



Emily Anne Staples Tuttle papers.

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Mr. Gordon F. Huber
4625 St. James Gate
Deephaven, MN 55331

December 7, 1998

Mr. Gedney Tuttle
1225 Shoreline Drive
Orono, MN

IN RE: School-to-Work (STW)
Profiles of Learning (POL)
Goals 2000 (G2K)

Dear Gedney:

I feel reasonably sure Emily has received several suggestions for societal changes in Minnesota, since being selected as one of Governor-Elect Ventura's advisors.

I hesitated to add to her list, but I feel there is no more important matter before the people of Minnesota than recent changes to our education system.

I've enclosed a copy of Bruno V. Mannos' talk in August, 1994, relative to "outcome-based" education (OBE). Beginning on page 12 he presents an excellent overview and history of "OBE" in Minnesota from 1971 to 1994.

A reading of his report indicates the many changes of format and attitudes relative to "OBE" during the '71 to '94 period.

Other significant events relative to these programs:

- 1) A new federal law # 103.239, known as the School-To-Work Opportunities Act, signed into law in May 1994 by President Clinton helped to set the final stage.
- 2) In 1995 Minnesota Legislature established the Governor's Workforce Development Council (GWDC) granting to it the broad based responsibilities of coordinating the development, implementation and evaluation of the statewide school-to-Work System.

- 3) MN. abolished the Department of Education and a new Department of Children, Families and Learning was established. As I understand it, this was part of changes MN. needed to make to meet federal standards and to qualify for federal funding. The federal government has committed over \$ 75 million in 1997-98 to implement these programs.
- 4) See enclosure "MN Goals 2000." This is not full report, but some direct quotes from this work.
- 5) See also MN. School-to-Work Initiative with direct quotes from various pages of the report. It includes the Governor's letter of transmittal, to the federal Department of Education.

Have also enclosed other items which bear upon the subject and provides background information, i.e.

- 1) A booklet "Paycheck and Power" by Donna Hearne.
- 2) Renee Doyle's - Star Tribune Article of 10.12.98, which first caught my attention.
- 3) House Representative Samuel E. Rohrer of PA. letter to Ohio citizens.
- 4) A tape of a talk Rep. Rohrer made to a group of Minnesotans in August, 1998.
- 5) An article by Katherine Kersten entitled "Profile of Learning is Seriously Flawed."
- 6) Top 10 List of Reasons to Eliminate "POL".
- 7) Rep. Steve Sviggum's newspaper article and his thoughts on "POL", second page top.
- 8) A Prior Lake teacher's response to "POL".
- 9) School-to-Work in Texas:
"Showcase for National Education Reform."

Texas began implementing STW early in this decade and so Texas has some answers to these questions. I recommend a full review of this report for its insight on one states experience.

- 10) The comments in the December, 1998 issue of "The Orono Newsletter" by Supt. Thomas B. Mich, who speaks to the need of a balanced approach to education, including, particularly, the need to prepare young minds through the liberal arts.

As you'll note in reviewing this material some people have expressed serious questions and concerns, i.e.

- a) A "managed" school system mandated by the Federal Government smacks of socialism.
- b) Would a federally mandated and managed system work any better than a "managed economy?"
- c) Some have wondered why a growing number of parents and others are just now raising objections to "STW/POL/G2K" in Minnesota and it has been suggested that some of the fine sounding words are now fleshed out into programs and actions that alarm those who question its impact on children.
- d) There are those who said you can't get rid of these programs for what will you have left. Others answer: to have faith in parents, school boards and educators to come up with modern programs which teach facts, not the ideologies of either the right or the left and which prepare young minds to exercise their freedom of choice as to their life and careers. The constitution under which our republic operates states in Amendment 14: "No state shall make or enforce any law which shall abridge the privileges or immunities of citizens of the United States; nor shall any states deprive any person of life, liberty or property, without due process of law."

See Bruno V. Manno's article for changes to our traditional system that he suggests.

- e) Some people say this program may be unconstitutional (see the 10th Amendment).

