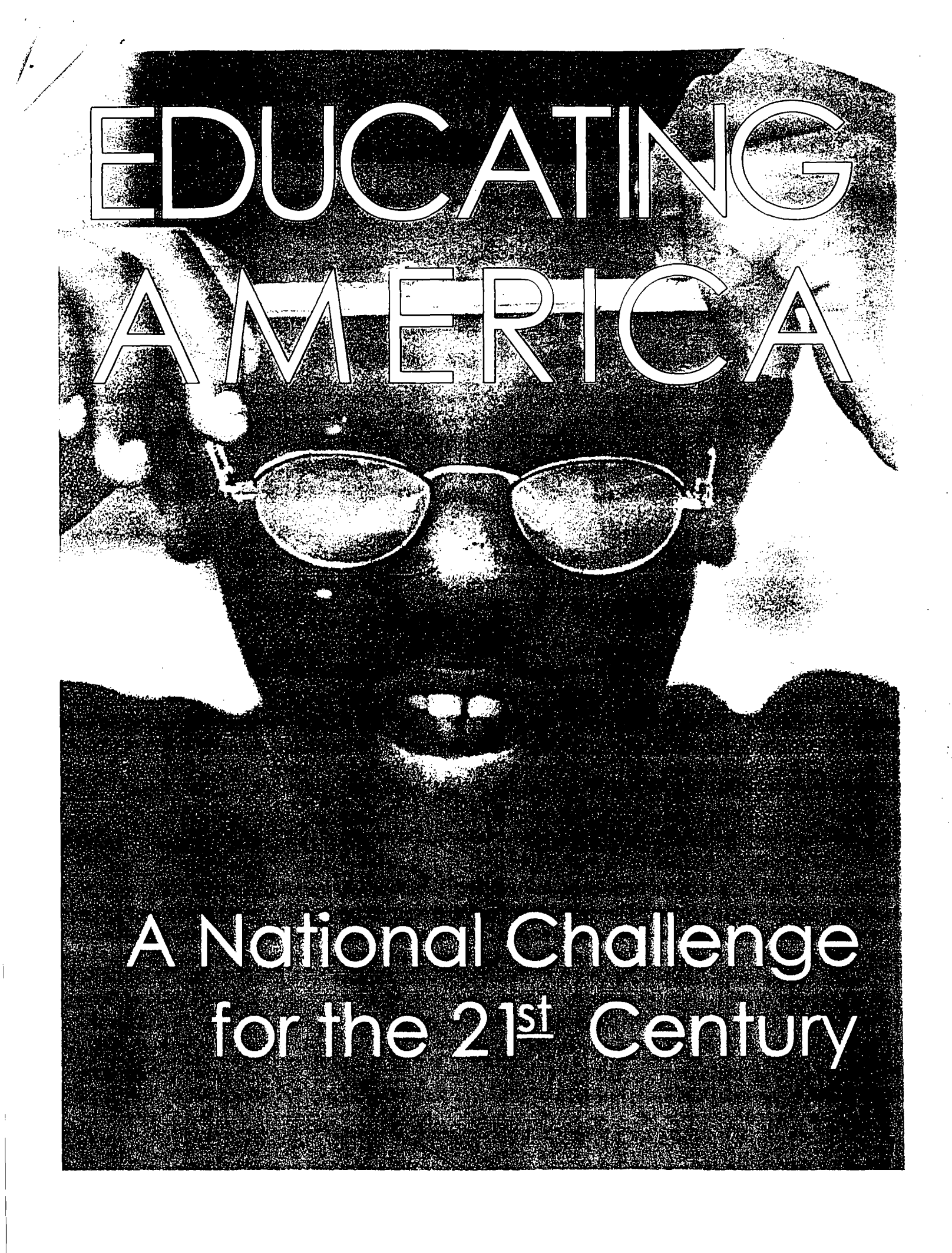


A high-contrast, black and white portrait of a man wearing glasses. The image is heavily stylized, with the man's face and features rendered in stark white against a dark, textured background. The title text is overlaid on the upper portion of his face.

EDUCATING AMERICA

A National Challenge
for the 21st Century

EDUCATING AMERICA

INTRODUCTION:

A History of National Commitment and Investment

America has a rich and enduring tradition of state and local control of public education. Parents, teachers, and students, with the support of the local community, have had, as they should, primary responsibility for managing their local schools.

The federal government plays a supporting but still critical role in addressing key areas of national need. It promotes democracy; ensures equal educational opportunity; enhances national productivity; and strengthens the national defense. The federal government has, from its earliest days, invested in our nation's schools to provide national leadership and to fill gaps in local and state efforts.

Today, powerful demographic, social, and technological changes, combined with an aging inventory of public school buildings, have overwhelmed the traditional ways that schools are funded and maintained. A prosperous national economy, urgently seeking high-skilled workers, is jeopardized by public schools that lack resources and expertise to provide first-class educational opportunities to all children. Access to technology has become the new fault line for whether schools can meet the challenge of the new century. The "Baby Boom Echo" is sending school enrollments rocketing just as baby boom teachers themselves are retiring. At the same time, many new teachers, lured by better working conditions and higher pay, leave the profession after only a few years.

Many of our communities are making unprecedented efforts to provide each child with challenging academic content, taught by highly qualified teachers, in school buildings that are safe and well maintained. However, too many of our nation's schools — located in all parts of America — simply have insufficient resources to do the job alone. The challenge to provide all children the opportunity to achieve, learn, and prosper in the new economy necessitates strengthening our national commitment to help communities succeed.



I. AMERICA TEACHES:

Quality Teachers and Smaller Classes for Every Child

Background

Overwhelming data demonstrate that the single most significant factor in boosting academic achievement in the classroom is the presence of a fully qualified teacher, in conjunction with reasonable class sizes, high academic standards, and substantial parental involvement.

Unfortunately, there is a growing teacher shortage in America, and many current teachers are not fully qualified to teach the subjects and grade levels in which they provide instruction.

More than 30 percent of newly hired teachers enter the profession without having met state standards for licensure. Thirteen percent of public school teachers of core academic subjects in grades 7-12 are teaching "out of field," meaning they do not have a major or minor in the subject matter they are teaching. In poor schools, teachers are twice as likely to be teaching out of field. Furthermore, many state licensing tests have been criticized for not testing whether an individual is an effective teacher. Of the 44 states that have exams, only 29 require teachers to take tests in the subject area they will teach. Seven states have no exams for licensure for either elementary or secondary schools. Many states routinely waive minimum qualifications.

The crusade for high-quality teachers in every classroom is made even more challenging by the tremendous demand for teachers in the next decade. The nation's schools will need to hire an estimated 2.2 million public school teachers to serve the growing enrollments of students, and to fill a record number of vacancies as the first "baby boomers" retire. Nationwide teacher shortages are exacerbated in certain areas, presenting special challenges. High-poverty schools face the greatest task in recruiting, supporting and retaining new teachers. Teacher shortages are especially acute in math, science, special education, bilingual education, and foreign languages.

We need to raise standards for teachers, and pay teachers salaries that are both commensurate with those higher standards and competitive with private sector salaries for jobs with similar types and levels of knowledge and skill.

If we are going to hold our teachers to high standards, they must receive the kind of support necessary for them to succeed. Too many of our newest teachers do not receive the benefit of mentoring by a more experienced teacher, and are too often left without the classroom management skills, subject matter knowledge, and abilities necessary to effectively teach. We must support community strategies that create a culture of continuous improvement through: intensive, sustained and ongoing professional development focused on the subjects in which teachers provide instruction; mentoring and access to Master Teachers; and 11 month teacher contracts that allow for professional development training during the summer months.

The salaries should better reflect the great expertise, dedication, and importance of teachers and the teaching profession. Teachers must also receive adequate support to address social challenges, such as discipline problems, hunger, and child neglect, that significantly hinder learning and success. The primary job of our teachers is to instruct, but they also need skills to identify serious social problems, and obtain support services necessary to respond to classroom difficulties.

Alternative routes to certification allow untapped sources of talent from corporations, universities, nonprofits, and government agencies, to join the effort to build competitive, world-class schools. For example, the Troops-to-Teachers program has recruited over 4,000 teachers to the public schools, with a large number opting to stay in the teaching profession.

Democratic Proposal

America Teaches (AT) is a historic new partnership with the States to help communities recruit and maintain 1 million fully qualified teachers and principals over ten years. The fund will assist communities that have the most difficulty in recruiting qualified teachers and principals, and target academic fields with significant teacher shortages such as math, sciences, technology, foreign languages, and bilingual education.

- AT will tap individuals from outside the “traditional” routes to teaching, especially in the areas of math, sciences, foreign languages.
- AT will provide financial bonuses or salary supplements for qualified teachers (including pre-school teachers) who teach in high-poverty schools, and financial incentives for qualified teachers to teach in high-poverty schools who achieve advanced certification or training. The proposal includes a similar bonus structure for principals.
- AT employs several strategies such as federal and state tax credits, teacher loan forgiveness, scholarships, university recruitment efforts, stipends, and bonuses.
- All AT teachers will have to be fully certified (including through alternative routes) and demonstrate content knowledge in the area they are teaching.
- AT incentives will require individuals to teach for a certain minimum number of years.
- AT will help teachers succeed by supporting continuous and comprehensive professional development activities, such as intensive summer professional development sessions.
- AT will support mentoring with master teachers, and to help teachers address social problems encountered in the classroom.
- AT will support strong accountability requirements for teaching preparation programs to ensure teachers are highly competent in the subject area in which they teach, and possess strong instructional skills.
- AT will provide support for leadership training for principals and superintendents, a critical strategy to achieve school reform.

II. CHARACTER COUNTS/SAFE AND DRUG-FREE SCHOOLS:

Safe Schools and High Standards of Behavior for All Our Children

Every parent in America wants their child to receive a high quality education in a safe and supportive school environment. The events at Columbine High School, and other school tragedies, have shattered the sense of security and safety in school that every parent and child deserves. A safe school environment requires a school to have access to highly trained counselors and teachers who can identify children with serious social problems, and address such problems before they lead to violent or disruptive behavior, drug abuse, truancy, or dropping-out.

Communities that have succeeded in creating safe schools have several key activities in common: strong and consistent parental involvement in the social and academic life of children; the active involvement of teachers, counselors, and mentors, in identifying and addressing the needs of students; strong emphasis on character education, including the dangers of drug and alcohol abuse, and other high-risk conduct; the creation of strong school partnerships with local social service and law enforcement agencies; and the availability of extended learning opportunities for at-risk children through after-school and summer programs.

Democratic Proposal

This proposal will create the Character Counts initiative to help schools create safe and supportive, well disciplined, character-building classrooms essential for academic success.

- Strongly support accountable, research-based Safe and Drug Free Schools program and provide resources for technical assistance.
- Provide communities with powerful incentives to enhance parental involvement in both the academic and social life of school children.
- Foster community-based centers to provide in a coordinated manner all the services available to help families and children
- Help communities hire and train highly qualified school counselors who can help identify and prevent problems that lead to disruptive behavior and academic failure.
- Provide substantial new investments in after-school and summer extended learning programs that boost academic performance and emphasize character learning and discipline.
- Continue gun-free schools policies that set clear consequences for students who carry weapons to school.
- Target resources for alternative education to children who are suspended or expelled from schools.

III. HIGH TECH SCHOOLS/HIGH SKILL STUDENTS:

Modern, Effective Schools for Every Child

Background



A recent survey by the National Education Association documents over \$300 billion worth of unmet public school construction and repair projects. Today, over one-third of our public schools — or 25,000 — need extensive repair or replacement. The average public school in America is 42 years old, and school buildings begin rapid deterioration after 40 years. Public school enrollment is expected to increase by another million students between 1999 and 2006, to a record 44.4 million elementary and secondary students.

Substantial evidence links student achievement and behavior to physical building conditions and overcrowding. Good facilities are an important precondition for student learning, provided that other conditions are present that support a strong academic program. Poorly maintained facilities

can endanger student health and safety, and impinge on the work of teachers by lowering enthusiasm, morale, cooperation, and job satisfaction. Overcrowded schools also undermine efforts to reduce class sizes, and jeopardize efforts to give the individualized attention necessary for students to excel.

To close the skills gap, we must equip all students with the necessary knowledge and skills, and work to ensure that no one is left behind. Our public educational system lacks sufficient resources to provide the quality teachers, facilities, textbooks, high-level courses, and the technology needed to ensure first-class educational opportunities to all children. We must also encourage more students to consider degrees in math, sciences, computers, and engineering. Today, the number of students graduating from American universities with engineering degrees is at a 17-year low.

