Approved: _____
Date

MINUTES OF THE HOUSE COMMITTEE ON EDUCATION.

The meeting was called to order by Chairperson Rick Bowden at 3:30 p.m. on January 27, 1992 in room Room 519-S of the Capitol.

All members were present except:

Committee staff present:

Ben Barrett, Legislative Research
Avis Swartzman, Revisor of Statutes Office
Shirley Wilds, Committee Secretary

Conferees appearing before the committee:

Representative Georgia Bradford
Dr. Dennis Thompson, Superintendent
Mark Tallman, Kansas Association of School Boards
Dr. Michael Barricklow, Assistant Superintendent, Rose Hill USD 394
Mr. Harold Beedles, President, Rose Hill 394
Mr. David L. Walter, Superintendent, Valley Heights 498
Mrs. Beverly Dumler, Director, Community Education
Connie Hubbell, Kansas State Board of Education
Craig Grant, KNEA
Kay Coles, KNEA
Pat Baker, Kansas Association of School Boards
Brilla Scott, United School Administrators
Connie Hubbell
Representative Darlene Cornfield
Kenda Bartlett, Concerned Women of America
Alan L. Phipps
Ron Samuels
Steve Graber, The Rutherford Institute

The meeting was called to order by Chairman Rick Bowden.

Chairman Bowden announced to the committee the value of a memorandum from Ed Ahrens in Legislative Research showing the state aid to local units of government. Mr. Bowden told the committee they may find this to be helpful when talking with constituents and concerns they may have.

Chairman Bowden said he received a letter from Governor Finney on Friday, January 24, inviting the Education Committee to meet in her office at 8:00 a.m. Thursday, January 30.

Chairman Bowden announced hearings on school finance will be held February 4, 5 and 6 in committee. A bill will be ready by the end of the week and the agenda will hold public hearings on the Governor's Task Force on school finance proposal and the Governor's bill. The bill will be introduced by the end of this week or early next week. He will determine the time schedule for the hearings in accordance with the number of conferees, emphasizing the need to allow ample time for everyone who wishes to address this issue.

It was moved by Representative Crumbaker and seconded by Representative Empson that when Ms. Swartzman has completed the bill draft that it be introduced as a committee bill. Motion carried. Representative Robin Jennison opposed.

Hearing on HB 2475:

Representative Georgia Bradford. Representative Bradford noted the committee has a letter from Dr. Dennis G. Thompson, President of the Kansas Community Education Association and Superintendent to Satanta USD 507. (See Attachment #1.)

Representative Bradford said community education empowers the community not only to identify their problems, but to solve their problems. She said the KCEA requests that HB 2475 be revised to change the

funding mode, asking that the Legislature appropriate no less than $75,000 for each of the ten education service centers. (See Attachment #2.)

Representative Bradford showed a video to the committee presenting the outcomes of community education in Rose Hill, Derby and Wichita, which indicated they had excellent programs in place. The video explained a myriad of courses available to all in the community.

Dr. Michael Barriklow. Dr. Barriklow stressed that schools of the future must have skills that really impact and affect students lives today and in the future. (See Attachment #3.)

Mr. Harold Beedles. Dr. Beedles gave a handout to the committee showing the demand of the Rose Hill School for community education programs and the growth developed over the past four years. (See Attachment #4.)

Mr. David Walters. Mr. Walters said $26,000 was spent last year on community education courses at Valley Heights Community Education. He presented a handout to the committee, showing the various courses and interests for all ages (3 to 87) offered to his community. (See Attachment #5.)

Mrs. Beverly Dumler. Ms. Dumler said she is proud of their community education program, citing community members and businesses donate funds to help keep the program going (and growing). She said they have one part-time director and volunteers to carry out their mission.

Mark Tallman. Mr. Tallman says KASB's position on HB 2475 is 1) they support the concept of "community education" in Section 1(a) of the bill; 2) support the voluntary nature of the bill, allowing school boards to determine how and when such concepts should be best incorporated into each district, and 3) they oppose the funding mechanism, because such funding would be unequal. (See Attachment #6.)

Craig Grant. In support of HB 2475, Mr. Grant said the bill should give enough structure to school districts that they can establish a process to utilize community resources for the improvement of life for all members of a community. (See Attachment #7.)

Connie Hubbell. Ms. Hubbell said the State Board of Education has spent a great deal of time developing their strategic plan entitled, "Kansas Schools for the 21st Century," which supports the community education act . In the handout to the committee, Page 2 gives a synopsis of community-centered education. (See Attachment #8.)

Chairman Bowden recognized Mr. John Myers, National Conference of State Legislatures, in the audience. Mr. Myers gave brief comments to committee, stating he would be available for a short time today to talk with any committee members. He announced that he and Mr. John Augenblick will appear before the Education Committee on February 11 to discuss school finance.

Hearing on HCR 5035:

Representative Sandy Praeger. Representative Praeger said that education reform and restructuring are critical topics for legislative discussion and action in order to meet the changing needs of the world economy and the changing workforce. In offering support for this resolution, she gave the committee a book entitled The Business Roundtable Participation Guide: A Primer for Business on Education, an article The 21st Century; and testimony outlining reasons for her support. (See Attachments 9, 10 and 11.)

Chairman Bowden said in view of the fact that he had received several phone calls in opposition to this bill, he wanted to verify the bill's language: 1) It is voluntary - local communities are simply being encouraged to establish a group of individuals to determine the role and mission of the schools with respect to the service delivery system of the programs to the children in the schools; 2) the concern was that children in communities all across the state, urban and rural, who are qualified for certain services and programs and are not being provided those service perhaps for a variety of reasons, but one may be that the parents are not aware of the existence of the program; 3) the schools have access to the children and most probably can best identify the needs of the children. Representative Praeger said this is all correct.

Kay Coles. On behalf of KNEA, Ms. Coles offered suggestions for enhancing this resolution. *"Be it resolved by the House of Representatives of the State of Kansas, the Senate concurring therein:* That, in the 1992-93 school year, community leaders are urged to initiate first a conversation in each school building to redefine the dual academic and social mission of that school in keeping with the needs of students in that school. Such a conversation should involve parents, teachers, administrators, social service providers, and any others who are directly involved in the individual school."

In addition, Ms. Coles suggested that on page 2, lines 5-13, include more organizations than those listed. (See Attachment #12.)

Patricia E. Baker. Ms. Baker cautions against creation of more committees, commissions and study groups without complete information on what is currently occurring in our school district. (See Attachment #13.)

Brilla Scott. Ms. Scott, speaking on behalf of USA, said they are in support of HCR 5035. (See Attachment #14.)

Connie Hubbell. Ms. Hubbell said this resolution would be helpful to the State Board and schools in showing their support for the involvement of all members of the community in the development of 21st Century schools. (See Attachment #15.)

Representative Darlene Cornfield. Representative Cornfield spoke in opposition to HCR 5035, stating the public schools' primary mission is educating the children. She gave the committee six letters from constituents writing in opposition. She said she supports the philosophy offered in this correspondence. (See Attachment #16.)

Kenda Bartlett. Ms. Bartlett said that this resolution recommends that the school become even more involved in areas of social services. (See Attachment #17.)

Alan Phipps. Mr. Phipps, a self employed rancher from Chase County, recommended that we work together to improve the academic outcome of every student, instead of initiating a new "conversation" to try to redefine the schools' mission. (See Attachment #18)

Ron Samuels. Mr. Samuels said he is strongly opposed to this resolution and agrees with testimony presented by Alan Phipps.

Steven W. Graber. Mr. Graber stated the fatal flaw in the tenor of the this resolution is that it assumes the belief or intentions of the "state" control and are relevant. The controlling and relevant beliefs are those of t parents of the children that might be forced to participate in a program that violates their conscience. Mr. Graber states this is ignored in HCR 5035. (See Attachment #19.)

Representative Steve Wiard is on record as being in opposition to Mr. Graber's testimony and strongly disagrees with Page 3, paragraph 4 regarding sex education.

Chairman Bowden announced there will be committee action early tomorrow on two bills.

Representative Sherman Jones moved that the January 21 and January 22 Minutes be approved, seconded by Representative Reinhardt. Motion carried.

The next meeting is scheduled for February 28 in Room 519-S

Upon completion of its business, the meeting was adjourned at 6:00 p.m.

DATE January [illegible]

GUEST REGISTER

HOUSE

EDUCATION COMMITTEE

NAME	ORGANIZATION	ADDRESS
[illegible] Dimler	Basehor-Linwood Community	[illegible] Bonner Springs KS 66007
Don L. Dimler	" "	1904 N 155 Bonner KS 66007
Gilbert A. Farmer	Jeff Co Comm Education	Rt 1 Box 543 Meriden Ks 66512
[illegible]	[illegible]	
[illegible]	[illegible]	
Craig Grant	K-NEA	
[illegible]	Rutherford Institute	
Kenda Bartlett	CWA of KS	Leavenworth
Ron [illegible]	Self	Rt 2 Box 59B Emporia KS
[illegible]	Self	[illegible]
Bella Scott	USA	Topeka
Katherine [illegible]	USA	Topeka
Ron [illegible]	Kansas Seniors Press Assn. [illegible]	[illegible]
Pat Baker	KASB	Topeka
Mark Tallman	KASB	Topeka
Susan [illegible]	KS [illegible]	[illegible]
Rick [illegible]	Governor Off.	
[illegible]	SQE	Topeka

#1

January 27, 1992

House Education Committee
Chairperson Bowden
Capitol Building
Topeka, KS 66603

Dear Chairperson Bowden and Members of the Education Committee:

As President of the Kansas Community Education Association and a long time supporter of community education, I would like to express my support for House Bill 2475-Community Education System. I would rather be there to support it in person but due to the distance and other commitments this will have to do.

In my work with community education over the years I have had the opportunity to be involved at the national level and see the benefits that the community education process has on the overall effect of the education system. At both the local, state and national level, community education is involved in implementing the goals of America 2,000. Enabling legislation in Kansas is needed so educators in our state will have the opportunity to empower their communities to be involved in making sure our schools are utilized to their potential. In many of our communities the only place this can happen is at a neighborhood school.

Utilizing the regional service centers thoroughout our state will maximize training opportunities in the community education process without excessive travel costs and the time lost in the travel. We have the training expertise in the state, it is just not having the enabling ability in the districts that is keeping each district from utilizing it.

Sincerely,

Dennis G. Thompson

Dennis G. Thompson, Superintendent
Satanta USD 507

Education
Attachment #1
1/27/92

#2

THE EMPOWERED COMMUNITY RELEASES ITS RESOURCES: A KANSAS MODEL FOR STRATEGIC CONTROL OF CHANGE

BY

GEORGIA WALTON BRADFORD, ED.D.
KANSAS LEGISLATOR, 94TH DISTRICT
1012 BAYSHORE DRIVE
WICHITA, KANSAS 67212
(316) 945-0876

Education
Attachment #2
January 27, 1992

This information has been developed and prepared by Georgia W. Bradford. Permission is given by the author to reproduce the information without permission. Her belief is that information for building community support must be shared when times are "tough." She expresses her gratitude for all other authors, community groups and practitioners in the field of Community Education who have worked with and through community groups to develop replicatable programs and processes. Please write to her and report your outcomes. Invite her to lead seminars and conferences to activate your local advisory councils, Boards of Education, school administration and staff members.

Attach # 2-2

COMMUNITY EDUCATION:

DEFINITION

COMMUNITY EDUCATION is a philosophy that pervades all segments of educational programming and directs the thrust of each program toward the needs of the community. The school serves as a catalytic agent providing support to community leadership to mobilize the community toward school/community improvement. This marshalling of all forces in the community brings about NEEDED CHANGE and the STRATEGIC CONTROL OF CHANGE.

PHILOSOPHY

Central to the process of COMMUNITY EDUCATION is the notion of participatory democracy - that informed citizens can be trusted to make wise decisions about matters that affect them directly.

PURPOSE

Community Education will cause the interaction among diverse populations for sharing and working through issues. It will seek to coordinate education, recreation, and social service providers in the community to better serve community residents and improve the quality of life for all. It will provide the process and framework for debating issues, for the search for consensus, for the search for creative program alternatives.

CHARACTERISTICS

* IMPROVES the QUALITY of LIVING here and now,
* USES the COMMUNITY as a LABORATORY for LEARNING,
* MAKES the SCHOOL PLANT a COMMUNITY CENTER,
* ORGANIZES the CORE CURRICULUM around the PROCESSES and PROBLEMS of LIVING,
* INCLUDES LAY PEOPLE in SCHOOL POLICY and PROGRAM PLANNING,
* LEADS in COMMUNITY COORDINATION,
* PRACTICES and PROMOTES DEMOCRACY in all HUMAN RELATIONSHIPS,
* PROVIDES THE PROCESS FOR LEARNING OF ONGOING CHANGE, and
* PROVIDES STRATEGIC CONTROL OF CHANGE.

Attach # 2-3

REPRESENTATIVE LEADERSHIP:

In school-based Community Education development, councils represent agencies, groups and businesses within each of the areas of the school district indicated by the name and the geographical location of the councils. Many council members are appointed by their clubs and/or agencies; many self-select. Administrative Leadership is usually funded through mill levy support through the general fund of the school district.

In community-based Community Education development, councils are developed exactly as they are above in the school-based concept; however, funding for leadership may be derived through any other source whether public (civic) or private (grant) funding. Limitation may be put on council membership since the membership is representational of all segments of the funding area.

A Community Education Foundation Board of Directors (501-c-3 organization) reflects the same kind of representation; however, the elected membership of the Board is based on a willingness to serve and to run for election. This board is a repository for funds collected by community groups for any reason (usually benevolent); funds are kept in a line item accounting process.

The nine member Board of Directors are volunteers who are elected to three year terms unless someone moves or resigns. The immediate past president remains on the board for one year if he/she is due to go off the board making the board a ten member board for that one year. An open position may be filled by the current Board or during an annual election for the balance of the years left in the term.

Any member of the councils may be a member of the Foundation by paying the membership fee (if there is one). Bylaws provide for an annual meeting each year (at the end of the fiscal year) at which time awards presentations are made to volunteers and teachers who participate in the enrichment courses.

COUNCIL DEVELOPMENT

The PROCESS aspects of community education refer to the interaction among individuals, organizations, agencies, and institutions in a community working toward positive solutions. This interaction focuses on a response to community needs for change, need for problem-solving, or concerns. It is the process of linking resources to provide community/school improvement while using community involvement.

The PROGRAM aspects of community education develop as a result of the interaction mentioned above. The process of linking resources provides community improvement while it uses community involvement to develop programs which lessen the social impact on schools.

Structurally, PROCESS/PROGRAM is done through a representative community group which becomes a permanent council. The council may meet once or twice monthly. The work of a council may give impetus to the establishment of other, more specialized ad hoc groups (whether neighborhood or civic related). The representative membership is either by self appointment or by formal appointment from locally recognized groups in the area in which the council is established. The membership in a council may rotate each year.

PROCESS includes the effort to . . .

MAKE CHANGES WHICH IMPACT LIVES

AND INSTITUTIONS AFFIRMATIVELY.

With interagency cooperation, groups are concerned with maximizing the availability and effectiveness of services within the community. Some efforts require little more than verbal agreements; others may require more formal multiple-agency agreements for the sharing of responsibility, determining liability, and the allocation of personnel. Usually, the outcome of interagency cooperation is new or different forms of community service.

It is through "PROCESS" that community education groups exercise power in achieving their goals. Power is based on the collective influence of its members or on the credibility of the various organizations represented. This power is based on the ability to convene groups around critical community issues.

Attach # 2-5

I. COMMUNITY EDUCATION ADVISORY COUNCILS:

A. WHY USE THEM? THEY ARE A VALUABLE RESOURCE TO -

1. Provide a COMMUNITY FORUM,

2. Provide GRASS ROOTS NEIGHBORHOOD AND REPRESENTATIVE COMMUNITY ACTION,

3. **DEFINE GOALS**,

4. Provide STRATEGY FOR COMMUNITY PROBLEM-SOLVING, AFFIRMATIVE CONTROL OF CHANGE, AND ENCOURAGEMENT OF COMMUNITY,

5. TAKE ACTION ON COMMITTEE WORK,

6. Provide COMMUNITY MEDIATION, SANCTIONS, LINKAGES OF RESOURCES, AND COMMUNITY/SCHOOL CELEBRATIONS,

7. INFORMS/INVITES THE BOARD OF EDUCATION: of actions, of need for POLICY CHANGES, of need for APPROVAL OF WELL-THOUGHT OUT PROGRAMS, and of REGULAR UP-DATES OF ACTIVITIES AND EVENTS.

B. COMMUNITY EDUCATION IS A PRACTICE WHICH INCLUDES ALL PEOPLE IT DOES NOT PRACTICE EXCLUSIVITY IN ANY RESPECT.

1. Council members are REPRESENTATIVES from all areas of the school district or community (clubs, organizations, civic agencies, churches, institutions).

2. Council members may be self-selecting.

C. RULE OF THUMB - EVERYONE GETS MORE THAN THEY GIVE!

II. COMMUNITY EDUCATION ADVISORY COUNCIL COMMITTEE ACTIVITY:

A. Committee action includes all of the following:

1. **REFINE GOALS.**

2. Set OBJECTIVES.

3. Build ACTION PLANS.

4. Make RECOMMENDATIONS (which will be approved by the council)

5. ACHIEVE the GOALS

6. Take CREDIT for the completion of the project or program.

Attach #2-6

III. WORKING WITH COMMUNITY EDUCATION ADVISORY GROUPS/COUNCILS:

A. Councils must decide upon a day and time they will meet, it should be the same time every month.

B. People learn or respond when they are engaged with energy, feeling, involvement!

C. Set the ANTICIPATION LEVEL OR PRECURSOR TO BRAINSTORMING:

1. ORGANIZE YOUR AGENDA IMPECCABLY:

a. DIRECTOR OF COMMUNITY EDUCATION/ADMINISTRATOR:

(1) Talks with all people/groups/committees who may have agenda items and determines with the Council Chairman where reports, action or discussion items will be placed on the agenda.

(2) Collects and provides copies of committee reports if they are available.

(3) Provides written information which is new and interesting. (State, Regional, National).

(4) Provides an updated CALENDAR OF EVENTS.

(5) Provides time for FUN.

(6) Provides time for an inspirational thought or expression of feeling.

(7) Limits the total amount of time of the meeting.

b. COUNCIL CHAIRMAN/PRESIDENT:

(1) Meets with the Administrator whenever it is convenient in advance of the meeting to consider and plan the details of the agenda.

(2) Meets with committees if the issue/problem it is possible. (All issues/problems identified as goals will be sufficiently important to cause the Chairman to want to meet with the committees; however, it is not always possible. The Administrator/Director of Community Education must be in close proximity to the meetings of the committees if not in attendance.)

(3) Is cognizant of all committee reports before the meeting begins.

2. ORGANIZE YOUR MEETING ROOM:

a. Provide plenty of space so that everyone is in the same larger group.

b. Serve refreshments informally.

c. Set a table outside the meeting room or just inside the door with all pertinent reports and information which people will collect as they enter the room.

d. Allow people to sit wherever they want to sit as long as they are in the larger group (around the tables or in the circle).

3. ELEVATE EVERYONE TO THE SAME FEELING LEVEL BY EXTRACTING A FEELING RESPONSE: (IDEAS FOLLOW)

a. Have everyone sit in a large square around tables or in a large circle.

b. Have everyone introduce himself and answer a foolish question. (People may share funny experiences or they may have sincere feelings which they each need to share - let them do it!)

c. Tell a joke or an inspirational story (serendipity may take care of this, but don't depend on it).

d. If things get out of hand, use a "pattern interrupt." Diffuse an issue in a manner that will bring the group back to the same feeling level.

IV. BRAINSTORMING

V. SETTING OBJECTIVES

VI. DEVELOPING ACTION PLANS

Attach #2-8

OUTCOMES OF

COMMUNITY EDUCATION

Communities that formally adopt community education as a way of life have the tools to attack many difficult problems. These communities exhibit the following characteristics:

1. Someone has an official leadership role in coordinating the various community and school affairs.

2. Volunteers help deliver community services.

3. Businesses work in partnership with schools to improve student learning as well as to expand economic development.

4. Civic and public agencies and institutions cooperate to deliver improved services to the total community.

5. Public school facilities are used by community members of all ages.

6. Parents are involved in their children's learning and in school governance.

7. Community resources, material and human, are used to enhance and enrich the schools' curriculum.

8. Educational alternatives are available for students with special problems and special talents.

9. Lifelong learning opportunities are available for learners of all ages, backgrounds, and needs.

10. Large numbers of citizens are participating actively to help identify and solve community problems.

WHEN THE CHARACTERISTICS ABOVE ARE OBSERVED, POSITIVE RESULTS ARE NOT FAR BEHIND:

* Schools and other community agencies are more responsive to parents and other community members.

* An improved learning climate and increased student achievement are evident in the schools.

* Broad-based community support exists for schools and for other community agencies.

* The community works together to try to solve its problems.

Attach # 2-9

USD 260'S
COMMUNITY EDUCATION OUTCOMES

I. DIVERSE EDUCATIONAL SERVICES: The following programs have been developed by three Community Education councils.

a. **Night High School:** Begun through Community Education as Adult Night High School and has been expanded to include regular high school students. Part of the Adult programs to bring youth and adults who "dropped" out of school back for diplomas. This program may be altered in 1991/1992 because of the need to raise fees.

b. **Adult Diploma Programs:** Includes three possible avenues to a high school diploma (Derby High School, USD 260, GED). Course offerings are via classroom at night, and the Independent Learning Center at McConnell AFB (taught "one on one").

c. **ESL/ABE/GED:** Established in 1985 using lay tutors for the "one on one" concept in providing readiness for testing. Now with the partnership with USD 259, the program is well-developed in the Oaklawn area and is housed at the Cottage Grove Baptist Church.

GED COMPLETIONS: 1989 - 46, January to December

1990 - 52, January to September

1991 - 58, Sept. 1990 to June 30, 1991

d. **USD 260 High School Diploma:** Developed in 1985 to meet the needs of adults returning to school. Uses the GED tests as the basis with state and Board of Education required courses to create the adult diploma. Is available to youth less than 18 upon a prescriptive process authorized through a high school principal.

230 USD 260 HIGH SCHOOL DIPLOMAS AWARDED SINCE 1985

e. **College Satellite Program:** Developed to assist with the raising of educational levels of people who are unable to travel to a university setting. Surveys were conducted to determine the need in cooperation with The Wichita State University (WSU), Butler County Community College (BCCC), and Kansas Newman College (KNC). In FALL 1990 the multi-delivery system was put into place for students in the USD 260 regions. There are still problems which must be settled at the state level if the program is to be successful. This program has the potential of being replicated in any school district anywhere in the state.

Attach # 2-10

f. **Networking Coordination for Disadvantaged Youth:** Research shows that we know "what" creates "at risk" or "disadvantaged" youth; it also shows that little has been done to find resources within the community to provide assistance vocational, educational, economic, and social areas. USD 260 has a grant for 90-91 to develop resources using community groups and businesses. A new grant to the City of Derby has been submitted in hopes of continuing the program. It is now thought that in-depth counseling will be necessary to off-set the "feelings of failure" among youth who have been expelled or have dropped out.

g. **Latchkey:** Was a pilot program in 89/90. Was accepted as a USD 260 program for 90/91. Provides a low cost "safe haven" for unsupervised youngsters. Hope is to implement a new latchkey program at Cooper Elementary School in Fall 1991.

h. **Teen Center:** Was begun through Council work and is now a reality. Provides a "safe haven" for unsupervised youth after school hours until parents return from work. It is only one of the efforts made by all three councils to answer the needs for supervision. It is a problem which requires constant consideration because there is no "one" answer to meet needs of all unsupervised children.

i. **Boys and Girls Club of Oaklawn:** Was begun as result of community action with assistance through Community Education in June 1990. Provided child care with four areas of skill development from 7:00 AM to 6:00 PM daily (M-F) during the summer. Will continue during the school year offering after school and weekend programs. Is funded via a venture grant through Boys and Girls Clubs of America (a Board under the United Way). Another "safe haven" for unsupervised youth.

j. **Enrichment Courses:** Has been an offering in USD 260 for ten years. Continues to provide classroom experiences in learning for all age groups. Uses all USD 260 buildings:

1,500+ STUDENTS WERE SERVED IN ENRICHMENT COURSES IN 1990/91 SCHOOL YEAR

k. **Enrichment Events:** Development of art, drama, and activist groups, Career Fairs, etc., are developed through council work.

l. **Children's Theater:** developed through the Derby Community Theater group which was begun by Community Education Councils.

m. **Community Forums:** Political Forums, AIDS Forums, Legislative Updates.

Attach #2-11

n. **Senior Citizens Programs:** Programs offered by the Derby Fire Department, Physicians, the Mayor of Derby, and other citizens to teach and encourage senior citizens are taught each term for good health, advisement on changes in insurance practices, eye care, home hazards, and availability of services.

o. **Parenting Programs:** Taught by experts, these courses are offered through the regular course offering catalogs.

p. **Family/Community Leadership:** Offered through the Sedgwick County Extension Service these courses have provided excellent leadership development in Oaklawn. Participants are being sent to McPherson for further training so that they may become teachers of the courses.

q. **Career Transition Seminars:** Developed as a result of the "Job Assistance Committee" (a committee of Human Resource people) which assists professional and technical people in networking, resume writing, and interviewing skills.

r. **Literacy Training:** At least one course is held annually to train local volunteers who will become eligible to assist in the tutoring of adults in the adult learning programs. These tutors are available to families whose youngsters need tutoring.

II. **BROAD USE OF COMMUNITY RESOURCES:** This goal provides the access to any school facility by patrons of the school district at no cost or low cost. The USD 260 Board of Education acknowledges that the facilities belong to taxpayers. Community groups used the facilities 17,500 hours during the 1989/90 school year. Community Education provides this access and searches for access to other facilities for daytime and evening programs throughout the community:

SCHOOL FACILITIES WERE USED 27,000 HOURS IN 1990/91 BY THE COMMUNITY

III. **CITIZEN INVOLVEMENT:** People closest to the problems who understand them best work on community problems. Representatives of Clubs and Organizations from all over the USD 260 work together to provide linkages and resources which are applied to solving identified problems. The three Community Education Councils work under the Board of Education. The Foundation Board is strictly a community-based group.

a. **OAKLAWN/SUNVIEW COMMUNITY EDUCATION COUNCIL:** This council has been instrumental in developing the breakfast program which serves food to over 600 children daily, and the development of Food and Clothing Banks which have become regional (beyond school district boundaries) in their scope of service.

Attach # 2-12

b. **MCCONNELL/OAK KNOLL COMMUNITY EDUCATION COUNCIL:** This council is extremely supportive of humanitarian efforts and has become involved in assisting with problem-solving for district-wide problems.

c. **DERBY COMMUNITY EDUCATION COUNCIL:** This council is the oldest of the three councils and provides support for any problem-solving identified by the community.

d. **DERBY AREA COMMUNITY EDUCATION FOUNDATION:** This is a nine member Board which oversees money collected for No-Interest Student Loans which are presented to college bound students regardless of age. To date, the Foundation Board has over $25,000 in six year rotations. This Board developed a $1,000 scholarship in 1990 which is an annual event. They raised most of their funds via a community-wide annual "Follies" which was held in the Spring. In 1991, this Foundation is developing a scholarship process for local high school students who may not go to college without this support.

IV. COMMUNITY IMPROVEMENT: Community needs for improved services (child care, education, recreation), beautification, recycling, dog-control, etc., are dealt with. Results of these efforts consist of Derby Community Theater, reactivation of the Derby Arts Council, the Picture Person Program, and others.

V. **SOCIAL/HUMAN SERVICES:** Noted above in DIVERSE EDUCATIONAL SERVICES, some of these programs are listed.

VI. **INTERAGENCY COOPERATION/PUBLIC-PRIVATE PARTNERSHIPS:** By reducing duplication of effort, overall effectiveness is improved through teamwork. Businesses and private agencies provide services not affordable in a tax-supported budget. In return the district provides the use of the facilities and access to process for solving community problems. Note the programs above.

(NOTE OF INTEREST: The adult diploma program is not widely advertised because of the lack of space and personnel; yet, it offers more diversified methodology for program delivery than found in most adult programs. A new program began during the 90/91 school year in Oaklawn at Cooper Elementary to deal with adult learning needs in English as a Second Language (ESL), Adult Basic Education (ABE), and GED. McConnell AFB has dedicated space to the Independent Study Center from 9:00 AM to 1:00 PM daily (M-F) twelve months a year. USD 260 hires the teacher, and all students who need the program are allowed on the base.)

Attach # 2-13

BRAINSTORMING - HOW IT IS DONE

Community Education Councils provide the process through which courses, programs, projects, and services are provided to meet learning needs, to promote community spirit, and to encourage interagency cooperation and sharing of resources for all of the people of the school district. Brainstorming is done

to learn from each other,

to identify needs from individuals in the community,

to identify needs among groups in the community, and

to learn of barriers which inhibit positive solutions.

1. Ask a negative question such as,

"WHAT ARE THE BARRIERS TO ENHANCING THE QUALITY OF LIFE IN _____?"

a. Divide the larger group into smaller groups.
b. Select a scribe who will record each idea on a large sheet of paper.
c. Share ideas freely encouraging each person to speak out quickly.
d. Accept each idea as a "gem" whether it seems acceptable or not. Do not make judgments at this stage.
e. Record <u>each idea exactly</u> as it is said.
f. Discussion of ideas must be postponed until later.
g. Have FUN! Say what you think! Allow other ideas to piggyback on ones already said.

2. ROTATE THE SHEETS. Now, you can discuss the items. Mark through the ideas which seem to be unimportant barriers at this stage. Do not obliterate the ideas (they may be important considerations at a later time).

3. ROTATE THE SHEETS AGAIN. Place the remaining ideas in priority order and develop justification for working on them during the school year.

4. DISPLAY ALL THE SHEETS from each group. Examine all the ideas. Establish (as a group) what the first three priorities are and have the small groups merge into one group again for discussion. Decide upon the community initiatives and the number of task forces needed for the year.

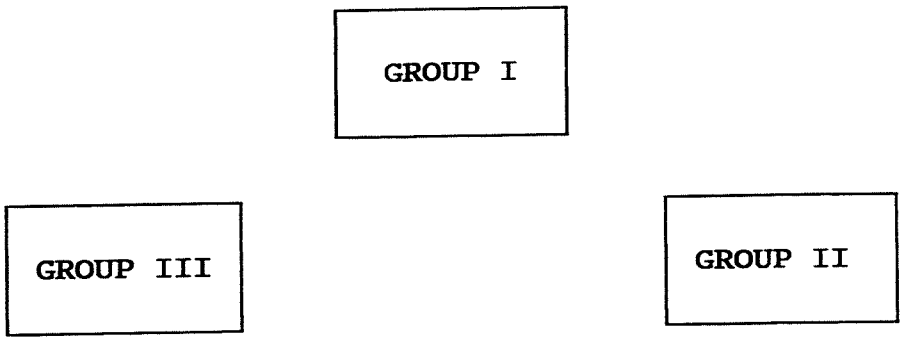
5. Each member of the group may decide on which task force he/she will work during the year.

BRAINSTORMING PROCEDURE

1. NEGATIVE QUESTION,

"WHAT ARE THE BARRIERS TO ENHANCING THE

QUALITY OF LIFE IN OUR TOWN/SCHOOLS/COMMUNITY?"



2. HELP AND MATERIALS NEEDED FOR EACH GROUP:

   a. SCRIBE (A MEMBER OF EACH GROUP)

   b. POSTER BOARD

   c. LARGE MARKING PEN

3. PROCESS - (ROTATE POSTER BOARD CLOCKWISE):

   a. WRITE DOWN IDEAS (NO DISCUSSION) - (ALLOW 3 TO 5 MINUTES) - ROTATE BOARD

   b. LINE OUT LEAST IMPORTANT IDEAS - (DISCUSSION) - (ALLOW 3 TO 5 MINUTES) - ROTATE BOARD

   c. PLACE REMAINING ITEMS IN PRIORITY ORDER - (DISCUSSION) - (ALLOW 5 TO 7 MINUTES)

4. REPORTING:

   a. LEADER DISPLAYS POSTERS

   b. SCRIBES REPORT TOP THREE PRIORITIES

   c. EACH MEMBER OF THE GROUPS MAY DECIDE ON WHICH TASK FORCE HE/SHE WILL WORK

Attach # 2-15

SEARCH FOR ALTERNATIVES

Task Force groups, Ad Hoc groups, or Committees within the councils will work together to do the following:

1. ANALYZE the problem or barrier. At this stage, the problem(s) concerning the initiative must be discussed fully. Research may be necessary in which case the Chairman of the group may need to delegate responsibility for distributing the work concerning the research. If telephone calls to other program areas in the state of Kansas or outside Kansas are to be made, it is important that those calls be made from the Community Education office.

2. DEVELOP the alternatives. Each person on the committee or group must have the opportunity to express ideas or experiences which may lead to the development of creative alternatives. Every area must be discussed - even if it seems "wild."

3. ANALYZE the alternatives. Explore all the ramifications of the possible alternatives. Ask questions such as the following:

Who do we know who is a LEADER in this alternative?
What kind of networking can we do with this alternative?
Are funds available to proceed in the use of this or another alternative?
Will training or technical assistance be available if we choose this alternative?
Have we identified all the community support needed?

4. SELECT the alternative(s). This decision is made only after the thorough examination of all the alternative solutions have been researched.

5. DECIDE on the OBJECTIVES which will be used to implement the plans.

6. IMPLEMENT the plans. GO TO WORK!

7. EVALUATE. What is the program accomplishing? Does it respond to community needs? Can it be made more responsive? Surveys, interviews, community forums, or other evaluation process may be used to stay abreast of changing needs. Based on the information collected, decisions can be made about dropping program components, adding new ones, and modifying others to make them more effective.

8. If work on program components comes to closure, if it outgrows the need for the function of the council or the committee responsible for it, it may be necessary to find another group or agency which is better suited for the conduct of the program or service which has been developed. The committee and/or the council may need to make the recommendation after the evaluation of the component is completed.

Attach #2-16

COMMUNITY EDUCATION

GOALS

In the best model of community education, the organization functions as a support center for the network of agencies and institutions committed to meeting community needs and expanding learning opportunities for all members of the community.

Using schools as community centers is a cost-effective, practical way to use one of the community's largest investments: its school buildings. The buildings were bought by the taxpayers of the taxing area; they have the right to both to use their facilities and to govern the use of the facilities through a central location (the school district office).

The GOALS through which needs in the taxing area are met are through the following domains:

GOAL 1. DIVERSE EDUCATIONAL SERVICES

GOAL 2. BROAD USE OF COMMUNITY RESOURCES

GOAL 3. CITIZEN INVOLVEMENT

GOAL 4. COMMUNITY IMPROVEMENT

GOAL 5. SOCIAL/HUMAN SERVICES

GOAL 6. INTERAGENCY COOPERATION PUBLIC PRIVATE PARTNERSHIPS

Any number of program areas may be developed under those basic domains. Almost any problem or concern identified by a community group will fall into one of the categories mentioned above.

Attach # 2-17

ELEMENTS FOR THE PURPOSE OF SETTING OBJECTIVES

1. **LEADERSHIP.** Local leadership is of paramount importance in the full development of Community Education. In every initiative identified by the councils, it is necessary to ferret out the people who are the "experts" (who have worked) in the dynamic zones of the problem identified. If that particular leadership is not available on a local level, the level of contact must be raised to another level. Each time the committee or the council decides to elevate the action, new sources or resources must be identified for leadership either for advice or to expand the committee for action.

2. **NETWORKING.** When councils or committees are searching for alternatives, it is important that they consider alerting agencies for linking resources. Recording the efforts for networking will be important as the network expands.

3. **LEGISLATION AND FUNDING.** When laws seem to inhibit the process of getting the work done, it may be necessary to make an appeal to the legislative body responsible: city, county, or state. Local commitment is the most permanent base for reliable funding; funding options may be available as follows:

School and/or city budgets,
Joint funding with municipal or county government agencies,
Fees charged to program participants,
Contributions from businesses and private donors,
Funding for specific programs from federal and state governments, and,
Grants from corporations and foundations.

4. **TRAINING AND TECHNICAL ASSISTANCE.** If the initiative the committee and/or council is working on indicates a need for training of the committee participants or of the program participants, arrangements must be made. Objectives for such training must be researched and detailed. The objectives which are required in this element may be deferred to a volunteer who is either equipped to do the training or is equipped to provide it through another community source.

5. **COMMUNITY IDENTITY AND SUPPORT.** Individuals, clubs, organizations, businesses, agencies, or public institutions may be identified as resources through which the work of the committee and/or council may be accomplished. It may be necessary to have representatives of those groups join the committee until the work is done. The Community Education Council may include new people at anytime during the duration of the initiative if the committee requires the assistance.

Attach # 2-18

MATRIX OF GOALS AND STRATEGIC ELEMENTS

GOALS STRATEGIC ELEMENTS

	1. LEADER SHIP	2. NETWORK ING	3. LEGIS & FUNDS	4. TRAIN - & TECH ASSIST	5. COMMNTY IDENTITY & SUPPRT
1. DIVERSE EDUCA- TIONAL SERVICES					
2. BROAD USE COM- MUNITY RESOURCES					
3. CITIZENS INVOLVED					
4. COMMU- NITY IM- PROVEMENT					
5. SOCIAL HUMAN SER- VICES					
6. INTER AGENCY COOP PUB/PRIVATE PARTNERS					

Attach #2-19

ACTION PLANS

PHILOSOPHICAL STATEMENT: (It is best when the Community Education philosophy is closely aligned with the philosophy of the school district and/or community with which it is associated.) It is a statement which includes the following:

a. Determination of what is realistic, congruent, and within the parameters of expectation of the community or school district.

b. Understanding that this is an general overall statement - (think of it as an umbrella).

c. Sets the ultimate standards of views, integrity, intent, and level of cooperation.

Example: Acknowledging that USD ___ reflects a diverse and complex society, this council is determined that each person in this district will have knowledge of and access to lifelong educational opportunities. Individuals will have access to training at any level so that they may become prepared for functioning to their highest potential in the society from which they come. It is understood, while not all goals will be met to their ultimate, that every attempt will be made to research the possibilities for achieving personal and group goals. The standards of excellence which will be attained will be based upon an earnest attempt to provide all programs and processes necessary to attain learning and community objectives expressed through the councils. Those opportunities will be provided through the USD ___ and through a partnership of clubs, organizations of all kinds as well as businesses and institutions in the district.

GOALS: The National Community Education Association has set six goals which have been generally accepted in each of the state plans. They have been updated by and are included here. Any PROGRAM COMPONENT considered by the council will fit under one of the following goals:

a. Diverse Educational Services

b. Broad Use of Community Resources

c. Citizen Involvement

d. Community Improvement

e. Social/Human Services

f. Interagency Cooperation-Public/Private Partnerships

ACTION PLANS

STRATEGIC ELEMENTS THROUGH WHICH OBJECTIVES ARE ESTABLISHED (Any program component must be considered through each of the following elements. Objectives will be set under each of the five elements mentioned below):

a. Leadership

b. Networking

c. Legislation and Funding

d. Training and Technical Assistance

e. Community Identity and Support

CONSIDER THE PROBLEM IDENTIFIED IN BRAINSTORMING AND PONDER IT!

QUESTIONS FOR <u>SEEKING SOLUTIONS</u> (PROBLEM-SOLVING): (TO ENJOY anything we must ask the RIGHT QUESTIONS! Apply the following QUESTIONS to any problem! PLAY with the problems, enjoy them, and GROW from them!)

a. WHAT IS GREAT ABOUT THIS PROBLEM? WHAT COULD BE GREAT ABOUT THIS PROBLEM?

b. WHAT IS NOT PERFECT, YET? THIS PRESUPPOSES THAT IT WILL BE GREAT WHEN YOU FIND THE SOLUTIONS.

c. WHAT AM I WILLING TO DO TO MAKE IT THE WAY I WANT IT? FOCUS ON SOLUTIONS AND PERSONAL INVOLVEMENT IN SEEKING ANSWERS!

d. WHAT AM I WILLING TO NO LONGER DO TO HAVE WHAT I WANT? EACH PERSON MAY HAVE TO GIVE UP A HABIT OR A WAY OF DOING THINGS TO GET CHANGE!

e. HOW CAN I DO WHAT IS NECESSARY TO GET THIS JOB DONE AND ENJOY THE PROCESS?

Attach # 2-21

ACTION PLANS

1. Know the OUTCOME and never forget the FEELING or the PURPOSE!

2. Decide to take ACTION (based on the OBJECTIVES established as a result of meshing the GOAL with the FIVE STRATEGIC ELEMENTS.)

3. ASSESS what happens as a RESULT of ACTION.

4. Be ready to CHANGE the APPROACH if the ACTION taken does not PRODUCE RESULTS. There is NO SUCH THING AS FAILURE; REASSESSMENT allows you to consider other doors in a hallway of doors.

5. Find a similar MODEL (NETWORKING) of the RESULTS you want and do the same things done to achieve the same results of the MODEL.

6. IT IS IMPOSSIBLE TO FAIL AS LONG AS YOU LEARN SOMETHING FROM WHAT YOU DO.

7. NEVER FORGET THE FEELING THAT ESTABLISHED THE GOAL. ALWAYS remind yourself of the pain associated with the problem. Remembering the pain is necessary in seeking positive solutions which will alleviate the problem.

8. Any action (NEGATIVE OR POSITIVE) taken will have an affect on setting things in motion either to achieve or to defeat the GOAL.

9. Use measures which will DIFFUSE CONTROVERSY or to INTERRUPT NEGATIVE PATTERNS OF BEHAVIOR of people on your committees or council.

10. Maintain a POSITIVE STATE OF MIND WITH A VISION OF SUCCESS IN ACHIEVING THE GOAL-A "CAN DO" ATTITUDE.

11. To achieve a GOAL the group must have COMPELLING REASONS to stay INVOLVED WITH THE GOAL. THE GOAL MUST BE AN INSPIRED GOAL.

12. Challenges must be anticipated so that they can be confronted proactively not reactively.

13. Purpose is stronger than a projected outcome.

14. <u>BELIEF</u> INCREASES POTENTIAL.

15. <u>RECOGNITION OF POTENTIAL</u> LEADS TO ACTION.

16. <u>ACTION</u> LEADS TO RESULTS.

17. AVOID BEING OVERWHELMED.

ACTION PLANS WORK SHEET

NATIONAL GOAL:_____

PROGRAM COMPONENT:_____

ELEMENT:_____

OBJECTIVE	WHO	BEGIN DATE	END DATE	OUTCOME
1.				
2.				
3.				
4.				
5.				
6.				
7.				
8.				
9.				
10.				

(OBJECTIVES ARE DECIDED UPON BY THE TASK FORCE (COMMITTEE). THE TASK FORCE ASSIGNS ALL OBJECTIVES TO SOMEONE AND BEGINNING AND ENDING DATES ARE DETERMINED.)

Attach #2-23

STRATEGIC DIRECTIONS FOR KANSAS EDUCATION

Emphasizing local control, the Kansas Board of Education is responsible to provide direction and leadership for the structuring of all state educational institutions under its jurisdiction. With the assumption that all Kansas citizens must be involved in their own learning and the learning of others, the State BOE believes in the combined effort of family, school, and community to create a high quality of life. Parents as first teachers, lifelong learning, and training and retraining must be supported by the school, the workplace, and the community. The mission of Kansas education is as follows: (Paraphrased).

Each person will have the skills and values necessary to contribute to our evolving society. Kansas education is organized to . . .

* Involve parents and support their efforts in the education of their children,

* Expand learner-focused approaches to curricula and instruction that can amplify the quality and scope of learning,

* Expand career, lifelong learning, and applied technical preparation which is relevant to the changed nature of work in an information society,

* Strengthen involvement of business and industry, public and private agencies, and community groups to increase the quality of education and the development of Kansas human resources,

* Strengthen education quality and accountability through performance based curricula and evaluation systems,

* Develop state and local information systems which may be used for systematic feedback for program improvement, evaluation, and sharing,

* Strengthen positive environments and develop environments which empower learners and staff,

* Extend and update the professional and leadership excellence of Kansas educators essential for quality education,

* Extend and expand the effective utilization of information technology which can increase information access for all learners of the state and productive learning for all Kansas educational institutions, and,

* Develop learning communities which involve educational institutions, public and private agencies, and community groups in more effective methods of meeting human resource development needs.

Attach # 2-24

SIX NATIONAL GOALS
(Reduced and Paraphrased)

1. Start school ready to learn by 2000.

2. High school graduation rate increased to 90% by 2000.

3. Grades four, eight, and twelve demonstrate competency over challenging subject matter by 2000.

4. First in the world in mathematics and science by 2000.

5. Every American adult literate and competent to compete on world economy by 2000.

6. Every school in America free of drugs and violence and will offer environs conducive to learning.

ADDITIONAL GOALS ADDED AT THE KANSAS STATE LEVEL:

* Parent Education Program signed into law March 6, 1990.

* State definition of drop-out and at-risk students needed.

* Kansas High School graduation rate (86/87) is 82.1% - 9th in the nation.

* Computers and technology included in schools.

* Teacher Scholarship Bill for hard to teach areas.

* Number of minorities in masters and doctors programs increased.

* Drug free zones surrounding schools implemented statewide.

* States develop interagency agreements to provide best services without duplication.

* States develop tracking systems to find learning disorders among preschoolers.

* "One Stop" operations for parents seeking help.

* Outcome-based accreditation.

* State plan for interactive video.

* Literacy rate considered.

* Measure more than minimum competency.

Attach #2-25

KCEA BOARD OF DIRECTORS

TERM EXPIRES

Dr. Dennis Thompson, President Elect — Term Expired
Superintendent USD 507, 100 Caddo St., Box 279
Satanta, KS 67870
316-649-2234 (Office)

1. Dr. Georgia Bradford, Immediate Past President — 1992
(Representative 94th Legislative District)
1012 Bayshore Drive, Wichita, KS 67212
316-945-0876 (Office)

2. * Dr. Drew Bogner — 1992
Academic Dean, Kansas Newman College
3100 McCormick Ave., Wichita, KS 67213
316-942-4291 (Office)

3. * Mrs. Linda Cole — 1992
Johnson County Community College
12345 College Blvd.
Overland Park, KS 66210
913-469-3836 (Office)

4. Mr. Don Dumler — 1993
USD 458 Community Education Representative
1904 N. 155th St.
Basehor, KS 66007
913-724-1727 (USD 458 Community Education Office)

5. Dr. Gilbert Farmer — 1993
Route 1, Box 543
Meriden, KS 66512
913-484-2378 (Home/Office)

6. * Dr. Phil Knight, Superintendent — 1993
Ulysses USD 214
111 South Baughman
Ulysses, Kansas 67880
316-356-3655

Attach #2-26

7. Mr. Scott Langton — 1992
920 S. W. High Ave.
Topeka, KS 66606
913-296-0784 (Office)

8. * Dr. Melva Owens, Superintendent — 1993
Derby USD 260
120 East Washington
Derby, Kansas 67037
316-788-8411

9. * Mrs. Connie Ruark, Director of Community Ed. — 1992
Rose Hill USD 394
315 South Rose Hill RD.
Rose Hill, KS 67133
316-776-3360 (Office)

10. * Dr. Pat Stephens, Executive Director — 1993
SCK Education Service Center
P. O. Box 40
Mulvane, Kansas 67110
316-777-0033

* Eligible to run for the Board again.

