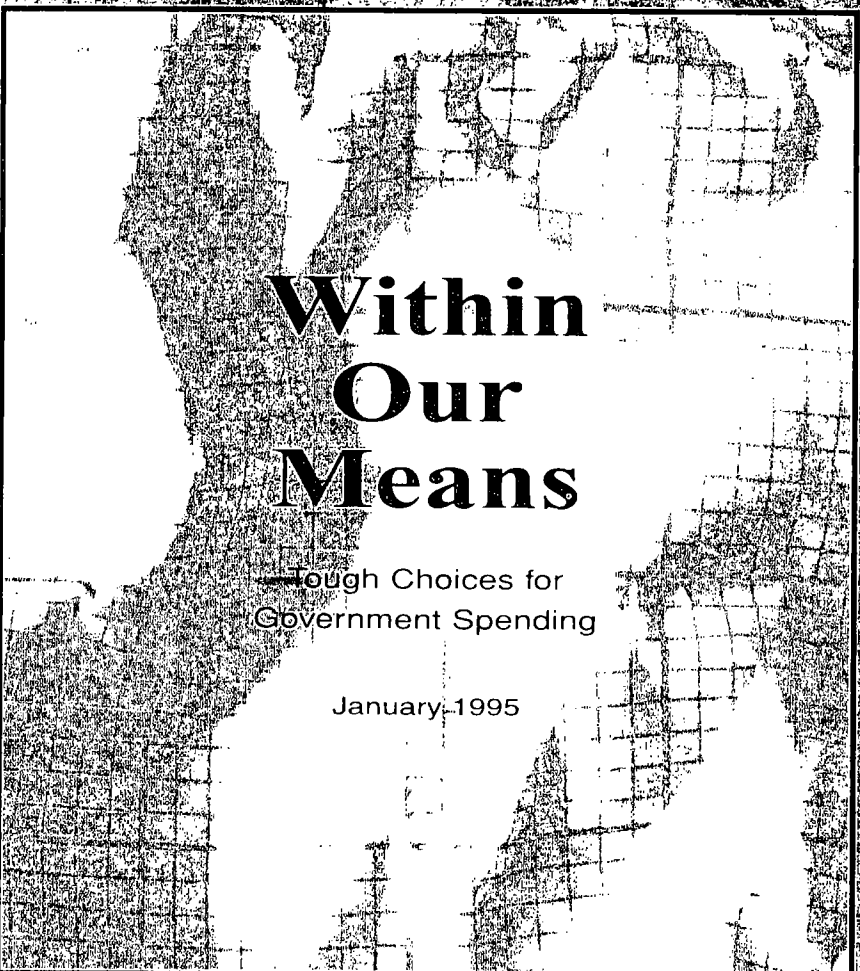

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Within Our Means

Tough Choices for
Government Spending

January 1995

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A PLAN OF ACTION FOR MINNESOTA

STATE OF UNIVERSITY



MN PLANNING



OREGON BUSINESS COUNCIL

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Project Manager



OREGON BUSINESS COUNCIL

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Thrustmaster

Richard L. Woolworth

Blue Cross/Blue Shield of OR



OREGON BUSINESS COUNCIL

OREGON BUSINESS COUNCIL

The Oregon Business Council, established in 1985, is a non-profit, non-partisan and independent organization of Oregon business executives. Directors of the Council are chief executive officers of Oregon-based corporations, senior executives of major Oregon divisions of national companies, and individuals from business who play a significant role in developing public policy in Oregon.

Together, these business leaders apply their knowledge, creativity and leadership to study, make recommendations and act upon serious challenges facing Oregon. Patterned after the national Business Roundtable and similar groups in other states, the OBC receives financial support exclusively from corporate dues. Membership is by invitation only. The Council's objective is to make a unique and strategic contribution to the state's longterm social and economic wellbeing. It does this by examining a relatively few number of subjects based on thorough research and the personal involvement of every Oregon Business Council member. Personal commitment from OBC Directors is the primary source of energy applied to issues under consideration and, in fact, all ideas for OBC activities and research originate with its members.

Meetings of the Council are held quarterly, and each director has equal standing. The Council selects an Executive Committee of Directors to conduct ongoing business, primarily through Task Forces. The

Executive Committee plots direction for all OBC issues, determines what Task Forces are required and establishes their mission.

Each member of the Council is a Director. Directors comprise the total membership of the organization, and are the ultimate governing body of the Council. Under no circumstances may a Director delegate his or her membership in the Council. Directors are entitled to appoint one deputy, who is typically a high ranking officer or employee of the Director's company, and who (while not a voting member of the Council) attends Council activities in the absence of the Director. Deputies may also participate in Council Task Forces and other activities as appropriate.

The Council's chief of staff is its President who discharges the administrative responsibilities of the Council and provides leadership and guidance on the various policy issues before it. The Council maintains a small staff in favor of utilizing the specialized skills of consultants for its various Task Forces.

Task Forces

The work of the Council is undertaken by Task Forces, each of which focus on specific issues. Each Task Force is chaired by a Director and is comprised of other Directors, Deputies, and, occasionally, other individuals who are in a position to make a unique contribution to the work of the Task Force. It has been the policy of the Council to focus its

attention solely on the work of the Task Forces, rather than becoming a forum for issues of more immediate concern.

Present Task Forces are involved with:

- Implementing education reform
- Evaluating the future of the Oregon forest products industry
- Assessing the impact of resource decisions regarding the Columbia River
- Assessing the Values & Beliefs of Oregonians

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Robert L. Ridgley	Chair
Cecil Drinkward	Vice Chair
Ken Harrison	Treasurer
Clifford N. Carlsen	Secretary
William W. Wyatt	President

The Oregon Business Council

The Oregon Business Council has prepared this brochure because our members – the chief executive officers of Oregon's largest corporations – believe that the education system, quality of life and economy are all connected. They believe that Oregon's Education Act provides the framework for an education system that will prepare Oregon's students for the 21st Century.

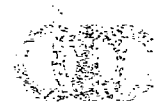
Our members emphasize the fundamental importance of public education as a cornerstone of the foundation upon which our country was built. It affords all students, no matter who they are or where they live, an equal chance to achieve the American dream.

The Oregon Business Council is committed to a long-term partnership with the education system to implement Oregon's Education Act, and are pleased to share additional materials and resources. Call the Oregon Business Council office at (503) 220-0691.

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You can
help better
educate
our children
so they're
prepared
to meet
tomorrow's
challenges.



OREGON BUSINESS COUNCIL

Partnership for 21st Century Schools

Oregon Business Council
1100 Southwest Sixth Avenue
Standard Plaza, Suite 1608
Portland, Oregon 97204
(503) 220-0691

E*ducation needs to deliver the knowledge and skills that tomorrow's workplace will demand. Oregon's Education Act redesigns the education system to ensure today's students will be able to meet tomorrow's challenges. Your understanding and support of Oregon's Education Act is vital to its implementation.*

Change is inevitable, adapting to it is essential.

Many of us don't like change. But change is constant. Think how much your life has changed in the last twenty years. Teller machines now do much of our banking. The telephone is used to shop or pay bills. Credit cards and debit cards have reduced the amount of cash we use. Car engines are computer controlled. Encyclopedia books have been condensed to optical discs.

The workplace has changed as well. Where information was once filed into cabinets, now it's logged into a computer data base. Where inventory was counted

piece by piece, it's now done automatically, electronically. Where holes were once drilled by hand, computers now do the job. Organizations have changed too. There are fewer low-skill jobs, and the wages for those jobs are decreasing. Technology has eliminated many once high-paying jobs. Many firms have discovered that people working together in teams can accomplish more and better quality work than the old top-down system that had one person telling many others how and what to do when.

Education must adapt to the changing world if it is to successfully prepare Oregon's children for the future.

Even though Oregon's students do better than average on standardized tests, those tests do not fully measure everything we want students to learn. Our children's future will require higher academic standards and the ability to apply what is learned.

One of the most effective ways to cope with a changing world is to help create the change. Oregon's Education Act does exactly that. It anticipates future needs and provides a framework for local school boards to use in designing their future plans.

It has specific goals. Oregon students will be the best educated in the U.S. by the

year 2000. By the year 2010, Oregon students will be equal to the best educated in the world. Solid foundations of reading, writing, and math, along with the practical application of computer technology, logic, science, problem solving, civics, and ethics, coupled with specialized learning, will ensure students have the skills to either continue study or begin working.

Reaching the high goals of Oregon's Education Act will not be easy. It requires high standards that students will have to work to meet. No longer will students be allowed to graduate with unacceptable levels of achievement. Students not only must learn but must demonstrate their knowledge of a subject in real-world situations. While students traditionally have received diplomas, students will begin to receive certificates signifying mastery of the subjects they have studied.

As they demonstrate skills and knowledge, they can move ahead quickly to new challenges. Students who experience difficulty will receive the specialized help they need to succeed.

What can Oregon expect of its graduating students?

First, more of them will graduate. Studies show that real-world experiences help marginal students, who may be prone to drop out of school, to stay in school.

Students who want to enter the workforce will graduate work-ready with the skills needed in the workplace. Opportunities to explore the world of work, such as worksite visits, and work-based learning opportunities, such as internships, will be combined with classwork.

Students who want to go to college will find they are better prepared to compete for enrollment. And they will be better prepared to succeed in college because the work ethic, methods and accountability used in their high school education are aligned much more closely with college learning than today's methods.

Both groups of students will also be more prepared to fulfill their role as citizens. The emphasis on civics and ethics will raise the awareness for personal accountability and responsibility and pay dividends to both the individual and the community.

Choose to support Oregon's Education Act.

If you really want to see our schools graduate students who are prepared to meet the challenges of the 21st Century, then take the time to learn about Oregon's Education Act. There is a lot of confusion about what it is and isn't. Many arguments and "facts" you hear may be incorrect. You may hear many new words or descriptions that will be unfamiliar to

OREGON'S EDUCATION ACT

Here's What You Can Do...

Employers

- Help schools understand business needs. Volunteer to help develop a school-to-work curriculum.
- Help schools offer school-to-work experiences for teachers and students. Offer worksite visits or work experiences such as internships.
- Help schools operate more efficiently. Volunteer to work on a school improvement plan.

Parents and Community Members

- Take an active role in school improvement efforts. Join the 21st Century Schools Council at your local school.
- Help others learn about Oregon's Education Act. Invite Oregon Business Council representatives, local business persons, and local educators involved in school improvement efforts to speak at community meetings. Use the information available below.

■ ■ ■

Please send me...

- ☐ 15-minute videotape, *Preparing Our Children for the 21st Century* (\$4 each).
- ☐ OBC/David Douglas School District, *An 8-Point Plan for Successfully Implementing the Oregon Education Act for the 21st Century* (no charge).
- ☐ Oregon Department of Education, *Do you have questions about school improvement?* (no charge).

name _____

address _____

phone # _____

Return to:

Oregon Business Council
1100 Southwest Sixth Avenue
Suite 1608
Portland, Oregon 97204
(503) 220-0691

The Business Journal

Serving Greater Portland

PUBLISHED EVERY WEEK

PAGE 11

JUNE 24, 1994

COMMENT

Businesses can help public schools create quality employees

In 1983, when "A Nation at Risk" was published, the public was awakened to what business leaders had known a long time—our public schools were failing our children and weakening our competitive position in the world.

To the disappointment of many, nobody did much about this newfound "risk." Meanwhile, we watched our country's productivity continue to slide.

On Educational Reform

Jerry Meyer

Finally, in 1991, Oregon raised hopes nationwide when it adopted the Education Act for the 21st Century (also known as HB 3565). The act did not call for merely tinkering with public schools. Like modern business reforms, it prescribed a system overhaul, focused on the end product. In addition to learning the basics—reading, writing, mathematics—students would learn to communicate, work as a team and solve problems—skills they need to compete with their European and Asian counterparts.

Three years later, while some progress has been made, it is Oregon's school improvement effort that may be at risk.

The concern is not limited to the current grass roots movement to rescind the act. That effort likely will be unsuccessful, as the public's desire to improve schools outweighs disagreement over specifics of the plan.

Nor is school funding the only challenge to implementing reform. Although more money will be needed to pay for some parts of the act, educators agree that many of the improvements can be

made within existing budgets.

Our school reform efforts are at risk if Oregon companies are not willing to make a significant effort to help schools improve. Many businesspeople, faced with their own challenges, don't see public education as their concern. If they do, they believe they don't have the time, energy or money to invest in making reform happen.

Ironically, many of those challenges that so consume business today can be directly tied to the problems in our public schools.

Each year, business spends millions teaching basic skills to high school graduates. Anyone who has been through a quality improvement process learns an underlying principle of improved productivity—get it right the first time. We're throwing company profits after wasted tax dollars if we're not getting the kind of workers we need to compete.

Motorola, a world leader in work force training and education, reports that it interviews an average of 10 people to find one worker who meets the company's minimum hiring standards. What becomes of the other nine? Motorola still hires some—and teaches them basic work skills, at significant expense. Those who don't get on at Motorola go to work for someone else—perhaps for one of us. Worse yet, some end up on public assistance, beginning a downward spiral that drains the life out of families and our society as it drains our pocketbooks.

Good schools contribute much more to society than simply a trained work force. Since this nation was founded, education has held the key to a brighter future for America. As our society advances, it becomes even more important to instill in our children a thirst for knowledge, a quest for lifelong learning and an appreciation of the world in which we live.

The decisions today's children make tomorrow will dramatically impact the future for all of us.

In short, Oregon companies can't afford not to invest in the reforms needed to produce a more effective work force and a healthier community.

There are different ways that compa-

Motorola interviews an average of 10 people to find one worker who meets its minimum hiring standards. What becomes of the other nine?

nies, large or small, can take an active role in school improvement efforts. Managers might consider these options.

- Offer to teach teachers and administrators about how business works and what skills it needs from workers. We can hardly expect those who have never worked outside of public schools to know the skills we need—let alone teach them to our children. Teacher education is a significant part of the school reform effort. For example, through the Business-Education Compact, Tektronix will provide 30 teachers with hands-on experience this summer in our administration, operations and technical divisions.

- Provide student training opportunities through your company. These training programs, called "School-to-Work Transition Projects," will soon be required of every high school student. Companies can help schools by developing ways to involve students in internships and other work experiences. An excellent example is Cellular One's project with Grant High

School. Cellular One has developed a program at all four grade levels that enriches students' science and math education while exposing them to a wide range of career opportunities in the wireless communications industry.

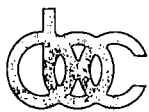
- Volunteer to serve on a district or school committee developing its specific improvement plan. Every school and district plan will look a little different, depending on the community it serves. Business advisers can help schools understand business needs, connect with other companies, and suggest cost efficiencies.

- Help schools find ways to operate more efficiently and make the most of tax dollars. One example: Portland General Electric is helping school districts develop capital improvement plans that will significantly save energy costs. These infrastructure investments will allow districts to free up more money for classroom instruction.

School reform won't happen overnight. There's much to be learned, both by schools and business. The Oregon Business Council has partnered with the David Douglas School District to develop a model program that implements every component of the Educational Act for the 21st Century. Member companies are providing student training programs, training teachers and serving as advisers on planning teams and committees.

The progress David Douglas has made in the four months since we launched this project is inspiring to all of us. It gives us hope for the future. For that reason alone, it is worth the effort.

Jerry Meyer is chairman and chief executive officer of Wilsonville-based Tektronix Inc. He is chairman of the Oregon Business Council's task force on educational reform.



