

NATIONAL EDUCATION GOALS PANEL

Roz
Call Gov. Nelson's
office &
explain
why I
won't be
there -

July 21, 1993

To: Members of the National Education Goals Panel
From: ^{to} Martin E. Orland, Acting Director
Subject: July 27 Meeting

The eighteenth meeting of the National Education Goals Panel will take place on Tuesday, July 27, at the Holiday Inn Crowne Plaza Hotel in Washington, D.C. A working session will be held from 10:30 AM to 12 noon in Salon D. Lunch will be served at this session beginning at 11:30. A public session will be held from 12:30 PM to 4:00 PM in Salons A, B and C. Press availability is scheduled for Salons A, B and C immediately following the public session.

Make
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going.

Briefing materials for the meeting follow. I look forward to seeing you in Washington on Tuesday.

TO: WORKING GROUP NATIONAL EDUCATION GOALS PANEL
 RE:
 PLEASE DELIVER AS SOON AS POSSIBLE TO:

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JUL 22 REC'D

RECIPIENT	OFFICE OF	PHONE	FAX
	<u>GOVERNORS</u>		
Richard Gordon	Evan Bayh, IN	317-232-1687	317-232-3443
Phil Dunshee Phil Smith	Terry Branstad, IA	515-281-3282 202-624-5442	515-281-6611 202-624-8189
Janice Trawick Nikki McNamee	Carroll Campbell, SC	803-734-9818 202-624-7784	803-734-1843 202-624-7800
Curt Johnson Alison Englund	Arne Carlson, MN	612-296-0089 202-624-5308	612-296-2089 202-624-5425
Georgia VanAdestine Lori Gremel	John Engler, MI	517-335-7824 202-624-5840	517-335-0118 202-624-5841
Dave Lackey Mary Majorowicz	John McKernan, ME	207-287-3531 207-287-5113	207-287-1034 207-287-5802
Andy Cunningham Polly Feis Tom Litjen	E. Ben Nelson, NE	402-471-2742 402-471-5025 202-508-3838	402-471-2528 402-471-4433 202-624-7714
Donna Chitwood BJ Thornberry	Roy Romer, CO	303-820-5632 303-866-2110	303-534-8774 303-866-2003
	<u>ADMINISTRATION</u>		
Bill Galston	Carol Rasco	202-456-2216	202-456-2878
John Burkett John Christensen Jennifer Davis Henry Smith	Sec. Richard Riley	202-219-2230 202-219-2050 202-401-3049 202-205-0678	202-219-1736 202-219-1402 202-401-0596 202-205-5350
	<u>CONGRESS</u>		
Beth Beck David Thompson Doris Dixon Andy Hartman Susan Wilhelm Diane Stark	Sen. Jeff Bingaman Sen. Thad Cochran Rep. William Goodling Rep. Dale Kildee	202-224-5521 202-224-5521 202-224-5054 202-225-3725 202-225-4368 202-225-4527	202-224-2852 202-224-2852 202-224-9450 202-225-9050 202-225-1110 202-225-9070
	<u>OTHER KEY INDIVIDUALS</u>		
Bayla White Susan Traiman Patty Sullivan Babette Gutmann	OMB NGA NGA WESTAT	202-395-5880 202-624-5383 202-624-7723 301-738-3626	202-395-4875 202-624-5313 202-624-5313 301-294-4475

FROM: ~~Bill Galston~~ DATE: 7/24/93 TIME: 9:50 PAGES: 1

Emily Wutz

1450 M Street, NW Suite 270 Washington, DC 20036
 (202) 632-0952 FAX (202) 632-0957

Document Dated: July 20, 1993

NATIONAL EDUCATION GOALS PANEL
Holiday Inn Crowne Plaza
775 12th Street, NW
Washington, DC 20005

AGENDA

July 27, 1993
12:30 p.m. – 4:00 p.m.

<u>Salon A, B, & C</u>		<u>PAGE</u>
12:30 to 12:40	Welcome and Introductory Remarks	
	Approval of Meeting Summary, June 15, 1993	1
12:40 to 1:10	Action Item 1: Resolution on Collegiate Assessment	
	Panel considers a draft resolution on collegiate assessment reflecting the report of the Task Force on Collegiate Assessment and the reaction to the report from the field.	32
1:10 to 1:30	Action Item 2: Decision on the use of NAEP in the 1993 Goals Report	
	Panel hears final recommendations of the Technical Planning Subgroup on NAEP Reporting and decides whether and how to profile newly available indicators from the NAEP in the 1993 Report.	41
1:30 to 3:30	Dialogue on Criteria for Reviewing Content Standards	
	The Panel and the Technical Planning Group on Content Standards Review invite comment relevant to proposed criteria for approving nationwide content standards. The session will consist of a dialogue between Goals Panel members, members of the Technical Planning Group and invited experts in two areas:	54

- 1) those knowledgeable about the current state of development of "world class" standards in education and other fields;
- 2) representatives of special populations (egs., limited English proficient, students with disabilities and minority groups) wishing to ensure that their constituencies derive benefit from the standards.

3:30 to 4:00

Draft Report of the Task Force on Education Technology

Panel Hears highlights of a draft report from the Task Force on Education Technology. The report outlines a vision for the use of network technology for achieving the national education Goals, identifies barriers to achieving this vision and outlines key principles and recommendations for policy action at the national, state and local levels.

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Media Availability – At conclusion of the Panel Meeting

MEETING SUMMARY

NATIONAL EDUCATION GOALS PANEL

June 15, 1993

The fourth meeting of the National Education Goals Panel for the 1993 goal reporting year convened on June 15, 1993, in Washington, D.C., at the Holiday Inn Capitol, the Honorable E. Benjamin Nelson, presiding. The Goals Panel is charged with monitoring progress toward the six National Education Goals and issuing an annual progress report to the President, the Governors and the nation.

The items on the agenda included: 1) NEGP Action Item: Decision on the Use of NAEP and NAGB Achievement Levels in the 1993 Goals Report, 2) Progress Report: The Technical Planning Group on Nationwide Content Standards Criteria Development, and 3) Collegiate Assessment Update.

ATTENDANCE

Members in Attendance:

Governors: E. Benjamin Nelson, Governor of Nebraska and Goals Panel Chairman; Jeff Bingaman, U.S. Senator, New Mexico; John Engler, Governor of Michigan; and Roy Romer, Governor of Colorado.

Administration Officials: Richard W. Riley, Secretary of Education.

Wilmer S. Cody, Executive Director, National Education Goals Panel.

Members Absent

Evan Bayh, Governor of Indiana; Terry E. Branstadt, Governor of Iowa; Carroll E. Campbell, Jr., Governor of South Carolina; Arne Carlson, Governor of Minnesota; Thad Cochran, U.S. Senator, Mississippi; William Goodling, U.S. Representative, Pennsylvania; Dale Kildee, U.S. Representative, Michigan; John McKernan, Jr., Governor of Maine; and Carol Rasco, Assistant to the President for Domestic Policy.

Guest Speakers

Ramsay Selden, Chairperson, Technical Planning Group on NAEP Reporting
Shirley Malcolm, Chairperson, Technical Planning Group on Nationwide Content Standards Criteria Development
Clyde Ingle, Chairperson, Task Force on Collegiate Assessment
Dolores Cross, Chicago State University
Geraldine Evans, Minnesota Community College System
Richard Ferguson, American College Testing
Sister Mary Andrew Matesich, Ohio Dominican College
Roy Truby, Executive Director of National Assessment Governing Board (unscheduled)

PANEL ANNOUNCEMENTS

- o Recognized the contributions of Executive Director Bill Cody during his year and a half with the Goals Panel and congratulated him on joining Secretary Riley's school restructuring team at the Department of Education.

PANEL ACTIONS

The Panel:

- o Sent a letter to the Chairman of the House Education and Labor Committee, William Ford, endorsing the recent letter of President Clinton stressing the importance of the Panel's role and the grass roots nature of reform reflected in his Goals 2000 legislation.

DISCUSSION

Governor E. Benjamin Nelson

Governor Nelson welcomed everyone and noted that the Goals Panel meeting was back in Washington after taking the show on the road with a meeting in Lincoln, Nebraska, in April. He observed that lately it seemed that national officials had been taking cues from the Panel's schedule. At the time of the last meeting President Clinton and Secretary Riley were poised to introduce the Goals 2000 Act, and now it was on the verge of markup in the House.

Governor Nelson stated that it was extremely significant that there is a national legislative effort to come to grips with the six National Education Goals. He said that the Panel would send a letter to Congressman Ford (Chairman of the House Education and Labor Committee) echoing President Clinton's recent letter stressing the importance of the Panel's role and the grass roots nature of reform reflected in his Goals 2000 legislation. The Panel was pleased with the President's strong statement and will follow up with a strong endorsement of his recommendation.

Governor Nelson announced that Executive Director Bill Cody would be leaving shortly to join Secretary Riley's school restructuring team effort at the Department of Education. Governor Nelson noted that Dr. Cody had helped the Panel to stay focused on its agenda in the course of a very charged year and the transition to a new presidential administration. Dr. Cody also helped oversee the beginning of a major outreach initiative by the Panel which will work to achieve a national consensus on the Goals.

Governor Nelson presented Dr. Cody with a plaque of appreciation for his contributions to the Goals Panel.

Executive Director Bill Cody

Dr. Cody said that although he looked forward to joining the Administration and working on its education initiatives, he would really miss working for the Goals Panel. He appreciated the opportunity he had had for the last year and a half.

Governor Roy Romer

Governor Romer remarked to Dr. Cody that it had been a tough transition year and that he had done a great job. Governor Romer looked forward to the Panel's continued work with Dr. Cody.

Governor E. Benjamin Nelson

Governor Nelson noted that the Panel's current agenda moved forward into two major areas. The first two topics dealt with content and performance standards at the elementary and secondary levels (Goals 3 and 5) and the third topic brought to a focus the issue of college student outcomes (part of Goal 5).

Governor Nelson introduced Ramsay Selden, Chairman of the Technical Planning Group on NAEP Reporting, who is Director of the State Assessment Center, Council of Chief State School Officers.

Dr. Ramsay Selden

Dr. Selden observed that he chaired the Technical Planning Group on Goals 3 and 4, convened to address a set of questions related to monitoring progress towards Goals 3 and 4. These had to do with academic achievement, particularly in math and science, and our international standing in educational achievement. The group represented academic specialists in educational assessment, mathematics and science education, as well as policy makers and people concerned with education reform.

The three questions that the Technical Planning Group addressed were: 1) Does the NAEP (National Assessment of Educational Progress) math assessment align with the NCTM (National Council of Teachers of Mathematics) standards? 2) Should the NAEP achievement levels be used in the National Education Goals Report? and 3) What is the suitability comparability of international comparisons in mathematics and science?

The Technical Planning group interpreted the first question as reflecting a concern about how NAEP reflects standards that are established and available from NCTM for mathematics and the extent that NAEP offers a guidepost or a stimulus toward achievement consistent with those standards. Dr. Selden stated that in response to the question, does the NAEP mathematics assessment align with the NCTM standards, the simple answer is no.

Dr. Selden stated that the Technical Planning Group had identified three reasons why the NAEP was not currently aligned with the NCTM

standards: 1) NAEP has simply not caught up with NCTM standards, which are relatively visionary and sophisticated. NAEP's framework and exercise pool need to be developed further for them to be consistent with the NCTM standards. 2) The National Assessment Governing Board has made a conscious decision to set the NAEP assessment somewhere between current instructional efforts and achievement levels and the goals and ideals reflected by the NCTM standards. The dilemma is whether an assessment should reflect where we are now so you can measure current practice accurately or whether it should be somewhere out in front of practice so that it serves as a stimulant to reform. 3) Aspects of NCTM standards could completely elude assessment through programs like NAEP. Some of the standards deal with very complex and elusive learning skills, and it may be difficult if not impossible to have an assessment to perfectly align with NCTM standards.

The Technical Planning Group believes that both the standards and the assessments should evolve. Dr. Selden stated that the standards should be and will be revisited and revised over time, and that the view of the Planning Group is that both the standards and the assessment should be on trajectories where they would converge sometime in the near future.

Governor Roy Romer

Governor Romer observed that this was an important point, and asked Dr. Selden when the standards and assessment would converge.

Dr. Ramsay Selden

Dr. Selden stated that the field has to decide when it is reasonable and possible for them to converge, especially how much NCTM feels that their standards should be revised after their first effort at setting the standards. Dr. Selden said that sometime between the next five or ten years there should be an assessment which begins to approximate those standards fairly closely.

But, Dr. Selden emphasized, given the fact that NAEP does not perfectly match the NCTM standards, this now means that the assessment cannot be used to tell us exactly how students are doing on the NCTM standards. The Technical Planning Group is recommending that in addition to the NAEP results that the Goals Panel look at particular items and exercises in the National Assessment that come closest to reflecting the standards, and that they look at the performance of students across those exercises.

The Technical Planning Group suggested that even if those are only six or eight exercises at a given grade level, the results for students could be very important and revealing of their performance. Cautions would have to be made. Those NAEP items were not designed as a scale to measure the NCTM standards; they would only be indicative to the extent that they represent the standards in showing how students perform. This strategy may not be able to be used every year, because the particular items which

best represent the standards could change from assessment to assessment and not allow for a trend analysis.

The Technical Planning Group suggested that the Goals Panel ask NCTM to identify exercises in NAEP that best represent their standards and then prepare to include in the Report results for students in these exercises. The Report could be especially useful if it was illustrated with examples of student work. Dr. Selden said that samples of student work that reflect performance consistent with the standards would convey to the public in a very real sense the kind of achievement the Panel is looking for.

Governor John Engler

Governor Engler asked, as a followup to Governor Romer's question, given the fact that the standards are always moving ahead, that convergence of assessments and standards occurs only at a point in time and perhaps briefly, wouldn't the standards always pull the assessments along?

