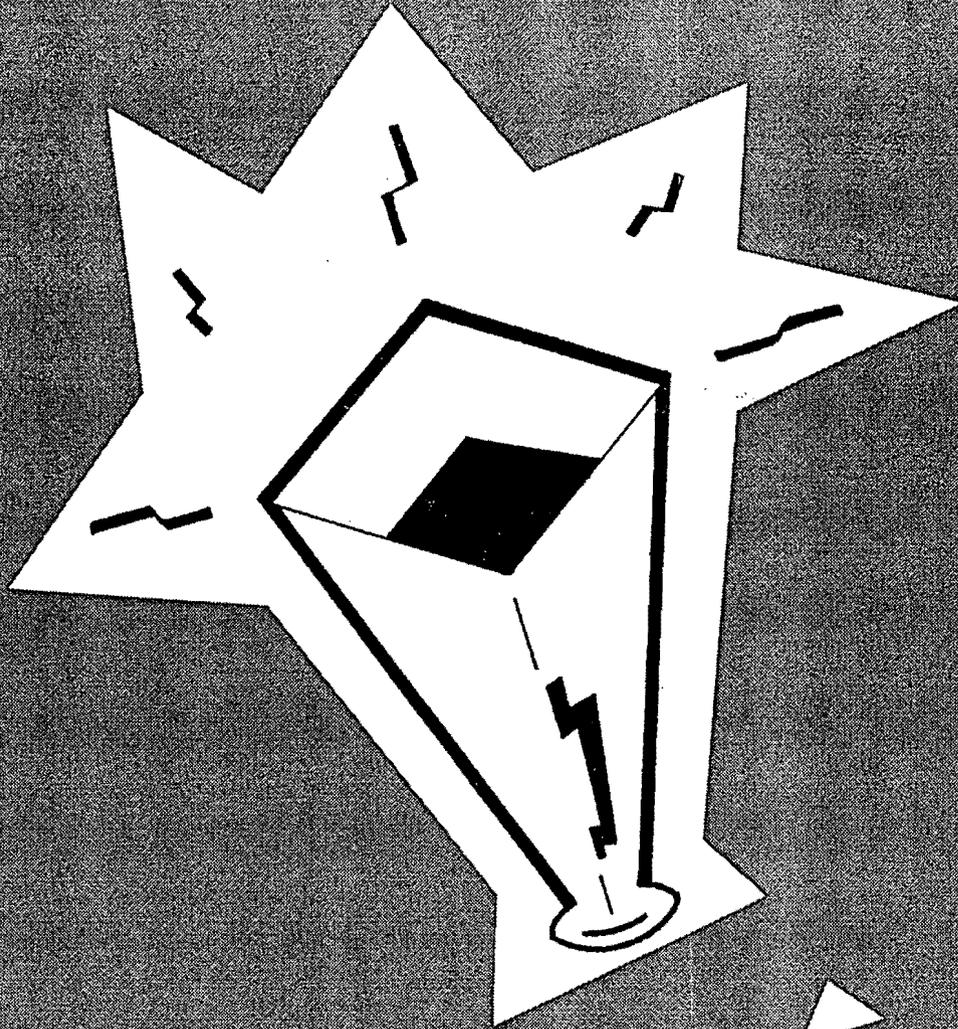
(Adapted from Organizing for Social Change, Midwest Academy 1991)

EXCERPTS

from:

GUIDE TO GETTING OUT YOUR MESSAGE

— EMBARGOED —
To Be Released
September 28, 1994



THE PUBLIC MUST BE ENGAGED

The National Education Goals and the movement to set standards represent a fundamental change in the business of teaching and learning — a revolution of expectations for students and the systems that support learning. The engine of this revolution is the recognition that achievement is as much a function of expectation and effort as it is of ability.

For reforms based on Goals and standards to succeed, members of the community will need to come to expect that all students can perform at higher levels and to believe that the system can be redesigned to achieve this result.

But changing attitudes is not enough. Consider, for example, a candidate for political office whose campaign succeeds at getting voters to like her, but does not succeed at getting voters to take a specific action — going to the polls and voting for her on election day! She may have affected public opinion. But, she did not affect public behavior in a specific enough manner to get elected, which was the prime result she hoped to achieve.

The same is true when it comes to earning support for education reform. While the joining of forces to create the Goals holds considerable promise in establishing a climate needed to improve education, the Goals cannot be realized if the general public is not mobilized to act.

Only by changing the attitudes and behavior of com-

munity members will it be possible to reach the National Education Goals. This is effective public engagement.

Three Components to Generate Consensus and Change Behavior

There is a vast difference between making the public generally aware of an issue or concern and achieving a more sophisticated level of *informed* public opinion necessary to reach consensus, then mobilize action.