I apologize for the length of this letter and the number of enclosures, but the seriousness of this subject and its potential impact on young minds, needs the attention of all citizens, but particularly, of those in positions of influence and power.

If you have any comments or questions, please contact me.

Sincerely,

A handwritten signature in dark ink, appearing to read "Gordon", written in a cursive style.

Gordon F. Huber

P.S. I am also enclosing a copy of a letter from Marc S. Tucker to Hillary R. Clinton dated 11.11.92, which speaks to this issue and illustrates the source of these programs.

Ann
Py D
return to me.
Bob

Center of the

American
Experiment

Outcome-Based Education

*Has It Become More
Affliction Than Cure?*

wup

Bruno V. Manno

Ab



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August 1994

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Foreword

Outcome-based education is grounded in the idea that academic success is best measured by what children actually *learn*, as opposed to how long they're parked in their seats, how expansively multicultural their textbooks may be, or how much money is spent on their schooling. It's premised (theoretically at least) in real results, not pleasant intentions, and in assuring accountability in American education -- twin goals which have been articulated most energetically over the last two decades by conservative critics such as William J. Bennett and Chester E. Finn, Jr.

So how has OBE come to be the nation's nastiest education controversy; the target of so much anger on the part of conservative parents and leaders particularly? Especially so, one might add, in Minnesota.

According to Bruno V. Manno, while many on the right have not always been perfectly on-target in their opposition (see his section on the "Nostalgist Fallacy"), cause for conflict lies mainly with those in charge of America's public schools.

Writing in the Executive Summary of "Outcome-Based Education: Has It Become More Affliction Than Cure?" Dr. Manno argues: "... states turned over the crucial task of defining outcomes to the very education officials most threatened by the process. Although having adopted, in general principle, a focus on results, educators have proceeded to promote vague outcomes emphasizing values, attitudes and behaviors -- often reflecting quasi-political and ideologically correct positions -- rather than knowledge, skills, and other cognitive academic outcomes."

Or if you will, OBE is in fact a good idea if properly understood and practiced. It does not warrant blanket, now jargonesque denunciations leveled by many conservatives. But at the same time, the fact that OBE is just one more in a long line of promising initiatives, first captured and then bent by assorted powers that be, both in and out of public education, is reason for large caution and pause.

This is Center of the American Experiment's longest essay yet. But its length is warranted by the precise care taken by Dr. Manno in defining OBE, framing it in thematic and historical context, describing how it has played out in various states (Minnesota most of all), and suggesting means of reforming this latest of scholastic reforms. Yes, this is a

Center of the American Experiment is a nonpartisan, tax-exempt, public policy and educational institution, which brings conservative and alternative ideas to bear on the most difficult issues facing Minnesota and the nation.

conservative critique. But ideology aside, it's also the most copious analysis I've seen on the subject.

Once more, this is especially the case regarding Minnesota, about which the author writes, "... nowhere has there been a longer and more concerted effort to establish an outcome-based approach to student learning than in Minnesota. The effort took root in the 1970s and continues to this day."

Bruno Manno is a Senior Fellow with the Indianapolis-based Hudson Institute, and previously served as Assistant Secretary for Policy and Planning, in the U.S. Department of Education. He works mostly out of the Institute's Washington office, and holds a Ph.D. from Boston College.

On a more personal note, Dr. Manno served as Chief of Staff in the Department of Education's Office of Educational Research and Improvement when I worked there as Director of Outreach, among other things, in the late '80s. He's a good friend and colleague, in addition to being a penetrating and experienced student of learning in America.

This study was first commissioned by American Experiment. We were joined midway by the Hudson Institute, which published a shorter version earlier this summer. All have profited from this collaboration, for which I'm exceptionally thankful.

American Experiment members receive free copies of all Center publications, including "Outcome-Based Education." Additional copies are \$4 for members and \$5 for nonmembers. Bulk discounts are available for schools, civic groups and other organizations. Please note our phone and address on the first page of this Foreword for membership and other information, including a listing of other Center publications and audio tapes.