Dr. Ramsay Selden

Dr. Selden stated that there is a balance that has to be reached. There will always be some delay in the convergence. The standards would be reviewed and there will be a lag of several years by necessity before the assessment can be revised and brought in line with those changes. Dr. Selden cautioned that if NAEP is completely aligned with the NCTM standards and does not measure much in the lower ranges of achievement that one could end up with an assessment that determines that very few students are at the levels of the standards but that does not tell you much else about the performance of students. Dr. Selden said that a balance might be needed between the pure reflection of the standards and other levels of the achievement continuum where students are performing.

Governor John Engler

Governor Engler asked how we could get to the standard for the goal of being best in the world and whether conceptually we should go where no one's ever gone before.

Dr. Ramsay Selden

Dr. Selden stated that the Technical Planning Group is recommending that the assessment reflect the standards and that convergence take place. We should have an assessment that is keyed to the standards where a student who is proficient on NAEP does have the capabilities that the standards call for. If the current proficient level in mathematics in NAEP does correspond at least partially to the standards then we know now that around 20 percent of our students are achieving that standard, according to the first round's results. But Dr. Selden said that some consideration should be given to the fact that you would have a large number of students still coming up to that level.

Governor Roy Romer

Governor Romer asked about the current extent of correlation of NAEP and NCTM.

Dr. Ramsay Selden

Dr. Selden said that this was a very difficult question to answer. Some people believe that ten or fifteen percent of the exercises in NAEP truly embody what the NCTM standards are after, but Dr. Selden thought that this assessment was a little bit harsh and puristic. There are other capabilities implied in the standards which also need to be measured. Much of NAEP represents a mixture of things which are essentially carryovers and in the spirit of NCTM they would probably prefer that NAEP get rid of over time. Other things that are not in conflict with the NCTM standards would need to be refined and made more ambitious.

Governor Roy Romer

Governor Romer indicated that he was disturbed at the disparity between NCTM, which represents the Goal standards, and NAEP, which measures part of NCTM but mostly current practice. He asked, do we do students a service or a disservice when we continue to compare them with something that we know is not adequate?

Dr. Ramsay Selden

Dr. Selden said that there is no question that there are items in NAEP which are inadequate. They are a disservice as measurements, and should be eliminated and replaced with better items as soon as we can. The NAEP is being developed so that a proficient student corresponds to the NCTM standards. Dr. Selden stated that we can measure students to the standards, but the difficulty is that we are not using instruments right now which do the best job of measuring all of the things that are involved in those standards. That is why we need to continually improve and replace those items and exercises.

Dr. Selden noted that others argued that if all you did was measure for the standards, then the assessment would not give you any information about what else those students could do, what partial skills or capabilities they have that might be important to know about so that you could build on them. The NAEP evaluation panel which is looking at the trial state NAEP evaluation has a content evaluation of the math assessment under way, and will have a report for the next Goals Panel meeting.

Governor John Engler

Governor Engler asked if there could be one instrument to tell us what the very best student who can beat world-class standards knows, and still can tell us the extent of knowledge of a below-

average student who doesn't really grasp some of the principles of mathematics.

Dr. Ramsay Selden

Dr. Selden answered yes. The national assessment does need to be developed more toward the NCTM standards. But the decision made by the National Assessment Governing Board to strike a balance between the full pure expectations of the standards and where we are now does reflect the fact that an instrument can reflect the top end and also be sensitive to other aspects of performance that may not reach that level. You can have mixture of items that will allow you to do both things.

Governor John Engler

Governor Engler said that perhaps that this was perhaps too much of a burden for one test, and maybe there should be one to measure world-class standards and another for those who don't take that one, and does a better job of telling us what we don't know.

Dr. Ramsay Selden

Dr. Selden observed that a test that ranges all the way from the low end to high expectations is probably going to be under strain. He thought that this is probably exactly what we were saying about NAEP, that it is reaching up toward the level which reflects the NCTM standards but that it is probably doing that with some strain and does need to be shifted up so that the continuum runs more in the middle to the top as opposed to ranging down.

Executive Director Bill Cody

Dr. Cody stated that it might helpful to note is that NAEP is not really a test for individuals. It uses the approach called matrix sampling so that every booklet has a different set of items and that allows NAEP to be far more comprehensive and inclusive of what it measures than a "test instrument" for individuals. Dr. Cody wondered whether or not NAEP could include NCTM in a substantial portion and then also include other items for purposes of trend data. Could NAEP do both rather than straddle the middle between the two?

Dr. Ramsay Selden

Dr. Selden said that we believe that it can.

Governor E. Benjamin Nelson

Governor Nelson stated that he understood that NAEP's value in part is in historical comparisons and that we need to keep somewhat the same ground rules because if you change the ground rules totally you cannot tell how you're doing compared to the past. He hoped that the convergence of the two lines could be short if possible.

It will take iterations each year. Probably not more than fifteen percent of the schools in America are using NCTM standards. If people do pay attention to the NAEP statistics and they are going to be compared state by state, if you aligned the NAEP with the NCTM standards quicker, you would get the attention of schools quicker.

Dr. Ramsay Selden

Dr. Selden noted that the standard for NAEP is really based very heavily on the NCTM standards. The current proficient level is designed to substantially reflect those standards and does at this point in time. The problem is that the current assessment contains a mix of items, some of which reflect the absolute full intention and cutting edge, and others that reflect other abilities and capabilities that are off of the standards somewhat in various ways.

Dr. Selden said that Dr. Cody's point was important, that the assessment is designed to provide different kinds of information and if you ask that it include only questions that purely reflect whether students have reached the standards, then that is all it will tell you, not anything else about where the system is in approaching the standards. Math educators find the assessment useful in telling them what the distribution of student performance is in a variety of areas of mathematics, reaching toward something reflected by the standards.

Executive Director Bill Cody

Dr. Cody wondered if the question we should be asking is whether we can find out from NAEP what proficiency levels are matched from NCTM standards.

Dr. Ramsay Selden

Dr. Selden stated that NAEP already tells you how many students are reaching the NCTM standards because the proficient level corresponds pretty well with the standards. But it should measure that better, more solidly in the future. The question is do you want to keep some variability in NAEP so that diagnostically you can tell people working in the system where achievement is and where it needs to be improved, not just how many kids meet the standards or not.

Governor John Engler

Governor Engler observed that NAEP as a diagnostic tool to help assess where there are deficiencies is certainly useful, as well as the historical context that it creates and continues. Given the goal of a significant percentage of U.S. students becoming first in the world in mathematics achievement, could we measure this using the current NAEP instrument? Is NAEP elastic enough to be changed to be able to tell us if we are first in the world in mathematics

without using its utility to be an evaluation tool all the way down the line?

Dr. Ramsay Selden

Dr. Selden stated that you had to have the international reference points to know how you are doing on becoming first in the world. NAEP currently tells us that about 20 percent, depending on the grade level of our students, are achieving the proficient level. Around two or three percent are achieving at the advanced level. The proficient level should correspond pretty well with full implementation of the NCTM standards, and the advanced level should represent some substantial capability beyond even the NCTM standards.

Dr. Selden pointed out that NAEP already tells us that not enough of our students are performing at high enough levels to be first in the world, and we need to improve that as quickly as we can. Despite our efforts to achieve the ideal, the operational reality is going to fall somewhat short in some areas. As long as we are trying to improve students toward the system we probably want an assessment that captures the full range of achievement so teachers and curriculum managers and policy makers know where things are and know where they need to be strengthened.

Governor John Engler

Governor Engler asked if an instrument could be created to allow us to challenge our best students to go beyond where they are, some kind of advanced NCTM plus kind of device, to try to set the bar a little bit higher.

Dr. Ramsay Selden

Dr. Selden replied that certainly in 1990, the NAEP assessment of mathematics had a low ceiling. It was thin at the top and had a cap on it and clearly needed to be strengthened and extended so that it captured a higher range of high achievers. The Technical Planning Group will look very carefully at the analysis of the 1992 assessment to see what has been found and hopes to report on that in August.

Governor E. Benjamin Nelson

Governor Nelson asked if the Technical Planning Group had any comments on the use of the NAGB achievement levels the Panel put together as it prepared the 1993 Report.

Dr. Ramsay Selden

Dr. Selden replied that the Technical Planning Group recommended for a number of reasons that the Panel not use those levels for the time being. Two important studies are under way whose results are not yet available which should be taken into consideration in

Dr. Ramsay Selden

Dr. Selden noted that unless the pending studies reassure us that the procedure is appropriate, then the procedure is called into question and the Panel is in the position of having to use some other method to get a handle on our performance. In the worst-case scenario, if these two evaluations indeed say that this procedure should not have been used, we should not use these levels for good, technical reasons.

Dr. Selden advised that the best thing that Goals Panel could do is go back to the Technical Planning Group's recommendation to the first question, define items and exercises that best correspond to our standards, and show the numbers and percentages of students that appear to be able to do work consistent with the standards. Dr. Selden cautioned against saying that they are proficient, so as to not complicate the Report with the issue surrounding the levels.

Governor Roy Romer

Governor Romer asked what was the basis for the criticism of the method of determining the levels as defective.

Dr. Ramsay Selden

Dr. Selden said that the best way he could express it is that it is about to be an outmoded, overquantitative way of setting these judgments. Groups of judges are convened and given a definition of a student who would be able to pass the exam, and then asked how many students that could pass this exam would be able to do this item. Different judges give different information, the judgments are averaged, and they are converted quantitatively into a point on the scale. The psychometric community feels that this is an outmoded, overly quantitative way of arriving at these judgments, and that instead we need to develop techniques which move more from our standards and from the structure of the assessments themselves to draw lines in the assessment results.

Governor Roy Romer

Governor Romer noted that the consequence of this decision would be that the Panel could no longer use the proficiency chart which was a way of communicating with America. That would break our historical continuity. Dr. Selden seemed to be saying that we could not use the words but now we can use the percentages.

Dr. Ramsay Selden

Dr. Selden said that there would be a lapse. If the recommendation is made against the current method, then the National Assessment Governing Board will develop and implement new procedures for setting these standards in the assessment that will be taken up some time in the future, hopefully as quickly as possible. What the Technical Planning Group is recommending that the Panel take

those items and exercises that most clearly correspond to the NCTM standards and report the proportions of students that get those items correct. You could average across those items that match the standards or you could report eight different items and say here on this one 20 percent of students got it right, on this 25, and on this one 15.

Dr. Selden noted that the items that you're using, which most approximate the NCTM standards, will not allow you to replicate the levels which the Governing Board is attempting to rate. So the best thing they could do is to allow you to create a pool of students who have achieved what appeared to be the standards or not.

Governor John Engler

Governor Engler urged that the Panel continue to do just what it has done, using the current levels, but indicate that there is a review under way. He expressed apprehension about using different scorings in a fairly compact number of years.

Dr. Ramsay Selden

Dr. Selden observed that the Governing Board had set levels in two rounds in using the 1990 and 1992 assessments, that they had come out slightly different, and that the NAEP results were bridged. The 1990 results were recalibrated or recomputed to be consistent with the 1992 standards so that the trend line was provided. Dr. Selden stated that if concerns are raised about this established technique which has been used for several decades to set achievement levels, then the field has to develop an alternative method very quickly, because the whole process of setting standards within the assessment is very important.

Executive Director Bill Cody

Dr. Cody asked whether the people in the field who are criticizing the existing method are developing any new models.

Dr. Ramsay Selden

Dr. Selden replied that a couple of the brightest psychometricians in the field are drafting and circulating papers on how to do this. The state of North Carolina has developed a different procedure from the Angoff procedure for scoring their end of course tests. There are indications that new methods are emerging.

Governor Roy Romer

Governor Romer said that he understood the danger of using a method that does not have support, justification, and credibility. But he expressed deep concern that if the Panel dropped off this standard, which it may have to, then it will not be able to report to America that this is how we're doing compared with how we think we ought to

do. That is, we do not have a capacity to say that this is how many people in this country are proficient. Governor Romer said that he was willing to accept that if he had to, but that it hurt, because it meant telling the country that we not yet know how to report what we are doing here.

Dr. Ramsay Selden

Dr. Selden said that they were looking at that as a worst-case scenario, anticipating reports which are not yet available. But they were recommending using the method of a subset of the items that do the best job of measuring standards, whether you average across those items or use some other technique to summarize, to talk about the number of students achieving performance that comes close to the standards. This method would not be continuous with what the Panel has done in the past, and it would be a serious problem if the Panel had to break with that.

Governor Roy Romer

Governor Romer asked what would be the error rate for determining proficiency.

Dr. Ramsay Selden

Dr. Selden said that the Technical Planning Group was being told that the established procedure for determining proficiency used by the National Assessment Governing Board is not appropriate.

Governor E. Benjamin Nelson

Governor Nelson closed this part of the meeting by observing that having a hole in the report is a factor that needs to be addressed, as does including information that is suspect and being challenged. He said it would be wise to get a recommendation on this issue from the leadership team on Goals 3 and 4.

Governor Nelson then turned to the matter of nationwide content standards. When the Panel endorsed the recommendations of the National Council on Education Standards and Testing (NCEST), it envisioned a continuing role for itself and a new National Education Standards and Improvement Council to review and certify nationwide content and performance standards as world class. The process for achieving this result was to be developed and adopted by the Panel, and a Technical Planning Group was formed to advise the Panel on criteria and method.

Governor Nelson noted that the Technical Planning Group on this issue had already met once and had some preliminary ideas to share. He called on Dr. Shirley Malcolm, Chair of the Technical Planning Group on Nationwide Content Standards Criteria Development, to give some information. Dr. Malcolm is head of the Directorate for Education and Human Resources Programs for the American Association for the Advancement of Science.

Dr. Shirley Malcolm

Dr. Malcolm announced that her presentation would be divided into three sections: 1) the charge to the Technical Planning Group by the Goals Panel and the process that the Group is pursuing; 2) the agreement, the understandings, and the points of consensus which the Planning Group members appear to share regarding the criteria; and 3) those areas of disagreement and concerns not yet addressed by the Group that would have to be addressed before it could finish its work.

