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[National Education Goals Panel Meeting, January 28, 1995] [Binder] [1]

2011-0255-S

rc204

RESTRICTION CODES

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NATIONAL EDUCATION GOALS PANEL

PROMISES TO KEEP:
CREATING HIGH STANDARDS
FOR AMERICAN STUDENTS

Report to the
National Education Goals Panel

GOALS 3 AND 4 TECHNICAL PLANNING GROUP
ON THE REVIEW OF EDUCATION STANDARDS

November 15, 1993

94-01

NATIONAL EDUCATION GOALS PANEL

SATURDAY, JANUARY 28, 1995
9:00 a.m. – 12:00 p.m.

J. W. Marriott
Salon I
1331 Pennsylvania Avenue, NW
Washington, DC

AGENDA

PAGE

- I. **CALL TO ORDER**
(Governor Bayh, Chair)
- II. **WELCOME AND INTRODUCTIONS**
- III. **THE EVOLVING ROLE AND IMPACT OF NATIONAL ACADEMIC STANDARDS**
 - A. **Presentations**
 1. **Shirley M. Malcom**, of the American Association for the Advancement of Science, Chair of the Panel's 1993 Advisory Group on Standards, on the charge to that group and highlights of its report. **TAB 1**
 2. **Gordon M. Ambach**, Executive Director of the Council of Chief State School Officers (CCSSO), on current state standards activities and the recommendations of the CCSSO Task Force on Standards. **TAB 2**
 3. **Roberts T. Jones**, Executive Vice President of the National Alliance of Business, on the perspective of the business community and the recommendations and plans of the Business Task Force on Student Standards. **TAB 3**
 4. **P. Michael Timpane**, retired President of Teachers College, Columbia University, and Chair of the NEGP Higher Education Advisory Group on Standards, on the recommendations prepared by that advisory group. **TAB 4**
 - B. **Panel Discussion** **TAB 5**
 - C. **What Does the Panel Do Next?**

Where are the states w/ respect to standards? will goal 2000?

The states are looking to a national process.

IV. PANEL ACTIVITY UPDATES

TAB 6

A. NCHEMS

6-1

The National Center for Higher Education Management Systems (NCHEMS) and Pennsylvania State University are planning to collect national data on critical thinking and problem-solving skills of college students. This information may help fill one of the Panel's data gaps for Goal 6. The letter of support from the Goals Panel reaffirms the Panel's commitment to measuring and reporting results for post-secondary education.

B. Data and Reporting Task Force

6-4

The first Task Force meeting was held December 20, 1994 to identify and recommend strategies for:

- filling the data gaps identified in the 1994 Goals Report; and
- making data more useful to policy makers.

The next meeting is scheduled for February 23, 1995.

C. Teacher Education and Professional Development Resource Group

6-7

The Resource Group has reviewed the various dimensions of Goal 4 and they are moving ahead in developing appropriate indicators for measuring progress in teacher education and professional development.

D. State and Local Reports

6-12

The group met on December 15, 1994 to discuss a strategy to stimulate the production and distribution of state and local progress reports on achievement of the National Education Goals. This meeting lays the foundation for further NEGP work on promising and effective practices.

E. Dissemination

6-15

The 1994 Goals Report has been aggressively disseminated through traditional mailing methods, as well as through a partnership with Education Week. The Goals Report and Community Action Toolkit can also be accessed electronically through various Internet services. NEGP members can obtain these documents in disk form to load onto other electronic services.

F. National Cable Television Association (NCTA) Project

6-17

The trade association for the US cable industry is working with NEGP to distribute customized Community Action Toolkits to every cable system in the nation, produce a 30-minute video on the "Goals Process," and launch a target city campaign featuring televised town meetings.

- G. National TeleLearning Network (NTN) Teleconferences 6-18**
Nobel prize-winning physicist Leon Lederman, Department of Education officials Sharon Robinson and Terry Petersen, and leaders from education, business and local community groups are among the guests who have appeared on the first five of ten teleconferences produced for educators with support from NEGP.
- H. Scholastic "Best Practices" Award Program 6-19**
With support from Apple Computer and the US Department of Education, NEGP and Scholastic, Inc. are launching a national awards program to identify promising practices aimed at increasing parent and family involvement in learning.
- J. Goal 1 Assessment Group 6-20**
On March 3 the Goal 1 Assessment Group will meet to undertake its legislative mission: to develop a model of elements of school readiness; to monitor and evaluate early childhood assessments; to create clear guidelines regarding the nature, functions, and uses of early childhood assessments; and to monitor and report on the long-term collection of data on the status of young children.
- I. Parental Participation Resource Group 6-23**
Sixteen Resource Group members will meet on January 31 to discuss dimensions of a conceptual framework for Goal 8 and data that are needed and available to measure progress towards parental involvement and participation in the growth of their children.

V. ADJOURNMENT

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1

Divider Title: _____

- standards for any one subject should be part of a broader context for ~~standards~~ state reform - G. Ambach

- criteria for review and certification should be the same

- Where are the differences and how can they be resolved?

- The necessity to have someone calibrate the standards and benchmarks.

- The job / task is to expose standards

- There must be a benchmark against these things that are driving markets

- Students and educators must be confronted w/ only the set of standards

- What are the basic minimums

- Business community has a responsibility to

Introduction to Panel Discussion of Standards

Early in its history the National Education Goals Panel expressed its commitment to the pivotal role of academic standards in helping the nation measure and attain Goal 3, that all students demonstrate mastery of challenging subject matter.

The Panel supported the efforts of the National Council on Education Standards and Testing to determine the desirability and feasibility of establishing national education standards. Following the 1992 release of that group's report *Raising Standards for American Education*, the Panel convened an advisory group to suggest how national academic standards might be reviewed to determine if they were worthy of local adoption. The report of this group, *Promises to Keep: Creating High Standards for American Students*, was presented to the Goals Panel at its meeting of November 1993. At that meeting the Panel adopted a statement of support for national standards that are voluntary, academic, world class, bottoms-up and adaptable and useful.

In 1994 the Panel sought additional advice from the "customers" of the K-12 education system – the business community and higher education. The Business Task Force on Student Standards that was formed prepared a paper for the Panel indicating how academic standards could promote the skills and knowledge required by jobs in the global workplace. Simultaneously, the Panel convened a group from higher education to indicate what educators in higher education wanted high school graduates to know and be able to do.

In addition the Panel sought information regarding how states are setting academic standards. The Council of Chief State School Officers convened a task force of chief state school officers from states using a variety of approaches to inform the Panel of their activities and recommend how a central review of national standards might assist state and local education reform efforts.

All of these groups will present their papers and discuss them with Panel members January 28 in a Panel Discussion of the Evolving Role and Impact of National Academic Standards:

- A. Shirley M. Malcom, of the American Association for the Advancement of Science and Chair of the Panel's 1993 Advisory Group on Standards. (Tab 1)
- B. Gordon M. Ambach, Executive Director of the Council of Chief State School Officers (CCSSO), about the CCSSO Task Force on Standards. (Tab 2)
- C. Roberts T. Jones, Executive Vice President of the National Alliance of Business and the Business Task Force on Student Standards. (Tab 3)
- D. P. Michael Timpane, retired President of Teachers College, Columbia University and Chair of the NEGP Higher Education Advisory Group on Standards. (Tab 4)

1993 NEGP Advisory Group on Standards

Following release of the report *Raising Standards for American Education*, the Panel convened an advisory group to consider how national academic standards might be reviewed to determine if they were worthy of local adoption. The report of this group, *Promises to Keep: Creating High Standards for American Students*, was presented to the Goals Panel at its meeting of November 1993. At that meeting the Panel adopted a statement of support for national standards that are voluntary, academic, world class, bottoms-up and adaptable and useful.

Charge from the Goals Panel:

The Goals Panel asked a distinguished group of advisors chaired by Shirley Malcom of the American Association for the Advancement of Science, to consider what review criteria and procedures might be used to review voluntary national education standards. They were asked to:

Prepare a report recommending the criteria and processes that should be used to review and certify voluntary national content standards as "world-class," "high-quality," and "internationally competitive" as envisioned by the Goals Panel, the report *Raising Standards For American Education*, and legislation considered by the Congress. (See *Promises to Keep*, p. 6.)

They recommended reviewing standards to gauge if they were: world class; important and focused; useful; reflective of broad consensus building; balanced; accurate and sound; clear and useable; adaptable and flexible; and developmentally appropriate.

Members:

Shirley Malcom, American Association for the Advancement of Science
Iris Carl, past president, National Council of Teachers of Mathematics
Thomas Crawford, US Olympic Committee
Mihaly Csikszentmihalyi, University of Chicago
Philip Daro, New Standards Project
Chester Finn, Edison Institute
Anne Heald, University of Maryland
David Hornbeck, National Alliance for Restructuring Education
David Kearns, retired CEO, Xerox Corporation
Richard Mills, Commissioner of Education, Vermont
Harold Noah, Professor Emeritus, Teachers College, Columbia University
Claire Pelton, vice-chair, National Board of Professional Teaching Standards
James Renier, retired CEO, Honeywell Corporation
Sidney Smith, director of ATLAS for New American Schools Corporation
James Wilsford, director, South Carolina Business Education Subcommittee

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NEGP–CCSSO Task Force on Education Standards

The Goals Panel asked the Council of Chief State School Officers (CCSSO) to inform the Panel on state approaches to standards–setting and to recommend criteria and processes for reviewing both state and voluntary national academic standards. The Panel sought to learn the variety of differing approaches states are taking to develop education standards. Further, it sought advice on how academic standards could be reviewed to benefit states and their unique state reform initiatives and to ensure that states would find the process one of value in establishing challenging education standards.

Charge from the Goals Panel:

The Goals Panel asked the CCSSO to convene the Chief State School Officers from states representing a variety of ways to set standards and at varying stages of engagement in standards–setting to prepare a white paper for the Panel and NESIC on the following topics:

- * What standards–setting activities are currently underway in states, and what different approaches are states taking? What issues would be encountered in trying to review these state and voluntary national standards?
- * How can a system of reviewing state standards be made sufficiently rewarding and useful to the states so they will volunteer to participate in the review process?
- * With what review criteria and processes do states believe that standards should be reviewed?

Members:

California Department of Education (DOE), William Dawson
Colorado DOE, William Randall (Chief State School Officer) and Wayne Martin
Delaware DOE, Pascal Forgione (Chief)
Kentucky DOE, Thomas Boysen (Chief)
Maine DOE, Leo Martin (Chief)
Maryland DOE, Nancy Grasmick (Chief) and Joan Palmer
Nevada DOE, Eugene Paslov (then Chief)
New Mexico DOE, Alan Morgan (Chief) and Albert Zamora
New York DOE, Thomas Sobel (Chief)
Texas DOE, Lionel Meno (Chief)
Vermont DOE, Richard Mills (Chief)
San Diego City Schools, Ruben Carriedo, Superintendent
Gordon Ambach, Ramsay Selden and Barbara Kapinas, CCSSO Staff



COUNCIL OF CHIEF STATE SCHOOL OFFICERS

One Massachusetts Avenue, NW, Suite 700, Washington, DC 20001-1431 • 202/408-5505 • FAX 202/408-8072
Resource Center on Educational Equity State Education Assessment Center

January 18, 1995

Mr. Ken Nelson
Executive Director
National Education Goals Panel
1850 M Street, NW
Suite 270
Washington, D.C. 20036

Dear Director Nelson:

On behalf of the Council of Chief State School Officers, I am pleased to submit our final report on "Recommended Criteria and Processes for Responding to State and Voluntary National Standards for Education."

Our Council is very pleased to be commissioned by the National Education Goals Panel (NEGP) to prepare this report in advice to the National Educational Goals Panel and the National Education Standards and Improvement Council (NESIC) on their responsibilities with respect to state and voluntary national education standards, especially their authority for certification of such standards.

Our Council has strongly supported the enactment and implementation of GOALS 2000: Educate America Act. We support the statutory provision of the National Education Goals and for the establishment of a new structure of NESIC and the NEGP to assist in the nationwide process of establishing new and challenging educational standards for all American students. Our Council has strongly advocated that there be a process of review and certification by NESIC and the NEGP.

We have taken this position because the states want to have a national process through which there is careful review of the voluntary national standards being prepared by several groups in order assure that these standards meet key criteria set forth in GOALS 2000; are benchmarked to international practices and are among the best in the world; and assure the standards are cast in such form and context as to be genuinely useful to the states in

developing their standards. If there were no process of review and certification by NESIC and the Goals Panel, each of the states would have to undertake the review and analysis itself as decisions are made within the state relative to the voluntary national standards. The states also strongly support the potential for state standards to be reviewed and certified by NESIC and the Goals Panel. Through such a process the states may voluntarily advance their standards for an objective and well-qualified external review which analyzes the quality and rigor of the state efforts with relationship to certified voluntary national standards.

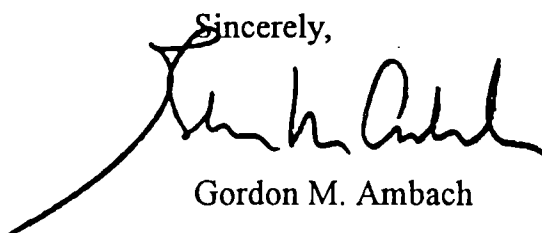
Because of our strong value of the process for review and certification established in Title II of Goals 2000, we are pleased to respond to the Goals Panel's request to recommend the criteria to be used in review and certification. The ultimate value of the work of the NEGP and NESIC lies in the usability by the states and localities of the new educational standards. In this document our Council is recommending the criteria and processes we believe will most enhance the development, review, and certification of standards most helpful for state use.

Our report has two parts. The first part is a set of criteria and processes for use by NESIC and NEGP in reviewing and certifying standards. This part was developed with the assistance of representatives from 11 of the states. We then requested that the chief state school officer and others in these 11 states review the criteria and processes and comment on whether they were effective and would produce results to the states, if adopted by NESIC and the Goals Panel. The summary of the responses from the states is included in the last few pages of the report.

The comments of the states did not, in the aggregate, require significant changes in the recommendations. Therefore, we did not revise the earlier set of recommendations on the processes and criteria. We include the summary of the comments because it points up those aspects of the processes and criteria which will require the most careful consideration by NESIC and NEGP.

We look forward to participating in discussions about our recommendations and to undertake further activities that will assist the Goals Panel and the NESIC in discharge of their responsibilities for these important, new developments of establishing educational standards in the United States.

Sincerely,

A handwritten signature in black ink, appearing to read "Gordon M. Ambach", with a long, sweeping underline that extends to the left.

Gordon M. Ambach

GMA: blv
Enclosure



Council of Chief State School Officers

**FINAL REPORT
January, 1995**



RECOMMENDED CRITERIA AND PROCESSES FOR RESPONDING TO STATE AND VOLUNTARY NATIONAL STANDARDS FOR EDUCATION

A REPORT TO THE NATIONAL EDUCATION GOALS PANEL

FINAL REPORT:

RECOMMENDED CRITERIA AND PROCESSES FOR RESPONDING TO STATE AND VOLUNTARY NATIONAL STANDARDS FOR EDUCATION

Council of Chief State School Officers¹

January, 1995

Introduction

Educational standards are being developed or completed through more than a dozen national projects and by many states. This effort is motivated by a desire to change the quality of learning and teaching that occur in our schools. The standards are intended, in each subject and across subjects, to set more rigorous expectations for our students: deeper, more ambitious knowledge of the content of education.

This is one of the most significant and exciting developments in the history of American education. The standards represent an entirely new way of doing business. They provide definitive, substantive reference points for our entire education system, serving both as goals for students to strive for and as guideposts around which educational policies and strategies can be organized.

With the signing of Goals 2000, the development and use of definitive standards for learning and teaching is encouraged and supported. The bill structures the development and use of voluntary professional standards in the various subjects at the national level and the development and use of standards by states--recognizing that there are very different needs and authorities at the state and national levels. The bill also authorizes the National Education Standards and Improvement Council (NESIC). This Council, along with the National Education

¹Note: This report is to inform the National Education Goals Panel of conclusions on the development and use of educational standards by CCSSO. It is not to be reproduced without the express permission of NEGP and CCSSO.

Goals Panel, has responsibility for promoting the development and use of standards at various levels in the education system. These functions raise a number of very important questions: How should standards be developed, evaluated, and used by a variety of constituencies in the education system? By what criteria of quality, usefulness, and appropriateness should they be judged? How should the perspectives of important sectors in the system, particularly the states, which have responsibility for establishing and using standards, be taken into account in the processes of developing, "certifying," disseminating, and encouraging the use of standards?

This report provides recommendations on these questions. The report comes from a project by the Council of Chief State School Officers for the National Education Goals Panel to advise the Goals Panel and the incoming NESIC on their work related to standards.

There are three important reasons why this effort is important for the states. First, the biggest factor affecting the potential impact of voluntary national standards will be whether or not the standards are used by the states. It is through their adoption and implementation by states that standards will acquire reality and impact. NEGP and NESIC need to be informed about criteria for review of national standards which will yield standards most useful to the states.

Second, the states, and others, must respond in some fashion to the national voluntary standards being developed by various groups, whether reviewed and certified or not by NESIC. NESIC and NEGP can perform a valuable service to the states (and others in the system) by reviewing and evaluating the quality of standards. If this is not done by NESIC and NEGP, the separate states would have to independently undertake these reviews to determine the desirability of state use of the standards.

Third, NESIC and NEGP need advice on the ways in which response to state standards can be most helpful for improving education in the states. This will be a

very significant and sensitive role for NESIC; it should be advised on this role as fully as possible.

These recommendations on the criteria and processes for responding to standards are put forward by CCSSO to guide NEGP and NESIC and the states. In addition to developing these recommendations, CCSSO has had a set of states "try out" the criteria on their current standards and overall reform efforts. The results of this try-out are reported at the end of this report. The states involved reflect a range of situations in terms of region, size, and nature of reform efforts. Profiles of each of the states, including the nature of their reform efforts and their use of standards, are included as an appendix. CCSSO hopes these comments and recommendations guide this important effort.

In preparing the recommendations, we reviewed the report of the NEGP Task Force, Promises to Keep. Some of our recommendations concur; others differ markedly.

Proposed Criteria for Evaluating State and National Standards

NESIC has authority to stimulate development of standards and to set approaches and priorities for the certification of (or other response to) both voluntary national standards and state standards. NESIC can determine the subject areas in which standards are developed and reviewed, and in what order or combination. It must determine the overall frameworks under which standards are to be considered for review, response, and certification.

We believe the process of developing and certifying standards should, in itself, be generative and inspiring, exciting and intellectually challenging, and result in high quality products on the part of participating states and national standards projects. NESIC should consider why states or national projects would be motivated to participate in having their standards reviewed: why would they put themselves

forward to be "certified?" How could the process be structured to encourage them? The answer is that it should be fair, collaborative, and intrinsically rewarding; and it should be continuous and self-renewing, keeping in mind that teaching and learning—education—is a journey and not a destination.

"Certification" of standards should imbue status as being exemplary, a "best practice," rather than as meeting solely a minimum threshold or minimum set of qualifications. Submissions by states or national projects should not be dry listings of standards but should include illustrations of the standards through examples of "best practice" at the school, student, or teacher level. The examples would demonstrate both the nature of the teaching and learning intended by the standards and evidence that such expectations are being reached. Examples would convey to students, teachers, and the public the high achievement and performance our society needs from our students. Submissions might include student or school performance examinations and portfolios. Reviews of such submissions similarly should be generative and flexible, as opposed to revolving around checking the standards against minimum qualifications.

"Certifications" of this character would provide exemplars for approaches to teaching and learning. They would set marks for states and for standard setters in other subjects to strive for. Certification would be a recognition of outstanding quality rather than a license to "do business." Awards would be very individual to the states or standards projects, but they would be based on demanding criteria, clear and fair, as suggested below. This approach would inspire continual elevation of standards and the conceptions of learning that are possible.

Concerning the review of standards, we recommend the same overall criteria and processes be applied to voluntary national standards and state standards, but that some particular considerations be addressed for each level of standard. Both state and national voluntary standards should be developed and reviewed under the general principles or concepts described below.

Criteria

For the consideration of standards, the criteria laid out below are suggested. These recommendations encompass some, but go beyond, the recommendations made to the Goals Panel in Promises To Keep, the report of the Technical Planning Group on the review of educational standards.

Promises to Keep differentiated the treatment of national standards and state standards. It laid out a number of criteria for national standards, each subject to be considered separately, and then opined that state standards should be considered in sets of subjects, evaluating them, in part, for the extent to which they are coherent as a set. We take a different approach, believing a single set of substantive criteria can, and should, be used for both types of standards. We believe this for two principal reasons. First, the same substantive review criteria should apply to standards developed at each level (including coherence). Second, if state standards could be responded-to only in sets, no state standards in any subject could be considered until NESIC had certified national standards for all subjects in the set. Such a barrier is neither necessary nor desirable.

These recommendations include a combination of **qualifying conditions** for the consideration of standards; **review criteria** for evaluating standards; and recommendations for handling the **process** of submission and review. We tried to be parsimonious, simple, and flexible in these recommendations, while addressing the purposes of considering standards. Each set of voluntary national or state standards to be considered by NESIC and NEGP would have to meet the qualifying conditions and be evaluated against the review criteria that follow.

Qualifying Conditions for Standards--

1. The standards are challenging and for **all students**.
2. The standards must be developed through an **open, public process**, and reflect a broad consensus.
3. The standards must encompass the **elementary, middle, and secondary** levels of education, with indications of achievement goals at points throughout these levels.
4. **Content and performance** standards must be included and considered **together**.
5. Content and performance standards must be **definitive and assessable**. (Standards are effective only to the extent they are used with a supportive and appropriate assessment system.)
6. The standards can be considered or certified only if there is evidence they **can be achieved** and are in use in a state or local school system either in or outside the United States. Current examples of student performance that meets the standards should be included as part of the submission. The conditions needed for students to reach this level of performance in the example should be described. This evidence should not be construed as submission of opportunity to learn standards, unless the state explicitly requests that.
7. The standards must be part of an **overall program strategy** for school improvement by the state, or part of a comprehensive program of improvement by an applicant for national voluntary standards. For national voluntary standards, the applicant must address the relation of the standards to those certified in other subjects.

Review Criteria--

8. The standards must be **internationally competitive** and comparable to the best in the world.
9. The standards must reflect **sound scholarship** and the **best available knowledge** about how students learn to a high level in the subject matter.
10. The standards must be **important and focused**. They should focus on "a limited set of the most important and enduring knowledge and skills..." (Promises, p. 13), particularly those that are addressed in National Goals 3 and 5.
11. The standards should be **useful**, promoting students' self-managed ability to apply and integrate knowledge and skills from various subjects "for citizenship, employment and life-long learning." (Promises, p. iii)
12. Standards themselves should **challenge, inspire, and elevate** the educational enterprise; the standards being reviewed should invite states and localities to use them, and they should inspire students and teachers to perform at new heights.
13. Standards should be **usable, adaptable, and cumulatively feasible** for implementation over time. There must be a persuasive case that students could reach the standards for each subject area and the accumulation of standards for all subject areas under conditions of reasonable time and resources.
14. The standards must be **balanced** on several dimensions (adapted from Promises):
 - o between depth of understanding and breadth of coverage;
 - o between specificity and adaptability;
 - o between theoretical knowledge and application; and

- o among subject areas, as cumulative sets.

Process--

The consideration of standards for various purposes by NESIC and NEGP should use a process with the following characteristics:

- 1) The process should be **encouraging and positive**. It should not use a threshold or minimum requirements approach, such as used for the Bureau of Standards or standards for clean air. Rather, the approach should recognize best practice and outstanding examples of what can be done. Further, the processes and criteria used by NESIC should be open and public themselves.
- 2) There must be a strong, logical **connection** between standards reviewed, considered, and certified by **NESIC** and those addressed by the **National Skills Standards Board**. Both boards must work to achieve this connection.
- 3) Standards may be organized by **traditional subject matter disciplines or by other conceptual structures of knowledge**.
- 4) Standards may be submitted and considered **either subject by subject or in combinations or interdisciplinary sets** of subjects; if one by one, they must contain explicit consideration of their relation to other standards that have been submitted—for logical connections, cumulative feasibility, etc.
- 5) Substantive principles and **criteria** for national voluntary standards and for state standards should be the **same**.

Unresolved Issues

Many of the issues involved in the processes and criteria for consideration of standards are not addressed in this statement. Three issues in particular that arise from our deliberations follow:

1. The periodic renewal of "certification" must be addressed, if standards are certified. It seems obvious that standards should not be certified permanently; but, by what process should certification be reviewed? How often should certification be renewed? Should NESIC have a process to "de-certify" standards because their features, their effectiveness, or the conditions in which they are used change?
2. The certification process must be able to deal with new developments or approaches in the future whose nature we cannot anticipate. How can that be provided-for?
3. Should there be only one set of certified national voluntary standards in a subject, or might there be multiple sets? How should NESIC review competing sets of standards in the same subject?

Approaches and overall Frameworks for NESIC to Use in Considering Standards

The processes used by NESIC will be crucial for enabling the states and national projects to develop standards and apply for certification in a constructive and beneficial manner. Not only must NESIC address the enormous responsibilities of creating processes of quality control for developing, certifying, and disseminating state and voluntary national standards, NESIC also must create these processes so they inspire the field to enthusiastically expend its best efforts to participate. Setting

visionary standards could be one of the most inspiring and exciting contributions to education. NESIC must elicit this enthusiasm and yet operate with good judgement, prudence, and intelligence to make the process credible and reliable.