Thanks very much, and as always, I welcome your comments.

Mitchell B. Pearlstein
President

OUTCOME-BASED EDUCATION *Has It Become More Affliction Than Cure?*

Bruno V. Manno

Executive Summary

There has been a fundamental shift in the last third of this century -- which is not to say in all quarters -- when it comes to effectively evaluating educational quality. Previously, the conventional wisdom judged quality in terms of inputs: intentions and efforts, institutions and services, resources and spending. In more recent years, however, focus has increased on outputs: products and results, outcomes and effects -- with an emphasis on core academic subjects. The primary question to be asked no longer is, "How much are we spending?" But rather, "What are our children learning, and how well are they learning it?"

Conservative policy analysts helped set the stage for this revolution in education by noting that student achievement kept declining while spending on education kept increasing, particularly starting with the Great Society era. The education establishment, however, showed little enthusiasm for this new approach. Why? A focus on results enables parents, politicians and others to better gauge whether investments in schools actually lead to children doing well academically. It better enables taxpayers to hold educators accountable for results.

Yet despite this lack of enthusiasm by many in education, the outcome-based approach began to win widening support in the mid-1980s from elected officials (such as governors, legislators and mayors) and lay people (such as business leaders, newspaper editors and parents). These "civilians" began to demand that "education experts" make themselves accountable to the public.

Today many on both the right and left passionately oppose an outcome-based approach to education, though clearly not for identical reasons. "Outcome-Based Education: Has It Become More Affliction Than Cure?" explains why such a good idea has led to such conflict.

A major reason for the clash is that states turned over the crucial task of defining outcomes to the very education officials most threatened by the process. Although having adopted, in general principle, a focus on results, many educators have proceeded to promote vague outcomes emphasizing values, attitudes and behaviors -- often reflecting quasi-political and ideologically correct positions -- rather than knowledge, skills and other cognitive academic outcomes.

In so doing, education bureaucrats have taken a sensible principle -- an emphasis on results -- and hijacked its meaning so that accountability is actually made impossible. They have used the very language of accountability to avoid being held accountable.

The paper shows how this process has occurred in various states, particularly Minnesota. It also proposes a twofold policy for escaping the impasse.

First, the essay recommends establishing high and uniform *academic* standards, accompanied by a system of accountability with real consequences for success and failure.

And second, it encourages greater diversity in the kinds of schools, and types of instruction, available to students and their parents through expanded choice programs.

OUTCOME-BASED EDUCATION *Has It Become More Affliction Than Cure?*

Bruno V. Manno

Center of the American Experiment
Minneapolis, Minnesota
August 1994

Introduction

The fight over outcome-based education is arguably the nation's fiercest current education battle. Those identified as "on the left" claim that opposition to OBE comes primarily from "ultraconservative" groups such as Phyllis Schlafly's Eagle Forum and Pat Robertson's Christian Coalition. For instance, Matthew Freeman, research director for People for the American Way, says, "the national organizations taking [OBE] on are almost exclusively religious-right organizations."¹

It is true that many of those identified as "on the right" do express pointed and passionate objections to outcome-based education. For example, Schlafly, President of the Eagle Forum, says, "OBE is converting the 3 R's to the 3 D's: Deliberately Dumbed Down."² Peg Luksic, a nationally recognized leader of the OBE opposition, comments, "Bureaucrats really do believe that schools are the ones that should raise children. Our children are not and never will be creatures of the state. We will no longer sit quietly while the state forces its mandates on our schools and our children."³

Opposition to OBE, however, does not come from the right only. Some educators are glad to shun a focus on outcomes and results. They prefer to keep the focus on inputs and resources.

From another perspective, American Federation of Teachers union President Albert Shanker --hardly an ultraconservative -- is just as pointed and passionate in objecting to OBE: "OBE's vaguely worded outcomes . . . encourage business as usual . . . and [do] nothing to raise student achievement." In saying this, Shanker appears to agree with many conservatives, such as former Secretary of Education William Bennett, who advocate a focus on student learning -- academic outcomes -- as the only route to accountability in education.