EDUCATION REFORM and SCHOOL-TO-WORK INITIATIVES

Recognizing the crisis in education identified by *A Nation at Risk*, the Oregon Business Council pledged in 1992 to play a leadership role in the transformation of Oregon's educational system. The Council is composed of the chief executive officers of 43 of Oregon's largest corporations.

Because the crisis had a long-term horizon in its genesis and its solution, OBC committed to long-term involvement in the fundamental and systemic change prescribed by the *Oregon Education Act of the 21st century*.

Under the leadership of Jerome J. Meyer, Chairman & C.E.O., Tektronix, OBC member companies have

dedicated their resources to three key activities:

- ☐ Publication of a white paper stating the Council's position and policy recommendations.
- ☐ Development of workplace communications that encourage awareness and support of education reform.
- ☐ Sponsorship of a single model school district willing to implement all key provisions of the Act on an accelerated timeline, including a broad range of school-to-work opportunities.

A Business View: Education Reform in Oregon

With the assistance of one of the nation's foremost authorities on education reform, Dr. David T. Conley, a white paper, *A Business View: Education Reform in Oregon*, was published in January 1993. The paper cites the economic forces leading to the "internationalization" of companies and the transformation of the work-

place. It chronicles the events leading to the recognition that education is key to achieving economic competitiveness. The paper also states OBC's endorsement of the *Oregon Education Act for the 21st Century* as the blueprint for reform in Oregon. It concludes with a set of recommendations for action by policy makers.

Employee Awareness and Advocacy

An information campaign, designed to promote understanding and support of education reform among the 70,000 employees of member companies, was spearheaded by W. Charles Armstrong, Chairman and C.E.O. of Bank of America Oregon.

The rationale for reform and the theme of change -- in the workplace

and in education -- is carried throughout the informational materials. A brochure carries the message "You can help better educate our children so they're prepared to meet tomorrow's challenges" and offers ways for employees to take active roles in reform efforts. A videotape, *Preparing Our Children for the 21st Century*,



highlights model reform efforts around Oregon and includes statements of support by both business and educational leaders.

Campaign materials were made available to business and educational groups statewide by a marketing

group composed of Peter Gray, Bank of America, Jill Kirk, Tektronix, Inc., Ken Thrasher, Fred Meyer, Inc., along with representatives of the David Douglas, Forest Grove and Beaverton school districts, and the Oregon Department of Education.

☆ David Douglas District Partnership ☆ A Model of Systemic Change

Making reform real to educators, business people, and the public in general was considered critical to the acceptance and widescale implementation of Oregon's Act. A school district typical in size and demographics was selected by OBC as a model for implementation of the Act on an accelerated timeline. The OBC resources that were committed were not the typical cash or equipment donation, but a long-term hands-on dedication of people and expertise.

With an eye on use of the Certificate of Advanced Mastery (CAM) in the hiring process as a meaningful

measure of skills and knowledge, OBC companies dedicated key personnel to development of the CAM. Design teams co-chaired by OBC and David Douglas representatives were charged with developing curricula that would integrate school-based and work-based learning in broad occupational areas (see chart below). Employees in 16 OBC companies were selected as Design Team members based on their familiarity with the expectations of the business world.

When CAM programs are implemented this fall, students will select one of the occupational areas to

Certificate of Advanced Mastery Occupational Area	Business Representative	Education Representative
Arts & Communications	Judy Hughes PacifiCorp	Rick Zimmer, Teacher Performing Arts
Business & Management	Pete Gilmour Fred Meyer, Inc.	Denise Lisac, Teacher Marketing
Health Sciences	Tim Borne Kaiser Permanente	Joe Bushman, Teacher Biology
Hospitality, Tourism & Recreation	Maggie Aldrich Red Lion Hotels & Inns	Debbie Page, Teacher Marketing
Industry & Engineering	Pete Capell Century West Engineering	Nancy Wunn, Teacher Electronics
Natural Resources	Greg Draiss Bonneville Power Admin.	John Bier, Teacher Science
Social & Human Services	Roger Henderson Portland General Electric	Carol Michael, Counselor



OREGON BUSINESS COUNCIL

pursue rigorous academic courses, benchmarked to world class standards. They will also explore the world of work, learn work ethics, and apply academic learning in real-world settings.

For example, Industry & Engineering students will benefit from a course developed for the junior year that will integrate math and science concepts with drafting, design and electronics. The course will be taught by an interdisciplinary teacher team with a focus on applied learning.

In their senior year, paid work experiences will be provided to the students in related fields (electronics, manufacturing, construction and engineering). They will be required to complete projects on related topics for presentation to business and educator review panels. Reviews will require performance-based demonstrations of all CAM outcomes.

School-to-work Opportunities

OBC members continue to be active as Oregon begins building its school-to-work system with the assistance of School-to-Work Opportunities Act funding. Jerry Fisher, Hewlett-Packard chaired the 1993 School-to-Work Transition Task Force, which proposed a statewide system and plan for implementation. He continues to play a leadership role on both state and regional school-to-work committees as do Jill Kirk, Tektronix, Inc., Jim Harper, Wacker Siltronic, and Pete Gilmour, Fred Meyer, Inc.

OBC companies also have stepped forward to participate in *Oregon's Opportunity*, an effort to link work-force and economic development in

In addition to worksite experiences, Business & Management students will benefit from a number of in-school business enterprises such as a student-run bank, an insurance agency, and a restaurant. New computer labs will allow students to use technology in their business enterprises.

The OBC/David Douglas CAM models are targeted for completion in June 1995. Curricula will be based on industry standards identified by the Oregon Statewide CAM Projects, which in turn are linked to the National Skills Standards Projects. In addition, OBC has commissioned a project to integrate industry-driven standards with the academic proficiencies required for admission to the Oregon State System of Higher Education to demonstrate how the CAM will prepare students either for work or for college.

rural Oregon communities. Three companies, Pendleton Woolen Mills, US Bank and Red Lion Hotels & Inns, have become active in Morrow and Umatilla Counties in setting skills standards, developing curriculum, providing structured work experiences for students, and upgrading skills of workers.

Robert G. Miller, Chairman and CEO of Fred Meyer Corp., leads the school-to-work component of the David Douglas Model District Partnership. School-to-work opportunities will have been provided to nearly 600 freshman and sophomore students by the end of the '94-'95 school year. The goal is to expose students to a broad range of



OREGON BUSINESS COUNCIL

occupations in order to facilitate a well-informed choice of Certificate of Advanced Mastery occupational area.

Freshman activities include classroom presentations provided by OBC representatives on workplace expectations, career opportunities and educational requirements. Worksite tours follow the presentations allowing students to observe a range of positions in several divisions within a single company. Students may observe team-work skills at a construction site, communication skills at a corporate

board meeting, or technological skills at an engineering firm.

To be considered as candidates for job shadows, sophomores must demonstrate work readiness through flawless letters of introduction and resumes. These school-to-work opportunities allow students to interact one-on-one with employees in their interest area. For example, Business & Management students are paired with accountants, customer service representatives or quality assurance specialists.

OBC RESOURCES

The Oregon Business Council is committed to a long-term partnership with Oregon's education system to implement *Oregon's Education Act for the 21st Century*, and is pleased to share additional materials and resources. Contact Mimi Bushman, Project Director, Education Task Force, Oregon Business Council, 1100 SW 6th Ave., Suite 1608, Portland, OR 97204 or call (503) 220-0691.

OBC DIRECTORS

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Richard L. Woolworth
Blue Cross/Blue Shield of Oregon



OREGON BUSINESS COUNCIL

A Business View
***Education Reform
in Oregon***

January 1993

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Executive Summary - Introduction

There has been no shortage of warnings that our educational system is in need of fundamental reform. Beginning in the early eighties, a stream of reports alerted us to the dire consequences of neglecting public education further. The initial responses to these reports by state legislatures and well-intentioned boards of education have proven inadequate. Public education still has not addressed the challenge posed by its new strategic role as a key element for achieving economic competitiveness and social unity. Old methods are being resuscitated and recycled as the means to achieve new goals. This formula will not work.

This paper is based on the assumption that nothing less than a complete overhaul and rethinking of public education will allow it to serve the dual goals of excellence and equity that it must address if the State of Oregon is to remain economically competitive and socially intact into the next century.

The Oregon Business Council, a private non-profit organization comprised of 48 Chief Executive Officers of Oregon's larger businesses, believes that public education is the legitimate concern of all members of society, including the business community. The concerns of business are broader than simply the preparation of workers. The work place demands functional, thinking people who can get along well with others, develop personal goals, strive to succeed, take the initiative to solve problems, and continue to learn throughout their careers. The work place also demands that essentially all workers master these skills, not merely an elite minority. The definitions of a well-prepared worker and a well-educated student are converging.

Public schools by and large are not producing enough students who demonstrate these traits consistently. Although educators may support these goals, schools as they are currently structured are not achieving them. The Oregon Business Council believes that the Oregon Educational Act for the 21st Century (H.B. 3565), passed at the last session of the Legislature, provides a blueprint for transforming public education and should be implemented on time and with the resources necessary to ensure its success.

This paper outlines in greater detail the rationale for school restructuring, provides a definition of restructuring, considers some general principles that frame efforts to transform schooling, and concludes with a series of recommendations for the Legislature and for Oregon's business community designed to continue the process of fundamental educational reform set into motion by H.B. 3565.

The following statements are specific recommendations for policy action by the Oregon State Legislature, the Oregon State Board of Education, the Teacher Standards and Practices Commission, local school districts. More detailed discussion of each is presented at the conclusion of this paper.

1. The Oregon Education Act for the 21st Century must be given a chance to transform education by being implemented as it is currently written without major modification. The timelines for implementation should be maintained or accelerated.

***Recommendation:** The Legislature should publicly reaffirm its commitment to the Oregon Education Act for the 21st Century.*

2. The Oregon Education Act for the 21st Century must not be implemented piecemeal. Mechanisms must be developed to ensure that its implementation leads to a system wide transformation of public schools.

***Recommendation:** The State Board of Education should require each district to develop a comprehensive plan describing how it will implement the Act, and how this will bring about system-level changes in educational practices.*

3. Adequate funding must be provided for those sections of the Act that do require significant new spending by districts. In addition, the legislature must allocate funds specifically targeted for extensive staff retraining and curriculum development.

***Recommendation:** The Legislature should allocate \$1000 per teacher for staff retraining to meet the requirements of the Act. The funds could be spent over a two-year period. Each district would be required to submit for approval to the State Board of Education a plan for staff retraining designed to support the district plan described previously. If it is politically impossible to fund such a recommendation, alternative strategies to create additional time for staff training should be employed.*

4. Individual schools must have greater autonomy and encouragement to employ a much broader array of teaching techniques, and personnel to teach.

***Recommendation:** Waiver procedures should be streamlined through the development of clear guidelines and shortened approval times. The State Department of Education should procure waivers for federally-funded programs such as Chapter 1 and special education. Waivers from certification requirements should be granted quickly when districts provide a reasonable plan justifying their request. Such waivers should be of two types; those allowing teachers with existing credentials to teach outside of their endorsement area, and those allowing people without teaching credentials to teach.*

5. There must be accountability for schools to produce results once they are given resources and autonomy.

***Recommendation:** Schools that do not reach expected levels of performance should be identified and assisted. Central office staff and local boards of education must also be held accountable for supporting school sites. If no improvement occurs, provisions for staff retraining, remediation, and transfer should be made. The State Department of Education should help create accountability for local boards of education.*

6. Schools must specify what they guarantee their students will master. Students' mastery must be at a much higher level than currently exists.

***Recommendation:** Each district must be required to adopt the learner outcomes identified for the Certificate of Initial Mastery(C.I.M.). In addition, each district must conduct a process locally to augment or supplement these outcomes with others deemed relevant to the local community. All report cards must carry information on student performance in relation to these outcomes.*

7. Local school districts must develop more engaging, challenging, content-rich curriculum.

***Recommendation:** The State Board of Education should not mandate curriculum once local learner outcomes are adopted. The State Department of Education should be transformed into a technical assistance center and resource clearinghouse that disseminates effective educational practices and assists in curriculum development, rather than regulates educational processes.*

8. All schools should demonstrate that they are adding value to students. Effective schools and practices should be identified and publicized. Schools that do not adopt such effective practices should be held accountable for their actions.

***Recommendation:** The State Department of Education should develop means to identify schools that are implementing exemplary practices in ways that lead to enhanced student achievement, particularly as such practices benefit groups previously not served as effectively or equitably by public schools. The identified schools and programs should be publicized and promoted. Standardization visits should include a review of the effective or exemplary programs adopted by each school.*

9. The Certificate of Initial Mastery must be designed so that students can demonstrate high levels of knowledge in addition to mastery of various "process" skills such as problem-solving or critical thinking. Standards must be set at a level that is high enough to challenge the vast majority of students currently in school.

***Recommendation:** The Certificate of Initial Mastery(C.I.M.) should consist of the knowledge and skills necessary either to begin to enter the world of work or to pursue additional education. It should assess a critical subset of skills and knowledge, not the total curriculum. Its standards should challenge the vast majority of today's students. It should include mastery of important cognitive processes in addition to subject matter. Students should understand that it does not replace the high school diploma, and that they will need considerably more education beyond the C.I.M. to succeed in the work place.*

10. Work must begin immediately to develop the many and varied options for experiences in the world of work as required for the Certificate of Advanced Mastery.

Recommendation: *An inter agency task force composed of members from large and small business groups, unions, local governments, and state agencies with responsibilities related to employment should be formed immediately to develop as many ideas as possible for the work experiences required for the Certificate of Advanced Mastery (C.A.M.)*

11. Parents must be involved as partners in the education of their children. Each child must be valued. All children must be educated as if they were "talented and gifted."

Recommendation: *Individual goal-setting should be employed with each child. Parents should be required to participate in goal-setting conferences each year. Instruction and curriculum should be adapted based on these goals. Many of the techniques heretofore reserved for talented and gifted students should be employed much more broadly with all students. Examples include competitive projects and demonstrations, personal goal-setting, use of outside experts and mentors, special field trips for small groups of students, and student involvement in selecting curriculum that is of interest to them.*

12. There must be many more research and development projects within schools to identify effective practices. Such practices, once identified, must be implemented quickly.

Recommendation: *H.B. 2020 should be modified to provide funds for the development of focused Research & Development (R&D) projects (or R&D centers) in local districts. Districts would have to agree to implement successful practices from these projects or centers as a condition of funding.*

13. Instead of schools, we should begin to think in terms of "Child Development Centers, places where public and private agencies coordinate their services to young people to ensure that all kids develop into productive members of society.

Recommendation: *The Legislature should fund the development of at least a dozen child development centers where both public and private agencies coordinate services for the benefit of the child. The Legislature should also ensure the removal of all bureaucratic and regulatory barriers. Provide both incentives and sanctions to encourage governmental agencies to make this project a priority.*

Economic Forces

It is clear to even the casual observer that the U.S. economic system is undergoing radical transformation. Most obvious is the diversification of the economy from its traditional industrial base, built on low-skills jobs, to one with much greater emphasis on services, and a much different mix of employee skills (Vaughn, & Berryman, 1989). It is noteworthy that during the growth years of the eighties, the largest number of new jobs were created by businesses employing 150 or fewer workers, not by large corporations (Carnoy, & Levin, 1985).

Most of these were service oriented enterprises. Linda Darling-Hammond (1990) notes that:

In 1900 about half of the nation's jobs required low- or unskilled labor; today, fewer than 10% do. And while fewer than 10% of jobs at the beginning of this century were professional or technical jobs requiring higher education, more than half of the new jobs created between now and the year 2000 will require education beyond high school, and almost one-third will require college degrees. (p. 286)

It is estimated that by the year 2000, nearly 90 percent of the jobs in the U.S. economy will be service-related, and that about half will involve the collection, analysis, synthesis, structuring, storing, or retrieving of information (Cetron, Rocha, & Luckins, 1988).