Mrs. Margaret Blaske, Chairman, Membership Committee
Valley Heights USD 498, Director of Community Education
Box 136, Waterville, KS 66548
913-785-2211 (Office)

Attach # 2-27

COMMUNITY EDUCATION BELIEF STATEMENTS

I believe that Community Education is a life-long process.

I believe that schools must work with other educative forces (home, peers, community) to provide the best possible educational experience.

I believe that education encompasses the entire community and all its people.

I believe that the school exists to improve the community of which it is a part.

I believe that it is proper for the school to take the lead in building community solidarity and community approaches to the solution of problems.

I believe that it is appropriate for the school to become the center of service for helping people fulfill their basic needs and wants.

I believe that many of the barriers to social progress can be removed when school and community join hands for a united approach.

I believe that parents and other community residents, businesses and agencies should be included as resources for curriculum fulfillment.

I believe that the curriculum of the school encompasses all programs and activities from early morning until late evening, on week-ends, and during the summer.

I believe that a comprehensive communication program should, and can, be developed that will reach every individual in the community.

I believe that public support must be developed and mobilized.

I believe that an administration that sees all of the community as resource is needed.

I believe that education must be creative, dynamic and community centered.

I believe that an essential goal of education is to make it possible for human beings to change.

I believe that strategic control of change is necessary in the current environment.

I believe that educational administration must rise above managerial concepts to new dimensions of leadership.

I believe that teamwork is achieved when opinions of individuals and community groups are valued.

I believe that the function of administration is to liberate rather than restrict the personalities of all involved in education.

I believe that a leader with a great faith can almost always rally others to his/her cause.

You may feel that the statements above are controversial. Please consider them; we may open dialogue on them at some time in the future. The ideas were adapted from Fred Totten material, The Power of Community Education, Pendell Publishing Company, Midland, Michigan. 1970.

Attach 4 2-29

COMMUNITY EDUCATION IS A SOURCE OF TOGETHERNESS

"How to Get Along with People"
By Odell Broadway

1. Keep skid chains on your tongue; always say less than you think. Cultivate a low, persuasive voice. How you say it often counts more than what you say.

2. Make promises sparingly and keep them faithfully no matter what it costs you.

3. Never let an opportunity pass to say a kind and encouraging thing to or about somebody. Praise good work done, regardless of who did it. If criticism is needed, criticize helpfully, never spitefully.

4. Be interested in others; interested in their pursuits, their welfare, their homes and families. Make merry with those that rejoice; with those who weep - mourn. Let everyone you meet however humble feel that you regard him as one of importance.

5. Be cheerful. Keep corners of your mouth turned up. Hide your pains, worries and disappointments under a smile. Laugh at good stories and learn to tell them.

6. Preserve an open mind on all debatable questions. Discuss but do not argue. It is a mark of superior minds to disagree and yet be friendly.

7. Let your virtues, if you have any, speak for themselves, and refuse to talk of another's vices. Discourage gossip. Make it a rule to say nothing of another unless it is something good.

8. Be careful of another's feelings. Wit and humor at the other fellow's expense are rarely worth the effort and may hurt where least expected.

9. Pay no attention to ill-natured remarks about you. Simply live that nobody will believe them. Disordered nerves and bad digestion are the common cause of backbiting.

10. Don't be too anxious about your dues. Do your work, be patient, and keep your disposition sweet; forget self, and you will be rewarded.

Attach #2-30

Rose Hill Public Schools

Importance of Community Education

Rose Hill Public Schools is deeply involved in the school reform movement, we have paid great attention to the involvement of our school community, including teachers, administrators and board members but we also realize the importance of the teacher association, community education representation, business and industry. One thing that we have found early into the development of our reform movement is that we must involve parents and community as a whole, as well as, business and industry, in shaping the future and vision of our educational system. Without that interaction and framework for processing as a total system, school reform will not be meaningful and will not truly have a positive effect in our country.

We feel that America 2000 is grounded in the right principles and will help to foster the relationship that must exist between the school, community, business and

Education
Attachment #3
January 27, 1992

industry. We must begin to realize that all our communities are a system and not separate entities that function in isolation but rather that they are all integral parts of a much bigger and broader process that function together. This is critical if our country is to continue and prosper as a leader socially, economically and educationally.

Rose Hill Public Schools has been in the process of orientating our community through our community education program and with the importance of school reform. We presently are involved in a major activity that will culminate in a presentation by business and industry leadership to the parents, students, and the business community in the Wichita area which will validate the skills that are going to be essential today and in the future. Major participant will include Boeing, Beechcraft, Texaco, Coleman, Xerox and other organizations with emphasis in Quality Improvement.

We have found that parents, community, as well as the business and industry community itself, give much attention and belief to the importance of change when illustrated by the leadership from business and industry community. This is not to say that the schools of the future will be a vocational training ground. What it does mean is, the schools of the future must have those skills that really impact and affect students lives today and in the future.

Dr. Michael Barricklow
Associate Superintendent

Mr. Harold Beedles
Board of Education President

January 27, 1992

Attach #3-3

Rose Hill Community Education
Facility Usage
as of December 1991

Rose Hill Community Education offers two-twelve week sessions of non-credit classes, three semesters of Butler County Community College classes, a year round after school latch key program, as well as many community activities during the school year and summer months. USD #394 buildings are opened at 6 a.m. each morning and are in use until 10:30 p.m. most evenings. Below you will see the increasing demand of our school buildings and the growth that has developed in just four years.

Year	Community Education Registrants	BCCC Classes	After School Klub Enrollment	Facility Usage (hours)
1987-88	688	34	13	2,915
1988-89	748	28	15	5,149
1989-90	930	46	19	6,114
1990-91	1,049	49	20	7,158
% Increase	**52%**	**44%**	**53%**	**145%**

Education
Attachment #4
January 27, 1992

FACILITIES USAGE REPORT
USD #394
As of December 31, 1991

HOURS OF USAGE BY NON-SCHOOL GROUPS:

Police Department		150
Lions Club		528
Youth Basketball	510	
Meetings	18	
Boy Scouts		62
Lioness		12
4-H		93
Youth Football		9
Youth Wrestling		78
Youth Soccer		9
Youth Baseball		143
Youth Softball		9
Church Groups		35
Girl Scouts/Brownies		435
PTC		55
RHTA		15
Community Library		39
EMS		11
High School Booster Club		35
Miscellaneous Groups		316
TOTAL HOURS FOR NON-SCHOOL GROUPS		**2,034**

HOURS OF USAGE BY COMMUNITY ED RELATED GROUPS:

After School Klub	845
Board of Directors Meetings	18
Council Meetings	18
Enrollment Fairs	24
Activities	70
TOTAL HOURS OF COMM. ED. GROUPS	**975**
TOTAL HOURS FOR ALL GROUPS	**3,009**

Attach 4-2

HOURS OF USAGE BY FACILITY FOR ALL GROUPS:

Weight Room	280
Wrestling Room	88
Stoll Media Center	139
Elementary Gym	699
High School Gym	235
Multi-Purpose Bldg.	553
High School Rooms	50
Football Field	8
Baseball Field	152
Library	170
Middle School Rooms	62
Home Ec Room	193
Elementary Rooms	545
TOTAL HOURS	**3,174**
COMMUNITY EDUCATION CLASSES	**1,054**
BUTLER COUNTY COMMUNITY COLLEGE CLASSES	**2,930**
GRAND TOTAL HOURS	**7,158**

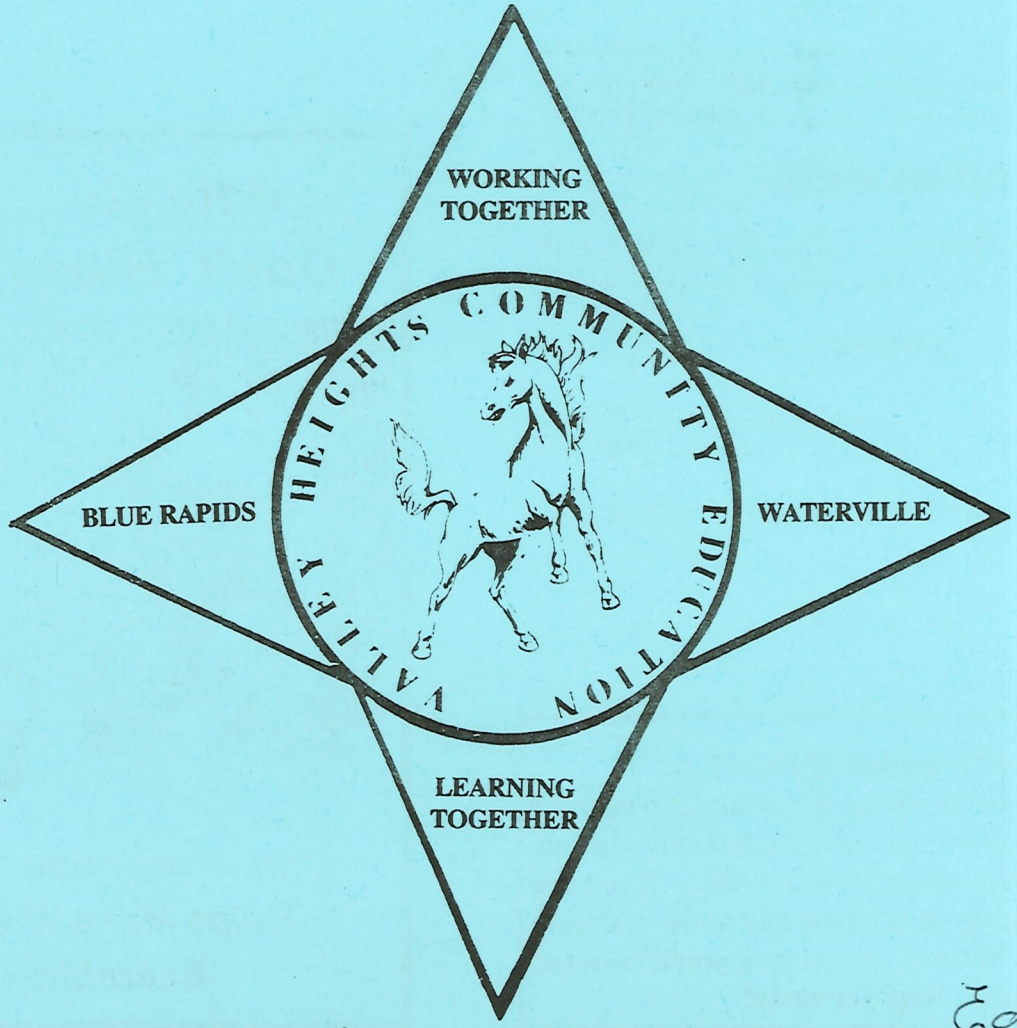
attach #4-3

#5

VALLEY HEIGHTS COMMUNITY EDUCATION

WINTER - SPRING

1992



Education
Attachment #5
January 27, 1992

COMMUNITY EDUCATION ADVISORY BOARD

Bob Jensen.....Chairman
Nancy Nolte.....V. Chairman
Nancy Williams.....Secretary
Virginia Woborny.....Exec. Committee
Pat Osborne.....Exec. Committee & Elementary Teacher
Sandy Harding.....Board of Education
Charles Steele.....Elementary Principal
Doug Faught.....Secondary Teacher
Chad Parker.....Student Body Representative
Joe Anderson
Barb Terry
Tammy Parker
Debbie Millette
Mary Kittner
Sandra Roepke
Helen McAtee
Susan Buck
Richard Nelson
Mona Musil
Margaret Blaske.....Exec. Secretary

ADMINISTRATORS

David L. Walters.....Superintendent
John Bergkamp.....High School Principal
Charles Steele.....Elementary Principal

OFFICE HOURS

Monday, Wednesday, Friday.....8:15 - 5:15
Tuesday.....12:15 - 5:15

PHONE

Office.....785-2211
Home.....226-7127

The Community Education Office is located at 107 E. Commercial in Waterville.

Nothing Kills a Program Quicker...
than everyone waiting 'til the last minute to register for it! At some point, we have to determine if our enrollment is sufficient to hold the class. If you are planning on signing up the first day of the class, we don't know that. We may cancel, and you'll be out of luck. Don't assume. Register early!

FEES AND REGISTRATION

Senior Citizens (62 or older) may have free registration upon request.

Fees may be waived by coordinator upon documentation which shows need, and will be decided on a case by case basis.

Enrollment will not be considered to have taken place until payment is made.

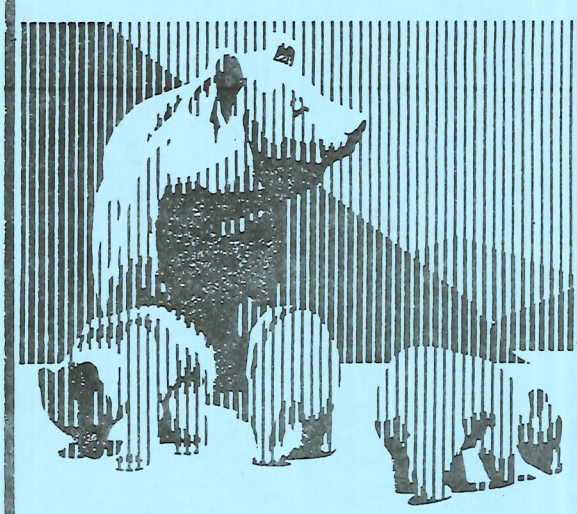
Enrollment fees to the public outside of USD #498 will be double the amount charged to district patrons.

Enrollment fees will be $.50 per class hour with a minimum of $2 and a maximum of $8 per class unless otherwise specified.

As the Community Education program is financed primarily with Willson Fund money, any money spent must be spent within the city of Waterville. Therefore, any salaries or expenses incurred elsewhere will be funded by other means, generally through a larger registration fee.

Pre-registration is necessary for all classes unless listed otherwise. A class may be cancelled if enrollment is too low. Please register as soon as possible.

Educate . . .
Don't Hibernate!



Community Education Helps Make Winter Bearable.

Attach # 5-2

SPECIAL INTERESTS

INTERNATIONAL BOWHUNTER
EDUCATION PROGRAM
JERRY WILSON AND TONY MANN
APRIL 11 8 - 12 AND 1 - 3
WATERVILLE ELEMENTARY AND WATERVILLE LAKE AREA
$2

Knowing when and where to shoot are critical decisions for the bowhunter. During the IBEP, you will learn this along with how to become a safer, more accomplished bowhunter. Even the veteran bowhunter will learn new information, and will have the opportunity to help others by becoming an instructor. Independent studies indicate that those who participate experience more enjoyment of the sport and greater success. The course will cover: Bowhunter responsibilities, proper bowhunting equipment, safety, game laws, wildlife conservation, sources of equipment and shooting instruction, survival and first aid, bowhunting techniques including bowhunting methods, harvesting game and anatomy, recovering your animal, proper care of meat, and scouting for game, antihunting threats to bowhunting, and bowhunting practice.

Although this course is not required in Kansas at the present time, it more than likely will be in the near future as it is in a number of states and federal wildlife refuges around the U. S. already.

TO INSURE ENOUGH MATERIALS, REGISTER BY APRIL 1.

SWING DANCE
MARY HOWELL
FRIDAYS, MARCH 27 - MAY 8 8 - 10 PM
WATERVILLE ELEMENTARY SCHOOL
$7.50 PER PERSON

Don't be one of those individuals who sits back and watches everyone else having fun dancing. You too can learn how and have fun doing it. Mary has taught hundreds of K-State students at" The Ranch" in Manhattan and will teach you how to do the Swing, Two-Step, Ten-Step, Cotton-Eye-Joe, Waltz, and Polka. (The class will not meet on April 17.)

GYMNASTICS
DEBBIE AND JENNIFER DIXON
SATURDAYS, JANUARY 18 - MARCH 7
3 YR. - PRESCHOOL 9 - 9:30 $2.50
K - 3RD GRADE 9:30 - 10:30 $5
4TH - ADULT 10:30 - 11:30 $5

Debbie and Jennifer are returning for another semester of teaching basic tumbling and gymnastics skills. Experienced students may be placed in a class higher than their grade level. Due to the large number of students that have been enrolling in the gymnastics classes, we must ask that the parents not come in the gym, but wait in the lobby for their child. We will try to have a public performance at the end of the sessions so that everyone can see the student's progress.

CARING FOR YOUR YARD AND GARDEN
DON ROEPKE
THURSDAYS, MARCH 5 - APRIL 2 7 P. M.
WATERVILLE GRADE SCHOOL
$4

The expertise of Don's is unlimited in the area of horticulture. In this 5 week series he will cover in the order given: 1) vegetable gardening; 2) lawn care; 3) trees and ornamental shrubs; 4) annuals and perennials; 5) pruning, general maintenance, and composting.

Don has recently moved back to Waterville after living in Topeka where he was owner of Skinner's Nursery and still hosts his own call-in radio show on Saturday mornings.

WOODWORKING
DARIN BLACKBURN
MONDAYS, JAN. 27, FEB. 3, 17, 24, MARCH 9, 23 & 30
7 - 9:30 PM VHHS INDUSTRIAL ARTS BLDG.
$20

Have you often wished that you had the facilities and know-how to make a certain wooden project. Now that opportunity is at your disposal. Tools and equipment of a large, well-equipped woodworking shop are available for working on special projects suited to interests and abilities. Darin is the Industrial Arts instructor at Valley Heights and will assist students in the selection of projects,

WALLPAPERING
YVONNE LARSON AND VICKIE JOHNSON
SATURDAY, FEBRUARY 15 1 PM
TODD PARKER RESIDENCE
410 W. COMMERCIAL, WATERVILLE
$2

The use of wallpaper and borders can make a dramatic difference in the look of your home. Designed for the beginner or do-it-yourselfer, the course will cover: how to measure a room to determine the right amount of paper, selection and use of the proper equipment, wall preparation, and cutting, pasting, and hanging the paper. You will also learn how to paper around corners, windows and outlets.

Yvonne and Vickie are well known for the fine quality of work they do in painting and wallpapering.

AN EVENING WITH THE STARS
DAVE CRAWFORD
MONDAY, MARCH 9 7 PM
TUESDAY, MARCH 10 (RAIN DATE)
WATERVILLE GOLF COURSE
FREE

Bring the family and enjoy viewing constellations, the first quarter moon, Jupiter, and especially Mercury which statistics claim has only been seen by 1 out of every 100 people on earth. March 9 is the best date in 1992 to view Mercury. Dave will have his telescope set up and everyone is encouraged to bring their own telescopes or binoculars too. Anyone that has not participated in one of these classes is missing a wonderful experience.

Attach # 5-3

SPECIAL INTERESTS

BEGINNING GENEALOGY
DR. J. HARVEY LITTRELL
APRIL 4 1 - 4 P. M.
COMMUNITY EDUCATION OFFICE
$2

Where are the roots of your family? Do you know anything about your ancestors before your grandparents were born? This class is for beginners who want the basic knowledge needed to make an organized genealogical study of their families. We will go beyond just names and dates; however, to start, bring the names and dates you already possess for some of your ancestors.

Dr. Littrell, a retired KSU professor, is a past president of the Riley County Genealogical Society and has published family histories that are currently in the Library of Congress.

GENEALOGICAL EVIDENCE AND PROOF
DR. J. HARVEY LITTRELL
SAT., APRIL 11 1 - 4 PM
COMMUNITY EDUCATION OFFICE
$2

You have data concerning your ancestors but do you have proof that the data is reliable? We will discuss (1) the types of sources for evidence, (2) methods for testing evidence for reliability, and (3) setting standards for proof. There will be class activities involved with each of the three aspects of the course.

Dr. Littrell, a retired KSU professor, is a past president of the Riley County Genealogical Society and has published family histories that are currently in the Library of Congress.

SENIOR CITIZEN'S SOCIALS
4TH SATURDAY EACH MONTH 7 PM
COMMUNITY EDUCATION OFFICE

If you enjoy playing cards, come to the Community Education office located on Commercial Street in Waterville and join your neighbors and friends in a game of pitch or pinochle. Everyone is asked to bring a small snack to share for lunch. Coffee and punch are furnished. No admission is charged, however, a freewill collection can be made to help defray cost of the drinks.

"Tell me, I forget.
Show me, I remember.
Work with me, and I understand."
Ancient Chinese Proverb

BOOK DISCUSSION GROUP
3RD THUR. EACH MONTH 7:30 PM
LOCATION TO BE ANNOUNCED
$2 ONE-TIME FEE

Do you love to read? Do you want the encouragement to read more regularly? Do you enjoy thought provoking discussions on a variety of issues? If so, join this group that meets once a month, selects a book to be read and then meets to discuss the book. Books selected to be read in the future are: Armand Hammer, an autobiograph, Main Street by Sinclair Lewis, Emma by Jane Austin, and All Creatures Great and Small by James Herriott.

This group continues to grow and would welcome new people. If you are interested, call the Community Education office for details on meeting location.

LEARN ABOUT COMPUTERS
DAVE CRAWFORD
MONDAYS, JANUARY 27, FEB. 3, 17, & 24 7 PM
V. H. H. S. COMPUTER ROOM
$3

Do you feel inferior to your child or others in the area of computers? Join others like yourself in this "hands-on" seminar designed to acquaint adults with Apple computers and erase their fears of the computer. The class will teach the basics (including how to turn one on) and give some experience working with word processing, data base, and spread sheet. You will leave this class feeling much more comfortable about your computer literacy.

ART APPRECIATION
JEANENE JOHNSON
TUESDAY, APRIL 7 1 - 3
COMMUNITY EDUCATION OFFICE
FREE

Do you wish you knew more about art work or artists or how to go about researching for this information? Jeaneane will provide you with a special form that you can use as a tool in gathering information. She has a list of all the prints in the elementary schools and will use some of them in her presentation. This will be particularly helpful to individuals working in the "Picture Lady" program but is open to anyone interested.

Jeaneane has Masters Degrees in Secondary Education and Fine Arts with ceramics as her area of concentration. She has a studio in her home where she creates wheel thrown and hand-built sculptures which are shipped to California, New Mexico, Kansas City and Wichita galleries.

Attach #5—4

TOURS AND TRAVEL

AROUND THE WORLD
WATERVILLE GRADE SCHOOL 7 PM
$2

AFRICA
BOB AND MARILYN JOHNSON
FEBRUARY 13

If you have always thought it would be fun and adventureous to go on a safari to Africa, you won't want to miss this program. Bob and Marilyn will take you by way of slide and/or video on one of the photographic safaries they have taken to Kenya, East Africa. Their trips were sponsored by the Manhattan Sunset Zoo of which Marilyn is on the Board of Directors and both serve as docents.

AUSTRALIA AND NEW ZEALAND
ED AND MARY KITTNER
FEBRUARY 20

Ed and Mary will take you on a tour of Australia's beautiful "world down under" and bush country as well as a visit with a New Zealand farm family with whom they spent 24 hours.

GERMANY, AUSTRIA, SWITZERLAND & FRANCE
DON AND RUTH ANN ROEPKE
FEBRUARY 27

Join Don and Ruth Ann by way of video tape and narration as you tour the beautiful countrysides of Germany, Austria, Switzerland and Frnace, taking in the stately old castles and the Germanfest in Munich along with other interesting sites.

Whether you think you can or whether you think you can't -- you're right.

Henry Ford

DINNER AND THEATRE
SATURDAY, FEB. 29
GEN. PUBLIC $9 STUDENT/SR. CIT. $7

Enjoy an evening in Manhattan with dinner (on your own) at Sirloin Stockade and then to Nichols Theatre on the K-State campus for the K-State Player's production of Cat On A Hot Tin Roof by Tennessee Williams. Reservations must be made no later than February 3. The bus will leave the Blue Rapids Gym at 5 and the Waterville Grade School at 5:15 and will return immediately following the performance.

JEFFREY ENERGY CENTER - WIBW
APRIL 14
$7

Join us on a visit to Kansas' largest electric generating facility located in Pottawatomie County. The coal-fired plant has three identical 680,000 kilowatt generating units, designed to serve the electrical needs of over one million Kansans. Plans are to arrive at WIBW in time for a guided tour of the broadcasting facilities prior to watching the live production of the noon T. V. show. We will then go to West Ridge Mall for lunch (on your own) and shopping. The bus will leave the Waterville Elementary School at 7 and the Blue Rapids Elementary School at 7:15 and will return between 5 and 6. Be sure to wear comfortable walking shoes for the tours.

AN EVENING OF DINNER AND SONG
SATURDAY, APRIL 25 K-STATE UNION
$20.00

Enjoy an evening of fine dining and familiar tunes as the K-State Choir entertains with songs and medleys, many of which are from Broadway musicals. The menu has not been chosen at this time but should be quite similar to last year's which included prime rib with all the trimmings. (Banquet meals at the K-State Union are always delicious and served very elegantly.)

Reservations must be made no later than March 23. The bus will leave the B. R. Gym at 5 PM and the Waterville Grade School at 5:15.

WOMEN'S HISTORY MONTH CELEBRATION

WOMEN'S HISTORY: A PATCHWORK OF MANY LIVES

MARCH 28 9:30 - 4 **WATERVILLE GRADE SCHOOL**

National Women's History Month is a celebration of yesterday's and today's woman. Women's history celebrates the heroines of our past, women whose important contributions have, for too long, been left out of the history textbooks. Women's history also celebrates the lives of common women from all walks of life, women whose everyday struggle for survival in a growing nation made possible the lives we lead today. It is in the lives of such women, whether grandly eloquent or steadfastly ordinary, that inspiration and vision for the future can be found.

This day-long celebration will include keynote speaker Sara W. Tucker from the Speaker's Bureau of the Kansas Committee for the Humanities who has spoken at similar celebrations across the state. Her topics will be: Grandmother May Have Been A Lady, but She Worked Like A Dog and Neccessity's Child: Strange and Wonderful Inventions from America's Past. There will be an optional noon luncheon (by reservation only), a quilt show, and numerous workshops including such topics as: Women's Rights, PMS and Midlife Crisis, Take Time To Meet the Bag Lady (a program on getting your financial house in order), Cholesterol Management, Deceptive Advertising, and Social Problems.

Anyone desiring to hear the keynote speaker **ONLY** is welcome to attend that portion of the schedule at no charge. More details will be forthcoming in the local paper and on posters.

Attach #5-5

EWING AND CRAFTS

bUNNY RABBIT RENUZIT COVER
JUDY HIATT
TUESDAY, MARCH 31 7 PM
WATERVILLE GRADE SCHOOL
$2

Bunny rabbits are always fun to decorate with in the Spring. This one is made as a cover for a Renuzit room air freshner and can be used in any room. A sample one is in the Community Ed window.

Supplies needed are: 1 Renuzit air freshner, 1 small stuffed abbit (or bear) approximately 5" - 6", 1 yd. of 1" lace, 1/4 yd. of arrow lace, 8" small craft pearls (opt.), 1 yd. of 1/4" ribbon, small mount of fiberfill, 1/4 yd fabric (will do 2), thread, small buttons, harp scissors, glue gun with sticks, and ribbon roses (opt.).

CROCHET
MELBA MANN
TUE., FEB. 4 - 25 5:30-6:30
COMMUNITY ED OFFICE
$2

Get hooked on this beautiful art. Melba has taught crochet for 4-H and Community Education for a number of years and will teach you the basics so that you can start creating your own afghans, rugs, vests, etc. Bring a size J hook and practice yarn if you have some.

SEWING FOR FUN
CONNIE EDWARDS
MONDAYS, JAN. 27 - MARCH 2 6:30 PM
VHHS HOME EC ROOM
$5

Whether you have been wanting to learn to sew or would just like to have a set time when you can count on working on sewing projects, this class is for you. Connie will help beginners or anyone needing help on a special project. The sergers will be available for those wanting to try them. This class will be very informal and will be accomodating to each individuals needs. (The class will not meet February 10.)

GED
MONDAY, JANUARY 20 7 PM
WATERVILLE GRADE SCHOOL
$5 REFUNDABLE BOOK DEPOSIT

If you left high school without graduating, the GED Tests provide a way for you to earn your GED high school equivalency diploma. Getting your GED Diploma can make a big difference in your life.

The Valley Heights GED program has had close to a 100% passing rate of those completing the course. We hope you will enroll in this class that can help you open wide the doors to your future.

Come to the meeting on the 20th to help decide on a set class schedule or call the Community Education office if you are interested but can not attend that evening.

PAPER TWIST BASKETS
LISA MASON
TUESDAY, MARCH 24
WATERVILLE GRADE SCHOOL
$2 + $2 MATERIALS FEE

It's always fun to have new seasonal decorations such as this papertwist basket you can use for Easter or Spring decorating or for gift giving. A sample will be on display in the Community Ed window.

To insure enough supplies, please pre-enroll and bring to class: scissors, tape measure, pencil, and a glue gun if you have one.

Lisa has taught adult craft classes in Iowa and Kansas and makes a variety of beautiful crafts which she shows and sells throughout

INTRODUCTION TO WHITTLING AND WOOD CARVING
REV. DAROLD BOETTCHER

Rev. Boetcher is a self-taught whittler and carver and is eager to help others with this same interest. There will be 6 - 8 sessions, each about 2 hours long. They will include lectures, domonstrations, and "hands-on" practice with practical helps from the instructor. You will learn about woods(good and not-so-good), tools, sharpening tools, basic methods, cuts, etc., ideas for patterns and designs, finishes for wood carvings, and will experience "hands-on" whittling and carving projects.

Rev. Boettcher specializes in relief carving, especially religiou carvings and has done various Church Commissions. He is member of numerous carving guilds and associations and is pre ently pastor of St. Peters Lutheran Church south of Barnes.

Due to several pending committments, Rev. Boettcher is unat at this time to set a class schedule but it will be sometime beginni in April. Please call the Community Edcuation office if you a interested in enrolling and we will let you know when the class w be held.

WEAR HOUSE UPDATE

The "Valley Heights Wear House", a used clothing outlet for Valley Heights Students, is still going strong. A large supply of shoes of all sizes was recently added. There is still a good stock of jeans, coats, sweaters, shirts, and nightwear along with some new mittens and socks. Community Education and the individuals who have received clothing are very appreciative of the wonderful cooperation and contributions from the community. You helped to make the holiday season a lot brighter for all of us because of your generosity.

Make your winter better, try Valley Heights Community Education -- It's all for you!

Attach #5-6

HEALTHY LIFE STYLES

CULINARY HEARTS KITCHEN

CONNIE EDWARDS
MONDAYS, MARCH 9 - APRIL 20 6:30 PM
VHHS HOME EC. ROOM
$12 INCLUDES A LIGHT MEAL EACH CLASS

Creating meals which are delicious and varied, but low in calories, fat, cholesterol and sodium, is the focus of this unique cooking course that is put out by The American Heart Association. Although especially helpful to heart patients and their families, "Culinary Hearts Kitchen" provides guidelines on the selection and preparation of tasty and nutritious foods for anyone interested in leading a heart-healthy lifestyle. Participants will assist with recipe demonstrations, sample a variety of dishes and have the opportunity to ask questions and share ideas. (The class will not meet on March 16.)

CPR

KAREN SWEARINGEN
MONDAY, FEBRUARY 17 6:30 PM
BLUE RAPIDS ELEMENTARY
$5

When someone suffers a cardiac arrest, immediate aid is essential. In this course, offered through the Americn Heart Association, you will learn CPR, a method of heart massage and artificail respiration used in life-saving. You will learn 1-man CPR and obstruction as well as how to aid choking victims. Sign up today. Someone's life might depend on it.
Enrollment deadline is February 3 so that materials can be ordered.

LOWER THE FAT IN YOUR DIET

SHARON OSBORNE
WEDNESDAY, JANUARY 15 4 PM
BLUE RAPIDS ELEMENTARY LIBRARY

Anyone needing or wanting to lower their cholesterol by reducing the amount of fat in their diet will want to attend this meeting. The purpose of this and future meetings will be to exchange ideas and recipes. Since so many of us have been advised to reduce the amount of fat we eat, visiting with others in the same situation may be just the encouragement we need.

If this set time is not compatable with your schedule or you can not attend this meeting but would like to join the group at the next meeting, please call Sharon Osborne at 226-7723 or the Community Education office.

CPR RECERTIFICATION

KAREN SWEARINGEN
MONDAY, FEB. 3 6:30
BLUE RAPIDS ELEMENTARY
$3

This class is for those who took the CPR class last year. Upon completion of this class, your certificate will be good for 2 years.

People don't care how much we know unitl they know how much we care!

MATERIALS AVAILABLE THROUGH THE COMMUNITY EDUCATION OFFICE

MIND EXTENSION UNIVERSITY- Information relating to an educational network that enables individuals to take college level courses through basic cable television, satellite, or videotape cassettes with no on-campus requirements. Kansas State University and Emporia State University are 2 of the 23 providers for this program.
1991-92 FAMILY FINANCIAL STATEMENT PACKET - Required for financial assistance through the Pell Grant and other Federal Student Aid Programs and also the Board of Regents, State of Kansas Student Assistance Programs.
TYPING TAPES-This series of cassette tapes and the accompanying book are the same ones used several years ago at Valley Heights High School for the Typing I class. They are available to be checked out for home use.
THE HELP, HOPE, AND COPE BOOK - For people with aging parents.
GED INFORMATION BULLETIN -Tells you what is covered on the GED Tests, how to prepare for the GED Tests, and where to get help.
KANSAS MEDICARE SUPPLEMENT INSURANCE SHOPPER'S GUIDE
GUIDE TO HEALTH INSURANCE FOR PEOPLE WITH MEDICARE
HEALTH INSURANCE FACTS TO HELP SENIOR CITIZENS
KANSAS LONG TERM CARE INSURANCE SHOPPERS GUIDE
CREATING YOUR FUTURE - A cassette tape on the power of positive thinking.
A LIST OF 125 USEFUL TOLL-FREE NUMBERS - Includes numbers to use if you have questions about insurance or need the name of a specialist for a second opinion on surgery.
HOME STUDY COURSES - Foreign languages and other topics such as: Writing Children's Books, Improving Your Memory, Plan Now for a Successful Retirement, and Simple Estate Planning and Will Writing. (These courses are for purchase at a cost ranging from $15 - $30.)
RAPID READING HOME STUDY COURSE - Available for check-out.

Attach #5-7

RECREATION AND FITNESS

AEROBICS

CINDY MANLEY AND CHRIS NELSON
MON. - THUR. BEGINNING JAN. 6 5:30 PM
WATERVILLE ELEMENTARY SCHOOL
$5

Trim and firm your muscles, increase your flexibility and energy, develop a stronger heart, lungs, and circulatory system while you have fun exercising to music. Low impact aerobics means less bouncing and less chance of injury. The class will consist of 40 minutes of low impact aerobics and 20 minutes of stretching and toning.

Cindy and Chris are certified instructors and have also completed CPR training.

Participants should wear tennis shoes and bring a large towel. Children will not be allowed in the gym unless they are enrolled and participating in the class. **A RELEASE FORM MUST BE SIGNED IF NOT ALREADY ON FILE.**

C E L (COMMUNITY ED LOOSERS)

MONDAYS, 5:30 PM
WATERVILLE ELEMENTARY SCHOOL
$2 ONE-TIME FEE

If you are like many others, weight control is a never ending battle. Many individuals find their greatest help comes from the support of others. The CEL group was organized the summer of '90 and through sensible eating and encouragement from others, several members have found great success in losing weight. One individual has lost over 40 pounds and another has lost over 20 and several are losing a pound a week regularly. There is no prescribed program, just a lot of sharing of ideas, recipes, and encouragement. Occassionally special speakers are invited in.

If you are interested in losing weight, give CEL a try.

VOLLEYBALL FOR FUN

JANUARY 18 - MARCH 21
1:30 - ? B. R. GYM
$5 PER PERSON

Volleyball can provide low-key competition, exercise, and a great time. Beginners and advanced players are invited to join. Some teams have already been formed but there is plenty of room for more teams or individuals.Get the exercise you need and the recreational fun you deserve. Join today.

Registration must be paid and release form signed before playing. Players must wear clean tennis shoes on gym floor. PLEASE REGISTER BY 5 PM, WED. JANUARY 15 so team schedules can be made.

It is preferred that children do not come.

OPEN GYMS

The B. R. Gym and Waterville Elementary Multipurpose Room will be open every Sunday until it warms up. 1 - 2:30 is for children up through the 6th grade. (Parents are welcome to come and play with their children at this time.) 2:30 - 4 is for 7th grade through adults. Everyone is asked to please observe the time allowed for their age group. Bring your own basketball and clean shoes. One goal in each gym is reserved for those wanting to just practice shooting. Anyone wanting to play full-court games should contact the elementary school secretary about renting the facility.

Gary Bargdill will be supervising the B. R. Gym and Todd Carter the Waterville one. Any problems should be referred to them or to the Community Ed. office.

OPEN WEIGHT ROOM

ALLEN WALTERS
MON. - FRI. 5:30 - 7 PM
VHHS WEIGHT ROOM
$5

The weight room is open for public use under adult supersivion. Those desiring, may participate in the Light Weight Circuit Training which is combined of a 9 station workout. This program is designed for stamina and toning. Single station workout will enable you to work each individual muscle in your body. Circuit training is fast, with light weight, and a minimum repitition. This program is fit for all ages, as you will be working out with your own weight capability.

It is necessary that everyone participating in Weight Room activities have a release form on file AND pay the enrollment fee. For legal purposes, both of these requirements must be met.

ATTENTION!!! WALKING ENTHUSIASTS

Don't let bad weather cancel your fitness plan. During cold weather, the B. R. Gym is open from 8 - 9 AM each day that school is in session for individuals wanting to walk indoors. The high school gym is also open from 8:15 - 9 AM and 2:40 - 3:30 PM when school is in session. These are your buildings. Please feel free to use them.

BASKETBALL

MONDAY, JAN. 27 & FEB. 3 IN B. R.
MONDAY, FEB. 17 & 24 IN WATERVILLE
7 - 8 PM
$2

All 1st - 3rd grade boys and girls are invited to join in the sport of basketball. This is an opportunity for them to learn a few of the basics of the sport while learning team work and good sportsmanship.

For legal purposes, it is necessary that each child have a release form on file AND pay the registration fee.

Attach #5-8

CALENDAR OF EVENTS

JANUARY

15 Lower the Fat In Your Diet
16 Book Discussion Group
18 Gymnastics and Volleyball
20 Highland Classes Start and GED
25 Gymnastics and Sr. Citizens Cards
27 Computer, Sewing, and Woodworking

FEBRUARY

1 Gymnastics
3 Computer, Sewing, CPR Recertification, Woodworking, & Res. Deadline for "Cat On A Hot Tin Roof"
4 Crochet
8 Gymnastics
11 Crochet
13 Africa Travel Series
15 Gymnastics and Wallpapering
17 Computer, Sewing, CPR & Woodworking
18 Crochet
20 Austrailia Travel Series & Book Discussion Grou
22 Gymnastics & Sr. Citizens Cards
24 Computer, Sewing & Woodworking
25 Crochet
27 Germany Travel Series
29 Gymnastics & Cat On A Hot Tin Roof

MARCH

2 Sewing
5 Vegetable Gardening
7 Gymnastics
9 Culinary Hearts Kitchen, Astronomy and Woodworking
10 Astronomy Rain Date
12 Lawn Care
19 Ornamental Shrubs & Book Discussion Group
20 Prom Party Fund Raising Carnival
23 K-State Choir & Dinner Res. Deadline, Culinary Hearts Kitchen & Woodworking
24 Twisted Paper Basket
26 Annuals and Perennials
27 Dance
28 National Women's History Month
30 Culinary Hearts Kitchen & Woodworking
31 Renuzit Bunny Rabbit

COMMUNITY EDUCATION
REGISTRATION AND RELEASE FORM

To register, fill out the form below and return to the Valley Heights Community Education Office, Box 136, 107 E. Commercial, Waterville, KS 66548, along with the registration fee. (Check fees and registration guidelines on the inside front cover.) Registrations are taken on a first come, first served basis with District #498 patrons given first consideration.

NAME _____ PHONE_____

ADDRESS_____

CLASS TITLE	FEE
_____	_____
_____	_____
_____	_____
_____	_____

On this_____ day of_____, 19____, in consideration of my being able to participate in educational, recreational, social and/or cultural classes, programs, and projects, I do hereby waive all claims for damage or loss to my person or property (or to the person or property of my minor son or daughter whose name appears below) and all demands and liability which may be caused by any act or failure to act of and by, and I do hereby release, discharge and hold harmless the Community Education, the cities of Blue Rapids and Waterville, the USD #498, it's board members, administrators, representatives, employees, and the owners, managers and lessees of any real property on which such programs may be carried out.

_____ _____

(Participant) (Signature of parent of guardian)

Attach #5-9

APRIL

1 Pruning, Composting, and Gen. Maintenance
2 Dance
4 Genealogy
6 Culinary Hearts Kitchen
7 Art Appreciation
10 Dance
11 Genealogical Evidence and Proof & Bowhunter Ed.
13 Culinary Hearts Kitchen
14 Jeffrey Energy Center/WIBW Tour
20 Culinary Hearts Kitchen
24 Dance
25 K-State Choir and Dinner & Sr. Citizens Cards

MAY

1 Dance
8 Dance
11 Last week of Highland classes

Attach #5-10

KANSAS ASSOCIATION OF SCHOOL BOARDS

5401 S. W. 7th Avenue Topeka, Kansas 66606
913-273-3600

#6

Testimony on H.B. 2475
before the
House Committee on Education

by

Mark Tallman, Coordinator of Governmental Relations
Kansas Association of School Boards

January 27, 1992

Mr. Chairman, Members of the Committee,

Thank for the opportunity to offer remarks on H.B. 2475. Our position on this bill can be summarized as follows: (1) we support the concept of "community education" described in Section 1(a) of the bill; (2) we support the voluntary nature of this bill, which allows school boards to determine how and when such concepts should be best incorporated into each district; and (3) we oppose the funding mechanism proposed in this bill, because it would make funding dependent on vastly unequal property valuations. In other words, such funding would be unequal.

In KASB's Quest for Quality program, we have proposed state goals and performance indicators, which have been introduced in S.C.R. 1631. One goal calls on schools "to involve the entire community in the education system." Its performance indicator is "an increase in school interaction with community agencies and social services, and with business and the private sector." Clearly, the concept of H.B. 2475 is consistent with this goal.

Education
Attachment #6
January 27, 1992

As an alternative funding proposal, we would suggest another element in the Quest for Quality program. To encourage and assist in school restructuring, we propose that the Legislature restructure the At Risk and Innovative Grant program within the Department of Education. There are a number of excellent concepts for school reform. Rather than proliferate the number of small grant programs, dedicated mill levies, and unfunded mandates, we recommend the establishment of a single school improvement and restructuring grant program. Districts could apply for funding in a variety of broad categories, such as community education, family support and school readiness, technology, building-based education, etc.

This approach would allow each district to develop strategies for achieving state goals and outcomes that are appropriate to its own community. In this way, the state can assist districts, while retaining local accountability. We stand ready to assist the community in developing this kind of plan for fostering the kind of excellent concepts that are contained in H.B. 2475.

Thank you for your consideration.

Attach #6-2

KANSAS NATIONAL EDUCATION ASSOCIATION / 715 W. 10TH STREET / TOPEKA, KANSAS 66612-1686

#7

Craig Grant Testimony Before
House Education Committee
Monday, January 27, 1992

Thank you, Mr. Chairman. I am Craig Grant and I represent Kansas-NEA. I appreciate this opportunity to speak in support of HB 2475.

Although it is hard to concretely define what "community education" is, HB 2475 should give enough structure to school districts that they can establish a process to utilize community resources for the improvement of life for all members of that community.

The use of one mill could assist that effort to maintain such a community education fund.

The positive effects of encouraging full access to educational facilities, educational opportunities, and other services will truly bring identity to a community and lifelong learning chances for that community's citizens. A continued positive attitude about local schools is certainly a secondary benefit.

Kansas-NEA hopes that the House Education Committee will pass HB 2475 favorably. Thank you for listening to our concerns.

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Education
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#8

Kansas State Board of Education

120 S.E. 10th Avenue, Topeka, Kansas 66612-1182

January 27, 1992

TO: House Education Committee

FROM: State Board of Education

SUBJECT: 1992 House Bill 2475

My name is Connie Hubbell, Legislative Coordinator of the State Board of Education. I appreciate the opportunity to appear before this Committee on behalf of the State Board.

Community education has been a priority of the State Board of Education for several years. A five-year Community-Centered Education Plan has been developed which we believe is essential for the overall educational opportunities for all communities in the state.

Community education recognizes the importance of learning as a lifelong endeavor and encourages full access to educational facilities, educational opportunities, social, economic, recreational, and cultural services for all members of the community.

The State Board of Education has spent a great deal of time developing their Strategic Plan entitled, "Kansas Schools for the 21st Century" which supports the community education act by including the following strategic directions.

* Involve parents and support their efforts in the education of their children
* Strengthen involvement of business and industry, public and private agencies, and community groups
* Develop learning communities which involve educational institutions, public and private agencies, and community groups in more effective methods of meeting human resource development needs

Attached is a page from the Community-Centered Education Plan which provides an overview of the community education plan development in cooperation with the school districts of Kansas which have community education programs.

We have also provided a draft copy of a position paper on Learning-Working Community.

Community education also supports the Kansas Quality Performance Accreditation process and the Training-Retraining Plan developed by the State Board of Education.

The State Board of Education supports House Bill 2475.

Dale M. Dennis
Deputy/Assistant Commissioner
Division of Fiscal Services and Quality Control
(913) 296-3871

Education
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January 27, 1992

OVERVIEW OF COMMUNITY-CENTERED EDUCATION

DEFINITION

- Community-centered education is an opportunity for local citizens and community schools, agencies, and institutions to become active partners in addressing education and community concerns.
- Community-centered education brings community members together to identify and link community needs and resources in a manner that helps people to help themselves raise the quality of life in their communities.

PHILOSOPHY

- Education is a lifelong process.
- Everyone in the community -- individuals, businesses, public and private agencies -- shares responsibility for the mission of educating all members of the community.
- Citizens have a right and a responsibility to be involved in determining community needs, identifying community resources, and linking those needs and resources to improve their community.

CHARACTERISTICS

- Citizen involvement in community problem solving and decision making, usually through community councils, is noticeable.
- Lifelong learning opportunities for learners of all ages, backgrounds, and needs are implemented.
- Use of community resources in the schooling/education curriculum is available.
- Opportunities for parents to become involved in the learning process of their children and the life of the school are planned.
- Optimum use of public education facilities by people of all ages in the community is supported.
- Coordination and collaboration among agencies and institutions to deliver education, social, economic, recreational, and cultural services to all members of the community are evident.
- Partnerships with business, industry, and schools to enhance the learning climate are developed.
- Volunteers to enhance the delivery of community services are utilized.