Dr. Malcolm observed that the Planning Group members were selected to represent diverse perspectives. They included end users, teachers, businesspeople, persons in higher education, with broad experience, judgment, and wisdom. People were deliberately included who had, in their business and work, used and had a definition of the term world class. So the Planning Group counted among its members businesspeople who had participated in the arena of global competition as well as representatives from the U.S. Olympic Committee.

Prior to the Technical Planning Group meeting, Dr. Malcolm said, personal statements were solicited and shared among the Planning Group members, for three reasons: 1) There was not a lot of time before the report is due, so there was a need to move discussions along to accommodate the short time line. 2) A mechanism was needed to actively involve all Group members and get their input into the discussion, since the schedules of some would not permit their presence at their first meeting. 3) There was a desire to probe for a consensus or near consensus of views on the issue. Group members were also provided with a decision memo regarding steps that would help establish a timeline and determine what papers, if any, would need to be commissioned.

Dr. Malcolm reported that an all-day meeting of the Technical Planning Group was held on May 28, at which the manner of operations was determined. Materials pertinent to the charge by the Goals Panel will be collected and shared among all of the Group members, including writings and articles that are identified by the members, as well as the work to date of the various standard-setting activities. One to three meetings/hearings will be held this summer to consider the implications of these materials and to offer an opportunity for presentation from different groups.

Dr. Malcolm said that two subgroups have been formed, one on outreach which will help formulate a plan for getting input from the community, and a drafting group which will assemble those different inputs and offer a draft by mid-August which will be reviewed by Group members by mail. This draft will probably be redrafted and then form the basis for a discussion. The Technical Planning Group's internal deadline is mid-September for production of a report of recommendations to the National Education Goals Panel to be submitted by the end of September or first of October.

Dr. Malcolm emphasized that her decision from the beginning was that as the chair she would welcome the presence of any interested groups and especially those from the standard-setting activities who could perhaps be informed or assisted by being able to sit in and listen to the discussions. She hoped that the Group work would not be a rubber stamp by confining their thinking to the work that is currently going on within the standards activities.

Dr. Malcolm requested comments from the Panel on the charge from which the Technical Planning Group was meeting, and asked whether it was adequate to address the issues of concern to the Panel, or did the Panel wish to expand at this time on its intent so that the Group would know how to move forward. Her second question was whether the process seem adequate to address any concerns that the Panel might have about openness, the adequacy of input, and the like. Dr. Malcolm reviewed the specifics of the Goals Panel charge.

Governor Roy Romer

Governor Romer stated that Dr. Malcolm was getting to the heart of the matter, and that he was pleased with the composition of the Group. He thought that she was taking the right approach and recognized the struggle of whether to define national standards discipline by discipline or include intradisciplinary definitions.

Governor John Engler

Governor Engler said that he thought that Dr. Malcolm was right on target. He asked her to think about setting a hierarchy with core subject areas in which voluntary standards should be certified. He encouraged the Technical Planning Group to be bold in its thinking and say that this is where we really need to go.

Secretary Richard Riley

Secretary Riley observed that the development of criteria is sometimes difficult without having practical, factual situations to apply to. He gathered from the approach Dr. Malcolm mentioned that the Group would be tackling this. If criteria were not able to be factualized, they would be hard to apply.

Dr. Shirley Malcolm

Dr. Malcolm noted that a subgroup would take the NCTM and various draft items they were working off here to see if they work. The Group would try approaches out against a reality but not be bounded by it if they ended up diverging from it, so the Group would keep touching back to ground to find out if they had gone too far off.

Governor Roy Romer

Governor Romer stated that he was pleased by the Group's emphasis on depth over breadth of knowledge and theory over fact as they

developed model standards. He thought that what was exciting here was that we were beginning to lead Americans into the fundamental question of what is an educated person and what is a thinking person, and do we do them justice by the collage of stuff that we throw at them in our educational process now. Governor Romer was encouraged by the development of a model for states and hoped that Dr. Malcolm would be spreading a gospel as the Group proceeds.

Dr. Shirley Malcolm

Dr. Malcolm responded that the Technical Planning Group was trying to make the process of discussing some of these criteria as broad and open as possible because it informs the standards setters. She said that she was actually surprised from the beginning at the level of initial consensus that the Group was able to achieve, given its diversity.

Dr. Malcolm discussed the two tracks that the Group was addressing: 1) the need to develop some kind of understanding of the general educational directions by the overall learning Goals as directives for the states and 2) the need to provide to teachers examples of the ways that the learning Goals can be met and examples of evidence that they have been met and ways of determining this. Dr. Malcolm ventured that the Panel might need guidance more with regard to the first track on fundamentals than to the second one on specifics. Once there was agreement on the first track, the question about how one reaches the overall learning Goals might be left for discussion by the discipline and the teaching profession.

The next issue the Group was addressing was the question of international comparisons. There was a general feeling that you had to benchmark off the best world-class standards, but still keep the options open to diverge from what other countries are doing, because America is unique.

Dr. Malcolm said that the Group is also striving to identify an acceptable balance on educational standards between such areas as: the theory of a domain versus covering its factual knowledge; breadth versus depth; being definite or restrictive or specific versus permissive of alternatives; formal knowledge of theory and fact versus activities performances and applications of that knowledge; and cutting-edge conceptualization of the domain versus consensus and backing by those in the field. They want to bring everyone along without resorting to the least common denominator so there is a tension between the latter and the cutting edge in a field.

The Technical Planning Group agreed on the question of usefulness. There was a need to ensure and explain the real and perceived usefulness of proposed standards to the needs of education's end users and business communities and universities, as well as the habits of mind and work that they require for achievement.

Dr. Malcolm stated that the last major area of agreement for the Group was the need for sufficient clarity and specificity so that students, teachers, and parents understand what the proposed standards mean and require. Group members felt very passionately and expressed themselves eloquently about this. A person from sports helped to clarify this: It's easier to aspire to something that you can see, that you can see what world class is, that you can understand what it's going to require of you personally in terms of hard work and commitment to reach those standards.

Dr. Malcolm indicated that there were areas of disagreement and concern within the Group, notably the question of balance. One of the Group members said that he was not clear that balance must be demanded by the certifying group, that in essence it might just be a matter of defining educational dimensions but not requiring them to be reached. Another area of disagreement was the notion of the need to consider how the proposed standards across the disciplines relate to each other, to the school's overall program, and to students' ability to integrate knowledge to solve problems.

The business representative on the Group indicated that problem-solving skills are what businesses want, yet some panelists felt that balance should not be the responsibility of each independent standards group and that it was up to the states, localities, and schools to resolve issues with regard to balance. Dr. Malcolm and other panelists were concerned about the latter view because while it is true that these issues will be resolved locally, there may be a credibility problem for the standards groups if there is too much imbalance on the local side.

Dr. Malcolm stated that the greatest tensions were in the discussions about academic standards in schools with social problems. How do you duke it out, as it were, between the social mission of schooling and the academic mission of schooling. At one point the Group distinguished between education on the one hand and schooling on the other, that schooling was only one aspect of education and that schooling had an academic mission and a social mission that is contained within it. The fact that the social agenda in many cases is swamping the academic agenda may call for some notion of a preamble to discuss how we deal with standards in light of poor schools.

Dr. Malcolm emphasized that this was not a matter of arguing against high standards, that on the contrary it was arguing strongly for high standards. It may argue for an expanded view of readiness to learn or for explicit statements about the importance and the role of these standards for schools in poverty. We are not sure that there is a national consensus on the role of education as distinguished from schooling.

Dr. Malcolm suggested that the Goals Panel might have some discussion about a national agreement on the question of the academic versus the social missions of schooling, and how these relate and interact.

Governor Roy Romer

Governor Romer observed that this was rich material and that he was more excited about this discussion than he had been in a year about the content of what we were talking about. He noted that C-Span used to carry some of the work of the Panel, and that if we could get this subgroup working through these issues on C-Span, it would be a marvelous way to communicate to America because this is where the rubber really hits the road. It is really the heart of what the Panel is trying to figure out.

Governor Romer offered what he described as a piece of political advice to the Group: Orchestrate the standards process so that we start with math and science and English and history in that order. He thought that this would give the Panel more credibility in terms of division of content, with English and history more diverse than math and science.

On the question of hard content subject matter as against the social concern of the school, Governor Romer advised an emphasis on hard content. This would be more politically acceptable in the country. Also, the kernel of what the Panel really needs to try to do is to focus on academic and skill levels. Governor Romer acknowledged that it was hard to separate these from the social setting, particularly in the early years of school, and that the social skills and the intellectual skills of a child were closely related.

Governor John Engler

Governor Engler agreed with Governor Romer. Whatever the situation that may exist in any school building in America, it should not change the standard in terms of what we are aspiring to reach. It may dramatically change the strategy that has to be employed to reach the standard, but it should not change the standard itself. Governor Engler said that he was impressed with Dr. Malcolm's presentation and the efforts toward consensus made by the Group.

Governor Roy Romer

Governor Romer indicated that from a governor's perspective, reaching the standards is important for state administrations because it will drive some of the policy decisions in the way school systems are organized, the way teachers and administrators are challenged, and the way in which resources are directed. Hopefully they would allow a little more flexibility in federal programs to reinforce gaps that may exist in state programs. Governor Romer also endorsed an irreducible minimum or core focus for the standards in a paring down of topics.

Secretary Richard Riley

Secretary Riley stressed the importance of interdisciplinary thinking in the Group's recommendations, leading to the skills of

problem-solving, decision-making, and higher order thinking. He did not think that there could be a clean discipline sorting out of the world in the criteria, and had confidence that the Group would manage an interdisciplinary approach.

Dr. Shirley Malcolm

Dr. Malcolm introduced the last section, entitled "What Next?" The Technical Planning Group has not dealt with the kind of process recommendations yet in terms of looking at issues, and Dr. Malcolm explored various options. She noted that the Group expects that standards would be continually evolving as the situation and knowledge bases move, and that the standards should lead us. Concerns include whether the standards being offered are suitable to address diversity concerns and whether the standards are accessible. The reasonableness of the process by which the standards are developed is the final issue that the Group is looking at.

Governor E. Benjamin Nelson

Governor Nelson thanked Dr. Malcolm for her presentation and suggested that some Panel members might be able to join the next Technical Planning Group meeting.

Governor Roy Romer

Governor Romer returned to the subject of the lack of NAEP alignment with NCTM standards. Governor Romer found it troubling that we do not have the standards to work with and wanted the Goals Panel to state to the National Assessment Governing Board and the NAEP group that it understands that there is continuing debate among psychometricians about the Angoff procedure. Governor Romer thought the loss of not using it was too great and felt that it would be better for the Goals Panel to use it but with a footnote stating that it was under ongoing evaluation. He observed that historically there has been some portion of the psychometric community that did not want us to begin to measure toward a standard base but he thought that we must do so in order to benchmark ourselves.

Governor Romer called on Dr. Roy Truby, Executive Director for the National Assessment Governing Board, to make an unscheduled presentation of his views on this subject.

Dr. Roy Truby

Dr. Truby noted that the modified Angoff process has been around for about twenty years. When NAGB had a procurement, it asked American College Testing, which spent a million and a half dollars in a year and a half in setting these standards using the modified angoff. NAGB recently met on a proposal for setting standards for history, geography, and science. They invited ACT, ETS, outside experts, and NCES, who all concluded that at this time there was no

better method than the modified Angoff procedure for the current proficiency standard.

Dr. Truby acknowledged there are concept papers floating around and perhaps there are better ways of measurement under development. But when would they be validated? Dr. Truby asserted that is unlikely that there will be other standards that can tell you anything about proficiency in this decade. He emphasized that the NAGB proficiency standard is in line with the Panel's Goals.

Moving from a norm reference which reports NAEP on a bell-shaped curve to a standards-based test which tells you whether or not it is good enough is the most controversial thing that Dr. Truby has been involved with in his lifetime. He urged the Panel that before they decided to abandon the current system they should talk with the officers of NAGB and ACT.

Governor John Engler

Governor Engler stressed that the Panel was not proposing to abandon the current proficiency standards. He noted that there was vigorous concern expressed about a recommendation to set them aside. Governor Engler thought that we ought to stay with what we have been doing until such time as a better way is validated; he did not want to keep switching horses here.

Dr. Roy Truby

Dr. Truby admitted that he was a little defensive on the subject. NAGB had been criticized for having elitist judges and not enough technical expertise. So NAGB hired a firm with hundreds of psychometricians which endorsed the modified Angoff procedure and then NAGB was attacked for using the wrong method.

Governor Roy Romer

Governor Romer proposed two alternative motions: 1) Use the proficiency standard as the Panel has in past years, footnoted; or 2) direct the Panel staff to inform NAGB that we believe we ought to continue to use this form of measurement until another better one comes along and see what the response is until the Panel makes its decision about reporting.

Dr. Roy Truby

Dr. Truby insisted that NAGB was open to other methods and had looked for them, but that no other methods had been proven better and validated. He said that for this decade that we should stick with the technology that we have, even if it is not perfect. He said flatly that there were a number of people who did not want to see NAEP move to a standard-based test.

Governor E. Benjamin Nelson

Governor Nelson suggested that both of Governor Romer's motions remain on the agenda for the next meeting when the Panel will get the response back from the leadership task force on Goals 3 and 4. He also proposed that an officer of ACT could appear at the meeting to explain the choice of the method and how they came up with the standards.

Governor Roy Romer

Governor Romer emphasized that we should not abandon the standard-based reporting system for this year because there is nothing to replace it. We ought to continue to work at it and he would be happy to hear more opinion on it.

Governor John Engler

Governor Engler agreed with Governor Romer. He urged that an ACT representative appear at the next Goals Panel meeting to explain how it arrived at the current standards and whether it thinks that there is a better way to do it.

Governor E. Benjamin Nelson

Governor Nelson announced the next item on the agenda, the collegiate assessment update. Last July the Panel received a report from a task force recommending that a new system for assessing progress on national Goals relating to postsecondary education be created. The task force urged that this new collegiate system be organized in a similar form to NAEP but focus on communication skills, problem-solving abilities, and higher-order thinking skills of college graduates. The task force also proposed an improved system of monitoring graduation rates.