Ironically, it was conservative policy analysts who helped create the emphasis on outcomes. Some, therefore, are perplexed by the current state of affairs. Chester E. Finn, Jr., Assistant Secretary of Education during the Reagan administration, has said, "The word 'outcomes' has become tainted. For several years, I was among those promoting the [focus on outcomes], never imagining the twist it would take. *Mea culpa*."⁴

It is not immediately clear why defining outcomes or results all students should master should meet with such an outcry. Nonetheless, the issue has become a wildfire. It involves people from all political persuasions, and has dominated all sorts of forums and policy processes.

Is OBE a promising cure to what ails public education? Or is it another disease spread by education bureaucrats through an already ailing system known for succumbing to one fad after another? To answer those questions and provide a perspective on outcome-based education, this paper examines three issues and offers a policy strategy that charts a plausible way out of the conflagration.

¹Lonnie Harp, "Pennsylvania Parent Becomes Mother of 'Outcomes' Revolt," *Education Week*, September 22, 1993, 21.

²Phyllis Schlafly, "What's Wrong With Outcomes Based Education?" *The Phyllis Schlafly Report*, May 1993, 4.

³Harp, 20.

⁴Chester E. Finn, Jr., "The Return of the Dinosaurs," *National Review*, September 20, 1993, 40.

First, I describe a radical and far-reaching shift in the way we judge educational policy: the shift from inputs to outcomes. This discussion includes a viewpoint on the meaning of education outcomes offered by one of the most important groups advancing U.S. education reform since the mid-1980s -- the nation's state governors.

Second, I present a conflicting view that has evoked much of the general public's negative reaction to outcome-based education. It has deep roots in the educational philosophy called progressivism, especially the thought of John Dewey and the idea that schools should make a "new social order." Its most well-known popularizers today are William G. Spady and those who preach the gospel of "transformational OBE."

Third, I focus on what has occurred in two states -- Pennsylvania and Minnesota, though mostly the latter -- which have pursued outcomes approaches. Their experiences are similar to those of other states, which I also review. More than anything, we see in these efforts well-intentioned, elected public officials blindly handing responsibility for specifying outcomes to groups dominated by education views nearly antithetical to those the public officials thought they were mandating. The typical result is a list comprising mostly transformational outcomes that arise from the progressive idea that schools should make a new social order. This discussion illustrates how "the devil is in the details" whenever reformers advocate an outcome-based approach to education.

Finally, I outline a twofold strategy -- emphasizing expanded school choice -- for resolving differences between supporters and opponents of OBE, as well as chart a plausible future course for outcome-based education.

What are education outcomes?

The last third of this century has seen a fundamental shift in the way educational quality is determined. Previously, the conventional wisdom judged quality in terms of inputs: intentions and efforts, institutions and services, resources and spending. The only other way to gauge educational quality and effectiveness is to focus on outputs: goals and ends, products and results, outcomes and effects.

The conventional wisdom received a radical challenge in the mid-1960s, when the U.S. Office of Education asked sociologist James S. Coleman to conduct a major study of the equality of educational opportunities in America. His report, released in 1966, suggested that inputs might not have a strong effect on equality of student achievement. Reflecting on this study, Coleman has written the following:

The major virtue of the study as conceived and executed lay in the fact that it did not accept [the input] definition, and by refusing to do so, has had its major impact in shifting policy attention from its traditional focus on comparisons of inputs (the traditional measures of school quality used by school administrators: per-pupil expenditures, class size, teacher salaries, age of building and equipment, and so on) to a focus on output.⁵

When judging educational quality, either we focus on what schools spend -- or one of its many substitutes -- or we focus on what students achieve; what they know and can do. Those who advocate a focus on outcomes in judging educational quality hold one common belief: We must specify what we expect all our children to learn, and we must test them to determine whether they have learned it.