Despite rapid growth in Internet access, persistent gaps still exist in access among some groups based on their income, race, and education level. A gap continues to exist between middle income and poor school districts in the extent to which classrooms are connected to the Internet and the manner in which technology is used to support instruction. A Commerce Department study released last year found that families with incomes of over \$75,000 were 20 times more likely to have access to the Internet, and 9 times more likely to have a computer than those at lower-income levels. This is unacceptable. We must take prompt action to close the growing digital divide in our schools.

We support locally-initiated school reform efforts that have a proven track record. The Department of Education should help to widely disseminate to communities information on successful

school reform efforts, and have the capacity to provide substantial assistance to communities launching such reform efforts. Experience shows that strong parental participation, effective leadership by the school principal and staff, and the adoption of tools to measure student progress are critical elements of successful school reform.

To succeed in the new economy we must launch a new, national commitment to education and training and a renewed federal investment in our public schools on a scale commensurate with the challenges we face.

Democratic Proposal

- **The Excellent Schools Trust Fund** will be created to fund safe and modern schools, to help schools close the digital divide, and to help communities turn around failing schools. States and local communities would be required to provide matching funds.
- The Fund will use a combination of tax credits, grants, and loans necessary to ensure communities have the resources to address overcrowding, fix or replace crumbling schools, make emergency repairs, take advantage of 21st Century technology, and turn around failing schools.
- In exchange for participating in the Trust Fund, schools will be held accountable for boosting the performance of all students and for closing the gap between minorities and non-minorities and between economically disadvantaged students and their peers.
- Each state and school district shall be required to bring all students to a “proficient” level of performance in math and reading, and to reduce truancy and dropout rates. By setting and maintaining high scholastic expectations, minority and low-income children can accomplish the goal of increasing student graduation rates.
- The Fund will support and encourage public school choice in communities with a consistently poor track record of performance. Public school choice, including charter schools, magnet schools, and open transfer policies, can spur innovation and help parents find an educational setting best suited for their children.
- The Fund will provide substantial resources to schools that are falling behind the technology curve, so that every child — regardless of economic status — has access to a computer and the internet, with teachers that have the necessary training and resources to implement technology into their curriculum.
- The Fund will provide additional support for IDEA, which insures all children are placed in the appropriate academic setting.
- The Fund will encourage middle school students to pursue math, science, and engineering studies in college.
- The fund will help communities provide substantial support for school leadership building efforts for principals and school administrators.
- The fund will strongly support and encourage parental involvement and participation in their child’s education, and parental involvement in the school’s over-all performance.

IV. FIRST STEP:

Early Childhood Education Available to all Children

Background

Recent research in child development provides new evidence of the importance of the first five years of life. Growing awareness of both the short and longer-term benefits of high-quality pre-school has prompted increased public support for investing in early childhood education.

Whether parents are working and need someone to care for their children during the day, or they are fortunate enough to be able to stay at home but are looking for a good pre-school to enhance their children's learning opportunities, finding affordable, quality educational child care is a problem for millions of families.

Less than half of all three- to five-year-olds with family incomes of \$40,000 or under are enrolled in pre-school (compared with 82 percent of children from families whose annual incomes were more than \$75,000).

Furthermore, many youngsters are enrolled in pre-school programs that lack qualified staff or otherwise fail to provide developmentally appropriate learning opportunities. A recent study by the National Institute of Child Health and Human Development found that only 10 percent of day care in this country is rated excellent.

Democratic Proposal

First Step will invest \$50 billion over 10 years to help states offer universal pre-school from age 3-5, fully funds Head Start and Early Head Start, and will support new measures to enhance the quality of these critical early learning programs. It will also provide grants to communities to support programs that will improve the quality and safety of child care for infants and children up to five years of age. This will include the establishment of a dedicated stream of funding for improving the skills and salaries of child care providers, and rewarding advanced staff training and parental involvement.

First Step also emphasizes substantial investment in early reading programs.

V. HIGH SKILL WORKERS:

Preparing America's Workers for Tomorrow's Technology

Background



America is benefitting from unprecedented economic growth and prosperity. To a large extent, current economic growth reflects our nation's vibrant, competitive and fast-growing high-technology industry. Information technology, biotechnology, and related manufacturing have been responsible for creating more jobs than any other single sector.

We must act now if we are to continue the current trend of prosperity. The Bureau of Labor Statistics projects that the number of information technology workers will grow to a staggering 2.6 million by 2006, an increase of 1.1 million from 1996. The Information Technology Association of America recently identified more than 346,000 unfilled information technology positions. A 1999 study by *"Joint Venture: Silicon Valley"* found that this lack of skilled workers is costing Silicon Valley companies alone \$3 to \$4 billion a year; and the Computer Technology Industry Association concluded that a shortage of

information technology professionals is costing the U.S. economy an estimated \$105 billion annually.

Democratic Proposal

Create a national **High Skills Trust Fund** that dedicates a specified percentage of the on-budget surplus to education and training, for such activities as workplace literacy, support for technology training partnerships, employer training networks, employer matching grants, business/labor apprenticeship programs, and expanded access to financial assistance for higher education, to ensure that family income does not pose a barrier to any qualified student.

CONCLUSION:

Educating America

All across America, communities are launching new initiatives to create better schools, raise academic standards, and ensure their children are ready to learn and work in the new century. Our nation has always been willing to make historic investments when our economic prosperity and security were at stake. America Teaches, Character Counts, Safe and Drug-Free Schools, High Tech Schools/High Skill Students, First Step, and High Skill Workers represent a new partnership with our local communities, emphasizing locally grown solutions and accountability in return for historic, new investments in education and the workplace.

No nation can maintain its leadership position in the global economy without a commitment to comprehensive lifelong learning.

No nation can sustain its democratic way of life and protect the fundamental values of a civil society without a commitment to comprehensive lifelong learning.

A NATION LEARNING: Vision for the 21st Century



No nation can provide its individuals and families with a higher standard of living, assured employability, safe communities and a better future without a commitment to comprehensive lifelong learning.

No nation can cultivate its people's capabilities without a commitment to comprehensive lifelong learning.

Today America falls short on this commitment, despite a growing recognition of lifelong learning's critical importance.

Commission for a Nation of Lifelong Learners

November 1997

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The Commissioners

Morton Bahr, *Chair, President,
Communications Workers of America*

Eloise Anderson, *Director of Social Services,
State of California*

Bill Anoatubby, *Governor of The Chickasaw
Nation*

The Honorable Evan Bayh, *Former Governor,
State of Indiana*

The Honorable Carolyn H. Becraft,
*Deputy Assistant Secretary of Defense
(Personnel Support, Families and Education),
Washington, DC*

Anthony Carnevale, *Vice President for Public
Leadership, Educational Testing Service*

The Honorable Lawton Chiles, *Governor,
State of Florida*

Phyllis Eisen, *Executive Director, Center for
Workforce Success, National Association
of Manufacturers*

The Honorable Melvin L. Gelade,
Commissioner of Labor, State of New Jersey

Oliver W. Green, *Secretary-Treasurer,
Amalgamated Transit Union*

Stanley O. Ikenberry, *President, American
Council on Education*

Jeffrey H. Joseph, *Executive Vice President,
Center for Workforce Preparation, U.S. Chamber
of Commerce*

Deborah Kaplan, *Vice President, Issue
Dynamics, Inc.*

Augusta Souza Kappner, *President, Bank
Street College of Education*

Sara E. Melendez, *President, Independent
Sector*

Jules O. Pagano, *Executive Director,
Labor Advisory Board, Vice President, American
Income Life Insurance Co.*

Donald B. Reed, *President and CEO,
Cabletron Systems*

Marilyn Schlack, *President, Kalamazoo
Valley Community College*

Former Commissioners:

Robert H. Atwell, *Former President, American
Council on Education*

Peter J. Calderone, *Former Commissioner of
Labor, State of New Jersey*

Executive Summary

Without a commitment to comprehensive lifelong learning:

- *America cannot maintain its leadership in the global economy.*
- *America puts at risk its democratic way of life and erodes the fundamental values of a civil society.*
- *America cannot provide its individuals and families with a higher standard of living, assured employability, safe communities and a better future.*
- *America cannot fully benefit from its people's capabilities.*

Today, America falls short on this commitment.

— The Commission for a Nation of Lifelong Learners
November 1997, Washington, DC

The emergence of adult learners as a major constituency has been one of the most dramatic changes in American higher education in the past 25 years. As a result, several major commissions have examined lifelong learning, but these commissions were comprised primarily of leaders from higher education. The Commission for a Nation of Lifelong Learners represents a unique and unprecedented partnership of business, labor, education, government and philanthropy who have joined forces to prepare all adults for productive work, active citizenship and rewarding life in the 21st Century.

The Project for a Nation of Lifelong Learners found that despite a recent sense of well-being, America is worried that its future prosperity is at risk. At a time when America is rapidly changing — demographics are shifting, new technologies are burgeoning, and a global economy is altering the workplace in the most dramatic fashion since the Industrial Revolution — there is widespread doubt and deep-seated cynicism about the nation's ability to compete in the 21st Century.

American workers have felt firsthand the painful consequences of economic restructuring and the erosion of long-term secure employment. Many are concerned by the growing gap between those who have advantages of high skills and education and those who do not, and they fear growing division along ethnic, gender, and age lines. Americans are uneasy about their own life situations and fearful about their children's futures.

The Commission for a Nation of Lifelong Learners found that the future of this nation is increasingly tied to the need for continuous learning across all levels and all groups of people. Most adults — over 80 percent — believe they need more education to advance their careers and they recognize their responsibility to achieve this. To prepare for this new environment, business, labor, government, higher education and philanthropy must forge partnerships to reform America's post-secondary educational and training systems to meet these challenges. In particular, America must recognize lifelong learning as a national priority and develop policies, programs and practices supportive of that priority.

Interest in the Commission and its work has emerged at the highest level of government.

President Clinton pointed to lifelong learning as a priority in his State of the Union address in January 1997. Vice President Gore, meeting with Commission Chair Morton Bahr in February 1997, indicated his intention to establish a liaison committee to work with the Commission on its recommendations following its report.

The Commission presented its recommendations at a national conference, entitled "Creating A Nation of Lifelong Learners," in November, 1997. The Commission, established in late 1995 under a grant from the W.K. Kellogg Foundation of Battle Creek, Michigan, derived its conclusions from a thorough investigation of adult learning initiatives nationwide, including a comprehensive study, four public forums and a special meeting of college presidents.

It is time for a new vision for lifelong learning.

Five Assignments for the Nation:

- **Honor** the quality, diversity and initiative of the American people and their potential for growth and educational development.
- **Recognize** that the future well-being of the United States and its individual citizens is inseparably tied to the continual renewal of the people through learning.
- **Reaffirm** equality of opportunity and inclusion of all people in access to lifelong learning opportunities — learning that prepares people to be productive contributors to the economy, responsible participants in civil society, and personally enriched human beings.
- **Create** a comprehensive lifelong learning system that encourages, supports and recognizes learning for all age groups and at all levels, both formal and informal, and helps people achieve the goals they set for themselves. At a minimum, extend learning opportunities beyond the current level of secondary education and encourage whatever learning an individual can achieve.

- **Collaborate** with institutions and groups at all levels to encourage aspiration, remove barriers and facilitate opportunity. Support cooperation among government, business, labor, higher education and philanthropy. Involve organizations and groups — churches, civic organizations, voluntary groups and families — to build a "learning society."

Commission Findings

The Economy and Employability:

In the next decade, 75 percent of the current workforce will need significant retraining. The majority of new entrants into the workforce will be women, people of color, and immigrants. Over half of the new jobs in the future will require higher learning and training. Voluntarily or not, workers will change jobs and careers many times in their lives.

Access and Social Justice:

Despite current lifelong learning efforts, the gap between the "haves" and "have nots" remains wide. Although lifelong learning has been growing in an absolute sense, rates of participation vary widely. About five percent of adults with the lowest educational levels participate in some form of adult and continuing education, compared with 15 percent of high school graduates, about 35 percent of college graduates, and about 50 percent of adults with master's degrees or more.

Education and Training:

Many current higher education practices are ill adapted to the needs of employers and adult learners. These pose barriers to participation which include a lack of flexibility in calendar and scheduling, academic content, modes of instruction and availability of learning services, among others. In other cases, a lack of communication has led to misunderstanding of each other's needs and resources among educators and their clients.

New Tools and Technology:

Technology offers the potential to reinvent the relationship between learner and teacher, the ways in which education occurs, and the kinds of learning experiences in which people engage. The new tools of the computer and telecommunication industries can alter the barriers of time, distance,

origin of learning, and mode of delivery, thus allowing higher education to reach populations of learners and workers heretofore excluded.