Governor Nelson observed that this past spring the Panel held four national hearings on the task force recommendations. He called on Dr. Clyde Ingle, Chairperson of the Task Force on Collegiate Assessment, to summarize the comments made at the hearings.

Dr. Clyde Ingle

Dr. Ingle noted that in February the Panel had asked the Task Force on Collegiate Assessment to address the feasibility, desirability, and schedule for developing a standardized comparable state report system on the rate at which students in higher education institutions can complete their programs. The Task Force was also to look into the the feasibility and desirability of a sample-based collegiate assessment system that would provide regular nation and state representative indicators of college graduates' ability to think critically, communicate effectively, and solve problems.

The Task Force issued a report last July with the following conclusions: 1) A systematic and coordinated effort at the

federal level should be developed to report degree completion rates. The Panel should urge the federal government to adopt a uniform reporting format, and encourage states to adopt this format and move as rapidly as possible to include all institutions, public and private, in the reporting system. 2) It is both feasible and desirable to develop a national sample-based postsecondary assessment system which would address college graduates' ability to think critically, communicate effectively, and solve problems, and would include assessments of occupational specific skills in occupationally specific programs. 3) The unique purpose of developing a national collegiate system for the Goals Panel is to monitor the nation's progress toward Goal 5.

The Task Force made specific recommendations to encourage the development of a sample-based national system of standards and assessments for postsecondary education: 1) The Goals Panel should suggest that content and performance standards be developed for general cognitive skills, higher order thinking skills, and occupationally specific skills, and that assessment efforts be coordinated through a formal structure similar to what has been recommended and established for K-12 education. 2) The Panel should urge the Secretaries of Education and Labor to approve funding for assessment and skill certification activities only if the activity is coordinated and recorded in some inventory of assessment activities to be maintained by the Goals Panel staff. 3) A coordinating council should be created to make the system of assessment a national one, as distinct from a federal system requiring a partnership between the states and the federal government. The development of national standards is a public responsibility and should be initiated and sustained as a public activity. 4) The Goals Panel should establish as an objective the development of a constellation of indicators of postsecondary performance which includes basic skill levels, occupational skill levels, and higher order skills. The nation will be best served by a general integration of skill types into a comprehensive system of assessment.

Dr. Ingle observed that the Goals Panel staff had taken the Task Force report to a national audience by soliciting comments from three thousand presidents of institutions around the country, and holding four hearings at strategically located places. Four main concerns emerged from this process: 1) Concern for the tendency of any national assessment to underestimate the degree of diversity in the postsecondary educational community across the nation, and worry about the tendency to force some kind of standardization by assessment. 2) Concern about the diverse population, sometimes referred to as special populations, which our institutions serve, that a single assessment instrument might force some kind of movement toward a general treatment of everyone as if they had the same needs. 3) Concern expressed quite aggressively that the purpose of assessment should be for improvement of instruction, not to monitor progress toward the National Goals. There was support for the effort to coordinate data collection efforts; there was concern about how you provided incentives for institutions,

faculty, and students to participate in a national assessment effort. 4) A very clear statement of concern about the need to involve these diverse communities in postsecondary education in this process so that they are active and supportive participants.

Dr. Ingle noted that the other panelists would offer more specific comments on the Task Force report.

Dr. Delores Cross

Dr. Delores Cross, President of Chicago State University, presented testimony on behalf of her institution and the American Association of State Colleges and Universities. As an African-American woman whose university population is one-third African-American, she examined Goal 5 in light of the reality that some students enter postsecondary education underprepared and that it takes appropriate support and resources to help these students graduate.

Dr. Cross stated that unless we make some major commitments to change in pre-college as well as postsecondary levels, we will have figuratively drawn a red line around districts where low-income, underserved, largely minority populations with potential dwell, a red line which defines those within its borders as high risk and therefore not eligible to access the opportunities to be reached in terms of Goal 5.

Dr. Cross emphasized the Goals process has to come to grips with minority participation and higher education, and she expressed the following concerns: 1) The unequal expenditure of education resources at the state and local school districts based on local property taxes inevitably consigns minority students in rural and urban school districts to inferior educational experiences. 2) We must fairly assess whether there has been a commitment to create a level playing field at the pre-college level. Until students have had access to equal opportunities before college, you cannot fairly evaluate schools by merely comparing graduation rates. 3) There is erosion of programs designated to equalize the playing field. Too often federal education programs fail to be effectively coordinated and integrated in a way that maximizes their success for the lower-income and educationally disadvantaged persons whom the programs are designed to benefit. 4) There is a need to look at the role of those who train the majority of the nation's teachers. 5) Those in higher education must be challenged to take more seriously the need to fulfill articulated equal opportunity and access responsibilities by providing access and some measure of choice to minorities, women and low- and middle-income students.

Dr. Cross noted that her experience at Chicago State University demonstrated that we can make a difference in contributing to an educated, diverse work force. She also knew, given the university's resource limitations, what happens if students cannot get into their doors.

Dr. Cross made the following recommendations: 1) What is really needed is an assessment of the federal, state, and local programs designed to prepare students for college and to help them succeed once they get there. We must do everything we can to assure a level playing field. 2) We need to put financial support, direction, collaborative partnerships, and efforts to support programs to reduce disparities for students who are underserved. 3) Incentives must be provided to higher education for programs for teacher education. 4) The Task Force should look at and evaluate pre-college programs for quality institutions, and provide programs that facilitate the success of students and that assist students after they graduate.

Ms. Geraldine Evans

Ms. Geraldine Evans, chancellor of the Minnesota Community College System, observed that we will not achieve an information age workforce with ideas and techniques of the industrial age. Decades-old teaching methods, instructional organizations, and delivery techniques underlying learning assumptions and learning outcomes are still prevalent in our institutions. Public values and attitudes regarding appropriate degree outcomes and the public investment in education need to be reevaluated in light of the needs of the new society.

Ms. Evans noted that the Minnesota Community College System has conducted extensive research on the preparedness of its student body, student needs, the success of its graduates, and the reason the students come to community colleges in the first place. There were studies of the student transfer rate, the occupational program job placement rate, the transfer rate for students who had not graduated, and results for so-called "dropouts." The latter were surveyed with an 80 percent return rate; 88 percent were completely satisfied with what they had obtained in the community college system; and their goals in college were basically to get better jobs. For the most part these students received no financial aid and did all of the work and cost on their own.

In light of these findings, Ms. Evans stressed: 1) We need to make education standards of completion based on outcome. The emphasis needs to be on education and skills learning. Graduation is not the most important goal, it is how well those skills fit the work force. 2) We must educate all of our population. Her students are very underprepared: 72% of the entering students do not meet college math requirements, 22% do not meet college reading levels, and 38% do not write at the college level. 3) We must provide very inexpensive higher education to at least the 14th-grade level or the sophomore level in college to provide for a highly skilled, world-competitive work force. This education must also be available at low cost to older students for retraining. 4) Remedial instruction needs to be very affordable. The very accessible, very user-friendly system of community colleges across the nation should be one of the primary forces in completing Goal 5 in the postsecondary portion. 5) We should begin to stress the

value of the associate degree as valuable and appropriate for large numbers of our population. This degree will help the training for the new and emerging occupations in the work force, where the growth is at this time. We need to remove some of the emphasis on the bachelors degree. Only 30 percent of the population is predicted to need this degree, and the unemployment rate is very high among the recent graduates in this group. 6) We need to start designing new educational programs and structure them to prepare for current jobs, not those of past ages. 7) Most importantly, financial aid needs to be somewhat restructured to realistically prepare our population for jobs, and them to be able to constantly retrain this population.

Dr. Richard Ferguson

Dr. Richard Ferguson, President of American College Testing, spoke on that part of the Task Force report relating to a national system of assessment. For 17 years ACT has been involved in the assessment of college outcomes, originating with a large grant from the Fund for Improvement of Postsecondary Education in the early 70s to develop a College Outcomes Measures Program, which has been used to date by hundreds of postsecondary institutions across the country. ACT has recently published a report summarizing research over 15 years with practical information on assessments of outcomes and skills that are viewed as important at the postsecondary level.

Dr. Ferguson observed that ACT believes that a properly constructed and effectively managed national postsecondary assessment system could be very beneficial. But the Task Force report does not adequately address the relationship between the data to be collected and two objectives of Goal 5. In stressing that the assessment system should assure accountability monitoring rather than stimulate reform, the Task Force introduces a potentially fatal disconnection between the data and the objectives.

Dr. Ferguson stated that it is essential to put a fair amount of energy on the front end of an enterprise of this type into the definition of specific purposes and goals for assessment. Although ACT supports the idea of a national system of standards and assessments, it disagrees with one element of the conclusion on which the recommendation is based. ACT believes that improving instruction and stimulating higher achievement, not just monitoring progress, should be the purpose of any national assessment effort. If we do not improve instruction and motivate students to higher levels of performance, there may be no progress to monitor--there could even be regression.

Dr. Ferguson noted that ACT's years of research indicate that outcomes assessment used solely as a monitoring technique and not integrated with the instructional process leads neither to changes in educational practice nor to higher levels of proficiency. It can, in fact, even be disruptive to education. If in fact simply goals, standards, and tests were sufficient to bring about change,

then we certainly would have seen that occur in many settings across the country today which are the object of our concern.

ACT believes that a good assessment plan should provide the means of evaluating the quality and impact of the assessment and the utility of the data for decision making as well as for any unexpected results. For outcomes assessment data to be useful, we must know whether the instruction and the opportunities to allow students to develop the desired skills were even present. Hence, both an effort to describe instruction and an even greater effort to encourage research into more effective learning behaviors and instructional practices must accompany assessments.

Dr. Ferguson stated that he did not think that a single definition of a college degree is possible. But there are common elements that we can agree to that individuals who possess a college degree should have. These elements can be defined and measured, although we may not achieve absolute consensus on them. Absolute consensus is not essential to our goal of wanting to improve education. The skills that have been identified in Goal 5 are not monolithic either. It is important to note that not only are they taught and learned in different contexts, but they would require assessments in different contexts as well. So we have great diversity in the system and even in our definition of the skills that we would seek to assess.

One of the major efforts of the Goals Panel, Dr. Ferguson urged, should be to seek the means of actually bringing about effective change as a result of the work that is done. A very practical side to assessment at the college level that ACT has learned the hard way over many years is that assessment which has no high stakes, no consequences for the individuals who are involved, does not produce very useful or good data. The Panel should carefully consider what means we could find for essentially energizing interest on the part of students and faculty to take seriously assessments that occur.

Dr. Ferguson cautioned the Panel that data which are not generated out of a serious motivation will not provide very informative decision making as a result. This is perhaps the greatest obstacle that ACT has observed in 17 years of assessment in this area to having meaningful information that can be used for effective decision making. Whether there are incentives or appeals to individuals' interest in the well-being of their institutions, those are not always workable in a fashion that we would all hope. It is important, certainly, to have local receptivity to and involvement in assessments of this type at the institutional level. There is a need to engage individuals extensively in the process.

Dr. Ferguson noted that the Task Force report tended to focus on two of the five objectives relative to Goal 5 that specifically mention college and postsecondary education. ACT is concerned and wishes to point out that the other three objectives of Goal 5 that are not much mentioned in the report are also related to postsecondary education, particularly to vocational training and to

the educational programs found in two-year colleges and trade, technical, and private schools, as well as in the workplace.

ACT urges that a broad, rather than a narrow, view of postsecondary education be taken as Goal 5 is perceived, because a narrow view will not serve America very well. As we work together to accomplish Goal 5, we must make certain that we maintain an all-inclusive view of postsecondary education and not just focus on four-year colleges and universities. Common sense tells us that if every adult American is to be literate and possess the knowledge and skills necessary for competing in the global economy as well as exercising the rights and responsibilities of citizenship, more attention must be paid to the postsecondary education programs that are conducted outside the colleges and universities than to those that are conducted inside. That is where the majority of the illiterate and unskilled not enrolled in primary or secondary schools will be educated. Much of our energy needs to be committed in that direction.

Sister Mary Andrew Matesich

Sister Mary Andrew Matesich noted that she had addressed the Panel before as President of Ohio Dominican College on the fourth objective of tracking degree attainment. Her concern was that what we are proposing is a freshman-based data system, which will not pick up any students who have any credits from anywhere else when they enter the institution. For example, many young enlisted personnel in the Armed Forces will be out of a job shortly because of the down-sizing, and none of them yet have college degrees. We have a special program to serve these students, but we won't get credit for it in the data system because they are not freshmen.

Sister Matesich now looked at the questions from the perspective of three years' service on a National Advisory Committee on Accreditation and a familiarity with the great work being done in accreditation on assessment.

Sister Matesich observed that the proposed national system of standards and assessment for postsecondary education is really a radical proposal and deserves much wider public and debate and scrutiny, since it is one of several movements now converging that have the potential of transforming our present system into a national ministry of education. The objective defines a mission for postsecondary education as developing an advanced ability to think critically, communicate, and solve problems. In carrying out its work, the Task Force modified this mission for purposes of the assessment system to the development of general cognitive skills, higher-order thinking skills, and occupation-specific skills where appropriate. And the Task Force wishes to develop content and performance standards for those areas.

Now the Goals Panel states that the assessment should be national and sample-based, but that the system should be designed to allow individual states and institutions to produce their own scores. Sister Matesich stated that she has no doubt that institutions will

have to do this. Accrediting agencies will be required to stipulate that institutions do so, given the present regulatory climate in the Department of Education that Sister Matesich has observed in the negotiated rule-making sessions on Session H of the 1992 Education Act.

Sister Matesich observed very strong pressure to force quantitative measurements in accrediting standards. As soon as these instruments are available through the Section H mechanism and possibly through postsecondary review which is also required by the new Higher Education Act, we are going to move very quickly from a sample-based system to a requirement that these data be used for individual institutions and assessment for accreditation. It is an easy way to provide numbers, and required reporting by institutions means that institutional criteria are becoming nationally and/or federally mandated. That is what a ministry of education does. Some might consider it appropriate that we move in that direction, many would not. Sister Matesich thinks that it is a step in that direction, and that we should not back into it through a Task Force report.