Overall Organizing Framework for Standards. Perhaps the most important issue for NESIC is to determine overall organizing frameworks within which national voluntary and state subject-matter standards will be considered. NESIC must be able to respond to standards and to certify quality within the current framework of subject-matter standards, but it also must be able to certify standards under new and different concepts for organizing knowledge.

Several of the criteria included in Promises to Keep would confine NESIC to an organizing framework for standards which is limited to considering standards only by single subjects or by a discipline-based structure. That is one way of classifying subject matter which may be valid and useful. But, other ways exist which encompass similar content and performance expectations in different ways. Several states are organizing their content domains in such ways. The challenge is to provide flexibility for considering the content standards while maintaining attention to essential knowledge. With respect to national standards, consideration must be given to whether standards are missing or whether the standards which are available or being prepared are organized sensibly and coherently. With respect to state standards, some consideration of adequacy must be made concerning the coverage and organization of the standards.

To assist NESIC in addressing this matter, we recommend the following: First, NESIC should commission at least one consideration of alternative frameworks for organizing subject-matter content. Several useful and valid ways of conceiving these frameworks should be explored, and some of the more compelling ones should be developed, described, and analyzed.

Second, NESIC should commission preparation of a framework that provides for a complete set of skills, but a set that could be applied flexibly and be

approached by standards projects and by states in a variety of ways. Knowledge in the traditional disciplines, cross-cutting skills, and other goals of schooling can be organized in various ways. NESIC should identify what these goals are and ask that they be addressed, allowing standards projects and states to address them and organize them in their own manner.

This complete set should encompass academic skills, work-related skills, and other goals of schooling. One formulation could be to conceive of academic competencies in part traditionally but also as needing to be applied to work-related situations. In addition, it would be recognized that students ultimately need to be able to acquire skills that are specific to performance on particular jobs. Finally, it would be recognized that students acquire other personal and human goals through schooling. Stated this way, all of the skills encompassed in the standards addressed by NESIC and the National Skills Standards Board would be included and addressed, but they could be organized and approached in a wide variety of ways.

Third, NESIC should invite the states to submit systems of standards and related assessments structured around a submission and review process aimed at quality through individuality, flexibility, and recognition. States electing to submit their standards would enter a creatively-developed application, to be evaluated for its substance, coherence, level of ambition, connection with a well-articulated reform strategy, and other criteria. Certification by NESIC would be made in the form of awards and would be publicized from among submissions in a given review period. State approaches would take on many distinct forms and themes, but they would be evaluated against the standard set of criteria recommended in the preceding section.

This approach has the advantage of promoting comprehensiveness and vision on the part of the states, while avoiding some of the negative consequences of more conventional approaches that could be taken re certifying standards and assessments. We think this approach would engender excitement on the part of states in participating in certification and review, while permitting flexibility in whether

and how they participate.

Together, these suggestions constitute an approach for NESIC to use in addressing the issue of completeness and organization of standards, without specifying a single organizing framework.

Conclusion

The Council of Chief State School Officers appreciates the opportunity to make these recommendations on the consideration of state and voluntary national standards. These are very important issues; this is a critical moment in the development of American education. The effectiveness with which standards are considered depends upon the intelligence and judgement which NESIC and the Goals Panel use in designing the criteria and processes for reviewing standards. We hope these recommendations inform both the criteria and the process.

Try-out of Criteria and Recommendations by States

Chief state school officers and other staff from eleven states contributed to this report to the National Education Goals Panel, as did representatives from local school systems. After our recommendations were drafted, we asked the participants to comment on them and particularly to "try out" the criteria on their own situations: Did the criteria and recommended approaches seem to fit well or not with what they were doing? The idea was not to determine if the states would "pass" the criteria, but to determine if the criteria and other recommendations were valid, appropriate, and effective in reviewing the standards states and others were developing and in evaluating the larger reform efforts within which those standards were being developed.

At an overall level, the states which tried out the criteria found them to be desirable. Most of the criteria were found to be very appropriate, reasonable, and effective in getting at the critical features of the states' (and local districts') systems of standards. While some specific suggestions will be reported below, the full set of criteria presented in this report was found to be reasonable and to fit the states' situations well. States pointed out that the criteria will be difficult to reach; they pointed out that assembling the "package" that is required here will take time and effort; and, they pointed out that it is very important to emphasize the connections of the states' standards to their reforms in various specific policy areas; but, they supported the general approach and criteria. Comments and suggestions on the specific criteria follow.

Reviewers supported the criterion that standards be applied to all students. One state suggested that states be encouraged to report publically on the progress of various groups of students in meeting the standards.

All states supported the notion of having an open and public process for developing standards and indicated that their own processes had reflected those

principles.

Most states concurred with having standards at the primary or elementary level, the middle school level, and the secondary or high school level. One state commented that even this scheme might be too limiting to states which wanted to use other organizational patterns. It also was asked whether states would be required to submit all of their standards or could submit those from one or two levels.

States agreed with the principle of reviewing content and performance standards together, but pointed out some problems with this. First, several states felt that it would make more sense from their perspective to review performance standards and assessments together, because they are needed together in order to understand the standards. This argued for reviewing content and performance standards together with assessments. But, it was pointed out that limited resources will require that these elements be developed separately, so this principle would delay the process of submission and review. Reviewers also noted the need for definition and clarification of the meaning of performance standards.

All reviewers found the criteria that standards should be definitive and assessable to be good. One suggested that standards also should be linked to strategies for professional development.

The requirement that standards be submitted with evidence of their achievability was supported, but it also raised questions. One state cautioned that achievability with students of all backgrounds would be important to emphasize, even in the demonstration. Another indicated that flexibility would be needed in the form which the demonstration would take: the preconceptions could not be too rigid. But, that state also pointed out that the kinds of evidence that are being sought should be clarified: how extensive? How detailed? A third state pointed out that this requirement could entail extensive effort and delay states' abilities to submit.

All supported the notion that the standards should be part of an overall reform plan. It was questioned how well this criterion applies to the national voluntary

standards. The states agreed that, for national standards, the relation of a set of standards to standards in other areas should be a criterion. One state suggested that the broader package at the state level include assessment of the standards through a variety of strategies.

Most of the states observed that the meaning of "internationally competitive" must be clarified. This could be defined and operationalized in many different ways. They urged that we indicate more specifically what we mean and how it would be determined.

Requiring that standards be based on best available knowledge was confirmed, but one state cautioned that this could be at the expense of determining standards through an open and public process and at the expense of the ultimate flexibility of the standards.

The concepts of focus and importance were confirmed, but the definition of importance (and to whom) was raised as an issue.

The utility of the standards was affirmed, but one state pointed out that this actually is ultimately an outcome of the standards after they are put in use and questioned whether it was appropriate and how it would be determined.

States agreed with the criterion that the standards have the effect of elevating the education enterprise, but one questioned whether this as an appropriate review criterion.

The criterion of usability was solidly confirmed by the states, and one suggested that it be evaluated at each level of the education system (elementary, middle, secondary) by looking across all of the standards in the different subjects at that level. Despite affirming this criterion, states pointed out that this and the criterion of balance will be difficult for the national standards to meet and for states to meet in their own standards.

On the process for review and consideration of the standards, states appreciated the attempt to make the process positive and inspiring to them. They

also supported very strongly the notion of flexibility in how states structured and submitted their standards, to allow for their individual situations. They agreed on the need to make good connections between national skills standards and academic subject-area standards, with an integrating framework. Finally, they agreed with the principle that criteria for state standards should be similar substantively to those for the national standards.

Among the review comments, several of the states observed that our identification of criteria as "qualifying conditions" or as "review criteria" was not always successful or effective. Also, states contributed some overall suggestions, such as the one that NESIC provide tangible resources to the states, in the form of materials or activities, to support the standards-development process.

As can be seen, the states' try-out of these criteria confirmed them to a large extent. Some very useful suggestions were made, and some important questions were raised by the exercise. But, overall the approach and criteria were supported.

APPENDIX A

COMMITTEE PARTICIPANT LIST

COUNCIL OF CHIEF STATE SCHOOL OFFICERS
NEGP COMMITTEE PARTICIPANTS

William D. Dawson
California Department of Education

William T. Randall
Wayne Martin
Colorado Department of Education

Pascal D. Forgione
Delaware Department of Public Instruction

Thomas C. Boysen
Kentucky State Department of Education

Leo G. Martin
Maine Department of Education

Nancy S. Grasmick
Joan Palmer
Maryland State Department of Education

Eugene T. Paslov
Nevada Department of Education

Alan D. Morgan
Albert Zamora
New Mexico Department of Education

Thomas Sobol
New York Education Department

Lionel R. Meno
Texas Education Agency

Richard P. Mills
Vermont Department of Education

Judith A. Billings
Washington Department of Public Instruction

Ruben Carriedo
San Diego City Schools

Patty Mitchell
National Alliance of Business

Jennifer Davis
U.S. Department of Education

Ken Nelson
Emily Wurtz
National Education Goals Panel

Gordon Ambach
Cindy Brown
Ramsay Selden
Barbara Kapinus
Jack MacDonald
Circe Stumbo
Council of Chief State School Officers

APPENDIX B
STATE CASE STUDIES

DESCRIPTION OF STATE EFFORTS OF EDUCATIONAL IMPROVEMENT
FOR THE COUNCIL OF CHIEF STATE SCHOOL OFFICERS

May 1994

California began its educational reform efforts in 1983, prior to the release of *A Nation At Risk*, published by the National Commission on Excellence in Education. The reform, bolstered by a number of educational reports that were published at that time, was based on the idea that all students can succeed and that high standards are the foundation for our schools. California recognized the increasingly technological job market and set three major goals for students: (1) to compete successfully in the job market; (2) to participate in our democratic system and culturally diverse society; and (3) to develop strong moral and ethical values and the ability to reach their individual potential.

While California's strategy was comprehensive, the improvement of teaching and learning was at the heart. The foundation for curriculum reform has been the California curriculum frameworks. The frameworks are developed by the State Curriculum Commission and approved by the State Board of Education. The Curriculum Commission is informed by a committee of subject matter experts (K-12 and post secondary education), the majority being current classroom teachers. The primary criteria for appointment/selection to the Curriculum Commission and its advisory committees is subject matter expertise. Additionally, members should have professional knowledge of, and successful experience with, effective educational programs and practices for the full range of the states' diverse population. Curriculum frameworks describe a core curriculum and provide direction for teachers and students to interact effectively so that all students may develop high levels of skills, knowledge, and understandings. The frameworks describe what students should know and be able to do in each content area (mathematics, science, health, physical education, English-language arts, visual and performing arts, history-social science, and foreign language.) They reflect research in both content and structure of a core curriculum and the strategies to teach it effectively.

Curriculum frameworks are also used to evaluate and adopt instructional resources, provide direction for professional development, and serve as the basis for the development and revision of the state's assessment program. Frameworks address issues of student diversity and disability through their treatment of content, instructional methodology, and assessment. The research base of frameworks includes contributions from a broad field of state and national scholars who have significantly addressed curriculum, instruction, and assessment issues.

The framework development process includes multiple opportunities for public review and comment. All meetings of the framework committee are open to the public. A draft framework is circulated for a broad public review, sampling teachers, district and county personnel, and public members for their comments. Several public comment sessions are held on the framework before the State Board makes the final approval decision.

Although frameworks are developed for each major subject area, each has the following common elements.

- commitment to every student's success
- critical thinking and conceptual understanding
- emphasis of depth over breadth
- problem solving based on real-life problems
- meaning-centered rather than memorization-oriented learning opportunities
- active learning and activity-based instruction
- contextualized learning which makes connections to students' experiences
- collaborative learning in groups
- interdisciplinary learning
- curriculum-embedded/performance-based assessment
- extensive use of technology

To enhance accountability, the frameworks call for assessments that are closely linked to, and integrated with, the day-to-day curriculum. The emphasis is on application of skills and knowledge in real-life situations, or "performance-based assessment." A goal of each of the frameworks is that students are assessed in the same way they learn -- that is, activity based, collaboratively as well as individually, and problem solving based on real-life problems.

The California Department of Education successfully passed legislation in 1991 to revise the current California Assessment System, mandating a more performance-based assessment system from K-12 education. Education Code section 60601 states: California's assessment system shall "develop a set of statewide performance standards in all subject areas as the basis for reporting results for individual pupils and for groups of pupils." a state-appointed committee composed largely of classroom teachers developed the proposed performance level descriptions for reporting the state testing results. The performance levels range from 1, the lowest level, which describes performances that provide little or no evidence of understanding or achievement, to 6, the highest level, which describes exemplary student work. Samples of student work that illustrate each performance level will accompany the reports. The samples of student work are an essential element of the reporting process; student work not only illustrates the variety of performances at each grade level, but also demonstrates the increasing depth of understanding and complexity of thought expected as students move upward through the grades.

The only national standards completed and incorporated into a framework to date are the mathematics standards developed by the National Council of Teachers of Mathematics in 1989. The 1992 *Mathematics Framework* elaborates on these standards and extends them into a comprehensive vision for mathematics education. The other frameworks have attempted to incorporate, as much as possible, the direction and view of curriculum from national subject area organizations. For example, the 1990 Science Framework incorporated recommendations of Science for All, issued by Project 2061 of the American Association for the Advancement of Science. In other instances, such as the 1988 History-Social Science Framework, California's frameworks have been used as models for the development of voluntary national standards.

Colorado's Transition to Standards Based Education

Background: In the fall of 1991, Governor Roy Romer called for a special session of the Colorado General Assembly to deal with three major issues: prisons, the death penalty, and public school finance. During the special session, the legislature was able to find satisfactory solutions to the first two issues (prisons and the death penalty), but was unable to come up with a solution to the school finance issue. The legislature instead established the Colorado Commission on Achievement in Education (CCAE) which was empowered to study the need for state education reform from early childhood through lifelong learning.

The Commission represented a departure from normal legislative study committees. No "sunset" clause or ending date for CCAE was established by the legislation. One-third of the members are appointed by the Speaker of the House; one-third of the members are appointed by the President of the Senate; the remaining third are appointed by the Governor. The Commissioner of Education and the Executive Director of the Colorado Commission on Higher Education (CCHE) serve as ex-officio members. Chairmanship of the Commission was to rotate between the House and the Senate leadership.

House Speaker Chuck Berry and then Senate President Ted Strickland appointed themselves as well as the chairs of their respective education committees and the leadership of both the majority and minority parties. Governor Romer appointed a business leader, a higher education leader, leaders from school administrators and teachers, and himself to the Commission. The CCAE then agreed to meet every other week, beginning with the regular legislative session (January through May).

To carry out their work, the Commission established a number of task forces to study various education issues, starting with a Standards and Assessment Task Force for K-12 education. This was seen by CCAE as the logical starting point for the question of reform and was to serve as the cornerstone of their efforts.

After hearing testimony about various district and national reform projects such as outcome-based education, performance-based education, the New Standards Project, and the National Education Goals Panel (NEGP) as well as the report of the National Commission on Education Standards and Testing (NCEST), the CCAE appointed the task force which included representation from all of the state education organizations (school boards, administrators, teachers, and parents), the Colorado Department of Education (CDE), the State board of Education, and higher education as well as the business community and the general public. The intent of the Commission was that the task force not be dominated by educators.

The Standards and Assessment Task Force spent the next year grappling with issues fundamental to reforming or transforming public education in Colorado. Colorado is a "local control" state. The authority to grant diplomas, set graduation requirements, determine course offerings, and establish curriculum is vested with the publicly-elected school board of each of the one hundred seventy-six (176) school districts.

Local control has served Colorado well, given the diversity of school districts and populations. Approximately two-thirds of the districts have less than one hundred (100) students per grade; these districts account for less than a tenth of the total student population. The remaining third of the districts account for over ninety percent of the student population. Four-fifths of the student population reside along the Interstate 25 corridor which runs north and south through the state, from Fort Collins to Trinidad. The other fifth of the student population is spread throughout the state, from communities on the eastern plains to mountain communities on the western slope. Simple, statewide "solutions" are simply not practical. What might work in Denver might not work in Yuma or Craig; what might work in Durango might not work in Cherry Creek.

A basic assumption of local control is that the community is educating its future citizens. Yet labor statistics point out that approximately ten percent of a community's citizens were educated by the local school system. In reality, local school systems are educating students for other Colorado communities, other states, and possibly, other countries.

The task force quickly focused on the central issue: how to preserve as much of the needed local flexibility and autonomy as possible while providing statewide assurances about the quality of education provided and the opportunity to learn. The establishment of state model content standards, defining what students should know and be able to do, emerged as the most likely answer.

Each district would have the option of adopting the state model content standards or developing their own content standards which meet or exceed the state standards. The means and methods for achieving the standards would vary from district to district. Each district would retain the authority to define curriculum, programs of instruction, course offerings, and graduation requirements. However, every Colorado public school student would be working toward achievement of very similar content standards.

Assessment was the next big issue. Who should be responsible for determining whether students are achieving the content standards? Given that districts could adopt their own content standards which meet or exceed the state standards, it appeared logical that districts should assume responsibility for assessment. But how could the state's progress be monitored? And what assurances would there be about the local assessment results?

The answer appeared to be a state assessment program, based on statewide samples of students, designed to measure the state's progress in achievement of the state model content standards. Given that every district would be working toward achievement of very similar content standards, the state assessment results would be used to corroborate the district assessment results. Grades 4, 8, and 10 were selected for state assessment purposes. To make the corroboration check possible, districts would also be required to assess in those three grades, though other grades could also be assessed. Every school containing one of the three grades would be in the statewide sample at least once every three years.

The task force also recognized that alignment was key to make this work. The curriculum, instructional programs, assessments, and professional development all needed to be aligned to the content standards if this standards-based education system were to work. Each district would be required to develop a plan for such alignment. The Teacher Licensure Act of 1991 would be revised to include "knowledge and use of standards-based education" for both teacher and administrator licenses, and teacher-preparation institutions would be required to provide preservice training in standards-based education.

During the year-long effort, the task force worked closely with the State Board of Education, the State Accountability Committee, and the Commission to gain direction and comments on its proposals. The final task force report was prepared in draft bill form by the legislative drafting office and presented to the CCAE for its endorsement at the beginning of the 1993 legislative session.

The bill was introduced in the Colorado House of Representatives by the chairman of the Standards and Assessment Task Force, Representative Pat Sullivan, and co-sponsored by the Commission members in their respective legislative bodies. Although the bill won the award for having the most proposed amendments (one hundred twenty-five), the final version of the bill passed by the Colorado General Assembly and signed into law by Governor Romer was essentially the same as the final task force report.

Throughout the development of the its report, the task force members were influenced by a number of factors. These included: Colorado's participation in the New Standards Project; the Governor's involvement with the National Education Goals Panel; the Commissioner's active participation on the National Assessment Governing Board (NAGB); the state's participation in the National Assessment of Educational Progress (NAEP) Trial State Assessment; Colorado's National Science Foundation (NSF) Statewide Systemic Initiative (SSI) grant for mathematics and science education, based on standards and assessments; and the Clinton Administration's proposed Goals 2000 legislation. The goal was to be consistent with national trends while reflecting Colorado's unique situation.

Current Status: As required by law, a nine-member Standards and Assessments Development and Implementation (SADI) Council was appointed by Governor Romer in August 1993. Staffed jointly by the Governor's office and CDE, the Council members immediately began the task of developing draft state content standards for all public school students in the areas of reading, writing, mathematics, science, history, and geography as their first priority. As its second priority, the Council was also to develop draft content standards for the areas of art, music, physical education, and civics.

The law required the Council to have the draft content standards for these six learning areas completed and presented to the State Board of Education by August 1994. The Council was also required to hold six public meetings across the state to gain public comment about the draft standards prior to the August deadline. The State Board had to adopt a final set of state model content standards by January 1995. The Council was to recommend assessments measuring the content standards to the State Board on a similar timeline the following year.

To accomplish their first priority task, the Council established task forces, composed of district and higher education staff, for the different areas to prepare an initial draft of the content standards. The starting point for each of the task forces was any existing or draft national standards, standards from other states, and standards developed by various districts within the state.

A first draft of the content standards for reading, writing, mathematics, science, history, and geography was completed by February 1994. Three thousand, five hundred (3,500) copies were distributed statewide, with the month of March being devoted to review by schools, districts, and the public.

Based on the feedback, a second draft was completed in early May. Five thousand copies of the second draft were distributed statewide. Feedback on the second draft content standards was collected during June. In addition, the Council held fifteen (15) public meetings across the state to gain further public input during late May and early June.

As a part of the 1994 legislative session, the Colorado General Assembly extended the timeline for the preparation of the draft content standards for the first six areas. The Council has until April 1995 to prepare the recommended content standards; the State Board has until June 1995 to adopt content standards for reading, writing, mathematics, science, history and geography. The extension was designed to gain greater public involvement.

To encourage further public discussion, the Council developed and circulated five thousand (5,000) copies of a question-and-answer brochure about standards-based education. Back-to-school night materials, highlighting the content standards for each area, were also prepared and distributed to every public school.

Working with the Colorado Association of School Boards and the Colorado Association for Commerce and Industry, a number of brown-bag lunch discussion of the content standards at offices and plants have been held across the state.

Final discussion draft content standards were prepared during the fall. Six thousand (6,000) copies of the final draft were circulated in December, with feedback due by February 15, 1995.

The Council is holding a statewide teleconference on the final draft content standards via cable television in February. School districts and chambers of commerce are being organized to sponsor public meetings for the teleconference and/or public review of the final draft content standards. A thirty-minute video about standards-based education, prepared for the teleconference, is also being duplicated and made available.

The Council also began work on its second priority -- draft content standards for art, music, physical education, civics, and foreign languages (added during the 1994 legislative session) -- in the fall. The first draft content standards for these five areas will be completed and circulated for review in the spring of 1995.

To finance the work of the Council, the Colorado Student Assessment Program was canceled for the 1993-94 and 1994-95 school year. A new student assessment program is scheduled to begin during the 1996-97 school year, based on a timetable to be established by the State Board of Education.

To begin the assessment discussion, the new testing requirements for the state and districts were highlighted as a part of the final draft content standards. Also, an assessment sampler, providing definitions and examples of various measurement types, was prepared and included with the standards. Following adoption of the content standards by the State Board of Education, the learning area task forces will be reconvened to begin work on assessment frameworks.

STATE EFFORTS FOR EDUCATIONAL IMPROVEMENT DELAWARE CASE DESCRIPTION

New Directions for Education in Delaware is a comprehensive systemic education reform initiative launched in July 1992. New Directions seeks to achieve excellence and equity for all students by establishing clear expectations and real-world standards. Through a standards-based approach to education reform, New Directions calls for the institution of challenging academic standards for both content and performance for all students and for the regular monitoring of progress by students and schools against appropriate benchmarks. New Directions also recognizes the need to relate to the system as a whole in advancing this reform agenda. Thus, transformations are underway in the areas of teacher preparation and certification, governance and accountability, and regulatory review and reform -- all in the interest of creating the underlying conditions to support these New Directions standards-based efforts.

A formally-adopted initiative of the Delaware State Board of Education, New Directions is a broad partnership of key stakeholders throughout the state; the Governor, the General Assembly, local boards and superintendents, the teacher's union, the Delaware Association of School Administrators, the state parent/teacher association, and all public institutions of higher education. The state legislature has supported the reform agenda to date, and in an agreement unique to this country, each school district has committed five dollars per child (or \$500,000 per year for five years) which was initially matched by seven dollars per child (or \$700,000 per year) from the state to support New Directions. The business community has also invested in New Directions.

Standards and assessments are at the heart of New Directions. Curriculum Frameworks Commissions are now working to establish content and performance standards delineating clear expectations for all students in a variety of disciplines. New Directions seeks to create an education system that will help all students meet or exceed the content and performance standards established by the Commissions. The results of the Interim Assessment Program conducted each May, beginning in May 1993 through May 1997, indicated that there is significant room for improvement in helping to raise the level of achievement across all grades in all subject areas and to reduce the gap in achievement between minority and non-minority students.

For the five years of the New Directions Partnership (i.e., FY '93-FY '97), four educational priorities have been established to guide state and local educational reform efforts in Delaware: Standards and Curriculum, Assessments and Instruction, Capacity Building and Local Implementation, and Partnerships. Each has complementary statewide and local-level roles and responsibilities. All four elements are essential to the long-term success of New Directions. While standards and assessments will be universal throughout the state, curriculum and instruction will remain the responsibility of the districts and schools. This new vision will require an investment in building the capacity of the education systems to deliver quality teaching and learning for all students through local implementation.

State Roles

Standards

Establish statewide expectations for content and for student performance.

Assessments

Develop and administer statewide assessments to evaluate progress of each school and student in meeting or exceeding the standards.

Capacity Building

Provide leadership both to identify and secure the resources for professional development and system enhancements and to remove statutory and regulatory barriers to quality to ensure that the activities of New Directions can be implemented so all children can succeed.

Partnerships

Develop and maintain partnerships with key constituents to ensure the appropriate and adequate support of New Directions statewide.

Local Roles

Curriculum

Develop and implement curriculum and materials that will ensure all students are challenged academically and have an opportunity to meet or exceed the standards.

Instruction

Develop and implement teaching practices and on-going assessments that will ensure that all students meet or exceed the standards.

Local Implementation

Utilize state and local resources for professional development and system enhancements to provide programs and services that ensure that all students meet or exceed the standards.

Partnerships

Develop and maintain partnerships with key constituents to ensure the support of New Directions community wide.

Below are brief highlights of Delaware's efforts to date in the areas of standards, assessments and capacity building. This description does not capture the full scope and complexity of the state's education reform efforts, which encompass many more related initiatives in areas not noted here, such as school-to-work transition, school climate and discipline, student equity, school restructuring and parental involvement.