Public opinion research shows broad support for education goals and standards, but points to a huge gap between what citizens and "experts" define as the problems and solutions facing U.S. education. The public is increasingly frustrated by the slow pace of change and even more skeptical about prospects for progress, because they feel insufficiently involved in the discussion and decisions being made by many national, state, and local leaders in the education policy and governance arenas.

Focus group research conducted by the National Education Goals Panel showed that while the public is positive, even enthusiastic, about the need for National Education Goals and standards, people feel alienated from the process of developing and using the Goals to shape what and how U.S. students should learn. (For additional information on recent public opinion research, refer to the *Guide to Goals and Standards*.)

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Empowering our nation to accomplish the National Education Goals, or local community goals, requires a three-step approach that goes beyond providing the public with accurate information.

Step 1: INFORM

Increase knowledge and understanding of the National Education Goals and the need for systemic reform. Raise awareness about the complexities of issues in order to reach a more informed level of public opinion.

Step 2: BUILD COMMITMENT

Arouse concern and a sense of urgency to help generate consensus and build commitment on the need to reach the Goals in your community.

Step 3: MOBILIZE ACTION

Motivate, empower, and organize concerned and dedicated citizens to take specific actions needed to bring about true and sweeping change in the many systems that support teaching and learning in the United States.

In most cases, people cannot be mobilized until they are committed to an issue, and they cannot make a commitment without sufficient information to make decisions. Public engagement strategies are based on a progression through these steps. An effective public engagement strategy requires clear and consistent communications, patience, persistence, and trust in the democratic process. With the right knowledge, environment, and tools, citizens can and will make the "right" choices.

Communicating for Change

The success of any initiative — in matters ranging from public policy to interpersonal dynamics — is directly related to the success with which it is communicated.

For a community to be well-organized to achieve educational improvement goals, its communications strategy must be an engine, not a caboose.

Communications is a central leadership and management function, requiring a two-way flow of information. It is just as important to listen as it is to share opinions and information. If you are not plugged in to the grapevine, it will be hard to design a strategy that meets community needs and even more difficult to evaluate the success of your communications.

Whether it is called public relations, public affairs or social marketing, a sound strategy requires:

- The planned use of actions and communications to inform public opinion and influence the attitudes and behaviors of important publics and key decision-makers.
- An appropriate message targeted to specific groups or individuals to achieve specific goals.
- Two-way flow of information to help evaluate the success of an initiative and modify or adapt accordingly.



THE NATURE OF CHANGE

It has been said that "everyone wants progress, but no one wants change." Changing jobs, homes, eating habits, or anything else never seems to be an easy process, a fact well known to professional marketers.

Market research shows that certain percentages of people accept a new product, idea, or service:

QUICKLY	15%
AFTER OTHERS LIKE IT	75%
NEVER	10%

Of course, "marketing" the concept of school change is not the same as selling a product. But you should concentrate on gaining the involvement of the 15 percent of people typically open to new ideas — and ask them to help involve the other 75 percent.

Gaining involvement is not a linear process. It depends on rather subjective elements of human nature. So don't ignore the 75 percent while concentrating on the 15. Nor should you ignore the 10 percent who are unlikely to support Goals-related reforms. They may become actively opposed to your efforts and "compete" for the middle 75.

In addition, try not to spend too much time responding to the requests, accusations, or unwelcome actions of the 10 percent who may actively oppose your change efforts — or you may be unable to adequately serve the needs of the majority.

Adapted from "How to Communicate about Outcomes and School Change," by Marjorie Ledell and Jennifer Wallace of the High Success Network.

How Opinions and Decisions Lead to Action

The success of every communications or organizing strategy will be increased by taking time to understand the stages people go through as they learn about an issue, think about the consequences of action or inaction, and decide what should be done.

The Public Agenda Foundation, a nonprofit and non-partisan organization which specializes in public opinion research and citizen education, has identified a seven-stage journey through which the public travels to resolve complex issues.

Stage One — People Become Aware of an Issue.

At this early stage, it is important to raise consciousness through such activities as media relations, special events, or advocacy group work. Most people remain largely unaware of the socioeconomic conditions driving the movement for education goals and standards. (See the *Guide to Goals and Standards*.) They may not yet recognize that there is no "going back to basics" in education: we must go forward to a set of "new basics" required for success in today's increasingly complex and competitive global economy.

Stage Two — People Develop a Sense of Urgency.

This often occurs when a problem hits close to home or when the citizenry is convinced of the absolute gravity or peril of a situation. "My children may not be able to get into a good college or get a decent job if we don't make some serious changes in our local education and training system." Or, "I don't know which immunizations my child needs before he can start school and whether or not my health plan will cover the expense." During this stage of public opinion, it is wise to explain the implications of an issue in the context of public concerns.