Sister Matesich noted that the tremendous diversity of missions, goals, and purposes of American postsecondary institutions is a source of variety and competition, but we stand to lose a great deal if we force it into a single system of standards and assessments. What national standard would apply to all of these postsecondary institutions: Midville Bible College, Western Iowa Mortuary School, the University of Chicago, Deluxe Beauty Academy, Winnebago Tribal Community College, Brigham Young University, the Naval Academy, Mid-American Chiropractic College, UCLA, ABC Academy of Court Reporting, and Morehouse College? Do we really gain by subjecting this diversity to a common assessment?

Sister Matesich stated that to achieve the objective of improving the performance of college graduates on the critical measures, teaching and learning have to change, which means that faculty and institutional learning have to change. Assessment systems developed on campus by faculty with an institutional mission in mind are needed to make this happen. Accrediting agencies are strongly supporting serious institutional assessment based on student performance. We should give this far-reaching effort time to work, not undercut it by a centralized national assessment.

Governor John Engler

Governor Engler asked who had actually written the Task Force report.

Dr. Clyde Ingle

Dr. Ingle responded that he bore the total responsibility for the Task Force Report here. The other four speakers were not on the Task Force. They were representative of the broad response of over 200 across the nation to the report which was presented last July.

Governor John Engler

Governor Engler observed that given the challenge of assessment in our K-12 systems, why didn't we defer much of the discussion of postsecondary education until a later point. He was concerned more with work-force development and the amount of remedial education that has to take place at the university level. One of the ways discussed in Michigan to try to expand university budgets is simply to have the K-12 system do a better job so that the money being spent on remedial education could be redirected back to university education.

Dr. Clyde Ingle

Dr. Ingle stated that the Task Force tried to get a state-level perspective on this issue, and the report is broader than an institutional perspective about the question of assessing the results of going to college. The conclusion of the Task Force was that assessment of college participation was feasible and desirable, partly because of their conclusion that the credibility of higher education in the country was declining and that we needed to reestablish that credibility.

Dr. Dolores Cross

Dr. Cross stated that as she read the report from the Goals Panel, she felt that institutions that would serve a predominantly minority population were not represented. She was not convinced that by raising the standards that you change what is happening at the pre-college level, given the realities of what minorities experience in underserved areas.

Higher education must be a major player in reform, and a quality undergraduate institution has a responsibility not only to develop and maintain very strong pre-college programs, but also to help students who graduate from their institutions with potential who have been underserved. We have learned a great deal in higher education in terms of how to provide special support for these students, and so we should have the opportunity if not the responsibility to make a difference in their lives.

Dr. Cross thought that what was absent from the report was the role of institutions of higher education, as well as perhaps a minority perspective that looks at the realities of what urban and rural minorities experience. Even though we might want to put the resources in K-12, in her experience, given the tax base and resources, it does not happen. So all levels have to become major players and there has to be an incentive for higher education to become involved to achieve the educated, diverse work force that we are talking about.

A good university forms partnerships and assures that it is a player and makes sure that students earn the appropriate credentials. A good school also is one that takes moderately at-risk students and develops the kind of support programs so that

those students succeed. It also looks at creating opportunities so that students can go on and do graduate and Ph.D. work.

Governor Roy Romer

Governor Romer observed that one of the most critical things that we need is to make some judgment about the value-added experience in colleges and universities. As a Governor, he does not have any really effective tools to know what kind of job is being done by one institution as compared to another. It is not reflected by the graduate profile because they have different selectivity in terms of the institution. What we need is a consumers' report in higher education, which would be a radical reform.

Governor Romer commented that he thought that we were much further ahead in reforming K-12 than we were in higher education. In K-12 we have made some substantial progress in raising some system questions about what we are doing. In higher education, we have factors out of the Middle Ages, including the college schedule. One of the most crucial things that the Panel can do would be to get some measurement techniques for the consumer that tells him what he gets when he pays for it.

Secretary Richard Riley

Secretary Riley thought that the conversation and the thinking process was very healthy, but it was awfully hard to think in terms of an accountability process in terms of higher education. The universality of the course of K-12 and the requirement in this country of having the availability of public education for all children make it also an easier example for the kinds of accountability that we have been talking about.

Secretary Riley observed that for the very diverse kinds of higher education it is very hard to imagine a fair measurement system other than one that would be voluntarily contracted for, where a school would want to be able to show in their recruitment drive that these are the results for our school. One area is the graduation level, which from a process standpoint the Task Force says would be doable, and Secretary Riley thought would be doable in some form.

Addressing Governor Romer's concern, Secretary Riley stated that if we are successful over the years in having what he hoped would be rather dramatic improvements in the students coming out of secondary into postsecondary education, then the impact on higher education would be very dramatic. If the students going into higher education were very well qualified as a general rule, then perhaps we would have a better analysis of what the value added would be at the next stage. This is now very hard when a lot of the problem is that in higher education you are really dealing with high school problems that should have been dealt with over the years through a fair system of K-12.

Secretary Riley then asked Dr. Ingle to explain what kind of sample he was talking about for national sample-based testing.

Dr. Clyde Ingle

Dr. Ingle said that he was not a testing technician. The sense of the Task Force was that the contrast here was between a test of every college graduate with a sample of college graduates which might include the value added to students while they were in an institution. While the Task Force recognized that two-year institutions are different from four-year institutions, there was a developing sense that there probably is some common core that we should expect of a college degree. The sample would be of a group of college students who are graduating. The issue of how much differentiation would occur would be something that the Task Force recommended that you turn over to the testing and assessment experts.

Secretary Richard Riley

Secretary Riley asked if the sample would be of a particular university so that you could say that this is what happened at this university.

Dr. Clyde Ingle

Mr. Riley replied no, it would be an assessment of the entire student population for a graduating year. Measurement might be at a state or institution level, but it would be voluntary and not institution-specific unless a state or institution wanted to. Dr. Ingle observed that what is desirable and feasible from the viewpoint of the Goals Panel and from the viewpoints of institutions are very different, based on his experience in these hearings and working on the Task Force report. He did not know how feasible it would be to find a common ground.

Governor E. Benjamin Nelson

Governor Nelson thanked Dr. Ingle and the Task Force and said that there was no question that they had added value to today's program. Governor Nelson announced that this issue will remain on the agenda for the next meeting. With the great interest in it, we must be certain that we do not rush into inadequate or inappropriate conclusions. So the Goals Panel would continue to pursue the issue and appreciated the panelists' perspectives, which had been extremely helpful.

Governor Nelson thanked the panelists and all those who had presented today for the insights that they had given into their particular areas. He ended the meeting by wishing Executive Director Bill Cody the best in his new endeavors and thanking him for his contributions to the Goals Panel. Governor Nelson noted that the Goals Panel would be meeting next in July.

NATIONAL EDUCATION GOALS PANEL

July 27, 1993

TO: Members of the National Education Goals Panel

FROM: Edward J. Fuentes
Martin E. Orland

SUBJECT: Resolution on Collegiate Assessment

Discussion of the public's reaction to the recommendations of Goal Task Force on Assessing the Goal Relating to Postsecondary Education took place at the Panel's June 15 meeting. A background memorandum to the Panel dated June 8, and attached here, summarizes the Task Force's recommendations and the public's reaction.

At the Panel's direction, a resolution has been drafted based on the findings of the Goal 5 Task Force and the public's reaction to that Task Force's recommendations. The attached resolution outlines the Task Forces's major recommendations while incorporating the concerns of those most likely to be impacted by the Panel's action.

Resolution on Assessing the National Goal
Relating to Postsecondary Education

GOAL 5: *By the year 2000, every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship.*

Objectives Specifically Related to Postsecondary Education:

- The proportion of those qualified students (especially minorities) who enter college, who complete at least two years, and who complete their degree program will increase substantially.
- The proportion of college graduates who demonstrate an advanced ability to think critically, communicate effectively, and solve problems will increase substantially.

BACKGROUND

The National Education Goals Panel believes that measuring our progress in achieving Goal 5 requires the development of several different types of outcome indicators. Indicators of adult literacy are needed based on clearly delineated literacy components. There is also a need to specify what constitutes internationally competitive workforce skills and to develop performance indicators based on those specifications.

The following resolution addresses another data need emanating from Goal 5: the need to assess the performance of the nation's postsecondary education system. It is predicated on two fundamental beliefs:

- 1) that our future global economic competitiveness will increasingly depend on the performance of that system; and
- 2) that an essential precondition for improving the quality of postsecondary educational outcomes is the regular provision of useful system performance information to policymakers, postsecondary educational institutions and their clients, employers and the public at large.

To ascertain the feasibility and desirability of improved data and assessment systems in postsecondary education, the Goals Panel first convened a Postsecondary Education Task Force in early 1992. Their report to the Panel was then circulated widely for review and comment by members of the postsecondary education community. This past spring, a series of regional hearings were held around the country to garner further comment on the Task Force recommendations.

The following resolution reflects both the original Task Force recommendations and the feedback to them secured from the field. It is also consistent with several initiatives currently underway, including efforts to collect standard postsecondary student retention and graduation data as specified in the Student-Right-to-Know Act, a U.S. Department of Education contract supporting the initial stages of a multi-year effort to develop a national assessment of college graduates' critical thinking, problem solving, and communication skills and efforts by the Departments of Labor and Education to develop voluntary national occupational skill standards for selected industries.

RESOLUTION

1. DEGREE COMPLETION:

The National Education Goals Panel believes that it is both desirable and feasible to develop a system of standardized comparable state reports on the rate at which students, especially minorities, entering higher education institutions complete their degree program.

Therefore,

- a. The federal government should adopt a systematic, coordinated, and uniform format for reporting degree completion rates.
- b. States should be encouraged to adopt this reporting format and move as rapidly as possible to include all institutions, both public and private, into this reporting system.

2. POSTSECONDARY ASSESSMENT:

The National Education Goals Panel believes that it is both feasible and desirable to develop a national sample-based postsecondary assessment system, that will provide regular national and comparable state indicators of college graduates' ability to think critically, communicate effectively and solve problems and that includes assessments of occupation-specific skills for students in occupationally-specific programs.

Therefore,

- a. A national sample-based system of assessment for postsecondary education should be developed. Such a system should encompass the differing institutional missions within the postsecondary sector. This national assessment system will not provide information about the performance of any individual postsecondary institution or student.

- b. To promote the highest levels of performance throughout postsecondary education, the assessment system should be driven by rigorous content and performance standards.
- c. In assessing students' abilities to think critically, communicate effectively and solve problems, the system should be designed to reflect students' differing fields of study and occupational areas.
- d. A broad-based consensus-building process should be used to set appropriate standards and achievement levels for this postsecondary assessment system and to review and evaluate assessment approaches. The consensus building process should involve faculty and administrators representing a variety of institutions (varying in mission, geographic location, etc.) as well as employers, policy makers, institutional researchers, assessment experts, and higher education coordinating boards.
- e. A variety of regularly reported postsecondary performance indicators should be developed from this assessment system. They should be chosen for their ability to provide useful information to different audiences including policymakers, system participants (egs., administrators, faculty and students), and the general public.

3. *ONGOING ADVICE AND GUIDANCE*

- a. The Goals Panel will support the work of broadly representative resource and technical planning groups on Collegiate Attainment and Assessment.
- b. These groups will regularly advise and assist the Congress, the Secretary, the Goals Panel and others regarding how to improve the quality of national postsecondary data and assessment systems, as well as how these systems can best be used to improve postsecondary education results.

NATIONAL EDUCATION GOALS PANEL

July 27, 1993

TO: NEGP Members

FROM: Edward J. Fuentes, Leonard L. Haynes III,
and Andrea Venezia

SUBJECT: Collegiate Assessment Background

BACKGROUND

In February 1992, the National Education Goals Panel convened a Task Force on Assessing the National Goal Relating to Postsecondary Education. The Task Force was charged with investigating and reporting on:

- the feasibility, desirability and schedule for developing standardized comparable state reports on the rate at which students entering higher education institutions complete their degree programs and by minority status; and
- the feasibility and desirability of a sample-based collegiate assessment which would provide regular national and state representative indicators of college graduates' ability to think critically, communicate effectively and solve problems.

On July 31, 1992, the Goal 5 Task Force presented its report, *The Task Force on Assessing the National Goal Relating to Postsecondary Education: Report to the National Education Goals Panel*, to the Goals Panel.

The Task Force conclusions and recommendations are:

With regard to the feasibility, desirability and schedule for developing standardized comparable state reports on the rate at which students entering higher education institutions complete their degree programs and by minority status --

The Task Force **concludes** that:

- A systematic and coordinated effort at the federal level should be developed to report degree of completion rates.

The Task Force **recommends** that:

- (1) The Goals Panel encourage the federal government to adopt a uniform reporting format for reporting degree completion rates.

1850 M Street, NW Suite 270 Washington, DC 20036
(202) 632-0952 FAX (202) 632-0957

- (2) The Goals Panel encourage other states to adopt this reporting format.
- (3) The Goals Panel encourage all states to move as rapidly as possible to include all institutions, public and private, into the reporting system.

With regard to the feasibility and desirability of a sample-based collegiate assessment which would provide regular national and state indicators of collegiate graduates' ability to think critically, communicate effectively and solve problems --

The Task Force **concludes** that:

- It is both feasible and desirable to develop a national sample-based postsecondary assessment system, which will provide regular national and state representative indicators of college graduates's ability to think critically, communicate effectively and solve problems and which includes assessments of occupationally specific skills for students in occupationally specific programs.
- The purpose of developing a national collegiate system is, first and foremost, to monitor the nation's progress toward Goal 5.

The Task Force **recommends** that:

- (4) The Goals Panel encourage the development of a sample-based national system of standards and assessments for postsecondary education.
- (5) The Goals Panel suggest that the content and performance standards be developed for general cognitive skills, higher order thinking skills, and occupational specific skills where appropriate.
- (6) The Goals Panel insist that in order to maximize their usefulness, assessment efforts be better coordinated through a formal structure (outlined in recommendation 8, below).
- (7) The Goals Panel urge the Secretary of Education and Labor approve funding for assessment and skills certification activities only if the activity is coordinated and recorded in an inventory of assessment activities to be maintained by the Goals Panel staff.