RESULTS

- Responsive education system and an improved learning climate in the schools are evident.
- Efficient and cost-effective ways of delivering education and community services are noticeable.
- Broad-based community support for schools and other community agencies is emphasized.
- Special populations, such as at risk youth and minorities, are assisted.
- Collective action among all educational and community agencies to address quality of life issues is pronounced.

CONCERNS

- Child care and extended day care programs are acknowledged.
- Substance abuse is approached.
- Senior citizens services and needs are heard.
- Student achievement/school effectiveness is studied.
- Community pride/support for schools is appraised.
- Unemployment/underemployment is assessed.
- Literacy/diploma and degree completion are examined.
- Community economic development is researched.
- Many other community needs are addressed.

Attach # 8-2

POSITION PAPER
ON
LEARNING-WORKING COMMUNITY

In the past, schooling was limited to academics, while families were responsible for the social and emotional development of children and the shaping of their values and morals. Even with this division of responsibilities, schools and parents were connected and supportive of each other. However, with the fragmentation of many traditional families and their decreased ability to cope with societal and economic problems, schools tried to fill the void in a learner's life with such things as sex education classes, breakfast programs, and driver's education. The connection between schools, families, and communities has been weakened in this process.

Not only did the family structure disintegrate, but the traditional sources of support -- neighborhood and church -- broke down or disappeared altogether for many families. Moreover, this fragmentation of traditional institutions has accelerated in a period when learners are confronting an increasingly complex world. Learners must now, more than ever, deal with new obstacles to their growth: anxiety about nuclear accidents, violence in the home and community, more rigorous vocational and professional requirements, and more competition in the educational and economic world.

Coinciding with these changes are 1) studies that document that schools designed for an agrarian/industrial society cannot prepare children to be lifelong learners, 2) dissatisfaction of business and industry with their workers' skills and work values, and 3) diminishing production and economy of the state and nation in the face of global competition. Critics call for reform, restructuring, or revolution of education to alleviate these social and economic ills and to ensure that children and youth are prepared for carrying out adult roles in productive and fulfilling ways.

If any true education revolution is going to occur, the bond between school and family must be identified as the most important link in the chain of lifelong learning. Schooling cannot proceed in a vacuum; the learner's ability to succeed in school is tied to the web of circumstances affecting the learner's life out of school. School should augment the family, rather than try to replace it.

Other segments of the community should encircle the hub of learner and family and function interdependently at a high level:

Home and Family - The mission of the home and family is to prepare children to learn and to establish their values. The stimulation of the young child and the support of older children is essential for laying the foundation for high levels of achievement and lifelong learning. Research indicates that the first five years of learning shapes a large portion of later life. Parents are truly first teachers of their children.

Attach # 8-3

School and Education - The mission of schools and education is to teach learners basic language and communication skills, how to learn and how to work in groups, to feel good about one's self, to understand one's abilities and emotions, and how to work with people from different cultures. The school supports the families as well as the students in reaching educational outcomes by providing services for all age groups. As the physical hub of the learning-working community, the school actively supports the community's provision of counseling centers, day-care facilities, early childhood education programs, parenting programs, and other adult education.

Social and Health Agencies - The mission of social and health agencies is to provide families, children, and senior citizens with a sense of social, emotional, and physical well being. Services for children must include services for the parents. Research has shown that intervention with only the child is not sufficient to make substantial change. All services need to be coordinated to meet the child and his/her family's needs, integrated to avoid duplication, and located in the school or in close proximity to the school.

Postsecondary Education - The mission of postsecondary education is to provide citizens access to training and retraining and lifelong learning.

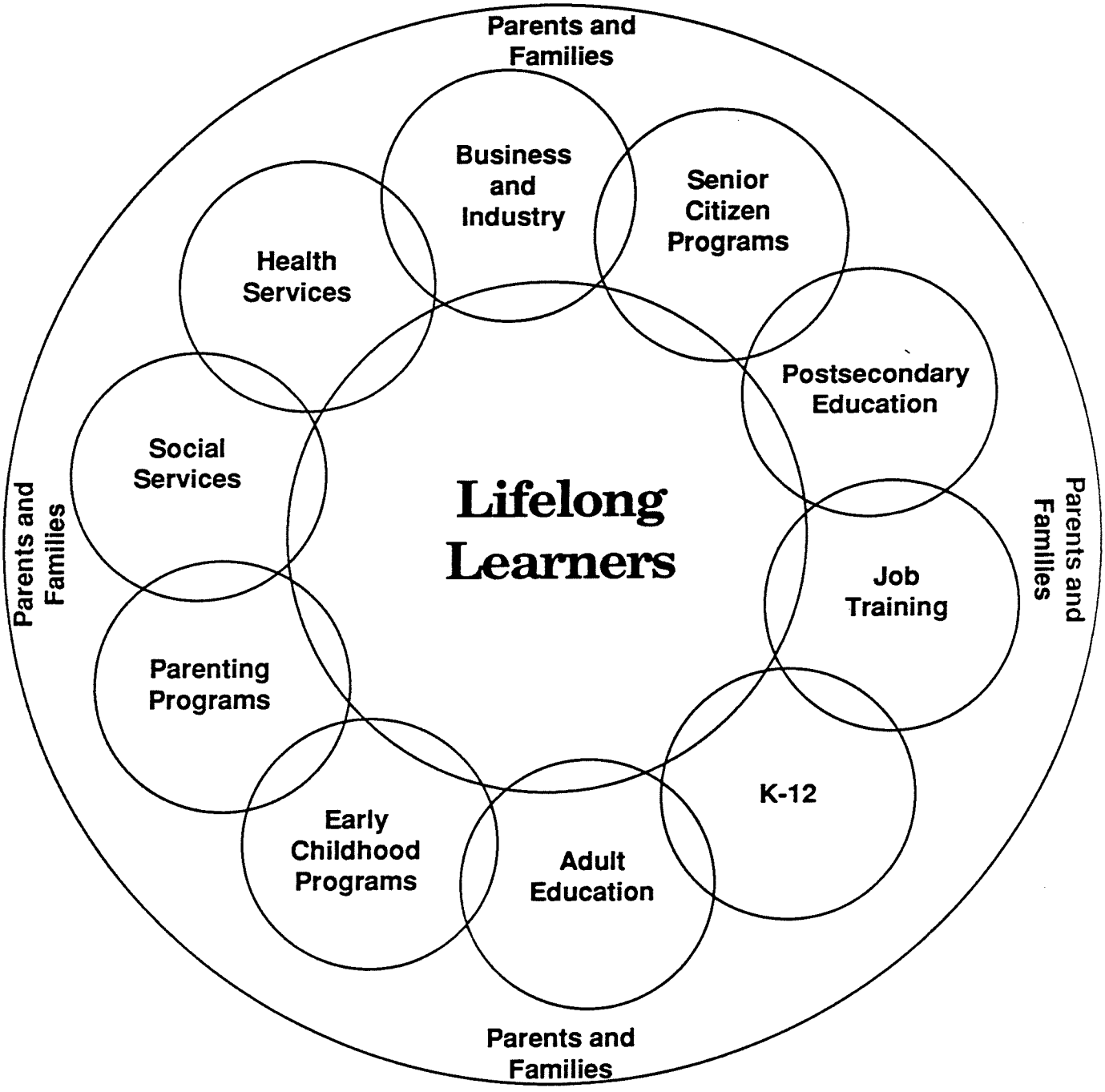
Business and Industry - The mission of business and industry is to anticipate and respond to consumers' needs, to constantly improve the resulting products or services, and to support training and retraining of the workforce, which includes promotion of entrepreneurship and intrapreneurship.

With these community institutions and services in place, the school becomes the hub of learning activities for all age groups in the community. The learning activities serve the school and family as depicted in the diagram. Such an integration recognizes that societal and economic learning needs have changed and makes education the responsibility of the community. The community then focuses on learning and working and ensures the following:

1. All of its citizens must become lifelong learners and learn to deal with change.
2. Learning activities are outcome-based and allow learners to enter and exit as simply and smoothly as possible from school to work and from work to school.
3. All of its citizens can become self-sufficient and socially responsible through highly productive work and skill renewal and can make some provision for their own retirement needs.

The learning-working community helps children reach school healthy and ready to learn, prepares people for rewarding work and additional education, and enables adults to be self-sufficient. All of the citizens of the learning-working community must be able to function in an economy in which information and knowledge are critical, basic and advanced skills in reading comprehension and mathematics are vital, and social and interpersonal abilities are necessary.

LEARNING-WORKING COMMUNITY



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A single model of a learning-working community is not practical or useful. Changing the role of the school from its designated educational functions to an advocacy role for the human resource development at the community level will not fit into a specific model. However, the cardinal rule in developing a model in which schools and learning become the center of a learning-working community is to involve all the stakeholders -- children, families, staff members, teachers, social and health agencies, and business and industry. The resulting group of respective stakeholders advises the school board.

The dynamic tension that is sure to develop as agencies and institutions learn to collaborate for the common good of the people in the community is a natural part of the process of struggling to create a model uniquely tailored and appropriate to each community and school site. This does not mean that a specific model generated in one location cannot be adapted to another; but it is best to realize that the process of creating individual models tailored to the needs of a specific community through collaboration is actually one of the products: creation of institutional change that is culturally appropriate and lasting.

A learning-working community can participate in a phenomenon called "clustering." Two or more learning-working communities can pool their similar problems and share their resources to find common solutions, yet each community maintains its independence. The cluster of communities takes advantage of their positive characteristics: the connection of the schools to the communities which allows expanded learning and working environments, their small size that encourages personal interaction, and their self-sufficiency that helps them get things done without relying on the "state."

There are four imperatives to establish the learning-working communities in Kansas. 1) The economic imperative stems from the fact that investment in the workforce's education reduces money spent on remediation, unemployment, and incarceration. 2) The political imperative is based on the very premise of democracy -- our form of government depends on a well-educated and well-informed citizenry. 3) The educational imperative is that society is responsible for preparing children and youth with the knowledge and skills to fulfill their adult roles. 4) The democratic imperative is that adults and senior citizens be provided with lifelong learning essential to their own and the community's well being.

Attach #8-6

#9

The Business Roundtable

The Business Roundtable Participation Guide:

A Primer for Business on Education

Developed by the National Alliance of Business

Education
Attachment #9
January 27, 1992

The Business Roundtable Participation Guide:

A Primer for Business on Education

Developed by the National Alliance of Business

Second Edition, April 1991

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A Letter from John F. Akers

Education is in crisis in our nation.

Our education system has failed to keep pace with changes in our society and world. Unless our nation acts quickly, this failure will fundamentally change the way of life of every American. It will alter our standard of living, our ability to compete, our standing in the world. This is not hyperbole; this is fact.

The education crisis has many unpleasant characteristics, and none are acceptable:

- Instead of being freed to change the fundamentals of education to meet our nation's emerging needs, teachers and administrators continue to be forced by rigid rules and regulations into uniform, unbending approaches.
- Our children and educators are herded into outmoded, inadequate physical facilities. The condition of buildings, laboratories, and equipment say clearly to our children and teachers that we do not care.
- One-fifth of our school children live in poverty. Many are under-nourished, sick, and unprepared to learn. They begin school at a deficit and end as a permanent underclass.
- Almost all of our children complete their schooling too poorly educated to be fully productive citizens and workers.
- Even our best and brightest children don't compare with their international peers from Europe and the Pacific Rim.

Society will continue to ignore the education crisis at its economic, social, and civic peril. Education is the single most critical factor in our country's success. Without a first rate education system, the United States will fall even further behind its competitors in the world marketplace. Study after study has explored the problems. It is time for action.

Every citizen has a critical stake in the outcome, but we in the business community are among those in the eye of the storm. Most of The Business Roundtable companies and the business community come late to the table in addressing these tough questions. We certainly do not have all the answers. And we have generally been too cautious to join with farsighted educators to exercise our influence in highly politicized – and public – battles.

Those of you who already are involved should be applauded for your efforts. The rest of us must educate ourselves quickly. This *Participation Guide* is designed to acquaint CEOs and their senior corporate staffs with the challenges in education, and the kinds of actions they need to take in cooperation with education, political, and community leaders.

America can afford no further delay. I ask you, personally, to get involved now.

John F. Akers
Chairman of the Board, IBM Corporation
Chairman of The Business Roundtable Education Task Force

Attach #9-4

Acknowledgements

The Business Roundtable and the National Alliance of Business would like to thank the experts who joined with us to discuss the issues covered in this book and those experts who took the time to review drafts of chapters and provide comments. Their names appear in "Panelists and Reviewers" (Appendix III, page 105).

The Roundtable would also like to thank Kenneth R. Lay, IBM Director of International Education, who conceived of this publication, as well as the staff of the National Alliance of Business Center for Excellence in Education, who researched, arranged for, and led the expert panels, and who wrote this Participation Guide. In particular, we would like to thank Esther F. Schaeffer, Senior Vice President and Executive Director of the Center, who lead this effort; Terri Bergman, Director, Program Activities, who oversaw this revised version; and Center staff members Betsy Brown Ruzzi, Frederick S. Edelstein, Maria B. Lloyd, Peggy M. Siegel, Marilyn B. Silver, and Beth Colton.

The Roundtable also wishes to acknowledge David W. Hornbeck and Paul T. Hill, Senior Social Scientist, The RAND Corporation, for their substantial contributions toward the development of The Business Roundtable's policy position entitled Essential Components of a Successful Education System (Appendix I), and The Business Roundtable position on choice (Appendix II), respectively.

Finally, The Business Roundtable and the National Alliance of Business wish to thank Ernest L. Boyer, President of the Carnegie Foundation for the Advancement of Teaching, who wrote the final chapter in this book, which calls the business community to action.

Information on The Roundtable Education Initiative is available from:

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Attach #9-5

Introduction

"We do not believe the educational system needs repairing; we believe it must be rebuilt to match the drastic change needed in our economy if we are to prepare our children for productive lives in the 21st century."

A Nation Prepared: Teachers for the 21st Century
Carnegie Forum Task Force on Teaching as a Profession

We are a nation at risk.

Today – not some time in the future – our nation must educate *all* of its children to be critical thinkers. This nation no longer can afford to "throw away" the 25 percent of our children who drop out of school each year; nor can it afford to write off two-thirds of those who graduate, but with such low skills that they are unable to function fully as citizens or workers, much less compete with students from other countries. The fact is that even our top 25 percent – those students we cite with pride – are not educated to today's world-class standards.

We no longer have any choice. We must end this crisis if we are to remain a first class nation and compete in a world economy. To accomplish this, education must expand its "market share" of well-educated students. Educators must recognize that *all* children can learn. When children don't learn, it is not only the children who fail, but also schools, educators, and the entire education system. Children – together with our entire society – are the victims.

This failure is the result of a web of educational theories, philosophies, policies, and organizational structures that inhibit change. It is not that the schools are doing a worse job than in the past. It is that the whole world has changed, while our schools have stayed largely the same.

The Business Roundtable Agenda

Recognizing that fundamental improvement of our children's education will require work in many areas, The Business Roundtable developed a nine-point agenda for educational change. This agenda, the *Essential Components of a Successful Education System*, provides a blueprint for efforts by the Roundtable and other business people, educators, elected officials, and parents (see figure 1 on page iv, and Appendix I on page 97). It is not a simple agenda. The nine components form an integrated whole, and, while specifics and priorities may vary from state to state and locality to locality, they must *all* be addressed.

The Roundtable agenda recognizes that we already know the methods needed to ensure that all children learn. We do not have to invent or discover these methods.

The Roundtable advocates an education system that:

- Recognizes the differences among our children – differences in how they learn, what motivates them, and the experiences they bring to the classroom.
- Delegates authority to the school site and to the education professionals who interact with the students daily.
- Places a premium on continued renewal and development of those professionals.
- Measures learning by the students' ability to use knowledge, not by recitation of isolated facts or number of minutes spent in the classroom.

Attach #9-6

Figure 1: Essentia[illegible]omponents of a Successful Education [illegible]em

The Business Roundtable Education Public Policy Agenda

1. The new system is committed to four operating assumptions:
   - ✍ All students can learn at significantly higher levels.
   - ✍ We know how to teach all students successfully.
   - ✍ Curriculum content must reflect high expectations for all students, but instructional time and strategies may vary to assure success.
   - ✍ Every child must have an advocate.
2. The new system is performance or outcome based.
3. Assessment strategies must be as strong and rich as the outcomes.
4. School success is rewarded and school failure penalized.
5. School-based staff have a major role in making instructional decisions.
6. Major emphasis is placed on staff development.
7. A high-quality pre-kindergarten program is established, at least for all disadvantaged students.
8. Health and other social services are sufficient to reduce significant barriers to learning.
9. Technology is used to raise student and teacher productivity and to expand access to learning.

Attach #9-7

- Provides for accountability and meaningful incentives based on outcome, not on adherence to regulations.
- Ensures that children enter classrooms ready to learn; that they receive appropriate preschool health, education, and social support, and continued health and social service support as students.
- Integrates technology into the entire education system, to improve productivity of both teaching and administration.

Major changes will be required in policy, practice, and attitude. The Roundtable is convinced that, in most cases, business will have to press for new legislation at the state level.

Restructuring Education

Unfortunately, the rigid structure of the American school system has been unable or unwilling to make the necessary changes, except in a very few instances.

Why? The reasons will frustrate results-oriented business executives.

On the surface, problems confronting American education appear similar to the current crisis of American business. For example, when corporations realize they are no longer responsive to the demands of the marketplace, they develop a comprehensive plan for change. They reorganize and adapt. The most successful may change their entire corporate culture, the products they bring to market, who does the work, how it's organized, where and when it's done. Everything about the business is subject to change.

Faced with failure, corporations flatten hierarchies, move people to new positions, decentralize decision-making, coordinate production across job responsibilities, change physical plants, focus financial responsibility, and develop new measures of accountability. They emphasize training, education, and development of human resources, because they know renewal will fail if employees are unequipped to do their jobs or unprepared to move on to new jobs as the business changes.

Companies that restructure successfully move on all fronts swiftly and simultaneously. To get the same results, educators must do the same thing. All aspects of education must be altered, and as quickly as possible. Education must change fundamentally, from a highly regulated, input-driven system to an output-driven system.

Unlike business which is driven inexorably by highly visible, quantifiable measures of accountability – sales, profits, return on equity – our education system has no clear measures of performance. There aren't even clear expectations.

Responsibility for change is everywhere – and nowhere. There is no clear chain of command to make decisions and accept responsibility. Partially as a result, complacency has become the rule. Polls show that educators are far more satisfied than the rest of us with how well they are doing. Much of the public is dissatisfied with all schools except their own children's school, which they frequently see as "doing a good job."

Restructuring education, however, will be much more difficult than restructuring corporations. Education is a public institution with public visibility. An immense number of groups and organizations are powerful stakeholders.

"Upper management" at the state level extends from the governor and the state's chief education officer to the state school board, the state legislature, and the state education central office. At the local level, it includes local school boards, county and city chief executives and councils, superintendents, and principals. With such a cumbersome decision-making apparatus, consistent policy-making ranges from difficult to impossible.

Attach #9-8

Restructuring means rethinking all aspects of education: personnel development, curriculum and instruction, decentralized school organization, accountability measurement, finance and budget, capital and technological investments. It also means rethinking things not always thought of as part of education, such as meeting the human service and health needs of children both before and during their school years, and involving parents in the education of their children.

The prospects are dim for educators alone to succeed on such an enormous task. The changes required to restructure education are inter-related, and frequently must be handled simultaneously if they are to succeed. For example:

- There is no meaningful system of accountability. No real measurement of results or outcomes. Instead, schools use multiple choice tests that cannot fully measure the thinking and analytical skills business and society require. Yet teachers continue to "teach to tests," perversely affecting the curriculum. Existing accountability systems discourage rather than encourage change.
- Meaningful management at the school-site level is impossible to attain when educators at the school site are held accountable for strict adherence to rules and regulations, have little authority to change curriculum and instruction, and have little or no control over budgets.
- While new curriculum and approaches to teaching can do much to enrich children's learning experiences, school success can still be overwhelmed by the growing numbers of children who arrive at school with severe health and social problems. Yet, bureaucratic structures, in and out of school, place health and social services out of reach.

Add a human resource development system that educators themselves view as woefully inadequate and business executives can only begin to understand the magnitude of the nation's education problems.

It is difficult to know where to begin. There are no clear entry points. Comprehensive action is the key to resolving the education problems in any given state or community.

Can Business Help?

A strong, growing current of public opinion demands change in education. The time is right. Business can help determine whether this will result in significant reform. Taken together, the chapters in this book, *The Business Role in State Education Reform*, and the *Essential Components of a Successful Education System* describe vital areas of concern and suggest how business can help shape the restructuring process. While the chapters help business understand the issues and problems associated with restructuring education and provide guidance on organizing restructuring efforts, *The Business Role in State Education Reform* provides a context for state reform efforts, and the *Essential Components* establish a roadmap for change. The chapters also point to the extraordinary opportunity for business to act as an advocate for action in areas fundamental to educational change but often neglected by educators. These include: human resource development; capital investment in plant, equipment, and technology; and mechanisms for adopting research and demonstration successes.

Business leaders can be instrumental in helping to place education high on the public agenda in their states and communities. They can be strong, vocal advocates for the transformation of the schools.

Attach #9-9

Business leaders must work collaboratively and over the long term with educators as well as state and community leaders. They should not regard the suggestions in each chapter as a menu from which to pick and choose. Simplistic solutions will not solve complex problems. Joint efforts are necessary to address the spectrum of education issues in a coordinated and focused approach.

The Business Roundtable recommends that CEOs form or join coalitions focused on education reform with the governors and other leaders in a state, and commit themselves to a ten-year effort to implement all nine of the *Essential Components*. The coalitions should analyze existing state education systems and develop recommendations for changing those systems into ones based on the *Essential Components*. They should then create a strategy for bringing about the necessary changes, including a strong public communications program designed to generate public support, and the introduction and passage of comprehensive legislation.

The President of the United States and the nation's governors have pledged to achieve far-reaching national education goals. Business must help make these goals a reality.

The task will not be easy. There are no readily applied or general models for business to help educators restructure or renew education. The companies of The Business Roundtable and the other companies that need to get involved in this crucial effort are on the cutting edge of a new kind of business involvement in our nation's schools. They will be exploring for the first time how business can help effect fundamental education change.

Their contributions can have a profound impact on our children and our nation.

Attach #9-10

Chapter 1

Why Business Needs to Get Involved

"...While we have all been preoccupied with the twin deficits, budget and trade, a third deficit has developed that is more ominous in the long run – the deficit in highly-motivated, well-trained people that will be required to provide a competitive world class work force."

James Burke
Former CEO, Johnson & Johnson, in a speech before The Business Roundtable, June 5, 1989

In recent international comparisons, the United States placed last in mathematics and near the bottom in science, behind Spain and Ireland. Even our brightest students in algebra and calculus – the top five percent in the 12th grade – wound up last, behind nine other developed countries. And, unbelievably, the *average* Japanese high school student today does better at math than the top five percent of our students.

Our nation's verbal skills provide little comfort. While almost every child is literate, only three percent can write a good, persuasive letter. And, when it comes to understanding basic concepts fundamental to society, the average student displays poor knowledge. Most high school students cannot explain what a "government budget deficit" is; two-thirds do not know what "profits" mean. Only two in five can restate the main argument in a newspaper article or calculate the bill, change, and tip for a restaurant meal. And, it should be noted that these findings describe students who have *stayed in school*, those who are "succeeding" in our education system.

In a highly competitive world, where the productivity and skills of workers are paramount in importance to economic success, American business can react to these statistics only with alarm. As American business looks to the future, these fears can only be heightened, for business can be successful only if it is flexible – quick to respond to change. To do so, it must have workers who are flexible, who are able to learn and apply new concepts.

Skill requirements of new jobs are out-stripping the skill levels of our labor force, and we have done little to change our education system to overcome this gap (see figure 2 on page 2). In fact, the gap is widening. At the same time, other nations have been much quicker to realize the connection between the demands of today's and tomorrow's workplace and education. Unlike the United States, the political, economic, and social sectors of these countries have together placed a premium on education as their ticket to competitive success, and this approach has been working.

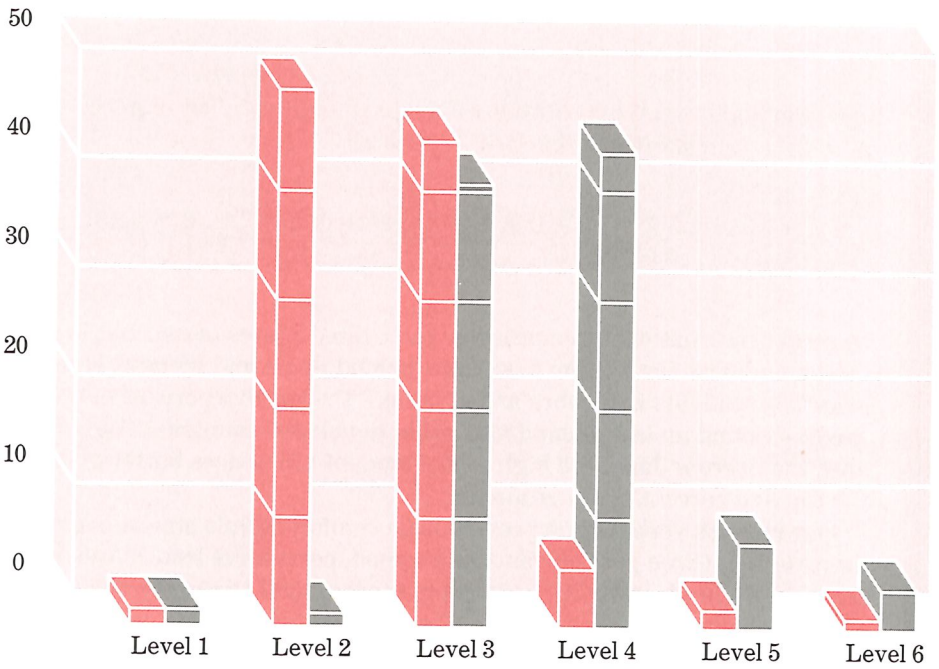
The Skills Gap

Today's economy demands workers who are literate, creative problem solvers, who can adapt to ever-changing situations – workers who have learned how to learn. While many companies have managed to be profitable by adjusting to the limitations of their workers, they will increasingly find that they will need to reorganize work and demand more knowledgeable and skilled workers in order to meet the changing international environment and customer demands. But at a time when even more skilled workers are needed, students are coming out of school without the tools necessary to function in the workplace, creating an ever-widening skills gap.

attach #9-11

Figure 2: The Growing Mismatch Between Workers and Jobs

Percent of individuals and jobs with specified skill levels



2

Actual Skill Levels of New Workers (Skill levels of current 21-25 year olds)

Skill Levels Needed for New Jobs (Skill levels of net new jobs being added to the economy between 1985 and 2000)

Level 1 Has limited reading vocabulary of 2,500 words. Reading rate of 95 to 125 words per minute. Ability to write simple sentences.

Level 2 Has reading vocabulary of 5,000 to 6,000 words. Reading rate of 190 to 215 words per minute. Ability to write compound sentences.

Level 3 Can read safety rules and equipment instructions, and write simple reports.

Level 4 Can read journals and manuals, and write business letters and reports.

Level 5 Can read scientific/technical journals and financial reports, and write journal articles and speeches.

Level 6 Has same skills as Level 5, but more advanced.

Source: Hudson Institute, *Preparing Workforce 2000*, forthcoming.

Attach #9-12

In the past, our economic success depended substantially on machinery and natural resources. We had them; most other nations did not. Most jobs could be performed by unskilled or semi-skilled workers. Today, many nations have access to the same machinery. What makes and will make the difference in economic success will be the quality of workers – how intelligently they use the machines, how quickly they improve upon them, how quickly they can adapt to change, and how quickly they can respond to diverse customer needs.

American business has become increasingly sensitive to these factors. Already, the need for worker flexibility and versatility is clear. Employers have watched product life drop from thirty to three years. To meet demands, they have meshed service, production, and marketing functions. In doing so, they recognize the need for more and more workers with a broad range of skills.

A recent employer survey by the Business-Higher Education Forum found that by the year 2000, the computer literacy requirement for blue-collar workers will be universal. In essence, blue-collar workers will need to become more professionalized; they will need to be prepared to work in teams, to make decisions, to communicate with customers, and to participate in life-long learning.

Unfortunately, many of the new workforce entrants between now and the year 2000 may have trouble meeting these requirements. Over the next decade, demographic changes will be working to reshape the economy and workplace of the next millennium. The American workforce and economy will be reshaped by the following demographic influences:

- The population and the workforce will grow more slowly than at any time since the 1930s. Between now and the year 2000, the supply of new workers will expand by just over 1 percent annually compared to an annual rate of growth of 2.4 percent in the 1960s and 1970s.
- Minorities will be a larger share of new entrants into the labor force. Blacks, Hispanics, and Asians will account for about 57 percent of the projected labor force growth through 2000; yet the dropout rate for blacks and Hispanics are higher than for whites.
- Women will comprise about three-fifths of new entrants into the labor force – approximately 47 percent of the workforce will be female by 2000.

The total impact of all of these changes will be dramatic. Organizations that have relied on young white males to enhance their ranks will see fewer and different young people in the hiring queue.

It is estimated that by 1995, 14 million Americans will be unprepared for the jobs that are available. Many companies are concerned that they will not be able to find employees who can even read or do simple arithmetic. *Business Week* reports $210 billion is spent annually by American companies to train and upgrade their workers, which exceeds the $195 billion annual expenditure for public elementary and secondary education. Because $20 billion of that private sector budget is already earmarked for remedial education (a total that can be expected to increase), companies are forced to pay twice for education – first through taxes and then for internal remedial programs – for what the schools could not or did not achieve.

Basic skill deficiencies impose substantial costs to employers not only in the form of educational expenses, but also through lower productivity, higher supervisory costs, and reduced product quality. Large companies may have the resources to spend on re-educating and retraining, but these costs make them less competitive than their foreign counterparts. For smaller firms that provide the bulk of jobs, resources are simply not there to re-educate the workforce.

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The Competition

As American manufacturing began to feel the effects of foreign competition, Americans pointed to low foreign labor costs, few environmental and safety regulations, and low worker benefit costs as the sources for America's competitiveness loss. They were only partially right. They missed a far more profound trend.

Initially, the competitive successes of other countries came from industries that relied on cheap, unskilled labor. But the continued ability of these countries to compete has depended upon their ability to be innovative and creative in terms of production, service, and research. Machines and natural resources no longer make the difference. People do. Recognizing this, many of our foreign competitors have developed educational structures to mold educated citizens better prepared to function in the new labor market. The statistics cited earlier attest to their success.

Our competitors have built a national consensus on the importance of education – a consensus drawn from throughout society – government, business, and the family. They have changed their educational systems to reflect their economic and societal needs. Many started well behind the U.S. in the educational institutions they had in place, but they have come very far, and America must expect that they will continue to press forward.

Despite extensive public debate, in practice, the United States seems to be stuck in educational complacency. It sticks to a system based on the agrarian and manufacturing models of an earlier time. It continues to turn out too many young people to be unskilled laborers. It continues to cling to old methods that met the needs of the past but not the needs of the future.

Just as business invests in new equipment and technology, so must it also invest in human capital. Public education is a critical ingredient for the prosperity and long-term growth of the U.S. economy. Like their foreign competitors, American business must work with educators to help produce graduates who can meet the challenges of this increasingly technological, rapidly changing society.

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Chapter 2

Coalition Building: The Technique that Produces Change

"Business should not be the sole participant; collaborative efforts for restructuring should be drawn from a coalition including educators, business people, elected officials, and parents. If any one player is missing, the chances for success can be compromised."

A Blueprint for Business on Restructuring Education
The National Alliance of Business

Definition

If business executives are to change how our schools teach our children, they must join together to form coalitions with educators, government officials, and state and community leaders. Working effectively in broad-based coalitions is significantly different from contributing money and supporting narrow or limited programs. It requires the personal commitment of the CEO, backed by company staff and resources. To be successful, coalition members must work to build trust and common understanding. They must work together to understand education issues, identify critical problems, establish goals, and develop a plan of action. As a group, coalition members can have a substantive, long-term impact on the direction of our nation's schools. Singly, they can only effect modest adjustments which will not enable our schools to meet the demands of our modern economy.

Whether coalitions work on the state or local level, they share many characteristics. These commonalities are discussed in this chapter. For additional information on building coalitions at the state level, see *The Business Role in State Education Reform* prepared for The Business Roundtable by the Committee for Economic Development.

Importance Today

All of the problems and issues facing education today, as the chapters that follow point out, cannot be addressed without support from business and political and community leaders. Companies must significantly strengthen their relationships with the schools, and they must work together in coalitions with others to restructure the ways schools operate.

The coalitions that are needed today are significantly different from earlier "feel good" partnerships between businesses and schools, which did nothing to alter the existing educational structure. In the past, businesses simply responded to educators' requests for support, buttressing an inadequate system. To be effective, businesses must work with educators, including their unions, and state and community leaders to develop an agenda for change. This collaborative process is difficult, but it is necessary in order to pull together all of the individuals and organizations that are needed to address the problems in our schools.

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Building Coalitions

Although there is no one way to build a coalition, experience demonstrates that a core of high level leaders is critical for success. The success of coalitions in Boston, Cincinnati, Chicago, Pittsburgh, and Milwaukee came from the power, stature, and influence that high level corporate and elected official involvement provided. CEOs, working with superintendents and local elected officials, have made real and significant change happen through their personal power and ability to leverage public and private resources. The same can be said of statewide coalitions in South Carolina and Minnesota, in which corporate leaders worked closely with governors, state legislators, and chief state school officers to achieve their goals.

The identification of leaders with vision and commitment is an important first step. A single charismatic individual, with a personal passion for improving the achievement of students, can be instrumental in pulling people together. In some cases this leadership has come from the business community, in others from an elected official or educator. However it begins, the remaining stakeholders in the community, including legislators, community-based organizations, parents, religious leaders, school board members, union officials, and others must also be included. Membership in the coalition should be broad-based, drawing from all sectors and segments of the community or state.

Governors have a key role to play in both state and local coalitions. Education is primarily a state function, and key decisions regarding finance, policy, accountability, accreditation, and staff development come under the purview of the governor and his or her administration. The Business Roundtable initiative is based on the premise that a full partnership between business and government, particularly between corporate CEOs and governors, is the first step to fundamental reform.

Choosing a Coalition Structure

Where there have been successful coalitions, the leaders have created a structure to assure that their momentum is sustained. Usually, these organizations have a small staff but they are crucial to organizing meetings, collecting and analyzing information, maintaining communication, and tracking activities. The focus of the restructuring effort will help to determine the type of organization desired for the coalition and its membership.

If a state or community already has a business or civic organization that is focusing on education, it can become the focal point for increased effort. If one does not exist, the National Alliance of Business' experience in fostering coalitions for education reform shows that the success rate in stimulating fundamental, educational reform is higher if a new, broad-based organization is created.

The controversial nature of many restructuring efforts also prompts the creation of a new and separate group from the beginning. Business executives deeply involved in advocacy of controversial ideas, policies, or initiatives may find it advisable to avoid identifying these controversial issues with their business.

On the other hand, a coalition's goals may become the agenda of a respected civic organization, chamber of commerce, or private industry council, which may not have previously worked for educational change. In Minnesota, the Minnesota Business Partnership actually adopted several of these approaches. Initially, it was the nucleus of activity, but it also created a nonprofit education foundation that has funded teachers, principals, and community groups with innovative ideas and programs. It should be noted, however, that after eight years of involvement in education, the Minnesota Business Partnership is planning to create a new coalition structure as it takes on more complex reform initiatives.

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In structuring coalitions, The Business Roundtable CEOs should recognize that they will not be the only group interested in education reform in their state or community. Other groups are likely to exist, and it is important to tie these groups and organizations together into an effective network. For example, the California Business Roundtable and the New York Business Council have a long history of working for substantial education reform and can provide guidance to any new efforts.

Creating a Vision

For coalitions to succeed, they require a vision of how to get the schools and community groups to make a fundamental and lasting difference in the performance of students. A vision of the future is based on an understanding of the present, so coalitions should first obtain a needs assessment, management audit, or analysis of the education system and community services. In some states, existing organizations or coalitions have prepared reports on the state of the schools. Often, new coalitions will need to commission such a study.

A coalition's vision may be narrowly or broadly focused. Because they recognized that failures in school achievement result from problems both within the educational system and in the community at large, business executives in a number of communities and states have been instrumental in defining a vision that places education problems in their broadest context. By broadening the parameters of the issue beyond K-12 (kindergarten through high school) performance problems to include preschool, children's nutritional programs, after school programs, after school care, or transitions to work or higher education, business can help all parts of the community find a role in solving the crisis, thus bringing greater attention to education problems. This approach draws in social service agencies, political leaders, universities, and church groups; and helps shift the focus of efforts to be considered from simply running additional programs, to finding new ways to better serve all students from preschool through post graduation.

Developing a Plan of Action

Once a vision is established, coalitions need a strategic plan to set their direction for action. This plan should establish goals, outline methods to achieve them, and specify how progress will be measured. Coalition members need to agree on desired results before they begin. This process can often be a difficult balancing effort between educators who see all of the barriers to change, and business people who are impatient for change.

Setting realistic goals that fit existing situations is the key to ensuring change. What is appropriate for Portland, Oregon, may not work in Portland, Maine. Long-term goals such as those covering ten years are important, since significant change will come slowly. However, shorter-term goals or milestones also are needed to provide checkpoints – to determine whether all players are fulfilling commitments and progress is being made, and to help keep people involved.

The milestones that coalitions accomplish along the way will help build support. The fact that South Carolina's coalition was able to meet and surpass many of its initial reform goals early in its development played a significant part in maintaining strong support for the initiatives that followed.

Public relations also can play a critical role in determining coalitions' success. Early public relations efforts probably will need to focus on raising the consciousness of the broader community about the scope of education problems and the need for system-wide efforts to address them, while later public relations efforts can be directed to rallying the community's entire leadership around the coalition's goals.

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For a coalition's plan to be successful, all members, including the school system, must be honest in recognizing the current problems within the education system they are trying to improve, and acknowledge the seriousness of the challenges before them. Coalition members may choose not to publicize all of their concerns, but they still need to discuss the tough issues among themselves while judiciously handling public relations so that the education system maintains and even strengthens the public support it will need to effect the planned reforms.

Issues and Obstacles

Building Trust

Broad-based coalitions for education reform cannot function effectively until all members of the group build mutual trust and respect. To build the credibility that leads to greater trust, CEOs and their top staff need to acquire first hand experience about education in their community by meeting with school boards, administrators, teachers, counselors, parents, and students to learn for themselves what is happening in the schools. Business leaders will also want to expand their knowledge base beyond the insider's view by familiarizing themselves with the best ideas of creative thinkers from the local, state, and national scene. Business will lose its opportunity to be effective if it does not take the time to be informed. Many opportunities to foster change in the past were missed because this critical step was not taken.

Business cannot assume that educators have simply avoided addressing their problems. Many have tried, but were limited by the constraints of the existing educational structure. Others have felt abandoned as they struggled with problems that extend well beyond the school walls. Some educators are working hard and succeeding with individual students despite the conditions under which they work. While in some situations the business community has eventually supported the ouster of school board members or of a superintendent, such action is usually taken only after collaborative efforts have failed.

Defining Roles and Securing All Players

Unclear role definitions have sometimes blocked groups trying to bring about systemic change. Clearly defining who will do what and how is an important step. Different members of the coalition will each bring different perspectives, knowledge bases, and expertise to the arena. Business, for example, often has training and management experience, marketing resources, technology, as well as finance, planning, and administrative expertise. Business also has political influence and lobbying experience that can help the coalition leverage support for coordinating social and health services with the schools.

While each group will differ on the part it can play, as many groups as possible should be involved. Business people often underestimate the various groups and individuals who should be drawn into the coalition, including many important education representatives. Coalition leaders should constantly identify groups that may have been left out but should be included, because players left out of the process can often stymie later action. Neighborhood and religious leaders and parent representatives often are overlooked, but can play important roles; and social service providers need to be included in the efforts of coalitions so that social service and health needs of students can be better met.

State legislators are very important, especially education committee leaders. Legislators are particularly important in states where tax increases or district fund reallocations are part of the coalition's plans. In South Carolina, for instance, securing the support of key legislators helped coalitions achieve success. Similar issues arise on the local level with city council representatives

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and school board members. If left out, public officials can effectively block most critical changes.

Developing an Initial Business Agenda for Education Reform
Some business leaders will want to create a reform agenda that goes beyond what educators find acceptable. At times, they may find it necessary to work separately from educators, to understand the issues and identify the changes needed to improve education outcomes. Other business leaders will want to build their agenda by involving educators as part of the formal coalition from the beginning. Some states, such as Washington and New Mexico, already have jointly agreed-upon agendas in place.

It is important for business to identify what it wants to accomplish at the state or local level as a result of its efforts and to determine realistic and reasonable goals. However, if business initially creates its own reform agenda, it must be willing to compromise and search for common ground with other members of the coalition, including educators. When business leaders in Chicago wanted to rework the Chicago education system, they achieved broad-based agreement and support and then went to the state capital with an agenda and plan of action. It was the start of a revolutionary restructuring of the schools. The California Business Roundtable is currently attempting to have legislation passed that furthers its reform agenda – an agenda put together after much study and consensus building across the state.

Cultivating Patience/Maintaining Interest
Corporations that seek to build broad-based coalitions for education reform will need patience. It takes a great deal of time and effort to bring about systemic change. Some coalitions have taken as long as two years to establish a strategy and agree on goals. While some progress will be made and milestones reached, improvements in the achievement levels of students will not be seen quickly. In fact, some studies have shown that when major systemic changes take place in education, there is almost always a period of regression (in terms of test scores) before real progress is achieved. This is because implementation can be a chaotic process during which time educational practices may temporarily worsen. CEOs must be ready for this and take a long-term view.

Business leaders are often frustrated because their expectations are too high. They sometimes demonstrate their impatience by attempting to oversimplify complex issues. There are multiple power centers in education, so business people cannot expect to negotiate the quick, clear cut deals that they may be accustomed to in other arenas. Business and other coalition leaders must work with teachers' unions, boards of education, government at the federal, state, and local levels, as well as parents to bring about realistic agreements that will work.

The Business Roundtable members will need to search for creative ways to maintain interest and commitment over the long term. From the beginning, companies should identify strategies that will keep people involved and committed. A series of small successes along the way can help individuals as well as groups measure progress. Tracking and publicizing individual and anecdotal success stories can also be helpful.

Another way to maintain interest and commitment is to plan a systematic rotation of leadership. This should bring in new ideas and energy and generate the ongoing succession of leadership that is critical to sustaining action in coalitions.

Assessing Progress
It is not appropriate to place responsibility for change entirely with the schools. All parts of the coalition should be evaluated. One way to assure

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niversal accountability is to have members sign a contract or agreement outlining the responsibilities of each of the parties and establishing consequences for failure to meet established objectives or goals. A coalition's measures of school success should not be set solely by education staff, but by the people who contribute time, energy, and effort to the coalition.

While coalitions need to demonstrate early success, such success should not become the primary focus, turning attention from pursuing further improvements. Coalitions might want to identify two tracks in accountability measures: 1) a public track which emphasizes the good news, the measures that are being reached, the successes that are being attained; and 2) an internal track which relies more heavily on independent, third party evaluators to assess the coalition's efforts and suggest intervention strategies to ensure that the coalition's initiatives remain on target. Of course the two tracks must be closely related, but they are not necessarily the same. Examples from Cincinnati and Boston, cities which have earned positive publicity for the many successful initiatives they have undertaken, will demonstrate the point.

In Cincinnati, an independent evaluation conducted by a local university demonstrated that the Cincinnati Youth Collaborative was accomplishing some very worthwhile efforts in its Taft School Project. However, the changes remained on the periphery of education reform. The report suggested that the fundamental relationship between the student and teacher was not being significantly affected in the project, and that until something was done to affect this one-on-one relationship, the project would not achieve its long-term objectives. The report argued that the school system needed to be more aggressive in undertaking reforms in curriculum and teaching styles which would "turn on" the students in this area. As a result, additional teacher training was conducted.

The Boston Compact provides another example of the use of accountability
10 measures to keep the goals of a coalition on track. In 1988, when the original Boston Compact was being renegotiated, most people in the community acknowledged its many successes. The business community had forged a strong alliance, implemented a successful high school career service, and financed a $25 million endowment, and the school system had made some headway toward school improvement, as evidenced by increases in average daily attendance and the establishment of reading and math standards. Yet the schools had not met their original goals. School achievement levels were low and dropout rates continued to be high. Business wanted some assurance that every high school would provide an improved education for all students. Coalition members negotiated new goals, and in March 1989, the Boston Compact Steering Committee agreed to adopt new measures that addressed key issues facing the education community, including site-based management, parental involvement, post-graduate assistance, dropout prevention, and improved academic performance.

In both Cincinnati and Boston, an internal assessment of progress challenged the entire community to reform its efforts and renew its commitment to succeed.

Building coalitions is a difficult and lengthy process for school reform. It is easier for companies to work with the schools in more limited efforts that do not require broad-based, often politicized, coalitions, but such efforts will be less effective. Thousands of existing partnerships have had little effect on how our schools educate the vast majority of our children. The times demand very different – albeit difficult – responses. Coalitions with vision, multifaceted leadership, and a commitment to public discussion have the greatest chance to forge an environment that allows schools to make systemic change.

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Chapter 3

People: The Critical Education Resource

"No company, no organization, can be better than its employees."

David Kearns and Denis Doyle
Winning the Brain Race

Definition

Over 4 million full-time professional employees work in our nation's public schools. Though classroom teachers represent the majority of all employees, their numbers have been steadily declining as a proportion of all professional employees, from 65 percent in 1960 to 53 percent in 1988. Administrators and their aides make up 13 percent of the schools' human resource pool, while guidance counselors, librarians, and teachers' aides make up nine percent. With calls for a more decentralized school system, and the need to graduate students who can think critically, solve problems, and learn on the job, the preparation, compensation, and responsibilities of educators are being redefined by both policy-makers and educators alike. Particular emphasis has been placed on the role of the classroom teacher who is seen as the employee who adds the most value to a school's product – learning.

Importance Today

The 1980s have seen rapid change in many state teacher policies. In turn, the two national teacher unions and many other groups are moving ahead in their support for restructured schools and changes in the roles of both teachers and administrators. And some teacher education institutions have expanded their four year undergraduate education program with a fifth year of clinical experience. Any policy changes for the 90s must take into account the following demographic issues facing schools today:

- Until the early 1960s, America's closed labor markets offered few occupational choices to women and minorities. Schools benefited greatly from easy access to this large pool of skilled workers, and continue to be the recipients of veteran teachers' and administrators' talents and skills. However, large numbers of teachers are close to retirement age. Today, 48 percent of our classroom teachers have spent 15 years or more in the classroom and it is projected that nearly half will retire by the end of the decade, with administrators' retirement rates outpacing teachers' by eight percent.
- As teacher retirement rates increase, demand for qualified teachers is on the rise. Over the next five years, schools will need over 1 million new qualified teachers, with large city school districts experiencing the largest number of vacancies. But with greater employment options, young people, particularly women, are not seeking teaching as a career (see figure 3 on page 12). The number of graduates from teacher-education institutions will make up just over half of the pool from which schools can select to fill their teaching vacancies.
- Also distressing is the small number of minority students entering the teaching field. By the end of the decade, the proportion of minority teachers may fall from over ten percent to under five percent, while the number of minority students will grow.