Standards. In June 1992, four Curriculum Framework Commissions of 45 members each were named (Mathematics, Science, English Language Arts, and History/Geography/Social Studies), with timelines for framing content and student performance standards extending over a three-year period. The commissions are now seeking review and comment from Delaware educators and/or national experts on their draft documents, to be followed by a public review of the standards. As this first phase of Commissions enters its final stages of drafting content and student performance standards at benchmark points (e.g., K-3, 4-5, 6-8, and 9-10), new Commissions are being formed to develop content and student performance standards in other areas including the visual/performing arts, foreign languages, and vocational education. All of

Delaware's Curriculum Framework Commissions are being informed by standard-setting work done by other states and at the national and international levels.

Assessments. A new comprehensive statewide assessment system is now being designed to align with the curriculum frameworks being developed by the Commissions. This new performance-based assessment system will embody higher aspirations and more challenging opportunities for demonstration of accomplishment than traditional tests. It will measure student performance authentically, foster application of skills learned, enhance instruction of higher-order thinking skills, look more like actual instruction, encourage student group work and promote desired collaboration skills, and allow students to demonstrate the requisite skills, knowledge, and dispositions. The state is committed to designing, developing, field testing and implementing this comprehensive assessment system over the next several years, with work being informed by such groups as the Curriculum Frameworks Commissions, the Delaware Education Research and Development Center, Project 21 (Delaware's State Systemic Initiative), and Delaware's partnership with the New Standards Project. In the period prior to the implementation of a comprehensive assessment system aligned with Delaware content standards, a performance-based Interim Assessment Program has been instituted and is administered annually in the spring for mathematics, reading and writing at grades 3, 5, 8, and 10.

Capacity Building and Implementation. While New Directions is a standards-based initiative, its ultimate success hinges on much more than the development of quality standards and assessments alone. Success depends as much, if not more so, on building the capacities of the overall system and especially of classroom teachers and other educators whose job it is to instruct and guide Delaware children. Local district and Department of Public Instruction leadership have drafted a comprehensive "capacity-building proposal" to begin to address the nature of changes required to enable students and teachers to meet the new standards. Funding is being sought from the legislature for substantial new initiatives in the areas of student equity, professional development, technology, and research and development.

A central tenet of New Directions is that the locus of decision making about and control of practice should be at the local level. In line with this philosophy, in 1993, the State Board Education took action to remove a set of existing regulatory barriers in the areas of norm-referenced testing, curriculum development, textbook adoption and minimum competency assessing additional existing regulatory barriers that impede the progress of New Directions and the abilities of schools to pursue the kinds of practice necessary to adequately address the new, higher standards.

Changes in school environment, culture and practice, and in state policy and practice will be necessary to achieve the goals of New Directions. In order to cultivate an environment that is supportive of such transformation, New Directions is consciously designed to align policy and practice in areas as diverse as professional development, curriculum and instruction, assessment and public accountability, school organization and governance, teacher certification, the organization and use of time, the policy and regulatory environment, and personnel evaluation

and performance appraisal, as well as student standards. The Professional Standards Council, an independent body which reports to the State Board of Education, has developed an educational plan to ensure the quality of teachers and building-level administrators in Delaware schools. The plan establishes new standards and assessments for teachers and administrators relating to appointed a state Education Improvement Commission whose recommendations in the areas of governance and accountability, finance, and public communications are intended to foster the capacity of schools, districts and local communities to achieve the goals of New directions. This Commission is also charged with overseeing the development of Delaware's Goals 2000 State Improvement Plan which will outline a comprehensive, long-term strategy for education reform. A National Advisory Council for New Directions, a diverse panel of leading education researchers and practitioners, provides feedback and guidance to assist the state in continually evaluating and refining its systemic reform strategies.

INPUT FOR CCSO ADVISORY PAPER TO NEGP AND NESIC
ON CRITERIA AND PROCESSES FOR CERTIFYING STANDARDS

DELAWARE, PART II

WORKING PAPER ON TRIAL USE OF CRITERIA FOR STANDARDS

HOW DRAFT CRITERIA WORK FOR DELAWARE

Overall, the draft criteria work fairly well for Delaware. Most criteria are consistent with the process we are using to develop content and student performance standards. Exceptions are noted in the comments that follow.

Qualifying Conditions

1. *The standards must be challenging for all students.* This is consistent with Delaware's effort to establish high expectations and standards for all students, regardless of background of prior achievement level.
2. *The standards must be developed through an open, public process and reflect broad consensus.* This is consistent with the standards development process we are using in Delaware. Each of Delaware's Curriculum Framework Commissions is composed of approximately 45 members chosen to represent Delaware's diversity. Care has been taken to ensure adequate representation from each of Delaware's three counties, a variety of role groups, and racial/ethnic and gender diversity. Curriculum Frameworks Commission members on Delaware's first phase of commissions were nominated by key education stakeholders, including the general public. Commission meetings are open to the public and drafts of the content standards in science, mathematics, English language arts and history/geography/social studies have been/will be disseminated to educators and national experts for comment. Draft content standards will be released shortly to the general public for discussion and comment.
3. *Standards must encompass the elementary, middle, and secondary levels of education with indicators of achievement goals at points throughout these levels.* At this point in time, this criterion might be problematic for us. Delaware's Curriculum Framework Commissions have been charged with developing content and student performance standards for grades K-10. They have not addressed pre-K or grades 11 and 12. Delaware does intend to address grades 11 and 12 in the future as part of an overall plan for transition from school to work (which will encompass college-bound and non-college bound). One question arises as we consider this issue. Will there be an overall blanket certification for a state, or is it possible for a state to be certified for standards at various grade level clusters or in some content areas and not others?

4. *Content and performance standards must be included and certified together.* This appears to be consistent with what is being done in Delaware. The Curriculum Framework Commissions are tasked with developing content standards and student performance standards which will be universal statewide. In order to illustrate what teaching and learning will look like in classrooms and schools where students are meeting the standards, Delaware's curriculum framework documents will also contain illustrations that include exemplary instructional and assessment tasks that align with Delaware's content standards, examples of learning events and instructional practices that are successful in helping students meet the performance standards, sample scoring criteria and samples of student work exemplifying varying levels of work on the embedded assessment task. If what we are describing here constitutes a performance standard, then we will have no problem. However, if a performance standard is more "technical" than this, e.g., based on valid and reliable assessments used as part of a comprehensive state assessment program, then this would be problematic for Delaware. Clarification about what constitutes a performance standard would be helpful.
5. *Content and performance standards must be definitive and assessable.* This is consistent with Delaware's plans. Since our plan is to develop a comprehensive, performance-based state assessment system aligned with the content standards being developed by our Curriculum Framework Commissions, we too are striving for content standards that are definitive and assessable. Again, further clarification would be helpful concerning what a performance standard is and what it looks like. For the purposes of our curriculum framework documents, we will be able to articulate and illustrate what quality student work looks like, but we will not, at least initially, be able to link our illustrations in any way to our comprehensive assessment system since its design and development are now in progress.
6. *Standards are certified only if there is evidence they can be achieved and are in use in a state or local district.* This is consistent with Delaware's plans if this means that exemplary instructional and assessment tasks used to illustrate Delaware's standards have been developed and refined based on pilot experiences with Delaware teachers and students. This criterion may not be realistic if it means verifying that all schools within the state or a local district have successfully implemented teaching and learning practices in accordance with the new standards, since that will take many years to accomplish. It also risks presuming certain forms of classroom practice -- decidedly not the point of Delaware's reform or of standards-based reform generally. Not only does this establish a potential conflict with local determination in this area, it can work against the desire for diversity and much needed innovations in practice. It would be helpful if this language could be clarified to clearly articulate what the evidence might look like that a state's standards can be achieved and what it means for a state or district to be "using" them.

7. *The standards must be part of an overall program design or strategy of the state's educational program, or a conception of a comprehensive program by the applicant for a national voluntary standard.* This is consistent with Delaware's overall standards-based reform initiative which we call New Directions for Education in Delaware.

Review Criteria

8. *The standards must be internationally competitive.* This is consistent with Delaware's intent to establish world-class standards. As referenced earlier, our Curriculum Framework Commissions are reviewing standards from across the country and around the world as they develop Delaware's standards. For example, through the offices of the DuPont Company, we have been able to secure and translate the science standards used in Japan. Our standards in this area have been developed with reference to this, the only English translation of the Japanese documents. A key question that still remains to be answered is how it will be determined if a state's standards are indeed internationally competitive.
9. *The standards should reflect best available knowledge about how all students learn to a high level.* This is consistent with Delaware's intent to identify and draw on the best practices of teaching and learning, and to promote policy contexts and school cultures that will support these best practices. Delaware's standards are being developed to reflect the best available knowledge about how all students learn to a high level, while at the same time honoring local district and school determinations about how the standards can best be achieved in Delaware classrooms.
10. *The standards must be focused and important and focus on a limited set of the most important and enduring knowledge and skills, particularly those that are addressed in the National Goals.* This is consistent with Delaware's effort to ensure that all students achieve to high levels in core disciplinary areas. Clarification on the meaning of importance would be helpful, as would an articulation of for whom the standards should be important.
11. *The standards should be useful, promoting students' self-managed ability to apply and integrate knowledge and skills from various subjects.* This is consistent with the work of Delaware's Commissions to develop interdisciplinary performance tasks that reflect multiple content standards across disciplines and challenge students of varying abilities.
12. *The standards should challenge, inspire, and elevate the educational enterprise. They should invite use and inspire students and teachers to perform at new heights.* This is consistent with Delaware's vision for its standards. The challenge to states to ensure the necessary professional development, technical assistance, and communications is enormous.

13. *Standards should be usable, adaptable, and cumulatively feasible for implementation over time by states and others.* This is consistent with our aspiration for Delaware's standards. The practical difficulty of ensuring that standards are cumulatively feasible for implementation will be a challenge, especially for elementary school teachers. This raises serious professional development questions and will require local articulation of what cumulatively feasible means.
14. *Standards should be balanced on several dimensions.* This is consistent with our vision for Delaware's standards. The challenge will be to make this a reality.

Review Process Recommendations

1. *The process used to review standards should be encouraging and positive. It should not use a threshold or minimum requirements approach but rather an approach using best practice and outstanding examples of what can be done. The processes and criteria used by NESIC should be open and public themselves.* We agree with this and are doing our best to exemplifying this process within Delaware. We are including all Delaware educators in our review of the draft standards and are planning an extensive process for the public review of the standards. As stated before, Delaware's Curriculum Framework Commissions have looked at some of the best standards form across the country and around the world in an effort to develop a set of world-class standards that include exemplary instructional and assessment tasks and illustrations of best practice.
2. *There must be a strong, logical connection between standards reviewed and certified by NESIC and those addressed by the National Skills Standards Board.* We agree with this. At the state level, this means that Delaware's School to Work Transition team will need to provide critical feedback as standards are developed.
3. *State standards can be organized by traditional subject matter disciplines or by other means.* We agree with this. The flexibility for interdisciplinary efforts is important.
4. *Standards can be submitted and considered either subject by subject or in combinations or interdisciplinary sets of subjects.* We are comfortable with this submission process. It will accommodate the structures and timelines under which our Commissions are operating but will ensure that they give explicit consideration to the relationship between the various sets of standards that have been developed.
5. *Substantive principles and criteria for state standards should be the same as those for national standards.* We agree with this statement.

Some Suggestions

Recommendations for items to be included in a state application:

- content and performance standards to be certified
- description of process used for developing the standards and securing public input and support for those within the state
- brief summary of broader state reform context
- description of elements of process or concept unique to the state, e.g. Delaware's schema for standards-based learning units that weaves together content and performance standards with reaching and learning strategies within a context and environment

Recommendation about certification of standards from the state perspective:

Flexibility is the key. For example, flexibility around such issues as the following would be helpful:

- submitting standards from one discipline for review before others, to accommodate varied timelines of Curriculum Frameworks Commissions
- certifying standards for only certain grade ranges if those are developed first

Conceptually, a determination must be made as to whether the NESIC review process is merely concerned with the independent application of certifying standards (an auditing role) or aimed at encouraging and promoting the successful certification of a state's standards (a continuous improvement model). We would urge the latter. This determination has profound consequences for the process that is invoked, the roles of the parties to that process, and the relationships between the parties. We believe careful thought is warranted at this point to determine how to construct a process, in the terms just listed, for which the goal is successful certification by as many states as possible. We would urge NESIC to position itself to ensure that the standards it certifies do measure up as opposed to remaining aloof from the process.

Delaware would find it helpful if NESIC would establish a resource bank of exemplary state standards, effective Curriculum Framework Commission procedures, and advice on roadblocks states are likely to encounter in the process of developing standards, e.g., opposition from the far right.

RESPONSE TO CCSO REQUEST
REGARDING THE REVIEW OF STATE EDUCATION STANDARDS

PART I: A Brief Case Study of Maine's Approach to Setting State Education Standards

PL 1993 Chapter 290, Section 20A, An Act to Enhance the State Board of Education, enacted in the first regular session of the 116th Maine Legislature, made the Maine State Board of Education responsible for setting goals for education in Maine. To assist the Board in this process, the Act established the Task Force on Learning Results with two responsibilities. First, the group was required to develop a plan for education in Maine for approval by the State Board of Education. The State Board submitted this plan to the Joint Standing Committee on Education in February 1994. Secondly, the Act required the Task Force to use Maine's Common Core of Learning to specifically identify what all Maine students will be required to know and be able to do by the time they leave school. The Task Force must complete the development of these "Learning Results" and present them to the State Board of Education by December 1995.

After the U.S. Congress enacted Goals 2000: Education America Act, Maine Governor John McKernan named the Task Force on Learning Results as the Education Goals 2000 Panel, thus expanding and integrating its responsibilities regarding establishment of state standards and systemic education reform. Using the federal Goals 2000 Title III requirements as a framework, Maine created a plan to develop the three sets of state standards in response to the requirements of Title III, and to organize and administer three categories of grant awards to local school districts. This "plan to plan" culminates in the completion of a state plan for education by December 1995. While the Goals 2000 legislation conceived of Part 1 as taking a single year, the Task Force elected to extend its timeline for plan development to correspond more closely with its original deadline of March 1996, and now plans to complete the plan and the standards by December 1995.

Whenever possible, Maine's Title III and Task Force work builds on existing systemic change initiatives, includes existing education organizations, and provides for an equal voice in planning by all education stakeholders--parents, students, teachers, administrators, taxpayers, town officials, school board members, businesses and state level education organizations. The next 12 months will be spent in involving people in communities across the state in identifying what Maine students should know and be able to do by the time they leave school, followed by discussions about how Maine's public education system needs to work so that all students will have an equal opportunity to learn. Between now and June 1995, standards will be developed. From June 1995 through December 1995 stakeholders will be involved in the development of the state's plan for education based on the standards.

Plan of Work

A plan to support the creation and implementation of the Learning Results and a supporting Education Plan has been established. However, Task Force members recognize the need to be flexible as new information and experience is integrated into the workplan. The primary steps in the plan to develop content and performance standards are:

1. The Goals 2000 Panel/Task Force on Learning Results will develop a format and framework for the state's Learning Results and will actively participate in Steps 2 through 7 below. (November 1994)
2. Professional organizations and local schools will nominate teachers and representatives of high education faculty to serve on standards development teams in the content areas. Focus groups of principals, superintendents and business people will also discuss content and performance standards. These groups will use the Common Core of learning, the format and framework developed by the Task Force, the Maine Educational Assessment and the national content area standards in their discussions. (By February 1995)
3. While educators and business representatives are discussing Learning Results, regional leadership teams in each of six areas of the state will develop a stakeholder involvement process to engage citizens in the same discussions about what Maine students should know and be able to do by the time they leave school. (By February 1995)
4. After input is received from all of these groups, the Department of Education staff responsible for developing standards (including staff from Goals 2000, the Task Force, the Maine Math and Science Alliance, the school-to-work cluster of programs, Title I, and the MEA) will meet as the Standards Group to consolidate the standards and ensure continuity. (March 1995)
5. An initial "final" draft will be developed by the Task Force. (April 1995)
6. The draft will be discussed in a stakeholder summit and at regional meetings. (April and May 1995)
7. Public hearings will be held in four regions of the state. (May 1995)
8. The Task Force will revise the Learning Results if necessary, based on input from the stakeholder meetings and hearings, and will report the Learning Results to the State Board of Education. (June 1995)

Developing the state education plan to support students progressing toward the achievement of the Learning Results encompasses the following steps:

9. Using the research and recommendations of three study groups established through Goals 2000 (Parent and Community Involvement, Integrating Social Services and Opportunity to Learn), the Technology Planning Task Force and the State Board Initial Certification Pilot Projects, the Task Force will revise its current action plan. (By July 1995)
10. The Regional Leadership Teams will work with the staff to design a stakeholder discussion process which utilizes the new content and performance standards, the vision for Maine education, the work of groups mentioned in #9 above, and the revised Task Force plan. (By August 1995)
11. After regional and organizational discussions, public hearings will also be held. (By November 1995)
12. The Task Force will incorporate the feedback it receives, complete the support system plan, and present it to the State Board of Education who will submit it to the Joint Standing Committee on Education. (By December 1995)
13. From January 1996 through June 1996, Implementation Teams will be created to develop a transition process from the current system to the new support system. (By June 1996)
14. The transition from the current system to the new support system will begin. (July 1, 1996)

Involving Maine Residents

Regional Leadership Teams have been created in each of six areas of the state to develop a stakeholder involvement process which will provide the Task Force with public ideas and feedback regarding what students should know and be able to do before leaving school. Each Regional Leadership Team is in the process of examining the stakeholder groups in its region and developing and implementing a plan to reach as many individuals in as many different stakeholder groups as possible. In addition to obtaining significant input, this approach will give opportunities to build local public support for the Learning Results and state plan.

Partnerships and other regional education structures already in place were invited to provide recommendations for the Regional Leadership Team members. The up to 16 members represent the following education stakeholder groups: parents, students, teachers, administrators, business community, clergy, local government, State Board of Education, higher education/vocational education/adult education, local primary stakeholder group, school board, active community member and general public.

The Regional Leadership Teams' work will consist of three phases. After the initial planning, the teams (in Phase I) will gather ideas from the public regarding what Maine students should know and be able to do before leaving school. This information will be shared at the educators'

summits and reviewed by the Standards Group and by the Task Force as it develops the draft of the Maine Learning results. Once the draft of the Learning Results is released, the Regional Leadership Teams will assist with disseminating the draft and gathering public feedback on it. The third phase will include obtaining public on how schools and communities will provide adequate learning opportunities for ALL students. This information will be used by the Task Force as it prepares its recommendations for an educational system which supports students as they achieve the Learning Results.

Additional public input will be solicited through an electronic bulletin board system, which goes online November 28, 1994.

The Learning Results and Education Plan efforts over the 18 months planning period will be support by prudent use of a state general fund appropriation of \$260,000 and the \$495,000 Goals 2000 funds received by the Department. The state general fund appropriation to support the Task Force on Learning Results will be used for the operation of the Task Force, the regional and state stakeholder involvement process, public hearings, a contracted consultant, a long-term Kelly Services secretary and printing of materials generated by the standards development groups and the Task Force. The 40 percent of the Goals 2000 budget for state planning supports the development of a Technology Plan through a Task Force on Technology and a technology plan development contractor, a contracted consultant and a long-term Kelly Services secretary, an electronic bulletin board system to enhance communication with stakeholders and Task Force members, office operations support, and printing of general informational materials about Goals 2000. The 60 percent of Goals 2000 federal funds to be distributed through grants to schools fund pilot certification projects, 15 Innovative Education Grants and Professional Development Projects.

PART II. Working Paper on Trial Use of Criteria for Standards.

Because Maine's standards are just now defined with extensive public input, it is difficult to guarantee that they old meet all criteria indicated in this report. However, the framework for the standards established by the Goals 2000 Panel/Task Force on Learning Results gives every indication that these criteria would be met. Of particular interest to Maine is the inclusion of flexibility for establishing standards in subject matter disciplines AND integrated key learnings, such as problem solving. This more closely supports the Common Core of Learning, which serves as the foundation for standards development in Maine.

Other comments include:

Qualifying Conditions for Standards--

3. In Maine, the indications of achievement goals at points throughout the elementary, middle and secondary levels will be state-mandated only at one point in each of the three levels and not "throughout these levels." The state will use the Maine Educational

Assessment (currently administered at grades 4, 8 and 11) to provide information regarding a student's progress toward achieving the Learning Results. This information will be used by educators and families to develop individual education plans, based on the student's needs. Students will need to demonstrate mastery of the endpoint Learning Results before leaving secondary school. Additional grade level/development level standards will be developed locally with technical assistance from many education organizations.

6. If evidence is needed that all standards are achievable and effective (including content and performance standards and opportunity to learn standards), there will be a substantial delay in the certification process. Demonstrating the effectiveness of all levels of standards would require tracking the progress of a group of students from kindergarten through graduation. However, if only the school completion standards are to be considered, then states can accomplish the #8 condition within a relatively short time.

Recommendation for inclusion in state submission application and/or review process:
Encourage the use of a variety of student achievement assessment strategies.

Maryland's Approach to Standards

June 1994

In 1989, the Maryland State Board of Education established ten goals for public education in Maryland. These goals parallel and support the original six national educational goals for the year 2000. As a primary strategy for reaching these state and national goals, the Maryland State Board initiated a performance-based accountability system at the state and local level, which it named the Maryland School Performance Program (MSPP). A central component of MSPP is the establishment of performance measures with associated standards of performance.

This paper will describe the process used in Maryland to set both learning outcomes for students (Maryland's analog to the notion of content standards) and performance standards for schools. It will also review state policies associated with the achievement of these standards by schools and school systems.

Learning Outcomes

In establishing MSPP, the State Board of Education created an office to develop new criterion-referenced assessments in reading, mathematics, writing/language usage, science, and social studies for students in grades 3, 5, 8, and high school. In order to build these assessments, the School Performance Office first needed to determine a set of desired learning outcomes, specifying what students should know, be able to do, and how they should act as a result of their educational experiences. Committees of content specialists in reading, mathematics, writing/language usage, science, and social studies developed the learning outcomes after reviewing the results of national and international studies of student achievement, recommendations of national education reports, current theories and instructional models in the content areas, and the Maryland Curriculum Frameworks. The outcomes were reviewed by local curriculum supervisors, Maryland School Performance Program advisory groups, and local superintendents.

The identified learning outcomes are broad in scope. They have guided test contractors in their work with Maryland teachers and curriculum supervisors in developing and validating specific assessment objectives, item specifications, and test items. The outcomes also assist local school systems in their efforts to develop performance-based curriculum, consisting of more detailed program, course, and unit outcomes. Though the names are different, the Maryland Learning Outcomes serve as content standards for the state's students.

Performance Standards

While work proceeded on developing the learning outcomes, The Maryland State Department of Education began the process of setting standards for school performance by determining the areas of performance to be measured, paying particular attention to the following criteria:

- ▶ Is the area essential to the improvement of student or school performance?

- ▶ Can the measure provide useful information for instructional decision-making?
- ▶ Can the area be influenced by the school?
- ▶ Is the measure for each area comparable across the state?
- ▶ Can the data for each area be collected in a cost effective manner?
- ▶ Can a standard be set for the area?

In order to set standards, the State Department of Education convened a Standards Committee composed of measurement and testing specialists from the state's twenty-four school systems. This Committee first established that, in the context of MSPP, standards were intended to provide a basis for guiding and evaluating school improvement efforts at all levels. Specifically, the Committee viewed standards as:

- ▶ providing statewide equity and quality assurance in terms of student outcomes;
- ▶ establishing a mechanism for instructional accountability useful to schools, school systems, and the state;
- ▶ stimulating self-examination and appropriate action by local district staff and the Maryland State Department of Education;
- ▶ setting improvement expectations that guide school and school system objectives, decisions, and efforts.

During the initial discussions, the Committee also identified specific criteria to which standards developed for the state performance measures should conform. A standard should be: definitive; meaningful for school improvement; objective, credible, defensible; applicable statewide; and challenging but attainable. The Committee adopted a working assumption that the standards would be established for a five year period and would not be revised before that time without substantial justification.

Since standards are set for both "satisfactory" and "excellent" performance, the Committee established definitions for these levels of performance:

- ▶ Satisfactory Performance denotes a level of performance that is realistic and rigorous for schools, school systems, and the state. It is an acceptable level of performance on a given variable, indicating proficiency in meeting the needs of students.
- ▶ Excellent Performance denotes a level of performance that is highly challenging and clearly exemplary for schools, school systems, and the state. It is a distinguished level of performance on a given variable, indicating outstanding accomplishment in meeting the needs of students.

The Committee chose a modified Delphi technique of determining standards, combining conceptual judgements with empirical data. For each of the performance measures, the following process was repeated to set standards of satisfactory and excellent¹ performance: (1) Committee members discussed the operational definitions of the performance measure; (2) the group shared convictions regarding possible standards and reached a preliminary consensus; (3) they reviewed previous performance data; (4) they reconsidered initial convictions; and (5) they developed final group consensus. The result was a performance *range* for each measure at both satisfactory and excellent.

The recommendations of the Standards Committee were forwarded to a larger, independent stakeholders group, called the Standards Council. Appointed by the State Superintendent of Schools, the Council is composed of representatives of students, teachers, parents, school systems, higher education, the legislature, and the business community. The Standards Council members reviewed the recommended ranges for standards, expressed their own convictions, and then reconsidered their convictions in light of baseline data. Following group discussion, the Council came to consensus on specific standards for consideration by the State Superintendent and the State Board, which formally adopted the first set of standards for Maryland's 24 school systems in August 1990.