Increased Economic Competition

At the same time, the industrial sector, which thrived in the fifties, sixties and early seventies, finds itself competing internationally on an unparalleled scale. Goods from abroad have increased from the early fifties, when they were an insignificant factor in the American market, to the eighties, when 70 percent of the goods produced in the United States had international competition, and to the present, where as much as 90 percent of all American goods may be faced with foreign competitors (Reich, 1990).

This intense, unremitting competition has led to a rapid increase in the pace of change in the work place. Companies cannot simply devise a useful product, develop economical means of production and marketing, then count on making a continuous profit. They must constantly improve and revise both their product line and their production techniques. The workplace has been transformed from a place where change was often viewed as a disruption that might interrupt the flow of profits, to a place where the ability to adapt rapidly is essential for survival (Reich, 1990). Teamwork and worker involvement in decision-making are the emerging norms. These changes are being undertaken to help companies adapt more rapidly to the increasingly swift currents of change in which businesses must exist (Port, Schiller, & King, 1990). The old motto, "If it ain't broke, don't fix it," has been replaced by a new one, adopted first by the Japanese and imitated subsequently by many others. That motto is: "If it ain't broke, improve it."

Access to Jobs and Careers

Combined with this change in the nature of work and the pace of change has been an equally fundamental alteration in the way workers gain access to employment, particularly entry

level workers. High school graduates and even dropouts once had clear prospects for jobs with a hopeful economic future before they left school. Now they seldom have such a guarantee. The old methods, where son followed father, where factory or mill employed everyone in town for generations, or where contacts through relatives gained access to stable employment, have been replaced by requirements that companies follow hiring procedures designed to allow equal access to all, by the frequent movement of industrial plants, by the demise of the apprenticeship system, and by employers who realize they must have the most highly skilled individuals available in order to compete. Often the young must leave their home towns to find jobs. For the unskilled and semi-skilled, it is much more difficult to move from the educational system to the job market successfully. They must be much better-prepared and more adaptable in order to get a job.

Coupled with these changes in access to jobs are changes in the make-up of the work force. The diversification of the labor force from one dominated by white males, to one highly dependent on women and racial minority groups will continue and accelerate. Of the approximately 20 million new workers expected to enter the work force between 1980 and 2000, 82 percent are projected to be combinations of female, nonwhite, and immigrant (Hoachlander, Kaufman, & Wilen, 1989). These previously disenfranchised groups will be critical to the economic success of the United States over the next decade. They must be well-educated.

The "Internationalization" of Employment

A second, related set of changes in the economy deal with the "internationalization" of American companies, large and small. More and more companies are realizing that their only hope for long-term survival is to develop international markets and strategies (Mandel, & Bernstein, 1990). This is as true for farmers and ranchers as it is for accountants and automobile manufacturers. Owners and workers alike must be able to comprehend their relationship to a global economy, a relationship which may require their company to develop subsidiaries or partnerships in many different countries in order to survive and compete.

This trend has been accelerated by constant improvements in communications and travel between countries, which make the dissemination of information much closer to instantaneous. For example, AT&T and Kokusai Denshin Denwa, Japan's largest international long-distance company, have announced plans to lay an optical fiber cable between Japan and the United States that could carry up to 600,000 telephone calls, or other forms of electronic communication. This will increase by fifteen times the capacity of the current cable, laid in 1988, which carries up to 40,000 calls.

Motorola has unveiled plans for a network of 77 small low-orbiting satellites that can send and receive cellular radio signals without the need for switching equipment. They plan to construct a worldwide network capable of translating into reality a long-standing prediction; by the end of the century instantaneous communication and access to data banks, business colleagues, fax machines, family and friends will be possible from anywhere on the globe. Events half a world away can and will affect an American company in, say, the Midwest in an immediate and profound manner.

The internationalization of the American economy has meant more than U.S. companies simply setting up overseas branches. Foreign companies are moving their operations to the

United States, as well (Misahiko, 1990; Shane, 1989). Examples include Japanese auto assembly plants in Kentucky, Ohio, Illinois and California, including plants with the express goal of producing autos for export from the United States to Japan.

Foreign companies with large scale operations are not limited to the Japanese. Nestle Corporation of Switzerland employs over 48,000 Americans, British Petroleum 37,000, Royal Dutch Shell 32,000, and Tengelmann of Germany over 74,000. All indications are that the trend toward the globalization of work will only continue. American workers to an ever greater degree are going to be in the employ of corporations with headquarters in different countries, with different cultural values and traditions (Hoerr, 1989). These workers must have a much broader view of the world and of the role of the United States in such a complex, ever-changing environment.

Impact of the Federal Deficit

A final economic force that will profoundly affect the future of the schools in this country is the federal deficit. It creates two related problems. First, the structural deficit in the federal budget must be brought under control, and, second, the staggering debt incurred during the past ten years must be repaid at some point (Hollister, 1990). This will be occurring during a period of time where economic growth will be much slower than in previous decades. Slower growth means less generation of wealth, which will make it more difficult to generate additional tax dollars with the existing tax structure.

This means that education cannot expect much in the way of additional funding, particularly from the federal level. At the same time, since the federal government is first in line in its ability to raise taxes, it is likely that state and local governments will be under greater pressure to reduce taxes as federal collections increase. All of this will occur in an environment in which there is a decreasing support among the public at large for social programs in general, and where there will be increased pressure for enhanced productivity in the service and government sectors of the economy, much as there has been in the industrial sector for the past ten years.

Given that the number of workers available to repay the debt will be decreasing, both in actual numbers and as a proportion of the total population, it is critical that each of those workers be highly productive (Beck, 1990). If not, we may find ourselves less able to repay our debts, or engaged in intergenerational warfare over how to allocate the resources that do exist, or both.

The Need to Educate All Students

Whereas in the past it was acceptable for public education to educate some subset of students, perhaps 10 to 25 percent, to high levels of competence, the new economic order will require essentially all students to achieve these levels. A report from the National Center on Education and the Economy examined the state of training for the other 75 percent of the workforce, those who are not trained to high levels of competence. Former U.S. Labor Secretary, Ray Marshall, who headed the commission that wrote the report, told reporters that the American educational system was the "the worst system of any major country for educating the non-college bound." (Mitgang, 1990). In a bluntly worded conclusion, the report stated: "What we are facing is an economic cliff of sorts and the front line working people of America are about to fall off it." (Commission on the Skills of the American Work Force, 1990). The report recommends

that all workers be educated to high levels of functioning in “job basics,” and that they be able to demonstrate those skills in means other than standardized tests. The report’s conclusions were based on the results from over 2,000 interviews conducted at more than 550 companies and agencies in the U.S., Germany, Sweden, Denmark, Ireland, Japan, and Singapore.

The difficulty of addressing this challenge with the current educational system is brought into perspective by a study of American students at risk conducted by Phi Delta Kappa (Frymier, & Gansneder, 1989). Data were collected on 45 factors deemed to place students at risk of failing in school and subsequently in life. Of the 22,018 students included in the study, between 25 percent and 35 percent were deemed to be “seriously at risk.” As disconcerting as these figures may be, the report suggested that things may be worse than they seem: “But even these figures are artificially low....(O)ur figures represent conservative estimates.” The study did not indicate that the schools were confident or effective in adapting to meet the needs of these students: “Various data suggest that the professionals surveyed lacked skill with or confidence about particular approaches to working with at-risk students.” Given the decreasing pool of labor available to the American economy during the next ten to twenty years, it will not be possible to write off one-quarter to one-third of the student population, and continue to compete with nations that are educating essentially all students to high levels of functioning.

Three reports from organizations outside of education indicate the direction the private sector believes education must go to adapt to changing economic realities. In 1990 the Commission on the Skills of the American Work Force published *"America's Choice: High Skills or Low Wages"*. The report outlines the crisis faced by American workers; they must develop higher skills to produce goods with high value on the international market or face decreasing wages as they compete with low-wage Third World workers in the production of low-value, mass-produced items.

Questions posed in the report indicate the concerns and priorities of the private sector regarding public education:

- Do we continue to define educational success as “time in the seat,” or choose a new system that focuses on the demonstrated attainment of high standards?
- Do we continue to provide little incentive for noncollege-bound students to study hard and take tough subjects, or choose a system that will reward real effort with better pay and better jobs?
- Do we continue to turn our backs on America’s school dropouts, or choose to take responsibility for educating them?
- Do we continue to provide unskilled workers for unskilled jobs, or train workers and give companies incentives to deploy them in high performance organizations?
- Do we continue to limit training to a select handful of managers and professionals, or choose to provide training to frontline workers as well? (pp. 8-9)

A second report, which has also been widely circulated among employers and educators, indicates more specifically the types of skills that employers desire in employees in the 1990s.

Entitled *Workplace Basics: The Skills Employers Want* and produced jointly by the American Society of Training and Development and the U.S. Department of Labor, Employment, and Training Administration, it was the result of interviews with employers throughout the nation. The report concludes that employers were looking for seven different skill strands:

- Employers want employees who can learn the particular skills of an available job — who have “learned how to learn.”
- Employers want employees who will hear the key points that make up a customer’s concerns (listening) and who can convey an adequate response (oral communication).
- Employers want employees who have pride in themselves and their potential to be successful (self-esteem), who know how to get things done (goal-setting/motivation), and who have some sense of the skills needed to perform well in the workplace (personal and career development).
- Employers want employees who can get along with customers, suppliers, or coworkers (interpersonal and negotiation skills); who have some sense of where the organization is headed and what they must do to make a contribution (organizational effectiveness); and who can assume responsibility and motivate co-workers when necessary (leadership). (American Society of Training and Development, & U.S. Department of Labor, 1990)(p. 8)

The third report, commissioned by the U.S. Department of Labor, entitled *What Work Requires of Schools: A SCANS Report for America 2000* (Secretary’s Commission on Achieving Necessary Skills, 1991), identifies five competencies and a three-part foundation of skills and personal qualities that the commission described as necessary “for solid job performance.” These competencies and skills are as follows:

Competencies:

- Resources—allocating time, money, materials, space, and staff.
- Interpersonal skills—working on teams, teaching others, serving customers, leading, negotiating, and working well with people from culturally diverse backgrounds.
- Information—acquiring and evaluating data, organizing and maintaining files, interpreting and communicating, and using computers to process information.
- Systems—understanding social, organizational, and technological systems, monitoring and correcting performance, and designing and improving systems.
- Technology—selecting equipment and tools, applying technology to specific tasks, and maintaining and troubleshooting technologies.

The Foundation:

- Basic skills—reading, writing, arithmetic and mathematics, speaking, and listening.

- Thinking skills—thinking creatively, making decisions, solving problems, seeing things in the mind’s eye, knowing how to learn, and reasoning.
- Personal qualities—individual responsibility, self-esteem, sociability, self-management, and integrity. (p. vii)

In even a cursory examination of these three reports readers will be struck by the degree of congruence between what the business community says it wants from workers and the qualities most educators say they want to cultivate in students. One interesting aspect of the current move to restructure public education is the degree to which the agendas of educational reformers and of the business community overlap, albeit in an inadvertent manner and for very different reasons. Both groups tend to believe:

- The curriculum should move from a primary emphasis on rote learning and factual information to a greater emphasis on problem solving, application, and integration of knowledge and higher-order thinking.
- Students must be actively engaged in learning. They should not be trained simply to do what they are told.
- Knowledge must be applied. The acquisition of “seat time” is not adequate. The ability to apply or demonstrate a set of skills or knowledge is the best way to assess whether learning has really occurred.
- Education extends beyond the walls of the classroom. Students should apply knowledge and acquire new skills, information, and insights in the larger community.
- The teacher must facilitate learning, not control it. One of the key goals of education is to create lifelong learners, to develop a student’s learning skills, not merely to transmit a body of information in a way that leaves the student with negative attitudes about learning.
- Students must learn to work in groups and as members of teams, not solely as individuals, and learn to work with students who are very different from themselves.
- Each learner is valuable; there are no “expendable” students. Students must have positive self-images and the ability to define goals for themselves. All students must be functional, healthy human beings with some reasonable probability of success when they leave school.
- “Process” skills used for thinking, reasoning, and problem-solving are as important as knowledge of specific content.

This “community of interest” that exists between progressive educational reformers and business leaders is an unusual, and perhaps fleeting, one. When the business community becomes actively involved in determining the goals and methods of education many educators react nervously. On the other hand, this involvement may herald a new relationship between schools and a rapidly evolving work environment.

This new work environment, already being tested in many areas of business (Port, Schiller, & King, 1990), is characterized by the demise of the traditional hierarchical structure of work where the few make the decisions and the many implement them, and is accompanied by the emergence of an increasing emphasis on teamwork, problem-solving and communication at all levels of the organization (Reich, 1990).

Clearly, there is a sense of urgency attached to employers' desires that public education equip essentially all students to survive and prosper in this newly developing economic environment.

Social/Political Forces

A host of writers have described the social forces that are converging on public education (Cook, 1988; Hodgkinson, 1988; McCune, 1986; Morrow, 1988; Moynihan, 1988). There is little reason to expect that the impact of these forces on schools will lessen. In fact, the relative ineffectiveness of public schools as instruments of social policy will tend to result in increased, not decreased demands to fulfill this role. This is due in part to the vacuum that exists in terms of organizations or structures that are capable of providing support to the family as the pressures on it continue to intensify.

The Changing Family

The changing structure of the American family has not yet been assimilated by the educational system (Hodgkinson, 1988; Shane, 1989). While some schools move to offer before and after school care, the school system as a whole still operates on implicit assumptions about parents and family structure that are no longer true. The number of family "constellations" has increased tremendously during the past three decades to the point where the nuclear family represents only one of perhaps a dozen different family structures. Schools tend to assume the existence of the traditional nuclear family, even while espousing rhetoric to the contrary. It will require profound changes for schools to develop different conceptions of the family and of the "contract" that exists between home and school.

Increasing Economic and Social Polarization

This aspect of public education will become increasingly important if the economic polarization that began in the seventies and accelerated in the eighties continues (Hollister, 1990; Jencks, 1989). Evidence continues to mount that it is becoming more and more difficult to escape one's social class of birth, particularly for those born into the lower economic classes. A report from the National Center on Education and the Economy (Commission on the Skills of the American Work Force, 1990) describes the "economic cliff" facing American workers: A few are getting richer, but most are losing ground:

- The highest earning 30 percent of American families increased their share of national income from 54 percent in 1967 to 58 percent in 1987, while the bottom 70 percent have been losing ground.

- Over the past 15 years, the earnings gap between white collar professionals and skilled tradespeople has gone from 2 percent to 37 percent; the gap between professionals and clerical workers has gone from 47 percent to 86 percent.
- Over the past decade, earnings of college-educated males age 24 to 34 increased by 10 percent. Earnings of those with only high-school diplomas saw their real incomes drop by 12 percent.
- Over 60 percent of white families have incomes over \$25,000 per year, compared with only 49 percent of hispanic families and 36 percent of black families. The poverty rate for black families is nearly three times that for whites, and the gap has been widening.
- One in five American children—one third of our future front-line workforce—is born into poverty. (pp. 19-20)

It is a chilling realization that students may go through their entire childhood without ever interacting with people who are different from them. If this pattern continues and expands, it has profound implications for the attitudes future adults will have toward those who are less (or more) fortunate than they are. Our social system has been based on the existence of a large middle class that has been relatively tolerant of both those who have more and those who have less. Changes in this alignment will reverberate through the policy making machinery of government with unpredictable consequences.