The Task Force **concludes** that:

- A national system has distinct advantages over a federal system because it requires a stronger partnership between the states and the federal government.

The Task Force **recommends** that:

- (8) The Goals Panel recommend the creation of a separate coordinating council for postsecondary standards and assessment that parallels that recommended by the National Council on Education Standards and Testing for elementary–secondary education and recommend financial support from the Congress to support this activity.

The Task Force **concludes** that:

- While the actual development of assessment efforts may be private, public, or a partnership of private and public entities, the development of national standards is principally a public responsibility and should be initiated and sustained as a public activity.
- The Goals Panel and the nation will be best served by the general integration of skill types into a comprehensive system of assessment.

The Task Force **recommends** that:

- (9) The Goals Panel establish as an objective the development of a constellation of indicators of postsecondary performance which includes basic skill levels, occupational skill levels, and higher order skills.

SOLICITING FEEDBACK ON THE TASK FORCE RECOMMENDATIONS

Following the release of the Task Force report, the Panel concluded that it was imperative to hear from the postsecondary community before taking action on the Task Force's conclusions and recommendations.

The Goals Panel staff organized a series of public hearings to solicit comments and reactions to the Goal 5 Task Force report. In order to ensure broad based representation and participation from the postsecondary community, the hearings were held in conjunction with major postsecondary association and professional meetings. The dates and sites of the public hearings were as follows:

- | | |
|----------|---|
| April 7 | The Annual Meeting of the Council on Postsecondary Accreditation, San Francisco, California |
| April 16 | The Annual Meeting of the American Educational Research Association, Atlanta, Georgia |
| May 1 | The Annual Meeting of the American Association of Community Colleges, Portland, Oregon |

Every effort was made to make the postsecondary community and the general public aware of the hearings: a lengthy article appeared in the *Chronicle of Higher Education* that describe the hearings and their rationale; periodic ads appeared in the *Chronicle of Higher Education* describing the hearings and soliciting participation from the public; and, advertisements and articles were placed in papers local to each hearing site. Additionally, postsecondary associations that represent American higher education interests (e.g., the American Council on Education, the American Association of State Colleges and Universities, the Council of Graduate Schools, etc.) were contacted directly as were over 3,000 presidents of institutes of higher education.

The four hearings were attended by over 200 persons representing the postsecondary community and interests from 37 states and two foreign countries (Canada and Taiwan). Those who gave either oral or written testimony were drawn from state higher education agencies, four year public and private colleges and universities, historically black colleges, two-year community colleges, regional accrediting bodies, collective bargaining units, trustee associations, the testing industry, private sector interests, students, and the general public. To date, the Panel staff has collected over 100 written testimonies.

PRELIMINARY FEEDBACK ANALYSIS

Although analysis of the hearing is ongoing, a number of tentative concerns may be identified. Examples of these are as follows:

Diversity – there is concern that the Task Force did not give sufficient thought to the diverse nature of America's postsecondary education systems. To many hearing participants, the report focuses unduly on the 18–22 year-old cohort who attend college for four years and then graduate. There are many students who enter higher education at a later age and because of either choice or circumstances take significantly longer to complete their degree, if at all. Moreover, insufficient attention was given to the wide range of institutional missions that affect both graduation and retention rates and course offerings. There are, for example, institutional missions whose stated objective is to provide access to higher education opportunities for students with educational deficits. Such students are disproportionately represented by minority populations and tend to take longer to complete a degree.

Educational Improvement – many who participated, while perhaps agreeing in principle with the thrust of the report, wondered how the results of the Panel's efforts to monitor the nation's progress toward Goal 5 would lead to improved education. In short, many witnesses raised the "so what" question coupled with the assertion that sufficient information is readily available to gauge the effect of higher education and that such information, to date, has not led to improvement.

Coordination of Data Collection – some of the witnesses were concerned with the added data collection burden that the proposed collegiate assessment would impose. Many cited ongoing data collection efforts at the state or institutional level whose aims were analogous to the Task Force's recommendations. The witnesses believed that ongoing or planned data collection efforts should be reviewed in order to reduce redundancy and respondent burden and increase data usefulness.

Consensus – several witnesses expressed the concern that the Task Force membership lacked representation from private colleges and universities, major research institutions, assessment leaders and specialists, students and accrediting agencies, professional associations, governing boards, etc. They stressed that, for the effort to be effective, all constituencies must be involved in a consensus building process to determine what skills college graduates need, to set appropriate standards and definitions of achievement levels, and to review and evaluate assessment approaches.

Incentives – many of the witnesses wondered what the benefit for cooperating institutions would be for providing the data called for in the Task Force report. This concern was often couched in terms of the complexity of the proposed assessment, the reporting requirements, and the associated financial and human resource costs at both the national and institutional levels.

NATIONAL EDUCATION GOALS PANEL

July 27, 1993

TO: Members of the National Education Goals Panel

FROM: Edward J. Fuentes
Martin E. Orland

SUBJECT: The Use of NAEP Data in the 1993 NEGP Report

A progress report of the Goal 3/4 Technical Advisory Subgroup on the use of NAEP data in the 1993 NEGP Report was given at the Panel's June 15 meeting. At the direction of the Panel, the Goal 3/4 Technical Advisory Subgroup continued its deliberations in conjunction with the Panel's Leadership Team on the use of NAEP data. Of considerable concern were the findings of the General Accounting Office's (GAO) review of the National Assessment Governing Board's (NAGB) procedures to establish NAEP achievement levels. NAGB's response to the GAO's findings also were considered carefully. Summaries of both the GAO report and the NAGB response are attached.

Based on the deliberations of the Goal 3/4 Technical Advisory Subgroup and the Panel's Leadership Team, a decision memorandum on the use of NAEP data has been drafted. The attached memorandum has two parts: Part 1 describes the final conclusions of the Technical Advisory Subgroup, and; Part 2 details the specific implications of these conclusions for the 1993 NEGP Report.

NATIONAL EDUCATION GOALS PANEL

July 27, 1993

TO: Members of the National Education Goals Panel

FROM: Edward J. Fuentes, Senior Associate
Martin E. Orland, Acting Director

SUBJECT: Decision Memorandum on NAEP data use in the 1993 NEGP Report

Background

The Goal 3/4 Technical Advisory Subgroup (TAS) met on July 8 to reach a decision on the use of the NAEP achievement levels in the NEGP 1993 Report. Included were representatives from the Panel's leadership group on the use of NAEP and a representative for Secretary Riley. As background, representatives from the American College Testing (ACT) and the General Accounting Office (GAO) gave presentations and answered questions during a morning session.

Mark Reckase and Susan Loomis from ACT discussed the procedures used to establish NAGB's NAEP achievement levels and specifically addressed issues raised in the soon-to-be released GAO Report on the use of these achievement level data.

Gail MacColl and Fritz Mulhauser of the General Accounting Office (GAO) detailed the findings of GAO's Report. Although they addressed a variety of technical issues, the thrust of the GAO report is the lack of an empirical link between NAGB's NAEP achievement level scores and the descriptions of what these scores mean in terms of what students actually know and are able to do. In short, the GAO report concludes that while the scores may be used as overall performance standards, they should not be used to indicate mastery of particular aspects of content as the NAGB descriptions imply. After the GAO presentation, the ACT representatives were given a short time to make any clarifications they considered necessary.

During an afternoon session, the Goal 3/4 TAS and the Panel leadership representatives met to discuss recommendations to the Panel re: the use of NAEP achievement level data in the NEGP 1993 Report.

Technical Advisory Subgroup Recommendations

1. Continue to report the NAGB's NAEP achievement level data.

It is vitally important that the American public be provided with the best available data on the nation's progress toward the Goals. One of the key aspects of this is reporting achievement according to high absolute standards of performance. The NAGB NAEP achievement levels fulfill this need.

The Goal 3/4 TAS recommends that the NAEP achievement levels continue to be used. However, it also recommends changes in how such data are displayed and profiled in the Goals Report to decrease the likelihood of data misinterpretation. These changes are described in the subsequent recommendations.

2. Use caution in interpreting the NAEP achievement level scores.

There is a danger that the NAEP achievement level descriptions will be misconstrued by the Report's readers as statements of what students know and are able to do rather than classifications of their overall performance on NAEP. This is one concern raised by the GAO.

The Goal 3/4 TAS recommends that a statement(s) accompany the use of NAEP achievement level data stating the limits of their interpretation. It should be clear to the Report's readers that the NAGB achievement levels are a reasonable way of categorizing overall performance on NAEP. The score signifying a given achievement level represents expert panelists' judgements of the score on NAEP that students at the lower bound of the achievement level should reach. The reader should be advised that, although less than ideal, these are the best available data and that there are continuing efforts to improve them.

3. Use NAGB's "policy-based" definitions of the achievement levels.

NAGB has developed both general, policy based definitions of its achievement levels and subject-specific descriptive statements of what students at each of the achievement levels within grades *should* know and be able to do in the subject. The Goal 3/4 TAS recommends that the more detailed statements not be used in the NEGP Report because of their questionable empirical link with the achievement level scores that are supposed to reflect them. This recommendation is consistent with the GAO's findings and recommendations.

Rather, the Goal 3/4 TAS recommends that NAGB's "policy-based" definitions of the achievement levels be used. These policy-based definitions cover grades 4, 8, and 12 and give general descriptions of what *Basic*, *Proficient*, and *Advanced* achievement levels on the NAEP connote without specifying content. The

policy-based definitions should also be accompanied by a caveat(s) that delimits their interpretation.

4. Provide item difficulty data by achievement levels within grades.

Because the use of NAGB's specific descriptions of what students should know and be able to is ill advised, alternative methods must be found to give the reader a feel of what student performance on the NAEP means.

The Goal 3/4 TAS recommends that the NAEP items be classified by difficulty level (eg., easy, moderate, difficult, very difficult) within grades and samples of these items be displayed in the NEGP Report. Moreover, the proportion of *Basic*, *Proficient*, and *Advanced* students who correctly answered easy, moderate, difficult, and very difficult items within each grade should also be reported. Exemplars of NAEP items in each of these categories should be displayed to provide the reader with illustrations of NAEP items. Any items used for these illustrations that are particularly well aligned with the NCTM standards could be identified for the reader.

Proposed Changes to the 1993 Report

Based on discussion with staff from the Goal 3/4 Leadership Team (Governor Bayh, Governor Campbell, Governor Carlson and Representative Kildee), Panel staff propose the following changes in NAEP/NAGB indicator profiles in the 1993 Goals Report:

1. To change the designation of "competent"/"not competent" in describing NAEP/NAGB achievement in reading and math in both the national and state sections of the report to one reporting the percentage of students scoring at the proficient or advanced levels on the NAEP exams. Students scoring proficient and above would still be highlighted as meeting the Goals Panel's performance standard as illustrated on the next page.
2. To add exhibits under Goal 3 mathematics (and reading if possible) in grades 4, 8 and 12 describing the percentage of items from easy to very difficult that students scoring at the basic, proficient and advanced levels answered correctly. The National Center of Education Statistics should be consulted in calculating the percentages to be included in any display. Such an exhibit might look like this:

1992 NAEP Mathematics Performance in Grade 8
by Achievement Level and Item Difficulty
(percent correct)

(Please note that all numbers are fictitious)

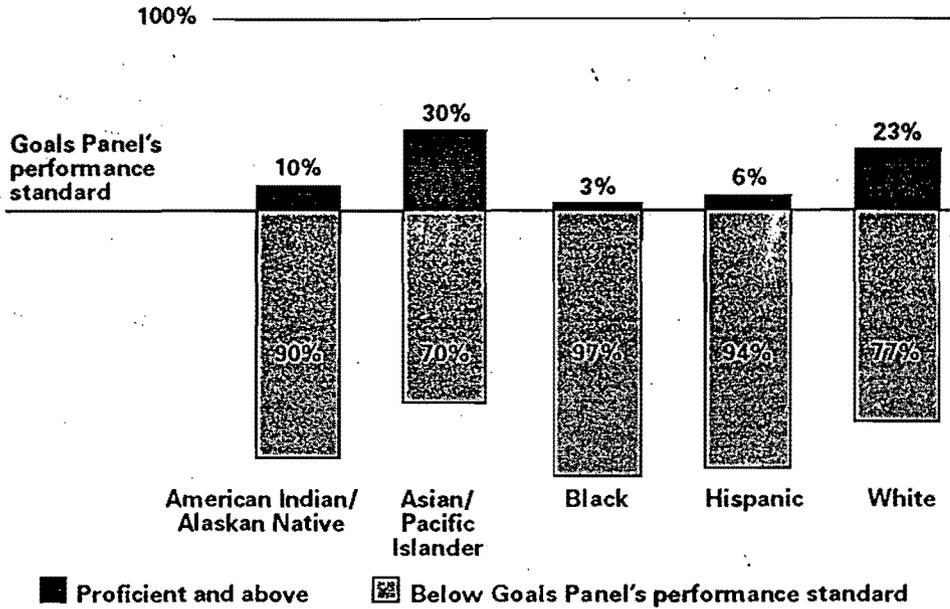
Student Achvmt. Level	Item Difficulty			
	Easy	Moderately Easy	Difficult	Very Difficult
Basic	70%	40%	15%	3%
Proficient	90%	75%	30%	9%
Advanced	99%	90%	60%	25%

3. To add illustrative items in both reading and math (if possible, one per level of item difficulty), along with data on the percentage of "basic" "proficient" and "advanced" students answering the item correctly. Math items that are seen as aligned with the NCTM standards would be noted in this display.

Exhibit 3.2
Mathematics Achievement – Grade 4
Percentage of 4th graders who met the Goals Panel's performance standard¹ in mathematics, 1992

DRAFT

Update highlight



¹ A complete description of the Goals Panel's performance standard can be found in Appendix B.