Resource Commitments:

Higher education ranks fifth or sixth among state priorities for support, behind building new prisons, providing health care services, reforming welfare programs, rescuing K-12 schools, and cutting taxes.

Commission Recommendations

America's political, business, labor, educational and civic leaders must champion lifelong learning as a national priority, articulate its importance to the economic prosperity and security of the nation, document the benefits to corporate productivity, individual well-being, family preservation and the quality of community life, and build a lifelong learning infrastructure with appropriate tax policies and supportive programs to sustain it.

Opinion leaders, education providers, policy makers and the public must recognize lifelong learning as a national priority by:

- **Acknowledging and promoting the link between universal lifelong learning and America's position in the global economy.** Education provides the critical margin of competitiveness in a worldwide economy. Preparation for today's work and maintenance of employment requires the development of the ability for continuous learning. Further, the health of the economy and society depends on providing opportunities for all to hone such skills and their application.
- **Ensuring equity of access to lifelong learning.** A key goal should be to reduce barriers to lifelong learning through a reconsideration of social and governmental policy at all levels. Such reconsideration must encompass programs and resources and their availability to all.

- **Optimizing new technologies for lifelong learning.** New information technologies, and their potential for almost universal availability, offer opportunities for lifelong learning never before imagined.
- **Advancing lifelong learning by rethinking and reorganizing the delivery of education and training.** Educational institutions have been the site and source of new knowledge for centuries. But the growth and rapid dissemination of information have challenged this monopoly. Alternative learning options will increase, and demand for recognition of learning and competence obtained in new ways will grow.
- **Making resource commitments to lifelong learning commensurate with its national importance.** If the United States is to continue to develop and prosper, lifelong learning must be seen as a critical part of the entire educational enterprise, encompassing all levels and all ages. Sufficient resources must be generated or reallocated for this purpose.

The challenges that face the United States today are ones that a commitment to lifelong learning can and must address.

The Commission calls upon business, labor, government, philanthropy and higher education to take responsibility for the larger agenda established by the Commission and provide the leadership, energy and dedication to realize it. Reform of the educational and training system will take time and unwavering commitment. It is time to make lifelong learning a national priority.

Letter of Transmittal



FOR A NATION OF LIFELONG LEARNERS
Commission for a Nation of Lifelong Learners

November 17, 1997

Mr. C. Wayne Williams, Project Director
Commission for a Nation of Lifelong Learners
c/o Regents College
7 Columbia Circle
Albany, New York 12203

Dear Wayne:

In February 1996, the Commission for a Nation of Lifelong Learners was convened, and charged to deliberate on lifelong learning issues, policies and programs, and the ways in which they would impact the nation as it moves into the 21st century. The future of our country demands that we address these matters now. At our initial meeting the Commission committed itself to learn from those providing and those needing lifelong learning services and to develop a report focusing on these issues and recommending ways to enhance lifelong learning opportunities. It has been my privilege to chair this endeavor and to work with the dedicated members of the Commission. On their behalf it is my pleasure to transmit this report.

Throughout the past two years, the Commission has heard the ideas, experiences and plans of hundreds of individuals and organizations. The Commission has reviewed an excellent series of documents prepared by the Commission staff, and it has concluded that the nation's strength and prosperity demand a citizenry continuously learning.

No longer can society assume that learning is a task that can end with adulthood. No longer can individuals expect that possessing specific work skills ensures a lifetime of employment. No longer can any sector of America — business, labor, education, government or philanthropy — believe that learning is the responsibility of others. Instead, the nation must recognize that only through lifelong learning can we compete in the global economy, ensure that our citizens create quality in their lives, adjust our services to meet the needs of our new citizens and our aging population, and employ new technologies to enhance both the quality and the quantity of our communication.

Each member of the Commission appreciates the support given by the project staff and appreciates as well the opportunity that has been afforded for frank and informative consideration and discussion. It is our hope that this report will be widely circulated and that the recommendations will generate necessary action; that current program models, and those developed subsequently, will be shared; that relevant policies will be drafted and adopted; and that current regulations will be reconsidered and rewritten.

We pledge our support in such endeavors, and our continued and vital interest in lifelong learning as a national priority.

Sincerely,

Morton Bahr
Chair, Commission for a Nation of Lifelong Learners &
President, Communications Workers of America

Lifelong Learning: Acknowledging the Need

No nation can maintain its leadership position in the global economy without a commitment to comprehensive lifelong learning.

No nation can sustain its democratic way of life and protect the fundamental values of a civil society without a commitment to comprehensive lifelong learning.

No nation can provide its individuals and families with a higher standard of living, assured employability, safe communities and a better future without a commitment to comprehensive lifelong learning.

No nation can cultivate its people's capabilities without a commitment to comprehensive lifelong learning.

Today America falls short on this commitment, despite a growing recognition of lifelong learning's critical importance.

— *The Commission for a Nation of Lifelong Learners*
November 1997, Washington, DC

The emergence of adult learners as a major constituency in American higher education has been one of the most dramatic changes in the United States in the past 25 years.

Each decade — the 1970s, 1980s and 1990s — has spawned a major commission to examine lifelong learning.

In 1973, the Commission on Non-Traditional Study issued its report, "Diversity by Design," with recommendations for action on the emerging possibilities for lifelong learning.¹

A decade later, the Commission on Higher Education and the Adult Learner presented its report, "Adult Learners: Key to the Nation's Future," with recommendations on public policy and institutional arrangements to provide increased learning opportunities for adults.²

In June 1994, the Project for a Nation of Lifelong Learners was established through a grant from the W.K. Kellogg Foundation. A project consortium, comprised of representatives from Regents College, State University of New York-Empire State College, the Council for Adult and Experiential Learning (CAEL) and the American Council on Education, provided leadership. Together they developed a proposal.

It recognized that the country was rapidly changing — its demographics were shifting, new technologies were burgeoning and a global economy was altering the workplace in the most dramatic fashion since the Industrial Revolution.

Most importantly, it clearly emphasized that the future of this nation is increasingly tied to the need for continuous learning across all levels and all groups of people. It stressed that the need of adult learners for access to quality education and training has never been greater.³

As a result of the proposal, the Commission for a Nation of Lifelong Learners, a distinguished group of 18 national opinion-makers, was appointed by the consortium in late 1995. The Commission members represented business, labor, education, government and philanthropy, including both providers and consumers of education.

At its inaugural meeting in February 1996, the Commission articulated the need to advance the importance of adult learning to the future of the nation by raising awareness of its importance among many constituencies, by taking stock of prior experience, by assessing emerging trends and opportunities for the future, and by recommending changes in policy and procedure to facilitate lifelong learning.

To gather information about lifelong learning issues, the Commission held four public hearings where more than 80 people, representing a broad spectrum of ideas and experience, testified. These forums addressed:

- *Global economy (Chicago, IL)*
- *Educational technology (Davis, CA)*
- *Demographic trends (Dallas, TX)*
- *Community and citizenship (Miami, FL)*

A fifth forum, held in Washington, DC, gathered the views of 11 nationally recognized college presidents.

In addition to conducting these forums, the Commission reviewed the literature on lifelong learning, including prior reports and recommendations. It also undertook a national survey of adult learning programs and examined examples of innovative initiatives.

Interest in the Commission and its work developed at the highest level of government. President Clinton pointed to lifelong learning as

a priority in his State of the Union address in January 1997. Vice President Gore, meeting with Commission Chair Morton Bahr in February 1997, indicated his intention to establish a liaison committee to work with the Commission on the recommendations in its report.

Over the course of its two-year deliberations, the Commission reaffirmed that each of the five sectors — business, labor, government, higher education and philanthropy — is critical to addressing lifelong learning issues and for carrying out the specific recommendations of this report.

The Commission concluded its deliberations at a national conference, "Creating A Nation of Lifelong Learners," in Washington, DC, in November 1997.

In presenting its findings and recommendations, the Commission stressed the urgent need to see that draft legislation be written, model programs be established and evaluated, and each key sector be charged with specific tasks and responsibilities to enhance learning opportunities.

The Commission members are committed to carrying the message to business, labor, government, higher education and philanthropy — whose constituencies can advance the agenda of lifelong learning.

"In order to be successful contributing members of our society, all citizens need to be willing to learn at any stage of life."

Lawton Chiles, Governor,
State of Florida

Lifelong Learning: A Vision

The Commission for a Nation of Lifelong Learners believes that lifelong learning plays a central role in America's future and that all Americans are stakeholders in developing a comprehensive commitment to lifelong learning.

The Commission endorses the view articulated at the First Global Conference on Lifelong Learning in 1994, co-sponsored by the American Council on Education, which defined lifelong learning as:

A continuously supportive process which stimulates and empowers individuals to acquire all the knowledge, values, skills and understanding they will require throughout their lifetimes and to apply them with confidence, creativity and enjoyment in all roles, circumstances and environments.⁴

In the Commission's view of America's future, this means:

- Reaffirmation of the belief in the quality, diversity and initiative of the American people and confidence in their potential for growth and educational development.
- Confidence that the future well-being of the United States and its individual citizens is inseparably tied to the continual renewal of the people through learning.
- Affirmation of equality of opportunity and inclusion of all people in access to lifelong learning opportunities — learning that prepares people to be productive contributors to the economy, responsible participants in civil society and personally enriched human beings. The goals of lifelong learning should support individuals in their roles of work, family, citizenship, community and personal fulfillment.

- Commitment to create a comprehensive life-time system that encourages, supports and recognizes learning at all levels, both formal and informal, and leads to the goals persons set for themselves. At a minimum, this opportunity should extend beyond the current level of secondary education and encourage whatever learning an individual can achieve.
- Collaboration and joint action among institutions and groups at all levels to encourage aspiration, remove barriers and facilitate opportunity. This includes cooperation among government, business, labor, higher education and philanthropy. It also includes the involvement of organizations and groups — churches, civic organizations, voluntary groups and families — all working together to build a "learning society."

In arriving at this vision, the Commission engaged in a spirited dialogue on lifelong learning issues. Commission members brought different backgrounds, different perspectives and different experiences that have informed and enriched this final report. Individual members hold different views about the definition and meaning of lifelong learning, about specific recommendations and implementing strategies, and about who should take primary responsibility for initiating change.

From the beginning, however, the Commission believed that lifelong learning is the indispensable investment required for success in the next century. Furthermore, the commissioners agreed: It can no longer be business as usual for teaching and learning.

"To remain competitive as a nation, we must instill a value for lifelong learning in our citizens. Lifelong learning is self-perpetuating: children that see their parents reading and studying are more inclined to view learning as an important part of their own lives."

Carolyn Becraft, Deputy Assistant Secretary of Defense (Personnel Support, Families & Education)

Lifelong Learning: The Foundation

From its very beginning America has expressed a commitment to fulfilling the dreams and potential of its people through education. This historic commitment is rooted in a deeply held philosophy to make learning available to all. Since the time of Thomas Jefferson, the democratic system has been based on developing an informed citizenry. In 1821, President Jefferson wrote:

*"I know of no safe depository of the ultimate powers of society but the people themselves. And if we think them not enlightened enough to exercise their control with a wholesome discretion, the remedy is not to take it from them, but to inform their discretion by education."*⁵

In the intervening years, American public and private education systems have grown rapidly, expanded outwardly to serve many new groups and reaffirmed core values of American society. The American people continue to believe that education is crucial to the preservation and enhancement of democracy, to the enrichment of individual lives and to bringing together people of varying backgrounds and generations to achieve common goals.

Since World War II, schools and colleges have been the wellspring of democracy. Attesting to that are the GI Bill, the National Defense Education Act of 1958, the Supreme Court's *Brown vs. Board of Education* (1954) decision, the Higher Education Act of 1965 and its subsequent amendments, the School-to-Work legislation (1994) and the Goals 2000: Educate America Act of 1994.

Also in the past 50 years, educational access has been extended to millions of Americans through 1,400 new community colleges, expanded state colleges and universities, enlarged private colleges and universities, and external degree institutions.

Increased access to higher education has been a dramatic part of realizing the American dream of a college education for everyone. Extending educational opportunities to adult learners has been a very important part of this process; by 1995, older students (age 25+) constituted 44 percent of the 14.2 million enrolled in college.⁶ America is well on its way to universal high school completion and ready to further broaden the availability of a college education.

As remarkable as these educational achievements have been, the Commission agrees they are not sufficient for the 21st century. Far too many individuals and groups do not have access to or cannot afford the educational opportunities currently available.

The Commission believes that the American people continue to be confident of their strengths and resourcefulness to meet future challenges. They appear generally accepting of society's cultural and racial differences and the need for greater tolerance of those differences. They express a cautious optimism about a future grounded in the historic principles of freedom, independence, autonomy and personal initiative that guided America's development.