Initially, eight variables were identified as measures of student performance for which standards could be set. In subsequent years, standards were added for more variables and as of this writing, the state has set performance standards for 25 variables. These include elementary and secondary attendance rates; elementary promotion rates; dropout rates; ninth and eleventh grade performance on the state's minimum competency tests in math, reading, writing, and citizenship; and third, fifth, and eighth grade performance on the state's performance assessments in reading, math, science, and social studies. An additional six performance standards (third, fifth, and eighth grade performance on the state's performance assessments in writing and language usage) are to be presented to the State Board for approval later this month). A new high school assessment system is also under development and standards will ultimately be set for it. Finally, all of the standards will be reviewed on a five year cycle to determine whether any modifications, additions, or deletions are warranted.

In November of 1993, the State Board of Education codified the state's education goals and standards by passing the Public School Standards regulation. The regulation identifies the standards that schools and school systems must meet, give reporting requirements for publishing

¹When standards were set on the first eight variables (1990), the Committee only established standards for satisfactory performance through its decision-making process. Excellent standards were set through statistical procedures, scaling performance on existing variability and placing "excellent" at a level significantly higher than "satisfactory." In later rounds of standards-setting, it was decided that excellent standards should be set in the same manner as satisfactory standards.

school performance data, formally establishes the process of school improvement planning that must be undertaken by schools and school systems, and presents the responsibilities and consequences associated with schools that fail to demonstrate improvement toward the achievement of standards.

SAN DIEGO CITY SCHOOLS

A District Committed to High Standards and Improved Student Achievement

San Diego City Schools is the eighth largest school district in the country with 127,000 students in K-12 in 160 schools, and the district continues to grow. Enrollment is projected to reach 160,000 by the year 2000. The children the district serves are diverse and becoming increasingly so. Twenty years ago, 80 percent of the students were white, with the balance being Latino and African American. Today, the student population is 17 percent African American, 19 percent Asian, 31 percent Latino, and 32 percent white. In addition, many of our students have special needs: 32,000 students are learning English as a second language, an increase of over 300 percent in the last ten years. More than 60 different languages are spoken by our students and their families.

The district is currently involved in a major, systemic change initiative to improve student achievement. San Diego City Schools has articulated a vision, mission statement, and goals which focus on success for all students (see attachment). The work of the district is organized around five global design tasks which focus on high standards, high expectations, and student success. The specific outcomes of this work are articulated in the document entitled *A Plan to Improve Student Achievement and Organizational Effectiveness* (see attachment). The plan identifies 16 expectations. Broadly grouped, these include:

1) Improved Student Achievement

- students mastering reading comprehension skills by Grade 3
- achieving performance standards in mathematics
- achieving performance standards in writing and speaking

2) Increased Support for Learning

- reduction in absences
- reduction in suspensions and expulsions
- reduction in dropouts
- increase in graduation rates
- clean, safe campus

3) Increased Parental and Public Engagement

Other parts of the plan call for an increase in the number of students meeting college entrance requirements, a "C" grade expectation for secondary core subjects, and students prepared for making the transition to work.

The district collaborates with local, state, and national foundations, universities, and school reform initiatives to support and coordinate its work across its 160 elementary and secondary schools. The Panasonic Foundation provided key support early in San Diego's restructuring efforts, building consensus among all stakeholders that there a need existed to change the organization of its schools and the district. More recently, the district has become partners in two national reform efforts, the National Alliance for Restructuring and the New Standards Project. Both of these partnerships grew out of the National Center for Education and the Economy.

The focus of the National Alliance work is to transform the district into a "high performing" organization, infusing the district with quality principles and focusing its work around the five design tasks (see attachment).

The New Standards Project promotes the creation of a national examination system through the development of standards. The purpose of NSP is to improve teaching and learning by building new assessments that embody good instructional practice and learning theory. The primary contribution of NSP is the articulation of consensus content standards in the various academic subject areas, as well as their related performance standards.

It is important to note statewide reform efforts for San Diego City Schools. The most prominent of these are the implementation of the California curriculum frameworks and the new California Learning Assessment System (CLAS). The frameworks are consistent with the national consensus standards work in each of the subject areas, articulating both desired content and performance levels. The CLAS work is closely aligned and complementary with the New Standards Project, both performance based assessments that assess high order thinking, problem solving, and rigorous content. San Diego is an active participant in these statewide efforts, serving on development and advisory committees through its teachers, subject area specialists, assessment specialists, and superintendent. San Diego has also been a partner in the California Assessment Collaborative, a three-year state funded project to assist districts in developing assessments at the local level.

Collaborative funding has been instrumental in providing resources to a number of local assessment projects. The district has ties with:

- Stuart Foundations and elementary standards and assessment development
- Harvard University – a middle level portfolio project
- Chapter 1 funding and the California Learning Record
- CLAS funding and K-4 Learning Assessment Project
- UCLA and a high school social studies effort
- Second language development of tasks and portfolios

The district has been fortunate to be able to build from these many initiatives into a coherent system of standards, assessment, and accountability. The district has a coordinated assessment framework and policy (see attachment), and a district accountability policy (see attachment), which includes a newly formed standards board. In 1993-94, ten schools volunteered to undergo systemic reform in these three areas, and have embodied the change process the rest of the district will use. These ten schools, called Leadership in Accountability Demonstration (LAD) schools, are now poised to mentor 20 additional volunteer schools in 1994-95.

Several essential themes characterize San Diego's current efforts to reform its school and improve student achievement.

- **ALL STUDENTS:** All students are expected to learn and be successful in school, including English learners and special education students. No one is exempt, and all programs and initiatives need to be inclusive.

- **HIGH STANDARDS:** The expectation is that all students will have access and participate successfully in a quality instructional program that is tied to high content and performance standards.
- **TEACHING AND LEARNING:** The efforts initiated to improve student achievement should be grounded in what research has documented as good instructional practice and consistent with respected learning theory.
- **ACCOUNTABILITY:** All stakeholders, the district, the school, students, parents, and school staff share responsibility for ensuring student success.
- **ASSESSMENT:** Good assessment models good teaching and learning. It should be fair, multidimensional, performance-based, and integrated into the regular classroom program.
- **SYSTEMIC CHANGE:** The change needed to transform San Diego's schools into learning communities where all students learn and are successful can be achieved only through deep, systemic change touching all parts of the district.

RC:vjh

5-13-94.High Standards

VERMONT'S APPROACH TO SETTING STANDARDS

November 28, 1994

Vermont is a small community -- a little over a hundred thousand students -- that is accustomed to intense local involvement. There is a recognizable signature to Vermont education reform. We combine strong state leadership and strong local leadership. We work hard to build partnerships and still harder to keep them healthy. We listen before we act. We keep an eye of the achievements of others beyond Vermont and are quick to study and learn. We take big risks, as in portfolio assessment, but if one looks deeper, the foundation provided by earlier effort in Vermont is apparent. We respect and support the champions in our midst who are pushing the frontiers of what is possible. Once we decide, we move fast in implementation. We avoid mandates and rely instead on a convincing case, continuous training and the opportunity for all to participate at the design stage. We make lots of mistakes, admit them, and work hard to improve.

We began standard setting by asking the public what they wanted for their children. These face to face discussions continued, month after month, until more than 4000 people had participated. The gleanings from these discussions came to be the Vermont Common Core of Learning. The Common Core is a short pamphlet in plain words that we distributed very widely -- 180,000 copies in a state of little more than 560,000 in total population.

The Common Core presents 20 statements of "vital results" in four groups: communications, reasoning and problem solving, personal development, and social responsibility. These Vital Results are the distillate from the answers citizens gave to our endlessly repeated request: "Think of a young person who is important to you and describe what you think that person should know and be able to do to succeed in the 21st century."

The Common Core also notes that Vermont citizens expect that those Vital Results will be expressed through the content of three "Fields of Knowledge:" Science mathematics and technology; arts and humanities; and history and social sciences. The Common Core emerged as a determined effort to connect the traditional disciplines. And throughout the long months of local discussions, the Vital Results always seemed to get mentioned first, with the traditional disciplines coming in only later.

The Common Core was a statement from the public, with strong educator involvement, on what students should know. A critical next step was to turn that Common Core over to the professions as the basis for creating the Common Core Framework. If the Common Core was the lay person's answer to the question of what students should know and be able to do, the Framework was the educator's statement of the content standards that would be consistent with the Common Core.

Building standards this way takes time. The Common Core discussions involved several public drafts that were released with insistent requests for comments. The first draft, for example, went out with hand written comments from the commissioner of Education printed all over it. In the

corner it said "A good start, but I have some problems with parts of this. See my comments and add you own." Hundreds of citizens did just that.

During the drafting phase, citizens and those who compiled the comments were very conscious of the ideas from other states and national bodies that were working the same problem. It was commonplace, for example, for a community group to try out language from New Hampshire or Colorado on a particular point, then decide to go back to their own version.

After nearly two years of discussion and revision, the State Board adopted the Common Core and turned to the Common Core Framework. The Framework is envisioned as two reports. The first is a statement of content standards and that draft has been in circulation since July 1994. It presents specific statements of what students should know and be able to do. By the end of 1995, the Board intends to adopt the second booklet, while will be a set of performance standards that indicate expected level of performance on those standards of content.

The Common Core Framework will be, by design, a bridge to the voluntary national standards which are in the traditional disciplines. The Framework drafters repeatedly referred to draft versions of the national standards and were careful to pick and choose among concepts that appear in those emerging national standards. Nevertheless, the Framework holds fast to the notion that standards in Vermont must reflect the connections among disciplines and must support the vital results that 4000 Vermont citizens said they wanted for their children.

What happens next? Many communities are not waiting for final versions of the standards to address curriculum changes. The Vermont Institute of Math, Science and Technology -- which manages Vermont Systemic Science Initiative and was responsible for the math, science and technology portion of the Common Core Framework -- put \$300,000 on the table as a challenge grant to schools to develop local curricula that are consistent with the Framework.

At the November 1994 State Board meeting, the State Board adopted a three year expansion of the student assessment program to provide the best picture affordable of student performance in relation to the Framework.

Standard setting and the discussion around the Common Core is only part of the eight connected strategies that comprise Vermont's reform plan called The Green Mountain Challenge. Other elements include an assessment system that combines traditional tests with portfolios of student work -- all measured against early versions of these standards; incentives for root and branch redesign of instructional practice; professional development; public engagement to earn permission for all of this change; and partnerships at all levels among educators, human services providers and the wider community to see to it that all children get to school ready to learn. Standards -- that is, standards defined in Vermont -- drive the whole thing.

History of Education Reform in Washington State: The Transition to a Performance-Based, Student Learning Education System

Prepared by: Kathleen Plato

**Policy Director, Research and Restructuring
Office of Superintendent of Public Instruction**

Washington State has been engaged in the process of change in its public education system since the early 1980s. Following the publication of "A Nation at Risk," a "first wave" of reform measures included increasing graduation requirements, standardizing high school transcripts, and establishing school building self-study and voluntary accreditation processes. For the most part, these policy measures had a limited effect on the delivery of instruction or the operations of all schools.

In the mid '80s, "second wave" reforms in the state focused on teacher preparation and the development of pilot model restructuring programs at the local level: teacher evaluation systems were defined, a beginning teacher mentor program was established, and a master's degree requirement was added for continuing professional licensure. Funding was provided for a Schools for the 21st Century program designed to develop innovative, schoolwide models. Excellence in Education awards were instituted to recognize exemplary educators and leaders, and a readiness-to-learn oriented early childhood education program was created and funded. These efforts showed continuing and strong legislative support for education change; but again, the measures were targeted at segments of the system rather than at improvement of the system as a whole.

By the end of the decade, the discussion in the state legislative arena was greatly influenced by the national debate on school choice, "core competencies" vs. Carnegie Units, and the growing restructuring movement. Discussion continued on what was needed to bring about fundamental changes in teaching and learning system wide. And, there was a growing acceptance of the idea that higher levels of student academic achievement would result if the emphasis was changed from how much time was spent in the classroom to a focus on what students know and can demonstrate.

During the 1991 legislative session (January to June 1991), two very different education reform proposals emerged from the House and the Senate; however, a compromise was not reached by the end of the session. Comprehensive "systemic" reform of education was a desired end, but there were major philosophical differences on what would produce meaningful change in the system without massive, new appropriations. This legislative deadlock, a spring 1991 teacher's strike and rallies at the state capitol, and a state education and

business group effort to find a "common vision" for education change contributed to the momentum for a new legislative direction.

By the spring of 1991, the state was ripe for examining strategies for systemic change, and an effort was made to pull together various segments of stakeholders and policymakers. A council of elected officials, business, education, and legislative leaders was appointed to work on recommendations for statewide education reform. Then Governor, Booth Gardner, created the Governor's Council on Education Reform and Funding (GCERF) by Executive Order on May 16, 1991. The Council worked for 18 months to produce a set of recommendations that centered on changing from a "time-based" to a "performance-based" education system. Other tenets of the proposal included support for local decision making; comprehensive services for children and families; strengthening teacher education and in-service programs; and deregulation, and flexibility for schools in implementation of reforms.

As the Council finalized its recommendations, the 1992 legislative session was just beginning. Many legislators felt the state's education reform effort could not wait another full year for legislative action to take place. Therefore, the 1992 legislature passed, and the governor signed, an education reform act, Engrossed Substitute House Bill 5953, with three major components: creation of a Commission on Student Learning, a local control provision allowing greater flexibility and decision-making authority for local school boards, and additional changes and review of the requirements for teacher preparation and certification.

The Commission on Student Learning has been charged with identifying "essential academic learning requirements" for students and developing an assessment system to measure acquisition of these requirements. The Commission is also responsible for developing a school accountability system.

The Commission was formed with three appointments by former Governor Gardner, three appointments by Governor Mike Lowry, and three appointments by the State Board of Education. The Commission began meeting in August 1992 with its first six appointed members. Appointees of newly elected Governor Lowry joined the Commission in the spring of 1993.

As it began its work, the Commission heard presentations from national and state reform and assessment experts and local school districts engaged in reform efforts. The group also formulated management and budget plans for the 1993-95 biennium.

At the same time, the 1993 Legislature was in session, and the process of debating the issues and tenets of comprehensive education reform legislation continued. By the end of that session, Engrossed Substitute House Bill (ESHB) 1209 was passed and signed into law. ESHB 1209 added to what had been established in ESHB 5953 by (1) placing the student learning goals in statute; (2)

establishing the timelines for the assessment and accountability systems; (3) increasing the size of the Commission from nine to eleven members; (4) establishing a Certificate of Mastery requirement, which would be obtained by most students at about age 16 and would be required for graduation; and, (5) establishing a legislative group to review all K-12 laws to identify those which might inhibit implementation of the performance-based student learning system.

The four learning goals of school districts must provide opportunities for students to develop the knowledge and skills essential to:

Goal 1 -- read with comprehension, write with skill, and communicate effectively and responsibly in a variety of ways and settings;

Goal 2 -- know and apply the core concepts and principles of mathematics; social, physical, and life sciences; civics and history; geography; arts; and health and fitness;

Goal 3 -- think analytically, logically and creatively, and integrate experiences and knowledge to form reasoned judgments and solve problems;

Goal 4 -- understand the importance of work, and how effort, performance, and decisions directly affect future career and educational opportunities.

In Part II, Section 201 of the law, definitions are provided for the following terms:

"Essential academic learning requirements means more specific academic and technical skills and knowledge, based on the student learning goals"

"'Performance standards' or 'standards' means the criteria used to determine if a student has successfully learned the specific knowledge or skill being assessed as determined under RCW 28A.630.885 (3) (b). The standards should be set at internationally competitive levels."

"'Assessment system' or 'student assessment system' means a series of assessments used to determine if students have successfully learned the essential academic learning requirements."

Pursuant to 1209, the Commission on Student Learning has created Subject Advisory Committees (SACs) to help develop the essential academic learning requirements. The SAC membership includes educators, parents, businesses, and other interested citizens. The first SACs began meeting in September 1993 and for the areas of reading, writing, communications, and mathematics. Each group has met separately; but, cross-group communication is also a deliberate part of the developmental process. By the spring of 1994, the first four SACs had produced a draft of the first four sets of essential academic learning requirements titled, "High Standards: Essential Learnings for Washington Students." The draft is being widely circulated for comments. As this report is written, new SACs are being

formed to develop essential academic learning requirements for: science; health and fitness; social studies; and arts.

Washington State is well on its way toward developing consistent standards for the subject areas listed in the state's student learning goals. Developmental indicators show the cumulative nature of learning toward proficiency. The process of developing assessments for each of the essential learnings will parallel the essential academic learning requirements process, beginning this summer.

A shift to a performance-based student learning system is the core of the state's reform law, and it is supported by several other major components. These are described briefly to give the reader a feel for the comprehensive nature of the state's efforts. ESHB 1209 also supports:

Student Learning Improvement Grants, a 39.9 million dollar investment for additional time (up to four days) and resources for school site-based planning and staff development and planning consistent with the student learning goals;

School-to-Work Transition programs to expand academic and vocational integration begun in 1992 and funds model projects that combine academic and vocational education into a single instructional system that provides multiple educational pathway options for all secondary students;

Educational technology planning for networking, technical assistance, and increased use of technology in the classroom;

Readiness-to-Learn grants, with 8 million dollars of support for 23 model projects involving consortiums of education, health, employment, and social services providers in support of families;

Establishment of a Center for the Improvement of Student Learning at the Office of Superintendent of Public Instruction, which provides technical assistance on "best practices" related to school restructuring; disseminates the work of the Commission; and promotes parent involvement strategies; and,

Professional development support in the form of funding for mentor teacher pilot programs, administrative internships, and paraprofessional training.

In summary, a major effort has been made by the state of Washington to improve learning for all students through a series of legislative and policy actions which support a shift to a performance-based student learning system. These efforts have culminated in the passage and initial implementation of ESHB 1209, supported by an appropriation of almost 75 million dollars in the past two years. The 1994-95 school year will mark the continuation of support of locally designed restructuring, as each school in the state embarks on its plan to support the

student learning goals as Student Learning Improvement Grants are implemented for the first time. The refinement of the state's effort to make the best education possible for all children will continue as the 1995 legislative session begins in January and a discussion and review of the restructuring effort commences.

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Business Task Force on Student Standards

The Goals Panel sought advice on how academic standards could be reviewed to ensure that they met the needs of K-12 education's "customers," including the business community that hire students entering the workforce. We invited the National Alliance of Business (NAB), the Business Roundtable and the US Chamber of Commerce to form an advisory task force of business leaders. The Business Task Force on Student Standards decided not only to prepare the attached white paper but to undertake a multi-year effort to define what business leaders believe is most important for students graduating from high school to know and be able to do.

Charge from the Goals Panel:

The Goals Panel asked the National Alliance of Business, the Business Roundtable and the US Chamber of Commerce to cooperate in convening business leaders to prepare a white paper for the Panel and NESIC on the following topics:

- * How can education standards develop the knowledge and skills needed by the future workforce, so that students meeting "national standards" are also meeting "real world" standards required for successful employment in a globally competitive workplace?
- * What is the relation of these academic standards in the various content subjects to skill standards, and how can proposed academic standards demonstrate their usefulness to employers? To what extent do the academic standards prepare students to master the work-related skills identified by the SCANS Commission or others?
- * How can the perspective and expertise of the business community be brought to bear on the development and implementation of nationwide standards for students?

Mission of the Task Force:

The attached paper was prepared by the Business Task Force on Student Standards, which was established in 1994. In addition to the preparation of this paper, the Task Force will work over the next 2 years to study what knowledge and skills their companies require to hire, retain, and promote new workers and to advocate for school adoption and use of academic standards that enable graduating students to meet the standards required by the "real world."

Business Task Force on Student Standards p. 2

Members:

Alan Wurtzel, Chairman, Business Task Force on Student Standards, and Vice
Chairman of the Board, Circuit City Stores, Inc.

Lynwood Battle, Manager, Diversity, Proctor & Gamble Company

A.D. Bolden, Vice President, Labor Relations, Kaiser Foundation Health Plan, Inc.

Gwen Bowie, Director Human Resources Staff, BellSouth Corporation

Jim Burge, Corporate Vice President and Director, Government Affairs & Personnel,
Motorola, Inc.

Kathleen J. Burke, Vice Chair, BankAmerica Corporation

Peter A. Carlivati, Director, American Institute of Banking, American Bankers
Association

Robert Cervenka, President and Chief Executive Officer, Phillips Plastics Corporation

Sue Collins, Manager, Strategic Initiatives, Apple Computers, Inc.

Bert P. Daday, Special Assistant to the President for Community Affairs, Pennsylvania
Power and Light

Martha Darling, Manager, Government Affairs, The Boeing Company

Charlotte K. Frank, Vice President, Research and Development, McGraw-Hill, Inc.

Gary R. Garman, Manager, Training & Professional Development, Siemens
Stromberg-Carlson

Leslie Graitcer, Executive Director, BellSouth Foundation

Thomas Green, Vice President, Management Development & Compensation, GTE

Richard S. Gurin, President and Chief Executive Officer, Binney & Smith, Inc.

Thomas E. Haskins, Manager, Education Initiatives, Communications & Public Affairs,
Eastman Chemical Company

Terence J. Heagney, Vice President/Director, Legal and External Affairs, Houghton
Mifflin Company

Kevin Healey, Director, Corporate Public Involvement, UNUM Corporation

Donna Irvin, Executive Director, Corporate Contributions, ARAMARK Corporation

Jere Jacobs, Assistant Vice President, Pacific Telesis Group

Madelyn P. Jennings, Senior Vice President, Personnel, Gannett Co., Inc.

Steve Kussmann, Director, Communications, American Gas Association

Art Lacey, Manager, Performance Technology & Instr. Design, Texas Instruments

Bill Maltarich, Vice President, TRW, Inc.

Deborah Masten, Manager, JCPenney Stores Training, JCPenney Corporation

David Mitchell, Vice President, Cooking Products, Manufacturing and Technology,
Whirlpool Corporation

Paul Palermo, Director, Human Resources, The Perkin-Elmer Corporation

Carlo Parravano, Director, Merck Institute for Science Education, Merck & Co., Inc.

Paula Prahl, Director, Public Policy, Honeywell, Inc.

Alan E. Rankine, Vice President, Human Resources, Federal Express

Anita K. Ross, Director of Transformation, IBM Corporation

Business Task Force on Student Standards p. 3

Members:

Clay Smith, Vice President, Technology and Professional Development, E.I. DuPont
DeNemours & Company

Bob Thompson, Vice President, Corporate Public Affairs, Springs Industries, Inc.

John P. Tobin, Director, Vocational Training, Siemens Corporation

Kathy Walsh, Manager, Government-Education Issues, IBM Corporation

Harry T. Wiley, Director, Advertising and Communications, Ashland Oil, Inc.

John Zimmerman, Senior Vice President, Corporate Human Resources, MCI
Communications Corporation

The Challenge of Change:

STANDARDS TO MAKE EDUCATION WORK FOR ALL OUR CHILDREN

PRINCIPLES FOR EDUCATION STANDARDS

Recommended by

The Business Task Force on Student Standards

Commissioned by

The Business Coalition for Education Reform



NATIONAL ALLIANCE OF BUSINESS

SUMMARY

Education standards must encourage the kind of productive work habits and sense of self-responsibility in school that will be required on the job and in life. If young people leave school with twelve years of low expectations, shoddy work, and minimal performance, their future prospects as citizens and workers can only be grim.

The Business Task Force on Student Standards believes that nine principles should guide the standards-setting process:

1. All students should be given the opportunity to master challenging academic subject-matter calibrated against world-class education standards.
2. There must be one set of standards for all students.
3. Standards must have a common core of skills.
4. Standards must reflect "real world" requirements.
5. Standards must be voluntary.
6. Standards must be dynamic.
7. Standards must include criteria against which performance is measured.
8. Business leaders must have a seat at the table.
9. Standards and performance measures must be understood and supported by parents and the general public.

The agenda outlined above is ambitious. Responsibility for carrying it out must fall on the shoulders of all who depend on the judgement, knowledge and skills of our citizens. This means that government, educators, business and the public must contribute to the development of standards and to helping all students achieve those standards. The business community is prepared to participate actively in these efforts.

The Challenge of Change: STANDARDS TO MAKE EDUCATION WORK FOR ALL OUR CHILDREN

Principles For Education Standards

Recommended By:

The Business Task Force on Student Standards

Commissioned By:

The Business Coalition for Education Reform

The world in which most American adults were raised no longer exists. And the world in which we live today will be dramatically different in the year 2005. We have to prepare ourselves and our children for a new age and a different era, the outlines of which are becoming more apparent.

In the conditions of modern life, the accelerating pace of change is the only constant. The consequences of this new situation can be examined every morning in the daily newspaper: the end of the Cold War and the growth of regional instability; the end of apartheid in South Africa; the transformation of the United States from the world's largest creditor to its largest debtor in just 15 years; and intensified jostling for competitive advantage in three great trading blocs — North America, Europe, and the Pacific Rim. None of these developments was forecast just ten years ago; today, each of them seems like yesterday's news.

These and other powerful global changes have transformed the business world. From the board room to the factory floor, from the executive suite to the service desk, the role, function and measurement of work has dramatically changed. As a result, the skills to be acquired or developed in school and throughout one's career have also changed.