New highlight

Change Since 1990

Percentage of 4th graders who met the Goals Panel's performance standard in mathematics

	Proficient and above	
	1990	1992
American Indian/Alaskan Native	5%	10%
Asian/Pacific Islander	24%	30%
Black	2%	3%
Hispanic	5%	6%
White	17%	23%

¹ Interpret with caution. Data are from a representative national survey. The changes shown could be attributable to sampling error. In cases noted with an asterisk, we are confident that change has occurred. A complete description of the Goals Panel's performance standard can be found in Appendix B.

4. To change the description in the appendix of what the NAGB levels represent, to general performance descriptions rather than content-specific descriptions. As noted earlier, language already exists from NAGB that can accommodate this change.
5. To precede the NAEP/NAGB presentation with a narrative describing how they should be interpreted (as useful indicators of performance on a test rather than relative to an external content standard depicting what students should know). Staff will work closely with representatives of the Leadership Team to construct this narrative.

June 1993

EDUCATIONAL ACHIEVEMENT STANDARDS
NAGB's Approach Yields Misleading
Interpretations



Printed copies of this document will be available shortly.

EXECUTIVE SUMMARY

PURPOSE

In September 1991, the National Assessment Governing Board (NAGB) announced standards for basic, proficient, and advanced achievement in mathematics as measured by the National Assessment of Educational Progress (NAEP) and reported that few American students had reached these standards. This finding resulted from an approach to standard-setting that had several novel features. Expert reviewers noted technical problems with the approach and questioned its results. NAGB acknowledged that its procedures were imperfect but considered the results sufficiently sound to publish and the approach sufficiently promising to be mandated as the primary basis of all future NAEP reporting.

The question of how to set standards for educational achievement and measure progress toward them is currently of great interest, and NAGB's approach may serve as a model for other efforts. In view of the controversy surrounding this approach, the chairmen of the House Education and Labor Committee and the Subcommittee on Elementary, Secondary, and Vocational Education asked GAO to evaluate (1) its strengths and weaknesses, (2) its suitability and that of alternative approaches for use with NAEP, and (3) NAGB's capability to provide technically sound policy guidance to NAEP.

BACKGROUND

Funded by the Department of Education, administered by the National Center for Education Statistics (NCES), and implemented by a technical contractor, NAEP tests American students in basic subjects every few years and estimates student achievement at the national level based on complex statistical techniques. NAEP's statutory purposes are to describe achievement and to track changes over time. For the past two decades, NAEP's results have been reported without reference to any goals or standards of how students ought to perform.

In 1988, the Congress created NAGB, an independent and broadly representative governing board, to provide policy guidance for the assessment. The 1988 law also made NAGB responsible for identifying appropriate achievement goals for each subject and grade tested. In the hope of interpreting NAEP results in terms of standards for what students should know and be able to do, NAGB mandated a standard-setting approach that included (1) defining three levels of achievement in general terms, (2) using expert panelists to judge how students at each level should do on each item on the NAEP mathematics test, (3) selecting a NAEP score to represent the lower border of each level, and (4) interpreting performance at these scores in terms of the definitions and of statements of what students at each

level should be able to do. NAGB applied this approach to the 1990 NAEP mathematics test on a trial basis and to mathematics, reading, and writing in 1992.

GAO evaluated the NAEP test-score standards NAGB set in 1990 by examining the adequacy of NAGB's item judgment procedures and whether evidence supported NAGB's interpretation of the NAEP scores selected for each level. GAO also identified alternative standard-setting approaches and analyzed them to find which would work with the NAEP test as it is now designed. Lastly, GAO reviewed how NAGB made key decisions, especially how it used technical advice and information, in the level-setting case and two others.

RESULTS IN BRIEF

GAO found that NAGB's 1990 standard-setting approach was procedurally flawed and that the interpretations that NAGB gave to the resulting NAEP scores were of doubtful validity. While the scores selected represent moderate, strong, and outstanding performance on the test as a whole, GAO concluded that they do not necessarily imply that students have achieved the item mastery or readiness for future life, work, and study specified in NAGB's definitions and descriptions. The difficulties evident in NAGB's 1990 achievement levels resulted in part from procedural problems but also from the effort to set standards of overall performance (how good is good enough) that would also represent standards of mastery (what students at each level should know and be able to do). NAGB improved its standard-setting procedures substantially in 1992, but the critical issue of validity of interpretation--an issue in NAGB's approach--remains unresolved. GAO therefore concluded that NAGB's approach is unsuited for NAEP.

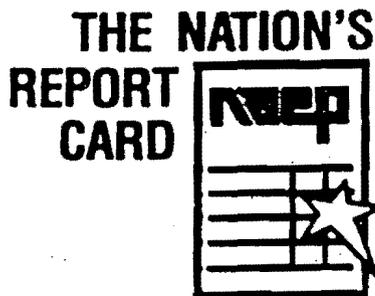
GAO identified several alternative approaches that could be used to establish standards for overall performance on a NAEP test. However, any approach that sets standards purporting to measure mastery of particular subject content will be difficult to use with NAEP as it is currently designed.

GAO found that in the case of the achievement levels, NAGB designed and implemented its approach without adequate technical information. In two other cases, however, NAGB made better use of such information. GAO concluded that NAGB's composition, procedures, and relationships with the Department of Education are inadequate to ensure that policy guidance to NAEP will be technically sound.

Comments on General Accounting Office

Draft Report on

National Assessment Achievement Levels



National Assessment Governing Board

March 23, 1993

INTRODUCTION AND HIGHLIGHTS

The General Accounting Office's draft report on achievement levels for the National Assessment of Educational Progress is based on the same misunderstandings that appeared more than a year ago in the agency's interim report. It reflects the same fundamental disagreements about the value and nature of standards for educational performance.

In summary, the National Assessment Governing Board makes these main points:

- National Assessment results should be reported primarily in terms of challenging standards that help the nation determine "how good is good enough." The conventional practice of simply comparing one group of students to another is no longer adequate. GAO makes no compelling argument for returning solely to the older methods of reporting by means, percentiles, and "benchmarks."
- The Board and numerous other groups believe that achievement levels can properly be used to report results on the National Assessment. We reject the argument that trying to set standards on NAEP is "conceptually flawed." We reject GAO's recommendation that the 1992 achievement levels be withdrawn.
- The GAO report is unbalanced and misleading. Many of its assertions are undocumented; much of its analysis is flawed.
- The GAO report is out-of-date. It focuses on the achievement levels for 1990--indeed, mostly on the first phase of the process for setting them which did not form the basis for the levels actually adopted. It gives relatively little attention to the standard-setting process for 1992 and fails to recognize the improvements made.

The process for setting the 1992 achievement levels was conducted under a \$1.5 million contract by American College Testing (ACT), which has extensive experience in standard-setting in many fields. ACT consulted regularly with a panel of leading experts in measurement and standard-setting who believe strongly in the feasibility of setting standards on NAEP and in the soundness of the process used to advise the Board on what the levels should be.

The movement from norms, based on test averages, to standards, based on informed judgment of what students ought to know and do, is occurring not only on NAEP but in many parts of American education. It stems from dissatisfaction with "national norms," which by definition place half of all students below an average score that may be woefully inadequate. The movement to standards also reflects the conviction that setting clear markers of what students should learn makes any test far more useful and meaningful to parents, schools, and the public.

Yet, the authors of the GAO report seem cool to this central idea. They frame the issue as "statistical quality," not policy judgment. They suggest alternatives that would not really yield standards at all, just norm-referenced descriptions of performance. For example, the Board rejects the kind of "benchmark" example suggested by GAO in which acceptable performance is arbitrarily set at the 30th percentile of student achievement.

The report seems premised on two major misinterpretations. First, it fails to recognize the extent to which setting test standards involves policy judgment rather than a technical process to find an "accurate" score. Second, in contrast to what the report asserts, standards often are set on tests quite similar to NAEP using the same system of collecting judgments--the Angoff procedure. Far from being "novel," the procedure is widespread.

In arriving at the standards, most of the experts on whose judgments NAGB relied were classroom teachers, bringing first-hand experience from many parts of the nation. The standards adopted contain reasonable descriptions of what students should learn. They are meant to denote overall levels of proficiency, well-suited for placement on the NAEP scale, not checklists of specific skills.

The GAO report relies on outmoded models of psychometric evaluation. In particular, it conceives of validity as an all-or-nothing proposition when it properly is a matter of degree, based on the weight of the evidence and the uses made of results.

NAGB believes that using standards on NAEP is a developing process. It has adopted preliminary descriptions of the levels as part of the frameworks for 1994 NAEP exams, and is certain there will be other changes over the years to make achievement standards a primary factor in creating NAEP assessments as well as in reporting them. It believes strongly, though, that any improvements that may occur in the future do not detract from the overall soundness and utility of the 1992 NAEP achievement levels being developed by ACT.

The Governing Board agrees with GAO about the importance of securing technical advice, and has done so regularly in regard to achievement levels, as well as in its other work. However, because of the wide impact of NAEP, the assessment should be guided by an independent, widely-representative policy-making board--not a closed circle of federal officials and technicians.

Appended are comments by ACT; Ronald Hambleton, of the University of Massachusetts; and Gregory Cizek, of the University of Toledo.

NATIONAL EDUCATION GOALS PANEL

July 9, 1993

TO: National Education Goals Panel Members

FROM: Shirley Malcom, Chair, Standards Review Technical
Planning Group
Emily O. Wurtz, Senior Education Associate

SUBJECT: Progress Report from the Goal 3/4 Technical Planning
Group on Standards Review

In anticipation of the establishment of a National Education Standards and Improvement Council and an associated role for the Goals Panel, a new Technical Planning Group headed by Dr. Shirley Malcom has been formed to recommend ways to review and certify education standards. The group met May 28 and reported to the Goals Panel at its June 15 meeting. Two additional meetings are planned prior to a joint sessions with the Goals Panel July 27.

Joint TPG-Goals Panel Meeting July 27

On July 27 Goals Panel members and TPG members will share an opportunity to talk with each other and invited experts on the current status of setting world class standards in education and sports, and on ways to address the concerns about standards held by some important constituencies (minorities, language minorities and special education).

Kate Nolan, of the New Standards Project, and Tom Crawford, Education and Coaching Director for the US Olympic Committee, will discuss their current work to identify "world class" standards, including European teachers' reactions to sample tasks and student responses being developed in the US.

Michael Webb, of the National Urban League, Martha Thurlow, of a national center serving students with disabilities, and Alva Ortiz, who has dealt with both special education and language minority issues in Texas have been invited to talk about how best to address concerns of their constituencies.

Update on Developments since June 15

July 16 Meeting

Two additional meetings will be held prior to July 27. A subgroup will meet July 16 to identify issues across subject matter disciplines that underlie the review of subject-based standards. This group has been asked to address the following issues:

To help clarify and arrive at what the standards review

1850 M Street, NW Suite 270 Washington, DC 20036
(202) 632-0952 FAX (202) 632-0957

National Education Goals Panel Meeting
July 27, 1993

1. How can subject-based education standards teach students to solve important real world problems that require integrating knowledge and skills from several disciplines? (Secretary Riley asked of Malcom June 15.)

2. In what sequence should proposed subject disciplines standards be reviewed? Should it be first come, first serve? If not, in what order should the standards be considered, and what is the rationale for that order? (Governor Romer asked of Malcom June 15.)

3. How should the subject standards fit together? Should any guidance be offered on selecting and integrating use of the standards? If so, by whom -- states, local districts, individual schools and teachers, professional associations? If the combined disciplines propose more than fits into a school day, how should schools select priorities and decide what to teach?

4. How should subject-based standards relate to the kinds of employment standards suggested by the SCANS Commission and others?

5. How do subject-based standards nurture the habits of mind and work (persistence, team work, lifelong learning, reliability, etc) that end users in business, universities and communities need and want, and that students, parents, and lay citizens recognize as useful?

6. What do we mean when we recommend both parsimony and specificity as review criteria for standards? How would a set of standards meet both criteria? What is an "acceptable balance" between depth and breadth, deep understanding and broad knowledge of a range of important topics?

August 2 Meeting

Another subgroup, originally scheduled to meet July 17, will meet August 2 to reflect upon and refine potential review criteria upon which the TPG appeared to agree at its May 28 meeting. Iris Carl, Phil Daro, Shirley Malcom and others will attempt to apply the following potential criteria to the NCTM curriculum standards:

1) parsimony, focus and the ability to indicate priorities within the subject domains (not lists of topics to be "covered")?

2) a reasonable process of standards development, using an iterative process to build consensus and get broad comment, feedback and support from professionals (teachers and "experts") and the public (laymen and the consumers of education)?

3) real and perceived usefulness of the standards to the needs of end users in business, communities, universities, and to developing the habits of mind and work that they require?

4) to be "world class," consideration of how the proposed standards compare to the standards of other countries?

5) technical merit as judged by those in the discipline?

6) sufficient clarity so students, teachers, and parents using them understand what proposed standards mean and require, and can imagine themselves judging whether the standards have been met?

7) sufficient specificity so assessments can be designed to measure their attainment?

8) sensitivity to diversity of individual interests and the value of multiple cultural traditions?

9) an "acceptable balance" on important dimensions or polarities:

i) breadth vs. depth; ie ability to demonstrate deep understanding of subject matter vs. broad knowledge of the main ideas and essential information on a range of topics;

ii) being definite (specific, restrictive) vs. permissive of alternatives;

iii) learning the theory of a domain vs. covering its factual knowledge;

iv) formal knowledge of theory and fact vs. activities, performances and applications of knowledge;

v) cutting edge conceptualization of the domain vs. building consensus and backing by those in the field;

vi) parsimony pointing to enduring issues

(inspirational and general in nature, that leaves room for state and local specification of detail) vs.

specificity (to guide curriculum, assessment, teacher training, teaching and study.)

Goals Panel members can discuss the outcome of these discussions with Dr. Malcom and members of the Technical Planning Group
July 27.

STANDARDS PROJECTS UPDATE

July 19, 1993

ARTS

Administered by: Music Educators National Conference, Reston, VA-- with the American Alliance for Theatre and Education, the National Art Education Association, and the National Dance Association.