But underlying these common values and the faith in education to provide opportunity for personal and social mobility is a reservoir of doubt, diverted dreams, unmet challenges and, for some, a deep cynicism about America's promise for the future. Far too many Americans are justifiably uneasy about their own life situations and fearful about their children's futures.

"A key element to the continued success – and escalated progress – of our nation, is the education of our people; if success and progress are to be goals of the United States of America, then lifelong learning absolutely must be a national priority."

Bill Anoatubby, Governor,
The Chickasaw Nation

The Commission views lifelong learning as a way to address some of these fears and anxieties. Lifelong learning can provide the ground for optimism about the future, but for it to do so, it must surpass the levels of educational achievement and training reached so far.

The Commission agrees that responsibility for continued renewal through learning rests heavily with individuals. The report from the First Global Conference on Lifelong Learning in Rome in 1994 underscored this principle as the foundation for its 21st Century Action Agenda.⁷ It recommended that people develop a personal learning plan, keep records that document education and training, invite friends and colleagues

to act as mentors and encourage others to develop their own learning objectives. American values of initiative, independence and autonomy reinforce this goal of personal responsibility.

Education is clearly a cornerstone of American life. The Commission believes that lifelong learning has presented itself as increasingly important to the nation's strong foundation in education. And while there are issues today that must be resolved to ensure a prosperous tomorrow, this Commission believes that collectively — as individuals and as members of the business, education, philanthropy, government and labor sectors — the nation will rise to the challenge.

"To meet the challenges of the 21st century, and the rapid technological and economic changes taking place today, we can no longer rely solely on our limited, traditional system of formal education."

Oliver W. Green, Secretary-Treasurer, Amalgamated Transit Union

Lifelong Learning: National Challenges

The Commission for a Nation of Lifelong Learners finds America at the dawn of a new century facing at least four challenges that will largely determine whether it continues to prosper. They are:

1. The rise of a global economy
2. The impact of technology
3. Continuing demographic changes
4. Reawakening civic participation

With these challenges come enormous opportunities for enhancing America's well-being — as well as risks that could jeopardize the prosperity of the nation.

The Commission sees lifelong learning opportunities as a key to addressing these issues and believes all Americans are stakeholders in the nation's response to these challenges. Facing these challenges, the Commission emphasizes, must be a national priority.

Challenge #1:

Lifelong learning and a global economy

Increasingly, Americans live in a world economy. Today global organizations use earth-spanning technologies to design products that can be produced anywhere and sold everywhere; to conduct financial transactions 24 hours a day every day of the year; and to link through communications almost any village or neighborhood at any time.⁸

As a result of these global trends, the American economy is being restructured.⁹ Fewer jobs exist in manufacturing while more jobs are being created in the service sector. A large contingent workforce of part-time employees has developed, and the workforce has become more diverse.

With increased knowledge and higher skills now essential to acquiring better paying jobs, the job market is separating into two large segments: one of simple, de-skilled work and the other of more complex, knowledge-based positions.

Fewer workers can rely on a lifetime contract with a single employer as long as they work hard and remain loyal. Instead, a premium is placed on workers who continuously acquire skills, knowledge and resilience to move in the global labor market.

Challenge #2:

Lifelong learning and the impact of technology

Rapid advances in the computer and telecommunications fields are forcing almost every major industry to "reinvent" itself to remain competitive. The information age is characterized by an exponential growth of knowledge and a corresponding demand for its use. For businesses and labor unions, "going global" means that products, services and financial and strategic plans can be both developed and sent anywhere in the world.

The Commission believes that higher education must commit itself further to the challenges of these new technologies. Technology is providing ways for students to learn extensively on their own, at their own pace and place, and in collaboration with others. By using the capabilities for networking and on-line access to libraries and remote databases, the new tools of technology offer faculty, students and colleges ways to shift from "classroom-based, labor-intensive and contact-credit models to those that are learner-centered, location-independent and outcomes-based."¹⁰

Challenge #3:

Lifelong learning and continuing demographic changes

Demographic shifts continue in American society.¹¹ Women have become a clear majority of those engaged in formal learning. The number of people of color and recent immigrants will continue to grow in the foreseeable future and they will likely seek education to better themselves. Americans are living much longer.

With the baby boom generation now reaching 50, there are projections of a tidal wave of learners aged 50-90. The population aged 65+ will become more ethnically and racially diverse. Enrollments in higher education reflect these trends so that today almost half of all students are 25 and older.

The Commission heard concerns that, despite considerable efforts in lifelong learning, the gap between the "haves" and "have nots" remains substantial. Participation in higher education and retraining opportunities is not evenly distributed. Specific education and training needs of immigrants, persons over 55, welfare mothers, the unemployed and under-employed, the illiterate,

"Those interested in fostering the broad availability of lifelong learning need to make it universally, and easily, accessible to all, including persons with disabilities and those who must develop literacy and language skills."

Deborah Kaplan,
Vice President, Issue
Dynamics, Inc.

persons with disabilities, rural learners, spouses in the military and the disadvantaged must be addressed. Every stakeholder — federal, state and local governments, businesses, labor unions, foundations, non-profit organizations, schools and colleges — must contribute greater resources and collaborate in efforts to overcome existing disparities.

Challenge #4:

Lifelong learning and civic participation

In 1990, the federal government and the states committed themselves to achieving certain educational goals for America. President George Bush and the nation's governors set forth educational goals which, four years later, were included in the Goals 2000: Educate America Act.

Goal #6 is directly related to the work of this Commission. It states: "Every adult American will be literate and will possess the knowledge and skills necessary to compete in the global economy and exercise the rights and responsibilities of citizenship."¹²

The Commission believes that today education, government, business, labor and philanthropy face a distinctive challenge and extraordinary

opportunity to reconsider the communal dimensions and democratic consequences of higher learning. Some social commentators say that Americans have lost their sense of community, and the civic culture is eroding. Consequentially fewer individuals and groups have a broad knowledge of community issues and democratic values — thus lacking the ability to frame alternative solutions to problems that will face the nation in the 21st century. Other social analysts note a resurgence of volunteerism and community commitment, most recently shown in the Presidents' Summit for America's Future convened in Philadelphia in April 1997.

The nation must capitalize on such initiatives, reaffirming a commitment to equality, fairness, inclusion and social justice in lifelong learning.¹³ Educational institutions must also enact policies, programs and outreach efforts that encourage civic awareness and community participation and that reduce patterned inequality and persistent marginalization of specific groups.

"Our competitive position in the global economy depends on lifelong learning. We have a choice — high skills or low wages."

Phyllis Eisen, Executive Director, Center for Workforce Success, National Association of Manufacturers

Lifelong Learning: Findings

Taking into account the Commission's deliberations, testimony offered at public forums and review of relevant literature, studies and previous commission reports, the Commission for a Nation of Lifelong Learners has compiled the most critical findings on lifelong learning needs. Culled from a much more extensive list, these findings reflect five important areas of concern and shape the recommendations of this report. They are:

- **Economy and Employability**
- **Access and Social Justice**
- **Education and Training**
- **New Tools and Technology**
- **Resource Commitments**

Economy and Employability

- The education and training needs of American society will place unprecedented demands upon individuals, educational providers, businesses and labor unions. In the next decade, 75 percent of the current workforce will need significant retraining. New entrants into the workforce will be predominately women, people of color and immigrants. Over half of the new jobs in the future will require higher learning and training. Voluntarily or not, workers will change jobs and careers many times in their lives.¹⁴
- Major changes in the American economy are occurring. Fewer jobs exist in manufacturing while more jobs are being created in the service sector. Workers themselves are being polarized into two large clusters — those holding more simple jobs and those holding more complex, higher paying ones. The increased importance of part-time and temporary workers has led to the development of a large contingent workforce. Some observers believe that the effects of the global economy are creating "two Americas" — one America of the economically well off, information rich and educationally sophisticated and the other America of the economically excluded, information poor and educationally deprived. Without more educational opportunity this division could grow increasingly wide.¹⁵
- Individual anxiety about economic security is dangerously high. From 1979 to 1995, 43 mil-

lion jobs have been lost affecting nearly 75 percent of all households. Although there has been a net increase of 27 million jobs during this period, only 35 percent of laid-off, full-time workers end up in equal or better paying jobs.¹⁶

- Workers' average real earnings have decreased over the last two decades, their health plan coverage has been reduced and fewer of the unemployed are protected by unemployment insurance. Unrelenting fears about future downsizings have shattered individuals' ideas about work and self-worth. In 1990, 60 percent of Americans believed that their children would enjoy a higher standard of living than their own; today only 41 percent say this is likely.¹⁷
- Small businesses provide the majority of jobs and new growth in the global economy. However, they are least aware of opportunities and benefits from worker education and training and have the least amount of discretionary funds to provide such benefits. There is a great need for accurate information, access to resources and collaborative possibilities to serve the small business sector more effectively.
- There has been a shift in the social contract from an expectation of lifetime employment in return for hard work and loyal service to an expectation of employability through education. A premium is placed on "career resilient" skills of continuous learning, flexibility and versatility to stay employed in the global market place.¹⁸
- Advanced professionals must be lifelong learners to keep up with the current research and development in their fields and maintain their licensing and certification eligibility. Since the global economy is heavily knowledge-based, investments in the special needs of advanced professionals are crucial to the quality of life for all.

Access and Social Justice

- Increased access to American higher education has been a dramatic part of realizing the American dream of a college education for everyone. Extending educational opportunities to adult learners has been a very important part of this process. By 1995, older students

"Living in an information age requires that we look at lifelong learning not as a desirable goal but as a practical necessity."

Stanley O. Ikenberry,
President, American Council
on Education

(age 25+) constituted 44 percent of the 14.2 million enrolled in college — a gain of 175 percent over the figures in 1970. By some definitions, older students already are the “new majority” on campus and will expand their proportion beyond the year 2000. Only 20 percent of all enrolled students are those usually considered traditional — first-time, full-time, 18-year-old students on a residential campus.¹⁹

- Remarkable progress has also been made in raising the level of education. In 1940, 24 percent of Americans over 24 years of age had a high school diploma but only 5 percent had four or more years of college. By 1995, the corresponding figures were 82 percent and 23 percent. For those aged 25-29, the best educated generation, 87 percent had completed high school and 25 percent had four or more years of college. It is now time to increase learning opportunities to two years beyond high school.²⁰
- America still has almost 30 million adults who are functionally illiterate. The 1996 National Education Goal Report concluded that there has been virtually no improvement since 1990 in reducing the adult illiteracy rates, increasing participation in adult education and narrowing the gaps in higher education participation rates for blacks, Hispanics and whites.²¹
- The strategic significance of educating women was heard repeatedly in the public forums. Based on military, international and inner-city experience, the level of education obtained by the mother determines the level of the child's education. As one forum participant said: “If you educate women, you educate the entire family.” This principle is crucial for transferring educational benefits across the generations.²²
- There are an estimated 49 million Americans with disabilities and within post-secondary education, there were 890,000 students with disabilities in 1992-93. Six percent of all undergraduates reported having a disability. A particularly large number of these students were over 35 and attended community colleges.²³
- Americans are getting older, and the average lifetime of Americans has increased. For those entering the “third age of life” (ages 50 and

above), the opportunities for lifelong learning are personally limited, costly, inconvenient and often inaccessible. The baby boomer generation, just now turning 50 and expected to live longer and healthier lives, will challenge society to provide more extensive learning opportunities and creative outlets for their aspirations, energies and experiences.²⁴

- Social analysts have been debating whether there have been a loss of community and an erosion of civic culture.²⁵ Some say that there is a resurgence of volunteerism, while others cite the decline in many forms of civic participation — the waning of volunteer effort, low voter turnout in major elections, lack of interest in public service, low levels of public information on community issues and less participation in civic groups.
- Despite current lifelong learning efforts, the gap between the “haves” and “have nots” remains wide. Although lifelong learning has been growing in an absolute sense, rates of participation vary widely. About 5 percent of adults with the lowest educational levels participate in some form of adult and continuing education, compared with 15 percent of high school graduates, about 35 percent of college graduates and about 50 percent of adults with master's degrees or higher.²⁶

Education and Training

- Adults must take responsibility for their own educational development by investing time, energy and resources in their continual learning. To support this individual responsibility, there is a great need for information, counseling and advice on how to access a complex education and training system.
- There is a need to train a new cadre of lifelong learning professionals. Only a very small number of people needed to plan, conduct and coordinate all types of educational programs for adults are full-time, professionally trained individuals.
- Use of new technologies will shift the way higher education defines contact hours and learning, classroom instruction, the meaning of group interaction, and how to assess and accredit new forms of learning. New models

“If you don't keep learning, then you won't keep earning, and you'll be making Nikes instead of buying them.”