Thirty-four corporations have representatives serving on the Business Task Force on Student Standards to help the Business Coalition for Education Reform (see Appendix B) develop this statement. Members of the Task Force and the Coalition issue this paper as optimists, confident that, effectively engaged, the American people and their leaders will do the right

things for themselves, their nation, and their children. But the business community is also realistic: The challenges ahead are real. They are sobering. They cannot be wished away.

MAKING EDUCATION WORK FOR ALL OUR CHILDREN

These challenges must be met in the nation's schools. What the philosopher Alfred North Whitehead said nearly a century ago is equally valid today, "In the conditions of modern life, the rule is absolute: the nation that does not value trained intelligence is doomed."

No issue is of more profound importance for the United States as it approaches a new century than the quality of its schools and the standards of performance to which students in these schools are held. Schools must work to educate all students.

The Task Force believes that the broad base of its membership and the depth of their commitment to education improvement provides it with a unique ability to describe and define the business interest in standards. If standards-setting activities are to fulfill their full promise, they must address several critical business concerns:

- Workplace performance requirements of industry and commerce must be integrated into subject-matter standards and learning environments.
- The skills and abilities (see page 8) defined by the Secretary of Labor's Commission on Achieving Necessary Skills (SCANS) represent a solid foundation on which to build.
- Standards in all learning areas should be based on a framework of common principles.
- There should be a clear and comprehensive set of incentives and disincentives for students, teachers, and school systems to hold them accountable for achieving these standards.

Standards: A Concern For Business And Individuals

Education standards are of crucial importance to American business leaders. The emerging age of information and telecommunications is changing work and the workplace as profoundly as the Industrial Revolution transformed an agricultural economy. These changes demand a new kind of worker, the knowledge worker, with a new set of skills, because enterprise itself needs to be organized in new ways.

Integrated microchip circuits and computers are the steam engines of today's life. They promise a new business revolution, every bit as sweeping as the Industrial Revolution. The centerpiece of this business revolution are new kinds of products or services which, due to the latest innovations in information systems, organizational dynamics, and manufacturing processes, are being made available at any time, in any place, in any variety, and virtually on demand. New products or services — prescription eyeglasses ground and custom-fitted in 60 minutes, digital cameras producing instantaneous images, overnight express mail, ten-minute oil changes, cash on demand from ATMs — can be made available the moment they are designed.

As our nation and the states go about their work of setting education standards, Japanese automakers are striving to produce cars to domestic order in just 72 hours. Corporations must master ever more sophisticated types of information, new organizational structures, and complex new production skills. Success will lie with those companies that most nearly attain the goal of instantaneous production of "mass-customized" goods and services mass-produced and tailored, customer by customer, at higher levels of quality.

In this new economy, company, supplier, and customer interact continuously. Walls between traditional operating divisions are torn down and rebuilt as needed. Job responsibilities and lines of authority shift continuously. The processes of design and production merge into a constant flow. Economic activity becomes less location-dependent, but must be more location responsive as corporations adapt to meet highly specific and differentiated demands successfully in most parts of the world. In a 1994 RAND study of how American colleges and corporations view the human resource demands of the new global economy, one corporate executive told the researchers, "We want to be able to put together the best team for the client's problem, drawing on the right kinds of expertise, regardless of where the people happen to be located." Another said: "The phrase home country is losing its meaning."

The implications are clear, the successful corporation of the 21st Century will require large numbers of continuously-educated, highly skilled workers. As the RAND study indicated, business leaders place a premium on generic skills not usually associated with specific disciplinary training — cognitive and social skills, personal characteristics, and capacities for problem solving, decision making, knowing how to learn, and for working in teams with people from diverse cultural and professional backgrounds. Across the world, companies are already responding. If the United States does not also create such enterprises, staffed by such people, it will fall behind.

It is true, of course, that every business enterprise will have high-skilled, medium-skilled, and low-skilled jobs. The reality, however, is that the skill levels of all jobs, even the lowest, will be much higher in the next century. Ten years ago, secretaries typed and filed. Today, they need to understand word-processing and computer storage. Farming once absorbed millions of unskilled workers. It is now a high-tech activity requiring new skills and

understanding — even for “unskilled” farmhands. The jobs of receptionists, truck drivers, public safety officers and even refuse collectors are being computerized as never before. More and more decisions concerning customer service, productivity, and quality control are being delegated to the lowest level in an organization.

These, then, are the stakes for American firms as our nation contemplates setting standards for students. The nation’s schools must produce, in *all* graduates, levels of skill and competence in new areas once not even thought necessary for the select few destined for higher education. As the National Commission on Excellence in Education said twelve years ago: “History is not kind to idlers. . . . America’s position in the world may once have been reasonably secure with only a few exceptionally well-trained men and women. It is no longer.” The new workplace cannot be achieved without an education system which begins preparing children with the new skills and competencies required.

In the Task Force’s view, subject-matter standards must integrate these new workplace imperatives. This conviction transcends the needs of business and industry alone. Parents and students have a direct interest in ensuring that young people have the skills and abilities needed to contribute in our highly competitive economy. Those who do not are likely to face declining prospects. They will not work regularly; they may not work at all. Unemployment, underemployment, and a tenuous connection with the labor market will stretch out before them for years, perhaps for a lifetime.

For both firms and employees, this complex issue can be distilled into a simple and straightforward challenge — economic survival.

SCANS: A Solid Start

Fortunately, the nation’s educators do not have to start from scratch to integrate workplace skills into the curriculum. The Secretary’s Commission on Achieving Necessary Skills (SCANS) made a solid start on this task between 1990 and 1992.

SCANS investigated the skills and abilities required for effective job performance today and in the future. The Commission tried to define a “particular kind of learner, one who can put knowledge and skills into practice as a productive worker, a responsible citizen, and a more complete human being,” and released its conclusions in two reports, *What Work Requires of Schools* (June 1991) and *Learning a Living* (April 1992).

The Commission developed a two-part typology of foundation and workplace skills needed in the emerging high-performance workplace. Referring to this typology as new “**Workplace Know-How**” (see Figure One), the Commission expressed the view that an assessment system should be developed to measure students’ mastery of each of the SCANS skills on a scale of 1 to 5. The Commission’s hope was that all students would be able to attain a Certificate of

FIGURE 1

The SCANS Skills: Workplace Know-How*

The know-how identified by SCANS is made up of three foundation and five workplace skills

Three Foundation Skills: Competent workers in the high-performance workplace need:

- #1 **Basic Skills** -- reading, writing, mathematics, speaking, and listening.
- #2 **Thinking Skills** -- the ability to learn, to reason, to think creatively, to make decisions, and to solve problems.
- #3 **Personal Qualities** -- individual responsibility, self-esteem and self-management, sociability, and integrity.

Five Workplace Skills: Effective workers demonstrate their skills in managing or using:

- #1 **Resources** -- They know how to allocate time, money, materials, space, and staff.
- #2 **Interpersonal Skills** -- They can work on teams, teach others, serve customers, lead, negotiate, and work well with people from culturally diverse backgrounds.
- #3 **Information** -- They can acquire and evaluate data, organize and maintain files, interpret and communicate and use computers to process information.
- #4 **Systems** -- They understand social, organizational, and technological systems, monitor and correct performance, and design or improve systems.
- #5 **Technology** -- They can select equipment and tools, apply technology to specific tasks, and maintain and troubleshoot equipment.

* *The Secretary of Labor's Commission on Achieving Necessary Skills, commonly called the SCANS Commission, was convened in 1990 by then Secretary of Labor Elizabeth Dole to identify the skills and abilities required for effective job performance.*

Initial Mastery (CIM) by the age of 16. Moreover, the SCANS commissioners anticipated that advanced levels of mastery might be obtained in secondary schools, youth centers, on the job, or in higher education — but acknowledged that further work in these areas is required.

With respect to the basic skills included in the foundation skills, SCANS estimated that fewer than half of today's young adults possess the reading and writing skills needed for skilled

performance on the job. Even fewer can handle the mathematics required, and schools only indirectly address listening and speaking skills. The result is that employers have no assurance that today's graduates can read well enough to understand instructions, write well enough to respond to customer inquiries, compute well enough to solve simple problems, listen and speak well enough to explain procedures and schedules, respond to consumer complaints, or describe complex systems.

The point is so obvious: Graduates without the foundation skills are even less likely to be able to make productive use of resources, teams, information, systems, or technology.

This workplace know-how must be the focus of the standards discussion.

A FRAMEWORK OF COMMON PRINCIPLES

The process of developing a variety of standards for voluntary state and local adoption cannot be a hit-or-miss activity. Critical to the success of the standards-setting and approval process is building the confidence of the American people, and their business leaders, in the process itself.

The Task Force believes nine principles can provide shape and focus to the complex and difficult task ahead. These principles govern both the integrity of the standards and the integrity of the process by which they are developed.

- 1. All students should be given the opportunity to master challenging academic subject-matter calibrated against world-class education standards.***

This is the heart of the business community's position on standards. There are already standards that impact companies, workers and schools around the world and in almost all American communities. Those standards are reflected daily in the countless decisions made by companies as they hire, fire and promote people based on their having or not having the academic, teamwork and personal management skills seen as requisite for productive work. Those standards, and the ability of the labor pool in an area to meet the standards, also guide companies as they choose locations for their work.

There is no reason to believe that American students cannot master the difficult substance in core academic subjects that is routinely expected of students in other lands. On the contrary, Americans have always risen to the challenge once they understand it clearly.

Our national standards *must* be benchmarked, not against the highest standards in the United States, but against the highest in the world. The question before us is not which school district or state does the best job with most students in the teaching and learning of language,

or mathematics, or science. Rather, where, on the face of the globe, are educators and students together doing the best job? These are the standards to which American firms must hold themselves. The business community believes that no less should be expected of American teachers, parents, and students.

The Task Force wants to be clear on this issue. These are the standards against which America is already competing. Our failure to meet and keep pace with these standards will negatively affect us all. In a great nation, world-class standards for student learning are essential.

2. *There must be one set of standards for all students.*

The business community stresses that the United States needs one set of high standards. The larger education reform movement will fail if we continue to have one set of expectations for young people destined for college, and another for those destined for work.

The skills and capabilities needed by high school graduates seeking employment are essentially the same as the ones they will need for success in post-secondary education and to be good citizens in a democracy. Regardless of what they do in the first few years after high school, young people will eventually seek productive employment in an economy that *demand*s thinking, reasoning, questioning, and continuous learning on the job. Many young people who initially enter the job market will later decide to attend college. Whatever their initial and subsequent choices about work and further education, today's students need to think of themselves as lifelong learners — oriented toward continued education and training throughout their careers.

In their private lives, citizens will also have to deal with the challenge of change and make the best decisions with their own career opportunities, with difficult public questions that must be resolved in the voting booth, and with vexing local issues that require community participation and leadership.

SCANS was correct: Standards must be oriented toward a new kind of learner — one who can put knowledge and skills into practice as a productive worker, a responsible citizen, and a more complete human being.

Educators recognize that different students master high standards and expectations in different ways and on different timetables, but there should be no equivocation about the underlying ideal: All children must learn to much higher standards — those currently expected of college-bound high school students. Anything less is not world-class.

3. *Standards must have a common core of skills.*

There is an "irreducible minimum" of core skills that all students must master or their chances for success, their opportunities for employment, advancement, and further education will be almost non-existent. This common core of essential skills include both traditional academic subject mastery and more.

The proficiency level needed in the "basics," such as reading, writing, speaking, listening and using mathematics, is much higher for virtually all jobs than the public realizes. Beyond the "three R's" are other critical core skills which individuals must have to get, keep and progress on a job. They must be able to think, to evaluate situations, solve problems, and make decisions. They must use technology, tools and information effectively. They must access and apply specialized knowledge from various fields (e.g. sciences, arts, social sciences, history). They must know how to learn. They must also exhibit positive attitudes and behaviors such as integrity, responsibility, adaptability and ability to work with others to achieve the organization's goals.

Our nation's and the states' academic standards must be built around the core skills, so that all subjects — English, foreign languages, the arts, mathematics, history, geography, science, civics or economics — develop and reinforce the ability of students to think about and apply specialized knowledge from the disciplines to the tasks they will encounter in their lives as workers and citizens. The standards for content areas may help students reach beyond mastery of the common core of skills, but the essential core must not be lost in the mass of subject matter objectives.

4. *Standards must reflect "real world" requirements.*

High school graduates should not have to use trial and error learning to discover what is expected of them by employers and post-secondary education institutions. Our education standards should tell students what they must master to be ready for further learning, productive work and lives as contributing citizens. Wherever possible, standards should be explicit about proficiency levels they must achieve in critical skills, including examples from pre-employment tests and interviews used by preferred employers, as well as criteria post-secondary institutions use to assess applicants for admission.

To reflect the "real world," standards must:

- *Be developed by people from all parts of communities.* Scholars, teachers, administrators, teacher educators, and researchers in the disciplines are the experts who can define the subject-based knowledge and skills which help develop the core competencies all students must master. But, the standards must be established through a broad-based, inclusive process involving parents, business, civic and government leaders and post-secondary educators. Excluding these additional community

representatives can result in standards that measure learning for its own sake rather than assuring that students are prepared for the requirements of workplaces and society.

- *Apply to 100% of our students, not just the one-quarter who will graduate from college.* Too frequently in the past, standards development has been driven by the needs of the academic community and oriented toward college admissions requirements. Employers and post-secondary training institutions also have requirements which must be communicated through standards. Young people must be prepared for further education, including entry into college, and for employment.
- *Link classroom learning and work.* Most school work is divided into classes lasting about 50 minutes and focused on knowledge in a single subject. Most adult work is not. Educators acknowledge that educational practice needs to change and that schools need to help students connect learning across subjects and with the real world. Standards should help advance these goals.
- *Be realistic.* Because of the focus on academic disciplines that drives most standard-setting activities, the nation runs the risk of stacking standards on top of each other and creating a detailed list of objectives and requirements that, realistically, most students will not achieve and most schools cannot deliver. There are not enough hours in a day. Responsible consolidation of the various subject standards is essential.

5. *Standards must be voluntary.*

Local control of schools is a cherished American tradition. Many fear that national standards threaten local autonomy. That must not be allowed to happen. National standards are not a federal curriculum.

By “national” the Task Force does not mean “federal.” National standards in education have nothing to do with uniformity in education and everything to do with understanding that educational results — high school diplomas or Certificates of Initial Mastery — provide a warranty of competence, wherever and however they were earned. The American employment market is national. Young people entering it must know that they have the knowledge and skills needed — a “common currency” — to succeed in the workplace, regardless of where they went to school.

The role for national standards is to do what no single state or community can realistically do:

- tap the expertise of the best minds in the nation to articulate the common core of skills and develop content standards around that core;
- conduct research in other countries on their standards; and

- provide a common benchmark which states and local school boards can use to compare their standards to other states and nations.

The Task Force is convinced that national standards cannot be imposed on local communities. Standards must be developed with sensitivity to local needs and made available for voluntary adoption in keeping with community needs. In brief, national standards in all areas of study have to earn the right to be taken seriously at the state and local level.

6. *Standards must be dynamic.*

At all costs, those who set national, state or local standards must avoid the temptation to define standards for all time. The best hope of American education is to create standards that are dynamic and vital — benchmarks that look to the future and are capable of continuous improvement.

In all areas of knowledge, for all students, standards must be capable of continuous updating against global benchmarks. As the knowledge and skills required for success in life and work climb, curriculum and expectations for students must climb with them. In brief, standards-setting processes should be organized to incorporate critical new knowledge and skills as they emerge, not simply define standards for a curriculum organized around the needs of a rapidly receding economic era.

7. *Standards must include criteria against which performance is measured.*

Assessment is the heart of the matter. Achieving standards, not setting them, should be the nation's ultimate goal. Every area of study should be assessed against established standards — students must demonstrate competence in core skills and the ability to apply subject knowledge. Assessment results should be able to distinguish between acceptable and outstanding performance.

Assessment can also serve as a tool for continuous improvement of the delivery system and for accountability to the public. Assessment should help teachers gauge student progress and adapt instruction to enable each student to meet the standards. Assessment should permit schools and districts to continuously monitor and improve their performance. It should also provide the foundation for public reports, perhaps in the form of Annual Report Cards on school and system performance.

Assessment alone will not ensure achievement of standards. In business, employees and managers are responsible for their own performance. The same must be true in schools. Teachers are responsible for creating challenging learning environments for all students. Students must become the “workers” in their own learning, responsible for their own performance.

Standards, and accountability for reaching the standards, must encourage the kind of productive work habits and sense of self-responsibility in school that will be required on the job. If young people leave school with twelve years of low expectations, shoddy work, and minimal performance, their future prospects for productive participation in their communities and workplaces are grim.

8. *Business leaders must have a seat at the table.*

Business leaders are acutely conscious of their responsibility to assist in standards-setting and believe that business involvement is critical at the community, state, and national levels.

Business has much to contribute to the discussion. Business leaders will focus on results and student performance, not the details of curriculum or pedagogy. They will expect substance in K-12 curriculum and insist on standards oriented around world-class performance. And they will make sure that standards are developed and discussed in a straightforward way so that the general public can understand not only the stakes involved but also the standards themselves and the performance measures.

Above all, business can define what graduates should be expected to know and be able to do. And, they can help schools understand the foundation skills that enable students to be lifelong learners and prepare themselves for success in many jobs, not just their first.

9. *Standards and performance measures must be understood and supported by parents and the general public.*

One conclusion stands out in the history of recent local and state reform efforts: *without parental and public support, reform cannot succeed.* Education reform driven by high standards will challenge all Americans to confront a paradox in public perceptions — the simultaneous conviction that education nationally is in trouble but “our local schools are fine.” Conceivably true in some communities, the two perceptions cannot possibly be valid in all.

Generating public and parental support for higher expectations and standards is critical. Parents must know and understand that these standards are the foundation of their children’s life chances. Parents and the public must be committed to ensuring that their schools do whatever it takes to provide all children with the opportunities they need to meet higher expectations.

Getting this message across in a realistic, but non-threatening and supportive, manner must start with crystal-clear statements about what the standards are, what they involve, and concrete illustrations of what they mean in practice so that typical citizens can understand and support them. Wherever they occur, jargon, obscurity, and technical clutter must be replaced with straight talk, clarity, and common sense.

The American people are being asked to support a major change in local schools to advance national standards and the National Education Goals. To answer positively, the public must understand where it is being asked to go, why it has to respond, and where it is likely to wind up.

BUSINESS IS PREPARED TO CONTRIBUTE

Although the agenda which has been outlined is ambitious, responsibility for carrying it out does not fall solely on government, educators, panels, or councils. The business community also has substantial contributions to make to the progress of this effort and is prepared to make them.

The business community is committed to action in several areas to help ensure that public schools, from kindergarten through career, work for all our young people and prepare them for success in life and work.

First, the Task Force will continue to work with small and large firms to define work in terms of job skills required for successful performance, in different occupations, in different economic sectors, and at different levels of responsibility. The Task Force will keep educators fully informed on this work.

Building on this activity, the Task Force will communicate to schools how work requirements are continuously changing, and will push for more up-to-date curriculum, instructional techniques and technologies. The Task Force will also urge colleges and universities to ensure that education professionals know and can teach foundation and workplace skills so that all students achieve the standards.

Also, the Task Force is committed to opening up the world of work to teachers, administrators, parents and students. To understand the changes sweeping the workplace, nothing is better than a first-hand look. Through internships, tours, workshops, and regular contact with local schools, the Task Force is convinced that teachers and learners will better understand business's demand for higher standards and gain new insights into the link between classroom learning and success on the job.

Finally, the Task Force commits itself to a leadership effort to encourage firms to make hiring and promotion decisions based on standards. The business world must place new priority on what students studied in school, what demands they placed on themselves, and how much they achieved. Business has a major responsibility to communicate its expectations to employees who are parents and taxpayers.

Promises to Keep

A new century brings with it new uncertainties. The American people and their educators face a changing world, but they can face it confidently with new education goals, new schools, and a new commitment to standards that make education work for everyone.

In outlining the ambitious standards agenda contained in this document, the Business Coalition for Education Reform and the Business Task Force on Student Standards do not pretend that it will be achieved easily or quickly. Many challenges lie ahead. Inevitably, obstacles will have to be surmounted and distractions avoided.

But one thing is clear: our society, leaders, and people must take up the agenda and, having taken it up, pursue it to its conclusion. America has many promises to keep. The most important is the one first made on this continent — that all citizens by virtue of their effort, industry, and the dignity of their labor are entitled to reach as far and as high as their aspirations will carry them. The Business Coalition is committed to that American promise and invites all who care about our future to join us in the effort to realize it.

Appendix A

MEMBERS OF THE BUSINESS TASK FORCE ON STUDENT STANDARDS

January, 1995

ARAMARK Corporation

Donna Irvin
Executive Director
Corporate Contributions

American Bankers Association

Peter A. Carlivati
Director
American Institute of Banking

American Gas Association

Steve Kussmann
Director
Communications

Apple, Computer, Inc.

Sue Collins
Manager
Strategic Initiatives

Ashland Oil, Inc.

Harry T. Wiley
Director
Advertising and Communications

BankAmerica Corporation

Kathleen J. Burke
Vice Chair

BellSouth Corporation

Gwen Bowie
Director
Human Resources Staff

BellSouth Foundation

Leslie Graitcer
Executive Director

Binney & Smith, Inc.

Richard S. Gurin
President and Chief Executive Officer

Boeing Company (The)

Martha Darling
Manager
Government Affairs

Circuit City Stores, Inc.

Alan L. Wurtzel, Chairman
Business Task Force on Student Standards
Vice Chairman of the Board

E.I. DuPont DeNemours & Company

Clay Smith
Vice-President
Technology and Professional Development

Eastman Chemical Company

Thomas E. Haskins
Manager, Education Initiatives
Communications & Public Affairs

Federal Express

Alan E. Rankine
Vice-President, Human Resources

GTE

Thomas Green
Vice President
Management Development & Compensation

Gannett Co., Inc.

Madelyn P. Jennings
Senior Vice President
Personnel

Honeywell, Inc.

Paula Prah
Director
Public Policy

Houghton Mifflin Company

Terence J. Heagney
Vice President/Director
Legal and External Affairs

IBM Corporation

Anita K. Ross
Director of Transformation

IBM Corporation

Kathy Walsh
Manager
Government-Education Issues

JCPenney Corporation

Deborah Masten
Manager
JCPenney Stores Training

Kaiser Foundation Health Plan, Inc.

A.D. Bolden
Vice President
Labor Relations

MCI Communications Corporation

John Zimmerman
Senior Vice President
Corporate Human Resources

McGraw-Hill, Inc.

Charlotte K. Frank
Vice President
Research and Development

Merck & Co., Inc.

Carlo Parravano
Director
Merck Institute for Science Education

Motorola, Inc.

Jim Burge
Corporate Vice President and Director
Government Affairs & Personnel

Pacific Telesis Group

Jere Jacobs
Assistant Vice President

Pennsylvania Power & Light Company

Bert P. Daday
Special Assistant to the President
for Community Affairs

Perkin-Elmer Corporation (The)

Paul Palermo
Director
Human Resources

Phillips Plastics Corporation

Robert Cervenka
President and Chief Executive Officer

Procter & Gamble Company

Lynwood Battle
Manager
Diversity

Siemens Corporation

John P. Tobin
Director
Vocational Training

Siemens Stromberg-Carlson

Gary R. Garman
Manager
Training & Professional Development

Springs Industries, Inc.

Bob Thompson
Vice President
Corporate Public Affairs

TRW Inc.

Bill Maltarich
Vice President

Texas Instruments

Art Lacey
Manager
Performance Technology & Instr. Design

UNUM Corporation

Kevin Healey
Director
Corporate Public Involvement

Whirlpool Corporation

David Mitchell
Vice President
Cooking Products, Manufacturing and
Technology

Additional Members of the Business Task Force on Student Standards

Rae Nelson
Executive Director of the Center for Workforce Preparation
U.S. Chamber of Commerce

Susan Traiman
Director
Education Initiatives
The Business Roundtable

William H. Kolberg
President & CEO
National Alliance of Business

Roberts T. Jones
Executive Vice President
National Alliance of Business

Esther F. Schaeffer
Senior Vice President
Policy & Economic Research
National Alliance of Business

Patricia Mitchell
Vice President
Education Reform
National Alliance of Business

James Harvey
President
James Harvey & Associates

Appendix B

DESCRIPTION OF THE BUSINESS COALITION FOR EDUCATION REFORM

Business Coalition for Education Reform

Under the leadership of The Business Roundtable, the Committee for Economic Development, and the National Alliance of Business, eleven national business organizations coalesced around the need to improve American schools in 1989 and created the Business Coalition for Education Reform.

The Coalition represents a broad range of employers in virtually every sector of the nation's industry and commerce — manufacturing giants and small firms owned by women, pioneers in the emerging service economy and leaders from the academic community, minority business owners and experts in telecommunications.

The Coalition agreed to adopt a new architecture for education reform embodied in nine components developed by The Business Roundtable. These components emphasize comprehensive change, world-class standards, rigorous assessment, and preparation of American students for the global economy of the 21st Century. The Coalition supported 1994 enactment of *GOALS 2000: Educate America Act*, and is committed to its effective implementation nationwide.

Members of the Coalition include:

- American Business Conference
- Black Business Council
- The Business Roundtable
- Business-Higher Education Forum
- Chamber of Commerce of the U.S.
- Committee for Economic Development
- The Conference Board
- National Alliance of Business
- National Association of Manufacturers
- National Association of Women Business Owners
- U.S. Hispanic Chamber of Commerce

The Challenge of Change: Standards to Make Education Work for All Our Children was developed by a 34-member Business Task Force on Student Standards in response to a request to the National Alliance of Business from the National Education Goals Panel. It is a preliminary statement of the business community's views as the Goals Panel and the new National Education Standards and Improvement Council (NESIC) move forward with efforts to develop voluntary national content standards.