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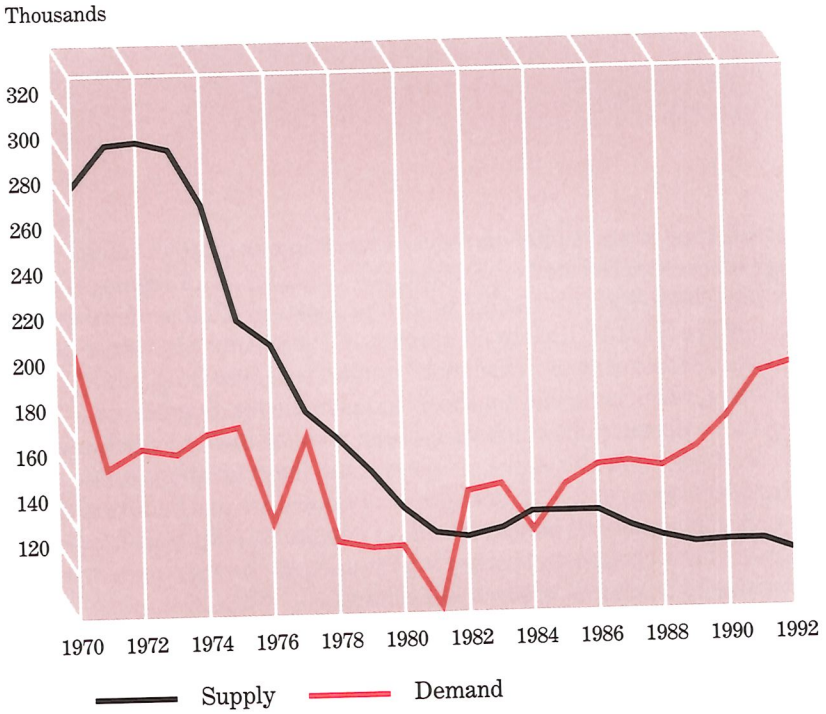
Figure 3: Supply and Demand for Teachers 1970-1992

In thousands



Source: U.S. Department of Education, National Center for Education Statistics, *Statistics of Public Elementary and Secondary School Systems, various years, Projections of Education Statistics to 1992-93*, 1985, and *The Condition of Education, 1985*, 1985.

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- Shortages of qualified science and mathematics teachers are at an all time high. In 1985, three-fourths of all school principals said they had difficulty filling mathematics and science vacancies with qualified teachers.
- Teachers who choose to move from one state to another often lose a substantial portion of their pension dollars. Many also find it extremely difficult to regain their teaching credentials once they cross state lines.

In addition to the demographic problems that education faces, policymakers have neglected the preparation, development, and compensation of classroom teachers, leaving our education system with serious voids that must be filled if our nation is to improve what our students learn. Addressing these concerns is a vital task for educators, elected officials, and business people.

Educators – The Neglected Human Resource

Teacher preparation most often begins in our nation's state universities at the undergraduate level. Average SAT scores of students interested in a teaching career lag far behind other college-bound students so that schools of education begin with less well prepared recruits. In most cases, teacher-education courses have not kept pace with new research into teaching strategies, assessment techniques, uses of technology, or the management and decision-making training that all teachers need. This is not surprising – most schools of education are at the very bottom of the list of funding priorities in most universities.

Teacher preparation also requires the student to spend one to two semesters student-teaching in a classroom. The quality of the clinical experience is haphazard. Unless by luck the student is placed in the classroom of an exceptional, experienced teacher, student teaching is often unproductive. Therefore, first year teachers enter the classroom with limited experience and are more than likely assigned the most challenging group of children in the most disadvantaged schools. Therefore, it is not surprising that 30-50 percent of classroom teachers leave within the first five years of their careers. Left alone to fend for themselves, teaching becomes an isolated, repetitive job.

Ongoing teacher development is also neglected. In most schools, staff development is conducted for one day, four or five times a year. While businesses regularly provide in-depth, on-the-job training to their most valuable employees, many schools provide their employees with "maintenance training" – a three hour stress management workshop, or a one hour positive teacher image workshop – away from the classroom. Rarely do these sessions focus on the skills and techniques critical to restructuring – e.g. new curricula, team teaching, and shared decision-making. Even if they did, the very limited amount of time available would not permit adequate attention to important topics. If teachers or administrators want to opt for more substantive training in key areas – and frequently that training is not readily available – they must attend them at their own expense.

Salaries of classroom teachers are well below salaries received by most other college graduates. Though teacher salaries have increased substantially in the 1980s, they have just regained the buying power of salaries in the early 1970s. In fact, average salaries of new college graduates trained in the sciences who enter industry are 50 percent higher than salaries of beginning teachers. And the wage gap grows larger over the course of their careers.

Teacher salaries are not based on exceptional performance, but on length of service. The teacher who continuously motivates students to learn and surpass their learning goals is rewarded no differently from a teacher whose students are left unchallenged and largely untaught. Our nation cannot expect to attract well-qualified people into teaching if teacher preparation, compensation, and development are not a national priority.

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Restructuring Puts a Premium on Human Resource Development

A fundamental restructuring of the way our schools are organized to improve student performance focuses great attention on the actions that educators take to motivate students to work at learning. Decision-making is moved to the school site so that school goals and strategies for accomplishing those goals are placed in the hands of administrators and teachers who know students best. With the authority to make decisions about how to reach school goals, educators are responsible for choosing curriculum and teaching strategies. In restructured schools, the goals of curriculum go way beyond the basics toward higher order skills acquisition. In addition, new ways to assess student performance are linked to a school's learning goals. Only by working collegially can school decision-makers effectively plan, choose, and analyze their educational strategy.

These elements of restructuring create a whole new vision of the educator for the 1990s. Only when teachers are equipped with decision-making and leadership skills, state-of-the-art teaching strategies and assessment techniques, an ability to work with faculty members, and an excellent grounding in the liberal arts will they be ready to lead all students, regardless of socio-economic background and preschool readiness, to high performance in school.

The implications that restructuring has for educators has been stated eloquently by Marilyn Hohmann, a principal from Kentucky:

> "Today, we are barely reaching 20 percent of our students. This means that all students are at risk of not learning how to think, how to problem solve, and how to be creative. Instead of recognizing that new technology and new strategies can help us motivate students, we continue delivering 80 year old teaching strategies. Teachers receive little encouragement to do anything else but lecture, and kids are not buying this strategy. Today kids learn just enough to pass a test and then forget and go on to something else. Our schools need to change and everyone inside and outside of schools knows this. The task is unbelievably difficult because the traditional practices and incentives in schools are so deeply ingrained. Though as professionals we accept what needs to happen, it is difficult to ask teachers, who have never been asked before, to deal with ideas and work collegially. Instead, we have treated teachers as functionaries, asking them to remain in their rooms, monitor the halls, keep kids quiet, and get the job done. The biggest challenge we face is to have the entire faculty asking "what if?" instead of stating "we can't because."

Filling Our Schools with Educators Who Ask "What If?"

Significant changes in the preparation of teachers must start in the colleges and universities that provide pre-service training. Common sense supports the notion that if America's future depends on graduates who have mastered the basics and acquired a cohesive knowledge across subject areas and skills, then their teachers must be prepared with a deep understanding of those subjects as well. A strong link between schools of education and the entire university is required to place a premium on preparing highly skilled teachers.

Some educators believe that if teaching is to become a "true profession," teachers must follow a path similar to that of doctors or lawyers. One scenario replaces the undergraduate degree in education with a four year liberal arts degree followed by a fifth year of teacher training experience and an internship in the schools. The internship includes a formal relationship with a highly experienced cadre of teachers who would help develop and then evaluate the intern's ability to teach successfully in a collegial school.

This new breed of highly skilled young teachers will be working side-by-side with colleagues who have not had the benefit of restructured professional

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education. A massive retooling of existing teachers is needed that will produce a teaching corps consisting of educated risk-takers, leaders, coaches, and mentors. To do this well, schools must substantially increase their professional development time so that teachers can exchange ideas, acquire new subject area knowledge, learn how to work collegially, and make decisions.

Some districts and a handful of states are using the services of professional development schools to train new and veteran teachers. Like a teaching hospital, professional development schools are staffed by expert teachers and university faculty and provide examples of best practices. Unfortunately, these efforts at quality training are far more the exception than the rule.

The role and preparation of the teacher is not all that changes in a restructured school. Administrators, central office staff, principals, and teacher's aides also take on new challenges to make student learning the goal of the school system.

Ideally, the superintendents of restructured school districts would function like CEOs. They would delegate decision-making and problem-solving rather than manage from one crisis to another. They would invest time in staff development and induction of new employees, reward educated risk-takers, and spend time educating the public about their school systems. No organization functions well without a strong and effective leader. Principals in restructured schools would see themselves as leaders of instructors, supporting the faculty, and determining the best use of the talents distributed among them. A training program for administrators and principals as rigorous as some of those in our best managed companies is required.

Most "restructured" schools are finding that there is little time in the school day to simultaneously "reinvent" teaching, conduct decision-making and management training, and stay up-to-date on the most current research on effective teaching strategies, all necessary ingredients for restructured schools.

The most obvious support that schools so desperately need can come from state departments of education and local education agencies. The traditional role of these entities has been to monitor and enforce school regulations rather than to assist and facilitate school improvement and change. In order to nurture restructuring, a rethinking of the roles and expertise required of the central administration must begin today.

A new emphasis on quality teacher preparation and staff development go hand in hand with rewards for a job well done. Educators must be recognized, compensated, and promoted for exceptional work. This would include public recognition and respect for quality teachers; bringing teacher salaries up to the level of other professionals; and development of career ladders that provide opportunities for promotion, increased responsibility, and more varied work. Only then will the well-qualified enter and remain in the teaching profession.

Issues and Obstacles

The path described above that will fill our schools with leaders, coaches, and mentors is quite different from the regulatory path we take today. A new road requires a revamping of educators' preparation, development, compensation, and career paths so that students will be taught by the most able professionals in America. In the early 1980s, states began to march down a road toward recruiting and retaining quality teachers, but the approach they took and the obstacles they met have kept us far from the fundamental changes described above.

Licensing and Certification

The issues of licensing and certification are complex and highly charged.

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Although states have tightened their requirements for entry into teaching by administering licensing tests, raising passing scores on existing examinations, or increasing the number of education courses required in teacher preparation programs, teachers frequently do not receive adequate preparation in innovative pedagogical approaches – "how" to teach – which are so vital to learning and to education restructuring efforts. This seems to occur because many schools of education are often isolated from public school classroom conditions. Yet until recently, graduation from these same institutions has been tantamount to being licensed as a teacher. Unlike other professions, there is no independent board of peers that judges whether an individual actually has the skills to teach. Changing this approach has met with resistance from large segments of the current teaching profession.

Proponents of teacher professionalism believe that educators themselves should participate in determining what teachers should know and be able to do. In 1986, the National Board for Professional Teaching Standards brought together educators, state policy-makers, and representatives of the public to establish rigorous standards of professional certification for practicing teachers. The first Board-sponsored set of assessments to measure a teacher's ability to meet the standards set by the Board will be conducted in 1993. In the meantime, some states have established teacher standards boards to review state licensing policies. Separately, the American Association of School Administrators has recommended that administrators establish a national board of administrators to set standards for their profession.

Alternative certification is another highly controversial issue. There are a variety of alternative or non-traditional routes to certification, but these are often viewed narrowly by educators and rejected for a number of reasons.

Some alternative approaches do minimize the amount of instruction in teaching strategies needed to be licensed as long as the candidate has earned a bachelors degree. In states like New Jersey, the alternative certification program has brought many well-educated people into teaching, but the jury is still out on whether the alternative license assures the public that candidates are not only knowledgeable about their specialty subject, but have the skills to teach that subject well. Other non-traditional programs, such as those created to attract mid-career recruits and others to teaching, have generated less controversy. By meeting full education and certification standards, they are able to provide more flexibly designed courses in graduate school, supported by supervised internships and financial aid.

There is considerable opposition to the National Teachers Examination (NTE), the examination used most often by states to license teachers. Opponents say that the test does not measure teaching ability, and makes it even more difficult for minorities to enter teaching. The group that administers the NTE, the Educational Testing Service, is in the process of developing a new teacher examination.

Compensation and Benefits

In order to recruit and retain the most talented into teaching, most states have improved teacher salaries, and developed some type of performance-based pay program to reward excellence in teaching. One outcome of the move by many states to mandate minimum compensation for beginning teachers has been to compress the wage differential between beginning and experienced teacher salaries. This policy implication does not bode well for states trying to retain teachers who reach their maximum earning potential early in their career.

Pay for performance systems, known in some states as career ladders, merit pay, or master teacher programs, are all controversial policies for one reason or another. On the positive side, these systems are said to motivate

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teachers to work harder, attract quality people into teaching, and hold teachers accountable for their teaching. Opponents view most pay for performance compensation plans as administrative burdens that do more harm than good to relationships among teachers.

Though once very popular in many states, merit pay programs for outstanding teachers have been abandoned because of difficulties in administration, lack of teacher involvement, teacher resistance, and confusion over what was being assessed. States have chosen to replace merit pay with other programs like career ladders that create new job structures over the course of a teaching career and reward teachers for taking on more responsibility by creating a salary structure that is usually added on to a teacher's regular salary. Still other states have developed master teacher programs that designate exemplary teachers to guide new teachers, develop curricula, or assist peers. Most programs offer a small stipend or salary increase to participants. The evidence that today's career ladders are the best way to motivate and reward teachers is not strong. This has led some districts and states to experiment with a variety of incentives, including grants to teachers for developing and disseminating innovations, improved working conditions, and varied roles.

As discussed in the chapter on accountability, all performance-based compensation programs face evaluation problems. When developed at the state and local levels, evaluation criteria defining good teaching may differ substantially, depending on different educators' perspectives. Inevitably, any questions about the validity of performance criteria and evaluator bias can cause teachers to feel pitted against each other rather than as colleagues working together. In addition, these programs require a considerable amount of time and money to train evaluators. Therefore, many states are leaving it to their local districts to develop and implement their own pay for performance programs. Interestingly enough, in an effort to overcome these problems, some districts have focused their performance-based compensation programs on student outcomes with the school as the unit of measurement rather than the individual teacher. But, some feel that this approach will not be adequate. Probably, a combination of assessments using both the schools and teachers as the units of measurement will be needed.

The Education Bureaucracy

Most proponents of restructuring support reallocation of education dollars out of the central management offices that monitor and inspect teachers, and into investments in teacher knowledge and improved salaries. But changing the entire education bureaucracy, like changing corporate bureaucracy, is a formidable task. State education agencies must educate their staffs about restructuring and train staff to assist districts in meeting the information and training needs of restructuring schools.

Some state departments of education are beginning to shift from enforcing regulations to encouraging districts to ask for regulatory relief from statutes that create burdensome and costly bureaucracies outside of the classroom and prevent creative approaches to instruction. For example, waivers from using specific textbooks or test requirements have been granted. Other states are providing cash incentives to districts that come up with creative management strategies and new ways to organize the schools.

Thoughts on Business Role

Supporters of restructured schools see investment in human resources as a sure way to increase student learning. They believe that businesses, with their experience in human resource development, can lend important resources, whether staff time, advocacy, or funding to help recruit, retain, or retrain professional educators.

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To ensure that schools will be staffed with the most able college graduates, businesses can support efforts that strengthen teacher education programs by encouraging university presidents to invest in their schools of education so that students graduate with a strong grounding in state-of-the-art teaching strategies as well as strong academic backgrounds. Business has greatly enhanced other aspects of university preparation and can be very helpful in stimulating attention to schools of education. Business leadership can also encourage states and the federal government to support historically black colleges and universities which prepare the majority of our minority teachers.

Businesses can help school districts recruit highly skilled graduates into teaching by loaning personnel experts to schools or districts that are revamping their recruiting programs. Training experts can be of enormous assistance to schools and districts attempting to train their employees in group dynamics, decision-making, and problem-solving. Corporate management training manuals can be revised to support teacher and administrator management training.

All too often, teachers are isolated from the world of work. Businesses can invite teachers into the workplace so that they can see for themselves the kinds of skills and knowledge their students need to succeed. The workplace also provides teachers with up-to-date information on their subject area specialty by offering summer jobs that match teacher expertise with work projects and products that will utilize their talents in that specialty.

At the state level, business people can lobby states to increase teacher salaries and develop sophisticated career ladder programs so that talented, well qualified people will enter and remain in the teaching profession. Business people can also encourage states to remove obstacles to teacher mobility so that a true career in teaching will become a reality.

Support for and investment in quality teachers and teaching must be a priority in the United States so that our schools can produce highly skilled and knowledgeable graduates. Businesses that have restructured discover that investing in human resources is essential to a corporation's ability to compete. Businesses can help stimulate investment in our schools' most important resource – the professional educator.

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Chapter 4

Curriculum and Effective Delivery: What's Being Taught and How?

"There are no valid reasons – intellectual, social, or economic – why the United States cannot transform its schools to make it possible for all students to achieve. It is a matter of national commitment, determination, and a willingness to work together toward common goals."

Science for All Americans
American Association for the Advancement of Science

Definition

A curriculum, or a course of study, provides the framework that guides educators in selecting and organizing what will be taught, and how it will be taught. The structure and content of curriculum can be organized in many ways – from the traditional discrete disciplines to an interdisciplinary format, or from academic to vocational. Whatever the structure and content, there is a growing agreement among business leaders and educators that the current curricula is not based on what we know about student learning, what people need to know to function in our society, or what we value in our society. Reasons for this concern are evident not only in the projected shortfalls of scientists and mathematicians, but also in the alarming string of reports citing serious deficiencies in the problem-solving, reading, and geography performance of U.S. students. As America moves to an information-oriented economy, so too must our curriculum be modernized to assure that all students will be successful citizens, workers, consumers, and parents.

Importance Today

The changing nature of workforce requirements makes it vitally important to both the nation and individuals that *all* students receive a high quality education, one that distinguishes little between academic and vocational curriculum. Future job growth is concentrating in occupations that require more than basic literacy skills. According to the U.S. Bureau of Labor Statistics, there were 27 million new jobs created between 1972 and 1986. Only 3 million of those new jobs required no more than a basic level of literacy. The remaining jobs, whether professional, technical, sales, craft, or clerical, required workers who could learn easily on the job, were able to read complicated material, solve problems, evaluate or communicate complex arguments, work with others, and write well. Yet America continues to graduate far too many students who can not think for a living, while our international competitors continue to set rigorous curriculum standards for all of their students, even at the elementary level.

What is Taught, How, and Where

Both changes in workplace requirements and the widespread use of technology make certain skills and knowledge more important and others less so. Areas of science, mathematics, technology, and multicultural understandings that are commonly used at work, in politics, or at home are not adequately

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taught in school, while many other topics that have outlived their usefulness are still taught. Following *A Nation at Risk*, most states increased the number of core academic subjects required, but did not specify what was to be taught. Consequently, states found that the college-bound were already taking these courses, while lower-achieving students continued to fall further behind in courses in which they were not succeeding earlier. If more academic courses are not the answer to improving the chances for all students to graduate with a meaningful diploma, what is?

Some states, research centers, and subject area associations are developing frameworks of knowledge, or common cores of learning, that all students need. Comparable to industry's investment in research and development, builders of curriculum frameworks realize that serious R&D is essential to assure that curriculum and teaching strategies are constantly updated and discovered. Regardless of the subject area, the developers of the common core have come to some similar conclusions about what is required for success. First, when the objective of the common core is active learning and problem-solving, then changing curriculum content alone without also changing the instructional approach and assessment methods will not succeed. Second, success depends on being clear about the goals of the curriculum, that is, what are the essentials for all students to learn successfully. And, third, while the object of a common core is for *all* students to master the curriculum, different teaching strategies are applied because children learn in different ways. Some of the other common elements are:

Content:

- Emphasizes the connection among all subject areas rather than using the traditional approach of subject-by-subject curriculum development;
- Emphasizes ideas and thinking skills, not memorization and vocabulary;
- Establishes that more is not always better – covering large quantities of information must yield to depth and quality of information;
- Emphasizes multicultural issues; and
- Chooses the most important principles and concepts across subject areas.

Instruction:

- Encourages teamwork and creativity by having students solve problems together where there is no one right answer;
- Makes active learning a priority;
- Includes writing in all subjects;
- Provides hands-on experiences; and
- Provides substantial staff development and planning time for teachers to develop model curriculum and instructional strategies for their own students.

Assessment:

- Creates methods of assessment that assess a student's capacity to do complex thinking as well as to apply what a student knows to real world problems;
- Views assessment as part of the teaching strategy whose goal is to determine what students know, not what they do not know;
- Develops open-ended, not just multiple choice true/false, assessments;
- Uses a variety of assessment methods including oral presentations, observation, notebooks, group projects, and written material.

Research on how students learn, both in school and out of school, must be used in re-thinking and modernizing curriculum. We do know that learning is an active process that occurs in a social setting; this therefore suggests the

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importance of using teaching strategies that engage students in creative interaction with each other and with context. Because active learning is "hands-on," a curriculum oriented to problem-solving will help students apply what they know to real world problems and how to solve them.

This also suggests that students need not be taught solely within the four walls of a typical classroom. They instead can profit from learning experiences that expose them to real world experiences. This should occur at all grade levels. Particularly noteworthy are the experiences other countries create in the upper grades. Most of our international competitors have some variation on a system that brings employers together with schools to provide a comprehensive student learning experience at age fifteen. Students spend time at school and time at work and the curriculum is defined by both the school system and the employers. In the process, students learn how to apply what they know to real world problems. The result is a higher skilled workforce for employers and an earlier, smoother, less traumatic transition from school to work for graduates.

Issues and Obstacles

The instructional framework and techniques described above are vastly different from the subject-by-subject, class-to-class, lecture approach that most adults experienced and too many children still endure. New frameworks require that teachers use new teaching techniques and technology, call for flexibility in how a school is organized to lower teacher/student ratios to permit review of more complicated assignments, and demand greater interaction and planning time among teachers so that they can interrelate subject matter and assignments, which in turn demand greater analytical work and teamwork from students. Many factors stand in the way of these changes.

Public Resistance

The curricula described above "look" different to the public. These approaches are not what most adults know. With the heightened public concern for quality education, the natural tendency is for the public to want the old approaches applied in a "more rigorous" way. These approaches have never attracted many students to work hard at learning, nor have they conveyed the kinds of skills business and society demand. Just when educators need encouragement to adopt new techniques, these public pressures often discourage them from doing so.

Readiness of Educators

Given the way schools are structured today, public school educators, particularly classroom teachers, have little or no time to learn about these new education approaches. And, as described in chapter 3 on human resources, most teacher preparation and staff development programs continue to be isolated from the new approaches now being advocated. Central office staff at both the state and local levels are ill-prepared to help as well, given their traditional role of regulator, not facilitator. With newly prepared teachers starting their careers at a disadvantage, with little incentive to acquire information on new teaching techniques and resources, and little internal help to do either, the pace of curriculum and instructional change is slowed.

Up-Front Costs

In addition to the need for improved teacher training and retraining programs, institutionalizing new curricula has other up-front costs that are usually neglected. Property, plant, and equipment costs can stymie curriculum change. Buildings where walls cannot be moved to accommodate team teaching or multiple small classes, or where electrical circuitry will not

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accommodate new labs or computers, can prevent changes from taking place. While new applications of technology for learning can increase productivity of both teachers and students, most teachers do not even have easy access to a telephone, let alone access to up-to-date data bases on teaching and learning, personal computers, videodisc technology, or cable television.

It should be noted that many education experts believe that once instituted, the ongoing costs of teaching in new ways with new resources will be only marginally higher. For example, reduction in teacher/student ratios can be achieved through the elimination of "pull out" programs or team teaching where high cost, skilled teachers can be supported by lower-cost interns, teacher aides, or private sector retirees entering teaching. However, the lack of funds for the cost of the initial introduction of new curriculum prevents the revamping of curriculum that is needed.

Poor Measurement Systems

Curricula designed for higher order thinking, writing, and communicating skills cannot be measured only by multiple choice or true/false questions that test knowledge of isolated facts. As you will find in chapter 6 on accountability, there are no widely available systems for adequately measuring student or teacher success in those areas. In the meantime, if teachers shift from "teaching to existing tests," to mastery of thinking skills, test scores may drop, with no visible measures to capture the attainment of the higher order skills. These factors make educators reluctant to take risks with new approaches.

Limited Textbook and Resource Choices

While there is no federally mandated curriculum in the United States, some argue that curricula are determined largely by textbook publishers. This limits choices for schools of different size, student needs, and faculty resources. Since textbooks often must pass state text-review programs, approval by these states can lead to volume discounts, making it difficult for districts to buy other materials. Because textbooks require large up-front investments of time and money, publishers are less apt to change content radically to meet local needs in favor of selling to statewide and national markets. Therefore, the learning goals of districts based on the different needs of students are limited by the textbooks themselves.

Also limited is the types of technology available for teacher use. Electronic databases full of information on teaching strategies and research on learning are inaccessible or unavailable in most schools. And those teaching technologies that "trickle down" to the classroom are designed with little teacher input.

State Requirements

In the 1970s and early 1980s, the response of the states to calls for "more rigorous" education has been to establish tighter monitoring systems and stronger requirements for what is taught, how it is taught, and when it should be taught. Most state departments of education establish requirements for class size, class length, and subject areas. Many of these regulations limit flexibility for schools taking a new approach to how and what they teach.

Thoughts on Business Role

From the point of view of many educators, business involvement in curriculum change is probably one of the most controversial areas. Educators believe strongly that they have the expertise to design and choose curriculum if only given the opportunity, and further worry that business will advocate only job specific curricula as opposed to a broader, knowledge-based approach. In today's world, the latter should not follow. Business' need for workers prepared to solve problems, think critically, and communicate meshes with the overall

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goals of educators. Because of the existing distrust, a starting point for business is to communicate to educators this mutual interest. From that point, business can facilitate the kinds of curriculum changes that are needed.

Setting the Tone

Business people can be vital advocates for curriculum change. By understanding that schools must "look" different from the past in order to educate *all* students, business people can promote receptivity to the kinds of changes that are needed. The Business Roundtable CEOs and top executives can do much to convince other business people and the public that America must invest in modernizing its curriculum and delivery system to reach *all* children by providing education in ways that can be made more apparently relevant to students.

At the state level, business can work with policy-makers to move from an education system that regulates inputs to an outcome oriented system. Lobbying states to release schools from regulations that prevent them from delivering or experimenting with new curriculum approaches will make curriculum change move at a faster pace. Using outcome measurements as a base, states can provide rewards to districts and teachers in exchange for relieving schools of the obligation to follow strictly defined rules governing how they organize the learning process. More specific roles for business in this arena are outlined in chapter 6 on accountability.

Business people can advocate that states expand and review their textbook choices to include agreed upon learning goals for all students. And finally, business can lobby states to support new research and development centers focused on curriculum design, training, and evaluation to provide schools with options that meet their particular needs as well as support research on how people learn outside of school.

Reducing Isolation of Schools

There are a number of steps that business can take to help educators rethink their approaches to curriculum by helping to bridge the gap that has often isolated schools from the workplace. This link can help make schoolwork relevant to many students who do not see the connection between school and work.

Business people can help educators better understand workplace requirements. They can continue to work with educators and community leaders to identify the knowledge and skills that every graduate must have to be successful not only at work, but as citizens, consumers, and parents. Business can also familiarize itself with other countries' school-to-work transition programs and press for alternative settings for learning, where students can see direct applications of schoolwork through structured learning opportunities in "real world" work settings. Business can provide incentives for student success that value what students have learned. Business can also sponsor programs that bring teachers into the workplace.

Business can loan executives, particularly if they are experts in management training, human resource development, and information technology. These loaned executives can help school districts train teachers to make decisions about curriculum choices and instructional techniques, train teachers in group dynamics, or bring new technology tools into the district.

Whatever approach business takes to assist educators in redesigning curriculum, a long-term investment is essential for success. School change like any system change takes time. However, business can use a strategic approach to ensure that the assistance it does give will make a real difference to how curriculum is structured and delivered to all students.

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Chapter 5

Management and Decision-Making: How They're Changing

"Schools are hard to change – that's the bottom line. . . Anytime we can do anything to make them more flexible, we're better off."

Patrick O'Rourke
President, Hammond (Indiana) Teachers' Federation

Definition

The education system in America is rigidly structured. Almost all critical decisions are made either at the state or district levels. Principals and teachers who are closest to knowing student needs cannot control what they teach, when they teach it, or even how they teach, nor can they make personnel or budget decisions.

Professional educators are beginning to push for changes in the governance and management of school systems that would decentralize authority and decision-making. While today most important decisions in school systems are made by superintendents and boards of education, there is a growing desire among many educators and parents to re-balance power toward greater decentralization and localism. Many would shift power and decision-making from more remote, less visible authorities and place it in the hands of more visible, more accessible principals and staff at the school site. Yet, there is no agreement on what authorities should be delegated and how far down in the structure these authorities should be passed. Like business, when there is pressure to decentralize authority, there must be a complete rethinking of roles and responsibilities throughout the educational management structure.

The notion of decentralization is not a new one in education. There have been times when it has been tried before, but this time it is different, because decentralized decision-making is part of a whole package to restructure the education system. Decentralization is being advocated as part of an effort that calls for modernizing curriculum instruction and delivery, creating new assessment tools, developing incentives for educators, encouraging the most talented to go into teaching, revamping financial systems, and creating a profession for teachers.

Importance Today

While authority over our nation's schools is concentrated at the state and district levels, worry over how our students are performing in comparison to those in other countries has driven the movement to restructure the school system toward shifting the balance of authority downward in the system, particularly to the school site. Educators call this shift school-based management or shared decision-making. Little is known about whether these shifts in power will improve student learning, and there is considerable disagreement over the extent to which these shifts should occur. Nevertheless, decentralization is a strong trend that conceptually makes sense, based both on private sector experience and educational theory.

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In some ways, the crisis in student performance levels can be viewed as a classic performance/productivity problem. Educators need to increase the productivity of students by educating larger numbers of them to higher levels of achievement and, for the most part, to do it with existing resources. In similar circumstances, many businesses have concluded that increased productivity relates directly to the freedom and independence afforded employees responsible for improving output.

This philosophy underlies the changes being proposed in our school system today. Those supporting school-based management argue that by changing the governance structure and decision-making relationships of schools, schools will become more responsive to their students, more receptive to innovation and creativity, and more deserving of public support. Among those supporting these concepts are some of the most thoughtful education leaders in America today. Their ranks include Ernest Boyer (President of the Carnegie Foundation for the Advancement of Teaching), John Goodlad (Director of the Center for Educational Renewal at the University of Washington), and Ted Sizer (Chairman of the Coalition of Essential Schools at Brown University).

Those who remain critical of school-based management fear that if schools are freed from external directives and restraints, they will fall victim to fads, incompetence, local politics, and gross inequities in quality. They stress that there is no evidence yet that any large public school system in the country has been able to improve student outcomes by pushing decision-making down to the building level. Yet, school-based management has not been in place long enough in large districts. It has yet to be proven that the public education bureaucracy is capable of placing responsibility at the building level in the same way that businesses operating in a free market environment are able to push decisions down to the operating units.

Because of the lack of hard evidence, it is difficult for business leaders to know with certainty the extent to which they should encourage decentralization of authority. But there are strong reasons to believe that such decentralization makes sense *if done well.* This means that legislators, superintendents, and school boards at the state level will need to avoid highly restrictive requirements, but lay out instead clear education goals that give districts the freedom to determine how these goals wlll be met. It means that districts will in turn translate these goals and provide broad budgeting authority to schools that can then decide how they will operate and teach, and it means that both the states and districts will also assure that principals and teachers are prepared to assume these new roles. Further, it means both states and districts will need to retrain central personnel to be service providers rather than regulation and rules monitors.

Although many states and districts indicate they are pursuing school decentralization through school-based management, one or more of the steps mentioned are frequently omitted. In some cases, real shifts in power are at best nominal. Nothing changes, and an already bad structure remains in place with key decisions still made in central offices at the state or local levels.

Despite this debate, and the problems, the calls for a completely altered governance and management system for education are strong. With current structures having not kept up with today's technological society and with few other viable alternatives, the unmistakable trend is to reorganize the structure of education by decentralizing authority to the school site, so that educators can be better able to deliver different material in a different way with different resources.

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Today, state and district central office administrators tell teachers what to teach, as well as when and how to teach it, with little flexibility or professional discretion allowed. Principals are assigned staff and are unable to hire or fire teachers. In many districts, principals have little control over custodial staff, who report to a central administration and may not be responsive to requests to keep the school open past regular school hours.

With school-based management, the entire school focuses on student learning based on overall learning goals set at the state and/or local levels. Freed from the restrictiveness characteristic of education today, educators are able to try different teaching strategies, reorganize the school day, and re-allocate staffing. Educators are freed from a lock-step approach that devalues professionals and treats all students similarly.

Changing State and District Roles

Decentralization of authority and the shift to a school-based management approach encompass a complete rethinking of roles and responsibilities throughout the educational management structures. State officials, including the governor, are expected to assume leadership roles by focusing on a comprehensive and consistent set of education goals for schools throughout the state. They move away from identifying the specifics of instruction or trying to monitor the activities of individual schools. Instead, state officials are responsible for providing technical assistance, disseminating research on how children learn, and providing necessary staff development to provide educators with the skills and knowledge they need to do their job well. States are also responsible for assessing school districts and holding the districts accountable for assuring school-to-school equity and accountability.

In reality, this means that state level players must give up authority. For example, school boards must be willing to set aside policies that interfere with district and school decision-making. State legislators need to ease legal requirements that restrict the use of funds. Central administrators must become facilitators and advisors, not regulators. State union representatives must be willing to adjust work requirements, and be creative in contract negotiations. In turn, under a decentralized, school-based approach, districts are responsible for communicating the state's goals for education to individual schools, helping develop balanced curricula in individual schools, recruiting and retaining qualified teachers and principals, providing the time and resources needed for local school improvement, and assuring equity in the distribution of resources. Superintendents are free to allocate discretionary funds to support creative efforts and to deny funds for failure to meet standards.

Middle management is streamlined and more resources are put into the local school building. However, many of the traditional functions of the central office, including negotiating collective bargaining agreements, maintaining staff applicant pools, purchasing, district wide maintenance, food services, data processing, printing, and transportation may continue to be housed centrally. What changes is the shift in emphasis from controlling what goes on in the schools to assisting schools in solving their problems.

Changing School-Site Roles

Within the parameters established by the district, individual schools are self-directed. A school's principal and teachers work together as a team to set and implement an agenda for school improvement. Each school presents a balanced program, plan, and budget to the superintendent and school board for approval and support.

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Most experts believe that the building principal is the key to successful school-based management. In some ways, the authority and responsibility of principals expand. They have increased involvement in the instructional program and a higher level of responsibility in district decision-making. They assume typical management responsibilities by gaining the authority to reallocate staff resources, oversee development of new teachers, and create incentive systems. Principals are usually held responsible for achieving the objectives or goals outlined in the school-site plan that is developed. They are accountable to the superintendent for what happens at the school academically and otherwise. In some school-based management districts, principals have been the greatest obstacles to shared decision-making because of their refusal to relinquish decision-making authority. Ironically, they often had no real power at the outset.

Teachers also undergo a major role change in school-based management. Critical to the success of school-based management, teachers are in the best position to make instructional decisions about students. With school-site decision-making, they are given flexibility to decide what, when, and how they will teach. They are called upon to be flexible and creative in an environment that previously discouraged risk-taking.

Governance and management changes also encourage the restructuring of the classrooms. Proponents question the efficiency and viability of current approaches that isolate teachers, classes, and subject matter.

Most schools that move to school-based management use a school council to share decision-making with the central administration and to share governance and policy formulation with the school board. Participants are the stakeholders in the local school, including the principal, teachers, parents and community members, business, students, and support personnel. To gain support, the entire school community must be aware of the existence of the council and its purpose. One method of highlighting the new roles needed in school-based management is for school-site personnel, perhaps the school council, to draft a memorandum of agreement that clarifies commitments and expectations of all parties.

Other groups are important to the school councils as well. Students bring first-hand knowledge and experience. Support staff, custodians, secretaries, aides, and crossing guards are in contact with students, parents, and other community members. Parents know their children and should be involved in the process. Business people can bring management and organization skills to the group, as well as an understanding of future workforce skill requirements.

In sum, these new governance and management changes are more than an exercise in decentralization of authority. They represent a process that affects the culture of the entire school system. They transform the very nature of the institution of school from its current bureaucratic, regulation-driven design to one that is driven by the performance of its students.

From Theory to Practice

The theory described above lays out what many educational policy leaders believe is crucial if our educational system is to improve, but it leaves many questions unanswered.

How Far Does the Balance of Power Shift?

The definition of decentralized authority depends on where one is in the education hierarchy. Most agree that states and districts should set goals, but opinions vary on the degrees to which curricular, teaching, budgeting, personnel, and procurement authorities should shift. There is even debate on the school-site level as to who at the school site has the upper hand: Is it teachers,

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principals, or parents who should ultimately have control over matters delegated to the school site?

With 16,000 school districts in the U.S., it is apparent that inequities would occur if each were left totally to its own devices. Schools or districts with more highly creative staff would probably succeed, while those with more poorly prepared or less risk-taking staff would probably not. If states and districts do not assume a large role in providing staff with information on new ideas and practices in education, no changes in management structure will assure that improved learning takes place.

Selection of Schools

In transforming traditional districts into school-based management districts, a difference of opinion exists regarding the best way to proceed. Some believe that school-based management should not be imposed upon schools and that individual schools should volunteer to participate. This is the belief in Louisville, Kentucky, where school-site personnel have the option of dropping the process if they decide it is not working.

In larger districts such as Dade County, Florida, a request for proposals (RFP) process is used, through which schools apply to participate. Schools are required to describe the school improvement efforts they wish to undertake and identify possible obstacles to success before they begin. This RFP process is successful because school personnel must assess their needs and define their goals. They must become actively involved and personally committed. Teachers also have the option of transferring to another school.

Many people believe school staff should be required to participate in a school-based management approach. They believe that the failure of the schools, particularly in urban areas, does not give anyone the opportunity to refuse to institute reforms. Rochester, New York, requires all schools in the district to participate in school-based management, and believes that with training, the creativity of the faculty will emerge and the schools will find ways to deal with the needs of all students. Unfortunately, in some locations a great deal of time is spent in persuading reluctant principals or teachers to assume greater authority under a decentralized approach. By forcing participation, districts will need to guard against compliance without commitment. Forcing all to change their ways of doing business abruptly can be counterproductive.

Decentralized Authority and Choice

As principals and teachers make decisions over what happens in their schools, the more the public expresses interest in having a choice over which school their child might attend. Choice would appear to be a logical extension of school-based management and often it can be done.

Conversely, many would argue that there can be no meaningful school choice programs unless school-based management is in place. Hence the two are increasingly inter-related.

Choice has become an emotionally charged issue largely because some of its strongest proponents believe that choice alone would cause the education system to improve. They believe it would force schools to compete for students. Good schools would attract more students and receive more money; those who lose students would either improve or close. Opponents believe that the notion of a free market in education is misleading. A school cannot simply expand to meet increased demand. Financing for capital expenditures alone make such expansion almost impossible (see chapters 7 and 8). Moreover, they caution that students coming from poorer or less educated families will not have the information or guidance to make decisions and could suffer more from remaining in schools that better students would have abandoned.

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A moderate view on choice holds that when combined with school-based management, choice can help make schools different and distinctive, and encourage parents to take an interest in their children's education. However, they caution that choice must be implemented in ways that ensure racial balance and provide for a concerted effort to make information and guidance available to all parents and students.

The Business Roundtable has taken a position in line with this more moderate view (see Appendix II on page 103). They contend that choice, in and of itself, cannot improve the nation's education system. However, if it is implemented in conjunction with the nine *Essential Components of a Successful Education System,* choice can allow parents and students to choose, from among excellent schools, the schools most appropriate for them.

Issues and Obstacles

Reality vs. Rhetoric

In many places what passes for school-based management is more rhetoric than reality. This is especially true now that discussions about school-based management have reached the press. If the central administration at either the state or district levels of the school system continues to maintain budget, personnel, and decision-making authority, or staff at the school site are not prepared to assume their new responsibilities, the school-based management process is merely rhetorical. Local school personnel may be encouraged to act more democratically by participating in school-site councils, but are either relegated to offering advice on peripheral issues such as transportation schedules, or frustrated by a lack of knowledge about new teaching or management techniques.

The most successful attempts at school-based management – such as those in Louisville, Kentucky; Dade County, Florida; and Rochester, New York – have empowered local school personnel with lump sum budgets rather than modest discretionary funds, because budget authority is critical to success. Today, most school districts permit the principal discretion over very limited parts of the budget, like supplies and materials. While capital expenditures and expenses related to collective bargaining should probably remain centralized, lump sum budgeting can enable the majority of the budget to be turned over to the local school.

If school-based management is to move from rhetoric to reality, school staff will also need discretion over personnel matters so that they can build an effective team. In most school systems, the screening and recruitment of teachers is a central office function. To assure that they are adequately staffed to meet school learning goals, school-site personnel will want a say, if not the final decision, in the selection of staff and school administrators. They need to be involved in decisions about the use of aides and volunteers as well. Personnel decisions will require the cooperation of teachers' unions, which have demonstrated a notable willingness to grant waivers from existing policies for the benefit of the students.

Critical Role of Training and Development

Across the country, implementation problems associated with school-based management stem from the difficulty of employees taking on new roles without the sufficient time, resources, and training needed to master them. Regardless of how it is done, staff need training in risk-taking, the possibilities of change, and in the options available. Without intense support and assistance during the early phases, school-based management will not fulfill its potential. Decision-makers in the central office will be replaced by decision-makers in

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the schools. While they will have first-hand knowledge of the problems, without training they will be poorly equipped to develop the solutions.

Data Gap in Results

To date, the data supporting the effectiveness of school based management is largely anecdotal. However, a new book, *Politics, Markets and America's Schools*, by John Chubb of The Brookings Institution and Terry Moe of Stanford University, supports the finding that local school autonomy is a key variable to explain student achievement. Research on private schools, conducted by James Coleman, Professor of Sociology at the University of Chicago, also supports the effectiveness of local school autonomy in student achievement. Moreover, those school systems in which school-based management has been used most pervasively – school systems such as Toledo, Ohio; Dade County, Florida; Rochester, New York; Hammond, Indiana; and Jefferson County, Kentucky – demonstrate improvements in teacher and student morale, in attitudes toward school, and in teacher and student attendance. Monroe County, Florida, which has had school-based management for years because of the geographic isolation of the Florida Keys, has continually exhibited no gap between the achievement scores of white and minority students.

In most places, however, school-based management has not been in place long enough to measure improvement in student outcomes. At this time, it is essential to recognize that much of the support for school-based management comes from its effectiveness as a management strategy in the private sector and from the belief that such principles are transferable to schools.

Measuring Accountability

School-based management will not work without shared authority for decision-making, but with that authority must come shared responsibility for outcomes. A major problem, as the chapter on accountability describes, is that we lack clear ways to measure performance, and educators are reluctant to accept the measures that do exist. In fact, in many cases, even the goals of the school remain unclear, making adequate assessments on school performance almost impossible.

Both because restructuring is a long process and tools of measurement are poor, schools will initially need to use more subjective measures of school improvement, such as the excitement and motivation of students for learning, or satisfaction of teachers and administrators. In many cases, improvement in student performance will not come until much later in the process. At either level, much more must be done to develop appropriate measures.

Building a Risk-Taking Environment

The education culture does not normally reward those who take risks or challenge existing practice, but this is the hallmark of decentralized authority and responsibility. One reason is the lack of good accountability systems, but there are others: the financial benefits for those who are successful are often non-existent; the media and larger public rarely dispense praise, while visibility for a new idea that did not work often attracts media-sensitized school boards or legislators; poor staff development leaves educators doubting that they know enough to try out new practices.

Building this environment means attending to all of the elements of restructuring.

Time

Teachers already work very long days. Most have no breaks in their day of classes and then lead extra-curricular activities, meet with students and

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parents, grade papers, and develop lesson plans after their formal day is done. In order to participate collegially in the decision-making process, they need some time during the day for meetings and for collaboration.

School systems that have gone the furthest in establishing school-based management have tried to reorganize internally to free teachers for their new responsibilities. This has included the use of a team teaching approach and reallocation of personnel and material resources. But the school systems have also found the need to hire some additional teachers and teacher's aides to reduce workloads.

Potential Conflict with Emerging Stronger State and Federal Roles

Across the country during the 1980s, states have reacted to the education crisis by exercising greater control. Education is, after all, a state responsibility. States have tried to improve the accountability measures of schools and school systems by establishing statewide assessments for grade promotions; raising high school graduation requirements; and setting minimum standards on achievement exams, dropout rates, school attendance, and grade retention. With more requirements and mandates coming from the state, the movement has decreased decision-making on the local and school levels. The results have fallen short of expectations.

While these steps by states can create tensions, they need not be contradictory. Under school-based management, states and central school districts should retain the authority to set overall goals, standards, and expectations for student performance, but decisions on methods to accomplish these ends should be left to the schools and teachers. There is a clear division of responsibility and authority.

As the 1990s began, President Bush and the nation's governors established national goals defining parameters for educational achievement across the country. While some leaders view this federal drive and development of core curriculum as antithetical to the principles of school-based management and local control, most argue that national goals will provide a badly needed boost to education by providing a vision of the country's needs, not specific directives to accomplish them.

Thoughts on Business Role

Based on its own experiences in restructuring, business can often play an important role both in helping school systems take the steps necessary for decentralization and in assuring that the proper supporting steps (e.g. human resource development, accountability systems, budgeting) are in place.

Impetus for Change

Business can play a very important role in encouraging local educators to study and implement governance and management changes. Business can provide an independent view of the adequacy of the steps being taken to rethink roles and responsibilities. Business can help create an open climate where all options for school operations are discussed. Administrators and teachers sometimes argue that they were not hired to restructure the existing education system and are not prepared to do so. As outsiders concerned with the quality and efficiency of the system, business leaders are positioned to advocate for systemic change.

Recent activities in Boston provide a good example of how the impetus for school-based management can come from the business community. Frustrated because the schools had not fulfilled the goals that business and education had agreed to in a written agreement (compact) they signed in the early 1980s, the business community refused to sign a second compact until changes in

governance and management occurred. This pressure resulted in greater school decentralization.

Training Support

Having experienced the challenges and changes needed to restructure their own companies, business leaders are well-positioned to understand the critical need for retraining throughout the school system. They are also well-positioned to help train school personnel in many of the management techniques they need. Human resource departments have long offered courses in team building, management development, and budgeting that principals require. Business leaders are also an important source of support for preserving or increasing training funds in education budgets. These funds are usually the first cut during budget crises because state elected officials believe they are not directly related to student services.