Melvin L. Gelade,
Commissioner, New Jersey
Department of Labor

are necessary. Virtual university models represent massive undertakings to promote lifelong learning on a scale far beyond the usual outreach or extension efforts.²⁷

- Individuals need a flexible but comprehensive way to keep track of their learning over a lifetime. Consideration should be given to the idea of a learner passport that records, tracks and verifies all forms of learning, including formal higher education credits, assessment of prior learning, training programs, apprenticeships, internships, non-credit certificates and other informal learning.²⁸
- Many current higher education practices are ill adapted to the needs of employers and adult learners. They pose barriers to participation, including a lack of flexibility in calendar and scheduling, academic content, modes of instruction and availability of learning services, among others. In other cases, misunderstanding of each other's needs and resources exists between educators and their clients because of limited communication. All parties could benefit from broader application of examples of self-assessment and collaboration already in practice.²⁹

New Tools and Technology

- Technology has the potential to reinvent the relationship between learner and teacher, ways in which education occurs and kinds of learning experiences in which people engage. The federal government, states and philanthropic organizations need to provide encouragement and funds to create technology infrastructures at all levels. Such technology infrastructures should help reassert the primacy of learning, increase learning productivity and use resources more effectively.
- The new tools of the computer and telecommunication industries can alter the barriers of time, distance, origin of learning and mode of delivery, thus allowing higher education to reach populations of learners and workers previously excluded. The new technologies may help some adults acquire literacy skills. The development of software, courseware and other services should include universal design features that will promote access and more

effective learning strategies for people with disabilities as well as other adult learners.³⁰

- Special efforts need to be made to insure that new tools and technologies will be equally available to all those adults and workers who want to participate in collegiate programs and retraining efforts. Recent polls show that having a home computer varies widely by family income as well as racial and ethnic groups.³¹
- Collaboration is needed among higher education institutions, businesses and philanthropic organizations to experiment, evaluate and replicate the use of new technologies in lifelong learning settings.
- Colleges and universities need to consider new technologies and forms of delivery as strategic ways to reallocate resources among existing budget commitments.

Resource Commitments

- Higher education ranks fifth or sixth among state priorities for support, behind building new prisons, providing health care services, reforming public assistance programs, rescuing K-12 schools and cutting taxes. Lifelong learning programs historically have been marginal to mainstream higher education. Today they are even further on the periphery at a time when their potential contribution to American society could not be greater.³²
- Tuition at four-year colleges and universities increased 234 percent from academic year 1980-81 through 1994-95. In contrast, median household income, a measure of families' ability to pay for tuition, rose 82 percent. The cost of consumer goods, measured by the CPI, increased 74 percent.³³
- The proportion of state appropriations for colleges and universities fell from 56 percent of costs in 1980 to 42 percent in 1993-94. During this same period, the portion of college revenue provided by tuition rose from 16 percent to 23 percent.³⁴
- Given that nearly half of all college enrollees are 25 years or older, major inequities and substantial access barriers arise from the fact that many institutions direct their financial assistance solely or largely to traditional-age students.

"Lifelong learning is fundamentally important to our nation's economic, social and political well being."

The Honorable Evan Bayh,
Former Governor of Indiana

- The Twentieth Century Fund's Task Force on Retraining America's Workforce estimates there is a \$120 billion training gap if all firms were to meet the standards for strengthening the abilities and knowledge of well qualified workers.³⁵
- There were dramatic drops in worker enrollments when Congress failed to renew Section 127 of the Internal Revenue Service Code which exempts from taxation tuition assistance up to \$5,250. Data from the PATHWAYS to the Future program, a partnership of U S WEST Communications and the Communications Workers of America, show an enrollment decline of 29 percent in 1995 when Congress let this exemption expire.³⁶
- The resources available to implement new tools and technologies are inadequate. The costs for new courses and converting old ones,

specific faculty training and different faculty reward systems, assessing learning outcomes and accrediting program results are substantial and pose major changes in the ways universities have operated.³⁷

- Many philanthropic organizations have focused their attention on issues other than adult learning during the past 15 years. As a consequence, lifelong learning initiatives have less support than in the 1970s and early 1980s. It is time to rekindle innovation in lifelong learning with support from philanthropic sources.

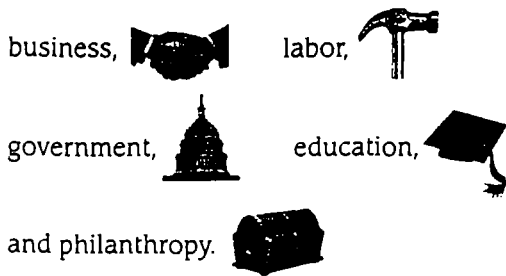
"The report takes the USA from Citizen Producer to Citizen Consumer to Citizen Learner."

Jules O. Pagano, Vice
President, American Income
Life Insurance Co. &
Executive Director,
Labor Advisory Board,
Washington, DC

Lifelong Learning: Recommendations

America's future depends on America's people. Lifelong learning increases the strength of individuals, families, citizens, workers and the nation. As the nation moves to a knowledge-based economy, it is imperative that a strong lifelong learning infrastructure be built. The Commission for a Nation of Lifelong Learners agrees upon a set of recommendations that the American people can act on now.

While each warrants full attention, implementation will require the special efforts of some sectors. Such emphasis is shown for



The recommendations are based on the beliefs that all adults can continue to learn over a lifetime, a solid college education is within the reach of every American and comprehensive lifelong learning will prepare people for long-term employability, effective citizenship and enjoyable leisure — well into the next century. America's political, business, labor, educational and civic leaders should champion lifelong learning as a national priority, articulate its importance to the economic prosperity and security of the nation, document the benefits to corporate productivity,³⁸ individual well-being, family preservation and the quality of community life, and build a lifelong learning infrastructure with appropriate tax policies, incentives and supportive programs to sustain it.

The Commission, informed by those who have spoken eloquently in support of lifelong learning and by its own deliberations, offers the following recommendations. Each is intended to give effect to the Commission's overarching recommendation.

Overarching Recommendation

Opinion leaders, education providers, policy makers and the public must recognize lifelong learning as a national priority

Recommendation I

Acknowledge and promote the link between universal lifelong learning and America's position in the global economy

The place of the United States in the global economy will surely be influenced by the country's technological capabilities but more so by its responses to the fact that the workforce itself is now worldwide. Education provides the critical margin of competitiveness. No longer can workers be trained for jobs with a secure expectation that neither their place of work nor their tasks will change significantly.

Preparation for today's work and maintenance of employment require the development of the ability for continuous learning. Further, the health of the economy and society depends on provision of the opportunities for all to hone such skills and their application.

Implementing strategies

A. Employers and employees must recognize that mutual value is derived from enhanced workforce education and must share, with others, in the commitment to foster such education.

1. Lifelong learning should be part of bargained benefits. Model agreements should be made available for consideration.



2. Education institutions should collaborate with community services and organizations such as libraries, museums, broadcast media, churches and community groups to disseminate information about and provide workforce learning opportunities to employers and workers.



3. Corporations with strong employee development programs should extend those opportunities to workers at all levels and their networks of customers and suppliers.



4. Information on the value of education and training and examples of best practices should be disseminated to small businesses.



B. Employers, education providers and community groups should stress preparation for career resilience by using education and training programs to develop continuing job readiness and adaptability for workers rather than focusing on limited skills acquisition.

1. Adopt "learning to learn" as a goal for all such activities. Examples of systematic job readiness programs should be made available for adoption or adaptation.



2. Employers, unions and individual workers should plan recurring and sequential opportunities to develop employees' ability to learn and gain new competencies. The idea of worker sabbaticals (where workers accrue education and training time after a specified period) should be expanded.



3. Education and training opportunities should be available to employees in all levels from front-line workers to advanced professionals.



C. Education institutions that choose to engage in workforce development programs should assess their capabilities in faculty, curriculum, technical support and learner services to ensure that they can offer programs of high quality.

1. Faculty should be recruited and oriented to be effective in meeting the needs of lifelong learners, and recognition of excellent performance should be included in the faculty reward system. Faculty retraining leaves, including those to develop worker-related skills, should be developed and supported.



"I can't think of anything more important in life than learning – continuously."

Eloise Anderson,
Director of Social Services,
State of California

Recommendation II

Ensure equity of access to lifelong learning

A key goal should be to reduce barriers to lifelong learning through a reconsideration of social and governmental policy at all levels. Such reconsideration must encompass programs and resources and their availability to all.

Implementing strategies

A. Collaborations to provide lifelong learning opportunities for all segments of the community should be developed, and appropriate resources should be made available to all. The nature and extent of benefits to the participants and the community should be described.

1. Exemplary programs of collaborations among various community stakeholders should be described in detail, including measurements of outcomes, costs and benefits, and proposed as models to local policy makers and community organizations.



B. The lifelong learning system should enable individuals to progress from one level to another. Fundamental education, such as literacy and English language skills, and the provision of the equivalent of a high school education, must be available so that further learning at the post-secondary level is possible.

1. Policy statements addressed to local, state and national levels, along with appropriate resource strategies, should be made available to those who would implement such programs.



C. Lifelong learning must be available to all. It must, therefore, place particular emphasis on those who have special needs or face strong disincentives for participation.

1. If they are to become motivated to participate, groups — such as workers in transition, those moving from welfare to work, inner city residents, the economically disadvantaged, recent immigrants, people with disabilities, those lacking rudimentary skills for finding and holding a job, etc. — must be given accurate and available information about lifelong learning opportunities and options. Experiments designed to reduce

the gap between those who engage and persist in learning opportunities, and those who do not, should be undertaken and the results broadly distributed.



2. Resources which support lifelong learning should be distributed to assure adequate access. These include financial assistance, support for programs facilitating access and provision of support services necessary to adult learners. Model programs should be made available to adult learning providers.



3. Lifelong learning strategies and new technologies must be designed to open access for people with disabilities and promote more effective support services, financial aid, multimedia and distance learning efforts. Higher education is experienced in reducing barriers, but other educational and training providers have only recently begun to assess such barriers and remove them. All sectors should continue these processes.



D. Lifelong learning implies education across all ages. There should be explicit recognition that learning does not cease when people leave the workforce.

1. Opportunities to enhance vocational skills and the quality of life of older citizens should be part of a comprehensive lifelong learning program. Model programs should be developed and described, and educational institutions should be encouraged to welcome senior citizens into their academic activities.



“Lifetime jobs have gone out with gold watches at retirement. Careers are now defined by the ability to brush up and keep up throughout our working lives.”

Anthony P. Carnevale,
Vice President for Public
Leadership, Educational
Testing Service

Recommendation III

Exploit effectively new technologies for lifelong learning

New information technologies, and their potential for almost universal availability, offer opportunities for lifelong learning never before imagined. But such developments can also widen the gap between those who have access to as well as the ability to use the new tools and those who do not and cannot.

Implementing strategies

A. Given the enormous potential of new learning technologies, planning should be undertaken for their implementation and use.

1. The nation should convene stakeholders from national, state and local levels, business, labor, education, community service organizations and philanthropy to develop a plan for a national technology infrastructure, enabling universal access to educational technology.



2. Government and philanthropic funds should be provided to encourage the application of technology toward the goals of learning. Experiments focused on access and learning productivity and efficiency should be established, evaluated and disseminated.



B. Educational institutions must take the initiative to facilitate the full adoption and use of technologies by both faculty and learners.

1. Model funding formulas should be developed to assist post-secondary institutions to make the new technologies and forms of delivery strategic in their allocation of resources to various budget categories.



2. The federal government and the telecommunications industry should collaborate with higher education in establishing additional learning opportunities. Two new cable television channels, like CSPAN, should be devoted exclusively to lifelong learning agendas.



3. Community colleges are a cornerstone for building the lifelong learning infrastructure. These institutions should implement learning-on-demand strategies, using the new technologies and forms of delivery, to reach adults in their communities and offer more programs and services on site to small and mid-size businesses.



C. All stakeholders, including higher education, business, labor, government, philanthropy, voluntary associations, community groups, schools, libraries, the military and the media, must work to reduce the potential inequities to access and accessibility in applications of technology to learning.

1. Each stakeholder should invest in experimental projects applying technology to learning. Those best meeting learning needs should be expanded and serve as models for new development.



2. For adult learners, and especially lifelong learners deficient in basic computer skills, those serving them should develop special orientations, skill development courses and counseling services to overcome these deficiencies.



3. Examples of technology, offering new information access and new means to learn, should be available along with accessible sites for their development and use.



"As we enter the new century, the forces of change demand a powerful new definition of lifelong learning as a national priority."