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Divider Title: _____

NEGP Higher Education Advisory Group on K-12 Standards

The Goals Panel sought advice on how academic standards could be reviewed to ensure that they met the needs of K-12 education's "customers," including the higher education community which admits and instructs students entering college and continuing their formal education. In the absence of any one organization capable of representing the entire higher education community, the Panel invited distinguished individuals knowledgeable regarding scholarship, admissions and teacher training to form a task force to advise the Panel.

Charge from the Goals Panel:

The Goals Panel asked this higher education advisory group on standards to advise the Panel and NESIC on the following topics:

Scholarship

- * What do those in higher education consider most important for students completing high school to know and be able to do to undertake post-secondary study?
- * How should the areas in which academic content standards are to be certified be determined? Should the areas be the "subjects" listed in Goals 2000, or are there other considerations to take into account?
- * How should the scholarly accuracy and merit of proposed content standards be determined? What sort of information would be needed to assure the public of the scholarly merit of standards?

Admission to Higher Education

- * What influence will college admission standards and K-12 education standards have on each other? What are the implications for how K-12 standards are reviewed and certified?

Teacher Training

- * What are the implications of K-12 education standards for the preparation and training of teachers – both in colleges of education and the liberal arts? How should these implications be taken into account in certifying K-12 standards?

NEGP Higher Education Advisory Group on K-12 Standards

Members:

P. Michael Timpane, retired President, Teachers College, Columbia University: Chair
Robert Albright, Executive Vice President, Education Testing Service
Michael Behnke, Director of Admissions, Massachusetts Institute of Technology
Kenneth Boutte, Professor, Xavier University
David Conley, Office of Academic Affairs, Oregon State System of Higher Education
Jon Fuller, National Association of Independent Colleges and Universities
Claire Gaudiani, President, Connecticut College
Terry Hartle, Vice President for Federal Policy, American Council of Education
Doris Helms, Professor, Clemson University
Michael Johanek, The College Board and Teachers College: Writer
Robert McCabe, President, Miami-Dade Community College
Arturo Pacheco, Dean, School of Education, University of Texas–El Paso
Paul Ruiz, American Association of Higher Education
Donald Stewart, President, The College Board
Arthur Wise, President, National Council for Accrediting Teacher Education

**Report of the
Higher Education Advisory Group
of the
National Education Goals Panel
(NEGP)
for the
National Education Standards
and Improvement Council
(NESIC)**

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**Report of the Higher Education Advisory Group
of the National Education Goals Panel (NEGP)
for the National Education Standards and Improvement Council (NESIC)**

Introduction

The Goals 2000: Educate America Act passed in March, 1994, and charged the National Education Goals Panel (NEGP) with approving or disapproving review criteria and standards forwarded to it by the National Education Standards and Improvement Council (NESIC).

In the spring of 1993 the Panel convened a technical planning group to suggest review criteria and processes for NESIC's consideration. The Group presented their report, Promises to Keep: Creating High Standards for American Students, to the Goals Panel in November 1993. Awaiting the appointment of NESIC, the Panel sought additional advice and response to the recommendations in Promises to Keep from four sectors: higher education, business, the states and the various standards projects. Higher education and business educate or hire graduating seniors and thus have a direct concern for the standards which they have met; the states and the various standards projects develop and implement the standards which NESIC will review and school districts may adopt.

This report represents the consensus views of the Higher Education Advisory Group, fifteen knowledgeable individuals convened by the Goals Panel in the Summer and Fall of 1994. The group includes teaching faculty, deans, admissions officers, present and former college presidents and officials of higher education associations. The members do not speak for their

respective institutions, but together they present a well-rounded perspective on the interest that higher education has in the development of precollegiate academic standards, and the role it can play in the process.

The development of national standards for K-12 education will have critical implications for higher education: in terms of the academic qualifications of its entering students, and thus of strengthening and accomplishing its own academic objectives. Higher education is also home to much of the disciplinary expertise which must be fully tapped in the standards development process.

At the same time, the Advisory Group recognizes the distinctive character and achievement of the K-12 and higher education sectors, as well as the tremendous variety within each sector. We acknowledge the critical importance institutional autonomy and academic freedom play in higher education communities, as well as the expertise and professional integrity of K-12 educators. Neither sector can presume to dictate practices or reforms for the other, nor simply transplant solutions developed for one sector to the other. Rather, the Advisory Group encourages the forging of rich and varied K-12/higher education relationships in which educational benefits flow in both directions, thereby advancing the quality of academic preparation among all institutions by enhancing the natural interdependency between the K-12 and higher education sectors.

In the remainder of this report, the Group's advice is organized to reflect the charge given to it by the NEGP, namely to provide advice in the following four domains:

* **Scholarship**

- * **Admission to Higher Education**
- * **Teacher Training**
- * **General Advice to NESIC Concerning Its Operation**

The specific questions contained in the charge are repeated in the attached appendix.

Scholarship

- * ***What do those in higher education consider most important for students completing high school to know and be able to do to undertake post-secondary study?***

College teachers look for a rich array of knowledge, skills and dispositions in their students. Professors recognize the critical importance of developing, for example, a love of learning, a capacity for well-reasoned judgment, a theoretical imagination, and the character and integrity that citizenship demands. These valuable traits are however difficult to embed in a curriculum. What is possible to develop through a curriculum is a core set of intellectual skills that provide students the capability to:

- communicate effectively,
- reason clearly, and
- integrate information.

We believe that the concept of core intellectual skills not only underlies good instruction in all the curricular areas but can be developed effectively only in the context of rich and demanding subject matter content, including both information and powerful ways of using and interpreting information (theories, theorems, methodologies, grammars, etc.). Students cannot be taught, at

the secondary or post-secondary level, to communicate, reason, or integrate information solely in the abstract.

These skills are important in themselves and build toward more specific capabilities needed as learners and workers. These skills or capacities are fundamental to all subjects while varying in the form they take. Scientists must be able to explain in writing the nature and significance of their findings; journalists must be able to quantify the scope of issues about which they write; policymakers, citizens and parents must be able to combine information from many fields and sources, routinely applying it to the solution of ordinary and extraordinary problems.

We believe that these core intellectual skills are required by both the worlds of work and school. The following examples illustrate the types of core intellectual skills students should master:

1. write coherent, grammatical and persuasive letters, memoranda and papers, and speak effectively in public;
2. read with genuine comprehension and reasonable speed;
3. compute, estimate, and apply statistical techniques; formulate and solve problems in appropriate mathematical terms;
4. build upon information previously learned, and apply what was learned to new situations;
5. organize an effective way to approach a problem or assignment;
6. envisage and organize multiple solutions to the same problem, evaluating the relative merits/demerits of each option
7. conduct independent research and present information orally or in writing;

8. analyze and integrate knowledge, think clearly, and recognize the need for evidence and logical (inductive and deductive) reasoning, including the application of scientific method as appropriate
9. discern trends and connections across courses and disciplines;
10. handle multiple tasks well.

While college faculty care about specific content students have mastered, faculty particularly value the student's ability to think. More specifically, college-level instruction expects students to build upon what was taught, and to analyze and integrate new information.

These skills can, and should, be learned in courses of biology, U.S. history, algebra, English literature, the arts, and many others. They are best learned in a good curriculum focused on important and enduring material, but we believe they can be learned in a variety of different formats, and do not require specification of content in detail, a single curriculum, or one best course of study. The core intellectual skills provide the equivalent of housing code standards which varying school curricula should meet, while challenging content provide the bricks and mortar. Schools must retain flexibility to construct the actual house based on local and state "building materials." Indeed, college faculty believe that dynamic learning communities thrive when they retain considerable capacity to make curricular and pedagogical decisions, not under conditions where course content is centrally prescribed.

Nonetheless, many institutions of higher education do require preparation in specific content. Thus, beyond the core intellectual skills all high school graduates should have, students

and teachers need an explicit indication of what content knowledge is needed to start Freshman year in given areas of study at particular institutions. Different post-secondary institutions have different primary missions and thus may vary in what they expect of incoming Freshmen. Science programs in some institutions, for example, prefer students with backgrounds in trigonometry and beyond, a requirement exceeding that of most employers. Students intending to major in mathematics or a foreign language may be asked to meet prerequisites not required of others. It is the responsibility of each institution of higher education to define and communicate these expectations clearly and in terms of performance standards — in collaboration with their local, regional, state and national K-12 partners as possible.

While memorization of some data, algorithms, vocabulary, etc. is important, a mile-wide, inch-deep coverage of vast areas of content is not what those in higher education seek. Indeed, if such learnings constituted most of a student's education, such a student would be ill-prepared to develop the core intellectual skills and habits of mind upon which advanced learning is constructed.

Assessments of content knowledge that determine mastery of a common set of core intellectual skills would provide a means for comparing students, and possibly help foster the development of such skills in schools. In turn, such assessments offer institutions of higher education the possibility of improving their student selection and placement processes. The development of such assessments, however, will require extensive research and experimentation.

The Advisory Group anticipates that the various subject matter standards groups will provide a critical source of expertise in the traditional content areas. Yet we fear that the

combined work of these groups will be difficult to integrate and in its sheer mass could overwhelm the high school curriculum. We therefore recommend that those adopting standards avoid encouraging "coverage" at the expense of the core intellectual competencies; the competencies should provide the criteria by which to evaluate whatever combination of core subject matter a state or locality adopts. Thus, as subject matter organizations establish content-area standards, NESIC, or a group at its behest, should be convened to elaborate the core of intellectual skills by which proposed standards can be evaluated.

Therefore, the Advisory Group recommends that:

- 1. All curricular standards be reviewed for the extent to which they encourage mastery of a set of core intellectual skills.*
- 2. An on-going mechanism be established to agree upon, specify and explain the nature of the core intellectual skills that would be used to review standards, including how they should be used to review these standards.*

** How should the areas in which academic content standards are to be certified be determined? Should the areas be the "subjects" listed in Goals 2000, or are there other considerations to take into account?*

Given the extremely complex and difficult task NESIC faces, we suggest that it begin with those content areas specified in Goals 2000. As work on standards in these areas develops, subsequent efforts should consider alternative ways of organizing content knowledge in more inter-disciplinary ways and in other subject areas. In any case, NESIC should carry out research assessing how well such alternative organizations of content, as well as more traditional studies, develop the core intellectual skills.

By focus on the development of core intellectual skills in the mastery of these initial subject matter areas, NESIC need not restrict its reviews only to standards in traditional subject matter divisions. NESIC should be prepared, for example, to receive standards organized around themes or "great ideas," such as one's social and natural environment, human growth and development, or the relationship of liberty and order -- as long as the content envisioned derives from the core subject matter areas specified in Goals 2000. This means that NESIC should allow for more than one set of standards for any given subject matter area, while requiring that each set represent the same qualitative demands in terms of core intellectual skills.

NESIC can best build consensus and its own expertise by designing an advisory and certifying process that both enhances the capacity of educators to develop high quality standards, and that supports the most promising reforms in K-12 schooling in which many educators are already involved. Especially in its first years, NESIC should concentrate on developing and disseminating to all educators exemplary efforts to teach and learn the core intellectual competencies. By displaying effective and innovative examples, by building a resource base for professional teacher development and networking, by supporting research into effective curricular approaches and assessments, and by building bridges among reform efforts, NESIC will encourage educators to adopt high standards in which they themselves have "ownership." Such an approach would encourage states to enhance the ability of educators to effect high quality teaching and learning. In this way, and combined with the focus on core intellectual skills, NESIC can promote "generative" as opposed to prescriptive standards, standards that engender their own creative renewal rather than a disheartening compliance.

Since all disciplines and areas of inquiry continue to evolve with new research and experience, all certified standards should be reviewed no less than seven years after their last approval.

Therefore, the Advisory Group recommends that:

- 1. The subjects listed in Goals 2000 should initially be the areas in which standards are reviewed.*
- 2. Multiple sets of proposed standards should be reviewed in order to judge the extent to which they encourage mastery of the core intellectual skills, and certify as many standards as meet that criterion.*
- 3. All certified standards should be reviewed no less than seven years after their last approval.*
- 4. Exemplary efforts to teach and learn the core intellectual competencies should be developed and disseminated to all educators.*

- * How should the scholarly accuracy and merit of proposed content standards be determined? What sort of information would be needed to assure the public of the scholarly merit of standards?*

The Advisory Group strongly urges NESIC to proceed slowly, carefully, collaboratively, publicly and in such a way as to build broad consensus within the K-12 and higher education communities.

While standards can be required to focus on how their subject matter contributes to the core intellectual skills, NESIC will still need to determine whether or not the subject matter meets high standards of academic integrity. Review criteria should evaluate both:

- 1) the intellectual integrity of the content base, and
- 2) the process by which the content base was developed.

Examples of criteria for #1 would include the degree to which current research has been incorporated, the degree to which the content takes into account disputed claims within the

discipline, and the degree to which the content reflects consensus across the field broadly.

Examples of criteria for #2 would include the degree to which relevant scholars have been involved in various stages of development, the degree to which secondary and postsecondary disciplinary associations have been consulted, and the degree to which open processes of scholarly peer review were used in developing the standards.

The Advisory Group suggests that this is an area in which higher education should play a critical role. At the very least, higher education faculty who teach Freshmen, current K-12 teachers, and recognized scholars in each discipline should meet to evaluate collaboratively the knowledge base represented by various standards. In order to insure that such quality content is maintained in implementation, the advice of experts in the teaching of core subjects and teacher certification should be sought as well.

NESIC should build a structure for regular higher education input, not only to review standards submitted for approval, but also as an integral and on-going part of standards criteria development. Such efforts should be conducted with the various higher education forums that already treat such issues, such as the American Association of Higher Education, the American Council of Learned Societies, and the College Board. A corollary effort will be needed to get and hold the attention of higher education, especially the higher education disciplinary associations, upon the standards movement.

The public needs to know if the standards meet the requirements sought by higher education, both in terms of core intellectual skills and specific content requirements for Freshman

year study in the core disciplines. NESIC must adopt a process that provides for advice from higher education and builds areas of broad consensus among educators at all levels

Therefore, the Advisory Group recommends that:

- 1. Representatives from higher education be involved in the on-going processes of setting and applying review criteria for proposed standards, and*
- 2. Scholars, college teachers, learned societies and others in higher education be involved as early as possible in the process of developing consensus on the nature and content of standards, and in explaining their importance and accuracy to the public.*

Admission to Higher Education

- * What influence will college admission standards and K-12 education standards have on each other? What are the implications for how K-12 standards are reviewed and certified?*

College admissions and K-12 education standards will inevitably have an important influence on each other. Standards for the K-12 system should complement, and be consistent with, the college admissions process, while respecting the autonomy and institutional diversity of colleges and universities. The members of NESIC should remain aware, through periodic consultation with members of the guidance and admissions community, of trends in how major sectors of higher education assess students for the purposes of college admissions.

Many colleges need evidence of varying levels of proficiency on the K-12 standards. Institutions with different missions want students with varying configurations of coursework and content mastery suited to their missions. Some colleges may reasonably require evidence of

students taking a different pattern of high school coursework than others. Standards for K-12 should not be used to dictate admissions requirements.

Those in higher education are most likely to accept K-12 standards that emphasize learning skills and core competencies, and that enjoy strong K-12/college teacher participation and support in their development. The experience of Advanced Placement and the International Baccalaureate show this kind of teacher ownership. Those in admissions seek standards that permit comparisons of student performance, not uniformity. They seek a standards currency that allows colleges and universities to set recognizable standards at the institutional level.

Therefore, the Advisory Group recommends that:

- 1. Performance standards be defined that generate evidence of student performance at advanced as well as minimum or basic levels.*
- 2. Content standards permit substantial variation among the curricula and coursework offered high school students.*
- 3. Content and performance standards provide evidence of core intellectual skills in clear and comparable ways.*

Teacher Training

- * What are the implications of K-12 education standards for the preparation and training of teachers – both in colleges of education and the liberal arts? How should these implications be taken into account in certifying K-12 standards?*

Teachers need to be prepared to teach to the standards set for K-12 education. States developing standards should consider how the standards will link to state teacher licensing, teacher education programs, and teacher professional development. At a minimum, states should demonstrate how content and performance standards will be taken into account in the state's teacher licensing process. As most new teachers receive the majority of their instruction outside

of schools of education, the Advisory Group urges involvement of the broader undergraduate faculty. Open forums and broad dissemination of standards should be used to engage subject area professors who train prospective teachers outside schools of education.

Regular dialogues between current K-12 teachers and higher education faculty will be needed to build consensus about the importance of the core intellectual skills, and to tap teachers' expertise in developing professional development activities in these areas.

Because these efforts are complex, NESIC's role in sponsoring or encouraging research will be important. NESIC should support research on how best to prepare teachers in the core intellectual skills it delineates, and encourage research to develop effective assessments of teacher skills in these areas. Consistent with its research findings, NESIC should then play a supportive role in the substantial efforts that will be needed to change teacher preparation and professional development.

NESIC should coordinate its efforts with current teacher education reform efforts -- particularly within the National Council for Accreditation of Teacher Education (NCATE), state licensing reforms, and the National Board for Professional Teaching Standards (NBPTS) -- to keep well informed of developments in these areas, and to the degree possible, establish collaborative frameworks through which coordination might be achieved.

Therefore the Advisory Group recommends:

- 1. That states be required to show how standards they submit for certification are reflected in state policies for teacher licensing, teacher education programs, and continuing teacher development.*
- 2. That NESIC coordinate its efforts with those of other agencies -- such as NCATE, NBPTS, and the Interstate New Teacher Assessment and Support Consortium (INTASC) to align the training of teachers with the standards being certified.*

General

- * ***What recommendations do individuals from higher education make to the Goals Panel about how standards for K-12 should be reviewed and certified?***

NESIC's charge includes both advising and certifying functions. For the foreseeable future, NESIC should emphasize its advisory role, developing a knowledge base upon which to carry out its certifying functions. This is important because there are conceptual and substantive issues as well as procedural ones that need to be resolved before settling upon legitimate criteria for reviewing standards. In addition, the relationship of content, performance, and opportunity-to-learn standards needs to be defined and communicated before the certification process begins. Such other complex issues as the legal standing of standards that might have an adverse impact on students and the coordination of standards in various subjects need to be thought out and resolved. Prior to undertaking its certifying functions, NESIC should initiate research efforts, work to conceptualize potential review criteria and processes, support the development of innovative assessments, develop protocols for content approval and undertake significant planning work with professional organizations and states interested in submitting standards.

Therefore, the Advisory Group recommends that:

1. *NESIC undertake the planning and research needed to clarify the policy ground rules by which it will operate prior to undertaking its certifying functions.*

Equity

The Advisory Group was unanimous and deeply concerned about the importance of equity issues and the potential adverse impact that high standards could have upon those who have not

been given the opportunity to meet those standards. The members urgently advise NESIC to develop various strategies that will assist states and localities in their efforts to insure equitable academic preparation.

National standards, without greater equity in academic preparation, will simply reinforce the dramatic systemic inequities that now exist. A failure to integrate work skill and academic standards, for example, may further embed damaging tracking practices within schools. Higher education is unlikely to support the development of national standards if it perceives them as threats to the access of diverse students to higher education and improved opportunities within K-12.

Recognizing the political contentiousness of the issue, the Advisory Group asks NESIC to urge states to indicate how they will align sufficient resources to bring all students to the standards they submit for certification, while at the same time giving states broad flexibility in how they do so. NESIC should not try to specify, through OTL standards, exactly how states should implement national standards. This is neither intended by the legislation nor advisable.

Nonetheless, content, performance, and OTL standards should be aligned and seen as deeply interconnected. National standards risk becoming a national wish list if the variety of contexts and communities in which schools operate are not taken into consideration.

In addition to the moral and ethical imperatives for equity, NESIC should be aware of the necessity for careful legal analysis of the equity implications of standards. Standards developed without consideration for the potentially adverse impact they could have on students are likely to encounter legal obstacles. Legal precedents appear to suggest that standards should grow out of an open and broad process of development, be demonstrated to be valid and reliable in their

outcomes, and take steps to remedy foreseeable adverse impact, especially if high stakes are associated with the standards.

Therefore, the Advisory Group recommends that:

- 1. Anyone submitting standards for certification should show how they have considered the impact on equity the proposed standards may have.*
- 2. States submitting standards should be asked to show how they will align sufficient resources to bring all students to meet the proposed standards while maintaining broad flexibility in how states and localities can do so.*
- 3. NESIC should conduct analyses of proposed standards and indicate the kind of evidence they will accept to demonstrate that the standards are legally defensible and that their possible adverse impact on students has been taken into consideration.*

Communication

The Advisory Group agreed that an aggressive effort to inform the public regarding the nature and purpose of education standards is needed. NESIC needs both to inform the public about standards and also establish its own credibility to review them. It must address the perception that, as a federal agency, it could grow into a stifling standards bureaucracy or veritable "National School Board." Many in higher education, especially among minority populations, remain highly skeptical.

Currently, few in education are aware of NESIC's legal existence. Many educators are still unaware of national education goals, and the public is far behind even that level of awareness. Higher education can not contribute to the national standards process if it is largely unaware of the process. This lack of awareness is aggravated by the divisions existing, even along disciplinary lines, between precollegiate and postsecondary sectors. A studied disinterest on the part of higher education could prove fatal to NESIC's effectiveness. Ultimate success in

promoting standards, then, will depend upon a dramatically successful communication and dissemination effort.

We do not advise a public relations campaign. The broadest possible public participation in the standards discussion is needed. NESIC should develop "standards of engagement" by which to assess submitted plans, in order to determine whether or not a truly "open and public process" was used in the development of the plans' standards. One such standard of engagement would be a requirement that any state plan be submitted to multiple reviews within the state prior to its application to NESIC. At minimum, input should be openly gathered from state disciplinary organizations, teachers associations, a series of public hearings throughout the state, grassroots organizations including community-based organizations, learned societies, parents groups, and higher education institutions and associations. While time-consuming, requiring such standards of engagement directly furthers NESIC's effectiveness in building the broad consensus necessary to achieve high educational standards. To the extent that disciplinary organizations, learned societies and scholars participate in these process, the higher education community itself can play an important role in this public information function.

Therefore, the Advisory Group recommends that:

- 1. An aggressive public information effort regarding standards be undertaken for higher education and the general public.*
- 2. NESIC should develop "standards of engagement" by which to assess submitted plans, in order to determine whether or not a truly "open and public process" was used in the development of the plans' standards.*

Conclusion

NESIC should emphasize its advisory over its certifying functions during the first years of its existence, while pursuing the extensive research and information gathering that will allow it legitimately to carry out its duties. The nation's ability to generate broad public consensus, including among the diverse communities of higher education, will in large part determine the degree to which higher standards are adopted in schools, and demanded by communities.

The Advisory Group expresses its gratitude to NEGP for soliciting its input, and encourages NESIC to seek an on-going relationship with the higher education community. The care and attention that both pay to that relationship may greatly affect the success of the standards movement in promoting excellence among all our students.

Afterword to Higher Education Colleagues

The work of the NEGP and NESIC to promote a consensus on the development of high academic standards for all youth presents higher education with an opportunity to accelerate its own struggle to renew and revitalize teaching and learning in the academy. The advent of the K-12 standards movement has already brought calls for similar approaches to higher education's reform. Such impulses tie in to the longer standing examination of assessment in higher education. The representatives of higher education – including those serving on this Advisory

Group -- have expressed a wide range of views on these developments, ranging from vigorous support to grave alarm and opposition.

It was not within the scope of this advisory group to deliver judgments on such proposals for higher education; but it was clear to us that there were many practical steps that institutions of higher education could and should take that would enhance their own standing and performance, even as they helped the schools to succeed.

Many institutions of higher education have moved beyond the combination of apathy and disdain which has too often characterized higher education's attitude toward reform in schools and colleges. They have chosen to take a leadership position in reform. These models should be emulated by others in higher education who should take advantage of the national interest in high educational standards by giving greater priority to encouraging and supporting improvements in elementary and secondary education. Improved precollegiate education which taught all students to these standards would enable higher education itself to be more effective. Higher education institutions may then find the greater wherewithal to get on with their own agendas for reform, informed by and complementary to, but not dictated by, the reform in K-12 education.

In this spirit, we encourage our colleagues in higher education to develop and/or expand, particularly at the institutional level, initiatives such as the following:

1. The alignment of the education of teachers to evolving K-12 standards, remembering that teachers take most of their courses in the arts and sciences, outside of schools of education
2. Campus leadership by presidents and provosts in the establishment of clear academic standards for undergraduate study, based on ongoing research to find improved admissions and placement procedures as needed, as well as, for example, curricular requirements expressed in core curricula and powerful freshman-experience programs

3. Enriched professional development in pedagogy for college faculty, to incorporate contemporary insights on the nature of adult learning, as well as implications of new K-12 standards for what college freshmen should know and be able to do
4. Incentives and rewards for the collaboration of faculty throughout the university with school and community partnerships
5. Encouragement of faculty participation in the activities of professional organizations or learned societies aimed at the development of educational standards at every level
6. Continued examination of definitions of academic scholarship, to encompass scholarships of discovery, integration, application and teaching, and thus give greater value to collaborative work with and for the schools across various disciplines¹
7. Experimentation with new modes of K-12/higher education articulation; e.g., voluntary and rotating educational quality review teams composed of K-12 teachers and higher education faculty, invited regularly onto both high school and university campuses to provide informal "peer review" of selected aspects of institutional performance; or, e.g., expanded opportunities for college course-taking by high school students

With such initiatives, higher education can enhance the renewal of our nation's schools, and contribute to the growth of our colleges and universities as well.