Risk-Taking Mindset

Business leaders can help change the culture of schools by urging educators to take risks. Training can foster this behavior, but perhaps even more important is the tone business people can set for the entire community. New strategies and approaches need to be tested in education and there are no guarantees that they will all work. By publicly acknowledging this and recognizing that they cannot expect quick improvements in achievement or dropout rates, business people can stimulate an openness to try new ideas. Creativity and innovation need environments that encourage risk-taking.

Management Models

Business can offer models of shared decision-making. Educators frequently have a factory model in mind when they think of business and are not as familiar with the shared decision-making strategies that are increasingly common in today's corporate environments.

Suggestions have also been made to consider particular industry models to guide thinking about structures for the schools. For example, the hospital HMO or health maintenance organization model would suggest that teachers and principals be assisted by administrators and staff assistants who tend to the paper work and carry out administrative functions. In addition, more extensive use of paraprofessionals, such as those being adopted by the medical profession, could free teachers from duties now requiring fully credentialed teachers and provide additional time for increased attention to the students who so desperately need it.

Public Policy Influence

Business can encourage state legislators to give teachers and administrators more flexibility in the methods they use to accomplish their goals as long as there is agreement on the outcomes. While this may mean seeking additional funds, particularly for the start-up costs for new governance structures, it will likely mean pressing state agencies to provide waivers from state laws and regulations that will allow greater flexibility at the school site.

Higher Education Influence

An additional role for business in supporting school-based management involves the influence business can exert on universities and accrediting agencies to change the way educational administrators and teachers are prepared. Experts have expressed concern that teachers and administrators are simply not prepared to accept the responsibility that shared decision-making brings and that, until schools of education are changed, they will never be ready.

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Chapter 6

Assessment and Accountability: Systems for Measuring Results

"The new assessment process will have to involve demonstrations of students' abilities to think and to do. It will have to go beyond relying on multiple-choice questions and paper and pencil tests and concentrate on skills we value. One thing is certain, if we don't get the assessments right, the incentives will lead to the same wrong outcomes."

Albert Shanker
"A Proposal for Using Incentives to Restructure Our Public Schools,"
Phi Delta Kappan, January 1990

Definition

Accountability is one of the most complex and controversial issues in American public education. Many competing definitions exist. As defined by the education system, accountability is synonymous with disclosure of information on student progress. To the public, however, accountability asks if students are learning, who is responsible if they are not, and what are the consequences of success or failure. There is a critical difference between these two points of view. The public ascribes to educators a responsibility for student progress, while the system, for the most part, performs a reporting function – one fraught with limitations.

Disclosing information on student progress may bring public pressure to bear on the education system, but this assumes that incentives exist to reward accomplishment and punish failure. On the other hand, holding the system responsible for student outcomes should only occur when those being held accountable have authority to make decisions on how the system functions. Today, we have a system that lacks both incentives and well-defined authority over the system. This is education's accountability dilemma.

Importance Today

A viable education accountability system that ensures effective action on behalf of students is an integral part of a restructured educational system. We are very far from this prospect. Today test scores are our predominant accountability measure because they are easy to administer, analyze, and report. As they are used today, these tests only measure certain kinds of knowledge and skills students acquire in school. They tell us a part of what students know and are able to do, but do not give us the kind of information we need to understand how our schools and our students are doing. Some multiple choice tests could be used to test a broader range of knowledge and skills. However, these are expensive to develop and are a long way from being a reality. Many educators believe that a variety of assessment tools are needed to measure student performance.

America spends hundreds of millions of dollars on student testing each year. In 1989, 32 states reported that their students were performing above average. If the majority of American students are doing so well, why are employers complaining about the quality of graduates? For the answer, one

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must understand how we measure student performance and how testing influences schooling.

Most standardized tests compare today's students with students who took the same test three to seven years ago (these are called norm-referenced tests). Though scores have improved, the result is hardly a good measure of what students need to know today. In addition, the norm-referenced tests do not explain how well students are doing against agreed-upon standards. Yet these tests influence what teachers and administrators do. And when the test scores are used as "high stakes" – a school and its employees are rated on their ability to raise test scores – testing takes precedence over other school learning goals. Teachers begin to "teach to the test," curriculum is aligned to the test, and tests become a proxy for the education system's learning standard. This would be fine if tests measured what our students need to know to be successful citizens, workers, and parents, but they do not.

Emphasis on "non-cognitive input" measures like attendance rates, per pupil expenditures, and days spent in school also do not measure what students need to know. These measures are important, but their significance is limited.

Standardized tests and "input" measures are not being used as they were designed to be used. They do not tell parents and the public what graduates know and can do. What is needed in our schools are measurement tools as useful to the teacher as the stopwatch and measuring tape are to the track coach – tools that will measure not just minimum competencies, but measure high standards of performance – tools which will reveal schools that are performing exceptionally well so that other schools can learn from them – and reveal schools performing poorly so that corrective measures can be taken. Moreover, the overemphasis on norm-referenced standardized tests has brought with it an underemphasis on the development of comprehensive and useful assessment systems to assure the productivity of the school system. What is missing is a mechanism for self-evaluation inside schools so that schools can continually assess performance in light of student needs and community expectations, as well as systems for measuring the performance of teachers and administrators so that good performance is rewarded and poor performance is improved or sanctioned.

As America struggles to improve its education system so that our society can compete in a global marketplace, it is essential that we are able to assess, in a meaningful way, the educational progress of our students and provide comparative information among districts, states, and nations. The testing situation can be greatly improved if instruments are designed to assess the skills that educators and the business community value, such as problem-solving, decision-making, and effective communication, and if these instruments are used to inform and enhance teaching, not narrow it. At the same time, we must provide educators with clear goals and fair accountability systems that properly measure their work.

Where We are Today

The United States has made some progress with respect to disclosing or accounting for student performance at the national, state, and district levels. One of the best known tools is the National Assessment of Educational Progress (NAEP) which was created in the late 1960s as a national indicator of student progress, but it was not established as an accountability system. At its inception, a political accommodation was reached that no state-by-state results would be reported because of strong opposition from educators who believed that they would be held accountable for student achievement that they had little control over. Over a decade later, prompted by *A Nation at*

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Risk, the political climate began to change and Congress approved a pilot state-by-state comparison. Again, the price for this shift in public policy prohibits the use of test items for intra-state and intra-district comparisons, that is, among districts and schools. The pilot will end in 1992, and any further expansion of state-by-state comparisons will require congressional action. In sum, while we began to develop better, but still limited, measures of student progress, we did not move forward very far in developing accountability systems that measured state, district, school, or teacher success in educating our students.

Both NAEP and some multiple-measure district level "report cards" are helping us discover where students are with respect to other countries, states, and districts, but neither tells us anything about two important qualities that all graduates will need in the 21st Century. First, do students possess higher order skills, such as reasoning and analytical skills? Second, can students do more than recognize correct answers, that is, can they construct their own responses to questions? New measures of student performance are necessary.

A new phase in accountability reflects the view that multiple indicators are required to measure the performance of students, teachers, and administrators. No one test or measure will suffice. Consistent with accountability systems in the private sector, this new era emphasizes setting goals, objectives, standards, and benchmarks against which progress is measured.

Until recently, the U.S. relied heavily on multiple-choice tests for large scale assessments. Unlike other nations, testing in the United States has made little use of essays, oral exams, exhibits of student work, and observations of students to evaluate performance. Now, however, assessment experts have begun to rethink traditional approaches and instruments to assess both students and teachers. In Connecticut, New York, California, and Vermont, educators are developing new assessment tools, ones that are so comprehensive in the information they capture that they can enhance student learning and can even form the basis for teacher and administrator assessment systems. They clarify learning goals, more thoroughly measure the higher level skills that business and society require, and provide for teacher performance assessment.

At the same time, NAEP is changing the form and substance of some items to reflect this change in attitude toward assessment instruments. These new instruments require students to provide a response they construct (e.g. write an essay) rather than to answer a multiple choice question. Although these assessment instruments will be time consuming for students to take and teachers to administer, and are more costly, they provide a more realistic picture of the skills and knowledge our students must acquire.

While we are making progress on developing new and better assessment tools, we are also reorganizing our school system to create incentives for meeting the learning goals our nation values.

Agreement about school goals and practices is the obvious starting point for making a true accountability system a reality. As described in chapter 5 on school governance and management, local districts across the country are beginning to set clear goals for their schools, decide how they will reach their goals, use measures and standards that reflect them, and hold the school responsible for the outcomes. *Restructuring, therefore, focuses not on what educators do, but on the results of their actions.*

Issues and Obstacles

The issues and obstacles associated with accountability are complex and intertwined. To change or add to the accountability system is to affect the management and administration of education, curriculum and instruction, assessment, and educational professionalism.

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New Tools and Instruments

With the call for new and improved accountability systems, the measurement tools educators use become most important. However, the tools available today to measure student performance are not well developed. This presents a major predicament.

As in business, employee performance cannot be measured solely by hard data. More descriptive instruments are essential. Without tools to measure these, and without having adequately identified what these more subjective factors are, educators are in a poor position to insist that the public not overreact to the limited hard data that is available. Thus, they are often resistant to pursuing truly comprehensive performance driven accountability systems. Some educators suggest that one way to reduce the threat to individuals is to focus on the school, not the individual, as the unit of measure.

A second obstacle in developing new tools for accountability involves getting the public to understand that the new descriptors for accountability are going to be unfamiliar, and will not all be easily described by a single numerical score. We will have to learn a new language which will describe performance and skills acquisition.

Time

Many parents, public officials, and business people are impatient for assessment and accountability measures, but the development of appropriate tools will take time. Once new assessment instruments are developed, based upon new goals and standards, they will take time to be widely disseminated, used effectively, and accepted. Even when implemented, substantial changes in student performance will not be quickly forthcoming. In fact, some of the new efforts may fail. Restructuring, by its very nature, rests on a willingness to experiment. Like businesses that restructure, efforts will not always succeed but can point to more effective future practices.

Not surprisingly, the public's pressure for numbers makes some educators uneasy, which the public sometimes interprets as an unwillingness of educators to be measured at all. These tensions can cause ill-feeling and delay progress in establishing accountability systems.

Balancing Compliance and Flexibility

Many federal and state rules and regulations exist that hold states and local districts accountable for educational activities. Some accountability measures were instituted in the mid 1960s to ensure educational equity. Opponents of deregulation worry that if these rules are waived or withdrawn, the education services to the disadvantaged and disabled will be in jeopardy. Proponents believe that community oversight and good education judgment will prevail, while at the same time, deregulation will untie the hands of administrators and teachers to take far more effective and creative approaches to teaching at-risk students. A balance needs to be reached which allows for management and program service, equity, and accountability while enabling the best educational practices to be used to increase student performance.

In some states, relief from compliance with rules and regulations is tied to performance: poor performance requires schools or districts to adhere more rigidly to requirements, while good performance is rewarded by relief through waivers. South Carolina and Washington have passed legislation which waives certain state program management requirements if a school district meets or surpasses state education standards. If a district regresses, the waiver for flexibility is withdrawn and a plan must be implemented to get back on track. The state of New Jersey has taken this to the extreme. By declaring "educational bankruptcy" in one district, the state dismissed the old administration and replaced it with a state-appointed management team.

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The passage of such legislation attempts to bring a balance between compliance of rules and regulations with the flexibility for school management and education practice as long as it is coupled with improved management and student performance. Some educators do complain, however, that the poor performing schools are those most in need of flexibility to try new creative approaches, and thus quarrel with this approach. If these programs work, it is clear other states will initiate similar programs.

Incentives

Perhaps the greatest obstacle to instituting useful and meaningful measurement of student performance is that many educators fear they will be unfairly punished if their students perform less well than other students – "unfairly" because of a belief that their influence on the performance of students is limited by factors they cannot control. Outside influences typically cited are that students are unprepared when they move from one grade to another, come from families that do not put a premium on education, or are enticed by a life of crime rather than learning. Internal influences include limited authority for teachers to determine what they teach and how and when they teach it. For whatever reasons that educators may feel limited in their abilities to influence student performance, any measurement of performance is likely to be viewed as a personal threat. This issue needs serious consideration and suggests that decentralized management and opportunities for continuous professional training are necessary steps to creating fair, effective incentive systems for administrators and teachers. New governance structures, as described in chapter 5, provide administrators and teachers control over what they teach and how.

What is the Right Comparison to Use?

Also at issue is how data are used for comparative purposes to understand how well the system is doing. Data are used to compare such items as test scores, teacher salaries, per pupil expenditures, dropout rates, graduation rates, and attendance. However, these simple displays of data do not recognize the variety of contributing factors that affect student learning, and can provide an inaccurate and distorted picture of the performance of teachers and administrators. For example, if student performance is rated by an absolute standard (e.g. the percentage of students in each school who are "above average"), districts whose students have entered school behind grade level or that have more disadvantaged students are likely to be shown in a poor light. If, on the other hand, an improvement standard is used (e.g. increases in scores over time), educators get credit for the value they have added to the achievements of their students. Similarly, averages are often misleading and mask important information; for example, an increase in an average score for a school or grade level can reflect big gains for a few students and losses for the majority. Although the public wants simple comparative information on student achievement, it is difficult to assess cheaply and describe simply all the things that students learn in school.

If comparisons are used incorrectly, they become disincentives rather than incentives for improved performance. Most negatively affected are often those professionals who work with at-risk students. This can make it more difficult to attract quality teachers and administrators to these schools.

The Costs

A critical issue in creating new and improved accountability systems is the cost of development, dissemination, and implementation. It is clear that considerable upfront costs will have to be devoted to building new content-oriented assessment tools for measuring student performance. Many feel that

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he funding for this area of education research and development should come rom the federal level, but those resources have been very limited. Some demonstration funds have been allocated for the purpose of developing new assessment strategies. One of the most noteworthy is a grant from the National Science Foundation to the Connecticut State Department of Education. California, New York, and Vermont have begun to develop new tools on their own, but these are only small efforts to address a major issue – how best to measure the valued skills and knowledge of students.

Once developed, these assessment systems may also be more costly to implement than those currently used. The observation of students engaged in problem-solving or the use of essays is more difficult to assess than multiple-choice tests and takes more time. Furthermore, there are costs associated with training teachers and other educators to use these new accountability tools.

New teacher and administrator accountability systems may be more costly as well. Assessment of the quality of a teacher's performance, for example, will probably require ongoing peer review of activity in the classroom. Any findings of inadequacy will require investment in teacher retraining. While this sounds only logical, until now there were few expenditures of this nature. As pointed out in chapter 3, the poor quality of staff development opportunities has been an ongoing problem in education.

Although the costs will be greater to develop, implement, and administer an array of different assessment and accountability tools, the dividends on the investment will outweigh the costs by providing a fairer and more accurate understanding of education accomplishments.

Thoughts on Business Role

Business uses accountability systems to ensure productivity. Unfortunately, education's accountability system has not held anyone truly accountable. Until recently, states felt compelled to hold school systems accountable for the dollars they were receiving by assessing their adherence to rules and regulations. With the beginning of the school reform movement, states now are requiring school systems to show results as well. Accountability has found a new home in the discussion about quality education, but it is often misunderstood and misused.

With the establishment of national education goals, business has a unique opportunity to work with state and local education officials in establishing state and local goals, objectives, and standards. Business can collaborate with educators on building state-wide strategies and policies for the implementation of these goals. In addition, business can be a catalyst for this effort, as well as a central player on the panels, commissions, and committees that will make recommendations and oversee a state's activities to ensure that the goals and objectives are reached.

Since business has a sophisticated understanding of accountability systems, it can play an important role in explaining to the public and federal, state, and local policy-makers the need to increase flexibility to foster quality. Business can support the need for waivers, contract modifications, and changes in legislation that inhibit or restrict districts from initiating restructuring activities such as school-based management, curriculum changes, and changes in instructional techniques.

Building on businesses' experience in management, it would be useful to have business work with teachers and administrators to develop better mechanisms at the state and local level to hold the system accountable. This is an opportunity for business to work with educators to develop new incentive systems. With business' involvement and support, these incentive systems would

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be more publicly acceptable, even if they required additional funding for reward payments going to schools and individuals.

Business also can convey an understanding of the complexities of accountability issues to ensure that performance data are used properly. It can utilize its expertise in public relations and the media to assist schools in communicating performance results to the public.

Finally, business' support is needed to increase the funding for research on new assessment and evaluation instruments. New tools can be developed and demonstrated that will provide a better way to measure learning and improve the quality of education. Business can lobby Congress and state legislatures for funds for these research, development, and demonstration efforts. It also might provide grants for assessment development to states, local districts, and universities working with local school systems.

Accountability is a cornerstone in the effort to significantly increase student learning. It is a watchword for business and it can contribute to fundamentally change the way schools are organized, to improve student performance.

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Chapter 7

Who Pays the Bills and Where Does the Money Come From?

"A sound public education system is the most important investment this nation can make in its future. The right investment decisions can yield handsome returns both for the individual and for the economy; the wrong ones may jeopardize efforts to redesign an education system that is productive for all children."

Investing in our Children: Business and the Public Schools
Committee for Economic Development

Definition

It is critical that American businesses work with educators to ensure that the education investment is effectively financed and efficiently budgeted. Education financing and budgeting are fundamental to the quality of America's current system of education; they also have implications for many of the education restructuring proposals being considered throughout the nation.

Importance Today

Education is a national concern and a state responsibility, which, in practice, has been delegated to local school districts. Since each level of government has a role in education, each contributes to the financing and places restrictions on the budgeting of education. Concerns have existed for a number of years that the current system of financing does not equitably match resources to needs. New concerns are being raised that as America institutes national education goals and additional state education standards, existing financing mechanisms may be incapable of supporting the programs necessary to meet the new performance aspirations. Other school restructuring initiatives – such as interdistrict choice, teacher professionalization programs, and performance incentives – also affect education financing structures and are affected by them.

How school districts budget the finances they receive also affects the quality of education. Federal and state programmatic and regulatory mandates, and restrictions placed by collective bargaining agreements limit school districts' control over how they budget their money. Budgets serve as accounting documents and not as management tools for programmatic decision-making. Yet the effective and efficient use of public education dollars is critical as we try to increase the productivity of our nation's schools. Too often, education budgets make it difficult for the public as well as educators to determine how dollars are distributed among programs.

Financing Education

Financing Structure

Education is currently financed with local (property taxes), state (income and sales taxes), and federal (income tax) dollars. Although in the past localities played the central role in financing education, over the last quarter century states have taken on a larger and larger role. In 1960, the proportion of funds

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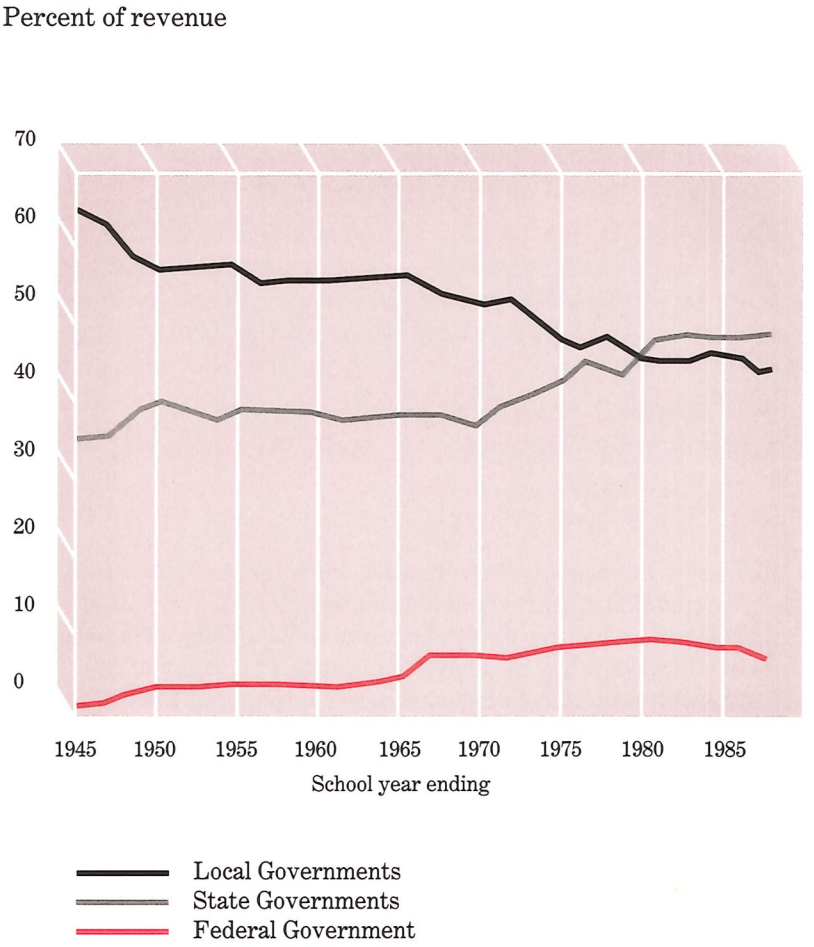
Figure 4: Sources of Revenue for Public Elementary and Secondary Schools 1944-45 to 1987-88



Source: U.S. Department of Education, National Center for Education Statistics, *Statistics of State School Systems: Revenues and Expenditures for Public Elementary and Secondary Education;* and Center for Education Statistics, "Common Core of Data" surveys.

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from the local, state, and federal levels of government were 56.5, 39.1, and 4.4 percent respectively; by 1985, the corresponding figures were 44.7, 48.8, and 6.5 percent (see figure 4 on page 44). Of course the relative roles of states and localities vary by state, with Hawaii (relying solely on state and federal funds) and New Hampshire (deriving 90 percent of education funds from local districts) being the extremes.

The small share of education dollars provided by the federal government has primarily funded targeted programs and populations, and research. Many of these targeted federal programs serve predominantly economically disadvantaged individuals or communities, and generally help to equalize funding among districts and states. Others, such as support for math and science education and impact aid to local school districts (federal grants designed to compensate localities for their inability to tax federal property in their districts), can make the distribution of fiscal resources less equal.

State dollars have traditionally been focused on general aid designed to compensate for differential access to local property taxes among districts. Beginning in the 1960s, state aid took on more responsibility for special student needs (such as bilingual education and compensatory education programs) and special district needs (such as transportation and construction).

Local dollars, combined with state general aid, constitute the base of a district's education budget.

At times, states or localities have raised taxes or instituted new taxes or lotteries with the stipulation that all or a portion of the new monies raised would be dedicated to education. In many cases the educational benefits of the new taxes or lotteries have quickly deteriorated over time, as the new "dedicated" funds have just replaced existing "nondedicated" education dollars. Meanwhile, the public believes that it has increased education funding when, in actuality, it has not.

Equity Issues

While the percentage of elementary and secondary education funded by local dollars has declined over the years, the reliance on local taxes is still strong. This reliance has led to wide disparities in per pupil expenditures among districts, both because of wide variations in local tax bases and because of differences in local millage rates. While small local tax bases always produce small education revenues, high millage rates do not always lead to high per pupil expenditures. The richest hundred school districts in Texas have tax rates of thirty-seven cents (per $100 of property value) and expenditures of six thousand dollars per student, while the poorest districts have tax rates of seventy-four cents (per $100 of property value) and expenditures of only three thousand dollars per student.

Over the last two decades, court cases have forced some states to address the question of equity in school financing, and many other states have taken up the issue without the pressure of the courts. Most recently, the supreme courts of Montana, Kentucky, and Texas have declared their states' school financing systems to be unconstitutional.

States' definitions of equity have varied, with some trying to guarantee *equal spending per student* (taking into consideration the differential costs of providing education in districts), and others trying to guarantee an *equal ability to raise money* (by adjusting state funding formulas so that similar tax rates in districts with different tax bases yield similar amounts of money). Guaranteeing an equal ability to raise money does not necessarily guarantee a minimum amount of funding per child. Under this method, states establish a one-to-one mapping between different millage rates and per student funding, and then provide districts with the balance of funds between what they are

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ble to raise at their chosen millage rate and the guaranteed per student unding for that millage.

Because, in theory, a system in which a state tries to *equalize spending* would mean that children from poor and rich communities – and poor and rich parents – would all attend schools with comparable education budgets, equalizing per student funding creates political pressure to keep that "equalized level" from deteriorating over time to a level that will not support quality schooling. On the other hand, it may prevent local districts from choosing to tax themselves at a higher level in order to spend more on education, and it may discourage communities from increasing their financial contribution to education in their districts, since the state will pick up the difference.

The second method, *equalizing districts' ability to raise money*, provides districts with an incentive to tax themselves at a higher rate, and allows communities the option of choosing to make education a higher priority *vis-a-vis* other possible community expenditures. The incentive for poorer districts to tax themselves at a higher level is great, as they would not only gain from the money raised from their own tax base, but also from an increased state subsidy.

Financing School Restructuring

A central feature of the current national effort to improve education is the development of national education goals, which were announced by President Bush and the governors in September 1989, and designed to raise the performance of both our highest and lowest achievers. Establishing goals is only the first step to educational reform. Programs must be developed to meet the goals and money must be provided to finance the programs.

While we might find that a redesign of existing programs, without significant new money, would enable us to achieve some of the goals, others will clearly require an increased investment. For example, a (relatively) small up-front investment to improve curricula and teaching methodologies might enable us to increase the competency of American students in English, mathematics, science, history, and geography (one of the national goals), but a guarantee that all children in America will start school ready to learn (another national goal) will require a long-term commitment of new funds: at the least an expansion of early childhood education programs, if not improved prenatal care, health, and nutrition programs.

The question of who is responsible for financing that increased investment is critical. If the burden rests on localities, it is liable to fall heaviest on those least able to raise the funds. Placing responsibility at the state level lessens the mismatch between ability and need, but glosses over the whole concept of *national* goals. If the six goals announced by the President and the governors are truly national priorities, then it may be appropriate for the nation as a whole to take greater responsibility for ensuring that they are met.

The current interest in instituting school choice also raises financing issues. While state dollars will follow a student's movement from one district to another, local dollars generally do not; thus "popular" districts might lose (per student funding would be reduced, as the incoming students would only carry state dollars, and existing students would have state and district dollars), while "unpopular" ones gained (per student funding would rise, as district dollars would be divided among a smaller number of students). Even if local funding also followed a transferring student, differences in local per student funding might still work to the detriment of the "popular" districts. In addition, localities would have an incentive to keep their millage rates down; after all, their students could transfer to neighboring districts that were willing to finance education at a higher rate.

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There are also complex financial implications associated with upgrading the teaching profession. While districts are responsible for establishing their own teacher salary scales, some states are establishing minimum entry level salaries, establishing a statewide minimum salary schedule, or even promoting teacher career ladders. While there is merit in these initiatives, districts and states must negotiate shared responsibility for financing these salaries. Some states simply require that districts meet the mandated minimums, others pay school districts the difference between the salaries they were paying and the new, higher salaries mandated by law. Obviously, problems exist with both methods: some districts may not have the capacity to raise the necessary funds, but if states agreed to make up any difference between local salaries and state mandated minimums, localities would have no incentive to raise their contributions.

Incentive systems for promoting education restructuring must also be carefully constructed, otherwise they could exacerbate problems with the current distribution of education funds and funnel dollars to areas that need them least. Incentive systems that reward absolute levels of performance rather than relative improvement provide additional dollars to high performing districts which least need assistance. Large rewards in fixed amounts per student rather than "wealth-equalized" amounts could disrupt states' efforts at promoting financial equity among districts. Some of those involved in education restructuring are even concerned about the basic concept of rewarding performance, suggesting that it could discriminate against poorer districts which might not be able to raise the money necessary to improve. They suggest that incentive systems should instead provide districts with grants for developing and instituting programmatic innovations which could promote improved performance. While this method limits the reliance on local resource bases, others suggest that it, in essence, "rewards performance before the fact."

Budgeting Education Dollars

School District Budgets

The budgeting process for school districts is significantly different from that for businesses. Whether districts have direct taxing authority or receive appropriations from local government entities, none has any confidence in its year-to-year budget levels, making long-range planning an impossibility.

There is very little perceived discretion in districts' budgets. Education is very labor intensive and districts operate in a highly regulated environment. Collective bargaining agreements and state and federal regulations serve to constrain districts' discretionary budgets.

Districts' budgets drive their planning processes. Districts develop programs based on the amount of money they expect to have, rather than determining the programs necessary to accomplish their goals and then seeking the necessary funding. Once their budgets are established, districts find it difficult to adjust them during the course of a year in response to changed circumstances.

All school district activities, including budgeting, are subject to a great deal of public scrutiny. The wise budget decisions may not be the politically astute ones, and district superintendents may find themselves constantly justifying every penny spent or not spent.

Finally, while businesses try to promote accountability by disaggregating budgets to the smallest possible decision-making units, districts rarely provide individual schools with any financial discretion or responsibility, even when such discretion is within the districts' purview.

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Budgeting and School-Based Management

As discussed in chapter 5, education restructuring generally leads to school-based management. Clearly, responsibility and accountability cannot occur at the school site unless schools have control over their budgets.

District superintendents are hesitant to relinquish significant budgetary control to the schools, citing that they are ultimately responsible for ensuring that instruction occurs. Many also feel that there is only limited budgetary discretion at the district level, which precludes any meaningful participation at the school level. Furthermore, inefficiencies could occur, such as each district-level contract (for labor, supplies, etc.) being replaced by 70 school-level contracts.

Proponents of school-based management concede that there is limited flexibility in district budgets, but argue that the constraints are overstated. While there would be some restrictions on flexibility in school-based budgets, there is still room for shared decision-making between districts and schools. Districts could retain responsibility for negotiating contracts, while still giving schools the authority and responsibility to succeed or fail. Unless this occurs, schools will have no incentive to institute cost saving measures. For example, without school-based budgeting, a school which lowers teacher absenteeism and reduces the costs associated with hiring substitute teachers would not benefit from its actions; the savings would remain at the district level, and would not be available for the school to use to institute special projects or programming.

Issues and Obstacles

Financing – How Much Is Enough?

If America is to compete in a world economy, its investment in education must be sufficient to produce good citizens and a world class workforce. Whether financing comes from the federal, state, or local level, *every district* must have sufficient funds to operate an effective school system – we cannot afford to allow any students to receive an inadequate education.

While there is no national agreement on the minimum level of money necessary to produce an adequate education, we do know that children cannot learn to read without books, they cannot learn science in classrooms without laboratory equipment, and they cannot learn mathematics without teachers trained in math. Such deficiencies do exist in American schools today, and they must be addressed.

Finding the money to address these deficiencies will be difficult. The districts with the most glaring problems are in the worst position to raise the money themselves. States are unwilling to meet inadequacies in some districts by redistributing state money from wealthier districts, yet they may not have popular support to raise new taxes. And the federal government remains unwilling to make major new investments in domestic spending programs, including education.

While education financing must be sufficient, it should also be efficiently spent. Total spending on education has increased nearly 25 percent in real terms since 1983. *Real revenues per pupil* rose 28 percent in the 1970s, and 31 percent between 1980 and 1988. Additionally, while there is significant controversy over the studies trying to establish a link between differences in expenditures and educational outcomes, statistical studies have not been able to show a direct correlation between dollar input and school output.

Budgets – Inadequate Management Tools

Currently, district budgets are designed for fiduciary purposes, to protect

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districts from fraud and abuse. While this protection is important, budgets also need to serve management purposes. Districts should be able to use their budgets for programmatic decision-making and for making better use of their existing resources. Steps should be taken to construct budgets which link resources to outcomes so that budgets become accountability tools.

Changing the way budgets are constructed will not be easy. Not only will it be a time consuming and difficult process, but the fruits of such labors may not be readily clear to school district decision-makers. Even if districts realized that they could benefit from program oriented budgets, they might be afraid that making management information available to the states through district budgets would only encourage the states to micro-manage the districts, putting even more constraints on district operations than are currently there.

Thoughts on Business Role

Business can play a role in ensuring that schools are sufficiently and equitably financed. Where they determine that additional dollars are needed, businesses can play a role in lobbying (at the federal, state, or local levels) for increased taxes or spending a higher proportion of existing revenues on education. While business contributions and lottery profits can provide assistance at the margin, only broad-based taxes can serve as reliable funding sources for schools.

When promoting school restructuring initiatives, businesses must remain cognizant of their financial implications. Achieving national goals may require investments in new programs, and business must be prepared to support necessary increases in funding at the federal, state, and/or local levels. Inter-district choice, teacher professionalization programs, and performance incentives may require new investments and/or a restructuring of current financing mechanisms, and business can work with educators and government officials to develop various implementation strategies.

While it may seem simplistic, businesses also need to understand the paradoxical relationship between their acceptance of tax abatements and education. When local governments provide tax abatements in order to induce them to locate a plant or office complex in their cities or counties, local schools will suffer. Under current school financing schemes, the local property tax is the mainstay of education support, and abatements erode that structure. Businesses which are concerned with supporting a strong educational system and guaranteeing qualified workers in the future need to think carefully about the implications of these deals on their future workers.

Business also can help educators use their resources more efficiently. Most school budgets obscure how money is spent. By helping districts adopt program-oriented budgets, business can clarify both to educators and the public how funds are being used and identify possible cost savings. If these efforts are combined with assistance in setting up financial management systems, the delegation of budget and financial authority to the school level is more feasible. These efforts could include the establishment of incentive systems that would allow schools to retain any cost savings they are able to achieve.

Education is in essence big business. While the public environment of education makes financing and budgeting more complex than in the private sector, the talents and skills of business people can often help educators display, analyze, and reassess their financial options.

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Chapter 8

The Crumbling Infrastructure: Property, Plant, Equipment, and Technology

"Quality education does not require a luxurious setting, but neither can it be accomplished in a setting of neglect. A school should not place students in harm's way. It should be a place that is decent and safe where teachers and students can pursue excellence . . ."

An Imperiled Generation
The Carnegie Foundation for the Advancement of Teaching

Definition

Property, plant, equipment, and technology are often overlooked during discussions of education restructuring, yet they are as central to the American public education enterprise as they are in any business. Facilities, equipment, and technology are part of public education's infrastructure. Building conditions and structure and poor use or unavailability of equipment and technology can adversely affect the learning environment and slowdown, if not prevent, needed management efficiencies.

Financing, managing, maintaining, and planning for buildings or purchasing additional or replacement facilities, equipment, and technology require new levels of sophistication for even the most experienced asset manager. Unfortunately, these responsibilities are often neglected and/or placed in the hands of education administrators with little or no training.

Importance Today

America's public education plant infrastructure is in a state of emergency. Recent reports by the National Governors' Association (NGA) and the Education Writers Association (EWA) graphically illustrate the scope of this crisis. Forty-nine percent of all school buildings in use today were built 30 to 40 years ago for the "baby boom" generation, generally a time of rapid and cheap construction, and they are wearing out quickly. Many construction experts say that the buildings were intended to last only about 30 years. Another 21 percent were built between 1900 and 1950. While capital investments were made at the front end with bond issues, school budgets have not kept pace with even the most basic needs of building maintenance and operations, or the acquisition of up-to-date equipment and technology.

The EWA study further found that 25 percent of American school buildings currently in use are in need of major repair, renovation, and maintenance (see figure 5 on page 52), and both studies estimate the cost of maintenance and repairs for the nation's existing schools at $41 billion. They further estimate the cost of needed new school construction at $84 billion. This translates to a per student cost of $1,000 and $2,100, respectively. These financial requirements will only increase as newer schools begin to reach the end of

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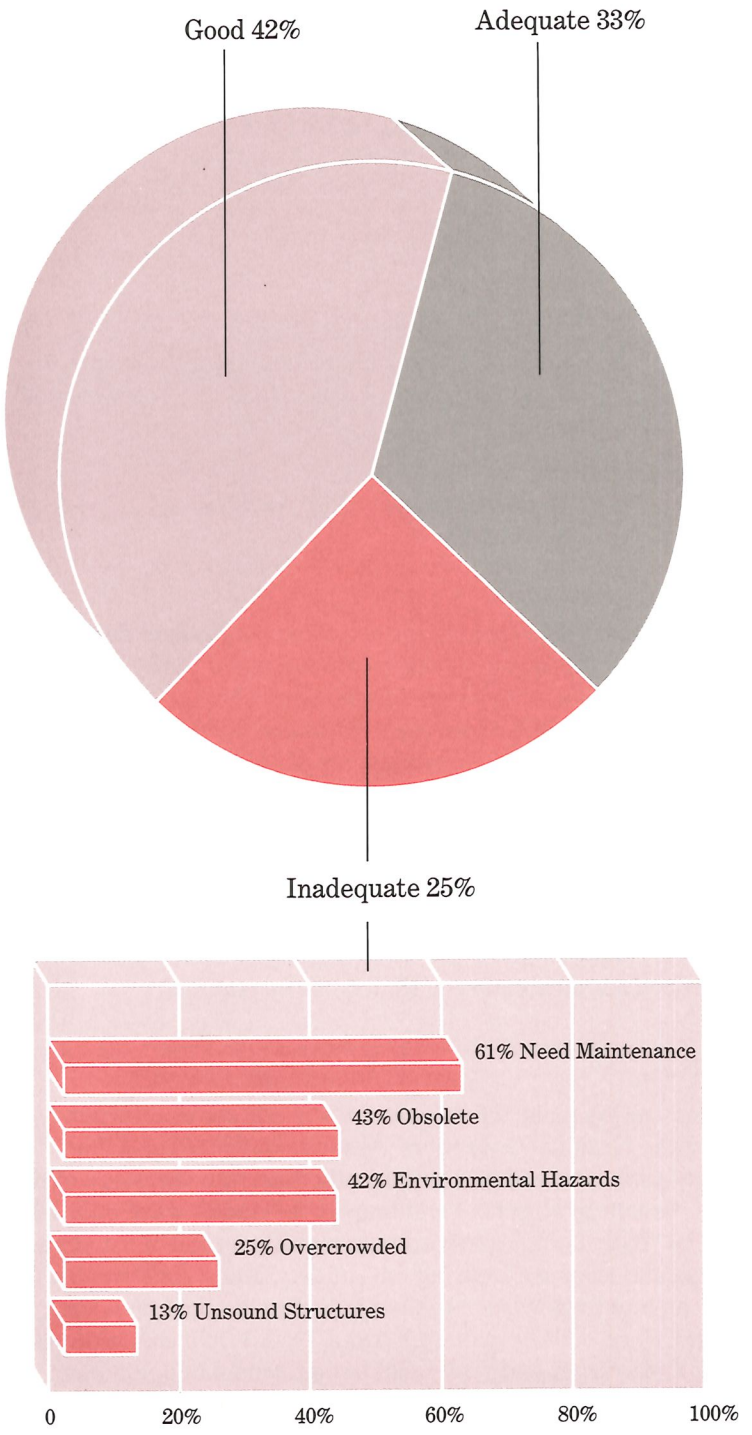
Figure 5: Condition of Buildings Nationally and Problem Areas



Based on data from 28 states: AK, CA, CO, CT, DE, FL, GA, IL, KS, KY, LA, ME, MD, MA, MN, MO, MS, NE, NC, OH, OK, PA, RI, TN, TX, UT, WA, WY. Numbers of buildings: 56,092 (64% of national total, 1987)

Source: Education Writers Association, *Wolves at the Schoolhouse Door: An Investigation of the Condition of Public School Buildings*, 1989.

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their intended life span, and older urban and rural schools further deteriorate.

Further exacerbating the problem of capital investment is the under-investment in technology for education – both for teaching and management purposes. A recent Office of Technology Assessment study found that education has by far the lowest level of capital investment for technology of any major industry. It averages about $1,000 an employee, compared to an average in the U.S. economy of $50,000 per job. Yet, the many uses of technology in education are extensive: computers can be used to reach children with different learning styles, as well as improve management; while laser discs, interactive video, cable television and satellite programming, and other high technology equipment can further enrich children's learning experiences.

Few studies of school buildings have included the health or financial consequences of environmental and safety hazards that are found in our school facilities, such as radon, asbestos, PCBs, and lead in drinking fountains. The costs of removing these stretch already tight school budgets. School districts are spending 3.3 percent on maintenance, compared to 5.9 percent in the private sector, and 6.1 percent in universities. Given the years of underfunding and neglect, most maintenance dollars are spent on emergency repairs, rather than routine maintenance or replacement.

Particularly important to school restructuring is the message that these poor conditions send to students and educators. When students and school personnel must work in dirty, unsafe buildings, with inadequate lighting, and boarded or broken windows, the unmistakable impression is that education is not important. Without access to clean buildings and modern equipment and technology – let alone access to modes of communication as basic as telephones – we insure on a daily basis the deterioration of student and teacher morale. With neither funds to invest in necessary capital improvements nor qualified personnel to make such decisions, it is very difficult to make the physical changes our schools desperately need.

The State and Local Role

Traditionally, financing construction and maintenance of public school facilities have been local responsibilities. Funds for new school construction, as well as renovations and additions to existing facilities, are predominantly raised by general obligation bonds issued by local school systems. Funds for maintenance, operations, and repairs come from regular local school taxes where they must compete for a share of the local district's budget with teacher and other employee salaries and program initiatives.

States have not played a significant role in financing new school construction, even as states have increased greatly their share of other education costs. Twenty-three states provide little or no funding for school facilities. (Fourteen provide no support at all.) When states do provide funds for construction they usually reimburse, supplement, or match local financing. Although states do not provide much in the way of funds for construction, they do serve as the overseer of the entire education enterprise, which includes capital expenditures. In some states this includes reviewing plans for new school facilities, setting rules for procuring new equipment, and assuring adherence to school health and safety standards, which are sometimes tied to district accreditation. Some states conduct statewide surveys of existing school facilities, and provide technical assistance to districts on school design, construction, and maintenance. However, many states do not provide even these support functions, leaving poorly financed local district staff to fend for themselves.

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In most communities the local superintendent of schools is responsible for serving more meals, transporting more people, managing more real estate, and supervising more employees than any business in the community or state. In the District of Columbia, for example, the public schools own and manage 180 buildings, far greater than the 30 buildings managed by the city's largest commercial real estate company. Yet the superintendent and key staff assigned to manage the education infrastructure often have had little or no experience or training for these responsibilities.

Integrated Strategic Planning

When states or local school systems plan, rarely do they integrate educational program requirements with facilities, equipment, technology, or property requirements. For example, state mandates to decrease class size, or decisions to pursue team teaching or incorporate computers and other types of technology in the classrooms are just a few of the aspects of restructuring that require changes or improvements in facilities. However, plant and equipment needs are not coordinated with these changes and often no funds are made available for the capital investments to implement them. Little can be accomplished in implementing more computerized learning, for example, if the electrical capacity for the computers is lacking. Nor can schools accommodate the larger numbers of classrooms needed when class size is reduced, if interior walls can not be moved.

Given the changes that must occur in education, the design of future facilities needs to be flexible so that school building reconfiguration can occur easily and without significant additional expenditures. This is rarely the case.

The Dade County Public School's "Saturn" project is an exception. Saturn is intended to move closer to the private sector practice of planning and designing new facilities around the work to be done and involving the persons who will do that work. Teacher and principal teams who will work in a new facility are being employed a year before the doors open not only to plan the educational program, but also to decide on issues of design, equipment, and technology. But even this time-frame is already too late for the users to significantly influence many key design decisions. Dade County educators advocate that the process should begin even earlier.

Financing and Budgeting for Facilities

The percentage of education funds allocated to facilities is decreasing. If this trend does not stop, fewer dollars will be available to local districts to construct new facilities or to replace or renovate outdated and dilapidated structures. The yearly budget cycle in states and local districts further exacerbates the problem. Funds for capital expenditures one year can be significantly reduced the next year, often as a result of governmental financial crises or new priorities established by elected officials outside the education system. Thus, funding commitments in education can be even less predictable than those in the private sector, where commitments to long-term maintenance schedules or new construction can be more readily made.

Inadequate local financing of school construction may be further compounded by an interpretation of recent federal tax reform legislation that makes it less advantageous for corporations to purchase tax-free bonds, which have been the main source of revenue for local construction.

The increased demand and competition for scarce education dollars is particularly serious with respect to maintenance and repair. Since these functions have been solely a local district's responsibility, the only source of funds comes from local taxes. Over the years the maintenance portion of

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the local school budget has been significantly reduced, and the dollars that have been budgeted are often found co-mingled with other programs or shifted to educational programs which are deemed higher in priority. These practices have forced delays and deferrals, and resulted in little preventive maintenance in schools. In some districts, schools are being closed because of leaking roofs, unsafe boilers, or lack of heat. When placed head-to-head on a tight budget agenda with a program promising higher student performance, capital investments suffer, even if they are important to the program's success. Taxpayers, educators, and school boards need to begin to treat school facilities as long-term community assets and budget funds on a continuing basis to adequately service these assets.

Similarly, equipment and technology for education are not considered priorities by state and local elected officials. Even school board members who value the use of new technologies in their own workplaces neglect it in decisions on education. Few resources are made available. At the same time, there are few school administrators with the knowledge and experience of the "state of the art" to guide or lobby for acquisitions.

Personnel and Training

There are far too few qualified personnel to service state and local needs in architecture, engineering, planning, and facilities management. Few states have enough staff to provide technical assistance to local districts for school construction or maintenance, conduct surveys of existing school facilities, or review proposed plans for new school buildings in a timely fashion. The entire state of Tennessee has only four people, including a director, to work on state school construction, data collection, and facilities issues. Because staff are spread so thin, approval of school design plans takes up to four and a half years in New Jersey and from 18 to 24 months in Pennsylvania. By the time a school design is approved, the demographics may have changed, educational strategies may have been altered, and new and improved tecnologies may have become available, but the design of the school has not been updated.

Similar situations exist at the local level. In some districts, property, physical plant, and equipment are managed by an educator with no training in asset management. Few, if any, certification requirements or courses are offered to school administrators in this field.

Flexibility in Facilities

Most school buildings are designed and constructed based on estimates of current rather than future needs. In developing new facilities and instituting new educational practices and strategies, there needs to be a broader vision of the learning environment. New or renovated facilities should be planned and designed to provide the fewest constraints so that emerging education strategies and technologies can be put into place.

Considerations of flexibility should also extend beyond the typical school buildings constructed with public funds. Many communities are finding that a variety of facilities can be used as functional learning environments for students of all ages. When resources are limited, it is important to look at the capacity of other buildings to meet learning requirements, and not maintain the narrow view that education must occur only within the four walls of a school house. Other facilities and environments can become "a place called school." St. Paul, Minnesota, public schools have a plan to convert an unused warehouse into a new high school. In cooperation with the Dade County, Florida, schools, American Bankers' Insurance Group constructed a $350,000 K-3 public school on its property for children of company employees. Similar "satellite learning centers" have been established at Miami International Airport for children of airport personnel and at a community college. This type of

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business-school partnership has numerous benefits for taxpayers, business, schools, parents, and children.

Educators also should be more flexible in considering the use of school buildings for other than K-12 education programs. It is not economically feasible to continue to have school buildings used only nine or ten months a year and eight hours a day. The use of school facilities can be diversified and shared to meet other community needs, such as extended day and school care, social and health services, and adult education. Underutilized facilities can become an income producing asset for the district.