Marilyn Schlack, President,
Kalamazoo Valley Community
College

Recommendation IV

Advance lifelong learning by rethinking and reorganizing the delivery of education and training

Educational institutions have been the site and source of new knowledge for centuries. Over time they have offered opportunities for ever-increasing numbers of learners. But the growth and rapid dissemination of information have challenged the perception of higher education as the sole provider. Alternative learning options will increase, and demand for recognition of learning and competence obtained in new ways will grow with — or without — the collaboration of higher education and those organizations which fund and regulate it.

Implementing strategies

A. Innovative forms of education delivery systems supportive of lifelong learning should be adopted from existing models, and new forms should be developed, tested and disseminated. Lifelong learning opportunities should not be time or place bound, and those with family, employment or other societal commitments should have access to education flexible enough to meet their needs.

1. "Best practices" from existing adult learner programs should be disseminated and put into practice more broadly. These include areas such as curriculum, calendar and scheduling, credentialing, faculty, assessment of prior learning and adult learner services.



2. Educational institutions should engage learners and sponsors of learners, such as employers, unions, the military, public agencies and community groups, more fully in discussion of the needs which clients wish to be served and education's ability to meet those demands. The result of that communication should play a central role in program planning.



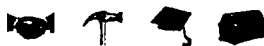
3. Higher education institutions should conduct regular self-assessments to evaluate the adequacy of their provision for adult learners and guide their efforts to improve adult learner programs and services. In the near future, and at regular intervals following, each institution should undertake a systematic review of its programs and services for adult learners, using a structured process such as the American Council on

Education's guide, "Focus on Adults."

Following the review, steps should be taken to remedy deficiencies or enhance the quality of service to adult learners.



4. Stakeholders should develop innovative ways to use technology to reinvent the relationship between teacher and learner, the means of education delivery and the kinds of learning experiences in which people engage.



5. Post-secondary education should prepare and train a new generation of lifelong learning professionals who will work full time in the planning, conducting and coordinating of all types of educational programs for adults.



- B. Innovative and more flexible approaches to serve adult learners must also be recognized and encouraged by those agencies which finance, accredit, regulate and certify institutions and their students.

1. Accrediting agencies must establish expectations for the provision of lifelong learning and develop standards that rely on evaluated outcomes and acknowledge the new and varied learning modes that create such outcomes.



2. State regulatory bodies should recognize the appropriateness and cost-effectiveness of evaluated prior learning in programs for adult learners and should remove any barriers to the application of credentials earned

"In today's competitive global marketplace, lifelong learning demands lifelong learning."

Jeffrey Joseph, Executive Vice President, Center for Workforce Preparation, U.S. Chamber of Commerce

by assessment to fulfill licensure and certification requirements.



3. State funding formulas should be modified to remove barriers to serving adult learners and encourage institutions to adopt practices supportive of adult learners, provide those services needed by adult learners and facilitate the transfer of credits and credentials among institutions and institutional types. Educational institutions should reform the current ways credentials and units of learning are recorded so that non-formal learning and training experiences may be included. The idea of a broad learning passport should be considered.



4. Policies and laws should be developed or modified to address matters of access and equity in lifelong learning. State post-secondary education bodies should establish responsibility within the public education systems to provide programs and services for adult learners. Policies in regard to tuition, financial aid, taxation and social service regulation should be reexamined and modified where necessary to remove adult learning barriers.



- C. Adults must be made aware of the potential rewards of lifelong learning and have convenient access to information about available opportunities.

1. Business, labor, education, government and community groups — such as churches, local associations and others — must establish strategies that market lifelong learning effectively. Experiments in recruitment and incentives to educational providers and consumers should be undertaken and the results shared.



2. Recruitment of adult learners should focus on advanced professionals as well as front-line workers, older adults as well as those

entering the workforce and those seeking personal growth as well as job opportunity. Adult populations should be afforded programming for skills development and avocational pursuits at a distance where appropriate.



3. Adults should be regarded as mentors as well as consumers of lifelong learning opportunities. Programs should be established that tap the skills and experiences of older adults — in the areas of mentoring, literacy and language training, aid to the elderly or isolated, preparation for naturalization and parenting, among others.



- D. Given the contribution educational institutions can make through community involvement, the reawakening of active citizenship and community participation should be recognized as a role of educational institutions.

1. The allocation of public funds should recognize exemplary provision of community services in all forms of education.



2. The community service role of educational institutions should be recognized and evaluated by both regional and specialized credentialing bodies.



3. Labor, management and higher education should promote and extend the quality of community life — through internships, work-study programs and other learning experiences.



4. Educational institutions should instill a sense of community and citizenship among their students, faculty and staff, through curricular emphasis, extracurricular activities, or continuing education and training. These could be enhanced by incentives such as degree credit for service learning.



“As we move inexorably toward globalization and an economy based on communication and information, the participating, involved, successful citizens will need to engage in lifelong learning to acquire the constantly changing and increasing store of knowledge, skills, and competencies required.”

Sara E. Melendez, President,
Independent Sector

Recommendation V

Make resource commitments to lifelong learning commensurate with its national importance

If the United States is to continue to develop and prosper, lifelong learning must be seen as a critical part of the entire educational enterprise, encompassing all levels and all ages.

Sufficient resources must be generated, reallocated or reused for this purpose. This need must be given high priority in the context of other claims.

Implementing strategies

A. In recognition of the costs to the nation of a citizenry deprived of lifelong learning opportunities, federal, state and local tax policies should be reexamined for their potential impact on this priority.

1. The federal government should provide some income tax relief for undergraduate- and graduate- level tuition. In particular, Section 127 of the Internal Revenue Service Code should be made permanent and extended to graduate education.



2. The federal government should develop tax deferral plans to encourage the pursuit of additional education and training. Individual learning accounts (ILAs), based on the model of IRAs, should be reviewed for adoption.



3. Tax incentives should be established to encourage developments in educational technology and new modes of educational delivery. Model programs, including multi-state educational compacts, should be established and evaluated.



4. Tax incentives to employers to invest in education and training of their employees should be extended.



B. Other public and private funding sources should be directed toward the enhancement of lifelong learning.

1. The form of various federal- and state-funded programs may well impact the success of a lifelong learning activity. Research should be undertaken on whether block grants or categorical programs more equitably and appropriately meet local and regional needs, and the results should be shared.



2. Selective subsidies should be established or redirected to support lifelong learning for populations with particular needs. Model programs should be designed for such groups as the functionally illiterate, the unemployed and the displaced, as well as for research and additional professional development of continuing educators including volunteers.



3. Philanthropic organizations should support demonstration projects for universally accessible lifelong learning opportunities. Among such projects should be programs that benefit incumbent workers at the low end of the employment ladder and programs planned for groups with low adult learning participation rates.



C. Providers of education and training should enhance the availability of lifelong learning opportunities through a reconsideration of costs and benefits for the institution, the student and the employer.

1. The offering of education and training credentials based on the evaluation of prior learning should be established to achieve cost savings for both adult learner and

"Increasingly, educators know that our children must be prepared to be learners for life. Learning over the entire course of our lives is no longer a luxury or an option or a choice – it is necessary for survival."

Augusta Souza Kappner,
President, The Bank Street
College of Education

employer. Efficient models of prior learning assessment should be piloted with the support of grant funds and the results shared.



2. Adult learners should contribute to their own educational development, including both time and resources, and, as a corollary, should have the right to set their own educational goals.



3. Institutions should offer low cost enrollment opportunities to older adults who are pursuing learning as a leisure activity.



4. Funding for educational institutions should recognize the costs, as well as the benefits, of programming and services for adult learners. Evaluated models, which describe funding sources and investment levels, should be disseminated.



D. In the past, opportunity has been provided through the strong funding of public higher education that kept tuition low, generous financial aid and tax concessions that benefit adult learners. These actions should be maintained and strengthened.

1. The federal government and the states should reaffirm the value of low cost education and low tuition policies as a basic extension of the free public elementary and secondary school systems.



2. The federal and state governments should extend financial aid on a full parity basis to all part-time and adult students.



3. Federal and state policy should make grants or forgiveness-of-loans-in-return-for-service more broadly available.



"The successful company in the global economy of the 21st century will be known for the quality and skills of its work force, not for the numbers of workers who are downsized. A total commitment by labor and management to the on-going education and training of front-line employees – to lifelong learning – is essential to meet this challenge."

Morton Bahr, President,
Communications Workers of
America

A Final Word.

The challenges that face the United States today are surely ones that a commitment to lifelong learning can and must address. The Commission for a Nation of Lifelong Learners firmly believes that a movement of America's higher education and training efforts in the direction called for in these recommendations will prepare lifelong learners for far more rewarding lives in a far stronger America.

The Commission must now seek the support of all segments of the population to implement these recommendations. It calls particularly upon business, labor, government, philanthropy and higher education to take responsibility for parts

of the larger agenda established by the Commission and provide the leadership, energy and dedication to realize it. Reform of the educational and training system will take time and unwavering commitment. It is time to make lifelong learning a national priority.

We, the Commission for a Nation of Lifelong Learners, ask the American people — our citizens, our workers, our families, our leaders — to take up the challenge and resolve to see the next century arrive as one fully embracing comprehensive lifelong learning policies, programs and practices.

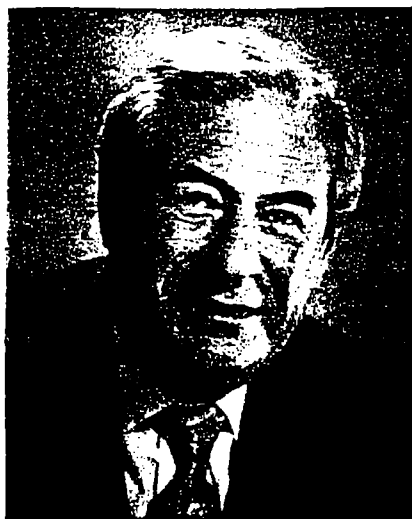
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Appendix A: Biographies of the Commissioners



MORTON BAHR, Commission Chair
President, Communications Workers of America, Washington, DC

Morton Bahr has led the 630,000-member union of the Communications Workers of America (CWA) since 1985. Prior to assuming the top position, Mr. Bahr served for 16 years as CWA vice president and head of the union's largest district. Mr. Bahr also is a vice president of the AFL-CIO, served as a member of the Labor Advisory Committee on Trade Negotiations for the U.S. Trade Representative, a member of the U.S. Advisory Council on the National Information Infrastructure and a member of the Labor Advisory Committee to the National Administrative Office, which oversees the NAFTA labor side agreement. Mr. Bahr's deep interest in lifelong learning stems partly from his own experience. His education was interrupted by World War II. Later, as a CWA vice president, he resumed his studies at night and finally completed his B.S. at Empire State College.



ELOISE ANDERSON
Director of Social Services, State of California

Appointed by Governor Pete Wilson in 1992, Eloise Anderson administers the statewide operations of an agency with more than 4,500 employees and an annual budget in excess of \$16 billion. Previously, Ms. Anderson served at the Wisconsin Departments of Health and Social Services; the Office of the County Executive of Dane County, Wisconsin; the Wisconsin Department of Employment Relations; and the Wisconsin Department of Local Affairs and Development. She has also been active in her communities serving on the University of Wisconsin Hospital Council of Trustees, the Interagency Coordinating Council, and the Governor's Commission on Law Enforcement and Crime. Ms. Anderson did her undergraduate work at Central State University and the University of Toledo and her graduate work at the University of Wisconsin-Milwaukee.



BILL ANOATUBBY

Governor, The Chickasaw Nation, Oklahoma

As the chief elected leader of the 35,000-citizen tribe, Bill Anoatubby has worked to gather and preserve the history and culture of the Chickasaw Nation and its people. Prior to this position, Governor Anoatubby held the office of first lieutenant governor of the Chickasaw Nation. He previously served as special assistant to the governor and controller. President Clinton appointed Governor Anoatubby to serve on the board of trustees of the Morris K. Udall Scholarship and Excellence in National Environmental Policy Foundation. Governor Anoatubby also serves as a member of the National Congress of American Indians. He earned his bachelor's degree from East Central State College in Ada, OK.



THE HONORABLE EVAN BAYH

Former Governor, State of Indiana

Indiana Governor Evan Bayh took office in January 1989 and was elected to his second term in 1992. Since his first years in office, Governor Bayh has led the fight for investment and innovation in education, introducing many education improvement programs for Indiana. Governor Bayh has worked with President Clinton and national education leaders as a member and as chairman of the National Education Goals Panel. He has also served as chairman of the Education Commission of the States and is one of two governors on the National Assessment in Education Panel. Previously, he served as Indiana's secretary of state, after having worked in a private law practice in Indianapolis. Governor Bayh earned his bachelor's degree from Indiana University and his law degree from the University of Virginia. He is currently a partner with the Indianapolis law firm of Baker & Daniels.