¹ See, e.g., Boyer, Ernest L. *Scholarship Reconsidered* Princeton, NJ: Carnegie Foundation for the Advancement of Teaching, 1990, 1994.

Appendix

Charge to the Higher Education Advisory Group

The Goals Panel... asks the higher education advisory group on standards... to advise the Panel on the following topics:

1. Scholarship

- * What are the most important things that institutions of higher education expect graduating high school students to know and be able to do to undertake post-secondary study?*
- * How should NESIC determine the areas in which it will certify academic content and performance standards? Should it adopt standards only in the list of "subjects" identified in Goals 2000, or are there other ways to conceptualize and develop education standards?*
- * How should the Goals Panel establish the scholarly accuracy and merit of voluntary national or state content standards? If content standards are submitted by organizations representing teachers and scholars in a discipline, what would the Goals Panel need to know to assure the public of the standards' scholarly merit?*

2. Admission to Higher Education

- * What influence will college admissions standards and content and performance standards for K-12 have on each other? How can these sets of standards work best together? What are the implications for how the Goals Panel approves or disapproves standards?*

3. Teacher Training

- * What are the implications of K-12 content and performance standards for the preparation and training of teachers in both colleges of education and general education? How should these implications be taken into account in certifying K-12 standards?*

4. In General

- * What recommendations do individuals from higher education make to the Goals Panel about how standards for K-12 should be reviewed and certified? Are there elements of the advice in the report Promises to Keep that individuals from higher education recommend be followed or changed?*

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Points of Agreement **among the Business, Chiefs, and Higher Education task forces**

After hearing the original recommendations of the Panel's advisory groups, those preparing these papers indicated their strong agreement on the following points:

1. The **importance of standards** as a necessary building block to encourage high performance in schools.
2. The need to focus on **academic skills for all students**, both students going directly to work and those going on for further study. All of these groups suggested that the same academic standards were needed for work and further academic study.
3. **Setting standards is a dynamic process.** Standards will be refined through a process of trial and error and need to be refined on the basis of what is learned by experience. The groups varied in how quickly they thought the process would proceed, but there was a common understanding that we will learn how to set standards by doing so.
4. There is an **enormous need for communicating with the public.** The public needs information and an opportunity to become involved. They need to discuss what standards are, why they are needed, and how they work.
5. **The process of setting and refining standards has to be broadly consultative.** While good standards involve expertise, they cannot be set without consulting the full range of people with a stake in their operation and implementation.

Questions on Standards

1. In 1995 and beyond, what are the most important steps that need to be taken to improve education and promote standards-based education reform?
2. How do the current academic subject standards measure up to the review criteria about which the Panel's advisory groups agree, such as:
 - important and focused (as opposed to "a mile wide and an inch deep")?
 - feasible, "parsimonious"?
 - "world class," comparable to those of other countries?
 - the result of broad consensus-building?
 - dynamic, subject to revision?
3. How important is it that standards meet criteria like these?
4. If the standards released to the public need revision, how will that revision occur? What insures that the process will remain dynamic?
5. Do states and local schools want to review each set of subject standards from scratch, or would they want recommendations that emerge from review by a bipartisan and authoritative group?
6. What should be the Goals Panel's role in promoting standards?

Cheney To Start Review Panel

Lynne V. Cheney, the former chairwoman of the National Endowment for the Humanities, said last week that she will create an independent panel to critique proposed voluntary national education standards.

The National Education Standards and Improvement Council already exists to review the standards, but Ms. Cheney said she is concerned that NESIC will routinely certify standards that are not up to par. NESIC is a Presidentially appointed group created as part of the Goals 2000: Educate America Act. Its members have yet to be named.

Ms. Cheney has been highly critical of the proposed U.S. history standards that were released last month.

Her group, the Committee to Review National Standards, will be based at the American Enterprise Institute, a Washington-based think tank where Ms. Cheney is a fellow.

It will have four tasks: to an-

alyze the standards and the Goals 2000 legislation; to build alliances with groups that are interested in the standards issue; to work with members of Congress as they consider standards; and to provide educators, parents, and policymakers in the states with information about standards.

The Readers' Digest Association is funding the project.

Committee members, to date, are:

Donald Kagan, a professor of classics at Yale University; Elizabeth Fox-Genovese, a professor of women's studies at Emory University; Leslie Lenkowsky, the president of the Hudson Institute, an Indianapolis-based think tank; Robert Costrell, a professor of economics at the University of Massachusetts at Amherst; Sandra Stotsky, a research associate at the Harvard graduate school of education; Katherine Kersten, a member of the Center for the American Experiment, a Minneapolis-based think tank; Linda Chavez, the director of the Center for the New American Community at the Manhattan Institute, a New York-based research and education organization; Gertrude Himmelfarb, a professor emerita of history at the graduate school of the City University of New York; Susan Kristol, a former professor of classics at Brandeis University; and Celeste Cogan, a former deputy chairwoman of the N.E.H. and a fellow with the Hudson Institute.

—LYNN OLSON

Diane Ravitch

Goals 2000: Four Ways to Fix It

Almost a year ago, the 103rd Congress passed Goals 2000, the linchpin of the Clinton education strategy. Its purpose is to spur the development of voluntary state and national academic standards, but the complex mechanism put in place by the law is unlikely to create anything but federal interference and another layer of state bureaucracy.

Congress has to decide what to do about this law: It can repeal it, ignore it or fix it. A vote to repeal would undoubtedly be countered by a veto; even if successful, repeal would send an unfortunate message that the new Congress is against academic standards. However, it would be a mistake to leave Goals 2000 untouched, because the law has major flaws that will make the development of meaningful standards nearly impossible.

Goals 2000 should be fixed, and it should be turned into truly bipartisan legislation that has a reasonable chance of achieving real academic standards without inappropriate federal meddling.

Republicans should recall that it was President Bush who started the process of establishing national education goals when he convened the nation's governors at an education summit in Charlottesville in 1989. The president and the governors endorsed six national education goals for the year 2000. The point of setting goals was to focus attention on measurable results (like improving student achievement and increasing the high school graduation rate to 90 percent) and simultaneously to reduce federal and state regulation of schools.

Unfortunately Goals 2000 reversed that formula by minimizing the importance of results (the law strongly discourages student testing, for example) and by imposing burdensome procedures on states that accept federal funds to develop standards. Congress even added two new national education goals (about teacher training and parent involvement), which served to indicate that the goals were to be understood as empty rhetoric rather than as measurable outcomes for education.

It was the 103rd Congress that politicized and distorted the legislation, not the Clinton administration. Everything that is objectionable in the law was added by Congress to the administration's original proposal of March 1, 1993. Stripping the mischief and high-handedness out of the law would restore a bipartisan approach to educational improvement.

The following four changes would significantly improve Goals 2000:

First, eliminate the National Education Standards and Improvement Council (NESIC), a 19-member body that was created to certify all state and national standards. Under current law, NESIC will be appointed solely by the president, will be almost entirely professional educators, will not be bipartisan and will endorse national and state standards by a simple majority vote. Neither the Bush administration nor the Clinton administration proposed this one-sided, politically unsound arrangement.

It defies common sense to expect that NESIC will have credibility when its members are from only one political party, when it includes few if any representatives of the lay public and when its decisions about controversial issues may be made by a simple majority. As currently constituted, NESIC is incapable of winning bipartisan support for its actions.

The 104th Congress should turn certification of national (but not state) standards over to the bipartisan National Education Goals Panel, which is dominated by governors but includes representatives from the administration and Congress. The Goals Panel should appoint advisory panels to judge proposals for national standards. These panels should include a substantial representation of lay members of the public and should require a two-thirds majority to approve standards. National standards, even voluntary ones, should not be approved unless they have broad bipartisan support. These changes reflect the Clinton administration's own initial proposal.

Second, Congress should eliminate the restrictions on student testing in Goals 2000, none of which were proposed by either the Bush or Clinton administration. At the behest of anti-testing lobbies, Congress declared that states cannot use their own assessments to make decisions about promotion, graduation or retention for five years. Furthermore, any state tests must meet rigorous technical standards in order to be certified by NESIC. Unless states refuse to submit their tests to NESIC for certification, Goals 2000 will essentially eliminate any meaningful student testing by the states. It is hard to see how higher standards will be produced by a virtual ban on the use of testing.

Congress should recognize that states have the right to develop and use tests as they see fit and should remove any language that attempts to establish federal regulation of educational testing.

more...

RAVITCH, continued...

Congress is not qualified to legislate on psychometric issues: None of the language proscribing the use of tests by states was in the original Clinton bill.

Third, Congress should eliminate the requirement that participating states set up state improvement panels to design a state education reform plan. These panels have few lay members but many representatives of interest groups, advocacy groups and professional organizations. The states should shape their standards as they think best rather than be compelled to honor a prescriptive formula that reflects interest group pressures in Washington. These committees, which in some states have as many as 100 members, have no fiscal accountability to the governor or the state board of education. Yet Goals 2000 gives them extensive powers to redesign the state's educational and social service programs. Nowhere does the legislation explain what happens if a state planning committee recommends doubling or tripling the state's education budget. While any state is free to convene an advisory group, these panels should not be mandated by federal law.

Fourth, Congress should remove from Goals 2000 all references to "opportunity to learn" standards. No one now knows what such standards are, so it seems premature to expect states to establish them. Presumably, "opportunity to learn" standards define the minimum resources—human and financial—that each school must have in order to provide all students with equal opportunity to learn. The states have been struggling with equalization battles in their legislatures and in the courts. Congress should not use a backdoor strategy to impose equalized school spending on the states.

Other parts of the law could easily be pared away, especially those that mandate specific educational practices. The 103rd Congress had an unfortunate habit of legislating matters that should be left to the judgment of teachers and principals. A revised Goals 2000 would allow the nation (not the federal government) to develop voluntary national academic standards in a manner that merits bipartisan support. It would allow states, school districts and schools to manage their affairs without directions from Washington. It would eliminate congressional efforts to micromanage educational reform. Above all, such changes would emphasize the fundamental object of all this activity: Standards for student achievement.

The writer, assistant secretary of education in the Bush administration, is a senior research scholar at New York University and a fellow at the Brookings Institution.

Council for Basic Education

Project to Analyze National Standards

The Council of Basic Education, headed by Christopher Cross, is seeking private funding to conduct a study of recently proposed national academic content standards. The project aims to produce a "Users' Manual of Standards" that will put standards in the various subjects areas into a common format, resolve overlaps and make them accessible and useable to educators and the public. The project will make the sheer volume of standards taken together more manageable for educators and the public.

The Council for Basic Education was established over forty years ago. Its mission is to strengthen teaching and learning of the basic subjects, defined as English, history, government, mathematics, the sciences, foreign languages, and the arts.

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NATIONAL EDUCATION GOALS PANEL

January 28, 1995

Dr. Peter T. Ewell
Senior Associate
National Center for Higher Education
Management Systems (NCHEMS)
P.O. Drawer P
Boulder, CO 80301-9752

Dear Dr. Ewell:

On behalf of the National Education Goals Panel, I commend the efforts that the National Center for Higher Education Management Systems (NCHEMS) and the National Center on Postsecondary Teaching, Learning and Assessment (NCPTLA) at Pennsylvania State University are making to collect national information on critical thinking and problem-solving in higher education. Goal 6 of the National Education Goals states that "by the year 2000, every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship." The nation's chances of successfully achieving this Goal are, to a large extent, dependent upon the knowledge and skills acquired by our college graduates.

The role of postsecondary education in helping to achieve the National Education Goals is specifically addressed in the fifth Objective for Goal 6:

The proportion of college graduates who demonstrate an advanced ability to think critically, communicate effectively, and solve problems will increase substantially.

Although the Goals Panel remains interested in developing indicators in order to measure national and state progress toward this Objective, no national data collection currently exists which would enable us to do so. As a result, we have not been able to address policy questions about the quality of the postsecondary education system in the U.S. or the skills that our college graduates have acquired. We fully support and endorse the collection of data which would enable us to do so in future Goals Reports.

We sincerely hope that you are successful in your data collection plans in order to fill this critical gap in our knowledge about the nation's educational progress. Thank you for your efforts.

Sincerely,

Evan Bayh
Chair, National Education Goals Panel, and
Governor of Indiana

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

National Education Goals Panel Meeting
January 28, 1995

GOALS PANEL ACTIONS RE: COLLEGIATE ASSESSMENT

- March 1991** The Goals Panel's Resource Group on Adult Literacy and Lifelong Learning issues an interim report on potential indicators and strategies to measure progress toward (former) Goal 5 (now Goal 6). The report includes a recommendation "that a NAEP-like examination of graduating college seniors would be necessary if the Panel is serious about measuring the advanced thinking, communication, and problem-solving skills of the Nation's college graduates."
- November 1991** The National Center for Education Statistics convenes a study design workshop to examine means of assessing college student learning in support of the National Education Goal.
- February 1992** The Goals Panel convenes a Task Force on Assessing the National Goal Relating to Postsecondary Education. Part of the Task Force's charge is to investigate and report on:
- the feasibility and desirability of a sample-based collegiate assessment which would provide regular national and state representative indicators of college graduates' ability to think critically, communicate effectively, and solve problems.
- July 1992** Members of the Task Force present their preliminary report at the July 31, 1992 Goals Panel meeting. They conclude that a postsecondary assessment system would be both desirable and feasible, and recommend that content and performance standards be developed for general cognitive skills, higher order thinking skills, and occupational specific skills where appropriate.
- November 1992** The National Center for Education Statistics convenes a second study design workshop to discuss which skills should be assessed in a collegiate assessment, how to select standards, and other measurement issues.
- February 1993** The National Center for Education Statistics releases a Request for Proposals to develop a national, sample-based collegiate assessment.

- April–May 1993** A series of regional hearings are held by the Goals Panel on the Task Force recommendations in order to obtain input and public comment from higher education representatives, faculty, students, etc.
- May 1993** Panel staff analyze and summarize public input and concerns in preparation for an NEGP resolution on the topic. Six general areas of concern are identified and incorporated in a draft resolution.
- June 1993** At the June 15, 1993 Goals Panel meeting, Panel members hear presentations from the Task Force chair and four members of the higher education community who testified at the public hearings.
- July 1993** Based on the advice of the Task Force and participants in the regional hearings, the Goals Panel adopts a resolution calling for the development of a national sample–based postsecondary assessment system which would produce indicators for future Goals Reports.
- October 1993** NCES cancels its Request for Proposals due to a lack of available funds.

SUMMARY: DATA & REPORTING TASK FORCE MEETING

The first meeting of the Goals Panel's Data & Reporting Task Force was held on December 20, 1994, in Washington, DC. Task Force members, consultants, and Goals Panel staff in attendance were:

Rolf Blank, Council of Chief State School Officers (chair)
Paul Barton, Educational Testing Service
Matthew Cohen, Ohio Department of Education
Mark Musick, Southern Regional Education Board
Thomas Soltys, Delaware State Department of Public Instruction
Nicholas Zill, Westat, Inc.
Patricia Brown, National Governors' Association
Jeanne Griffith, National Center for Education Statistics
Mary Rollefson, National Center for Education Statistics
Ken Nelson, Amy Friedlander, Cindy Prince, and Leslie Lawrence,
National Education Goals Panel
Babette Gutmann, Westat, Inc.

The mission of the Data & Reporting Task Force is to identify and recommend strategies for:

- filling the data gaps identified in the *1994 Goals Report*, and
- making data more useful to policymakers.

Kathryn Chandler of NCES was invited to the meeting to discuss potential options for administration of the National Household Education Survey (NHES) through the year 2000, including the possibility of extending this national survey to the state level to collect information relevant to Goals 1, 6, and 8. Other topics discussed at the meeting included:

1. Should the Goals Panel continue to limit state-level reporting to comparable state data, or should the Panel produce customized state reports in order to increase the amount of state information available to policymakers?
2. If no new NAEP data are forthcoming in some of the core subject areas, should the Panel continue to report that no measures are available, or should the Panel explore other options so that something can be reported for subject areas such as economics and foreign languages (e.g., state-specific achievement data, data from the New Standards Project assessments, transcript data on course completion)?
3. What strategies does the Task Force recommend to improve the timeliness of education data so that the information is of greatest use to policymakers?

The Task Force will meet three more times before June to continue discussing a variety of data collection and reporting options. The group will issue a report to the Panel in June outlining their recommendations. The next meeting is scheduled for 2/23/95.

Production Schedule: 1995 Goals Report

1. **August 15, 1995:**
Deadline to receive all data.
2. **August 22, 1995:**
Graphic artists give page-count for *National* and *State Data Volumes* to GPO.
3. **August 29, 1995:**
Graphic artists give page-count for *Core Report* to GPO.
4. **September 5, 1995:**
Staff complete all data-checking and proofreading for *National* and *State Data Volumes*.
5. **September 6–7, 1995:**
Graphic artists download computer files for *National* and *State Data Volumes*.
6. **September 8, 1995:**
Graphic artists deliver computer files for *National* and *State Data Volumes* to GPO.
7. **September 11, 1995:**
GPO opens bidding to print *National* and *State Data Volumes*.
8. **September 12, 1995:**
Staff complete all data-checking and proofreading for *Core Report*.
9. **September 13–14, 1995:**
Graphic artists download computer files for *Core Report*.
10. **September 15, 1995:**
Graphic artists deliver computer files for *Core Report* to GPO.
11. **September 15, 1995:**
GPO awards job to print *National* and *State Data Volumes*.
12. **September 18, 1995:**
GPO opens bidding to print *Core Report*.
13. **September 21, 1995:**
NEGP receives blueines for *National* and *State Data Volumes*.

14. **September 22, 1995:**
GPO awards job to print *Core Report*.
15. **September 25, 1995:**
NEGP returns bluelines and edits to printer for *National and State Data Volumes*.
16. **September 28, 1995:**
NEGP receives bluelines for *Core Report*.
17. **September 29, 1995:**
Graphic artists make trip to printer's to check *National and State Data Volumes*.
18. **October 2, 1995:**
NEGP returns bluelines and edits to printer for *Core Report*.
19. **October 6, 1995:**
Graphic artists make trip to printer's to check *Core Report*.
20. **October 6, 1995:**
Printer delivers *National and State Data Volumes* to NEGP.
21. **October 13, 1995:**
Printer delivers *Core Report* to NEGP.
22. **October 19, 1995:**
Press release for *1995 Goals Report*.

NATIONAL EDUCATION GOALS PANEL

Meeting of the Teacher Education and Professional Development Resource Group
December 8, 1994

SUMMARY

Ken Nelson welcomed the group and made introductory statements regarding the work of the Goals Panel. Santee Ruffin framed the group's charge -- to establish a conceptual framework for developing indicators to measure progress toward Goal 4 and its objectives to be included in the 1995 Report after gaining approval by the Goals Panel. The Resource Group is to also determine where gaps in the data needed to measure progress still exist. The meeting was chaired by David Imig, Executive Director of the American Association of Colleges for Teacher Education (AACTE).

As part of providing background information to the group, Cynthia Prince gave an overview of the Goals Panel's reporting process. Terry Dozier from the U.S. Department of Education presented a draft of the Department's *Mission and Principles of Professional Development*.

The group then began to develop a conceptual framework for the Goal and the Goal's indicators. A four-point approach was introduced and discussed. While the exact wording of the points remained open for future discussion, the group did agree on the following points: (1) the providers (colleges, districts, and schools), (2) the process or form (how and when delivered), (3) access or participation, and (4) content. Other points discussed included the importance of the context in which professional development operates (i.e., the support systems), the inclusion of others involved in the educational enterprise (principals, superintendents etc.), and the role of technology.

This proposed framework would cut across the whole continuum. There was general agreement that professional development encompasses preservice, inservice, and continuing service; thus, suggesting a "recruitment to retirement" concept. The group also accepted the challenge of developing indicators that are results driven and would provide responses to queries pertaining as to how a specific activity or program has the potential to contribute to increased student learning.

As the group began to examine potential indicators, NCATE's (*National Council for Accreditation of Teacher Education*) system of accreditation and National Board Certification (*National Board for Professional Teaching Standards*) became part of the conversation. These two potential components were left "on the table" for future consideration.

A major portion of the afternoon session was spent reviewing specific items contained in several large-scale surveys produced by the National Center for Education Statistics. Several items were identified as potential indicators for Goal 4 and its objectives.

A more detailed report of the meeting will be disseminated in early January 1995. The next meeting of the Goal 4 Resource Group is scheduled for February 16, 1995, in Washington, DC, from 10:00 am to 4:00 pm.

NATIONAL EDUCATION GOALS PANEL

Teacher Education and Professional Development Resource Group

Dr. David G. Imig, Chair

Executive Director
American Association of Colleges for
Teacher Education
One Dupont Circle, NW
Suite 610
Washington, DC 20036
phone: 202-293-2450
fax: 202-457-8095

Ms. Marsha Berger

Deputy Director
Educational Issues Department
American Federation of Teachers
555 New Jersey Avenue, NW
Washington, DC 20001
phone: 202-879-4460
fax: 202-879-4537

Dr. Gene Carter

Executive Director
Association for Supervision and
Curriculum Development
1250 North Pitt Street
Alexandria, Virginia 22314
phone: 703-549-9110
fax: 703-836-7921

Dr. Linda Darling-Hammond

Teachers College Columbia University
525 West 120th Street
Box 86
New York, New York 10027
phone: 212-678-4142
fax: 212-678-4170

Ms. Launa Ellison

Teacher
Clara Barton Public Schools
3348 47th Avenue South
Minneapolis, Minnesota 55406
phone: 612-627-2373
fax: 612-627-2376

Ms. Earlene Gillan-Smith

President
Delaware State Education Association
136 East Water Street
Dover, Delaware 19901
phone: 302-734-5834
fax: 302-674-8499

Mr. Howard Jensen

Teacher
Pioneer High School
6379 Atherwood Avenue
Cupertino, CA 95014
phone: 408-998-6310
fax: 408-947-2357

Dr. James Kelly

President
National Board for Professional Teaching
Standards
300 River Place
Suite 3600
Detroit, Michigan 49207
phone: 313-259-0830
fax: 313-259-0973

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Dr. Judith Lanier
Distinguished Professor
College of Education
Michigan State University
216 Erickson Hall
East Lansing, Michigan 48824-1034
phone: 517-333-3874
fax: 517-353-6393

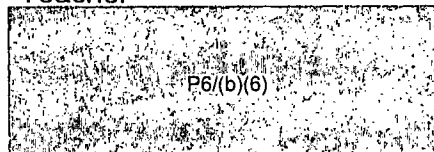
Ms. Marion Payne
Principal
Mount View Middle School
12101 Woodford Drive
Marriottsville, Maryland 21104
phone: 410-313-5545
fax: 410-313-5551

Dr. Stan Paz
Superintendent
El Paso School District
6531 Boeing Street
El Paso, Texas 79925
phone: 915-779-4010
fax: 915-779-4420

Dr. Judith Rényi
Executive Director
The National Foundation for the
Improvement of Education
1201 16th Street
Washington, DC 20036
phone: 202-822-7840
fax: 202-822-7779

Dr. Ted Sanders
Superintendent of Public Instruction
Ohio Department of Education
65 South Front Street
Room 810
Columbus, Ohio 43215-4183
phone: 614-466-3304
fax: 614-644-5960

Ms. Claudette Scott
Teacher



Dr. Marilyn Scannel
Executive Director
Indiana Professional Standards Board
251 East Ohio Street, Suite 201
Indianapolis, Indiana 46204-2133
Phone: 317-232-9010
Fax: 317-232-9023

Ms. Mary Strandberg
Principal
Eagleton School
880 Hooker Street
Denver, Colorado 80204
phone: 303-623-0181
fax: 303-764-7641

Dr. Arthur Wise
President
National Council for Accreditation
of Teacher Education
2010 Massachusetts Avenue
Suite 600
Washington, DC 20036-1023
phone: 202-466-7496
fax: 202-296-6620

Dr. Wayne Worner
Interim Dean
Virginia Tech
226 War Memorial Hall
Blacksburg, Virginia 24061-0317
phone: 703-231-6426
fax: 703-231-3717

CONSULTANTS

Dr. Sharon Bobbit

Senior Educational Statistician
National Center for Education Statistics
555 New Jersey Avenue, NW
Washington, DC 20208-5651
phone: 202-219-1461
fax: 202-219-1728

Ms. Patricia Brown

National Governors' Association
444 North Capitol Street, NW
Washington, DC 20001
phone: 202-624-7723
fax: 202-624-5313

Ms. Terry Dozier

Special Advisor to the Secretary
U.S. Department of Education
Federal Building No. 10
600 Independence Avenue, SW
Washington, DC 20202
phone: 202-401-3000
fax: 202-401-0596

Ms. Babette Gutmann

WESTAT, Inc.
1500 Research Boulevard
Rockville, Maryland 20850
phone: 301-738-3626
fax: 301-294-4475

Dr. Jean Miller

Project Director of INTASC
The Council of Chief State School Officers
One Massachusetts Avenue, NW
Suite 700
Washington, DC 20001
phone: 202-408-5505
fax: 202-789-1792

Ms. Mary Rollefson

U.S. Department of Education
National Center for Education Statistics
555 New Jersey Avenue, NW
Washington, DC 20208-5651
phone: 202-219-1336
fax: 202-219-1575

Mr. Joe Vaughn

Coordinator of Professional Development
for Educators
Office of Educational Research and
Improvement
U.S. Department of Education
555 New Jersey Avenue, NW
Washington, DC 20208
phone: 202-219-2193
fax: 202-219-2106

GOALS PANEL LEADERSHIP TEAM

Ms. Linda Barnett

Office of Governor Fordice
400 North Capitol Street, NW
Suite 367
Washington, DC 20001
phone: 202-434-4870
fax: 202-434-4872

Mr. John Calhoon

Office of Governor Romer
136 State Capitol
Denver, CO 80203
phone: 303-866-4666
fax: 303-866-2003

Mr. Bill Christopher

Office of Governor Bayh
State House, Room 206
Indianapolis, Indiana 46204
phone: 317-232-3280
fax: 317-232-3443

Mr. Tom Houlihan

Office of Governor Hunt
116 West Jones Street
Raleigh, NC 27603-8001
phone: 919-715-3535
fax: 919-733-2120

Dr. Georgia Van Adestine

Office of Governor Engler
111 South Capitol Ave, 3rd Floor
Lansing, MI 48933
phone: 517-335-7824
fax: 517-335-0118

Mr. Jim Watts

Office of Representative Anne Barnes
Research Division
300 North Salisbury Street
Room 545
Raleigh, North Carolina 27603
phone: 919-733-2578
fax: 919-715-5460

OBSERVERS

Ms. Marilyn Reznick

Vice President, Education Programs
AT&T Foundation
1301 Avenue of the Americas
New York, New York 10019
phone: 212-841-4654
fax: 212-841-4683

STAFF

Mr. Ken Nelson

Executive Director
National Education Goals Panel
1850 M Street, NW
Suite 270
Washington, DC 20036
phone: 202-632-0952
fax: 202-632-0957

Dr. Cindy Prince

Associate Director for
Analysis and Reporting
National Education Goals Panel
1850 M Street, NW
Suite 270
Washington, DC 20036
phone: 202-632-0952
fax: 202-632-0957

Dr. Santee Ruffin

Senior Education Associate
National Education Goals Panel
1850 M Street, NW
Suite 270
Washington, DC 20036
phone: 202-632-0952
fax: 202-632-0957

STATE AND LOCAL REPORTS MEETING

December 15, 1994

PURPOSE OF MEETING

The purpose of the meeting was to develop a strategy to stimulate the production and distribution of state and local progress reports on achievement of the National Education Goals. What follows is a summary of the discussion.