Draft for public review available: August 1, 1993

Review schedule: Public Hearings, September, 1993. Review and revision until January 1994 final review by national committee.

OERI contact: Eleanor Dougherty, 219-1496

HISTORY

Administered by: National Center for History in the Schools at UCLA

Draft for public review available: Mid-December, 1993.

Review schedule: Public hearings, focus groups, and forums until January. Review and revision until March, 1994 review by national committee.

OERI contact: Sherrin Marshall, 219-1496

CIVICS

Administered by: Center for Civic Education, Calabasas, CA

Draft for public review available: October, 1993.

Review schedule: Hearings and revisions until the national committee review April, 1994.

OERI contact: Anne Fickling, 219-1496

GEOGRAPHY

Administered by: National Council of Geographic Education at Indiana University of Pennsylvania with the Association of American Geographers, the National Geographic Society, and the American Geographical Society.

Draft for public review available: December, 1993.

Review schedule: Hearings and reviews to feed into national committee review in March, 1994.

OERI contact: Jaymie Lewis, 219-1496

ENGLISH LANGUAGE ARTS

Administered by: The Center for the Study of Reading, Champaign, IL. with the National Council of Teachers of English, and the International Reading Association.

Draft for public review available: Summer, 1994. Board meets for second time July 23-27 and will charge writing teams with tasks.

OERI contact: Eleanor Dougherty, 219-1496

FOREIGN LANGUAGES

Administered by: The American Council on the Teaching of Foreign Languages.

Draft for public review available: Spring, 1994. Advisory Council almost formed; will charge writing task forces with their tasks late August, 1993.

OERI contact: Anne Fickling, 219-1496

SCIENCE

Administered by: National Academy of Sciences, Washington, DC

Draft for public review available: Early, 1994

Review schedule: Hearings and group reviews until national committee review in December, 1994.

OERI contact: Charles Stalford, 219-2126

CROSS-PROJECT EFFORTS:

Ideas for Integration, K-4

Progress: Two meetings, establishment of work plan

OERI contact: Anne Fickling, 219-1496

Charge to the Goal 3/4 Standards Review TPG

May 28, 1993, is the first meeting of a technical planning group convened to advise the National Education Goals Panel on how best to review and approve or certify national education (content) standards. The group, chaired by Shirley Malcom of the AAAS, includes Iris Carl, David Cohen, Tom Crawford, Mahaly Csikszentmihalyi, Phil Daro, Checker Finn, Anne Heald, David Hornbeck, David Kearns, Rick Mills, Harold Noah, Claire Pelton, James Renier, and Sid Smith.

Specifically, the group's charge is to:

- * Prepare a report by October 1993 recommending the criteria and processes the National Education Goals Panel and a National Education Standards and Improvement Council should use to review and certify voluntary national content standards as "world class," "high-quality," and "internationally competitive" as envisioned by the Goals Panel, the NCEST report (Raising Standards for American Education), and legislation considered by the Congress.

In preparing its report the group may need to address the following issues:

- * Consider an operational definition of how to judge content standards to be "world class" and "internationally competitive."
- * Consider the implications of national content standards (of what students should know and be able to do) for determining student performance standards (of how good is good enough) and the alignment of student assessments.
- * Recommend the subject areas in which voluntary national content standards should be certified.
- * Recommend whether more than one national set of standards be reviewed and certified in any one subject area.
- * Recommend the extent to which content standards include the specification of pedagogy (teaching standards.)

Biographic Sketches
Goal 3/4 Standards Review Technical Planning Group

SHIRLEY M. MALCOM, TPG chair, heads the Directorate for Education and Human Resources at the American Association for the Advancement of Science (AAAS).

IRIS CARL, an NCEST member, headed the National Council of Teachers of Mathematics during NCTM standards development.

DAVID COHEN is a John A. Hannah Distinguished Professor of Education and Social Policy at Michigan State University.

TOM CRAWFORD is Director of Coaching and Educational Programs for the United States Olympic Committee (USOC).

MAHALY CSIKSZENTMIHALYI, European educated, chair of psychology at the University of Chicago, just wrote Flow: The Psychology of Optimal Experience.

PHIL DARO is Director of Mathematics for the New Standards Project and heads the California Mathematics Project.

CHESTER E. FINN is with the Edison Project of Whittle Schools and a member NAGB. He has been head of OERI and a NCEST member.

ANNE HEALD is Executive Director of the Center for Learning and Competitiveness and for 10 years directed international exchange at the US's German Marshall Fund.

DAVID HORNBECK was Maryland State Superintendent of Instruction and is now an education reform consultant.

DAVID T. KEARNS has been CEO of Xerox Corporation and Deputy Secretary of the US Department of Education.

RICHARD P. MILLS is Vermont's Commissioner of Education and a member of the New Standards Project, and NAGB.

HAROLD J. NOAH, British born and educated, was dean at TC, Columbia, and studies international school exit exams.

CLAIRE L. PELTON is a mentor teacher and vice chair of the National Board for Professional Teaching Standards

JAMES J. RENIER is CEO of Honeywell, Inc., a board member of many private companies, NASDC, MN Business Partnership, and CED.

SIDNEY W. SMITH directs a NASDC project and works with Ted Sizer's Coalition of Essential Schools and Howard Gardner's Project Zero.

Biographic Background on Presenters

SHIRLEY M. MALCOM

Chair, of the Goals Panel's Goal 3/4 Technical Planning Group on Standards Review

Dr. Shirley Malcom heads the Directorate for Education and Human Resources at the American Association for the Advancement of Science (AAAS). After working at the National Science Foundation and teaching biology at the university and high school levels, she is currently a board member at the National Center on Education and the Economy, its New Standards Project, and other organizations. She co-chairs a task force on women in biomedical research at NIH and chaired a task group looking at the school to work transition for the Clinton-Gore transition team.

JAN ANDERSON

Dr. Jan Anderson is the Director of the FIRST Program within the Office of Educational Research and Improvement (OERI) of the US Department of Education, which coordinates OERI's grant awards to several standards projects.

Biographic Background on Presenters

PHIL DARO

Dr. Phil Daro is currently Director of Mathematics for the New Standards Project and Executive Director for the California Mathematics Project. The New Standards Project is designing a national assessment system benchmarked to international standards for use by partner states (including California) and districts. He is a member of the Mathematical Sciences Education Board (both Assessment and Executive Committees) and the Technical Advisory Committee for the CA Learning Assessment System. He formerly taught high school mathematics.

TOM CRAWFORD

Dr. Thomas Crawford is Director of Coaching and Educational Programs for the United States Olympic Committee (USOC). He has extensive experience advising and counseling amateur and professional athletes and coaches. He has a doctorate in Physical Education from Indiana University, where he co-founded the Youth Sport, Fitness, and Health Clinic of Reilly Hospital for Children at the university medical center. He served on the faculty of both the psychology and physical education departments and coached tennis at Indiana and Purdue universities. He is senior editor for Olympic Coach and a reviewer for other sports journals.

Biographic Background on Presenters

MICHAEL WEBB

Dr. Michael Webb is Director of Education and Career Development of the National Urban League. He has a doctorate from Teachers College, Columbia, in International Educational Development with an emphasis on North Africa and Asia Minor. Dr. Webb has held research and policy positions with the Far West Laboratory, the Governor's Advisory Committee for Black Affairs, and the State University of New York African American Institute.

MARTHA THURLOW

Dr. Martha Thurlow is Assistant Director of the National Center on Educational Outcomes for Students with Disabilities, a research center at the University of Minnesota. She is past consulting editor for both the journals Exceptional Children and Journal of Special Education, and in 1992 co-authored Critical Issues in Special Education. She has written extensively and is deeply knowledgeable about the concerns of the special education community.

ALBA ORTIZ

Dr. Alba Ortiz is the Associate Dean for Academic Affairs and Research at the University of Texas at Austin, is also Ruben E. Hinojosa Regents Professor of Education. She is Director of Bilingual Special Education and Director of the Office of Bilingual Education at the College of Education. Her work and publications are extensive in the areas of both language minority students and special education.

Report of the Task Force on Education Network Technology:

Network Technology and the National Education Goals

Abstract

Purpose

The purpose of this draft report from the Task Force on Network Technology is to describe how network technology can help the nation achieve the six national education goals adopted by the President and the nation's governors in 1990.

Network Technology Defined

For purposes of the report, network technology is defined as a set of tools and services that enables educators, students, and the public to use computer and telecommunication links to share and access information and other resources to achieve systemic reform in education.

How Network Technology Can Help Us Achieve the National Education Goals

The Task Force concludes that appropriately deployed and utilized network technology can make a vital contribution toward achieving the national education goals. In particular, the electronic interconnection of pre-k/12 education along with the information resources of higher education and the private sector, represent unique tools for engaging teachers and learners in implementing the national content standards currently under development. By providing system support for standards-based education reform, network technology can accelerate the speed of such reform.

The unique value of network technology lies in its contribution to fundamentally restructuring relationships among educators, learners, knowledge and information;

- o for teachers, it offers opportunities for developing a professional community with other educators, technical assistance in achieving a standards-based curriculum, and expansion of pedagogical repertoires to serve students' diverse learning styles;
- o for students, it can mean more learning resources, more readily available; information on-demand and immediate feedback for instructional reinforcement, cooperative information exchange and analysis;
- o for the larger society, it supports richer home and workplace connections with schools, learning-for-life, technological literacy for economic progress, and the communication and exchange essential to democratic living.

A Blueprint for Realizing the Potential of Network Technology in Education

The report provides a blueprint outlining the highest priority investments, policies and programs necessary for realizing the potential of network technology for meeting the national education goals. Task Force recommendations are presented in four specific areas:

1. **invest in the appropriate education and technical system infrastructure;**
 - tie technology spending in states, districts and schools to agreed-upon national standards
 - build expandable and upgradable systems to interconnect schools and information resources
 - ensure equitable access to computer-mediated resources

2. **support educators' professional development:**
 - ensure that preservice teacher education programs integrate technology education as a condition for certification to practice
 - redesign inservice opportunities and technical assistance strategies for learning on-line, for implementing the standards-based curriculum and for developing a professional collegial community

3. **improve student learning opportunities for achieving the content standards:**
 - change curriculum to engage students in collaborative interactive work consistent with the evolving national standards
 - develop new learning materials and activities that enable students to access remote information resources and produce and share their learning products

4. **forge strategic connections among schools, communities and the workplace to reach the national goals:**
 - provide assistance in electronically connecting parents in regular communications with their childrens' schools and teachers
 - ensure that schools have full access to public information resources such as libraries, science centers, and universities
 - shape new private sector partnerships with the schools to use workplace tools (egs., hardware and software) for learning and increase the readiness of students for work
 - use licensing and regulatory authority to assist schools in securing full network connectivity

The report concludes with several strategic recommendations for disseminating these ideas and institutionalizing oversight responsibilities for developing network technology infrastructure standards tied to the national goals and content standards.

NATIONAL EDUCATION GOALS PANEL

Convening of a Task Force on Educational Network Technology –

Charge:

- o To create and report on a vision on the use of network technology to help the nation and states achieve the National Education Goals. In particular, the group will:
 - Investigate how education network technology can be used to enhance classroom learning and teaching, as well as facilitate the processing, sharing, and analyzing of information from school record systems;
 - Develop a core set of principles for the creation and implementation of network technology systems in education;
 - Determine how educational network technology needs should be coordinated with the development of a National Information Highway system;
 - Investigate whether it is desirable and feasible to develop voluntary national standards to guide the creation of education technology networks nationwide.

NATIONAL EDUCATION GOALS PANEL

Task Force on Education Network Technology

Leader

Robert Palaich Education Commission of the States

Members

Laura Breeden FarNet
John Clement Educom
Steve Gould Congressional Research Service
Jan Hawkins Bank Street College of Education
Robert Kansky National Academy of Sciences
Pamela Keating University of Washington
Glenn Kessler Fairfax County Public Schools
Hayes Lewis Zuni Public Schools
Gerald Malitz National Center for Education Statistics
Mark Musick Southern Regional Education Board
Nora Sabelli National Science Foundation
Rafael Valdivieso Academy for Educational Development, Inc.

Advisors

Beverly Hunter TERC
Linda Roberts Office of Technology Assessment, U.S. Congress

Leadership Team Representatives

Beth Beck Office of U.S. Senator Jeff Bingaman, New Mexico
David Lackey Office of Governor John McKernan, Jr., Maine

Other Panel Representatives

Doris Dixon Office of U.S. Senator Thad Cochran, Mississippi

National Education Goals Panel Staff

Leslie Lawrence
Martin Orland

Biographic Background on Presenters

ROBERT PALAICH

Leader, of the Task Force on Education Network Technology

Dr. Robert Palaich is the Director of Policy Studies and Information Systems at the Education Commission of the States and he co-directs the System Change Initiative. Over the past three years, Dr. Palaich has developed the system change agenda at ECS, worked on the Re:Learning Project and researched issues of inter-agency cooperation. Prior to this time, he directed the Youth At Risk Project which sponsored the National Forum for Youth at Risk and supported several related state forums. He has worked with state policymakers on questions of systemic education reform, at-risk youth, teacher policy and school restructuring issues in Connecticut, Hawaii, Idaho, Illinois, Maine, New Jersey, Ohio, Oklahoma, Tennessee, Texas, South Carolina, Utah, Washington, West Virginia and Wisconsin, and on school finance issues in New York, Connecticut, Wyoming, New Jersey, Oklahoma and Alaska.

PAMELA KEATING

Principal Author, of the Task Force Report on Education Network Technology

Dr. Pamela Keating is Associate Director of the Institute for the Study of Educational Policy at the University of Washington, College of Education. Over the past ten years, she has initiated research program development around emerging issues in education -- early childhood education, school finance reform, educational reform and restructuring. For the past three years, she has been involved in experimentally extending Internet access to K-12 educations and students. Throughout her career she has addressed questions of quality and equity in education. She edited with John Goodlad a publication entitled *Access to Knowledge*, an exploration of the school conditions that constitute barriers blocking all students' access to knowledge.