CAROLYN H. BECRAFT

Deputy Assistant Secretary of Defense (Personnel Support, Families & Education) Washington, DC

Carolyn H. Becraft has defense-wide policy responsibility for community support on military bases worldwide. Her areas of responsibility include Adult and Continuing Education; Family Programs which include the operation of hundreds of child care centers and family centers, and a worldwide child and spousal abuse prevention program; Transition Support to separating service members; and Morale, Welfare and Recreation. She also oversees the Department of Defense dependent schools which serve 39,000 students stateside and 90,000 students overseas. Ms. Becraft is the executive director of the DoD Quality of Life Executive Committee and Chairs DoD's Community and Family Policy coordinating Committee. She is a member of the President's Interagency Council on Women and serves on numerous other government interagency committees. Ms. Becraft received a B.S. from the University of North Dakota and an M.S. in education from the University of Southern California.



ANTHONY P. CARNEVALE

Vice President for Public Leadership, Educational Testing Service, Princeton, NJ

Dr. Anthony P. Carnevale is vice president for public leadership at the Educational Testing Service (ETS), a private, nonprofit corporation devoted to the fulfillment of human potential and the assessment of human performance, primarily in the field of education. Prior to his appointment at ETS, Dr. Carnevale served as director of human resource studies at the Committee for Economic Development (CED), the nation's largest leading business-sponsored research organization. In 1993, President Clinton appointed Dr. Carnevale as chairman of the National Commission for Employment Policy, and in 1994 Secretary of Commerce Ronald H. Brown appointed Dr. Carnevale to the Board of Overseers for the Malcolm Baldrige National Quality Award. Dr. Carnevale received a B.A. from Colby College and a Ph.D. in public finance economics from the Maxwell School at Syracuse University.



THE HONORABLE LAWTON CHILES

Governor, State of Florida

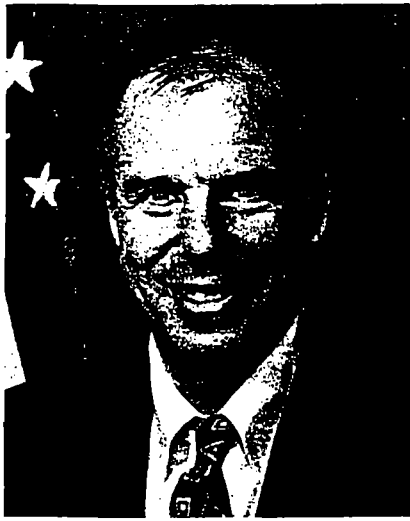
Governor Lawton Chiles became Florida's 41st governor in 1991 after serving as a Florida State Representative, a Florida State Senator and a United States Senator from Florida. During his 18 years of service in the U.S. Senate, Governor Chiles held the positions of chairman of the Special Committee on Aging and chairman of the Senate Budget Committee. Since his 1990 Florida election, Governor Chiles has taken great steps to promote public safety, reform education and improve family health. He has made the needs of classroom students a top priority and has made education accountability a reality in Florida. Governor Chiles earned his bachelor's and law degrees from the University of Florida.



PHYLLIS EISEN

*Executive Director, Center for Workforce Success,
National Association of Manufacturers,
Washington, DC*

Phyllis Eisen is the executive director for the Center for Workforce Success for the National Association of Manufacturers (NAM). Before joining NAM, Ms. Eisen was director of government relations in the management consulting firm of V. J. Adduci. She was vice president of the National Immigration, Refugee and Citizenship Forum and was policy director for Zero Population Growth Inc. Ms. Eisen earned her undergraduate degree in political science at the University of Maryland in 1964 and pursued graduate work in public policy, political science and education at both George Washington University and the University of Maryland.



MELVIN L. GELADE

Commissioner, New Jersey Department of Labor

Melvin L. Gelade was chosen by Governor Christine Todd Whitman to join her Cabinet as commissioner of labor in January 1997. Since his appointment, Mr. Gelade has worked in partnership with other state departments in developing a coordinated approach to School-to-Work, Welfare-to-Work, Job Training and Labor Standards enforcement. Prior to this appointment, Mr. Gelade was an attorney specializing in labor and employment law. He also previously served as state director of the Office of Employee Relations. He received his bachelor's degree from Rutgers University and his law degree from Rutgers Law School.



OLIVER W. GREEN

Secretary-Treasurer, Amalgamated Transit Union, Baltimore, MD

As secretary-treasurer of the Amalgamated Transit Union (ATU), Oliver W. Green is responsible for the maintenance of records and the fiscal operation of the international union. He is the director of the ATU-Committee on Political Education (ATU-COPE), which promotes the legislative agenda of the union on the local and national level, and serves on the board of directors of the AFL-CIO's Secretary-Treasurers' Conference. Before this, Mr. Green served the union as an international vice president, and as financial secretary of the ATU Local #1300 in Baltimore. Mr. Green is a past member of the board of directors of the United Way of Central Maryland and chaired its allocation committee. He has been a member of the board of the A. Phillip Randolph Institute and is a founding member of the National Association of Black Accountants. Mr. Green attended Morgan State University.



STANLEY O. IKENBERRY

*President, American Council on Education,
Washington, DC*

Stanley O. Ikenberry, former president of the University of Illinois, became the 10th president of the American Council on Education in November 1996. Throughout his career, Dr. Ikenberry has been a national leader in higher education. Currently, he chairs the Board of Trustees of the Carnegie Foundation for the Advancement of Teaching. Earlier, he led the boards of the National Association of State Universities and Land-Grant Colleges, the Association of American Universities and the American Council on Education, which he now heads. Dr. Ikenberry served Pennsylvania State University as senior vice president and as professor in the Penn State Center for the Study of Higher Education prior to assuming the Illinois presidency in 1979. He holds eight honorary degrees. Dr. Ikenberry received his B.A. degree at Shepherd College in Shepherdstown, WV, in 1956. His M.A. and Ph.D. degrees were awarded by Michigan State University in 1957 and 1960, respectively.



JEFFREY H. JOSEPH

*Vice President, Domestic Policy, U.S. Chamber of
Commerce, Washington, DC*

Jeffrey H. Joseph directs the policy and development departments which handle most of the Chamber's policy issues. Mr. Joseph is also executive vice president of the Center for Workforce Preparation, a U.S. Chamber affiliate corporation. He also serves as vice chairman of the board of the not-for-profit Community Learning and Information Network (CLIN). He has written, spoken, and testifies regularly on a wide array of business issues. From 1985-1991, he appeared each weekday on ESPN's Nation's Business Today. Mr. Joseph is also an adjunct professor at both the George Washington University and George Mason University. A member of the DC and Pennsylvania bars, he earned his law degree from the University of Baltimore School of Law.



DEBORAH KAPLAN

Vice President, Issue Dynamics, Inc., San Francisco, CA

Deborah Kaplan is a national figure in public policy and the development of the National Information Infrastructure. Issue Dynamics, Inc. (IDI) has well established and positive relationships with the key consumer and constituency organizations that are actively involved in public access to technology. Before coming to IDI, Ms. Kaplan was the director of the Division on Technology Policy at the World Institute on Disability. Ms. Kaplan founded the Disability Rights Center in Washington, DC and served as its executive director for four years. She was also a founder of the Alliance for Public Technology, a coalition of public interest, academic, governmental and civil rights organizations dedicated to promoting the availability and affordability of technology and services for all groups in the society. Ms. Kaplan received her baccalaureate degree from the University of California, Santa Cruz, and her law degree from Boalt Hall at the University of California, Berkeley.



AUGUSTA SOUZA KAPPNER

President, Bank Street College of Education, New York City, NY

Augusta Souza Kappner is the president of Bank Street College of Education, a highly regarded graduate school specializing in teacher education, early childhood education and the training of leaders in education. Prior to her appointment at Bank Street in 1995, Dr. Kappner served as the assistant secretary for Vocational and Adult Education, U.S. Department of Education. She served in the City University of New York as a president of the Borough of Manhattan Community College, the largest of the system's seven community colleges, and as acting president of City College. Dr. Kappner has served on the board of the American Association of Community Colleges and the College Board, is presently chair of the advisory board for the Adult Literacy Media Alliance, serves on the boards of the National Writing Project and the Commission on Higher Education Middle States Association, and chairs the Advisory Board of the Fund for the Improvement of Postsecondary Education. She received her bachelor's degree from Barnard College, her master's degree in social work from Hunter College and her doctorate in social welfare policy from Columbia University.



SARA E. MELENDEZ

*President, INDEPENDENT SECTOR,
Washington, DC*

Sara E. Melendez became president of INDEPENDENT SECTOR, a national forum to encourage giving, volunteering and not-for-profit initiative, in August, 1994. Before assuming this position, Dr. Melendez was president of the Center for Applied Linguistics. She has served as vice provost and acting dean of Arts and Humanities at the University of Bridgeport, CT, and was director of Special Minority Initiatives at the American Council on Education. Dr. Melendez serves on the boards of Quality Education for Minorities, the National Puerto Rican Forum and CIVICUS: World Alliance for Citizen Participation. She is a former trustee of the Educational Testing Service, the Council for Adult and Experiential Learning and the Washington Performing Arts Society. Dr. Melendez earned a B.A. from Brooklyn College and a doctorate from the Graduate School of Education at Harvard University.



JULES O. PAGANO

*Vice President, American Income Life Insurance Co. & Executive Director, Labor Advisory Board,
Washington, DC*

In his positions at the American Income Life Insurance Co., Jules O. Pagano plans, staffs and administers the company's relationship with unions, associations, credit unions and the federal government. Previously, Dr. Pagano served as president of Saybrook Institute (CA), a graduate institution of education; chairman and chief judge of the New York State Unemployment Insurance Appeal Board; vice president of Bard College (NY); provost of Simon Rock College (MA); president of Massachusetts Community College Systems and vice president of Florida International University. Dr. Pagano has also served as executive director of the Adult Education Association; director of Adult Education for the U.S. Office of Education; director of Training for the Peace Corps; and director, Education Department, Communications Workers of America. Dr. Pagano received his doctor of public administration as well as his master's degree from Nova University (FL), Senior Fulbright Scholar, University of London. His undergraduate studies were at St. John's College of Annapolis (MD).



DONALD B. REED

President & CEO, Cabletron Systems, Rochester, NY

Donald B. Reed was named Cabletron's president and CEO in August 1997. Prior to joining Cabletron, he directed NYNEX's regional, national and international government affairs; public policy initiatives; legal matters and public relations as president and group executive. Previously Mr. Reed was president and chief executive officer for NYNEX New England. He serves as a Commissioner of the Global Information Infrastructure Commission and is its Policy Task Force co-chair. Mr. Reed also chairs the Executive Committee of the U.S.-Thailand Business Council which serves to promote trade and investment between the two countries. Mr. Reed serves on the NYNEX Telecommunications Board and is a member of national and regional organizations including the Northeastern University Board of Visitors, the Museum of Fine Arts, Boston, and the National Planning Association. Mr. Reed is a graduate of Virginia Military Institute.



MARILYN SCHLACK

President, Kalamazoo Valley Community College, Kalamazoo, MI

Marilyn Schlack was appointed president of Kalamazoo Valley Community College (KVCC) in October 1982. Prior to this appointment, Dr. Schlack served as executive dean/dean of instruction at KVCC. She has served as chairman of the Board of Directors of the CEO Council and was a member of the Board of Directors of the Michigan Community College Association and of the American Council on Education. Dr. Schlack earned her bachelor of arts and master of arts degrees from the University of Michigan and her doctor of education from Western Michigan University.

Appendix B: Sponsoring Organizations

The Project for a Nation of Lifelong Learners

REGENTS COLLEGE of Albany, NY, provides a way for working adults, who cannot attend conventional colleges full time because of business or family responsibilities, to earn accredited degrees in a variety of areas in the fields of business, the liberal arts, nursing and technology. The college serves 60,000 adult learners every year in every state in the country and awards more than 5,000 associate and baccalaureate degrees annually. Students study at a distance at their own pace and combine college courses, proficiency examination results, and courses taken through business and industry and the U.S. military in earning their degrees. Regents College, a private institution, was founded by the New York State Board of Regents in 1971. It is the country's first "virtual university."