WHAT REPORTING IS OCCURRING AT PRESENT

States

The National Governors Association (NGA) does not require state reporting or a specific format for reports but encourages reporting. Marla Higginbotham and Paul Goren have meetings with governors' state policy directors on state progress reporting. NGA also holds an annual meeting with governors to have them recommit to the National Education Goals and gives out prizes for the three best reports of the year. The governors recommitted to the National Education Goals and to issuing state reports last year. Most of the reports are narrative and make little or no use of National Center for Education Statistics (NCES) data. Only Michigan and Florida line up their reports with the National Education Goals. At present, there is little or no connection between state and National Education Goals Panel (NEGP) reports.

Many reports are issued at present using NCES data--among them are education accountability reports, indicator reports, report cards, and the Schools and Staffing Survey (SASS) by state. Data trickle in through the year. Only 10 state education departments work with their respective governors to issue state reports. States may not want to repeat the data in the NEGP reports.

At present, 48 states report on progress on Goals 2000. The Council of Chief State School Officers (CCSSO) provides technical assistance to states and is developing profiles with basic information such as where states stand on Goals 2000. States will report on progress towards meeting academic goals--Goals 3 and 5--in their Goals 2000 state plans, but they have not decided what they will require for these reports; they may not require anything specific.

Local Communities

State reporting is a slow process. Most communities don't know a thing about Goals 2000. Communities need to know that they are key in the Goals 2000--or school improvement--process. In 1991, after one year of America 2000, close to 1,000 communities had task forces. Omaha issued its third report card last week. The newspaper publisher is chair of Omaha 2000, so the effort gets publicity. San Antonio and Lehigh Valley will issue their second report cards in January.

PURPOSE OF REPORTS

Reports need to meet the needs of several actors--governors, state education officials, parents, and other members of the public--whose needs may not always coincide. Governors want to highlight good efforts. Education department reports are statistical and more rigorous methodologically. Reports

- work against complacency
- force an action timetable
- raise expectations
- put pressure on schools and help give schools support for what they do best

SOME QUESTIONS RAISED BY PARTICIPANTS

- How much national awareness regarding the National Education Goals is there?
- Should we prescribe or suggest what should be in the reports?
- Should we ask states to align their reports with the National Education Goals?
- Would governors be amenable to NEGP working with NGA on state reports and realign the effort?

STRATEGIES AND INCENTIVES FOR STIMULATING MORE AND BETTER STATE AND LOCAL REPORTING

- Get history of NEGP to the Hill and its leadership to provide information to new members. Stress nonpartisanship.
- Governors need to recommit to the Goals and goals process and issue state reports. Reports should be useful. Consider reporting burden on states. Perhaps NEGP reporting should be tied to state reporting. To encourage reporting, we need to find good examples and praise them.
- Ask relevant community-based organizations--PTA, school boards, business, social service organizations, civic groups--to commit to the goals and the goals process. Also define the goals process by presenting NEGP history and giving them assistance in developing reports.
- State level and local strategy should meet. At present, few communities can think comprehensively. They need help in this area.
- State and local reporting should center around assumption behind Goals 2000--education reform should be based on standards. Then our discussion should center around standards.

INVITED PARTICIPANTS: STATE AND LOCAL REPORTING MEETING

December 15, 1994

John T. McDonald

Council of Chief State School Officers
phone: 202-336-7008
fax: 202-408-8072

Rolf Blank

Council of Chief State School Officers
phone: 202-336-7044
fax: 202-789-1792

Leslye Arsht

Coalition for Goals 20000
phone: 202-835-2000
fax: 202-659-4494

Chris Piphio

Education Commission of the States
phone: 303-299-3604
fax: 303-296-8332

Jennifer Davis

U.S. Department of Education
phone: 202-401-3049
fax: 202-401-0596

Thomas W. Fagan

U.S. Department of Education
phone: 202-401-0039
fax: 202-205-0303

Jeanne Griffith

National Center for Education Statistics
phone: 202-219-1676
fax: 202-219-1736

Paul D. Planchon

National Center for Education Statistics
phone: 202-219-1614
fax: 202-219-1728

Aaron Bell

National Conference of State
Legislatures
phone: 202-624-8672
fax: 202-737-1069

Paul Goren

National Governors Association
phone: 202-624-5309
fax: 202-624-5313

Marla Higginbotham

National Governors Association
phone: 202-624-5304
fax: 202-624-5313

Janice Earl

National Science Foundation
phone: 703-306-1682
fax: 703-306-0456

DISSEMINATION of GOALS REPORTS and COMMUNITY ACTION TOOLKITS

The 1994 Goals Reports have been distributed through a number of channels. Reports were mailed to:

- All members of the US House of Representatives and Senate
 With cover letters from NEGP members in the House and Senate
- Roughly 50,000 readers of Education Week
 With cover letters from Ken Nelson and *Education Week* Editor Ron Wolk
- 1650 state legislators
 Including chairs and members of K-12, higher education and appropriations committees
- Mayors of the nation's 200 largest cities
- Several thousand leaders in education, policy/governance and research arenas
- Over 1,000 reporters, columnists and communications executives

Approximately 6,000 Goals Reports were distributed through membership organizations to their national and state affiliate structures and headquarters staff. Another 30,000 are available for NEGP use at upcoming exhibits and speaking engagements and to fulfill incoming requests.

Orders for Toolkits are flowing in steadily to the Government Printing Office, which will soon provide NEGP with an updated count. NEGP staff have distributed approximately 100 Toolkits to national membership organizations and corporations interested in custom printing arrangements or bulk purchase agreements from GPO.

GOALS REPORT AND TOOLKIT AVAILABLE "ON-LINE"

The 1994 Goals Report and the Community Action Toolkit can be accessed in full through the Goal Line electronic information network, offered as a service of the Coalition for Goals 2000. (Contact Leslye Arsht or Rick Hough for access information at 202/835-2000).

The Department of Education's "On-Line Library" also features portions of the Toolkit and Goals Report, with the full text to be available soon. Access the information from the Department's gopher server (gopher.ed.gov.). From all other gopher menus on the Internet, select: North America-> USA-> General-> US Department of Education. For assistance, call 202/219-1547 or 800/USA-LEARN.

The Goals Report and Community Action Toolkit can be loaded onto other on-line networks, including those in your state or "electronic community." For information, contact Susan Steeger at NEGP (202/632-0952).

Accessing the Goals Report and the Community Action Toolkit On-Line

The U.S. Department of Education has made the text of the Goals Report and the Community Action Toolkit available on-line via the Internet.

Gopher Server

gopher.ed.gov
or from all other Gopher menus on the internet, select
North America -> USA -> General -> U.S. Department of Education

FTP users can access the information by ftping to:

ftp.ed.gov (log on anonymous)

E-Mail users can get a catalog and instructions on the usage of the Department of Education Mail Server by sending e-mail to:

almanac@inet.ed.gov
in the body of the message, type: *send catalog*
(avoid the use of signature blocks and leave the subject line blank)

Note: You cannot telnet to the Department of Education server.

The full text and graphics of the Goals Report, National and State Data Volumes, and the Community Action Toolkit will soon be available on the WWW Server. It can be accessed at URL (uniform resource locator):

http://www.ed.gov/

??Questions??

E-mail: *inetmgr@inet.ed.gov*
gopheradm@inet.ed.gov
wwwadmin@inet.ed.gov

Telephone: (202) 219-1547

Fax: (202) 219-1817

Snail Mail: INet Project Manager
U.S. Department of Education
Office of Educational Research and Improvement/ EIRD
555 New Jersey Ave, NW, Room 214
Washington, DC 20208-5725

CABLE TELEVISION MOBILIZING TO SUPPORT THE GOALS NEGP Partnership with the National Cable Television Association Moving Ahead

The trade association representing the nation's cable television industry -- the National Cable Television Association (NCTA) -- has made efforts to achieve the National Education Goals a top priority in their long-range public affairs strategy.

NCTA president Decker Anstrom, who presided at a September 28th breakfast meeting with Goals Panel members, described the partnership with the Goals Panel as an excellent way to reach the viewers of cable TV, which is present in two-thirds of U.S. homes. The NCTA/NEGP partnership has four aspects:

COMMUNICATING WITH THE NATION'S 3000 CABLE SYSTEMS

NCTA announced the joint initiative to its members through an internal newsletter and FAX service. The articles encourage cable owners, operators and program producers to promote availability of the Community Action Toolkit and the annual Goals Report among employees and in their jurisdictions.

CUSTOM PRINTING AND DISTRIBUTION OF THE COMMUNITY ACTION TOOLKIT

NCTA will custom print the Community Action Toolkit and distribute copies to every cable system in the nation. NCTA's customized version of the Toolkit will include specific suggestions on how the cable industry can increase public engagement needed to achieve the National Education Goals.

PRODUCING AN NEGP VIDEO ON THE "GOALS PROCESS"

Working with NEGP staff, NCTA will produce a 30-minute video on how local communities can improve education through the "Goals Process," as described in the Community Action Toolkit and the 1994 Goals Report. The video will highlight the history and mission of the Goals Panel. However, its primary focus is to visually detail the major concepts included in the Toolkit-- essentially creating a video companion to the Toolkit. The video will also be edited down to a 5-8 minute version, which NEGP can use in presentations, exhibits and meetings.

TARGET COMMUNITY ACTIVITIES: TELEVISED TOWN MEETINGS

NCTA and NEGP will work together to identify 5 to 10 communities where the cable system will agree to host a televised town meeting-- designed to link parents, educators and other community members in local efforts to achieve the Goals. NCTA will provide cable operators with an informational kit offering suggestions on how to produce these meetings-- including scripts for moderators, available video footage and a list of potential invitees. NCTA and NEGP will work together to modify and refine materials provided to cable owners, operators and producers in the first 5-10 target cities so the initiative can be easily replicated by NCTA members nationwide.

For more information on the project, contact Ruth Whitman Chacon or Leslie Lawrence at NEGP (202/632-0952).

National TeleLearning Network's School Improvement Seminar Series

The National Education Goals Panel, the Coalition for Goals 2000 and the U.S. Department of Education have been working with the National Telelearning Network (NTN)-- an independent producer and distributor of educational teleconferences-- on a series of ten interactive, TV seminars aimed at providing educators with information and ideas on efforts to achieve the National Education Goals.

Each two-hour program is targeted to a school-based audience, offering an in-depth look at how the school can work with the community to achieve the Goals. Previous programs have helped to answer such questions as:

- Where are we in relation to achieving the Goals?
- What does the research tell us about how we can "speed" progress toward the Goals?
- What is happening at the local and state levels to help schools and communities reach the Goals?
- What kinds of funding and other resources are available to help make the achievement of the Goals a reality?

Presenters on the programs have included members of the Goals Panel's resource and technical planning groups, representatives from leading education associations, and representatives of nearly 20 localities who are working toward achieving the Goals. Viewers call-in to ask questions of program guests such as Nobel prize-winning physicist Leon Lederman, Iris Carl of the National Council of Teachers of Mathematics and Terry Petersen of the U.S. Department of Education.

There are still five seminars to go:

Promoting Adult Literacy and Lifelong Learning	February 9
Creating Safe, Disciplined and Drug-free Schools	March 9
Improving Teacher Education and Professional Development	April 6
Encouraging Parental Participation	May 11
National Education Goals Summary	June 1

For more information on whether educators in your state or district are currently viewing these seminars-- or to learn how teachers, school administrators and others in your state may participate-- please call Anne Lupo of NTN (800/432-3286) or Leslie Lawrence at the Goals Panel office (202/632-0952).

SCHOLASTIC, APPLE COMPUTER AND NEGP JOIN FORCES TO INCREASE PARENT AND FAMILY INVOLVEMENT IN EDUCATION

The National Education Goals Panel has entered into a partnership with Scholastic, Inc., Apple Computer and the U.S. Department of Education to launch a national awards program aimed at identifying promising practices to increase parent and family involvement in learning. This joint initiative is modeled after the successful "Community Award for Excellence" program between Scholastic and the National Alliance of Business.

Apple Computer and Scholastic are funding this multi-year initiative, which will be kicked off through a mailing to every elementary and secondary school principal in the nation. The mailing will describe the goals of the project, include an application form for the national awards competition, detail criteria that should be addressed in applications, and feature a special publication tailored from the U.S. Department of Education's booklet, "Strong Families: Strong Schools."

Goals Panel staff has reviewed the awards criteria and is currently identifying 5-7 people, including several individuals on the Panel's Parent Participation Resource Group, to serve as judges for the national awards competition. Scholastic and Apple are responsible for the printing, mailing, promotions and administration of the project. A letter of introduction from Secretary Riley will be featured in the application kit.

For more information on this project, contact Ruth Whitman Chacon or Leslie Lawrence at NEGP (202/632-0952).

Goal 1 Assessment Group

Background

When the Goals Panel convened advisors to recommend Goal 1 data for the first (1991) Goals Report, those advisors recommended creating a new Early Childhood Assessment System and establishing an Early Childhood Commission to oversee its development. The Goals 2000: Educate America Act, passed in 1994, rather than creating a new body, instead charged the Goals Panel to support its Goal 1 Resource and Technical Planning groups in performing this work. On March 3 the Goal 1 Resource and Technical Planning groups, chaired by Lorrie Shepard of the University of Colorado and Lynn Kagan of Yale University, will hold the first meeting.

The Charge The charge of this group in law is to:

* DEVELOP A MODEL OF SCHOOL READINESS

"develop a model of elements of school readiness that address a broad range of early childhood developmental needs, including the needs of children with disabilities."

A short readable document directed at parents and teachers will be prepared based on the research synthesis prepared for the Goals Panel called *Reconsidering Children's Early Development and Learning*, and presented at the March 3 meeting.

* MONITOR EXISTING EARLY CHILDHOOD ASSESSMENTS

"monitor and evaluate early childhood assessments, including the ability of existing assessments to provide valid information on the readiness of children for school."

Shepard and Kagan will collect information on current practices of state early childhood coordinators (and others) to assess current practices on early childhood assessment.

* SET GUIDELINES FOR EARLY CHILDHOOD ASSESSMENTS

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

A set of guidelines on early childhood assessments will be prepared and distributed for comment to members of the group.

* MONITOR LONG-TERM DATA ON THE STATUS OF YOUNG CHILDREN

"monitor and report on the long-term collection of data on the status of young children to improve policy and practice, including the need for new sources of data necessary to assess the broad range of early childhood developmental needs." The group will discuss current data collections being planned.

Goal 1 Assessment Group Members

Sharon Lynn Kagan, chair

The Bush Center in Child Development
and Social Policy
310 Prospect Street
New Haven, CT 06511-2188
phone: 203-432-9931
fax: 203-432-9933

Lorrie Shepard, chair

School of Education
Campus Box 249, 124 Education Bldg.
University of Colorado
Boulder, CO 80309
phone: 303-492-8108
fax: 303-492-7090

Sue Bredekamp

National Association for the Education
of Young Children
1509 16th Street, NW
Washington, DC 20036
phone: 202-328-2601
fax 202-328-1846

Edward A. Chittenden

Education Testing Services
Princeton, NJ 08540
phone: 609-734-5658
fax: 609-734-1755

Harriet Eagerton

Nebraska Department of Education
Office of Child Development
301 Centennial Mall South
Lincoln, NE 68509
phone: 402-471-3184
fax: 402-471-2701

Eugene Garcia

US Department of Education
phone: 202-205-5463
fax: 202-205-8737

Elizabeth Graue

Department of Curriculum and
Instruction
225 N. Mills
University of Wisconsin
Madison, WI 53706
phone: 608-263-4674
fax: 608-263-9992

Kenji Hakuta

School of Education - CERAS 207
Stanford University
Stanford, CA 94305-2569
phone: 415-725-7454
fax: 415-723-7578

Carollee Howes

UCLA Department of Education
1029C Moore Hall, Mailbox 951521
Los Angeles, CA 90095-1521
phone: 310-825-8336
fax: 310-206-6293

Luis Laosa

Education Testing Services
Research Building 8-R
Rosedale Road
Princeton, NJ 08541
phone: 609-734-5524
fax: 609-734-1090

Annemarie S. Palincsar

1360 SEB, 610 E. University
University of Michigan
Ann Arbor, MI 48109
phone: 313-747-0622

Tej N. Pandey

CA Dept. of Education
721 Capitol Mall
PO Box 944272
Sacramento, CA 94244-2720

Catherine Snow

Harvard University
Cambridge, MA
phone: 617-738-6286
fax: 617-495-3626

Maurice Sykes

DC Board of Education
1814 15th Street, NW
Washington, DC 20009
phone: 202-724-4168
fax: 202-483-4653

Valora Washington

Kellogg Foundation
1 Michigan Avenue East
Battle Creek, MI 49017-4058
phone: 616-968-1611
fax: 616 968-0413

Nicholas Zill

Westat, Inc
1650 Research Blvd.
Rockville, MD 20850
phone: 301-294-4448
fax: 301-294-2040

Goal 8 Parental Participation Resource Group

Fifteen distinguished individuals have agreed to serve on the Goal 8 Resource Group of the National Educational Goals Panel. The Group will meet 3 times in Washington DC to agree upon statistical data to recommend to the Goals Panel to use to measure progress towards Goal 8. The first meeting is January 31, from 10:00 am until 4:00 pm, at Room 233, 440 North Capitol Street, Washington, DC.

Goal 8 states that:

"By the year 2000, every school will promote partnerships that will increase parental involvement and participation in promoting the social, emotional, and academic growth of children."

The Resource Group for Parental Participation as well as Teacher Development will retain the Goals Panel focus on measuring outcomes or results. Data must be both faithful to the goals and objectives, which focus on such topics as partnerships, and to the institutional purpose of measuring improvements of performance and outcomes, such as improvements in the social, emotional and academic growth of children.

The Charge

The tasks of the Parental Participation Resource Group are:

- 1) to recommend what existing data should be used in the 1995 Goals Report (and annually thereafter) to measure national and state progress towards Goal 4, both
 - a) as the "core indicators" reported in the Goals Report, and
 - b) as data in the national and state data volumes associated with the Goals Report;
- 2) to recommend what new data are needed if existing data are not adequate to measure progress towards the goal;
- 3) to indicate the priorities and relative importance of the data among those recommended as measures of progress towards the goal and its associated objectives.

Membership: Goal 8 Parent Participation Resource Group

First meeting: Tuesday, January 31, 10:00 am–4:00 pm

Joyce Epstein, Chair

Center on Families, Communities,
Schools and Children's Learning
The Johns Hopkins University
3505 No. Charles Street
Baltimore, MD 21218
phone: 410-516-8800
fax: 410-516-8890

Marilyn Aklin

National Coalition of Title/Chapter 1
Parents
9th and D streets, NE
Washington, DC 20002
phone: 202-547-9286
fax: 202-544-2813

Ja net' Crouse

National PTA
125 Old Oak Road
Newark, DE 19711-3655
phone: 302-731-4332
fax: 302-737-8633

Jacqueline Eccles

Institute for Social Research
426 Thompson Ave.
University of Michigan
Ann Arbor MI 48106-1248
phone: 313-764-8060
fax: 313-747-4575

Jane Grinde

Wisconsin Dept. of Public Instruction
PO Box 7841
Madison, WI 53707-7841
phone: 608-266-9356
fax: 608-267-1052

Anne Henderson

(National Coalition for Parent
Involvement in Education)
1640 Roxanna Road NW
Washington DC 20012
phone: 202-462-7688
fax: 202-462-7687

Tom Hoffer

NORC
1155 East 60th Street
Chicago, IL 60637
phone: 312-753-7677
fax: 312-753-9613

Adrian Lewis

National Urban League
(National Coalition for Parent
Involvement in Education)
500 62nd Street
New York, NY 10021-8379
phone: 212-310-9000, ext. 9314
fax: 212-310-9219

Ralph Smith

The Anna Casey Foundation
701 St. Paul Street
Baltimore, MD 21202
phone: 410-547-6600
fax: 410-547-6624

Douglas Powell

Dept. of Child Development and Family
Studies
1267 CDFS Building
Purdue University
West Lafayette, IN 47907-1267
phone: 317-494-2941
fax: 317-496-1144

Jeana Preston

San Diego City Schools
2140 Sunset Blvd.
San Diego, CA 92103
phone: 619-293-8560
fax: 619-293-8302

Diane Scott-Jones

Department of Psychology, Temple
University
564 Weiss Hall; 13th and Cecil B.
Moore Avenue
Philadelphia, PA 19122
phone: 215-204-1559
fax: 215-204-5539

Layla Suleiman

Family Resource Coalition
200 So. Michigan Ave., No 1520
Chicago, IL 60604
phone: 312-341-0900, ext. 110
fax: 312-341-9361

Sheri West

Prevention Partnership
(National Head Start Association)
5936 West Lake Street
Chicago, IL 60644
phone: 312-378-4195
fax: 312-378-8190

NATIONAL EDUCATION GOALS PANEL
Statement on Voluntary National Education Content Standards
adopted November 15, 1993

In 1990, the President and Governors agreed on six national education goals and committed themselves to a decade of sustained action to meet the goals. With the Congress, they created the National Education Goals Panel to measure and support the nation's progress toward meeting the goals.

To meet Goals 3 and 4 (the Student Achievement and Mathematics and Science goals), a consensus has emerged that as Americans we must agree on our priorities -- the results we expect from students in core academic areas. These "content" standards should be rigorous and challenging, and they should reflect high expectations for what students should know and be able to do.

The National Education Goals Panel strongly supports the development of clear, rigorous content standards, and it believes that voluntary national standards are essential to this effort. The Goals Panel believes the following principles must serve as the foundation for these standards:

Voluntary

The Panel will participate only in the establishment of voluntary national content standards that may serve as models and resources for State and local reform efforts.

The Panel would oppose any federal effort to require States and local schools to use such national standards.

Academic

The Panel believes that voluntary national content standards should address only the core academic areas as stated in the National Education Goals.

Voluntary national content standards should not address non-academic areas such as values, beliefs, student attitudes and behaviors.

World-Class

The Panel will endorse only those national content standards which, though uniquely American, are at least as challenging and rigorous as the academic expectations for students in other countries of the world.

Voluntary national content standards must not be compromised or watered down for any reason. The Panel believes that our focus should be on helping each student reach higher levels of academic achievement.

Bottom-Up Development

National and State content standards must be developed through a consensus building process that involves educators, parents and community leaders from schools and neighborhoods across the country.

For these voluntary national education standards to be useful, they must be relevant to each community using them. The Panel has no intention of developing content standards on its own and would oppose any standards that were not developed through a broad-based, participatory process.

Useful and Adaptable

In order to improve instruction and learning in the classroom, the national standards must be clearly stated and free of jargon. In addition, they must allow local educators the flexibility to design their own curriculum plans within the broad outlines of the standards. The number of standards should be limited, so they are feasible for teachers, parents and students to use, and represent the most important knowledge, skills and understandings we expect students to learn.

Voluntary national content standards will not be a "national curriculum" but, rather, provide a broad outline of the kind of knowledge and skills necessary "for responsible citizenship, further learning, and productive employment in our modern economy." (Goal 3)

The establishment of national voluntary standards is an effort that has received strong support from the business community, Republican and Democrat Presidents, local educators and citizens from across the country.

We believe that, if treated with care and wisdom, these expectations of what students should know and be able to do, will empower parents in every community in the nation to demand more of themselves, their children, their schools, and their government.