There are a number of obstacles to shared use of facilities. Government statutes and regulations often prevent the co-mingling of public funds needed for shared space use. Liability and zoning issues also inhibit these efforts. Sometimes, educators are simply not willing to allow their facilities to be used for other than K-12 education purposes.

Health and Safety

Poor health and safety conditions in schools have a far reaching effect on children's ability to learn. Health and safety rules established by federal and state governments require the removal of asbestos, heating units with PCBs, and lead from drinking fountains, and the abatement of radon, but no funds accompany the requirements. This puts a further stress on limited education dollars. As a result, either serious safety and health hazards are ignored, or other needed repairs are neglected. Public policy should not force trade-offs between education and health and safety, but rather assure adequate financing of both.

Thoughts on Business Role

Largely due to the political nature of education and education budget constraints, property, plant, equipment, and technology requirements of education do not receive adequate public attention and are given low priority. But business, perhaps more than any other sector of society, has a deep appreciation for the importance of capital investments. Most large companies either have staff or access to staff who are skilled in planning and managing large capital assets. They can help educators in this entire arena, which is often neglected, but important to education restructuring.

Advocating for Better Asset Management

Perhaps the most important role for business leaders is the political support they can give for improving asset management practices and policies at the state and local level. They can be advocates for building understanding and support within state legislatures and local school boards for the value of planning and caring for these long-term assets. By involving their own experts, they can help educators marshall the data that can show the economic costs of inattention to education facilities (e.g. costlier heating bills, new roofs, high cost of emergency repairs), as well as help identify the social costs. They can further help determine appropriate levels of annual investment required in new construction and service maintenance.

At the state level, business people can advocate that states assume greater responsibility for meeting capital needs. This includes encouraging states to give greater priority to funding school construction and maintenance activities. At the local level, business people can participate in both the planning and budgeting process to ensure that facilities, equipment, and technology gain a fair percentage of the local budget.

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Providing Technical Assistance

Business can play a significant role in assisting school systems and state education agencies in developing short- and long-term strategies for asset management. Business is an untapped resource for providing technical assistance to state and local education agencies when there are too few trained facilities personnel.

Over the long term, business can serve as a critical resource to both state departments of education and local school districts to improve their asset management and strategic planning functions. Businesses employ planners, engineers, facilities' managers, and architects who can assist in developing integrated strategic plans in such areas as planning and design of new educational facilities, management of existing properties and facilities, and acquisition of property, plant, equipment, and technology. Business can also provide assistance in cost analysis for effective planning and purchasing.

Business people can conduct facility assessments and surveys, and make recommendations to school systems about how to close the repair and upkeep gap. They can recommend strategies for the management and utilization or disposal of existing real estate holdings – school buildings. And business people can assist in identifying equipment and technology which can promote efficient management, as well as improved learning.

One area that has been mentioned throughout this chapter has been the lack of training and preparation of education administrators in asset management. Business people can work with universities that train future administrators to establish courses and provide training on asset management, or if deemed more appropriate, they could work with the state to establish regional centers for training of school facility personnel. Keeping facilities managers up-to-date on methods, strategies, and technologies can contribute to significant budget savings over the long term.

Finally, in the short term, business might provide materials for urgent or emergency repairs at the local level. Even though tax dollars should usually pay for these repairs, business can make an important contribution through funds or labor and materials.

Stimulating Flexible Use

Business can be an advocate for broadening the constituency base for schools by promoting the concept of sharing school space with other agencies or community functions. State laws and regulations can be serious obstacles to these arrangements, and the business community can often exercise the clout needed to bring about such policy changes.

By actually providing educational facilities, business can assist in establishing flexibility in the school system. In several communities, corporations have begun to include school or day care settings on their property. In these instances corporations construct or renovate space for public school programs. The public school system provides the staff, books, and other materials needed.

Because education is part of the public sector, construction of facilities, acquisition of supplies and equipment, and the repair of these are governed by a different set of rules than in the private sector. It takes time to change the way the education systems do business. But, changes can be made in the system to improve it, and business has a significant role to play.

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Chapter 9

Technology: A Way to Restructure Education

"The 'stuff' – the hardware and software – is not what makes the difference. What makes a difference is what you do with the stuff."

Gail Morse
9th grade physical science teacher
Alexander Junior High, Huntersville, North Carolina

Definition

Technology is not an end in itself. It is a means to an end – an evolving process and a communications network that enables people to do things differently and more effectively. Consequently, "technology" is defined more by what it can cause than what it is. The electronically driven technologies of the current era – such as computers, VCRs, interactive videos, satellite dishes, and laser discs – have emerged as significant educational tools. These tools not only enhance the productivity of the educational enterprise, they also provide access to learning itself.

Importance Today

When the Class of 2000 graduates from high school, the body of human knowledge will have doubled four times since 1988, according to Marvin Cetron, a leading American scientific forecaster on social and economic issues. These future graduates will see and hear more information in a single year than their grandparents were exposed to in a lifetime. Technology helps make this information explosion more manageable in at least three important ways:

- It increases access to educational resources.
- It provides instructional tools that enhance learning.
- It increases productivity of school system operations.

Technology: A Universal Door to Learning

Effective use of technology provides greater access to learning to students with significantly different needs. For example, "distance learning" creates an "information super highway" for small and large, rural and urban school districts alike. This form of technology transports information instead of people. It electronically places in the same classroom students and teachers who actually are in different geographical locations. It has been a boon to districts that otherwise could not enjoy access to advanced coursework or instructional specialists. Interactive communications systems broaden the horizons of teachers and students alike by enabling them to talk and work with and learn from scientists, university faculty and researchers, and their peers worldwide.

Virtually every state is experimenting with distance learning in response to demands for more rigorous curriculum and high school graduation requirements, teacher shortages, and the need for information or skill development. Texas, for example, is installing a statewide electronic network to connect its 1,056 school districts via an electronic bulletin board, electronic mail, and electronic conferencing systems. As a result, students and teachers throughout the state will be able to communicate with each other.

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State agencies hold the licenses of two-thirds of public TV stations. This gives states an important channel for distribution of education information. In addition, private sector television services – such as Whittle's Channel One, delivered by satellite, and Turner Broadcasting's CNN News Room, delivered via cable – provide thousands of schools and millions of students and teachers with timely, important information.

Technology also creates educational opportunities for students with special needs, thereby enriching their present quality of life and expanding their future career options. For example, children with hearing impairments can access information through closed captioning, available on all networks and the Public Broadcasting Service (PBS). Students who cannot hold a pencil or speak can communicate through word processors or speech synthesizers. Blind students can listen to verbal information and write it down using customized pocket braillers. They also will benefit from "augmented video," which is being developed by PBS as an audio channel that describes an accompanying video.

Technology can be used to reach other "at-risk" students. For example, the district superintendent of Orangeburg, South Carolina, credits the use of technology as a key factor in reducing his high school's dropout rate from 34 percent to eight percent in four years. Test scores and the number of college-bound students also increased. In one year, Volusia County, Florida, used an IBM computer-based adult literacy program to raise, by an average of 2.6 years, the reading ability levels of 300 high school students who had been reading below the 6th grade level.

Clearly, technology can enhance students' access to learning while they attend school. It also can continue to prepare students for higher education, work, and life after they leave school. Graduates require technology literacy for applications ranging from desktop computer systems in libraries, offices, and factories to video-based communications systems that inform, train, and link workers throughout industry.

Today's technologies, such as fax machines, computer networks, and interactive TV courses, are blurring traditional distinctions between home, school, and work. Now, people can learn and work at home. In fact, information delivered into our living rooms via technology is routine. Television enables us to prepare our children for school by exposing them to Sesame Street, receive daily weather forecasts via electronic maps, shop without leaving home, follow the stock market, argue over instant replays in football games, and watch live reports of battles fought halfway around the world.

Technology: An Essential Instructional Tool

Students come to school with very different educational needs, experiences, and interests. So it is increasingly important to customize curriculum content and instructional methods. Technology can help teachers meet this challenge by enabling individuals or groups of students to advance at their own pace. Students can take more responsibility for their own learning by setting their own schedules and goals, and controlling the timing of basic skills drills.

These technologies also allow teachers to be facilitators rather than solely lecturers and sources of knowledge. Automating routine educational tasks can free teachers to be creative and make decisions. For example, when teachers who use computers in their classrooms were surveyed by the Bank Street College of Education in 1990, a significant majority reported that students who work independently take more initiative and assume more ownership for their own learning. These teachers said they had more time to tailor lessons to individual student needs and work with students one-on-one.

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Evaluation data on Apple Classrooms of Tomorrow (ACOT) showed that when computers were used, teacher-led activities decreased from more than 70 percent of class time to less than 10 percent, with a corresponding increase in independent or cooperative student activities.

Clearly, effective use of technology enables teachers and technology to do what each does best. This division of labor yields instructional dividends. A 1988 study conducted by the Congressional Office of Technology Assessment (OTA) found that:

- Computer-assisted drill and practice helped students learn math.
- Word processors helped both general and special education students write better.
- Students who use computers in science laboratories had a better grasp of complex scientific concepts.
- Computers helped students learn graphic skills.

Technology can accomplish the near impossible. For example, reenactments of the Civil War on PBS and newsreels of Civil Rights marches on video can augment textbooks and enliven class discussion about historical events. Giving teachers tools that extend beyond blackboards and textbooks gives them a fighting chance to compete for the attention of kids raised on TV and the whiz-bang sound, color, and excitement of electronic games.

Technology: A Productivity Enhancer

In the private sector, 80 percent of productivity gains from technological innovation come from key changes in management, organization, and human resources rather than from hardware or software, according to Lewis J. Perelman of the Hudson Institute. Similarly, use of computers enhances organizational efficiency in school systems. It reduces time spent on maintaining attendance records, transportation routes, and fiscal information.

In addition, computerized data bases can help educators – along with parents, potential employees, and students – maintain records of courses and grades, track student performance over time, and analyze the results.

Finally, computer and telecommunication networks enable educators to serve their clients – parents and students – more effectively. For example, during evening hours parents can obtain information about their children's homework assignments and see videos of classroom activities by accessing telephone "hotlines" and local cable TV channels. Computers also can enable different human service agencies to share information on clients and their needs. School districts can then coordinate their efforts with different government agencies – health, welfare, employment and training, and juvenile justice – to address the comprehensive needs of students and their families.

Issues and Obstacles

Decisions on how to use, as well as the capacity to use, technology are as critical in determining outcomes as its availability – and may be even more problematic.

After four years of tracking the status of state education reforms nationwide, the National Governors' Association recently concluded that little progress had been made toward the central recommendation of its technology task force: "to use state powers to help schools reorganize, using technology and other means, so that they become more effective and efficient."

It is not that educators don't recognize the need for change. Instead, they may lack a vision of what technology can offer or the resources or ability

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to make it happen. Innovative practices that successful companies take for granted are infrequently applied to educational decision-making.

Inadequate Planning and Budgeting

In public education, planning for technology frequently is conducted separately from other functions and on a piecemeal basis. Schools often have access to hardware but lack software that enriches instruction. Or they may lack the training that explains how to use the technology or the maintenance and parts to keep it running. Or their purchasing decisions are based on what kinds of gadgets and devices are available, instead of on an understanding of what is needed. Thus, bad decisions about technology can lead to bad consequences, only more quickly.

The availability of money for technology is constrained in education by the annual budget process and competition from other programs and services. Purchases too frequently become singular events. Districts tend to purchase when they are flush. Then, when funds no longer are available, they keep outmoded technology forever. In contrast, the best run companies amortize their technological investments over time and factor replacement costs into their financial planning.

Lack of Readiness and Training

Unfortunately, technology is not a self-starter. Humans must learn to use it. Teachers may wish to take advantage of today's technologies, but they often confront an environment that does not encourage extra effort and risk-taking to implement new instructional approaches. As a result, fewer than half of all teachers currently use the technology that is available, according to OTA.

Lack of training for teachers is a large part of the problem. Business invests a 300 times larger share of its budget for computer-based instruction than does public education, according to Hudson Institute's Perelman. Successful companies view training as an investment in employee productivity, an investment that requires continual attention as the tools of the workplace are upgraded. In contrast, technology is often seriously underutilized because teachers have not been trained to use it or afforded time to integrate it into existing curriculum and lesson plans.

Teachers also need to learn how to integrate today's technologies, such as video programs and interactive communications networks, into existing curricula. This is particularly important, since many schools of education have been slow to expose teacher candidates to technology during their college years and most states have not yet integrated the use of technology into their academic requirements. Hence, the local school district is left to upgrade the technological skills of today's instructional workforce.

Today, computers are the most widely used technology in schools. Most students receive report cards generated by computer, attend classes scheduled by computer, travel to school on buses routed by computer, and use textbooks typeset and ordered by computer. Yet computers have not altered the basic Industrial Age model of instruction in any significant way. Teachers still lecture to captive audiences. The way teaching and learning occurs has been virtually unchanged by computers.

The need for adequate training is a constant as technology itself changes – and the demand can only become greater. "Gadgets are growing 'smarter'," asserted a recent Newsweek article on technology, "but in the process of getting smarter, products have grown inexorably more complex and more difficult to operate."

Lack of Capacity and Resources

Technology can access information but only if technology itself is accessible. Plans to build new schools and renovate old ones need to respond to new physical demands. These include:

- Providing electrical outlets, television antenna outlets, and communications outlets (e.g. telephone jacks) in all classrooms.
- Allowing for space, temperature, and security requirements for hardware.
- Equipping buildings to connect with high capacity communications systems (fiber optics, satellite dishes, etc).

The availability of resources also is a problem. According to OTA, most schools, particularly those in poor and minority communities, lack enough computers for instructional use. This lack of resources applies to inexpensive as well as expensive technologies. Teaching is probably the only profession that enjoys greater access to computers (despite its lack of computer training) than to telephones. Except for the principal's office, telephones are nearly nonexistent inside school buildings. Some schools still lack basic "low-tech" equipment such as slide projectors and movie screens. For these schools, high technology is only a dream.

Thoughts on Business Role

If technology is thought of as a process, rather than as equipment, then its application can help restructure education. Accordingly, if companies help students, teachers, and administrators use technology more effectively, they essentially help educators rethink how the business of education gets done.

At the State Level

States are beginning to address their education technology needs in a more comprehensive way. For example, Kentucky's Education Reform Act of 1990 created a Council for Education Technology. The council is responsible for planning, integrating, and overseeing all aspects of technology from the elementary grades through higher education. Business leaders can join forces with policy-makers and educators to ensure that all critical education decisions fully reflect technological needs and opportunities.

Many states now have positions or offices that plan, implement, or monitor school district use of technology, help districts acquire technology, and provide technical assistance on its use. These offices may also furnish and evaluate software, and establish guidelines on the technology-related aspects of curriculum and teacher educational requirements. Business leaders can help these offices define their states' long-range technological strategies, and then advocate for the necessary infrastructure changes (i.e. teacher training) that will allow them to carry out the planned innovations.

At the Local Level

Business leaders can play a critical role in helping educators use technology in a systemic way to restructure education. This means adapting and integrating technology into all aspects of school system operations. Companies that have effectively integrated technology into their key functions can assist education leaders to adopt similar practices. CEOs can volunteer executives with a wide range of expertise. For example, MIS directors can help educators anticipate emerging technologies and select appropriate computer systems. They can work with educators to design data bases that meet their instructional and management needs and evaluate the results.

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Facilities managers and architects can work with school personnel to ensure that appropriate space and energy requirements are factored into building plans. Chief financial officers can help identify long-term fiscal implications of newly-purchased technology, and any revenue-generating opportunities that might fund the capital improvements. Human resource directors can help identify the hiring and training needs for school personnel who will use the technology.

Business leaders can provide even more targeted assistance to educators. For example, high-tech companies can work with educators to develop educational software. Companies can inform school administrators and teachers about specialized technology, such as computer graphics, satellite networks, and in-house video production capabilities. Business can make training available at its own facilities and provide summer internships to teachers and administrators. Exposing teachers to different technologies and types and brands of equipment can help create a critical mass of school system personnel who can evaluate their options and make effective choices. Efforts to upgrade teachers' technological skills also should bolster school restructuring efforts by enabling teachers to effectively incorporate technology into the classroom. Finally, business leaders can become advocates for changes in policy and practices by working with educators to identify barriers to the effective use of technology – and working to remove them.

Employing technology effectively is similar to hitting a moving target, except that the initial impact also may change the target itself. Thus, technology's most important contribution to education may be in challenging existing attitudes and time-bound perceptions of teaching and learning. By freeing education, government, and business leaders to look past existing barriers – whether they be classroom walls, class size, effective use of the school day, district boundaries, or student expectations – technology can help make educational restructuring both systemic and self renewing.

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Chapter 10

Early Childhood Development: A Better Start

"The potential for learning begins even before birth. The ability of children to succeed in school and in life is largely dependent on the quality of their early development. At a minimum, this means that the nation should provide adequate prenatal care to all mothers who cannot afford or do not have access to it, adequate preventive health care and nutrition support for poor children, quality child care for poor infants and toddlers, and quality preschool for disadvantaged three- and four-year-olds."

The Unfinished Agenda: A New Vision for Child Development and Education
Committee for Economic Development

Definition

Children's early development – physical, social, emotional, and cognitive – has a profound impact on their later years. Children who are born healthy and receive physical and emotional nurturing and intellectual stimulation are much more likely to succeed in school and life.

Early childhood development policies and services help give children a good start in life. The best programs address the comprehensive physical, social, and educational needs of children. They supplement, rather than supplant, parents. Society's investment in these childhood programs reduces the costs of failures later in life and increases the benefits from a productive citizenry.

Importance Today

Early investment in children makes good business sense. Prevention is inexpensive compared to the costs to society of problems such as illiteracy, imprisonment, chronic unemployment, welfare dependency, and substance abuse.

According to the U.S. House of Representatives Select Committee on Children, Youth, and Families report *Opportunities for Success*, returns on investment in early childhood development are significant. Each $1 spent on:

- nutrition supplements for poor women, infants, and children saves $3 in health care costs;
- childhood immunization saves $10 in later medical costs; and
- quality preschool education returns $6 in reduced costs for special education, public assistance, and crime.

The range of social problems that many children face today underscores the need to supplement their early development:

- The poverty rate for families has increased 40 percent since 1970. One in four preschoolers and one in five children lives in poverty. Children comprise the poorest population segment in America.
- More than one in ten newborns has been exposed to drugs, according to a 1989 study by the National Association for Prenatal Addiction.

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✍ The number of children living with single mothers increased nearly 80 percent between 1970 and 1988 – from 7.5 to 13.5 million. Mothers of two-thirds of all preschool children will be in the workforce by 1995, according to the Children's Defense Fund.

Early childhood development services must be provided first to those most in need and least able to pay. But risks from inadequate childhood development transcend class, income, and race. Four of every ten American children are at risk if we consider all factors, according to *Schooling Disadvantaged Children*, a publication from Columbia University Teachers College.

Early Childhood Development Services

A comprehensive array of services – much more than education alone – is needed to meet all of a child's development needs.

Health care, for example, has a critical impact on a child's development. Prenatal care lowers the risk of low birthweight, which can lead to cerebral palsy, mental retardation, and vision and learning disabilities. Pediatric check-ups and treatment, including immunizations, reduce a child's health and developmental problems. Periodic vision, hearing, developmental, and physical examinations and treatment also minimize health and learning problems. Proper nutrition promotes physical *and* mental growth.

Education is a key element of early childhood development services. Children start to learn long before ages five or six, when they begin school. Experts suggest that between 40 and 60 percent of an individual's vocabulary is acquired by age three. Through play and social interaction, children develop language, thinking, and social skills, and a healthy curiosity for learning. They develop their motor skills, learn to distinguish shapes and colors, and build a foundation for literacy and mathematical skills.

Parent involvement is another important component. As discussed more fully in the next chapter, adults can be taught to be better parents and encouraged to participate in program activities. Parents can learn to improve the health and safety of their children and to promote early learning and development. Head Start programs involve parents by requiring them to work at the Head Start centers their children attend. Head Start policy councils, composed of parent and community representatives, help allocate funds and make personnel decisions.

Early childhood development programs often work best as part of collaborative efforts that address the larger needs of a child's entire family. Employment services, food stamps, housing support, health care, and psychological and/or substance abuse counseling all can be important. Thus, the most effective child development services are focused on both children and families.

These services should extend beyond age five, when children begin school. A child's developmental needs do not end at some arbitrary age. Early childhood programs and the schools need to cooperate to ensure that services are not disrupted when children begin school. As discussed more fully in chapter 12, schools should be the focal point for the delivery of social and health services, although this has not traditionally been viewed as a school responsibility.

Early childhood development services can be provided by individual families *or* the community; with private *or* public resources; through a single all-inclusive program *or* through coordination of a number of service providers. Most Head Start programs, for example, are all-inclusive, addressing many of a child's health, education, and social services needs in one location. Other effective child development programs rely on case managers who understand all

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the needs of both child and family. Case managers can simplify access to services from an often confusing array of service providers in a community. The right delivery mechanism depends on 1) the specific needs of children and their families, 2) family skills and resources, and 3) available *private and public* child development programs in a community.

Issues and Obstacles

No National Consensus

Government and business leaders increasingly recognize the importance of addressing early development needs. The first of the President's and governors' education goals emphasizes that all children should start school ready to learn. Many organizations, including the Committee for Economic Development, The Business Roundtable, and the National Alliance of Business, have actively supported full funding of Head Start.

But there is no national consensus on 1) whether early childhood development services should be a public or a private responsibility; 2) whether public provision, if any, should be open to all children or just the poor; and 3) whether such services are of a high enough priority to justify increased public funding during a protracted national budget crisis. This lack of consensus leaves children with unmet needs.

High Costs and Limited Availability

High quality early childhood development services are expensive. Quality child care, for example, costs between $5,000 and $9,000 per year per child. Since 32 percent of families with children under six earn less than $20,000 per year and those headed by females earn, on average, less than $9,500 per year, many parents cannot afford to pay for such services. At the same time, federal, state, and local governments are facing record budget deficits, limiting public funds available for early childhood services.

Constant dollar funding for Head Start, the largest federal early childhood development program, decreased during the 1980s. Head Start is widely recognized as successful. Yet it can serve only 20 percent of the five million eligible three to five year old children, and less than one percent of the 2.5 million eligible infants under age three. Legislation was enacted in 1990 to authorize increased services and funding for Head Start so that all eligible three and four year old children and 30 percent of eligible five year old children could be served by fiscal year 1994. Following passage, Head Start's appropriation was increased substantially – from $1.52 to $1.92 billion. This does not guarantee that sufficient funds will be appropriated in the future. An estimated $7.66 billion is needed to meet the 1990 authorization target, nearly a 400 percent increase in the current appropriation.

Even if all *eligible* children could be served through public programs, the level of services would be inadequate. For example, the percent of Head Start programs operating full time decreased from 33 to 15 percent between 1972 and 1990. But part-time programs cannot meet the needs of parents who work full time. Income eligibility restrictions on various public childhood programs are a response to limited funds, rather than to children's needs for services. Eligibility for subsidized early childhood development programs frequently is capped at a specified income level. Children from families earning just a few dollars above the income cut-off are not served, although their circumstances are comparable to those of eligible children.

Clearly, it is a major challenge to find funds to meet the developmental needs of all children in the 1990s.

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Diffused Delivery System

In most cases, early childhood development services are delivered through a number of targeted programs serving targeted individuals. At the federal level, for example, the U.S. Department of Health and Human Services administers Head Start, the Department of Agriculture administers WIC (a nutrition program for Women, Infants, and Children), and the Department of Education oversees Chapter 1, Even Start, and special state education funds for early childhood programs. The General Accounting Office last counted 46 federal programs, not including Medicaid, that provide funds for child care or related services.

This divided responsibility for early childhood services is replicated at both state and local levels. Delivery of local services is further complicated by the presence of both private and public service providers. Family child care homes, religious and community organizations, public schools, and parent cooperative organizations are a major part of the service delivery system. More than half of all preschool providers are for-profit businesses.

The number and diversity of providers makes it difficult to ensure the quality or the availability and accessibility of services. Bringing this multitude of early childhood development providers together is not easy, though. Existing programs tend to protect their turf. Politicians prefer to create new programs, instead of expanding funding for existing ones, particularly if there is no substantial evidence that existing programs work. As a result, children's interests may be lost in the shuffle.

Limited Accessibility of Services

This diverse and dispersed delivery system makes it difficult for parents to access health, education, and nutrition services. Service providers may be located in many different parts of the city, with none located in the neighborhoods of their intended clients. Service hours may not fit clients' schedules, especially if they work days. Long waits and language barriers also may discourage participation.

Poor Support for Program Personnel

Without high quality personnel, the best-intentioned early childhood development programs will not be successful. Despite this, recruitment, training and development, and retention of program staff have received little attention.

While some efforts have been made to see that such programs are well staffed, the Children's Defense Fund found that most states have no standards for child care workers. An estimated 2.6 million young children are in child care settings that are exempt from any regulations.

The low value placed on child care workers is evident in their compensation. Child care wages rank in the lowest five percent of U.S. wages. In 1988, the average annual salary of full-time early childhood workers was $9,363, less than the 1988 poverty threshold of $9,431 for a family of three. The annual starting salary for a Head Start teacher with a B.A. degree was $11,518, only 63 percent of that of a first-year public school kindergarten teacher, a position with similar job requirements. Child care workers usually get limited, if any, employee benefits, such as health insurance, vacation days, or retirement pensions.

Additionally, training and development for early childhood development workers is limited. The programs cannot afford to subsidize employee training, and federal loans and scholarships often are limited to full-time students, essentially excluding full-time child care workers. State laws seldom require child care staff to pursue further training, and staff who do so rarely receive increased compensation.

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It is not surprising that the Child Care Employee Project's "National Child Care Staffing Study" found that annual staff turnover rose from 15 to 41 percent between 1977 and 1988.

Solving staffing problems is neither easy nor inexpensive. Some suggest that "professional" credentials be established for early childhood development workers and that their salaries be increased to levels of public school teachers. Others suggest a program of greatly increased in-service training. Solutions must be designed. If children are to benefit from early childhood development programs, program quality must be high. Lack of quality staff makes this impossibile.

Thoughts on Business Role

Advocacy

Business can be a powerful advocate. At the national, state, and local levels, business can promote early childhood development by lobbying for:

- Legislation, regulations, and policies that encourage collaboration in the delivery of various early childhood development services.
- Increased public funding for early childhood development services to increase the level and improve the quality of services.
- Policies and funding that raise the quality of early childhood development staff.

Business can help create a national commitment to improve early development of children by undertaking public service campaigns. Business also can promote early childhood development through product advertisements, incorporating positive child rearing images in their commercials and sponsoring entertainment promoting similar values.

Direct Assistance

At the local level, business can encourage collaborative delivery of comprehensive services by sponsoring coalitions composed of early childhood development service providers, government representatives, educators, and community and business leaders. Under business' leadership, these coalitions could assess children's needs and develop community strategies to meet those needs. Honeywell, Inc., continues to be a major player in Minneapolis' *Success by 6* project, a city-wide effort to build community awareness, improve children's access to services, and expand public-private collaborations.

While the long-term goal should be to create coherent delivery systems, business can help service providers work more effectively with the current array of public programs in the short term. For example, businesses could develop accounting systems that would enable providers to track and allocate funds from a variety of sources based on each source's regulations. Additionally, business could help design automated data bases to track children and the services they receive, enabling each service provider to know what other services the children have received.

Although financial support always is welcomed by early childhood development programs, unless it is given very carefully it can serve to delay fundamental changes in delivery systems. Business should try to target contributions to promote interagency coordination and the comprehensive delivery of services. Companies can make collaboration a condition of their contributions, or they can give grants that fund services needed to join programs together.

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Internal Policies

Business can adopt internal policies which support the early development of their employees' children. Companies can support quality day care in their benefits packages, release- or flex-time for primary care providers, and parental leave for new parents. This should apply equally to both high-salary and low-wage employees. Corporations can train employees to identify quality day care and to develop parenting skills. They also can sponsor parent support groups within the company.

Companies such as the American Bankers Insurance Group in Miami and Stride Rite Corporation in Cambridge, Massachusetts, provide child care programs on site. Wells Fargo Bank, in California, has set up a child care resource and referral center. Parental leave at IBM can last up to three years if employees are available to work part time during the second and third years. Several IBM sites are participating in a pilot that permits employees on leave of absence to work part time at home during most of their work week. Another pilot program in two locations allows workers to take up to two additional hours off at lunch time if they make the time up the same day.

Honeywell, Inc., established a corporate Work and Family Life Committee to develop its approach to helping employees balance their work and family commitments. Honeywell now subsidizes up to half the cost of child birth education classes and child care for employees' sick children, and allows new parents and those with seriously ill children to apply for an unpaid leave of absence for up to six months. It also provides information to working families on selecting child care and community resources.

Business, like society, could reduce future costs by investing in early childhood development programs. Business loses money if employees do not come to work because of child care problems or a child's illness. Corporations that have adopted internal policies to assist parenting have seen declines in absenteeism, tardiness, and family distractions. They also have experienced improvements in personnel recruitment, retention, and morale – and in their corporate image.

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Chapter 11

Involving Parents in Children's Education

"Parental involvement ignites children's desire to learn. But in order to kindle that fire, parents, educators, business, and industry must work together."

Ann Lynch
National PTA President

Definition

Ideally, parents' involvement in their child's education begins at birth and continues into adulthood. Parents can promote their child's development and growth during early years, and can reinforce later learning both inside and outside the classroom. They can also work as volunteers in the schools, or participate in decision-making processes which shape school agendas. All parents need not undertake each of these roles. But all parents should stress the importance of learning, show their children that learning opportunities extend far beyond the four walls of a classroom, and help their children succeed in educational endeavors.

Unfortunately, not all parents can fulfill these responsibilities. Some, with training and assistance, can learn to support their children's learning and development. Others may never be able. Whenever possible, public and private programs should work to strengthen the family and encourage parents to assume these important roles. But when parents cannot provide their children with needed support, other dedicated adults should serve as advocates for them, encouraging and directing their learning.

Importance Today

All children need advocates to help them succeed in life. Advocates can promote their learning and encourage their dreams, guide their activities outside school, and work with schools to support their formal education. This always has been the case. But today, the gulf between many children's home and school lives is greater than ever, increasing their need for an involved advocate.

In the 19th century, responsibility for educating young people rested primarily with the family and the community. Learning was an integral part of home and community. In this century, mass immigration, industrialization, and urbanization gave impetus to formal education, separating it from community and family.

Over time, that separation became more profound. Today, it is compounded by a cultural gulf between school and community – particularly in poor and ethnically diverse communities. Ethnic minorities are under-represented among teaching and administrative ranks. Increasingly, school employees live and work in different communities. As a result, school and home cultures can be very different.

Parents – or other caring adults – who are involved in their children's learning can help to bridge the gap between the community and the school and promote learning.

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What Parents Can Contribute

All children need to be supported in the learning process. If their parents do not provide this support, some other adult must fill this void. While the following describe *parent* involvement roles, these roles may be performed by another adult serving as a child's *advocate.*

Parents' activities may focus solely on their own children – or may affect classrooms, schools, or even entire districts. These activities can be categorized in the following ways:

Promoting Early Development

As most business leaders know, parents can play a crucial role in setting the stage for their children's success in learning. They can promote their children's early development by seeking prenatal care and maintaining healthy diets and lifestyles during pregnancy. After birth, they can ensure that their children receive needed health care and preventive services.

Equally important, parents should serve as first teachers, helping their children use their minds and explore their environment. To be effective, parents need to spend time with their young children, talking with them, answering their questions, playing games, and reading to and with them. Above all, they need to give them a vision of a productive, successful future, and guide them through their difficulties.

Reinforcing Learning

While much parental teaching occurs during children's early years, parents can continue to reinforce the learning process well into their children's school years. As children enter school, parents can stress the importance of schoolwork and make it clear that they support the schools' goals. Parents also can ensure that learning is not tied solely to school activities. By the time they are 18, children will have spent only about 13 percent of their waking hours in school. Parents can instill a love of learning by helping their children enjoy indirectly educational activities, such as books, museums, and discussions.

Volunteering in the Classroom or School

Parents who volunteer for classroom or school activities can make a positive impact on children's education. They help schools by providing additional human resources. They show students that adults in the community care about education and learning. In turn, volunteering allows them to observe their children's behavior within the school environment and better encourage the children's learning at home.

School volunteer activities can range from providing office clerical support, to arranging outings and sporting events, leading small reading groups, or tutoring individual children. The "right" activities are those that satisfy everyone's needs: students, schools or teachers, and parents.

Assisting in Education Decision-Making

Parents can help shape educational policies and practices in many ways. They can serve on state boards of education or local school boards, in parent-teacher organizations, and/or on school advisory committees or citizens' councils. Local school councils, such as those recently established in Chicago, offer parents an opportunity to provide significant input on the policies governing their children's schools, including the hiring of principals and staff.

To ensure that parental involvement in decision-making significantly improves schools, such efforts must be carefully designed and all participants – parents, teachers, and administrators – must be adequately trained.

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Outlining parental roles in supporting their children's education is valuable. It is even more valuable to examine the roles other institutions can play to help parents succeed (see figure 6 on page 74). This includes training parents, and instituting school and government programs and policies that encourage and support parental involvement.

Training Parents

Not all parents are prepared to promote their children's early development or reinforce learning. Some parents have difficulty communicating with and encouraging their children. Others do not feel competent to help their children with their studies. The extended families and closely-knit communities that once supported and prepared people for parenthood are disappearing, and many parents may need outside training programs.

Programs, such as *Parents as Teachers* in Missouri, train parents to maintain healthy and safe homes and to encourage their children's language, thinking, and social skills development. These programs also may provide periodic monitoring and formal screenings to assure that youngsters do not have undetected health or learning problems. An evaluation of *Parents as Teachers* found that children who had participated in the program were significantly advanced in language, social development, problem-solving, and other intellectual abilities when compared with their peers.

Other programs train parents to develop their children's learning skills. The Home and School Institute's *Megaskills*® program in Washington, D.C. helps parents teach their young children such skills as motivation, responsibility, initiative, and teamwork. All are linked to success both in school and later on the job. "Studying at Home" and "Reading at Home," two programs offered by the *Academic Development Institute* in Chicago, teach parents techniques to help children acquire good study and reading habits.

Because parents can best serve their children when they also are skilled and self-confident, some of the most successful programs improve parents' education and work skills as well as parenting skills. The *National Center for Family Literacy* in Kentucky focuses on this intergenerational cycle of under-education and poverty. Evaluations show that its programs improve parent-child relationships. Children performed better in school and parents improved their own academic skills.

Parents also need to be trained for volunteer and decision-making roles. They need training on educational processes, on school systems and structures, and on decision-making, working in collaboration, and consensus building.

School Programs and Policies

While parents have initial responsibility to encourage a child's learning, schools should encourage parents to do this. Schools may have to engage in pro-active efforts to reach parents who remember their bad experiences in school and resist any new connection.

Schools need to make parents comfortable about coming to the schools and communicating with teachers and principals about their children's progress. Among other things, schools can:

- set convenient hours for parent-teacher conferences;
- provide translators for conferences and meetings;
- send home newsletters and bulletins – in foreign languages, if necessary – about school activities;
- establish parent ombudsmen to focus on answering parental concerns;

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Figure 6: Opportunities to Promote Parental Involvement Exist at Many Levels

Parent Roles	*School Roles*	*Government Roles*	*Business Roles*
✍ Providing children with love and attention.	✍ Setting parent-teacher conferences at convenient hours, and providing translators if necessary.	✍ Ensuring that there are sufficient subsidized prenatal and nutrition programs for parents who cannot afford them.	✍ Providing employees with flex-time or leave to attend school conferences or activities.
✍ Seeking prenatal care and maintaining a healthy diet and lifestyle when pregnant.	✍ Communicating frequently and effectively with parents (e.g. multilingual newsletters and bulletins, telephone calls).	✍ Ensuring that there are sufficient subsidized health programs for children whose parents cannot afford them.	✍ Developing leave policies which allow parents to care for new babies or sick children.
✍ Maintaining a healthy and safe home, and ensuring adequate health care and preventive services (e.g. education and health diagnostic screenings, immunizations) for children.	✍ Encouraging parents to become part of the school community (e.g. visit parents' homes, establish a "parents' room" on school grounds, hire a parent ombudsman).	✍ Ensuring that there are sufficient subsidized early childhood education programs for parents who cannot afford them.	✍ Helping employees obtain affordable health insurance.
✍ Promoting children's early development by talking, reading, and playing with them, as well as engaging them in appropriate physical activities.	✍ Providing training classes for parents on raising children (e.g. child development, homework tips, discipline problems, drug and alcohol prevention).	✍ Ensuring that there are sufficient subsidized parenting classes for parents who cannot afford them.	✍ Conducting "brown-bag" lunch seminars on good parenting practices and activities, and sponsoring training programs on how to encourage and support children's learning.
✍ Helping children develop appropriate values.	✍ Encouraging pregnant teens to stay in school and providing them with parenting classes.	✍ Ensuring that there are sufficient subsidized education and vocational training programs for parents who cannot afford them.	✍ Supporting community parent training programs.
✍ Placing a high value on learning, and helping children to develop a similar value.	✍ Offering GED and vocational training courses to parents.	✍ Ensuring that teacher and administrator training programs prepare them to work effectively with families.	✍ Supporting school training programs which prepare teachers and administrators to work better with families.
✍ Setting high standards for children, encouraging them to meet those standards, and praising them when they succeed.	✍ Preparing teachers and administrators to work with families.	✍ Legislating a parent involvement role in all education programs (federal, state, and local).	✍ Ensuring that internal and external company public relations policies promote (or at least do not denigrate) education.
✍ Providing time and space within your home for children to study.	✍ Creating opportunities for parents to provide meaningful input into school decision-making.		✍ Creating and delivering public service announcements that support education and parental involvement.
✍ Communicating with children's teacher(s) and school principal(s) and visiting children's classroom(s) periodically.	✍ Developing meaningful volunteer activities for parents.		✍ Advocating for programs and policies requiring or supporting parental involvement in children's education.

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- operate parent outreach programs – phone calls or home visits – to pursue parental involvement and keep parents informed; and
- make space where parents can find reading materials about parenting, discuss common concerns, and meet with teachers and principals.

Schools also can educate parents. They can offer parenting skills programs, as well as classes in academic and vocational skills.

To encourage parents to volunteer or to serve in decision-making capacities, schools need to offer meaningful volunteer activities and take seriously parents who serve on advisory committees. They also need to ensure that their own staffs are prepared to work effectively with parents. A parent involvement study by the Southwest Educational Development Laboratory surveyed 575 instructors of teachers. Only four percent of those surveyed taught a complete course on parent involvement; 15 percent provided part of a course; and 37 percent had one class period on the subject. Yet, 87 percent of teachers interviewed as part of the same study said that they needed training to work with parents, and 92 percent of principals interviewed agreed with them.

The Comer Model for school improvement, developed by Dr. James P. Comer, a professor of psychiatry at the Yale Child Study Center, involves parents as decision-makers and volunteers. It is specifically designed to integrate the home and school cultures. A *governance and management team*, composed of parents, teachers, administrators, and support staff, is responsible for developing a comprehensive building plan. A *parent group* selects the parent representatives for the governance and management team and, working with staff, sponsors projects designed to create a good social climate in the schools. The Comer Model is being replicated in more than 100 schools in nine districts in eight states. Schools using the model have reported statistically significant improvements in students' academic and social performance.

Government Programs and Policies

Some federal government programs recognize that it is important to involve parents in children's learning. They have mandated parent involvement in such things as planning, implementation, and evaluation of educational programs. Parental roles are outlined in the legislation governing Head Start, Chapter 1 (a compensatory education program), and the Family Support Act. The Comprehensive Child Development and Even Start Acts provide funds to combine adult education, parenting training, and early childhood education.

Some states have also enacted legislation to promote parent-school collaboration – although few of these efforts are either comprehensive or well supported. Missouri and Oregon require districts to work with parents before their children reach school age. South Carolina and Massachusetts require districts to involve parents on advisory councils that monitor school improvement. At the local level, Dade County, Florida, and San Diego offer schools financial incentives and technical assistance to develop parent-participation programs.

One of the most publicized initiatives to empower parents originated in Chicago in 1988. The Illinois legislature (at the initiation of Chicago community and business groups) required the establishment of a *local school council* for each elementary and high school. These councils consist of ten elected members – *six parents*, two teachers, and two community representatives – plus the school principal. They were given the authority to hire their principals and develop school improvement plans and school budgets. The councils have made considerable progress in meeting their statutory governance requirements, but it will be a long time before their effect on schools can be assessed.

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Issues and Obstacles

Involving parents in children's education has many benefits. However, there are numerous barriers to making such involvement a reality.

Parental Barriers

Parents have many reasons for not participating in their children's education. They may have other commitments, such as earning a living or coping with family illness. Sixty percent of today's students live in families where both parents or the only parent work. By 1995, two-thirds of all preschool children and four out of five school-age youngsters will have mothers in the labor force.

There may be a language, reading, or cultural barrier to parent participation. Parents may have had bad experiences as students, making them wary of working with the schools. The 1987 *Metropolitan Life* Survey of the American Teacher found that 55 percent of parents sometimes felt reluctant to approach a teacher to talk about their child.

School Barriers

Schools often send signals that discourage parental involvement. Teachers and principals may not want "parental interference" in the operation and management of schools and classrooms. Even if they do not fear parental involvement, they may make it inconvenient for parents. Scheduling all conferences and meetings during daytime working hours, distributing all information solely in English and in written form, and requiring identification to enter school grounds can inadvertently discourage parent participation.

Work Barriers

Employment practices may unintentionally make it difficult for parents to become involved with schools. For example, many businesses do not give parents leave time when children are born. They are not flexible about work hours. They may not tolerate "personal" phone calls during work hours. These restrictions may make it difficult, if not impossible, for parents to support the education of their children. According to a 1990 PTA/Dodge National Survey, only 35 percent of employers provided parents with children in school time off for important school conferences or activities. Such practices make it difficult to link home and school.

Controversy around Parent Involvement in School Decision-Making

Most people agree that parental involvement with their children promotes early development and reinforces learning. They do not all agree on the value of parental involvement in school decision-making. Proponents argue that involved parents get a sense of ownership and are more supportive of the schools. They argue that this new-found parental respect for education improves children's performance. They also argue that parent participation in school decision-making makes schools more responsive to their communities, encouraging parents to organize on behalf of education at the state and local policy level.

Opponents to parent participation in decision-making are concerned that, at best, parents lack expertise on education or management issues. At worst, they feel, parents will impose their personal, possibly narrow, values on schools or vote against any programs that do not directly benefit their own children. Opponents also believe that many who serve on district school boards or school councils view their positions as self-aggrandizing patronage plums or political launching pads.

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Communities need to recognize this controversy and design parent participation programs that strengthen benefits and guard against drawbacks.

Thoughts on Business Role

Companies can play a substantial role in encouraging and supporting parental involvement in children's education (see figure 6 on page 74). They can be advocates for government programs and policies requiring or supporting parental involvement in education. They can work with schools to promote policies and practices encouraging parental involvement. They can provide financial motivation to schools that develop parental involvement programs and universities that prepare teachers and administrators to work with parents and families.

In the public relations area, business can develop messages underscoring the importance of education and parental involvement. It also can encourage support for education through its regular advertisements or sponsored television shows.

Business also can provide employees with parental leave, flexible hours, and time off for parent-teacher conferences and volunteer activities in the schools. AT&T, for example, allows employees to take leave on short notice to deal with school-related matters.

Businesses can provide employees with "brown-bag" lunch seminars on good parenting practices. They can sponsor training programs that prepare parents to support their children's education. According to the Families and Work Institute, about 1,000 companies offer workplace seminars on topics ranging from how to spur a child's interest in reading to how to manage an adolescent. Businesses also can provide financial and/or marketing support to outside programs that provide parents and/or the schools with needed training. The First Tennessee Bank in Memphis sponsors *Learning is Home Grown*, a project providing parenting and homework-help training sessions for local businesses, schools, boys' and girls' clubs, and civic groups.

Businesses that provide a work environment that enables employees to be good parents very well may recruit and retain better employees. They unquestionably will strengthen the quality of education in their communities.

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Chapter 12

Social and Health Services Delivery

"The bureaucratic structures [of existing social welfare, health, and other delivery systems] are grossly inadequate for the complex problems confronting today's young people, especially minority students. School-linked comprehensive service systems can overcome these problems, more effectively meet needs, and thereby improve student achievement."

Education that Works: An Action Plan for the Education of Minorities
Massachusetts Institute of Technology

Definition

More and more people concerned about improving the quality of education for our nation's children have come to realize that education does not exist in a vacuum. Children who arrive at the schoolhouse doors hungry and ill clothed, or on drugs or pregnant cannot focus on their school lessons. While it is convenient to view the delivery of human services as a problem separate from that of restructuring education, the two are inextricably linked (see figure 7 on page 80). To achieve the goal of educating 100 percent of our children, we must ensure that children have access to the social and health services they need. We must expand our view of schools from locations where only educational services are delivered, to locations where a myriad of needed services are available, either because they are delivered at the school site or because they are readily accessible nearby. We must improve how we deliver social and health services.

Importance Today

The social and health problems affecting our school children are great, as illustrated by this limited set of statistics:

- In 1988, almost 20 percent of children under 18 were categorized as poor. The rate of poverty for Hispanic children was over 37 percent, and for black children, over 43 percent.
- In 1987, 51 out of every 1,000 girls aged 15-19 gave birth. More than 100 out of every 1,000 black girls in this age group gave birth.
- Youth (age 16-19) unemployment in 1989 was 15 percent. The rate for Hispanic youth was 19.4 percent, and for black youth, 32.4 percent.
- In 1988, 1,634,790 youth under age 18 were arrested, over 16 percent of the arrests nationwide.
- An estimated 16.8 percent of youth aged 12-17 used illicit drugs during 1987, and an estimated 44.6 percent used alcohol.

These problems not only interact with education, they interact with each other, and in many cases none can be effectively addressed without attention to all. In fact, we must change our perspective from one which is services-centered (delivering separate services to clients without regard to the clients' other needs), to one which is client-centered (coordinating the delivery of a comprehensive array of needed services to individual clients). This should ensure that all problems are addressed in a more coordinated manner, and also facilitate individuals' access to available services.

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Figure 7: Socioeconomic Characteristics and Basic Skills

Armed Forces Qualification Test score position of 19-23 year-olds by poverty and social/economic problem group, United States: 1981

Socioeconomic Characteristic	Percent in Lowest Fifth of Basic Skills	Percent Below-Average Basic Skills
Poor	46	77
One or more social/economic problems	41	75
Jobless	40	72
Dropout	52	85
Public assistance recipient	53	79
Unwed Parent	59	85
Arrested in past year	37	68

Mean Percentile Ranking in Basic Skills Distribution	
All 19-to 23-year-olds	50
Arrested	32
Jobless	26
Dependent	24
Poor	23
Two social problems	22
Poor plus one social problem	21
Unwed parent	21
Dropout	20
Poor and idle	18
Poor and dependent	16
Three or more social problems	15

Source: Gordon Berlin and Andrew Sum, *Toward a more Perfect Union: Basic Skills, Poor Families, and Our Economic Future*, 1988.