Decreasing Civic Responsibility

Closely related to this phenomenon is a concomitant drop in both the understanding of a democratic society and the sense of civic identity felt by most citizens. Polls have demonstrated increasing cynicism by Americans over the past thirty years, reflected by the unabated decline in participation in the electoral process since the early sixties. Other indicators are the deep-seated distrust of public office holders, and a declining knowledge of and interest in civic events on the part of American students (Boyer, 1990; Fowler, 1990). Schools are the institution with the primary responsibility for creating a value for and understanding of democratic ideals and principles. If schools remain predominantly authoritarian at worst and bureaucratic at best students (or parents) will have scant opportunity to develop and apply the skills and perceptions needed to function in a complex democracy (Glasser, 1990).

Why is it important to have citizens who are understanding and tolerant of one another? Beyond the obvious goal of social harmony, there is another set of issues that link back to the economic issues outlined in the previous section.

Throughout the world regional economies are developing and being formalized, the European Economic Community being the most striking example. There are strong indications that the North American economy will have to follow a similar model in order to compete. The free trade agreement with Canada is already being implemented and it is likely that Mexico will be included in some form of a North American "Common Market," as well. North American countries will need to open their borders and blend their economies to match changes in Europe and Asia (Baker, Weiner, & Borrus, 1990).

This trend, combined with the increasingly multinational nature of all businesses, not just large corporations, means that students will need to be able to understand and get along with people who are quite different from themselves, in order to survive economically. In practice this may mean having a boss who is of a different racial/ethnic group, or of a different gender (Dumaine, 1989). It may mean the need to travel and live outside of the United States for extended periods of time in order to advance within a company. The knowledge of different cultures needed to interact and move with comfort among different cultural groups is not highly developed in most Americans currently, and is not taught in most public schools.

Most Americans must also be prepared to shift jobs frequently throughout their careers, since various industries will flourish and others will atrophy as a result of cross-border pressures and shifting social values, such as increasing concern for the environment. The ability to be highly adaptive, a lifelong learner, a problem-solver, and, perhaps, an entrepreneur, will all be critical survival skills in this fluid, unpredictable economic climate where the most basic rules of the game are being rewritten with increasing frequency.

There is little to indicate that what is occurring in our schools will prepare students for these changes in even the most remote way.

New Assumptions for Public Education

What follows is a list of six statements that reflect fundamentally different ways of thinking about education. They represent a summary of the ways in which society's values have changed, and the implications of these changes for schools. Each is presented and its implications briefly discussed.

1. Essentially all students can be educated to some relatively high level of functioning.

It is becoming increasingly clear that dropout rates of 25 percent will not be acceptable, nor will rates of 20 percent, 15 percent, or even 10 percent in the long run. Nor will it be enough merely to keep students in school, to "warehouse" them until they are old enough to work. How will schools retain and educate students who have abandoned education because they feel it has little meaning or value for them? How will schools adapt if there can no longer be "winners" and "losers"?

For starters, the notion of intelligence as something that is distributed normally will have to be examined. So long as this is accepted as the basis for educational practice there must be winners and losers *by definition*. Much of generally accepted educational practice is based on this deep, unspoken, unquestioned assumption. Practices such as tracking, standardized testing, grading on a curve, talented and gifted, and remedial education are all based on the notion that some must be smarter than others.

Alternatively, there is the Japanese model. It is with trepidation that this model is even mentioned, given the strong reaction it engenders in American educators, who evoke images of distraught Japanese teenagers committing suicide, driven over the edge by pressure to succeed on examinations. There is, however, a lesson to be learned from the Japanese system. This is a

system in which 97 percent of the students graduate from high school, apparently at high levels of intellectual functioning. If this is true, then it dispels the myth of the normal distribution, or at least calls into question the level of performance most students are capable of achieving. Denis Doyle (1991) states that “depending on whose data sets you use, the top 5 percent of the Americans are at the Japanese average (by about grades 5 or 6)” (p. 16).

There are only two possible conclusions: one, that the Japanese are genetically superior, a rather unpalatable and wholly unsubstantiated assumption; or, two, that somehow they are able to avoid the phenomenon of the normal curve. Certainly there are cultural differences. However, at a time when many are expressing profound frustration with the American educational system, it would seem logical to reexamine every aspect of educational practice in this country, rather than simply conceding that we cannot duplicate the performance of Japanese students, though we will clearly pursue ends and employ methods that are consistent with our own culture. The lesson to be learned from the Japanese is that it is *possible* to educate essentially all students to high levels of academic functioning (even with class sizes much larger than those in most American schools). Sincerely believing that all students can learn and designing schools in which this occurs may be the greatest challenge ever faced by the American educational system.

2. Learning is what students can do at the conclusion of education, not simply the processes to which they have been subjected.

Students need to be able to demonstrate what they can do at the conclusion of learning. It is not enough to say that someone sat in a class for the prescribed length of time, or that they passed the appropriate test. Learning is coming to be defined as what a student can do with what they have learned.

Educators are beginning to move away from evaluation (reaching some sort of summary judgment) to assessment (providing ongoing feedback based on the application of skills). Assessment involves more public demonstrations of skills. Currently schools use public demonstrations in certain areas, primarily to entertain (music assemblies, sports events), not to show public accountability for student learning.

Interestingly enough, such public demonstrations were part of public education in the 1890s when, at the end of each week, students recited their lessons to an audience of parents. It quickly became apparent which student knew his or her lessons and which did not. These types of demonstrations of rote learning will be replaced by more meaningful and complex demonstrations, but the fact remains that there will be a much higher degree of public accountability for student performance.

3. Education has economic utility for essentially all students and for society.

Pennar (1991) summarizes current thinking on the economic importance of education:

Today, economists agree that the widespread competitive and technological changes that occurred during the 1980s induced a sharp increase in the rewards for skill and education, thereby widening the gap in incomes. From 1980 to 1990, men with four years of high school saw their median incomes fall 15.5% in real

terms. During the same period, men with four years of college experienced a gain in median income, after inflation, of 1.6%.

We have to ask ourselves whether the macroeconomy is becoming permanently hostile to less-skilled workers,” says (Northwestern University economist) Rebecca M. Blank. If so, there will be considerable costs. First, there are the costs of having to support a population that is barely making it economically. Next, there is the potential cost of possible social disruption resulting from worsening income inequality and a population of persistently poor individuals. Finally, there’s the cost of consigning people to low-productivity jobs when they and society could do better.

Poverty is always a burden, of course—both to those who must endure it and to the society that must cope with it. But by far the greatest burden—and the greatest potential loss to the economy—stems from the extraordinarily high level of child poverty in America today. One in five children under the age of 15 lives in poverty, and a staggering 50% of all black children under the age of six live in poverty. Poor children don’t eat as well or learn as much as their better-off peers, which means they won’t do as well when they become adults. “We are disadvantaging the next generation,” says Timothy M. Smeedlin, an economist at Syracuse University. (p. 88)

The challenge for educators revolves around the way schools define and teach work skills. Since the 1920s, this goal has been addressed through a vocational track that taught specific trades to students. These trades either no longer exist or now demand skills in their workers that schools are not able to provide. As the results from the Workplace Basics survey indicate, the line between a “vocational” and an “academic” education will begin to blur, as all students need to acquire the skills of problem solving, inquiry, team building, oral and written communication. In addition, all students must have high self-esteem, a love of learning, and a strong sense of personal efficacy. All aspects of the educational program will have to contribute to the achievement of these goals; compartmentalizing education into distinct tracks will not be a productive strategy for achieving the goals.

4. Learners must participate actively in their own education in a variety of ways. Learning cannot be passive.

Schools must pay much greater attention to the need to provide environments that are highly motivating to students. Few young people will learn simply because they are told to do so. If they do learn under such circumstances, they tend to retain only isolated bits of information. Today’s student seems less willing to perform tasks that lack clear meaning or purpose, that lack any inherent joy or sense of accomplishment. The 20 to 30 percent of the school population with clear sights on a college education still subscribe to the notion of delaying gratification and of doing the tasks that are asked of them. This creates the illusion for teachers that the system could still work, if only the other students had the right attitude. In the meantime, the other 70 to 80 percent go through the motions, frustrating teachers, creating discipline problems, and expending as little effort as possible. This system is kept running by the teacher’s input of energy. Teachers come to see their roles in Sisyphusean terms—pushing boulders up hills for most

of the semester, only to watch them come rolling back down with depressing regularity, particularly over the summer. It is little wonder that teachers in such an environment are tired, frustrated, and often cynical.

Active participation in learning suggests more individualization of instructional goals and strategies for students. Teachers will need to become diagnosticians and planners, tailoring and modifying educational experiences to student needs and interests.

It is important to realize that this is not advocating laxness, reduced standards, or a “do-your-own-thing” educational experience akin to the 1960s. To the contrary, such experiences will be more demanding for both teachers and students. They will require more hours, more work of a higher quality, and more accountability than today, where many classrooms feature endless worksheets, reading assignments, and tests, the contents of which are quickly forgotten.

5. Education is a responsibility that extends beyond schools: Parents, employers, community members have responsibilities and a right to be included as partners.

The partnership between school and the broader community is in the process of seeking a new equilibrium point. Some educators fear parental involvement. They point to communities laden with pathologies—abusive parents, drugs, crime, lack of respect for authority—on the one hand, and of obsessive parents who push their children to achieve at almost any cost on the other.

Educators cannot educate children without parent and community involvement. While teachers and principals will continue to have a key role in school governance, by virtue of their knowledge, expertise, and high interest level, they will not be unchallenged in these areas.

In an increasingly complex world where resources for education will remain relatively constant, it is clear that partnerships between schools and other segments of society will be the key to keeping education relevant and exciting for students. Transition from the world of school to the world outside of school must be more gradual. Some students will be ready before others. Even young children will be able to gain from experiences with a broader range of adults than those whom the student encounters at home and at school. Having experiences with other adults provides children with new understanding about themselves and their relation to a larger world. Such experiences also help young people develop the skills and self-knowledge necessary to make decisions about career paths and to develop the motivation and discipline to fulfill their goals.

6. Schools are perhaps the only place where a sense of genuine community can be developed for young people. They must function as communities, not factories.

Schools are based on structural designs from an era when students were expected to have their needs for affiliation fulfilled primarily through other institutions in the community, including extended family, church, and various social groups. In many cases, these institutions no longer meet these needs for young people. Youth are left to identify with the mass culture created by retailers and the media, or, of greater concern, with gangs or cliques that embrace antisocial values.

This is due in large measure to the decreasing presence of positive adult role models in the lives of young people. Schools with hundreds of students, where a child can attend several years and be known by only a handful of acquaintances and teachers, create conditions that support student identification with youth culture of varying types. Not only are the young deprived of role models, they are held in very narrowly bounded age cohorts—thereby prevented from using the behavior of older or younger children as a yardstick against which to gauge their own development.

Schools need to be restored to a human scale. The old arguments about economies of scale will need to be reexamined, with true economies retained, and false economies abandoned. How “economical” is it to house 2,000 students in one building if hundreds of them are leaving each year due to feelings of alienation and a sense that no one cares about them?

Smaller schools, schools-within-schools, schools in various locations in the community, more adults in schools in various roles, more events at school that have meaning and interest to people in the local community; partnerships with community agencies to provide services on school grounds; more children in contact with positive adult role models outside of school—these are all strategies that can contribute to a stronger sense of genuine community within schools.

Schools may become places where many diverse adults interact with a modest number of students (perhaps 150-300) in ways that allow each student to feel part of some group with meaning, purpose, and direction, and to develop an identity within the group at least in part by observing the behaviors of competent, healthy adults.

What Is Restructuring?

It is important to distinguish among three levels of change occurring sometimes simultaneously in public schools. These are: renewal, reform, and restructuring. This differentiation can be important, particularly when schools profess a commitment or desire to restructure, but have no standards to determine which sorts of activities constitute restructuring.

Renewal activities are those that help the organization to do better and/or more efficiently that which it is already doing. Most school improvement projects fall into this category, as do many of the staff development programs districts offer. It is very easy for schools to assume that if they are undertaking a number of important renewal activities that they are “restructuring,” since these activities take a great deal of energy, and are capable of yielding positive results. This type of program, however, does not cause schools to examine any of their fundamental assumptions or practices, except by implication. For many schools this may be the most appropriate way to proceed. For others, renewal efforts cloaked as restructuring will lead to frustration and will not achieve the goals for which they were initially intended.

Reform-driven activities are those that alter existing procedures, rules and requirements to enable the organization to adapt the way it functions to new circumstances or requirements. Two important points help to identify and define reform-oriented efforts: One, changes center on procedural elements, the policies and procedures that determine the basic “rules of the game” for

all participants in the system; and, two, the impetus for reform almost always comes from some external force, such as a board of education, a state department of education, or even educational reformers. This impetus results in the appointment of committees to examine current practice and to bring it into conformity with the new expectations or requirements.

Clearly, reform-oriented change cannot be overlooked. At the same time, such activities are unlikely to result in an examination of fundamental practices or assumptions about schooling, as much as they are likely to produce a new rule or procedure. As with renewal activities, a school can devote a great deal of energy to reform-based improvements, and never realize that they have not engaged in a consideration of issues related to restructuring the educational environment.

Restructuring is defined as: **Activities that change fundamental assumptions, practices and relationships, both within the organization, and between the organization and the outside world, in ways that lead to improved and varied student learning outcomes for essentially all students.**

The important elements of this definition are its emphasis on ensuring that student learning remains the key variable that is being addressed, and the idea that fundamental assumptions must be challenged for change to occur.

It is far too easy to have the emphasis on improved student learning become obscured when schools focus on changes that may really be designed to enhance working conditions for adults. While the needs of adults must not be overlooked, it is critical to remember that any change that doesn't result in improved student learning doesn't really matter. Clearly, there are many areas where the needs of students and those of the adults in schools overlap, and there are excellent opportunities to improve schools for both. These should be pursued vigorously. However, many of the ideas currently being considered as forms of school restructuring will not have any impact on students unless they are explicitly linked to other activities more closely related to student learning.

By way of contrast, it may be interesting to note the definition of restructuring held in the private sector, given that the term originated in that arena and has subsequently been adopted and adapted by the world of education. Enderwick (1989) writes that "*Corporate restructuring, which is prompted by the need to maintain or regain competitiveness, is a process of radical reaction to product or market changes.*" (p. 45; italics added). These are not the terms in which schools think when they frame the issues of restructuring.

The State of Education in Oregon

Oregon's educational system does not face the problems of crisis proportions frequently associated with many inner city and some rural school districts. Although funding inequities and lack of community support for schools funded through the property tax have caused periodic crises in many Oregon districts, the overall quality of education as measured by current standards is acceptable. Performance by college-bound students on the Standardized Achievement Test generally places Oregon in the top ten nationwide. Dropout rates are below national averages. Inci-

dents of serious violence or drug abuse are rare. Oregon schools seem to be orderly, safe environments, and, in fact, compared to other places in the nation, they are.

Unfortunately, this has led many to conclude that what is happening in these schools needs little modification. If Oregon were an island unto itself and if the world were not changing at such a rapid pace perhaps such insularity and self-satisfaction would be acceptable. However, as noted earlier, this is not the case. The workplace and the family are being rapidly transformed along with the social institutions associated with them. The public education system has until recently been able to operate without taking these changes into account in any systematic way. The question we must ask is: Are Oregon's schools doing a good job of preparing students for a world that no longer exists by showing success on measures that are not relevant to the world in which students will live?