Stage Three — People Look for Answers.

When people accept that significant change may be needed to speed progress toward education goals, they become eager for answers and will seek them out. People will begin to convert their free-floating concern about the need to do

something into proposals for action. Policymakers will try to address issues of priority. This might be the time to hold a community meeting to discuss the consequences, costs, and risks of specific policies and plans.

Stage Four — Resistance! This will be the most difficult stage for communications strategists and community organizers. The public will be reluctant to face the trade-offs that come from choosing a specific plan of action. Resistance is heightened and may seem insurmountable when people feel excluded from the decision-making process on matters that affect their daily lives. You will likely encounter several common types of resistance:

Misunderstanding: "Standards will lead to standardization — or worse yet, a national curriculum."

Narrow thinking: "A little more money and a lot more discipline is what schools need to improve."

Wishful thinking: "This is a breeze. Once we set high standards for all our students to achieve, everything else in the system will fall into place."

Conflicting values: "How do I know that the standards being considered for our schools reflect the values I believe in and practice at home?"

Personal resistance to change: "Go ahead. Set high standards, but don't expect me to change what I'm doing at home or school."

The best way to avoid resistance is to ensure that everybody is involved in the process and all that their concerns have been heard.

Stage Five — People Begin to Weigh Choices. After moving beyond initial resistance to change, people begin to weigh their choices rationally and balance various alternatives related to achieving education goals or adopting a standards-based reform plan. At this stage, the public should feel they have a range of choices and a reason to make them. Leadership has a responsibility to clarify the pros and cons of each decision, to offer compromises, and to allow time and opportunity for deliberation.

Stage Six — Intellectual Acceptance. At this stage, most people undergo a basic change in attitudes. They come to a reasoned understanding of the need for a specific action or policy, but may not be willing to change their personal behavior. Be patient. Don't expect too much, too soon. And be careful in interpreting public opinion polls — you may expect more than you can get at this point.

Stage Seven — Full Acceptance. Given time, incentives, and opportunities to consider their core values in light of the challenges and needs, most people will come to a point where they have full, pure intellectual and emotional acceptance of the need to set high standards for all students and create a system of lifelong teaching and learning. Now is the best time to make sure that there is a role for everyone in carrying out the community action plan to achieve education goals.

Asking the Right Questions

A good communications strategist will ask questions early in the design and planning process of an initiative.

Far too often, organizations look to the communications team for a "bailout" in times of crisis. This can be avoided by establishing a credible and proactive strategy that addresses internal and external needs. Take the time to answer the questions and validate the results.

- **Who are we trying to reach?** The success of your initiative could rest upon the actions or decisions of one particular individual or the entire electorate. Be as surgical as possible in identifying priority "publics," and learn more about their needs and concerns. What is on their minds? How do they make their concerns known? What kind of relationships do you have with them?



■ What do we want that person or group of people to do? Be specific. Are you trying to raise awareness, build commitment, or motivate action? Use plain and simple language to describe the results to achieve. Know when, where, and how you want a particular action or sequence of activities to occur.

■ What information do our target audiences need? Having clarified the intended results, consider what knowledge or information each different priority public requires to take the action or adopt the attitudes you consider vital. Do citizens know and understand the community education goals? Do they possess the information needed to make wise decisions? If not, what can you do to speed the learning curve and provide easy access to additional people, publications, or other media? Whom do they trust? Equally important, consider where and how each target audience readily obtains information. What are their most reliable sources?

■ What message will net the change in attitude or behavior that we seek? Again, specificity is key to success. If you want someone to cast a "yes" vote on a local referendum, then say so. If you want people to attend a meeting, provide them with the time and location so they can arrive on time. It is also important to consider carefully the language you use. Avoid jargon and professional "educationese" at all cost. Instead of relying on verbal shorthand to communicate complicated concepts, challenge your vocabulary and express points with clarity and brevity.

■ What is the best way to get our message to each of the target audiences we seek to influence? What media or techniques will be most effective? Where and how often do people in your target au-

diences gather? How do they send and receive information? From television interviews and newspaper articles to the notes children bring home from school or the door-to-door visits in a canvassing campaign, there are a variety of communications vehicles at your command. Both news media and grass-roots channels can generate the support you need to make lasting education reform possible. Communicating through news media provides access to almost all target audiences and carries a good deal of authority. Grass-roots tactics allow a more customized message to be communicated through the people your target audiences trust.

■ How well did your strategy work? It is vital to build in a mechanism for feedback so you can evaluate the communication strategy and modify it as needed. How did each target audience react to the message or technique? How might you respond to unanticipated questions or concerns? Perhaps the message was right but the communications vehicle was inappropriate. How will you incorporate what you have learned from past experience into future plans?

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Use plain and simple language to describe the results to achieve.