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While this chapter focuses on the the integration of human services within the context of the schools, what is needed is the fundamental restructuring of human services delivery. Rather than just coordinating existing services, communities need to create a seamless system of services which will provide for the needs of their children. By using existing resources more efficiently, more children should be far better served. To be effective, such systems require several basic features, including shared decision-making among existing service delivery systems, a flexible menu of services, collaborative funding, and the flexibility for staffs to move across agency lines in order to meet their clients' needs.

Including changes in the delivery of social services as a part of education restructuring is a controversial issue. Some believe that they should be kept separate and apart. Many others believe that the education of many children will not be successful unless actions are taken that go beyond the traditional boundaries of the kindergarten through 12 system.

Human Services Needs

Human service needs of students can be broken into a number of categories:

- *Basic needs*, such as food, clothing, shelter, and transportation.
- *Health needs*, such as immunizations, hearing and vision correction, normal health services, and prenatal care.
- *Social needs*, such as pregnancy prevention services, alcohol and drug abuse services, counseling, community support and mentoring guidance, child care, and juvenile justice services.
- *Employment needs*, such as career preparation and counseling, job-specific skills training, and work experience opportunities.

In addition to these are three "pre-student" services discussed more fully in Chapter 10 – prenatal care provided to students' mothers before the students are born, comprehensive health care services, and early childhood education – which, if provided, could greatly reduce the students' needs for human services later. The Children's Defense Fund has estimated that $1 invested in prenatal health and nutrition services saves over $3 in later costs to meet such needs as intensive hospital care for low-birthweight babies, more frequent and severe infant illnesses, and mental retardation; and the Committee for Economic Development found that $1 invested in quality preschool saves $4.75 in costs otherwise incurred for remedial education, public assistance, and crime control. Prenatal care for a pregnant teen can cost as little as $600 per client, whereas intensive care for low-birthweight babies or premature infants can easily cost $1,000 a day.

Because research has consistently shown that preventive services such as these are much more cost effective than compensatory ones (those which address problems after they appear), it is important to invest in preventive services. However, it is important to continue to provide the compensatory services required for those who either did not receive or did not benefit from preventive services.

Providing Comprehensive, Coordinated Services

Schools are the only public institutions which touch nearly every child in America. In most cases, children spend more time in school than they spend interacting with any other institutions or individuals, including members of their own families. Because of this, schools seem to be the logical location for ensuring that the human service needs of children are met.

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But in using schools as the focal point for the delivery of human services, it is important that a distinction be drawn between schools as points of access for outside services, as locations for the provision of services, and as the sole providers of services. Over the years, schools have been asked to take on more and more functions beyond those that had been traditionally defined as education, such as drugs and AIDS prevention, police services, and extended day care. Yet schools have rarely been given the resources to provide these services.

If such services are to be effectively integrated into the schools, schools must either be provided with the resources and training needed to carry out the services themselves, or they and other institutions must join together to provide the services. If school personnel do not include social or health service professionals (either financed out of the education budget or through social service budgets), schools cannot provide needy students with specialized attention. Unless social and health services can be provided through other organizations in the community, educators must resort to addressing human service needs through traditional schooling methods, such as information-based curricula, which have had only limited effectiveness as preventive measures (e.g. against pregnancy and drug experimentation), and have had no capacity to help students with acute problems.

While schools do not have to become the sole providers of human services, there are a number of services they could provide if personnel received appropriate training and support. School personnel could serve as "case managers," coordinating the services for a limited number of students and maintaining contact with them until their needs are addressed. Teachers and other school personnel could also serve as "mentors," developing personal, individualized relationships with a very few students, serving as confidants and advocates, helping to build students' self esteem, and guiding them as they make the decisions that will affect their lives. With more specialized training, teachers could even augment existing school counselors, addressing such issues as drug abuse, pregnancy, and dysfunctional family environments. In order to free school personnel for these activities though, school staffing levels would probably need to be increased.

Alternatively, these services, as well as others for which school personnel could not be trained (such as medical services), could be provided by existing human service agencies and community-based organizations working in collaboration with the schools. Staff from human services organizations could be assigned to work on school sites, or school-based case managers (funded by the schools or other organizations) could be responsible for assisting students in accessing services off campus. Health clinics and day care centers could be located on school grounds, and employment and training programs could be provided to in-school youths. Cities in Schools, Inc. has promoted programs to re-position existing community service personnel into the schools in 183 schools across the country. New Jersey has funded 29 school-based centers providing mental health and family counseling, health services, substance abuse programs, and employment services at a single site.

On a broader level, "human resource councils" composed of representatives from education, relevant local human service agencies, community-based organizations, business, and labor could be instituted in local communities in order to coordinate planning and policy activities. Further coordination could be achieved if human resource organizations worked together to create common intake and assessment systems, share data, and/or refer clients to one another As part of the Casey Foundation-sponsored New Futures initiative in seven cities, "oversight collaboratives" representing all the key education, business, and social service groups in each city work together to develop new policies

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and programs, and promote fundamental improvement in the way young people are dealt with in their city. In Portland, Oregon, the Portland Investment ties together school, employment, and social services policies and programs through a broadly representative council called the Leaders' Roundtable. Such developments do not happen in a vacuum, and appropriate training and technical assistance from outside entities is frequently required.

While coordination of needed services must occur at the local level, it can be promoted at the state and federal level. Federal and state agencies can review their program rules, regulations, and eligibility requirements and adjust them to make their programs more compatible with each other. They can provide incentives for coordinated program delivery, fund coordination demonstration projects and disseminate the results, and provide technical assistance to help localities better coordinate existing services. They could even go so far as to adopt a system of standards and incentives which would require the various human resource providers to work together to meet their collective goals. As part of the Commonwealth Futures program, operated by Brandeis University, the various state agencies responsible for different aspects of youth service develop common rules, regulations, and funding strategies and provide single community grants to cities and towns agreeing to pursue a collaborative dropout prevention strategy.

Most of those involved in the delivery of human resource services feel that the total amount of funding devoted to such efforts is insufficient to meet all of society's needs. However, additional money should not be viewed as a panacea; existing delivery systems must be restructured to improve the quality and increase the coordination of current programs.

Issues and Obstacles

Insularity of Programs

Improvement in the delivery of human services will not occur unless the various service providers stop perceiving themselves as independent entities with independent goals and objectives. Fundamental restructuring of human services will not be achieved until the separate service providers come to see themselves as having interlocking roles and responsibilities which can best be accomplished through joint efforts.

Government agencies frequently have inadequate lines of communication among themselves; may not view their programs as interrelated, and therefore may see little benefit from working together; may be protective of what they view as their "turf"; and may fall victim to "just plain inertia." Bringing together so many organizations around a shared vision of service delivery will be a monumental task. A 1989 study of human services in California found approximately 160 programs, 37 state units, and seven state departments responsible for serving children and youth.

Another obstacle to coordination is the different rules, regulations, and eligibility requirements to which each program must conform. The California study found 25 separate categories of information related to financial tests, diagnostic conditions, and specific target populations used to determine eligibility for the state's various children and youth programs.

Educator Reluctance

Educators may feel that their responsibility should be for education alone, and that social service and health needs should be met outside the school building. They may be willing to make referrals, but not willing to allow service providers on site. Some services should also be available outside school hours, and funding limitations and union requirements often make it impossible for

schools to stay open. Educators may fear liability problems and be reluctant to assume additional responsibilities.

Finally, some services may prove too controversial for the school system. For example, locating health facilities on school property frequently brings outcries of promoting premarital teenage sex.

Thoughts on Business Role

The most frequently voiced answer to the question, "What can business do to help?" is "Use its clout." Business can lobby for increased funding of Head Start and other proven strategies; lobby the federal and state governments to examine methods for loosening the existing regulations which discourage coordinated service delivery; and build human resource councils at the state and local levels which will establish a system of coordinated service delivery – and serve on those councils. Furthermore, because business people often sit on the boards of non-profits, they can encourage these organizations to collaborate with the schools.

Beyond providing clout, business has a number of more specific resources which it could contribute to a coordinated human resource delivery system associated with the schools. Obviously, business can provide money, but those resources are only a very small part of the total public investment in health and social services. Thus, these funds should be used wisely, and experts suggest that business should be more careful about how that money is contributed. Some suggest that business may be part of the problem, contributing to individual programs and supporting a fragmented delivery system. Business should develop funding strategies which leverage additional funding and reward programs for working together. Business can even work with communities to help them plan and develop collaborative strategies.

Business can help to meet students' employment needs by providing students with a link between school and employment. As a part of education restructuring efforts, business people can work with educators to design curricula which will better prepare students for the workplace. Business people can serve as guest lecturers in classrooms and invite students to visit their facilities in order to give the students a better understanding of the world of work. They can also provide summer and after school employment. Business must recognize, though, that such services only address one area of students' human resource needs, and that to be truly effective, these services should be supplied within a broader integrated human service delivery structure.

A final resource business can offer is the effective use of its people through promotion of volunteerism efforts. A critical key to effectively addressing human needs is to establish personal – face to face – relationships between individuals receiving services and members of the larger community. It is not only critical for the students, it is critical for the business people who work with the students. Creating a personal bridge between the schools and the business community not only helps to rebuild communities, it brings personal satisfaction to those involved. It is only through personal involvements that business people will really come to understand the problems in the schools, the problems that our nation's students face daily. It may also be hoped that the one-on-one relationships with young people and schools will stimulate employees to work toward the other systemic changes described in previous chapters.

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Chapter 13

Staying the Course: Institutionalizing Company Commitment

"The institutionalization process applies in two areas: first, in the creation of an organization in the community to formally conduct the business-school partnership; and the second, in the formal establishment of an involvement in education as a policy or mission of the company. . ."

Beyond Business/Education Partnerships
The Conference Board

Definition

If the business community is to make a real difference in education, each company must put in place internally the systems and structures that will make it possible to deliver on its promises over many years. Company and employee commitment to educational change must become part of the corporate culture; each company must understand and accept its role in education and develop the capacity to achieve its education objectives.

Importance Today

If the business community is to foster and, if necessary, insist on fundamental structural changes in education, it must be prepared to act in a sustained, purposeful way. In general, business involvement in education has been characterized by isolated programs that have done little to change the educational system for the majority of students. Despite sizable investments in education, company internal operations with respect to education can similarly be described as *ad hoc*. Often, many different corporate units pursue individual projects without any common framework or focus.

The problems of our educational system demand a different approach by business. The greater the sustained commitment a company makes through a coalition process, the greater the chances of improving the educational prospects of the maximum number of students – and the greater the impact on the future workforce and consumers.

While not all companies will be able to make the long-term commitments to address the problems of education, they all should decide what they *can* do, set priorities, and build their internal capacity to deliver. CEOs and their top staff need to establish an organization and procedures which will keep their companies engaged even as personnel or financial conditions change. Corporate boards of directors should also lend their support.

Only a few companies have begun to take steps to formalize their long-term commitment to education change. They have found it difficult. Other companies have sought guidance on the process. While there is no single approach, a number of steps appear to have merit based on the limited experiences to date. Understanding these may be helpful to The Business Roundtable and other companies seeking to focus and strengthen their involvement in education change. These observations should be viewed as guides, not prescriptions, for action.

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History of Business Involvement in Education Restructuring

For decades, businesses have been involved with educational institutions in a variety of activities, which generally can be categorized in three ways:

- initiatives driven or generated at the corporate level;
- activities brought forward from the community level, often in the form of requests for funds; and
- individual, largely voluntary, employee efforts.

The initiative or oversight for these activities is frequently located in different departments within a company, and not brought together as part of a comprehensive, coordinated effort. When these disconnected efforts are catalogued at some point, CEOs have been dismayed to learn of the level of resources the company has already committed to education and even more concerned over the limited impact the company has had. Some of a company's efforts may even operate at cross purposes – for example, a government relations department seeking a local tax abatement at the same time that the community affairs department is working to improve resources within the local schools.

The purpose of drawing together these disparate efforts is not to stifle initiative, but to determine how corporate participation can be channeled more effectively. Creating a unified company effort does not involve locating all education activities within one department; however, it does require developing a common public policy agenda for education, and ensuring that the various education initiatives being undertaken throughout the corporation support that agenda.

Developing a Strategic Plan of Action

A number of companies that have taken steps to formalize and focus their commitment to education change have taken a strategic planning approach similar to that followed for other major corporate initiatives.

High Level Commitments

These companies have found it very important that their CEOs express a personal commitment to the education restructuring initiative and be actively involved in establishing the company's goals and defining the company's role.

Because the time frame for meaningful systemic change in public education is considerably longer than the tenure of most current CEOs, a CEO's commitment should be broadened to prevent the restructuring effort from declining rapidly after he or she leaves office. Experienced business leaders like Owen Butler, former Chairman of Procter & Gamble, urge that education restructuring initiatives be brought before the Board of Directors; and the Board, as well as the candidates for succession to the CEO, should support the general principles and strategies of the initiatives.

Developing an Education Cadre

Most likely, the responsibility for a company's education restructuring initiative will not rest with one individual, or even within one single department. While company experiences suggest that it might be most effective for the CEO to designate an individual who will provide day-to-day leadership for the corporation's education efforts, that individual appears to be most effective when supported by a CEO-designated management council or task force which provides advice and guidance and helps build broader employee acceptance and commitment. Key executives from a number of departments with expertise useful to the education restructuring effort – such as community

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affairs, human resources, education and training, public relations, government relations, the corporate foundation, marketing and communications, and selected operating divisions and field locations – should serve on such councils.

Building a Knowledge Base

A first step for these key executives is to build a knowledge base by surveying existing company efforts, examining the current state of education, and learning about key education restructuring ideas. They might attend seminars and conferences, invite outside experts to attend council meetings and make formal presentations, and/or have company employees gather information and summarize existing research. Utilizing company employees in the "knowledge building" exercise has the advantage of broadening company commitment for the education restructuring initiative right from the start.

Establishing Goals and Developing a Corporate Plan

With a solid knowledge base and an understanding of the company's priorities, the executives on the education council should be well-positioned to work with the CEO to establish goals for the company's education restructuring efforts. These goals should be closely related to those of the coalitions of which the company is a part, but generally will not be identical. For example, a company may emphasize goals that support the company's particular needs, such as improvements in science achievement, or areas in which the company has particular expertise. The company may also include additional goals which build on the company's internal capacity to participate in promoting systemic educational change, such as staff development on education issues.

These goals set the stage for the development of an internal company plan that focuses on what the company needs to do to meet its commitments to the restructuring effort in terms of time, resources, and staff required. The task of developing the corporate education plan might be easier if the council conceptualizes it as consisting of three parts:

- *Activities which the company can undertake alone.* Such activities might include encouraging employees to run in state or local school board elections and helping them obtain funding and other staff support; and providing employees with more flexible schedules, allowing them to interact with their children's schools and teachers.
- *Activities which the company can undertake in partnership with the public education establishment.* Such activities might include providing management training courses for school administrators; contributing technical resources; serving as guest lecturers; hiring teachers during summer months or during year-long sabbaticals in order to give the teachers a more realistic understanding of the business world; and consulting on "business" problems in school management such as transportation, building maintenance, data processing, and financial controls.
- *Activities which the company can only undertake as a member of a broad coalition that includes a number of major corporations, the education community, state and/or local government, and community and labor organizations.* Such activities include most of the systemic changes discussed throughout this publication, such as improving curricula, promoting teacher and principal professionalization, developing accountability systems, and supporting the delivery of integrated human services.

The company's internal education plan should establish procedures for continuing commitment over the long term. Like the BRT initiative, the IBM Corporate Task Force on Education noted that a long-term commitment of at least ten years is needed to achieve results, and the company is now trying to determine how it should proceed to ensure that that commitment is a

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'asting one. Stable funding and staff resources become important if coalition partners are to feel secure about business' commitment.

Building Employee Commitment

As with any new program, concerted efforts are needed to build employee awareness of the company's educational focus and the rationale for it. Since much of the company's progress in education will occur at the grassroots level through employee volunteerism, employees need to understand education issues and company goals. A special staff development or training program on education may be needed. At the very least, corporate decisions should be communicated in writing and speeches throughout the company.

Other steps management can take to promote employee involvement in achieving the company's educational goals include:

- orientations for staff on education issues;
- release time for staff involvement in education;
- special funds from the corporate level to cover added staff requirements or expenses for major projects;
- targeted grants to community projects that focus on education restructuring goals; and
- special employee recognition programs as part of the management development program or performance appraisal process.

Assessing Progress

Companies periodically need to assess their education restructuring efforts to determine whether they need to make mid-course corrections. Because measurable results are not likely for many years, interim benchmarks should be established to gauge whether company efforts are indeed progressing. To promote active employee involvement in meeting these benchmarks, employee efforts might be included in performance reviews or appraisals.

Issues and Obstacles

Planning and implementing long-term corporate goals for educational change will be difficult, and corporations will constantly need to revise their goals and adjust their strategies in order to succeed. The success of the company's education efforts depends heavily on outside forces, some of which are highly political. The company, no matter how large, is only one of many groups trying to influence the direction of education.

But a company should not give up on its efforts if it encounters problems. Because of the economic impact of education and related youth problems on its profitability, a company needs to view its involvement in education as a core operation. Failure to successfully educate youth increases recruitment costs, raises employee education and training costs, and compromises workforce productivity. If the results of a company's education initiative do not meet expectations, then the company should re-assess its tactics and adjust them; it should not move on to a new "product." To do so means that it proceeds at its own economic peril.

Maintaining Focus on Long-Term Restructuring

Investing in restructuring efforts may require a company shifting its focus from smaller, more tangible projects to complex, less measurable ones (particularly in the short term). This shift is not without its price. There is far less public relations benefit (in fact, many efforts are not ones in which a company would want its name visible alone), and it is often difficult to keep employees motivated when accomplishments are not apparent over the short term.

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To compensate for this, companies may opt to maintain a mix of activities, some focused on more short-term efforts with more immediate human relations pay-off, and some directed at district and school management, changes in curriculum or finance management, or staff development for educators. However, because employees are apt to be more attracted to limited, defined projects, more difficult projects may be neglected. Furthermore, if the corporation and its employees become too engrossed in these shorter-term projects, employees might become co-opted by the existing system and find it difficult to act as change agents.

CEOs will also need to ensure that meeting more immediate internal human resource problems in the company does not deflect attention away from long-term efforts whose results will not be realized for years. High school students who have already been failed by today's schools will not likely be affected by systemic changes carried out over the next year or two. This means that an increasing number of companies will need to increase investments in internal training and education programs to meet their immediate hiring needs. These investments should not come at the expense of a company's long-term commitment to improving K-12 public education systems. The CEO must convey the importance of working now to improve the quality of education, so that graduates five and ten years from now will meet the company's needs.

While getting started on a more strategic, institutionalized effort can be demanding, sustaining the effort can be even more so. Company commitment is born out of a sense of crisis. But, the crisis will not pass quickly despite significant employee effort. Employees can become disillusioned or frustrated. Expected outcomes should be realistic, but if they are not met, tactics should be adjusted, while the company's commitment is maintained.

Educator Concerns

The reason that the business community has not been as active in education in the past is not solely because business people did not realize the need, or organize themselves to meet those needs. Educators often have not encouraged this role. While they welcomed financial support, some were not anxious for greater involvement. They were critical of some of the business world's attitudes, particularly its focus on the short term, and were wary of corporate America's overtures to address highly complex problems whose solutions are long term. Companies need to be sensitive to the education community's concerns and demonstrate that they will remain involved in education restructuring efforts for a significant period of time.

The opportunities for business to help restructure our school systems are there to be seized. But their potential will only be realized if each company takes its commitment seriously, organizing itself to maintain its investment over the long term. Rather than deterrents, the issues and obstacles raised in this section should be viewed as challenges requiring both analysis and action.

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Chapter 14

Time to Move Forward

By Ernest L. Boyer
President, Carnegie Foundation for the Advancement of Teaching

For nearly a decade, America has been engaged in the most sustained push for school renewal in its history, a movement sparked by the conviction that education and the economy are inextricably connected. Corporations have played a key role in this crusade and during the 1980s literally hundreds of creative projects have been launched – from the Boston Compact and the Adopt-A-School program in Chicago, to magnet schools in Houston and volunteer programs in Los Angeles.

But the work has just begun. This nation has moved, almost overnight, from a local to a national view of education and the conviction is widespread that 83,000 schools, 16,000 districts, or even 50 states, acting on their own, simply cannot do the job. Almost everyone now agrees that a more comprehensive strategy is required.

Reflecting this larger vision, George Bush committed himself to become the "education president," and within a year, convened the historic governors' conference in Charlottesville, Virginia. Later, in his State of the Union message, the President announced six essential goals for the nation's schools. All of the governors – in an impressive show of bipartisan support – recently endorsed these goals and spelled out a list of more precise objectives.

As we enter this new phase of school renewal, industry and business have a special role to play. The time has come for corporate America to move beyond piecemeal efforts and shape a comprehensive education strategy. But what is an appropriate blueprint for business-education collaboration in the decade of the nineties?

First, *public advocacy.* Business' most vital role is to be a forceful voice for public education. Corporate leaders are, as the Quakers put it, "weighty brethren," and when they speak out, others listen. On the national level, for example, CEOs can call key public officials, even the President – and be heard. Further, when business leaders testify in Congress in support of education – as they have done in recent years – lawmakers pay attention.

Eugene Lang, Owen Butler, William Woodside, David Kearns, and many others have been highly visible and effective voices for school reform. At the organizational level, The Business Roundtable, the National Alliance of Business, and the Committee for Economic Development also have been out front with superb reports and well-honed policy proposals. All of these efforts should be continued and expanded.

Corporate foundations should consider sponsoring public service announcements on radio and television that highlight the importance of education in the 21st century and help support national forums and programming to inspire young people to finish their education and consider teaching careers.

But while education in America is a national concern, the action still occurs largely at the state and local levels. It's here that the implementation takes place and there's no better way for executives to make their influence felt than by involving themselves in schools at the state and grass-roots levels – on school boards and heading up school-business committees in the states and neighborhoods where they live. Make no mistake. Advocacy *is* the most important contribution American business can make in the push for better schools.

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Second, corporate America can help education by *renewing people*, the principals and teachers. Schools, just like business, can only be as strong as those who do the work, and developing the *human* resources of education is absolutely crucial. In Houston, for example, science teachers joined industrial scientists to discuss new developments in their fields. In Pittsburgh, seminars to improve teaching have been sponsored by Westinghouse. And in that city, a district-wide teacher renewal center has been established, with the help of industry and business. In a reverse strategy, IBM and other corporations have released their own employees to teach in public schools – ranging from a single lecture, to a year-long sabbatical.

Several years ago, the Bank of New England in Boston set aside several hundred thousand dollars to reward outstanding teachers. The bank issued yearly Teacher Excellence Awards of $6,500. Most recently, a national, grassroots campaign, "Thanks to Teachers," was announced by Apple Computer, The National Foundation for the Improvement of Education, the National Alliance of Business, and Group W Television. This program honors good teachers all across the nation.

The idea of an endowed chair – a typical university practice – also might be used as a bold strategy to renew teachers, especially those in math and science. A minimum endowment of, say $30,000, would provide a small annual bonus for a gifted teacher over the course of his or her career. The endowed chair program could be administered by the school district, with the teacher chosen by a district-wide committee of teachers, school administrators, PTA members, and business leaders. The point is that excellence in education means excellence in teaching, and renewing human resources – with corporate support – is absolutely crucial.

But recruiting *future* teachers is essential, too, since in the decade of the nineties, almost half the current teaching force will retire and a new generation of young instructors must be brought into the classroom. Here are just two suggestions:

Business can spark greater enthusiasm in universities for beefing up the quality of schools of education. Often neglected in university fund-raising and isolated from other university departments, schools of education have offered too little teaching of innovative practices and curriculum designs. Business people have played an important role in stimulating changes in other university departments, such as engineering and business administration. Perhaps, their interest in public education can also be drawn together with their interests in higher education to provide an important boost to improved teacher education.

On a different level, when corporations recruit gifted college graduates, especially in critical fields, why not encourage them to teach for several years before entering their new posts? These new recruits – constituting a business teaching corps – would, upon completion of their school service, be of even greater value to the company having served on the frontlines of education. Above all, the nation's schools would be well-served, too.

The renewal of principals is also important. All research suggests that schools need good leaders, but rarely are principals able to stay abreast of new ideas and improve their managerial skills. What we need are district and statewide Leadership Institutes, with programs focusing on technology, new management techniques, learning theory, as well as how to build a team for school-based management. Such institutes could be sponsored by business, in collaboration with local districts or the state.

Third, there's the important matter of *technology as teacher.* Today's students know about television, computers, and videocassettes, yet public schools have been largely bypassed by this technology revolution. It's shocking that every other enterprise in the nation – from airlines, to hospitals, to newspaper,

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to banking, and to steel companies – now uses the miracles of the information age to increase productivity and efficiency. Yet, day after day most children sit in classrooms – with only chalkboards, listening to teachers who rarely have access to a decent overhead projector. They carry on their work in the oral rabbinical tradition, just as teachers have done for 1,000 years.

In linking technology and teaching, a major breakthrough is required, and industry and business surely have something important to contribute. Corporate America, especially the communications industry, should make it a priority to bring the new electronic teachers into the nation's classrooms. Specifically, why not fund district or statewide projects that would spread the use of computer-based instruction or help teachers enrich the classroom, using VCRs? And why can't builders provide the wiring and other needed physical plant changes that can make it possible for modern equipment to be used?

Is it unthinkable that in the 21st century every school in the nation would have a videocassette library that would make available to teachers great moments in history, as well as programs in science, geography, and the arts? I'm convinced that if we could blend electronic images with great teachers and great books and use computers as learning tools, America could, by the year 2000, have the most outstanding education system in the world. Let's agree that by the end of this decade, we'll have classrooms for the *next* century, not the last.

Fourth, to revitalize American education, a major *research and development program* must be launched. Looking to the 21st century, corporations can take the lead in helping to establish a private/public initiative that would seriously address the two most essential questions: what should we be teaching, and how do we evaluate results?

No amount of reassuring rhetoric can conceal the fact that, in most schools, the K through 12 curriculum is still a Rube Goldberg arrangement that lacks both quality and coherence. During the past several years, we've added more academic requirements – and that's a plus – but what we've failed to ask is: What's behind the labels? We say "science," but what science should be studied? History, yes. But which history? We require English, but "English" can mean anything from Shakespeare to basic grammar.

Surely, by the year 2000, the school curriculum must be something more than fragments of information and disconnected courses. What we now need is a panel of teachers and scholars to explore this central issue of what students should know and be able to do in the 21st century. One of the best investments industry could make would be to underwrite an R&D project that would develop a more creative and coherent curriculum for the nation's schools.

Next, there's the important matter of evaluation. President Bush, in announcing education goals, focused precisely on assessment, and rightly so. The citizens of this country simply must be given evidence that our $180 billion plus investment in education is paying off. But how do we proceed?

Currently we have in place a federally-funded National Assessment for Educational Progress that measures student performance at certain grade levels and for certain subjects. This is a good start, but we also need to measure "higher order" skills, and as one suggestion, all high school seniors, before they graduate, should be able to write an essay to demonstrate their ability to think critically and integrate ideas.

But more is needed, since the tools we now use to test students often measure that which matters least. Specifically, by the year 2000, we need a new generation of sophisticated instruments to measure student potential – not just verbally, but intuitively, spatially, aesthetically, and socially as well. Such an effort, I believe, will take an R&D project in which master teachers and research scholars work together to shape a comprehensive assessment program for the new century – one that provides better ways to discover the full range

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of student talent. Corporate support for the curriculum, as well as the assessment projects could be focused at the district, state, and national levels. Fifth, no enterprise can stay healthy without *experimentation and innovation.* To get ahead, corporate leaders understand the need to be risk takers, even knowing that some experiments won't work. And certainly, none of the remarkable progress we've made in industry during this century would have been possible without bold innovations by Marconi, Edison, Morse, and Henry Ford – to name a few.

The sad truth is that schools rarely have the time or money to think about or implement good ideas. This reality was driven home several years ago when a high school principal told me that the only extra funds he had were $60 in profits from the Coke machine. What I propose is that every school have a Discretionary Excellence Fund so that teachers and principals can implement – on the spot – creative new ideas. Innovation funds could be targeted to a specific problem; for example, the math teachers in surrounding schools could be given small grants to try new curriculum approaches, working collaboratively with consultants from business. The point is that a relatively small sum of money, even just a few thousand dollars, can produce enormous innovations in a school that could then be replicated in other schools in the district.

At the other end of the scale, the RJR Nabisco Foundation just recently announced a national, $30 million Next Century Schools Fund to encourage and support sustainable, radical changes in kindergarten through 12th grade education. "Next Century Schools will look for teachers, principals, and community groups with bold and innovative ideas and strategies – risk takers – and give them a chance to put their ideas into action," says Louis V. Gerstner, Chairman and Executive Officer of RJR Nabisco, Inc. Similarly, IBM has launched a five-year $25 million grant program to stimulate innovative uses for computer technology in the classroom and to improve teacher preparation in the use of computers. The program will develop classroom laboratories that can serve as technology "showcase sites" and also will encourage partnerships of college education and community school districts to develop innovative uses for information technology. What I'm proposing is that industry and business provide the margin of excellence in education, by rewarding and encouraging creativity in the classroom.

Finally, *family policy* within industry itself must be candidly confronted. The harsh truth is that if we hope to achieve better education in this country, parents must be more actively involved. This means a four-way partnership with the family, the work place, community health and service providers, and the school – and employer policies must become more family oriented.

Parental leave arrangements should be considered to give children a healthy start. And the past decade has seen a dramatic growth in day care programs which keep parents closer to their children. There has even been a movement to create schools at the worksite. In Miami, for example, American Insurance, with the cooperation of Dade County teachers, built a $350,000 elementary school for children of employees. The company reports lower turnover and absentee rates among employees, and parents are delighted that they can meet with teachers before and after school. A similar school has been built to serve the children of workers at Miami International Airport.

Employers can help families in other ways as well. For example, many children go home to an empty house, drift in the streets, or wander in shopping malls. What if this time were put to better use in after-school enrichment programs, in science, in computers, in music, and athletics? Such arrangements would not only confront the "latch-key" problem, but also be especially valuable to disadvantaged children. Families who can afford it should pay for these enrichment programs. But businesses which provide "vouchers" for children

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from low-income families would make an enormous contribution. Further, businesses may wish to sponsor their own afternoon and summer enrichment programs for children of employees and encourage these young students to pursue apprenticeship opportunities at the work site.

Corporations can also focus on families through their philanthropy programs and support projects that promote better health care for students, educate new parents, and help young children come to school prepared to learn. Such programs reinforce the links between family and school.

Employers can help families by insisting that state and local authorities assure that public social and health services are coordinated with schools. Children spend most of their waking hours in school, and school personnel often become aware of their special needs and problems before other public or non-profit agencies. Business people can exercise their clout with governors and local elected officials and with the non-profit service deliverers, on whose boards they sit, to ensure that any emotional or health needs of school children are met so they can learn.

Finally, working parents urgently need to spend more time with teachers – and be actively engaged in schools. When we surveyed teachers a year ago, 90 percent reported that lack of parental support was a problem in their school. Specifically, could employers give parents at least one day off – with pay – each term to visit the school, consult with teachers, and let their children know that they truly care? Today, parents are given time off for jury duty – or to vote. It's just as important that they have time to participate in education, since parents are the first and most essential teachers.

In the decade of the nineties, corporate America surely must continue to be an active partner in the quest for better education. But now the effort must be linked to an overall strategy for school renewal, even though action can occur at the local, state, and national levels. The point is, that we need priorities, with a plan of action well-defined. It is in the schools that this nation has chosen to pursue enlightened ends for all its people. And this is where the future of America will be won or lost.

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Appendix I

Essential Components of a Successful Education System

Executive Summary

America's ability to compete, our democratic system and the future of our children depend upon all our children being educationally successful.

The Business Roundtable, representing some 200 corporations, supports the national education goals developed by President Bush and the nation's Governors. The achievement of those goals is vital to the nation's well-being.

These are the essential components, or characteristics, that the Roundtable believes are needed to provoke the degree of systemic change that will achieve the national goals through successful schools.

1. The new system is committed to four operating assumptions:
   - All students can learn at significantly higher levels.
   - We know how to teach all students successfully.
   - Curriculum content must reflect high expectations for all students, but instructional time and strategies may vary to assure success.
   - Every child must have an advocate.

2. The new system is performance or outcome based.

3. Assessment strategies must be as strong and rich as the outcomes.

4. School success is rewarded and school failure penalized.

5. School-based staff have a major role in making instructional decisions.

6. Major emphasis is placed on staff development.

7. A high-quality pre-kindergarten program is established, at least for all disadvantaged students.

8. Health and other social services are sufficient to reduce significant barriers to learning.

9. Technology is used to raise student and teacher productivity and to expand access to learning.

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America's ability to compete, our democratic system and the future of our children depend upon all our children being educationally successful.

In the fall of 1989, The Business Roundtable accepted President Bush's challenge to help produce systemic change in the way teaching and learning are practiced in the nation's elementary and secondary schools. Chief executive officers of Roundtable member companies have made a 10-year commitment of personal time and company resources to this effort. We have been learning more about the issues, generating additional and deeper commitment on many fronts, and working with the President, the Governors, and other interested parties in the formulation of the announced national education goals.

We support the goals. Their achievement is vital to the nation's well-being. Now it is time to begin implementation – state-by-state – recognizing that no single improvement will bring about the systemic change that is needed. The effort requires a comprehensive approach that utilizes the knowledge and resources of broadly based partnerships in each state.

The next step is to agree on action plans for a public policy agenda that defines the characteristics of a successful school system. This paper identifies those essential system components, which we see as the requirements for provoking the degree of change necessary for achieving the national goals through successful schools.

Individual Roundtable CEOs and the Governors have teamed up to institute these components in state policy. The action plan for each state will be measured against how the plan contributes to or detracts from these essential components. The nine components should be considered as a comprehensive and integrated whole. While their implementation should be strategically phased in, if any one is left unattended, the chances of overall success will be sharply reduced.

If, however, every state aggressively creates a school system reflecting all nine components, this nation will raise a generation prepared to reestablish leadership in the international marketplace and reaffirm the strength of our democracy.

There are nine essential components:

I. *The new system is committed to four operating assumptions:*

A. *All students can learn at significantly higher levels.* We must share this belief if we hope to achieve much higher levels of performance from all students, including those with whom we have historically failed. We must seek to bring out the very best, not just the lowest common denominator of performance. Without this assumption, we are destined for continued failure as our expectations become self-fulfilling prophecies.

If one expects a certain number of students to fail or perform poorly, the first student who has difficulty will be identified as one of those who can never learn when measured against demanding criteria. That student will be literally or figuratively abandoned, and will be joined by more and more failed children. Soon we will have failed as many as we have today.

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B. *We know how to teach all students successfully.* Many teachers and schools across the United States are successfully serving children who are rich and poor; children of every color; the disabled and those who are not; those who have been raised to speak English and those who have not. What works is a matter of knowledge, not opinion. The challenge is not to invent new ways, it is to identify the successful practices and then train all school staff in that knowledge and skill.

In affirming we know what works, we do not suggest we know all we need and want to know. We should continue to push the frontiers of knowledge about teaching and learning. The point is that we know far more than we practice about how to teach significantly more students at a much higher level. The schools' product must reflect that fact.

C. *Curriculum content must lead to higher order skills, and instructional strategies must be those that work.* What children learn should be commonly challenging. We must focus them on thinking, problem solving, and integration of knowledge. We should provide a rigorous curriculum to all, not a narrow, watered down curriculum for some.

However, we should also recognize that how we teach, where and when teaching and learning occur, and who teaches, should be different for different students, classrooms and schools. The differences should be governed by what works in having each child succeed at significantly higher levels. When we fail with a single child or a class or school, we must recognize we do not yet have the proper mix of how, where, when, and who.

D. *Every child must have an advocate.* No one succeeds or maintains success without help. Children need to be read to and talked to, nurtured and cared for; others must guide them to a healthy lifestyle. All children need to be secure. School objectives require support beyond the schoolhouse. Each child must know that education is valued by one or more persons whose opinion the child values.

The parent is the best source of such help. Renewed and urgent attention to strengthening the family is important because a strong family will increase the ease of school success significantly. Where parental support does not exist, an advocate for the child must be found in the extended family, a youth-serving organization, a mentor, or someone from the school.

II. *The new system is performance or outcome based,* in contrast to our present reliance on inputs. Too often, our school staffs are asked, "Did you do what you were told?" The right question is, "Did it work?" Trying hard is not enough. What students actually know and can do is what counts. Thus, we must define, in measurable terms, the outcomes required for achieving a high-productivity economy and for maintaining our democratic institutions.

III. *Assessment strategies must be as strong and rich as the outcomes.* We need to reexamine how student performance is assessed in the United States. Tests and other assessment strategies must reflect an emphasis on higher expectations, thinking and integration of knowledge, understanding main ideas, and problem solving. We must abandon strategies

that do otherwise, such as those that emphasize the ability of recall or recognition.

The ability to compare student performance at international, national, state, district and school levels is also important. But in making those comparisons, student performance should be tested against objective criteria, not by normed tests. Criterion-referenced testing reveals what a student actually knows or can do, while testing a student against norms simply tells us what he or she knows or can do in relationship to others.

Assessment inevitably influences what is taught. Thus, whether our strategies are performance based, or multiple choice, they must adequately measure the skills, knowledge, attitudes and abilities we expect our schools to produce in their students.

IV. *School success is rewarded and school failure penalized.* When a school succeeds, rarely is the staff or school rewarded. When a school fails, rarely is the staff or school penalized. A system built on outcomes requires a system of rewards and penalties.

In measuring success, the school's performance, not that of individual teachers, should be the unit of measurement. Performance should be defined by the progress a school makes in having all its students succeed, based on a rigorous outcome standard when measured against the school's past performance. For instance, a successful school would be one in which the proportion of its successful students, including its at-risk students, is increased by a prescribed amount since the previous relevant assessment period.

There should be a range of rewards and sanctions. The challenge is to have alternatives and use them in ways that are more sensitive and
100 less blunt, making certain that all parties understand the rewards and sanctions and the circumstances that give rise to each. The successful should be rewarded, but the unsuccessful must be helped more than punished.

V. *School-based staff have a major role in making instructional decisions.* Who among us is willing to be held accountable for our actions if we have little control over those actions? Who among us can legitimately deny our accountability if we have the authority and means to act? School-based accountability for outcomes and school-based authority to decide how to achieve the outcomes are intertwined parts of the same proposition. Meaningful authority could include:

A Real involvement in the selection of school staff, where the instructional staff help select the principal, the principal helps select teachers, and the principal and instructional staff help select non-certified personnel;

B. Significant budgetary control and the authority to determine curriculum, instructional practices, disciplinary measures, the school's calendar, and student and teacher assignments.

VI. *Major emphasis is placed on staff development.* Staff quality heavily influences school outcomes. An adequately prepared staff will require at least four things:

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A. Pre-service teacher training programs that give greater emphasis to subject matter, field experience and effective use of technology in addition to classroom-based pedagogy;

B. Alternative certification opportunities for career changers and well-qualified non-education majors;

C. A strong staff development and training effort that includes:
   1. a significant research and development capacity to identify systematically those schools and instructional practices that work with all children and youth; and
   2. a training system of adequate depth with staff having sufficient time to participate; and

D. Selection, preparation and upgrading programs for administrators, instructional support staff and other non-teaching personnel to assure leadership and assistance that contribute to improved student achievement.

VII. *A high-quality pre-kindergarten program is established, at least for all disadvantaged students.* While it is not a silver bullet, the evidence is very strong that a quality, developmentally appropriate pre-school program for disadvantaged children can significantly reduce teen pregnancy, poor school performance, criminal arrest rates, drop-outs, incidence of student placement in special education and other negative and/or costly factors that reflect far too much student behavior today.

VIII. *Health and other social services are sufficient to reduce significant barriers to learning.* Raising our expectations for educational performance will not produce the needed improvement unless we also reduce the barriers to learning that are represented by poor student health, criminal behavior in schools, and inadequate physical facilities. Education is work, and the conditions needed for successful effort are no less important in the learning environment than in the American workplace.

Pre-natal care, good nutrition for young mothers and children, preventive health care, and safe child care are prerequisites for children and youth to perform at the expectation level necessary for a high-productivity economy.

At the same time, students and educators cannot be expected to perform at high levels in a work environment where drugs, crime, or poorly maintained physical facilities interfere with discipline and concentration.

Providing the needed health, social and other services will require an unprecedented measure of collaboration between agencies and/or the realignment of governance responsibility for delivering the services successfully.

IX. *Technology is used to raise student and teacher productivity and to expand access to learning.* Technology is not a panacea. It cannot, for instance, serve as a child's advocate or give school-based staff a major role in instructional decisions. Yet technology is a critical part of a program of systemic change, for it provides the means to improve productivity and access to learning.

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Several examples illustrate the point:

A. The development of skills in problem solving and critical thinking requires all students to push at their own pace beyond historical expectations. Only technology will permit the necessary breadth and, simultaneously, depth of intellectual engagement by masses of students working at different stages of development in different disciplines.

B. Many disabled students and other students at risk, who often require greater individual attention from teachers, will find access to learning through technology.

C. The need for access to, and management of, information will likely be greater in an outcome-oriented, student-based educational system, thus increasing the reliance on technology for both education and administration.

D. Technology will be needed to extend the breadth and depth of staff development and productivity at a time when staff are performing to meet higher expectations.

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Appendix II

Choice – A Business Roundtable Position

Recommendation

The Business Roundtable supports choice as one part of a broader reform movement whose first priority is the improvement of schools for all children. Simply put, the choice should be between the strengths of excellent schools rather than between the strengths of one school and the weaknesses of another. Choice is a means, not an end. The end is better education for everyone and better outcomes for students, teachers and the nation as a whole.

Issue Description

Education, political and business leaders concur that the nation's schools are not providing our youth with the skills they will need to be successful in a knowledge-based, technologically-advanced society. One strategy being espoused as a solution to correct this is public school choice. While we believe choice is an element in education reform, we nonetheless are skeptical of any plan that treats school choice as a panacea.

Background

The most prevalent definition of choice is parents' ability to choose which public schools their children will attend. Choice has taken several forms; from controlled choice as a means of desegregation, to freeing parents and teachers to design and choose their own education programs in East Harlem, to giving parents the right to send their children to any public school in Minnesota and any public, private or parochial school in Milwaukee. Some form of choice is being considered in nearly thirty states.

The manner in which choice is implemented can also have its pros and cons. For example, magnet schools permit close matches between curriculum and student needs, but they can attract an exclusive clientele and foster resentment among those who seek admission but are not chosen. Open enrollment and voucher plans can provide a wide range of choices and allow students to escape from undesirable neighborhood schools, but they place heavy burdens on parents to learn about the available choices and to sometimes transport their children to district schools. Choice can, depending on how it is implemented, either ameliorate or worsen patterns of academic, economic and racial segregation.

Generally, choice plans can increase student and family options and subject schools to the disciplines of the marketplace. Demand-focused plans must be coupled with supply side strategies that help develop effective schools where none now exist and effectively inform parents of their options so that even the most disadvantaged can choose among good alternatives.

A recent *New York Times* editorial on choice stated: "Better schools require strong leadership, a sense of purpose shared by the principal, staff and parents, an atmosphere that spawns teacher creativity and academic variety. That requires not only choice, but a commitment by the education and political establishment to make schools work for all children."

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Conclusion

It is imperative that we work to make all schools excellent. Once good schools have begun to develop, choice becomes a desirable component. It can allow a school to sustain its own character and help ensure that no one who rejects a school's core values need attend it or teach in it. Choice, when coupled with enabling legislation and other necessary changes, can help sustain a sound school system.

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Appendix III

Panelists and Reviewers

The Business Roundtable and the National Alliance of Business want to gratefully acknowledge the contributions of the following individuals who served as expert panelists or reviewed drafts of the chapters in this publication:

Coalition Building: The Technique that Produces Change

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Curriculum and Effective Delivery: What's Being Taught and How?

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Management And Decision-Making: How They're Changing

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Technology: A Way to Restructure Education

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Early Childhood Development: A Better Start

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Appendix IV

Resources

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#10

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TOPEKA

HOUSE OF
REPRESENTATIVES

COMMITTEE ASSIGNMENTS
MEMBER: EDUCATION
ELECTIONS
PUBLIC HEALTH & WELFARE

Testimony on HCR 5035
January, 27, 1992

Thank you Chairman Bowden. Fellow committee members, I am here to deliver HCR 5035 from the Special Legislative Committee on Children's Initiatives. Along with our colleague, Representative Hackler, I served on the Children's Initiatives Committee this summer and fall. Our entire work product, the "Blueprint for Investing in the Future of Kansas Children and Families" was delivered to you in November.

As a guide for the work of the committee, we outlined seven targets for change (Blueprint, page 23) . HCR 5035 addresses four of these seven targets.

I. Greater Support for Children and their families.
III. Restructuring Schools to respond to changing educational and developmental needs of children.
V. Modify Service Delivery Systems.
VI. Make Business a Partner.

Clearly, education reform and restructuring are critical topics for legislative discussion and action if we are to meet the changing needs of the world economy and the changing workforce. This specific resolution is a recognition that while education reform and restructuring must happen in the legislative arena, it must happen from the grassroots up as well. School building by school building, town by town, the people of this state need to develop a consensus on what we want from our schools, our educational system, and community resources we invest in our school buildings and sites.

The thrust of this resolution is to encourage individual communities throughout the state, to pull together a broad cross-section of individuals involved in the public school system, social services, and the community to discuss the "mission" of the public schools in that community.

Several key aspects of this proposal are important to understand.

a. This is a decentralized strategy. We expect the resulting definitions of the school mission to vary with the specific needs of each individual community.
b. The more parties involved in these community discussions, the better.

Education
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January 27, 1992

c. Involvement of the business community is key to success.
d. Services may be provided at a school "site" without being delivered by school personnel, for example, health screening would not be done by teachers.

It is important to draw a clear distinction between the primary mission of schools as educators and schools as points of access for outside services. The Children's Initiatives Committee believes schools can be points of access and the location for social services; however, schools should not become the sole provider of such services unless local communities determine that is an appropriate role. A community review should include an evaluation of social service functions schools currently provide. (Blueprint, page 44).

The Committee believes that more and more, communities will move toward the model of the 21st Century School. The Independence, Missouri school outlined in the article I have distributed to you is a good example of that model where a variety of activities are available for children at the school site throughout an extended period of time each day. A primary benefit of this model of service delivery is to provide "one-stop shopping" for parents trying to access necessary services for their children. In so doing, parents can then spend their energy, time, and resources on meeting the needs of their children, rather than on sorting through a bureaucratic maze to find out where to go to get health screening, and what church to go to for after school care, and how to get their kids to sports activities after school, but before the end of the work day.