Educational Reform in Oregon

Oregon has worked to reform public education in the last decade through programs of school improvement (H.B. 2020), and significant efforts to enhance curriculum (Essential Learning Skills, Common Curriculum Goals). These programs have led, by and large, to better ways of doing what was already being done, not to fundamental change in education. The most profound and important attempt to transform Oregon's educational system is only now beginning to be implemented. The Oregon Education Act for the 21st Century, also known as H.B. 3565, was passed into law in June, 1991 and contains provision which, if enacted as written, will lead to a vastly improved educational system.

Many of the elements of the bill have been publicized widely, though not always accurately. The next section restates some of the Act's key points in summary form and comments briefly upon them.

Key Elements of the Oregon Educational Act for the 21st Century (H.B. 3565):

The intention of the Act is to create a "restructured educational system...to achieve the state's goals of the best educated citizens in the nation by the year 2000 and a work force equal to any in the world by the year 2010." There is an emphasis on educated citizenry and a high-quality work force. Most critics of the Act have focused on the language addressing work force preparation to insist that the bill is a worker training bill, and that preparation of workers should not be the sole or the central purpose of public education.

The Act outlines a success-oriented educational system that begins with students who enter kindergarten ready to learn. It establishes as state policy the intention to implement "programs for early childhood education including prenatal care, parenting education, child-parent centers, and...prekindergarten programs." It sets a 1998 goal for full funding of prekindergarten programs for all eligible children.

The use of nongraded primary classrooms, where children of several years of age are taught together, is to be explored. Models of such classrooms will be identified and/or developed. The emphasis is on creating success-based primary programs where failure is avoided. In combination with expanded preschool programs, the primary classroom will enhance success for

essentially all children through the use of teaching and grouping strategies appropriate to the developmental level of the child, not just his or her chronological age.

Middle level education will be studied and plans will be developed "to insure that the school restructuring efforts framed in this Act address the unique learning and developmental needs of the middle educational levels...."

The largest changes in the structure of schooling occur at the high school level, where the traditional four-year program will be broken into two separate programs, the Certificate of Initial Mastery (C.I.M.) and the Certificate of Advanced Mastery (C.A.M.). Every student will have the opportunity to obtain the C.I.M. by age sixteen or the end of 10th grade. To obtain a C.I.M., a student must demonstrate "the capacity to learn, think, reason, retrieve information and work effectively alone and in groups." Additionally, students must have the "knowledge and skills to read, write, problem solve, think critically and communicate across the disciplines, at national levels by the year 2000 and at international levels by the year 2010." Assessment must include "a series of performance-based assessments benchmarked to mastery levels at approximately grades 3, 5, 8, and 10 including but not limited to work samples, tests and portfolios...culminating in a project or exhibition that demonstrates attainment of required knowledge and skills."

The Certificate of Advanced Mastery (C.A.M.) leads to a college preparatory, a academic professional technical endorsement, or both, in one of six "broad occupational categories." Mastery must be demonstrated here as well through performance-based means. The requirements for the C.A.M. must be designed to "facilitate the movement between the endorsements and shall encourage choice and mobility so as to enhance a student's opportunities to maximize exposure to the full range of educational experiences." The curriculum must include "opportunities for structured work experiences, cooperative work and study programs, on-the-job training and apprenticeship programs in addition to other subjects." The certificate must also include "a comprehensive educational component."

Common perception notwithstanding, the C.A.M. is not designed to serve as a social sorting mechanism to separate the vocationally-oriented from the college-bound, and to compel students to make life decisions at age sixteen with little chance of changing their minds later. It is seen as a bridge or transition phase as the student moves from the common schooling environment of public secondary education to one of several possible futures, and is designed to ensure that there is some reasonable probability of that student being successful in this transition, whether it is to work, community college, higher education, or some other option.

The Act contains numerous provisions defining how help and assistance will be provided to students who are not succeeding in public education. Schools must identify in the primary years students who are not succeeding and attempt alternative instructional approaches. They must identify and provide comprehensive support to at-risk students. Social service agencies are required to coordinate their services with those of the public schools, and to offer them at the site closest to the client. For students who leave school before receiving a C.I.M., learning centers will offer "teaching strategies, technology, and curricula that emphasize the latest research and best practice" to help them obtain their C.I.M.

The Act contains other provisions that have implications for the structure and content of public schooling, and the relationship of public schools to other organizations. Several of the most significant areas follow:

- Enhanced public accountability for education is achieved through the Oregon Report Card, an increase in standardization visits, local school and district self-evaluations every two years, and increased parental involvement.
- 21st Century Schools Councils are mandated by September, 1995 in every school. Teachers will form a majority. These councils' duties are still being defined but they apparently will have responsibilities related to school goals, measures of effective teaching and learning, and allocation of grants for staff development. These committees will oversee the development and implementation of a plan to improve professional growth and career opportunities for the school's staff, to improve the school's instructional program, and to assure the implementation of the requirements of this Act. Some controversy surrounds the precise amount of authority these councils will have.
- The Act contains provisions for lengthening the school day to 185 days in 1996, 200 days in the year 2000, and 220 days by 2010. These provisions are subject to legislative review and research on the likely value of such a change. This section has received a great deal of attention, but it is unlikely to cause the most significant change in public schools. Even if this provision is not implemented, the rest of the bill will transform education if implemented as written.

Guiding Principles for School Restructuring

Changing public education is an extremely complex and challenging venture. The following general principles are offered to provide a framework within which policy initiatives to restructure schools should be considered. They represent the principles that should be kept in mind when developing specific strategies for school restructuring:

1. *Efforts must be focused on curriculum, instructional methods, assessment techniques, and the outcomes learners are expected to achieve.* Reform is not meaningful if it does not lead ultimately to profound changes in what is taught, how it is taught, how it is measured and against what standards learning is assessed. The history of most educational reform is that it does not have an impact on classroom practices. This must not be the case once again.
2. *Local site councils can be a critical tool to help achieve the goal of transforming curriculum, instruction, and assessment.* It has been very difficult for educators to allow non-educators to participate in the development of new goals and strategies for schools. Such involvement is now critical. Site councils should be supported and allowed to focus on the central issues of curriculum, instruction, and assessment. There must always be more than token representation from parents and members of the business community on these councils, and they

must have an active voice in defining both the goals for schools and the consequences for failure to achieve these goals.

3. *A sense of urgency about the need for fundamental change in education must be created.* The current attitude of many educators, parents, legislators, and members of the business community is that the problems in education do not affect them personally, nor that there is anything seriously wrong with their local schools. No change is possible without some greater sense of crisis. We cannot wait any longer to begin to transform schooling.
4. *The pace of change in schools must accelerate drastically.* Current attempts at school improvement target one or two areas at a time and often take an entire year simply to agree to plan, and another year to develop a plan. Implementation of the plan may take another year, if it is pursued at all. Change should not be reckless; however, there is not an infinite amount of time available to study the issues, nor is there the luxury to pick one or two areas for improvement and pursue them for several years at a time to the exclusion of more fundamental change.
5. *There should not be indefinite patience with schools to change.* If the pace of change within schools cannot be increased dramatically, legislators, parents, members of the business community and others should be ready to examine other options for educating the young. These options should reflect principles of equity and equal access to education, but also emphasize excellence as well as rapid, sustained adaptation to change.
6. *New funding is not automatically the prerequisite for change.* While there are clear needs for additional funds to support staff training and program development to support school reform, it is unrealistic to believe that no change can occur in a district until financial stability is achieved. In fact, periods of financial uncertainty and even crisis are often the only time fundamental change can occur in complex, entrenched, bureaucratic organizations. This is true in the private sector as well as the public. School districts must learn to use periods of financial retrenchment to restructure operations, eliminate programs not central to their mission, and reallocate resources in ways that increase organizational effectiveness. There is evidence that the districts that received large increases in funding as a result of the school finance law passed last session are not necessarily taking the lead in restructuring efforts as a result of having obtained new monies.
7. *The coin of decentralized decision-making has two sides: rights and responsibilities.* By accepting decentralized decision-making as the primary strategy for school restructuring, policy makers are banking on the inherent skills and talents of teachers, administrators, parents, and community members to solve the problems that exist in their schools, and to improve educational practice substantially. If schools are given much greater autonomy in order to radically reconceptualize existing practices, they must be prepared to be held to much higher levels of accountability in return.

While the private sector is decentralizing rapidly to respond more quickly to rapidly changing market forces, it still remains to be seen whether decentralization will lead to improved results in schools. There are indicators that this approach may be education's best hope. However, the movement to decentralize decision-making will be judged by one criterion: the

degree to which student learning is redefined, transformed, and radically enhanced. If this strategy fails, other alternatives to the public educational system will have to be examined more closely.

8. *Old bureaucratic barriers must be dismantled quickly.* The lines between public schools, community colleges, and institutions of higher education must be redrawn to allow learners to move more easily among all three. The separation of social services from schools must be eliminated. Funding issues, in particular must be resolved. Agencies must be required to develop procedures for pooling resources in ways that benefit the child. Funding must follow the client to a greater degree.

And within school systems, existing bureaucracies must be dismantled or radically redesigned to ensure that they function to provide the resources and support teachers need to employ the most effective techniques possible and to adapt their programs so that all students meet high standards.

9. *The types of changes necessary to make public schools viable for the 21st century will likely result in extreme reaction from established educational interest groups.* It is unlikely that fundamental change in the methods and outcomes of education can be achieved without upsetting the applecart of educational interest groups. It will not always be possible to find solutions that meet the needs of all groups. It is going to be necessary to develop the political will to recast education in broader terms than those which have been developed over the past twenty years by many groups. The goals of many of these groups are laudable, and should be pursued. However, it will not be possible to achieve them in the context of the current system.

Action Recommendations

The following statements are specific recommendations for policy action by the Oregon State Legislature, the Oregon State Board of Education, the Teacher Standards and Practices Commission, local school districts, and the Oregon business community:

1. The Oregon Education Act for the 21st Century must be given a chance to transform education by being implemented as it is currently written without major modification. The timelines for implementation should be maintained or accelerated.

It is too easy to look at the Act and decide that it would be easier simply to eliminate the pieces that seem to be too challenging or costly. Before such piecemeal dismantling occurs, let those who seek to derail educational reform present their own solutions, and let them ensure that their solutions will result in radically improved education capable of enabling the children of Oregon to meet the economic and social challenges facing them.

The timelines in the Act, which look ambitious to many educators, seem arduously long from the perspective of the business community. Any attempts to alter the timelines or to amend or change the language of the Act should demonstrate clearly how such a change would benefit the reform effort and improve educational achievement within Oregon substantially.

***Recommendation:** The Legislature should publicly reaffirm its commitment to the Oregon Education Act for the 21st Century.*

2. The Oregon Education Act for the 21st Century must not be implemented piecemeal. Mechanisms must be developed to ensure that its implementation leads to a systemwide transformation of public schools.

All of the current efforts both to define the Act in greater detail and to develop pilot or demonstration sites have broken the Act into numerous pieces. This has resulted in fragmentation and wildly differing views of the purpose of specific sections of the Act. It is imperative to knit together all the elements of the Act into a whole so that school districts do not begin to alter existing practices one by one to comply with various sections of the Act in ways that may lead to inconsistent or ineffective practices, but rather ensure that they step back and consider how to redesign their system from top to bottom.

***Recommendation:** The State Board of Education should require each district to develop a comprehensive plan describing how it will implement the Act, and how this will bring about system-level changes in educational practices.*

3. Adequate funding must be provided for those sections of the Act that do require significant new spending by districts. In addition, the legislature must allocate funds specifically targeted for extensive staff retraining and curriculum development.

This requires both the political will to follow through on commitments, and a careful determination of which activities do, in fact, require new funds. Many elements of the Act can be accomplished by reallocating funds within existing budgets and directing them to reform

issues. Others, such as an extended school year, are clearly beyond the ability of local districts to fund.

For the Act to be successful, there must be guarantees from the Legislature that it intends to provide funding. No other factor may be more crucial to the success of educational reform in Oregon. Educators simply will not take reform seriously if there is no commitment of resources to it. At the top of the list should be monies for the retraining of staff and development of new curriculum.

If new funds become a political impossibility, the Legislature and State Board of Education should explore strategies for reallocating existing resources and focusing existing efforts to ensure implementation of the Act. Examples of such strategies include earmarking a percentage of basic school support and mandating that it be spent on implementation of the Act; requiring that all activities on state inservice days be directed to preparing teachers to teach successfully in the type of educational environment envisioned in the Act; identifying model programs of staff training that redistribute instructional time to create additional opportunities for teacher training; mandating a slight reduction in the number of teacher-student contact days while holding teacher contracts constant to create several additional inservice days to be devoted to implementation of the Act.

Recommendation: *The Legislature should allocate \$1000 per teacher for staff retraining to meet the requirements of the Act. The funds could be spent over a two-year period. Each district would be required to submit for approval to the State Board of Education a plan for staff retraining designed to support the district plan described previously. If it is politically impossible to fund such a recommendation, alternative strategies to create additional time for staff training should be employed.*

4. Individual schools must have greater autonomy and encouragement to employ a much broader array of teaching techniques, and personnel to teach.

The State of Oregon must move more aggressively to remove bureaucratic barriers to educational innovation by streamlining waiver procedures, and working proactively to gain waivers or exemptions from federal regulations. The State Department of Education must continue to redefine itself as a provider of services, rather than a regulatory arm of government. The Teacher Standards and Practices Commission must move rapidly to provide districts the flexibility to assign teachers in ways that allow them to use new instructional practices and age configurations.

Recommendation: *Waiver procedures should be streamlined through the development of clear guidelines and shortened approval times. The State Department of Education should procure waivers for federally-funded programs such as Chapter 1 and special education. Waivers from certification requirements should be granted quickly when districts provide a reasonable plan justifying their request. Such waivers should be of two types; those allowing teachers with existing credentials to teach outside of their endorsement area, and those allowing people without teaching credentials to teach.*

5. There must be accountability for schools to produce results once they are given resources and autonomy.

When schools do not meet expectations, immediate action should be taken. After these schools are given a reasonable opportunity to improve, more serious measures should be taken. In some cases this may mean retraining staff; in others it may require wholesale transfers of teachers and administrators to create a new culture, a culture of success. In all cases adults should be held accountable for the achievement and performance of students. They should be provided help and ideas, but ultimately should either produce tangible results or yield to those who are able to do so. No school should be allowed to be an underperformer continually.

All districts should have adequate teacher and administrator remediation procedures in place. These procedures should include definitions of clear performance standards for all certificated employees, and appropriate procedures for improving the performance of those who do not meet the standards. Districts should be prepared to vigorously implement such procedures, to do all they can to help those who are willing to improve, and to be prepared to remove those who are unwilling or unable to meet district standards.

District central offices and boards of education must also be held accountable for supporting site-based success. If it can be shown that central office staff or boards of education are serving as obstacles to reform, it should be possible for them to be treated similarly. The State Department of Education, through its School Improvement Division, should be able to make such determinations and publish their findings.

Recommendation: *Schools that do not reach expected levels of performance should be identified and assisted. Central office staff and local boards of education must also be held accountable for supporting school sites. If no improvement occurs, provisions for staff retraining, remediation, and transfer should be made. The State Department of Education should help create accountability for local boards of education.*

6. Schools must specify what they guarantee their students will master. Students' mastery must be at a much higher level than currently exists.

What will students know and what will they be able to do with what they know? These learner outcomes must be stated in language parents can understand. Student progress must be measured in terms of the outcomes that have been mastered. Mastery means the ability to apply knowledge and skills to real-world situations.

Report cards that carry only letter grades must be supplemented with profiles of student performance on the learnings that will comprise the Certificate of Initial Mastery. Parents must be able to determine the progress their child is making toward mastery of these learnings.