AMERICAN COUNCIL ON EDUCATION (ACE), the umbrella organization for higher education, has championed lifelong learning for more than 50 years. Through policy statements, studies and reports, and particularly by establishing the Center for Adult Learning and Educational Credentials, ACE has advocated greater opportunities for adults. Today, as a leader in the adult learning community, the center provides evaluation services to business and industry, labor unions, associations, government agencies and the military services; develops the GED tests; monitors educational credentialing practices nationwide; and supports public policy initiatives related to lifelong learning. The center's headquarters is in Washington, DC

EMPIRE STATE COLLEGE of the State University of New York offers opportunities to pursue an associate, bachelor's or master's degree in a variety of programs. More than 40 convenient study locations throughout the state and the option of pursuing a degree in one's own home or workplace, through distance learning, offer adults the flexibility they prefer. Empire State emphasizes an individualized education, in which students work one-on-one with a professor to meet educational needs and craft a degree program uniquely suited to the students' educational and professional backgrounds. Students may also transfer work done at other accredited colleges and credits may be assessed for learning gained through work and other life experience. Empire State is the host for the National Center for Adult Learning, a multi-institutional collaboration fostering lifelong learning opportunities and the policies and programs which support them.

COUNCIL FOR ADULT AND EXPERIENTIAL LEARNING (CAEL) is a national, non-profit organization devoted to expanding lifelong learning opportunities for adults and advancing experiential learning and its assessment. Among its many roles, CAEL serves as a consultant to employers developing relevant education strategies and learning systems. CAEL also designs and administers workforce education programs, develops and advocates related public policy strategies, and supports educational institutions and professionals in adult learning. CAEL uses its expertise to help colleges, universities and other educational institutions, corporate entities, labor unions, the private sector and government adopt policies and practices that enhance the ability of society to provide educational opportunities. CAEL's headquarters is located in Chicago.

Appendix C: Schedule of Commission Meetings and Events

Feb. 12, 1996

Inaugural Commission Meeting
Washington, DC

May 15, 1996

Commissioners visited the NYNEX Corporate
College Program and NYNEX Next Step
Program, New York City, NY

Oct. 24-25, 1996

Full Commission Meeting
Washington, DC

Dec. 2, 1996

Public Forum/Technology
University of California at Davis
Davis, CA

Feb. 6, 1997

Public Forum/Citizenship
Miami-Dade Community College
Miami, FL

Feb. 11, 1997

Forum/College Presidents
American Council on Education
Washington, DC

March 5, 1997

Public Forum/Demographics
Bill Priest Institute for Economic Development
Dallas County Community College District
Dallas, TX

March 13, 1997

Public Forum/ Economy
Graduate School of Business Conference
Center
University of Chicago
Chicago, IL

May 22-23, 1997

Full Commission Meeting
Washington, DC

Sept. 16, 1997

Full Commission Meeting
Washington, DC

Nov. 16-19, 1997

National Conference Presentation of Report
and Recommendations
Mayflower Renaissance Hotel
Washington, DC

Appendix D: Forum Presenters

Public Forum/Technology

University of California, Davis
Davis, CA
Dec. 2, 1996

Donald Burke
*Senior Staff Associate, Directorate for Education
and Human Resources National Science
Foundation*

Sally Johnstone
*Director, Western Cooperative for Educational
Telecommunications*

Morris Keeton (submitted statement)
*Director, Institute for Research on Adults in
Higher Education, University of Maryland
University College*

Erwin Kelly
*Professor of Economics, California State
University, Sacramento*

Charles Lacy
*Dean, University Extension, University of
California at Davis*

Harry Matthews
*Professor of Biological Chemistry, School of
Medicine, University of California at Davis*

James May
*Assistant to the President on Technology and
External Affairs, California State University,
Monterey Bay*

David Mertes
International Community College

Donald Norris
President, Strategic Initiatives Inc.

Susan Palmer
*Market Manager, Deaf and Disabled Services,
Pacific Bell*

Marion Reid (submitted statement)
*Dean, Library and Information Services,
California State University, San Marcos*

Joseph Rodota
*Deputy Chief of Staff, Governor's Office,
Sacramento, CA*

William Storey
*Chief Policy Analyst, Academic Programs,
California Post-Secondary Education Commission*

Richard Walters
*Department of Computer Science, University of
California at Davis*

Ralph Wolfe
*Executive Director, Western Association of Schools
and Colleges, Mills College*

Public Forum/Citizenship

Miami-Dade Community College
Miami, FL
Feb. 6, 1997

Lynn Barnett
*Director of Community Development, American
Association of Community Colleges, Service
Learning Clearinghouse*

Javier Bray
*Coordinator of Education, Cuban American
National Council*

Bruce Carswell
Senior Vice President, Retired, GTE Corporation

Robert Deahl
*Dean, College of Professional Studies, Marquette
University*

Julie A. DeCosse (submitted statement)
3M Engineering Administration Services

Robert Exley
*Wolfson Campus, Miami-Dade Community
College*

John Gantz
Chief, DANTES, Troops to Teachers

Edwina Hoffman
*Instructional Supervisor, Adult and Community
Education, Dade County Public Schools*

Fred B. Holman (submitted statement)
*Dean, Continuing and Adult Education, St.
Thomas University*

J. Barry Jones
*Vice President for Academic Affairs, Florida
National College*

Linda Kern
*Education Director, Mayor's Commission on
Literacy Equipped for the Future, Philadelphia, PA*

Jackson Kytle
*Dean and Vice President, Vermont College of
Norwich University*

Marilyn Lenard
President, Florida AFL-CIO

Patricia Mackey-Stone
Executive Director, National Employer Leadership Council

Peter Manheimer
Director, Office of Disability Services, Florida International University

Robert McCabe
Senior Fellow, League for Innovation in the Community College

David Millman
Director, Institute for Retired Professionals, Nova Southeastern University

Peter K. Mills
Executive Director, Continuing Education, Nova Southeastern University

Robin Reiter
Senior Vice President, Bank Atlanta

Ruth Shack
President, Dade Community Foundation

Sondra Stein
Equipped for the Future Initiative, National Institute for Literacy

Sharon Taylor
Associate Dean and Director, School of Continuing Studies, University of Miami

Susan Traiman (submitted statement)
Director, Educational Initiative, National Alliance of Business

Urban Whitaker (submitted statement)
San Bruno, CA

Forum/College Presidents

American Council on Education
Washington, DC
Feb. 11, 1997

Patricia O'Donnell Ewers
President, Pace University

James W. Hall
President, Empire State College of the State University of New York

Edison O. Jackson
President, Medgar Evers College, City University of New York

Augusta Souza Kappner
President, Bank Street College of Education

Sister Karen Kennelly, C.S.J.
President, Mount St. Mary's College

M. Peter McPherson
President, Michigan State University

T. Benjamin Massey
President, University of Maryland, University College

Judith A. Ramaley
President, Portland State University

Ted Sanders
President, Southern Illinois University

Linda Thor
President, Rio Salado Community College

C. Wayne Williams
Executive Director, Regents College

Public Forum/Demographics

Bill Priest Institute for Economic Development, Dallas County Community College District
Dallas, TX
March 5, 1997

Ray Bishop
Senior Policy Specialist, Administration for Children and Family Services, Texas Department of Health and Human Services

Blair Blackburn
Dean, College of Adult Education, Dallas Baptist University

Patricia Brewer (submitted statement)
Alliance Regional Conversation, Sinclair Community College

Sarah Castile
Adult Learner, Florence, AL

Richard Douglas
President, Greater Dallas Chamber of Commerce

Susanne Dumbleton
Dean, School for New Learning, DePaul University

Lew Ellingson
Vice President, Training Partnerships Inc.

Diana Halfman
Catholic Charities, Dallas, TX

Morris Keeton
*Director, Institute for Research on Adults in
Higher Education, University of Maryland,
University College*

Wright L. Lassiter (submitted statement)
President, El Centro College

Robert Prisuta
*Director, Demography and Trends Analysis,
Research Division, American Association of
Retired Persons (AARP)*

James Scheibel
*Vice President and Director, National Senior
Service Corps, Corporation for National Service*

Public Forum/Global Economy

Graduate School of Business Conference Center University of Chicago March 13, 1997

George Becker
*International President, United Steelworkers of
America*

Karen Belluomo
President, Operation ABLE

Robert Crook and Joanna Wragg
*Co-Chairs, Work Force Development Committee,
Bank Atlantic*

James Eanes
*Assistant Vice President, Educational Services
Division, ACT, Inc. (formerly American College
Testing Inc.)*

Jeffrey Faux
President, Economic Policy Institute

Stephen Freedman
*Dean, Mundelein College, Loyola University of
Chicago*

Phoebe K. Helm
President, Harry S. Truman College

Roger Ingram
*Director, Research and Development, Alliance for
Employee Growth and Development*

Davis Jenkins
*Chicago Manufacturing Center and College of
Urban Planning and Public Affairs, University of
Illinois, Chicago, IL*

Alan Knox
*Professor of Adult/Continuing Education,
Department of Continuing and Vocational
Education, University of Wisconsin*

Ronald Lyons
President, Stewart Brothers Paint Company

Joe Perkins
President-Elect, AARP

Bruce Philips
Office of Advocacy, Small Business Administration

Robert Pleasure
*Assistant to the President for Education and
Training, AFL-CIO*

Public Policy Council (submitted statement)
*Policy and Public Affairs Division, American
Society for Training and Development*

Steven Sheetz
*Managing Director, Professional Development,
Eastern Region, Bank of America*

Salme H. Steinberg
President, Northeastern Illinois University

Pamela Tate
*President, Council for Adult and Experiential
Learning*

Jose Emidio Teixeira (submitted statement)
*Manager of Social Relations, Rhodia, S.A. (Rhône-
Poulenc Group), Brazil*

Ronald Temple
Chancellor, City Colleges of Chicago

David Voight
*Director, Small Business Center, U.S. Chamber of
Commerce*

Appendix E: Conference Planning Committee

Jane Altes*
Consultant to Regents College

William Draves
Learning Resource Network (LERN)

Marilyn Geary
*Council for Adult and Experiential Learning
(CAEL)*

Marie Gerhardt
Conference Coordinator

Marshall Goldberg*
*The Alliance for Employee Growth and
Development*

Hugh Hammett
Empire State College

Andrew Hartman*
The National Institute for Literacy

Robert Hatheway
R/JH Associates

Steve Kime
Servicemembers Opportunity Colleges (SOC)

Timothy Lehmann*
National Center on Adult Learning

Sam Leiken*
*Council for Adult and Experiential Learning
(CAEL)*

Harmon Lisnow
Institute for Career Development

David Lutz
*ACT, Inc. (Formerly American College Testing
Program)*

William Maehl
Commission Principal Investigator

Catherine Marienau*
*The Alliance (An Association for Alternative
Degree Programs for Adults)*

Helen McBride *
*Council on Adult and Experiential Learning
(CAEL)*

Dale Meyers*
Association for Continuing Higher Education

Elena Morris
The College Board

Steve Nunes
*Council on Adult and Experiential Learning
(CAEL)*

Paula Peinovich*
Regents College

Edward Schroer*
Coalition of Lifelong Learning Organizations

Gary Smith*
*The Alliance (An Association for Alternative
Degree Programs for Adults)*

Pamela Tate
*Council for Adult and Experiential Learning
(CAEL)*

C. Wayne Williams
Regents College

* Participation on the program planning and/or
marketing subcommittee

Appendix F: Acknowledgments

The Commission for a Nation of Lifelong Learners expresses its appreciation to those individuals representing the sponsoring institutions: C. Wayne Williams, project director, from Regents College; James W. Hall and Paul Shiffman from Empire State College of the State University of New York; Hank Spille and Susan Robinson from the American Council on Education; Pamela Tate from the Council for Adult and Experiential Learning; and Robert Kinsinger, former chair of the Board of Overseers at Regents College.

The Commission is grateful to the staff for all of their work on this project, including William H. Maehl, principal investigator of Maehl Associates; Timothy Lehmann, director of the National Center on Adult Learning at Empire State College; Jane Altes, director of the Commission's public forums; and Marie Gerhardt, conference and event coordinator at Regents College.

Many other individuals provided essential support for the Commission's work: Paula Peinovich, Carole Coyne, Nancy Fisher, Judy Nunziato and

William Stewart of Regents College; Robert Hatheway and Carol Gaughan of RJH Associates; Tom Root of Maehl Associates; Judy Richards of the National Center on Adult Learning; Beverly Barnes and Ilene Penn of Podesta Associates; Pamela Sawchuk of Sawchuk, Brown Associates; and Steve Nunes, Samuel Leiken, Helen McBride and Thomas Flint of the Council for Adult and Experiential Learning.

The Commission is especially grateful to all those individuals and organizations who came to the public forums and presented testimony and to those who submitted statements for our consideration. These presentations and statements provided very important perspectives and information about many lifelong learning programs and activities that improved the quality of this report.

Ordering Information

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21st Century Skills for 21st Century Jobs

A Report of the U.S. Department of Commerce,
U.S. Department of Education, U.S. Department of Labor,
National Institute for Literacy and Small Business Administration

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