The Committee feels this is particularly important given the changing demographics of the Kansas family. Today, only three out of ten families fit the "traditional" pattern of a homemaker mother and bread winner father. One in four Kansas children is raised by just one parent, and over 75 percent of mothers with school age children work outside the home. (Blueprint, page three)

For all of these reasons, the Children's Committee believes that a community review of the school mission should include an evaluation of social service functions schools currently provide. Further, the Committee recommends this review take place concurrently with the activities of the Commission on Education Restructuring, a companion piece of legislation which also came out of the Children's Initiatives committee and was introduced by action of this Committee last week. That Commission is also charged with using the National Goals for Education as a basis of discussion in defining restructured schools.

Again, the Special Committee on Children's Initiatives believes strongly, that all efforts at education restructuring, modifying service delivery systems to children, and providing greater support to families will not be fully successful must involve local initiatives, planning and consensus building. That is the thrust of this resolution -- a challenge to local communities to begin the dialogue. On behalf of the Children's Committee, I ask you to act favorably on the resolution.

Attach # 10-2

#11

21st Century School

It's a place in the neighborhood that begins to care for children even before they are born.

By Rita E. Watson and Karen FitzGerald

Seven-year-old Austin Miller likes getting up to go to school in the morning. He spends nearly ten hours there, and sometimes he doesn't even want to leave at the end of the day. His parents, Debbie and Marvin Miller, are thrilled.

Austin attends William Southern Elementary School, a participant in the School of the 21st Century program in Independence, Missouri. Besides spending his normal second-grade days there, Austin is enrolled in the before- and after-school programs in the same building. The Millers feel secure in going about their hectic days, knowing their son is being well cared for in one place all day long.

The tribulations of child care.

Most working parents are familiar with the woes of finding quality child care: It's hard to come by; it's prohibitively expensive; there are long waiting lists; and even great baby-sitters quit. According to the latest figures from the U.S. Bureau of Labor Statistics, 51 percent of mothers with children under the age of six work outside the home, as do 69 percent of mothers of six- to thirteen-year-olds. Projections are that by next year 70 percent of all mothers of children six to seventeen will be in the labor force at least part-time. Clearly, the time has come to expand child-care options.

Like many families in which both parents must be at work before school begins—or who must travel some distance to their jobs—the Millers needed care for Austin before as well as after school. Debbie is a surgical nurse with a tight schedule that doesn't allow her to drive her son to and from school. When she leaves the house at 7:15 A.M., Austin is usually still getting dressed. Marvin finishes getting him ready for school, drops him off at 8:00, and then drives twelve miles to Kansas City, where he works as an engineer.

When Austin arrives at the before-school program, he has a half hour to participate in a variety of activities, such as caring for the pet hamster (Bits), using the computer, potting plants, playing a game, or listening to a story. At 8:30 he goes with the entire group—in his school, about 70 kids—upstairs to the cafeteria for breakfast. At 8:50 he is dismissed from the cafeteria directly to class. It's at this moment that child care ends and the school day begins for the second grader.

7:15am Marvin Miller helps his son, Austin, get ready for school while Mom, Debbie, kisses him good-bye and leaves for work.

JIM RODERICK

An expert's brainstorm.

In response to the harsh reality of the child-care crisis, Edward F. Zigler, Ph.D., Sterling Professor of Psychology at Yale University, in New Haven,

Education Attachment #11 January 27, 1990

Austin Miller, seven years old, a 21st Century kid.

Connecticut, came up with the model for the School of the 21st Century. His idea was that the public school buildings already in existence could be used for more than formal schooling; they could also provide five other much needed services:

- on-site day care for three- to four-year-olds,
- before- and after-school ("latchkey") care for five- to twelve-year-olds,
- support and training for neighborhood family day-care providers,
- assistance and home visitation to new parents,
- information and referral services for parents from pregnancy on.

"The beauty of this plan," said Zigler when he unveiled his idea in 1987, "is that it doesn't need to be a cookie cutter. Individual communities can adapt it to their own needs."

Missouri takes the lead.

The city of Independence and nearby Platte County in Missouri have been the first to implement School of the 21st Century programs. They began in September of 1988 and have been expanding ever since. Today the two locales boast thirteen schools serving nearly 1,000 children in either day-care or before- and after-school programs.

It made sense for a Missouri school system to be a demonstration site for this project because the state already had a jump on part of Zigler's plan with its Parents as Teachers (PAT) program. Robert L. Henley, Ed.D., superintendent of the Independence schools, explains PAT as an approach in which certified and trained parent educators provide new parents with a variety of services, including home visitation, information, support, and referrals.

As early into a pregnancy as a couple wishes, they have the opportunity to attend PAT group sessions at the school on topics such as safety, health, and child development. After the baby is born the PAT network offers four to five home visits to the new family, to provide support and practical help.

Beyond the pragmatic aspects of these services, Henley hopes the program will help parents in personal ways, too. "It was really wonderful to plug right into our community," reports one mother who, along with her husband, took advantage of this aspect of the 21st Century program. "I feel lucky to live in a place where the neighborhood school started caring about my child before she was even born!"

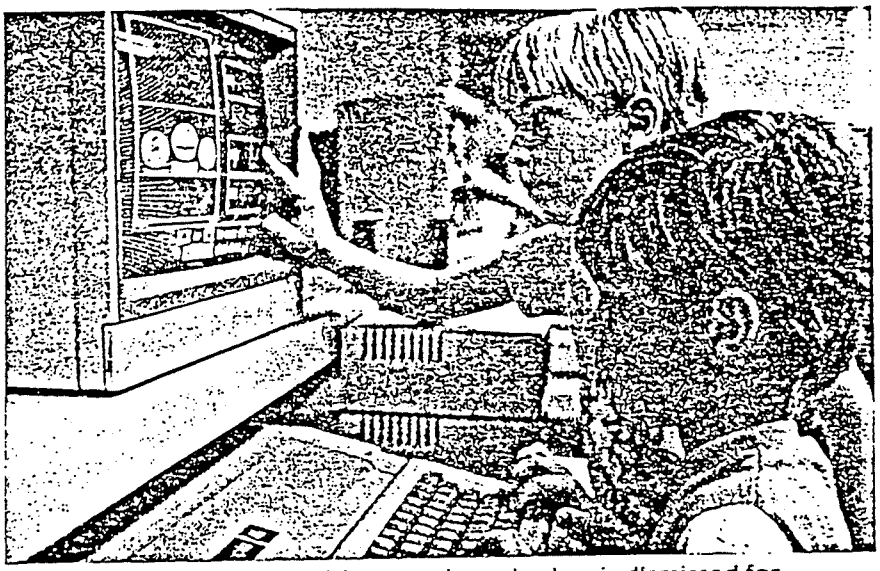
8:00am On his way to work, Marvin signs Austin into the before-school program, where activity is in full swing.

School-based day care.

As well as meeting the needs of infants, these Missouri schools have instituted specially designed day-care programs for three- to four-year-olds. The on-site centers, which are

Attach #11-2

8:30am Breakfast is served each morning to the kids in the program, who eat together before heading off to class.



3:30pm When his second-grade class is dismissed for the day, Austin usually has a snack and then heads right for the computers—one of his favorite activities in the after-school program. Here, he and his friend Nick Bucko are learning the rules to a new game and honing their computer skills.

21st Century School (Continued)

open from 7:00 A.M. to 6:00 P.M., are staffed with a blend of certified teachers from the school, day-care workers, and college students. "Salaries range from the minimum wage of $3.35 to $11 an hour, depending on a person's experience," says Henley, pointing out that such wages are comparable to those offered at other day-care centers. "But we offer something that not all other places do, and that's training. We spend about $300 per staff member so that he or she can become a child-development specialist, and in doing so we encourage our employees to stay in the system and to move up."

Though parents report that they are pleased with the quality of the caretakers, some wonder whether a *school* is the right setting for a small child to spend his or her day. A mother with a four-year-old in one Missouri school's day-care program complained that because her daughter eats lunch in a cafeteria with school-age kids, there are some rules that aren't age-appropriate for her. "For example," she explains, "when the noise level gets too high, a red light goes on, meaning 'silence.' Children have to be quiet until the green light comes back on. My child is too young for that sort of discipline."

"Older children need rules," Henley says and adds that the day-care kids are not subjected to disciplinary action for disobeying. But the controversy extends to other concerns as well. School buildings in many inner cities are dilapidated and already overcrowded—clearly not an ideal environment for a day-care center. Further, some parents and educators feel that such school-based programs will be a burden on an already taxed system.

Latchkey kids.

For Austin's parents, however, school-based care has been a blessing. "I have nothing bad to say about the before- or after-school program Austin's in," Marvin Miller reports. "I've seen the same teachers' faces all year, and I like that. Not only does it provide consistency for Austin, but they're high-quality people, too."

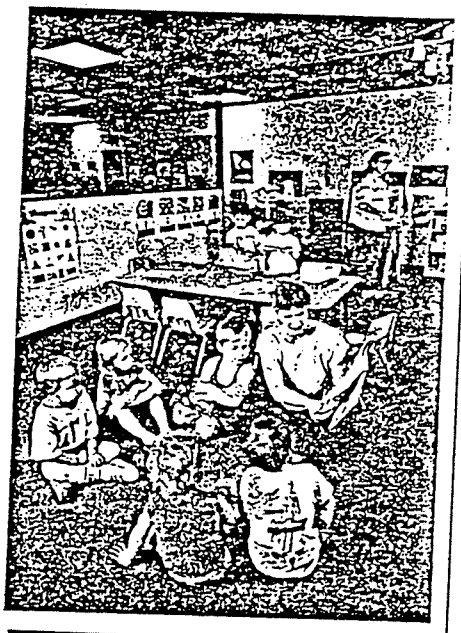
Austin has three teachers on duty at all times, plus Marilyn Potts, the physical-education instructor at William Southern, who also runs the 21st Century program there. "The program is exceptionally organized," says Marvin. "Unlike other day-care centers I've seen, it's never total bedlam here. They have a full range of activities, and it's well monitored."

4:00pm Austin doesn have to rush home to walk a dog, but he does share responsibillty in caring for Bits, the program's hamster.

Indeed, the Millers' first experiences with group child-care programs inspired something closer to dread. When Austin was three months old, they took him to a local center. On the second day Marvin

Attach #11-3

This school-based day-care center serves three-, four-, and some five-year-olds from the community.



stopped by to check on him and was horrified to find his son in a baby swing (that had stopped swinging) and crying, his bottle propped up and no staff member in sight. Marvin grabbed Austin and left. No one even knew that he had taken him. After that, when Austin's grandfather offered to watch him during the day, the Millers quickly took him up on it.

The Millers didn't try group care again until Austin was five years old. This time they tried a day camp during the summer, and then before- and after-school care while he was in kindergarten. Getting him to go was a struggle: Austin complained, especially about the day camp. "He'd say things like 'All we do is sit at those dumb tables and draw those dumb pictures.'" Debbie recalls. "I got the feeling that they weren't doing a lot of running around and that they were keeping the kids at the tables in order to control them."

Austin doesn't complain about the School of the 21st Century. And while he loves the program because he gets to use the computer and play with other kids, his parents like it for entirely different reasons: The teachers are trained, and the public schools are closely involved. For the Millers—though this may not be the case for many parents across the

Creative art projects abound at this 21st Century day-care center, located in the finished basement of Sycamore Hills Elementary School, in Independence, Missouri, open from 7:00 A.M. to 6:00 P.M. every weekday. These kids are finger painting with colored shaving cream.

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4:30pm The after-school kids took these plants they'd potted to a nearby nursing home to present them to the elderly residents.

4:45pm By the late afternoon a few of the kids get down to doing their homework. While the teachers in the after-school program don't see it as their job to pressure them to study, some of the children like having the teachers around in case they need help. Others, like eleven-year-old Teddy Moore *(above)*, find the solitude of the school's outdoor grounds conducive to reading a book.

21st Century School (Continued)

country—the schools' involvement means high-quality care. "We feel confident that Austin will be taught the 'proper' things," says Debbie.

Bringing costs down.

According to child-care experts, the average cost of full-time day care in the United States is $58 per week (about $3,000 yearly). Parents of preschoolers enrolled in the Missouri program are paying $45 a week (about $2,300 yearly).

The Millers pay even less—$23 per week for before- and after-school care for their seven-year-old son, a fee they describe as "very reasonable." Debbie says, "The quality of the care he gets and his happiness there are well worth it."

And, luckily for the Millers, in the summer the program expands to a full-day session at a nearby school where kids from all the other latchkey programs in the district congregate. The full-day cost for the summer program is $50 per week.

Family day-care connection.

One part of Zigler's plan that the Missouri schools have not yet fully implemented is the alliance with family day-care providers in the community. "We're working on it," says Patricia Bronfman, district coordinator for the School of the 21st Century program in Independence. "We've already established a link with family day-care providers. It's small but significant, and we're looking to make it grow," she explains.

Zigler's initial interest in having schools associate with family day-care providers was based on the fact that large numbers of children under the age of three are in these settings. Because there is little state supervision and only sporadic regulation of safety standards in these homes, Zigler thought the School of the 21st Century could step in and fill those

Coming to Your Neighborhood?

There may soon be a 21st Century school in every state.

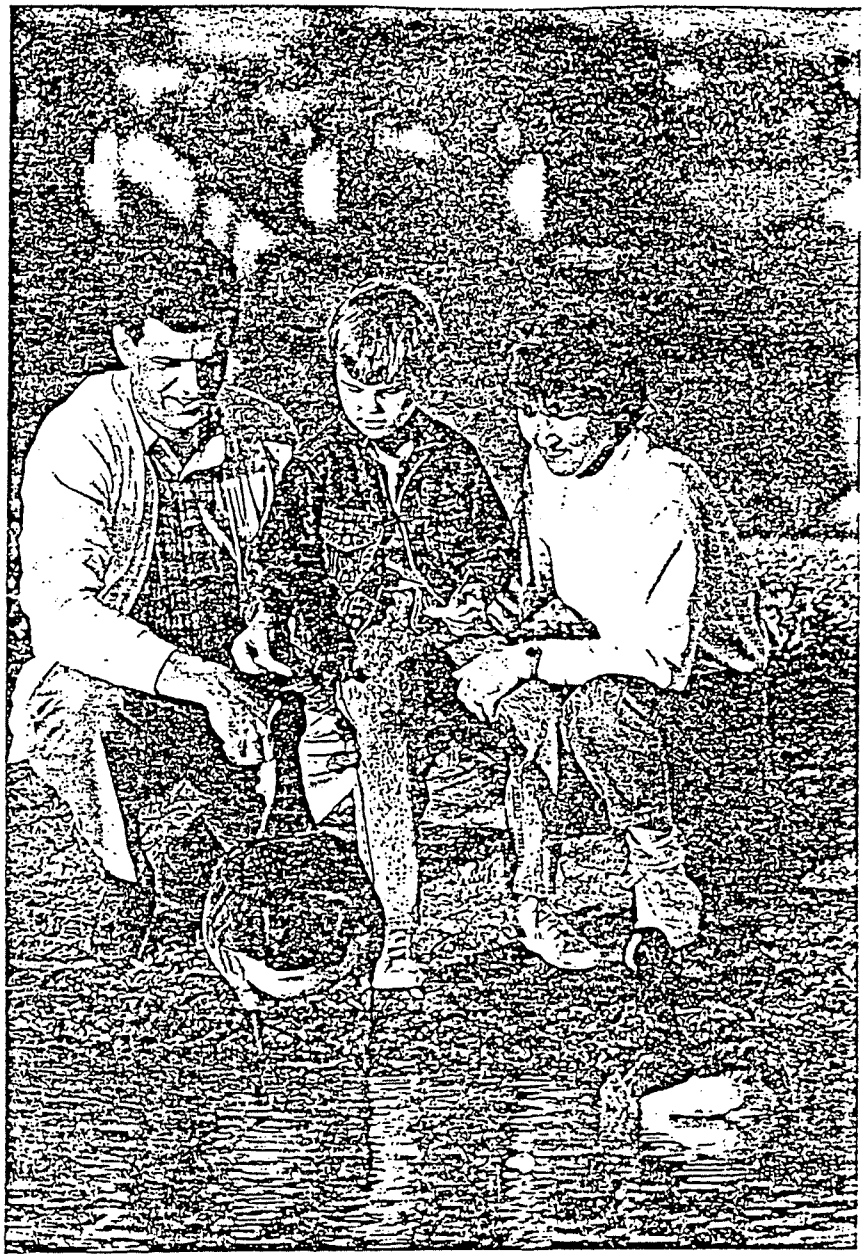
Right now there are only four states with School of the 21st Century programs: in the city of Independence and in Platte County, Missouri; in Hartford, North Branford, and Killingly, Connecticut; in Columbus, Ohio; and in Milwaukee, Wisconsin. However, inspired by the ideas of Edward F. Zigler, Ph.D., Sterling Professor of Psychology at Yale University, Senator Christopher J. Dodd of Connecticut has introduced a bill calling for one demonstration School of the 21st Century in every state. Officially called The New School Child Care Demonstration Act of 1989, this bill proposes to grant $120 million to the states to set up day-care programs that would develop means of improving day-care quality, be staffed by trained child-care professionals, and include parents in the planning.

"It will take creativity to solve our child-care crisis," Dodd said when he introduced the legislation earlier this year. "The variety of programs created [here] could become models for an array of new services. By setting up programs in school buildings—facilities that are already a focus of child rearing in our communities—we can help cement relationships between families and schools and offer parents additional assurance that their children are being cared for properly," says Dodd, who chairs the Senate Subcommittee on Children, Families, Drugs, and Alcoholism.

To voice your opinion or find out what's happening with the bill (S. 457), you can write to Senator Dodd at the U.S. Senate Building, Washington, D.C. 20510, or contact your local or state department of education. **—R.E.W.**

Attach #11-5

Saturday Weekends are precious time for the Millers. Though Debbie and Marvin both have satisfying jobs, and Austin is happy with his child-care program, there's nothing quite like a day in the park to catch up on the togetherness they miss during their busy weeks.



needs. Further, as a group, the providers have very little in the way of a support system. "The family day-care providers told us they would appreciate having someplace to call for advice, for both child-development issues and practical ones," says Bronfman.

Too long a day?

There are some parents and child-development experts who fear that school-based child-care programs will be too regimented and will not give kids enough time just to be kids. But Debbie Miller reports that during orientation the teachers stressed that the before- and after-school programs would not feel like an extension of the school day. "For six hours a day Austin's in class with rules and restrictions," Debbie says. "But they relax them before and after school."

In many ways Austin spends his after-school time the same way other kids who go home do: He has a snack, gets a jump on his homework, helps clean the pet hamster's cage, goes on a field trip—bowling or ice-skating or to visit the fire station—or just plays by himself or with his friends. While being in the same building all day may be confining, it does offer children the advantage of being with their neighborhood friends. Debbie thinks that because Austin is an only child, this is one of the real advantages for her son.

Part of the solution.

The School of the 21st Century is not the only answer to the child-care crisis; it is one answer. Robert Henley is quick to say that "if parents are happy with their regular day-care arrangements, then we are happy for them. What we offer is an alternative that includes comprehensive care—from birth through age twelve—which we hope will strengthen the family unit."

For the Millers, the School of the 21st Century has been the answer to their child-care needs. From the time Austin is dropped off at 8:00 A.M. until the time his dad picks him up at 6:00 P.M., he is happy and busy. "The main thing is that I don't worry about him all day long," says Debbie. "I know he's being well cared for." ◉

Rita E. Watson is a family and business-policy consultant. She is the coauthor of a book, The All About Eve Complex, which will be published by St. Martin's Press in 1990. Karen FitzGerald is a writer with a special interest in work and family issues. She coauthored a policy paper for the Child Care Action Campaign called Child Care: The Bottom Line.

Attach #1-6

#12

KANSAS NATIONAL EDUCATION ASSOCIATION / 715 W. 10TH STREET / TOPEKA, KANSAS 66612-1686

Testimony before the House Education Committee
Kay Coles, Kansas NEA
HCR 5035
January 27, 1992

Thank you, Mr. Chairman. Members of the Committee, I am Kay Coles, here today representing the 24,000 members of Kansas NEA. I appreciate the opportunity to speak to you in support of HCR 5035.

While working with the Special Committee on Children's Initiatives, we spoke several times of the need for schools to have a clear mission, one recognized and supported by a broad base within Kansas communities and the state.

We shared with committee members the frustration of educators who sense a lack of understanding and support for the complex role schools must play in the life of today's children. We urged the committee to find a means whereby entire communities could become supportive of public schools.

HCR 5035 is a result of the committee's recognition that our schools must be restructured and must gain local support (Target III). It urges communities to come together to examine the dual mission of our schools, and to devise clear mission statements for our schools. For that reason we strongly support HCR 5035.

We would offer some suggestions for enhancing this resolution.

First, prior to line 25, we would urge you to adopt the following:

"*Be it resolved by the House of Representatives of the State of Kansas, the Senate concurring therein*: That, in the 1992-93 school year, community leaders are urged to initiate first a conversation in each school building to redefine the dual academic and social mission of that school in keeping with the needs of students in that school. Such a conversation should involve parents, teachers, administrators, social service providers, and any others who are directly involved in the individual school."

The insertion of this language would embrace what is known to be true about successful education reform and restructuring: Such efforts must begin at the grass-roots level. We believe strongly that change will occur building by building, and should be a bottom-up change rather than one driven down from the top.

Then, from each school building conversation would come a districtwide conversation encompassing the missions of each individual school.

Telephone: (913) 232-8271 FAX: (913) 232-6012

Education
Attachment #12
January 27, 1992

Next, we would suggest that on page 2, lines 5-13, you include more organizations than those listed. While we recognize that members of these organizations commonly are considered community leaders, we would suggest that other groups also might welcome the opportunity to share in disseminating this information. Many groups have a strong interest in education, and in children. We would hope you would also look upon their members as leaders who could begin these valuable discussions.

Thank you and I would be glad to answer any questions.

Attach #12-2

#13

KANSAS ASSOCIATION OF SCHOOL BOARDS

5401 S. W. 7th Avenue Topeka, Kansas 66606
913-273-3600

Testimony on HCR 5035
before the
House Committee on Education

by

Patricia E. Baker
Associate Executive Director/General Counsel
Kansas Association of School Boards

January 27, 1992

Thank you, Mr. Chairman and Committee members for the opportunity to speak to you regarding House Concurrent Resolution 5035.

Schools welcome the input of all segments of the community in working toward improving the education of our young people. But we caution against creation of more committees, commissions and study groups without complete information on what is currently occurring in our school districts. Many districts already have advisory committees, school-business partnership groups, active parent-teacher organizations and other means of citizen input.

As all of us seek to improve education, it is important that there be a coordinated effort not further fragmentation.

Finally, HCR 5035 ignores the existence of over 2,100 locally elected officials who are charged, in the Kansas Constitution, with the operation of public schools. We hope as you deliberate the positive intent of HCR 5035, that you also address the practical effects of its implementation.

Thank you.

Education
Attachment #13
January 27, 1992

#14

USA
UNITED SCHOOL ADMINISTRATORS OF KANSAS

HCR 5035: REDEFINITION OF SCHOOLS MISSION

Testimony presented before the House Education Committee

by
Brilla Highfill Scott, Associate Executive Director
United School Administrators of Kansas

January 27, 1992

Mister Chairman and Members of the House Education Committee:

United School Administrators of Kansas supports HCR 5035 which involves the community in redefining the mission of schools.

Our association actively supports the Quality Performance Accreditation (QPA) Plan developed by the Kansas State Board of Education. Fifty pilot schools are involved in this reform effort with the remaining school districts joining the project in subsequent years.

Schools participating in QPA are involving parents, educators, business leaders, social service providers, and elected officials as they plan their mission statements and establish appropriate goals for the schools in their districts.

United School Administrators supports Quality Performance Accreditation and your favorable action on this resolution.

(t:hcr5035.92)

Education
Attachment #14
January 27, 1992

820 Quincy, Suite 200 Topeka, Kansas 66612 (913) 232-6566

#15

Kansas State Board of Education

120 S.E. 10th Avenue, Topeka, Kansas 66612-1182

January 27, 1992

TO: House Education Committee

FROM: State Board of Education

SUBJECT: 1992 House Concurrent Resolution 5035

My name is Connie Hubbell, Legislative Coordinator of the State Board of Education. I appreciate the opportunity to appear before this Committee on behalf of the State Board.

House Concurrent Resolution 5035 is very supportive of the State Board of Education's Kansas Quality Performance Accreditation (QPA) process. The QPA Needs Assessment Process requires schools to develop a school profile including community input in areas such as: data analysis, developing a mission statement, community outreach, parent involvement and other key information for appropriate planning and decision making.

In order to meet the academic needs of students and acknowledge the broader social mission undertaken by schools, the schools of Kansas must focus on the changing role of the education process by addressing all aspects of the child's early development, including physical, social, emotional, and cognitive growth. We must bring together a system of coordinated human and financial resources targeted at strengthening educational and support programs for children.

The development of the school mission and establishment of appropriate goals for Kansas schools must be developed through a communitywide process involving parents, educators, business, and other community leaders.

House Concurrent Resolution 5035 would be helpful to the State Board and schools in showing their support for the involvement of all members of the community in the development of 21st Century schools.

The greatest benefit in the development of the mission of a district and its schools is the involvement of the community and sharing concerns and resources in providing outcomes necessary for students to succeed.

The State Board supports House Concurrent Resolution 5035 and would be willing to collect school district mission statements at the close of the 1992-93 school year. These statements would be available to all persons interested in the missions of the 304 unified school districts as determined by their communities.

Dale M. Dennis
Deputy/Assistant Commissioner
Division of Fiscal Services and Quality Control
(913) 296-3871

Education
Attachment #15
January 27, 1992

To	From	
Co. Darlene Corfield	Co.	
Dept.	Phone #	
Fax #	Fax #	

January 27, 1992

Re: House Concurrent Resolution No. 5035, by Special Committee on Children's Initiatives

A CONCURRENT RESOLUTION urging citizens in each school district to redefine the mission of their district's schools during the 1992-1993 school year.

Honorable Members of the Legislature:

This Resolution calls for acknowledgement of a dual mission for the schools. It is a mandate for "change" by means of community "leaders" leading the citizens to arrive at what appears to be a predetermined goal. Resolution # 5035 has all the earmarks of a backdoor approach to the vetoed HB 2320 of 1991, "The Family Resource Center", a creation of the Rockefeller, Carnegie Foundation 's "Unfinished Agenda". People all over the state called Governor Finney to veto the already mentioned HB 2320-recognizing the unbearable tax burden of a state entity controlling the population by neighborhood-through providing the type of "services" the government deemed they needed; even going so far as to say that those who didn't agree on the service (or any service) could be forced to come in for same; and all the while undercutting private providers of food, health and other items deemed necessary.

The "leaders" of the people who are charged by the Committee to be notified are local creations of the same Rockefeller, Carnegie "Unfinished Agenda" crowd-The Kansas Chamber of Commerce and Industry, The League of Kansas Municipalities and the Kansas Association of Counties. Their purpose is to centralize through a central mouthpiece, do "consensus building" and represent the majority view. Minorites are to suffer the fate so often referred to on September 10, 1991 when the various Associations, including the Chamber, appeared before the Education Committee of the Legislature in regard to reform; example: Gerald Henderson-head of the Association of Superintendents, "We met on the topic of 'Performance Based Accreditation'(QPA) and the majority approved and will work toward its implementation. Those who do not approve will not survive." The people will be led, told only controlled information; and majority opinion, formed by faulty input and deceit will be the record, and received by the legislature.

Media is beating the drum for more and more custodial care of children by school personnel-citing the poor performance of families by pointing, as always, to the extreme cases. Keep in mind that exceptional cases make poor law. Neglected childre sadden us all, but laws applying to all children under a Judge's "equality and efficiency" order, which a "school home" for all would certainly fulfill, would create a

Attach #15-2

Socialist state with government services delivered directly to the people ...to say nothing of the long sought after by Internationlist dictators, "Cashless society", where the services delivered to the people are not necessarily what the people want, but what the government deems fit for the people.

This would most certainly fit into Judge Bullock's decision, making your job much easier indeed-for the solution being eyed by the Kansas Task Force on Finance-is exemplified in Texas where a Regional Taxing Authority is being moved into place-Regional Governance is rooted in the United Nations, and this would mean that all control over taxation, even on the state level would be out of your hands. Should you decide to redefine the word school to include social services, there is not only no guarantee that property tax relief would take place on the local level, but a great possiblilty that it would skyrocket. All the rhetoric about state authority and financing simply leaves the door open for possible tax reduction, but does ot mandate it. In fact it is hinted that once local taxes are not aimed at paying for schools and education, the local folks can redirect the monies that will still be assessed. If we go into food, health and clothing as it seems we will, some form of taxation will be necessary to pay for these services formerly provided by families and private providers. It seems that not only will we be taxed for Regional International forced redistribution of monies and children, but also for health and daily need care, which could pretty well wipe out the middle class and its role in a western style civilization.THIS IS WORLD CLASS-NEW WORLD ORDER STUFF.

The school as it exists has not done a good job of instruction, which according to my dictionary is the purpose of it as it exists now. Why would any thinking person place more responsibility (life and death care) in the hands of an institution which is already a proven failure in the one area it claimed to have expertise?

As an individual, and as a spokesperson for my group, Educational Research Institute, Inc., I wish to express my profound disapproval of any further attacks of the educational system upon the wounded, but gallantly standing yet-American family and all that it means to freedom loving people all over the world.

Mrs. Mary Jo Heiland
Educational Research Institute, Inc.
P. O. Box 4519
Wichita, Kansas 67204
(316)838-2646

Attach #15-3

After having r] HCR 5035, I am accutely minded that there are many urgent educational issues to be addressed in the State of Kansas. However, there will be no solutions reached by simply redefining the mission of the state schools as HCR 5035 recommends, that will serve only to add to the trouble in present communications.

The schools in Kansas are in severe trouble not because they haven't done enough but because they have done too much. They have done that which they are not and cannot do and now the proposal before this committee is to consider that they do even more.

Having failed to fulfill the originally intended mission of providing communication anad computational skills, reading writing and arithmetic, the schools of Kansas now seek to enlarge the scope of their influence in the lives of Kansas children by providing extensive social services.This too will fail and the consequences will be much worse than the present problems.The schools are not capable of administering solutions to social problems. This is the task of the family and each function that the state attempts to assume in lieu of the family will work to directly weaken and decimate the family structure as created and intended. Encourage the family to function by requiring that it function, eliminate the state intervention in areas not constitutionally ordained and, like any weak part of the body, the family will have to once again exert itself and gather its own resources for the children and grow strong. The advancement of the state serves only to sap the family's strength and allow the family to abdicate its created and ordanined responsibility,the children.

The primary failure must be remedied .The schools sponsored by the people of Kansas must do their first and only job well. That is they must teach children to read,to compose in writing and to properly use numbers.The mastery of these skills will lead to other educational opportunities both in and out of the school system. It will not help to make the disaster area larger. Ignoring the present failures is wishful.It is ignoring that careful foundations must be laid and maintained before any safe structure can be built.

Edwards Demming, the almost single handed engineer of the Japanese economic recovery after WW II,insists that it is a tenacious attachment to a profound knowledge of one single area that will lead to competency and quality productivity in others. Master one area before moving to the next.

What is being considered here today will not pass the test of time, just as Kansas children cannot pass reading, writing and arithmetic tests because it is not the function of the school.

Mrs. Philip D. Elder
3501 E. 101st North
Valley Center, Kansas
316-755-2908

Attach #15-4

1/27

TESTIMONY to Special Committee on Children's Iniatiatives concerning
House Concurrent Resolution Number 5035

I teach in the elementary public school system and my husband and I have a daughter in high school and one in middle school. I thank the person reading this testimony for me because at the time of the committee meeting I will be in my classroom teaching.

I only heard about 5035 this past week and cannot be in Topeka today for this hearing. I'm strongly opposed to this bill. We need to leave the school as an educational institution and let the home and family continue to do the socialization. I feel that the social, economic and cultural diversity of the classroom already lends itself to many opportunities for learning social skills. Why must our government continue to errode away the parent's rights and duties?

Sincerely yours,

Linn Bertog

Linn Bertog
8 Betsy Ross
Wichita, KS 67230
733-2992

Education
Attachment #16
January 27, 1992

Testimony Re. House Concurrent Resolution No. 5035

I am vehemently opposed to this resolution and am utterly livid that public servants of this state would waste time and money on such vacuous nonsense.

The resolution is so vague that it is obviously a tool of subversion for some greedy special interest eletist fringe group, pushing a hedonistic agenda which no doubt will line their pockets at our expense. Who is it really intended to help? Is this a trojan horse sent in by some boob of Planned Barrenhood to establish abortion services in our public schools? Doesn't that mega-buck industry make enough money?

Where is it legislated, written or established that our schools in fact have more than an academic mission? The presumption of a "social mission" is a root cause of educational decline in America. The educators have precious little time to teach academics. Loading them up with "social programs" will undermine academic excellence. The result will be substandard education and failed social programs.

What "social change" is intended? What social services are intended?

Recommend this resolution's author be sent back to their local school district for remedial tutoring.

Do not pass this tripe. Thank you.

Sincerely,

Robert A. Coleman

Robert A. Coleman
703 Heidi Ln.
Mulvane, KS 67110
316-777-4880

Attach #16-2

Opposition to House Concurrent Resolution No. 5035

I am opposed to schools being used for social change. They should be for purely academic purposes with social needs and services being met by family and church. Any change in the schools should be in the direction of more specific and intense academic learning and less emphasis on social needs and "social change."

Patti Ryland
1204 N. First
Mulvane, Kansas

Attach #6-3

Dear Representative Cornfield,

Please read my testimonial at the Education committee's meeting this afternoon at 3:00 P.M.

I am a teacher in Wichita, Kansas and I am vehemently opposed to the House Concurrent Resolution No. 5035. Schools <u>should</u> <u>not</u> be the provider of social services or have social services residing in them. We need to be about the business of providing top quality education to our children, so that they can compete or at least be on equal academic ground with the top nations of the world. Watering down our mission to include social services would only detract from our mission of providing them with the skills they will need to be competent in the 21st century. Money would no doubt be taken which is now used for academic purposes.

Please seriously consider the grave consequences of this resolution.

Sincerely,

Attach #6-4

#17

Concerned Women for America

370 L'Enfant Promenade, S.W., Suite 800 Washington, D.C. 20024 (202) 488-7000
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Beverly LaHaye
President

Kenda Bartlett
Kansas
Area Representative

27 January 92

TESTIMONY BEFORE THE HOUSE EDUCATION COMMITTEE
Representative Rick Bowden, Chairman
HCR 5035

Mr. Chairman and Members of the Committee, I rise today in opposition to HCR 5035.

The reason that we oppose HCR 5035 is fairly simple. Every piece of evidence that we look at says to us that our schools are not doing a very good job of fulfilling what the public feels is its primary mission- that is, the educating of our children. This is true for a number of reasons. Some of them may be financial. But as a former public school teacher for ten years and the holder of a Masters Degree in Education, I know that there are reasons other than financial for the problems that we have in public education.

Many times quality education is not dispensed because teachers just do not have the time to cover their subjects adequately. Their time is spent on paperwork to meet some local or state school board guideline or their class is out having their hearing checked, their eyes checked, or their backs checked for scoleosis. Each of these is important, but we have to be honest and admit that they take classroom time away from the student and the teacher. When President Bush introduced his America 2000 plan, he made the following statement: "Dollar bills don't educate students. Education depends on committed communities determined to be places where learning will flourish; committed teachers, free from the noneducational burdens; committed parents, determined to support excellence; committed students, excited about school and learning."

What this resolution recommends is that the school become even more involved in these areas of social services. Where will the line be drawn? How much of the parents' role and responsibility will the school and the social agencies take on? I have not found a teacher yet who wants the responsibility of being a parent to the 25 or 30 students that he/she has in their classroom. The responsibility of being a teacher to them is awesome enough.

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I would ask you to let the schools be schools and let the teachers be teachers. Let them do what they were established and trained to do- that is, to educate our children. Let's not do anything else that would distract from that primary mission.

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TESTIMONY for HOUSE EDUCATION COMMITTEE

REP. RICK BOWDEN, CHAIRMAN

HCR 5035

Thank you Chairman Bowden and Education Committee members for this opportunity to testify on HCR 5035, I rise in opposition!

My name is Alan Phipps I am a self-employed rancher from Chase county. This is my first time to testify for any committee, I must admit I am not particularily at home in this situation. I am however, acquainted with public education in Kansas. I am a past member of the board of education of U.S.D. 284 from July of 1983 to July of 1987, I am currently the Patron member on, a newly formed, District Curriculum Committee. I am also the father of four children under the age of eleven. I am both aquainted with the public education system and concerned with the future of education in Kansas.

My first concern with this resolution is the numerous undefined assumptions concerning the role of schools. Secondly I question whether schools are the appropriate place for "distribution of social services". Also this resolution appears to create a new community committee to address the question of a "broader social mission" to the apparent exclusion of the local school board.

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The most critical issue of this entire resolution is the assumption in line 12, page 1 that "schools are no longer purely academic institutions". As a past member of the board of education, and being currently involved with the curriculm committee, I believe that academic goals and assuring their successful completion by each student is a full and noble mission for our schools. Please understand that my definition of "purely academic goals" includes identifying and providing instruction for those students who have learning disabilities, physical disabilities, and behavioral disorders, or unusual emotional stress. Schools should provide an environment to allow these students to cope with their situation or disorder while achieving the goals established by the teachers, parents, and administrators.

The implication that "a broader social mission" has by default been included in the schools responsibility runs the risk of diluting education to the point that academic accomplishment is secondary to the availability of "social services". Currnetly, the public school system is being called into question on nearly every issue for its ability to equip our children with even the basic skills of Math, Reading, and Language necessary for our country to remain a leader in this globial society. If we erode this process even more by requiring schools to provide additional social services, this would complicate the schools mission and surely detract from academic achievement.

As I read H.C.R. 5035 I see an effort to involve a cross-section of the community to develop a new committee with the responsibility of redefining the schools "dual mission".

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My concern is that this process would dilute or usurp entirely the authority of the local school board. Is not the definition of the schools mission, as it applies to each particular district, the foundation of a school board's reason for exhistence?

Consider this: Suppose the Federal Government initiated a state wide "conversation", to redefine the Legislative process in the state of Kansas, with the goal of building a basis for state wide reform. Would you as a legislator be receptive to that idea? I am sure you can appreciate my concern with this implied substitution of authority and responsibility.

It is my convicition that local school districts should be under local control, and the mission of each school should reflect the concerns and priorities of local parents and citizens.

Shouldn't we work together to improve the academic out-come of every student, instead of initiating a new "conversation" to try to redefine the schools mission?

Attach #19-3

II/19

TESTIMONY OF STEVEN W. GRABER
NATIONAL STAFF ATTORNEY
THE RUTHERFORD INSTITUTE
JANUARY 27, 1992

RE: House Resolution 5035

What Resolution 5035 Erroneously Assumes

1. We have an academic setting in our public system.

It is true " more of our children's time should be applied to learning." Studies show that 'time on task', that is the actual time spent learning, by children in the existing system is less than four hours per week. But that's not because they're not at the school building. That's because there are fifteen to thirty children from every conceivable ethnic, racial, theological, cultural, economic, social, philosophical, psychological, and other background being conducted by one, albeit, very dedicated and concerned teacher. Still best case scenarios show less than two hours per day actual learning time per student. Some studies show less than seven minutes student time per teacher. The reformists tell us that we will not be competitive in the world's increasing complex marketplace in the 21st century. The reality is we already are not competitive. In April 1989, nineteen industrialized nations competed. America came in last.

Of course, the system was never designed as an educational system. Look at the laws of all fifty states. No one has compulsory education. We have compulsory school attendance. We have always had compulsory school attendance. The focus is not that Johnny learns to read, write, and do mathematics at a certain level of accomplishment, but that Johnny be placed with other little struggling peers 9 months out of the year prime time of the day. Not only is this academically unsound, but Bronfrenbrenner and others tell us this is the worse possible scenario for social development. Obviously, it's not working. With a 2,800 percent increase in drug abuse, with 300 percent increase in teen suicide, a 556 percent increase in teen pregnancy since 1963, etc.,etc., our system is not working. The Wichita paper reports that industry considers graduates not only not educated, but not educable. We know that this has something to do with the education system because children in home school and private education environments are not realizing these statistical data. Home school children, furthermore, are 34 percent better socialized than their peers by all uncontradicted studies and are scoring five to nine grade levels above their peers on standardized achievement tests. Harvard, Boston College, and other universities are giving priority placement to home-educated children. This alone tells us that more of what we have in the conventional system is not what is needed.

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Other aspects of the conventional system are completely worthless when it comes to learning. Teacher certification has been known by those in "education" for over fifty years to have absolutely no bearing on learning. It is an invalid requirement. In fact, some studies show it to be harmful.

Our society can no longer continue to afford to provide the "education" we provide today. Even Mr. Shannon of the National School Board Association agrees. The golden era of education in America, our highest literacy rate ever, was from 1750 to 1830, remarkably, the year that Horace Mann got the idea for what we now enjoy as our common schools. Moreover, 'education' is not even the emphasis of the existing system. It wasn't designed that way. What we have now is John Dewey's notion of socialization and the idea is not to bring children to a level of knowledge of information, but to socially adjust them and acclimate them according to the conscripts of those commanding the system. It is Dewey's thought that takes us to the position that children ought to be aware of sex and have experiences with it. Therefore, we understand why drug education and sex education programs do not stop the epidemics we have in those areas, but rather pour fuel on the fire. It gives an understanding as to why since sex education became vogue we have had a 556 percent increase in teen pregnancies. It gives us insight into why Dr. William R. Colson and others who originally touted the value of these programs are now travelling across the country begging that they cease.

Of course, sociologists shrug and despair when they ponder the situation of our schools. Bronfrenbrenner and others have shown clearly that the absolute worst scenario for trying to acclimate children to be productive members of society is to put them in an environment which is made up of mainly their peers. These studies have been replicated time and time again and go unchallenged by the "professionals."

It is true we need educational reform. We need to stop this nonsense of warehousing children and go about the business of establishing information bases and achievement levels and having our children attain unto goals that are definite. Who cares if Johnny can't read until he's 12 and Judy can read when she's 6? If Johnny can read by age 12, he's better off than 67 percent of the rest of our society which is functionally illiterate.

The fatal flaw in the tenor of the resolution is that it assumes the belief or intentions of the "state" control and are relevant. Who is the State? The People! The controlling and relevant beliefs are those of the parents of the children that might be forced to participate in a program that violates their conscience. This is ignored in 5035.

The Constitutional principles that govern have long been decided. Over sixty (60) years ago, the U.S. Supreme Court acknowledged the basic truth that parents are the primary directors

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in the "upbringing and education of children under their control." Pierce v. Society of Sisters, 268 U.S. 1070, 1078, (1925). Citing Meyer v. Nebraska, 262 U.S. 1042, (1923), with favor, the Court reinforced the doctrine in Meyer which says:

> the right of the individual to contract, to engage in any of the common occupations of life, to acquire useful knowledge, to marry, establish a home and bring up children, to worship God according to the dictates of his own conscience, and generally to enjoy those privileges long recognized at common law as essential to the orderly pursuit of happiness. Id. at 1045.

Further, the Court reaffirmed that,

> The established doctrine is that this liberty may not be interfered with under the guise of protecting the public interest,...by action which is arbitrary or without reasonable relation to some purpose within the competency of the state to effect. Determination by the legislature of what constitutes proper exercise of police power is not final or conclusive, but is subject to supervision by the courts. Id.

This I add to cover any argument that 'sex education or health is mandatory thus the children are required to participate'. Health is not at issue here. The substance of the health program is at issue. The State can not mandate violation of conscience under the aegis of the compulsory school attendance law.

This issue was decided in Meyer where the state forbade the teaching of German language to a student before that student had passed the eighth grade. The Court said the state does not have the right to control the substance of the curriculum where there is not a reasonable relation to some state purpose. What possible state purpose is found in subject presentation? Especially when all of the experts are now agreeing that the sex education/aids curriculum is not working and the only realistic approach is to teach abstinence. Of course, this is not real news. For years now, the original promoters of the sex-ed programs have been going about the country begging they be terminated. They are not working. There is a 40% to 60% increase in teen pregnancies since the programs were first begun.

The Meyer doctrine was given full blessing by the Court in Board of Education v. Barnette, 319 U.S. 624, (1942), when it considered whether a statute mandating students participate in the flag salute was constitutional. In deciding that such coercion could not be sustained, the Court said:

> If there is any fixed star in our constitutional constellation, it is that no official, high or petty, can prescribe what shall be orthodox in politics, nationalism, religion, or other matters of opinion or force citizens to confess by work or act their faith therein.... the action of the local authorities in compelling the flag salute and pledge transcends constitutional limitations on their power and invades the sphere of intellect and spirit which is the purpose of the First Amendment to our Constitution to reserve from all official control. Id. page 642.

Barnette, was not even decided on religious grounds! It was the invasion of the conscious that the Court addressed. In subject matter, the objections are Barnette plus! The parents in your case add the further objection that the substance of subject production violates their religious beliefs.

Finally, in Wisconsin v. Yoder, 406 U.S. 205 (1972), the Court closed the door on the issue when it said, "...[the] primary role of parents in the upbringing of their children is now established beyond debate as and enduring American tradition." Id. page 232.

Legally, after the Smith case of this year, this ground would seem absolute. The freedom to practice religion, when coupled with rights as parents to oversee the upbringing and education of their children, would control even if the activity were controlled by a neutral law.

In Smith, the Court held the First Amendment bars a law that involves abrogation of religious action even if that law is neutral where the right of parents to direct the education of their children is concerned. Employment Div., Dept. of Human Res. v. Smith, 110 S.Ct. 1595, 1601, (1990).

Again, it is not the religious belief of the Board, the Superintendent or the publishers that is protected. It is the religious belief of the parents. A religious belief only need be sincere to be protected. It need not be the belief of a particular sect. One need not be a member of a church to have a protected belief. The belief need not be rational or common to any group. Frazee v. Illinois Department of Employment Sec., 109 S.Ct. 1514, 1515, (1989); Torcaso v. Watkins, 367 U.S. 488, (1961); U.S. v. Ballard, 322 U.S. 78, (1944).

2. The Resolution assumes the people should pay for the program it proposes. Why? Why should the public system have a monopoly? It is not cost effective.

Of course, especially this year, the education establishment will be making a big push against home education. They are strapped for funds! Each child out of public school means a loss of matching money. Never mind that from 1982 to 1988 salaries and budgets increased an average of 28% and the results are at all time lows.

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Never mind that some states now spend as much as 50% if their entire budgets on education to say nothing of welfare expenditures! The old salvos of 'more money needed' will be fired by all to unlearned legislators. Never mind the public system spends an average of $6,000.00 per student per year; private schools $1,500.00; and home educators less than $1,000.00. The results of these expenditures are inversely related with home educated and private school students far overshadowing their peers on test scores. Moreover, home educated students do not have to live in an environment where 28.6% of the male high school students ADMIT they carry a weapon to school. The proponents want us socialized to THIS?!

STEVEN W. GRABER
National Staff Attorney
The Rutherford Institute

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