Recommendation: *Each district must be required to adopt the learner outcomes identified for the Certificate of Initial Mastery (C.I.M.). In addition, each district must conduct a process locally to augment or supplement these outcomes with others deemed relevant*

to the local community. All report cards must carry information on student performance in relation to these outcomes.

7. Local school districts must develop more engaging, challenging, content-rich curriculum.

In order to allow districts to develop such curriculum, the state must not specify the curriculum that local districts will teach (once challenging outcome standards are in place and approved locally). The Common Curriculum Goals and Essential Learning Skills must be advisory only. Energy should be spent on increasing the capacity of local districts to identify, adapt, or develop curriculum that is appropriate, engaging, and challenging for their students. This cannot be achieved if all districts are expected to follow state curriculum guides. The state can help by providing useful outlines, by creating clearinghouses where educators can exchange ideas, by publishing promising practices and new curriculum, and by encouraging innovative curriculum development projects by using a model based on the H.B. 2020 school improvement program.

***Recommendation:** The State Board of Education should not mandate curriculum once local learner outcomes are adopted. The State Department of Education should be transformed into a technical assistance center and resource clearinghouse that disseminates effective educational practices and assists in curriculum development, rather than regulates educational processes.*

8. All schools should demonstrate that they are adding value to students. Effective schools and practices should be identified and publicized. Schools that do not adopt such effective practices should be held accountable for their actions.

Measures of predicted achievement must be developed or refined so that all schools are providing “value-added” education. In other words, schools should be compared with other like schools when determining their effectiveness, not just against statewide norms. A school with high test scores may look entirely different when compared with other schools of similar socioeconomic makeup. On the other hand, when schools outperform their comparators, they should be rewarded and their methods studied and adopted by others. In no case should this be interpreted to mean acceptance of inferior performance by any school, regardless of socioeconomic profile.

***Recommendation:** The State Department of Education should develop means to identify schools that are implementing exemplary practices in ways that lead to enhanced student achievement, particularly as such practices benefit groups previously not served as effectively or equitably by public schools. The identified schools and programs should be publicized and promoted. Standardization visits should include a review of the effective or exemplary programs adopted by each school*

9. The Certificate of Initial Mastery must be designed so that students can demonstrate high levels of knowledge in addition to mastery of various “process” skills such

as problem-solving or critical thinking. Standards must be set at a level that is high enough to challenge the vast majority of students currently in school.

The Certificate of Initial Mastery should not be conceived as a measure of everything students are taught in school up to the tenth grade, but of key knowledge, skills, and behaviors that enable students to retain as many choices for their future as possible. The C.I.M. will demonstrate high levels of knowledge in key subject areas that can be applied to real-world problems by use of important “process” skills such as teamwork, communication, planning, and problem-solving. The C.I.M. should not be viewed as a new terminal educational degree that replaces the high school diploma. While it may be possible for some students to begin to spend more time in work settings as a way to continue learning after they have received their C.I.M., they must understand that they will need considerably more education beyond the C.I.M. in order to succeed in the workforce over time.

Recommendation: *The Certificate of Initial Mastery (C.I.M.) should consist of the knowledge and skills necessary either to begin to enter the world of work or to pursue additional education. It should assess a critical subset of skills and knowledge, not the total curriculum. Its standards should challenge the vast majority of today’s students. It should include mastery of important cognitive processes in addition to subject matter. Students should understand that it does not replace the high school diploma, and that they will need considerably more education beyond the C.I.M. to succeed in the workplace.*

10. Work must begin immediately to develop the many and varied options for experiences in the world of work as required for the Certificate of Advanced Mastery.

The requirement that every student *pursuing an academic professional technical endorsement* will have some experience in a work environment before he or she graduates from high school is a challenging concept. For this to occur will require the cooperation of public and private sector employers, small and large businesses, labor unions and management. These conversations must begin immediately and numerous small-scale projects must be initiated as soon as possible to answer questions and create models for others. The business community must be centrally involved in these conversations and must take the lead in creating these models.

Recommendation: *An interagency task force composed of members from large and small business groups, unions, local governments, and state agencies with responsibilities related to employment should be formed immediately to develop as many ideas as possible for the work experiences required for the Certificate of Advanced Mastery (C.A.M.).*

11. Parents must be involved as partners in the education of their children. Each child must be valued. All children must be educated as if they were “talented and gifted.”

Involving parents as partners implies considerably more parental choice; choice of classrooms, choice of schools, choice of instructional programs. It also implies much more two-way com-

munication. The educational program of each child must be developed and shaped to a greater degree through an interaction between teacher and parent. Parents must be involved in setting goals for their child, establishing the level of challenge given the child, reviewing the content of the curriculum to be taught to ensure it is relevant and rich, and approving the instructional strategies the teacher uses. The techniques and expectations currently applied to talented and gifted students should be applied to all students.

This model works only when there is a much wider variety of options open to parents within the public schools. Choice can be achieved through schools-within-schools, or simply by having teachers share their teaching philosophy, curriculum, and methods with parents and allow parents then to choose the teacher they believe best matches their child's needs.

Recommendation: Individual goal-setting should be employed with each child. Parents should be required to participate in goal-setting conferences each year. Instruction and curriculum should be adapted based on these goals. Many of the techniques heretofore reserved for talented and gifted students should be employed much more broadly with all students. Examples include competitive projects and demonstrations, personal goal setting, use of outside experts and mentors, special field trips for small groups of students, and student involvement in selecting curriculum that is of interest to them.

12. There must be many more research and development projects within schools to identify effective practices. Such practices, once identified, must be implemented quickly.

Schools are slow to change and even slower to adapt effective practices school wide. Public schools must face the reality that they, along with all other institutions in society, must develop the capacity to adapt rapidly if they wish to maintain a claim on societal resources. To do so, schools must develop internal "R&D" capacities and the ability to put effective methods into practice much more rapidly.

Recommendation: H.B. 2020 should be modified to provide funds for the development of focused research & development projects (or R&D centers) in local districts. Districts would have to agree to implement successful practices from these projects or centers as a condition of funding.

13. Instead of schools, we should begin to think in terms of "Child Development Centers," places where public and private agencies coordinate their services to young people to ensure that all kids develop into productive members of society.

Schools need to be places where all governmental services (and private services as well) that relate to children are concentrated and coordinated. While the Oregon Educational Act for the 21st Century does take a first step in this direction, bureaucratic infighting and turfsmanship is likely to prevent this goal from being achieved in the foreseeable future. There is not time to wait. Schools cannot care for the whole child without being overwhelmed as they are being today. At the same time, today's children have more pressing needs that must be addressed before they are able to learn and participate successfully in school. Rather than directing additional resources to schools to care for the entire range of problems children

bring to school with them, existing services must be coordinated and integrated at school sites in a way that transforms schools into centers devoted to the total development of the child.

Recommendation: *The Legislature should fund the development of at least a dozen child development centers where both public and private agencies coordinate services for the benefit of the child. Ensure the removal of all bureaucratic and regulatory barriers. Provide both incentives and sanctions to encourage governmental agencies to make this project a priority.*

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MEMORANDUM TO: Vice President Al Gore
Elaine Kamarck

FROM: Bev Godwin

SUBJECT: Performance Partnerships with Cities

In response to Newt Gingrich's "offer" to mayors to tell him their problems so Congress could try to fix them, I have: 1) examined the pros and cons of an Oregon Option-type partnership for cities and 2) laid out some options of other things we can do for mayors, perhaps to announce at the next meeting of the U.S. Conference of Mayors in Miami, June 16-20.

In sum, Oregon Option-type partnerships with cities are feasible. An invitation to mayors could be made, offering partnerships where we all work towards agreed upon results through increased flexibility and accountability. However, there are pros and cons to such an initiative, and the initiative should be looked at in the context of other options which may be more appealing to mayors.

Performance Partnerships with Cities

- o President or Vice President could invite mayors to come forward to enter into performance partnerships.
- o Principles of such partnerships should be laid out up front with mayors to show evidence of cities' interest and commitment toward working towards results.
- o Virtual teams to partner with cities could be coordinated by NPR, the CEB work group, the White House Office of Intergovernmental Affairs, the Domestic Policy Council, or the Crime Prevention Council.

Pros of Performance Partnerships with Cities:

- o Moves all levels of government towards performance and accountability for results
- o Builds on the theme of bottom up reform
- o Recognizes that innovation is happening at the local level
- o May be best way for Federal government to help cities in time of shrinking federal dollars

- o Recognizes more flexibility is needed
- o Acknowledges need to partner, that none of us have all the answers
- o Offer middle ground between current system and no strings block grants to States
- o Provides participating cities with single-point-of-contact, thus moving toward Virtual Secretary of Cleveland concept
- o Continues and builds upon the progress of this Administration

Cons of Performance Partnerships with Cities

- o Not very attractive to mayors
- o Diverts energy away from existing initiatives
- o Staff-intensive
- o May not be able to meet cities' expectations

Other Options

- o Focus on negative GOP budget cuts
- o Offer to work with Gingrich on problems cities have already identified
- o Address cities' fears of State-administered block grants
- o Strongly endorse Local Empowerment and Flexibility Act
- o Implement Virtual Secretary (City Desk) concept for large number of cities.
- o Brag about what Administration has already done (e.g., EPA has removed 25,000 sites from federal monitoring)
- o Combine performance partnerships with new initiative, such as strongly encouraging metropolitan-wide strategies to solve urban problems

In the attachment to this memo, I provide background information on the Gingrich offer and the scope of this issue, and more detail on the ideas outlined above. These ideas were developed with the help of a brainstorming session with various staff from the White House policy councils, NPR, OMB, Community Empowerment Board work group, and the agencies that send the most money to the cities. I have also discussed these ideas with Mayor Bredeson of Nashville, who was extremely helpful in proving insights from our customers' perspective.

ATTACHMENT

PERFORMANCE PARTNERSHIPS WITH CITIES -- BACKGROUND AND MORE DETAIL ON PARTNERSHIPS AND OTHER OPTIONS

Background

On April 13, 1995, Newt Gingrich sent to the mayors an outline of a possible Contract with the Cities asking for their assistance in further developing the contract (Appendix A). The proposed contract asks the cities to:

- o Identify all the things the federal government does to you that are stupid; how much they cost; and how much money Congress doesn't have to send cities if we eliminate them
- o Identify particularly destructive federal ideas and destructive departments
- o Identify specific problems
- o Bring your good ideas to us
- o Provide specific ideas on how, at the local level, to:
 - Create jobs
 - Transform the culture of poverty and violence
 - Develop a system to allow cities to keep 20% of whatever savings accrue from administering local programs and contracts more effectively
 - Dispose of federal assets
 - Use electronic communications for better teamwork

Newt Gingrich promises to hold hearings on these items; to perhaps eliminate or severely cut back "stupid" things; and to try to pass legislation to correct problems or implement good ideas.

U.S. Conference of Mayors outgoing President, Victor Ashe, appointed an 8-member Special Legislative Task Force to develop and present mayors' priorities to the House Speaker. The members of the task force, chaired by Ashe, are Mayors Norm Rice (Seattle), Richard M. Daley (Chicago), Jerry Abramson (Louisville), Robert Isaac (Colorado Springs), Joseph Riley, Jr (Charleston), Deedee Corradini (Salt Lake City), and Elizabeth Rhea (Rock Hill). We understand that the Conference requested a meeting with the Speaker, but he has not yet met with them.

The Scope -- How Many Cities and How Much Federal Money?

In looking at the possibility of offering the mayors an Oregon Option-type partnership, we examined the potential scope of this. The latest available data from the census bureau shows there are 19,296 incorporated cities. However, 19,003 of these cities have populations less than 75,000. Looking at cumulative totals, there are only 8 cities with more than one million population, 24 cities over 500,000, 52 cities over 300,000, and 76 cities over 200,000. Appendix B provides more detail on the number of cities by population groupings.

In terms of funding, just over \$8 billion in federal funds went directly to cities in 1992, according to city audit reports showing their revenue sources. This does not include federal funds provided to states which then go from the state to the city. Of the \$8 billion in direct federal funding to cities, most is provided for community development, transportation, and education. Appendix C provides more detail on funding to cities by function.

The number of programs for which States and cities can compete gives an indication of the fragmentation of the federal dollars. According to GSA's Catalog of Federal Assistance data base, there are 819 programs (grants, loans, technical assistance, services) that States can apply for. Of these, 659 are grant programs. There are 509 programs that local governments may apply for directly.

An Oregon Option-Type Partnership with Cities

What?

The Oregon Option is a partnership where citizens and all levels of government and the private sector focus together on the results we are trying to achieve, discuss best strategies to effect those results, identify barriers to implementing those strategies and to achieving results, and then work together to remove those barriers at all levels of government. It is a partnership that looks to increase both flexibility and accountability for results. This intergovernmental, interagency partnership builds upon Oregon's pioneering work with setting benchmarks of where they want to be as a society and measuring their progress towards achieving those benchmarks.

We are in early discussion with establishing a similar partnership with the State of Minnesota. The Administration has also proposed Performance Partnerships (mostly with States) around specific program areas in the President's Budget and as a part of NPR Phase II.

Similar partnerships with cities are certainly feasible. The

President or Vice President could provide mayors with a brief description of the Oregon Option and invite them to come forward with their own proposals of where it would make sense for their cities to form a partnership with the federal government based on results. We would work with cities (or metropolitan areas) where they are -- on THEIR priorities. We would provide participating cities with a single point-of-contact to assist in breaking down barriers to meeting agreed-upon goals. We provide them increased flexibility based on their performance towards meeting local and national goals.

To avoid hundreds of cities rushing forward, some minimum evidence of interest and commitment could be laid out up front as it was with Oregon, and/or we could start with a few places and add others each year. For example, such partnerships should:

- o Start with a process through which local citizens and leaders could reach consensus on a vision of where they want to be, how they want to get there, and where they think the federal government can be of most assistance.
- o Be intergovernmental and interagency, bringing together the private, community, local, state and federal levels to agree on desired results, to break down jurisdictional boundaries and work together, with shared accountability, to achieve results for the public.
- o Given the important role that the private sector plays in urban development, business leaders and nonprofit groups also should have a role.
- o Be structured, managed, and evaluated on the basis of results (i.e., progress towards achieving the city's desired vision).
- o NOT be about more money but about re-directing funds to better achieve agreed-upon results.

Why?

The Federal response to urban problems has historically been fragmented and incomplete, perhaps in part a consequence of jurisdictional boundaries of both Congressional committees and Federal bureaucracies. Major Clinton initiatives -- including Health Care reform, Welfare Reform, the strengthened EITC, Goals 2000, Community Policing, Headstart expansion, and the labor and reemployment initiatives -- will benefit urban areas. Beyond these, Empowerment Zones and Community Development Banks will help. However, budget constraints virtually rule out major additional spending. To do more, we must reinvent the jumble of federal regulations and the myriad bureaucratic impediments to effective use of limited public resources across grant programs

for economic development, housing, transportation, schools, job training, and health care.

It has been a long time since national leaders brought focus to urban problems -- inner city decay, concentrated poverty, racial isolation. While we work to fashion fresh solutions that will command national and local majorities, we must simultaneously have a fresh conversation about fundamental values and goals, what strategies to pursue, how to measure success, how to break down barriers to success, and what roles should be played by different levels of government and the private sector. This dialogue is an essential political predicate for meaningful change at the national level and in participating urban areas and will substantial investment of federal leadership. No amount of discussion will lead to a perfect consensus for the nation as a whole on what handful of problems are the most important to be addressed in every metropolitan area or how to do so. The most concrete product of this dialogue will be a set of local goals and benchmarks which captures, for each urban or metropolitan area, consensus measures of national and local priority concerns and provide them the means for tracking their own progress.

New Federal initiatives must break with unsuccessful efforts of the past by incorporating accountability based on performance in return for broad local discretion and flexibility. We should reject another generation of giveaways to traditional constituencies and, instead, offer a vision which rewards and fuels bold efforts by the people and leaders closest to the problems. In order to reward communities for effort and progress in meeting national and local performance targets, funding and generous regulatory flexibility must be based more and more on performance -- at all levels of the intergovernmental system.

How?

Through the leadership of the President and Vice President, the June conference can restart the important national and local dialogues on the vision for cities and how we measure whether we are achieving the vision. The President or Vice President can invite mayors to join them in this dialogue and to begin to form partnerships for results.

There are several options for how such partnerships could be staffed at the federal level the mayors to come forward with their priorities and proposals:

Community Empowerment Board. The Community Empowerment Board is one logical place to house partnerships with cities. However, the current Community Empowerment Board working group does not feel it can take on anything more than what they are now doing with the EZ/ECs. Nevertheless, the current CEB work group could be designated as the EZ/EC work

group, and another work group could be set up under the umbrella of the CEB to staff city-wide partnerships. There would necessarily be some overlap between the two groups, but a new workgroup could bring in additional folks from the agencies to focus on the new partnerships.

Crime Prevention Council. If cities come forward with prevention strategies, the Prevention Council is the logical place and is quite eager to staff such partnerships.

National Performance Review. The NPR leads the Oregon Option effort through an interagency virtual team. The agencies involved are in the human services area (HHS, Education, Labor, Justice, Agriculture) because of the issue areas Oregon chose to focus on. This NPR-led team could be redesignated "State and Local Initiatives Team" and could bring in staff from additional agencies, particularly those which are most prominent in cities (HUD, Transportation, EPA). NPR could be the focal point for cities' initial requests and then form virtual teams or farm out to existing teams (e.g., Prevention Council, PACT, CEB Work Group) or agencies depending on a city's focus.

City Desks for these Partnerships Only. Participating cities would be provided a single point-of-entry into the federal government through one federal employee who is so designated (Janet Reno's city desk concept). This federal partner for the city would facilitate and troubleshoot, bringing together the right people and information from across the federal maze as needed. These city desks could be located in various agencies depending on the main issues of that city, depending on agency initiatives already prominent in those cities (e.g., EZ cities, PACT sites, etc.), or depending on who is active in the regional office or the local federal executive boards. The assignment and coordination of these city desks could be through any of the interagency groups described above, through the White House Office of Intergovernmental Affairs, or the Domestic Policy Council.

Pros of Performance Partnerships with Cities:

Moves all levels of government more towards outcomes based governance and accountability to the public for results. We would help, encourage, and demand each other to be more performance oriented. These would be partnerships to effect real change (results!) for real people.

Builds on the theme of bottom up reform. Localities know what is best for their communities; we're ready to partner with them to help them remove barriers to achieving their vision for their cities. Partnerships with cities may be preferable to the Oregon

Option which, although it has local government participation, is a state driven effort. We hear directly from the front line where things don't make sense and how they can be fixed.

Recognizes that innovation is happening on the local level. Many cities are out front and the federal government is willing to work with cities where they are in the process of improving government. Works with individual cities where they are, on their priorities.

May be the best way for the Federal government to help cities in the present climate of shrinking federal budgets.

Recognizes more flexibility is needed in the current tangle of intergovernmental programs and requirements.

Acknowledges need to partner because none of us, at any level of government, has all the answers and therefore recognizes the need to work together.

Performance partnerships offer a middle ground between the current array of federal categorical programs and no strings block grants to States.

Would provide participating cities with a single point-of-contact at the federal level, thus beginning to implement the virtual secretary of Cleveland concept.

Continues and builds upon the progress of this Administration of new ways of working with cities as exhibited over the past two years. It builds on EZ/ECs, Performance Partnerships, and HUD reinvention.

Cons of Performance Partnerships with Cities:

Not Very Attractive to Mayors. In this environment where Congress is considering block grants with almost NO federal involvement or restrictions, partnerships which exchange flexibility for accountability may not seem very appealing to mayors. They may see the requirement to set outcome benchmarks and performance indicators to measure progress towards those benchmarks as just another unfunded mandate. Mayor Bredeson had two points on this: (1) the notion of getting more entangled with the federal government, not less, is not very attractive and (2) it seems like an awful lot of work with very little benefit to his city, given the size of his programs and the skepticism that, even with complete flexibility, they could save much money in terms of efficiency.

Diverts energy away from other initiatives. There is some fear that embarking on new partnerships with cities could divert attention away from existing Administration initiatives,

particularly the EZ/EC efforts. We already have a partnership of sorts with the 104 designated empowerment zones and enterprise communities. There is some fear that we are in danger of not delivering on promises made or on expectations of these cities and communities. The process of developing Memoranda of Understanding between the federal government and the zones/communities and of processing hundreds of waiver requests has been very slow.

Labor-intensive process. Intergovernmental, interagency partnerships are staff intensive. The Community Empowerment Board work group feels they are at full capacity and could not take this on. Agencies are downsizing and some will claim they can't take on a new initiative. It will be difficult, but not impossible, to meet the demands and needs of cities that come forward to form partnerships.

May Not Be Able to Meet Cities' Expectations. We may not be able to deliver what the cities ask for. As we are finding with the EZ/EC sites, many of the waiver requests that come in are for statutory waivers, which the Administration does not currently have the authority to grant. We may also not want to grant some of the waivers being requested (e.g., EZ/EC's have asked for Davis-Bacon waivers; many states under the new waiver authority in the elementary and secondary education act are asking to waive targeting of funds to poorer school districts).

Other Options for Cities

In the current environment of what mayors really care about, this offer will probably only get lukewarm reception. In the context of the mayors' prime concerns, what else can we do?

What do mayors really care about? Unfunded mandates. The impacts of threatened budget reductions on urban areas. Fear of not having a seat at the table as funds are consolidated into block grants to States. The potential for shifting costs to cities as budgets are cut at all levels and funds are consolidated at the state level. An invitation for performance partnerships with cities should be looked at in the context of other options outlined below.

I have laid out below some options which could be done in combination with, or instead of, an invitation to cities to join in Performance Partnerships with the federal government.

Focus on Negative GOP Budget Cuts: The June speech to the mayors should focus on the negative impacts of the GOP budget plan on urban areas. For example, the GOP plan's answer to your housing problems is to eliminate HUD. The GOP plan's to solve your transportation problems is to severely decrease operating subsidies for transportation. The GOP's answer to problems in

our schools is to severely reduce funding for education. The Republicans talk about welfare reform, yet they want to cut the Earned Income Tax Credit, which common sense tells you needs to be the cornerstone of moving people from welfare to work. We are interested in making government cost less AND work better, not just eliminate for the sake of costing less.

Mayor Bredeson thinks lots of mayors have not yet focused on what these budget cuts are going to mean for their cities. He thinks the Administration should stake out a position: we all want deficit reduction but this is what the GOP-selected cuts are going to mean for your cities.

Provide Gingrich with a List of Problems Already Identified and Offer to Work with Him. Cities have already identified lots of problems, the Administration will continue to fix the ones in its purview, and the Administration is ready to work with Congress to address those that require legislation. Acknowledge that the Speaker of the House has asked the mayors to help develop a Contract with Cities to work together to identify the city's problems so the Congress can try to fix them. Mention that the Administration heard from 500 communities through the application process for empowerment zones and enterprise communities. These communities identified some of their problems and asked for hundreds of waivers to correct these problems. We have been working to solve those problems within the power of the Executive Branch, yet an alarming number of the cities' requests are for waivers of statutory provisions that the Administration does not have the authority to waive. We look forward to working with the Speaker to help eliminate the problems the cities have already identified. A letter could be prepared for the Speaker which outlines those problems cities ALREADY identified that ONLY Congress can fix, and a copy could be given to the mayors at the June conference. [Sheryll Cashin of CEB work group and Roy Priest of HUD say that the analysis of the existing waiver requests necessary to prepare such a letter by June could be done.]

Address Cities' Fears of State-Administered Block Grants. Cities fear they have no voice in the consolidation of federal programs into block grants for States, fearing that urban areas will lose out in this arena. The President or Vice President may want to make a very strong statement that one principle they will use as they review legislation is required consultation among Governors and local leaders on issues such as resource allocation and program design. I think the mayors would give a standing ovation if we were willing to make a strong statement on this. Mayor Bredeson says we are all resigned to the notion of reduced funding, but are fearful how the decisions will be made and that cities will not be given enough planning time to implement reductions.

Strongly Endorse Local Empowerment and Flexibility Act. Senator Hatfield has introduced legislation that would provide the Administration broad authority to waive statutory and regulatory restrictions. To date, the Administration has been silent publicly on this bill. We cannot provide the waiver authority being sought by the EZ/ECs, Oregon, or any new partnerships without such legislation. The President and/or Vice President could strongly endorse the specific bill or the concept of the legislation to the mayors, and ask for their assistance in getting it passed. Although Newt Gingrich has offered to solve the cities' problems, it would be interesting to note to the mayors that Senator Hatfield has been having trouble getting this legislation -- which could potentially provide real flexibility to the cities -- out of committee.

Implement Virtual Secretary (City-Desk) Concept for Large Number of Cities by offering Single Point-of-Contact (City Desk Concept) to Mayors. Attorney General Reno has spoken often about her "city desk" concept, which is similar to the Vice President's virtual secretary of Cleveland concept, where cities would be provided a single point-of-entry into the federal government through one federal employee who is so designated. Rather than a city "desk" for a particular city in each department, there would be only one for a city in the federal government; that would help the city bring together the right people and information from across the federal maze as needed. This would open up access to the faceless, nameless bureaucracy. Just like on your American Express bill, cities would have a name and phone number to call for facilitation and troubleshooting at the federal level.

This concept interested Mayor Bredeson much more than the performance partnership idea.

A June announcement could announce implementation of this city desk (or city partner) concept. It could be refined to ask the mayors to identify the ONE issue most important to them that they need help with from the federal government, and this single point-of-contact will do what they can to help.

This concept could be phased in incrementally. The names of the contacts for the largest eight or 24 cities could be announced in June, with dates for when smaller cities would be brought in and provided the names of their contacts. Except for the eight largest cities, a full time person would probably not need to be devoted to one city.

These city desks could be located in various agencies depending on the main issues of that city, depending on agency initiatives already prominent in those cities (e.g., EZ cities, PACT sites, etc.). Selected staff would have to have high-level access and authority to help solve problems across a wide range of issues and departments. The assignment and coordination of these city

desks could be through the White House Intergovernmental Affairs Office, the Domestic Policy Council, a CEB or NPR workgroup, or the Department of Justice.

Implementing this concept would be administratively difficult and will encounter opposition from federal departments. It would require Presidential and Vice Presidential leadership to make it happen. The Attorney General and top Justice staff are very excited about this concept; there has been less enthusiasm among other departments.

There is also a workload danger here that States and Counties would soon demand their own virtual secretaries. It may be better to implement this concept incrementally, as a side benefit to those cities (and states) who come forward for performance partnerships.

Brag to Mayors about what we have already done or are about to do. The message is that this Administration has listened and is acting, within a timeframe of only two years -- so far. For example, based on a request from the mayors' last conference, EPA has taken over 25,000 sites off the list which require federal monitoring. EPA plans to have a list of sites, by city, for mayors by the June conference. [There are other great examples from agencies, and we have just asked OMB to assemble this information.]

Combine invitation for performance partnerships with new initiative, such as metropolitan-wide strategies which build upon and complement the neighborhood focused EZ/ECs. The Empowerment Zones competition has energized communities across the country and built local enthusiasm and momentum for tackling these problems. In the application process, over 500 cities formed new coalitions and strategies attuned to local realities. It may be time to build upon this with a metropolitan focus. Partnerships with cities could strongly encourage a metropolitan focus to address the isolation of central city neighborhoods and reflect the interdependencies of city and suburbs.

Appendices:

- A. Letter and proposed Contract with the Cities outline from Newt Gingrich to the mayors, 4/13/95
- B. Number of Cities by population groupings
- C. Direct Federal Funding to Cities, by Function

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SCOPE

NUMBER OF CITIES, by Population Groupings

Over 1 million population:	8 cities
Between 500K - 1 million:	16 cities
Between 300K - 500K:	28 cities
Between 200K - 300K:	24 cities
Between 100K - 200K:	119 cities
Between 75K - 100K:	98 cities
Less than 75K:	<u>19,003 cities</u>

TOTAL NUMBER OF CITIES	19,296 cities
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Source: Census Bureau, Governments Division, 1991 data. These data do not include towns and townships, or special districts such as school districts.

Metropolitan Areas:

A possible focus for any urban initiative might be major metropolitan areas. There are 350 major metropolitan areas which include over 3/4 of the U.S. population.

DIRECT FEDERAL FUNDING TO CITIES, BY FUNCTION

TOTAL: \$8.033 BILLION

Housing and community development:	\$3,896 million
Welfare (almost all D.C.):	440 million
Education:	324 million
Highways:	288 million
Air Transportation:	194 million
Health and hospitals	175 million
Sewage:	80 million
Employment security administration (D.C.)	15 million
Federal general support (no strings \$):	7 million
All Other:	2,297 million
["All Other" includes: criminal justice, police, drug, job training, disaster assistance, economic development, hazardous waste, senior citizen programs, environmental protection, libraries, parks, recreation, cultural/historical, armories, transportation studies not related to highways]	
Utilities Operated by cities:	
Transit:	284 million
Water:	30 million
Electric (\$243 thousand)	0.2 mill.

Source: Census Bureau, Governments Division, 1992 data taken from city audit reports of their revenue sources. Does not include federal funds that go first to States and then to cities.

THE CLINTON RECORD: EDUCATION

A LIFELONG LEARNING AGENDA

President Clinton, early in his term, announced his commitment to a Lifelong Learning Agenda – expanding and improving education and training from early childhood through adulthood. This agenda reflected his belief in the critical role of education in building America's future and the federal government's role as a partner in that effort.

HEAD START

- o In his first two budgets, the President increased Head Start spending by \$760 million, and now proposes an additional \$400 million in FY96 for this program which provides comprehensive services for disadvantaged children, ages three to five, and their families.
- o The President appointed the Head Start Advisory Commission to examine the program after 25 years of operation and to recommend ways to improve its operation. The Commission's recommendation formed the basis of the 1994 reauthorization, passed with bipartisan support.

GOALS 2000

- o Passed in 1994, the legislation supports meaningful state and community school improvement efforts, based on raising academic and occupational standards, improving teaching and expanding the use of technology.
- o The President's FY96 budget requests \$347 million in increased funding for states and communities to proceed with their education reform agenda. More than 40 states have already chosen to participate in Goals 2000 and with the leadership of local communities, parents, teachers and school administrators have developed their own strategic plans for educational reform.

NATIONAL SERVICE With passage of the National Service legislation, Americorps has 20,000 volunteers working in schools, hospitals, neighborhoods and parks. Reiterating his belief that National Service can change the way government works by enabling participants to further their education while helping to change communities, President Clinton is asking for \$812.5 million in 1996 to expand the program to 47,000 participants.

DIRECT LENDING With the passage of the Student Loan Reform Act, 104 schools and over 300,000 students are already participating in the program. This year more than 1,400 schools – representing 40% of the total number of loans and the maximum allowed under this year's authorization – have committed to enrolling. This program cuts bureaucracy and saves taxpayers and students billions of dollars, while allowing more borrowers flexible repayment arrangements -- including pay-as-you-earn plans through Individual Education Accounts.

ELEMENTARY AND SECONDARY EDUCATION ACT Designed primarily to help disadvantaged children, this law focuses on improvements in teaching in more than 50,000 schools and has a direct impact on five million children in high poverty areas. By increasing school flexibility to use federal aid and supporting effective innovations, this law is a significant step in helping all students meet high academic standards.

SCHOOL TO WORK ACT Broadens educational, career and economic opportunities for students not immediately bound for four-year colleges through local partnerships among businesses, schools, community organizations and state and local governments. By equipping students with the knowledge and skills necessary to pursue work or post-secondary training, this law helps ensure that America will be capable of performing and prospering in a competitive global economy.

(April 7, 1995)

THE CLINTON RECORD ON EDUCATION REFORM AS GOVERNOR OF ARKANSAS

"In Education, we must not only continue our effort to improve our public schools so our graduates can compete, we must also substantially increase the college-going rate for all sectors of society."

Governor Bill Clinton, 1988

President Clinton has a proven track record of commitment to education reform and has consistently stressed the importance of improving education in ensuring America's competitiveness in the global economy. In 1989, Arkansas was cited by Time Magazine as one of three leading states in "real" education reform. With extensive professional development, smaller classes, an increase in advanced and vocational education classes, test scores improved dramatically and the high school completion rate was the best in the region.

NATIONAL LEADERSHIP

NATIONAL GOVERNORS' ASSOCIATION When Clinton became Chairman of the National Governors' Association in the summer of 1986, he made it clear that education – "one of the most fundamental issues of our time" – would be a priority. The NGA report published while Clinton was Chairman – "Making America Work: Productive People Productive Policies" – focused on alleviating the barriers that prevent millions of Americans from taking full advantage of the best education possible and becoming productive citizens.

NATIONAL EDUCATION GOALS

At the 1990 Education Summit, Clinton took the lead as the prime author of the National Education Goals, which served as the basis for America 2000, an education reform initiative introduced by President Bush and then Goals 2000: Educate America Act, signed into law in March of 1994.

"REAL REFORM" IN ARKANSAS

GRADUATION RATES AND TEST SCORES UP Clinton's education reforms led to an increase in the graduation rate. Arkansas also saw a steady improvement in test scores. From 1981 to 1991, graduation rates increased to the highest in the region.

EXPANDING THE CURRICULUM Clinton's reforms created hundreds of additional science, math and vocational courses in high schools. While only 5,100 students were enrolled in advanced math courses in 1983, over 75,000 were enrolled in 1991.

REQUIRED COMPETENCY TESTS FOR STUDENTS Arkansas was the first state to require eighth graders to pass competency tests before going on to high school.

SCHOOL CHOICE As Governor, Clinton made Arkansas one of the first states to permit parents to choose what public schools their children attended.

INVESTING IN EDUCATION Under the leadership of Governor Clinton, Arkansas spent more than 71% of all state general revenues on education. At the time, only two other states spent a greater share of total state and local expenditures on education.

During Clinton's tenure as Governor, Arkansas had the second largest funding increase for higher education in the nation. While funding was declining 1% nationwide, it increased 25% in Arkansas.

Clinton established an Education Trust Fund to be used only for education and fought to insure that it was fully funded.

TEACHER SALARY INCREASES In 1991, by persuading the legislature to set aside a half-cent sales tax increase in a special fund, Clinton provided teachers with \$4,000 average salary increase.

POLICE CORPS Arkansas was the first state to create a Police Corps program, which provides college scholarships to police officers and young people in exchange for service in a law enforcement agency.

ADULT EDUCATION Under Governor Clinton's leadership, adult education and literacy programs expanded. The U.S. Department of Education indicated that Arkansas had the "highest percentage of full-time adult basic education instructors in the nation." The number of adult students participating in adult education programs, workplace literacy programs, local literacy programs and public television literacy programs increased from 14,555 in 1983 to 60,000 in 1991.

COLLEGE BOND PROGRAM Clinton established a college bond program allowing parents to buy short or long-term college bonds, not taxed in Arkansas, to help finance their children's education.

PRESIDENT CLINTON SAYS EDUCATION KEY TO AMERICA'S FUTURE Vows to Fight GOP Cuts in Education and Protect Investment in Alabama's Families

"Cutting education in the time of global economic competition would be like cutting defense spending during the Cold War." -- President Clinton, March 14, 1995

Education and training are cornerstones of President Clinton's economic policy, designed to expand opportunities for all Americans. Now, more than ever, opportunity in the global economy depends on skills and education. Yet Republicans plan significant cuts in the very educational programs that help working families. Here is what that means to Alabama:

- o **STUDENT LOANS** President Clinton supports student loans and opposes Republican efforts to make them more expensive. Republicans want to help pay for their tax cuts for the wealthy by eliminating a grace period that allows 4.5 million students to defer interest charges while still in school. President Clinton will fight to stop Republicans from raising the costs of college and job training for 55,778 students in Alabama. The Department of Education estimates that ending this grace period would mean that a student who borrows \$17,125 over four years **would owe \$3,150 more**, and have his or her monthly repayment amount increased by more than 18%.
- o **DIRECT LENDING** The President wants to expand his Direct Lending program which simplifies the application process, reduces fees for students, and offers borrowers convenient repayment options, including pay-as-you-can. Direct Lending is saving taxpayers \$6.8 billion in administrative expenses. The President opposes Republican efforts to help banks by capping participation in Direct Lending and preventing thousands of schools and millions of students from receiving its benefits. In the 1995-96 school year, 19 schools in Alabama will participate in direct lending. The Republican proposal would prevent any further schools from entering the program.
- o **MAKING COLLEGE AFFORDABLE** President Clinton wants to offer a tax deduction of up to \$10,000 to help middle-class Americans meet the cost of education and job training. Families in Alabama would receive approximately \$291 million from this deduction over the next five years. The President opposes Republican efforts to cut education to pay for tax breaks for the wealthy.
- o **NATIONAL SERVICE** AmeriCorps, President Clinton's service program, offers young people a hand paying for their education if they give a hand to their community. The President opposes Republican efforts to gut AmeriCorps and prevent 317 students in Alabama from serving their communities.
- o **GOALS 2000** The President won passage of Goals 2000 to help states and local communities train teachers and upgrade standards for their schools. Republicans call for a 40% cut in the program that would reduce support for high standards by \$2,366,125 in as many as 68 schools in Alabama.
- o **SAFE AND DRUG-FREE SCHOOLS** President Clinton recognizes that safety in school is a major concern of parents, students, and teachers. Republicans want to gut a program - that 121 out of 129 school districts in Alabama have already implemented - that teaches students to avoid drugs and violence, and enables schools to purchase metal detectors and hire security personnel.
- o **DEPARTMENT OF EDUCATION** The President believes strongly in the federal role in education. Republicans want to abolish the Department of Education.

A STUDY OF SCHOOL-ASSOCIATED VIOLENT DEATHS IN THE UNITED STATES, 1992 -1994

Executive Summary

April 8, 1995

The Centers for Disease Control and Prevention (CDC) is today releasing this advance executive summary of its study of school-associated violent deaths. According to the CDC, this is the first attempt to gather national information on school-associated deaths as there is no national reporting system for such incidents. The data being made available today indicate that the problem of violence in schools is much more serious and potentially life-threatening than previously believed. These findings highlight the extent to which violence in communities has crept into schools, once viewed by parents as "safe havens" for children.

The key findings of the Study include:

- o The CDC has identified 105 violent, school-associated deaths in the last two school years (1992-3 and 1993-4) across the country.
- o Twenty-nine (28%) of the fatal injuries happened inside a school building, another thirty-seven (36%) occurred outdoors on school property, and the remaining thirty-six (35%) occurred off campus
- o These deaths included 84 homicides, 18 suicides and 3 unintentional firearm-related deaths
- o 65.3% of the victims were students and 11% were teachers or staff. The remaining victims (23%) were community members killed on school property

While the study is still underway, early findings suggest that violent deaths can occur in schools and communities of all types and sizes.

As researchers continue to analyze the data collected for this study, they hope to identify risk factors for school-associated violent death and ultimately prevent other fatalities. Violence has long been recognized as an important public health and social issue, especially for young people. This study underscores the degree to which violence has crept into students' lives and into their schools. The result is students who are so frightened by the possibility of violence, they feel compelled to find new and "safer" routes to school and home again, or to avoid school altogether. Others feel the need to carry a weapon for protection, unaware that this will put them at greater risk.

The 105 deaths are, of course, only the most startling example of the growing epidemic of school violence. A full report on this study is expected in early 1996. The study was conducted by the CDC, in conjunction with the United States Departments of Education and Justice and the National School Safety Center.

SCHOOL RELATED VIOLENCE: DIMENSIONS OF THE NATIONAL PROBLEM

In a speech at the National Association of Education's Summit on Safe Communities – Safe Schools on Saturday April 8, President Clinton restated his challenge to parents, educators and communities to be part of the solution to make our schools and neighborhoods safe.

SCHOOL VIOLENCE WIDESPREAD . . .

Nearly 3 million – 16,000 per school day, or one every six seconds – thefts and violent crimes occur on or near school campuses every year. [Dept. of Justice, Bureau of Justice Statistics, 1991]

Nearly 8 percent of all students in grades 9 – 12 reported that during a 30 day period they had been in at least one physical fight that resulted in an injury requiring treatment by a doctor or nurse. [Center for Disease Control and Prevention, Youth Risk Behavior Surveillance System (YRBSS), conducted by Xavier University for the National School Boards Association, 1992]

In a survey of 65,000 teens, USA today found that 37 percent of students don't feel safe in school; 50 percent of students know someone who switched schools to feel safer; 43 percent of public school kids avoid school restrooms; 20 percent avoid hallways; and 45 percent avoid school grounds.

WEAPONS ARE INCREASINGLY COMMON . . .

One out of 14 students (7 percent) were threatened or injured with a weapon on school property in a 12 month period. [YRBSS, March 1995]

More than one in five (22 percent) students surveyed claimed that they carried a weapon to school during the last school year and 4 percent said that weapon was a handgun. 59 percent said guns are easily obtainable, while 35 percent said it would take them less than 60 minutes to get one. [Lou Harris Poll sponsored by the Joyce Foundation and prepared for the Harvard School of Public Health, July 1993.]

DRUG USE ON THE RISE . . .

One out of 20 students (5 percent) has at least one drink on school property per month. [YRBSS, March 1995]

Nearly one quarter of students (24 percent) were offered, sold, or given an illegal drug on school property during a 12 month period. [YRBSS, March 1995]

THE CLINTON RECORD ON SCHOOL AND COMMUNITY SAFETY

"...let's give our children a future. Let us take away their guns and give them books. Let us overcome their despair and replace it with hope. Let us, by our example, teach them to obey the law, respect our neighbors and cherish our values."

President Bill Clinton
State of the Union Address
January 25, 1995

Safety in schools is perhaps the number one concern of parents and educators throughout the country. President Clinton recognizes the importance of this issue and has put together an extensive record of legislative and executive action aimed at tackling the problem. Among his administration's legislative accomplishments are:

GOALS 2000: EDUCATE AMERICA ACT -- The centerpiece of President Clinton's education agenda, the Act recognizes the need for a comprehensive approach to violence prevention. It provides resources to states and communities for education reforms aimed at helping all students reach challenging academic and occupational-skill standards. It addresses school readiness, school completion, competency in challenging subject matter, science and mathematics achievement, literacy, safe and drug-free schools, and parental participation. It affirms the President's belief that education is central to America's future and that the federal government is an important partner of states and communities in improving education and making schools safe places for children to learn.

THE SAFE SCHOOLS ACT -- A one year program that provides competitive grants to local school districts for prevention programs such as conflict resolution, hiring security guards and installing metal detectors. At the end of January, the Department of Education awarded \$18 million worth of grants to schools in high crime areas.

THE SAFE AND DRUG-FREE SCHOOLS AND COMMUNITIES ACT -- The National Education Goal 6 challenges the country to create safe, disciplined and drug-free schools for our children. The Elementary and Secondary Education Act (ESEA), reauthorized last year, created the Safe and Drug-Free Schools program to address that goal. In fiscal year 1995, \$482 million was appropriated to support comprehensive strategies including drug abuse prevention curricula and programs linking schools and communities.

THE VIOLENT CRIME CONTROL AND LAW ENFORCEMENT ACT OF 1994

One of the President's most significant legislative achievements, the 1994 Crime Bill balanced policing, prevention and punishment, and embraced a tough, smart strategy on youth crime. With new penalties and punishment -- The Crime Bill sent a strong NO to gangs, guns and drugs. It bans handguns for juveniles; creates stiff penalties for crime-committing gang members; establishes Boot Camps and Drug Courts to discipline first-time, non-violent and drug offenders; and provides for hardened young criminals -- as young as 13 years old -- to be tried as adults.

With Smart Prevention Programs -- The Crime Bill also reinforces the difference between right and wrong by investing in after-school, weekend and summer programs which give young people something to say "yes" to.

- . **The Community Oriented Policing Services (COPS) Program --** This initiative will eventually put 100,000 more police on the streets. Already, it has helped more than half of the nation's law enforcement agencies fund nearly 17,000 new police. Many of them will be involved in school violence or drug abuse prevention through community policing initiatives.
- . **The President's Crime Prevention Council --** The Crime Bill established the Council to coordinate the administration of federal crime prevention programs, to assist communities and community-based organizations seeking information about these programs, and to develop services for program integration and grant simplification.
- . **Community Schools and Family and Community Endeavor Schools Program --** Provides an opportunity for educational institutions to play a broader role in the lives of children, families and the community. Both of these programs will provide resources to schools and coalitions of community groups (\$36 million in fiscal year 1995) to keep schools open after "normal" school hours.

THE PRESIDENT'S DIRECTIVE ON GUN FREE SCHOOLS -- Ensures that States will enact "zero tolerance" policies that prohibit kids from bringing guns to schools. To make this policy real, the President has also ordered the U.S. Attorneys to work with the Department of Education to develop strategies for enforcing the juvenile handgun ban (included in the Crime Bill) and the zero tolerance adopted by schools.

NATIONAL SERVICE -- Today 20,000 AmeriCorps Members are helping communities to meet their own needs while earning aid for their education. AmeriCorps represents a powerful new resource for civic associations that are struggling to stop gang violence, immunize infants, educate children, and help older Americans lead more independent lives. Because national service represents government at its best, President Clinton is asking for \$290 million in additional funds to expand the program to 47,000 Americorps members.

April 6, 1995

MEMORANDUM TO DISTRIBUTION*

From: Jeremy Ben-Ami
 Gaynor McCown

Subject: Education Related Materials

Attached please find the materials produced to support the education themes of the ASNE and NEA speeches on April 7 and April 8. These materials represent the joint effort of the DPC, NEC, and the Communications Office. They have been shared with the press office which will be including them in the press packs.

American Society of Newspaper Editors

- o THE CLINTON RECORD: EDUCATION -- a one page summary of the President's lifelong learning agenda
- o THE CLINTON RECORD ON EDUCATION AS GOVERNOR OF ARKANSAS -- two page history to demonstrate his long-term commitment
- o STATE BY STATE IMPACTS -- 50 one-pagers analyzing the impact of the Republican cuts on education program in each state. As an example, the sheet for Alabama is attached. All 50 states are available

National Education Association

- o EXECUTIVE SUMMARY: CDC REPORT ON SCHOOL ASSOCIATED DEATHS -- a one page summary of a CDC study that the President will highlight in his speech Saturday
- o SCHOOL RELATED VIOLENCE: DIMENSIONS OF THE PROBLEM -- one page fact sheet
- o CLINTON RECORD ON SCHOOL SAFETY -- Administration accomplishments related to this particular issue