⁵James S. Coleman, "The Evaluation of 'Equality of Educational Opportunity,'" in Frederick Mosteller and Daniel Patrick Moynihan, eds., *On Equality of Educational Opportunity* (New York: Vintage Books, 1972), 149-150.

In an outcome approach, success is measured by the extent to which the inputs raise educational achievement. Changes are worth making if there is some assurance that they will produce the expected outcomes. The question then becomes, toward what outcomes should the schools aim?

The focus on outcomes won some converts in the years after Coleman's study. Nonetheless, the resource approach to judging quality continued to dominate American education.

Widespread attention

The event that galvanized the nation's attention and began a widespread call for fundamental reforms that would improve student achievement -- the outcomes of education -- was the April 1983 report of the National Commission on Excellence in Education. This study declared America to be a "nation at risk . . . [whose] educational foundations . . . are presently being eroded by a rising tide of mediocrity that threatens our very future as a Nation and a people."⁶ The report's basic criticism was that America's young people were not learning enough, and it made clear that the input focus and resource-based strategies of the mid-1960s and the Great Society had failed to improve the nation's education results significantly. Weak academic achievement, therefore, was the key education problem.

This conclusion was repeated in dozens of other reports that soon followed. These reports helped place exceptional pressure on politicians and policymakers to improve educational performance. This led to a development unprecedented in the history of U.S. education: The nation's states became hotbeds of education reform. Elected officials (such as governors, legislators, and mayors) and lay people (such as business leaders and newspaper editors) set out to wrest control of education from the education experts (school superintendents, school boards, and other members of the education establishment). These "civilians" began to demand that the "education experts" make themselves accountable to the public.

Coleman's early work was of immense importance to the push for a focus on outcomes, as were the later efforts of elected policymakers and other civilians seeking to make educators accountable for results. Even some educators hinted at the need to focus on results and deregulate the "means" of education. For example, in the 1970s the move to establish minimum competency tests for students reflected a focus on results. In the 1980s, this competency focus spread to other areas such as preparation of teachers and administrators.

Also part of this movement was "mastery learning," an educational method popularized by Benjamin Bloom in the late 1960s, which became widespread (some would call it an education fad) beginning in the early 1980s. In Bloom's words, "Given sufficient time (and appropriate types of help), 95 percent of students (the top 5 percent and the next 90 percent) can learn a subject up to high levels of mastery."⁷

In other words, outcomes are primary, and instruction -- especially the time used to master outcomes -- should vary. This approach reversed the usual practice of allowing for little or no day-to-day variation in time used for teaching different subjects. These and other such efforts set the stage for the watershed events that soon followed.

New momentum, national goals

Perhaps the single most important effort to turn the focus toward outcomes was that of the National Governors' Association (NGA). They gave the outcome approach far-reaching policy attention

⁶The National Commission on Excellence in Education, *A Nation at Risk* (Washington, DC: Government Printing Office, 1983), 5.

⁷Benjamin S. Bloom, *Every Kid Can: Learning for Mastery* (Washington, D.C.: College/University Press, 1973), 10.

beginning in the mid-1980s, when they decided to devote 12 months to investigating one subject -- education. They focused on education for one direct and simple reason: "Better schools mean better jobs. To meet stiff competition from workers in the rest of the world, we must educate ourselves and our children as we never have before. . . . Schools and school districts [must] produce better results."⁸ In short, the governors cast their lot with those arguing that the time had come to place primary emphasis on what people learn, the outcomes they achieve.

The approach endorsed by the governors gathered further momentum in 1989, when President Bush invited them to meet at an Education Summit in Charlottesville, Virginia. The president and the governors agreed to set six ambitious national education goals -- outcomes -- from early childhood through lifelong learning that they would work to achieve by the year 2000. Briefly, the goals state that by the year 2000:

- All children will start school ready to learn.
- At least 90 percent of all students will graduate from high school.
- All students will demonstrate competence in challenging subject matter.
- U.S. students will be first in the world in mathematics and science.
- Every adult will be literate.
- Every school will be safe and drug-free.

One fundamental idea underlay these goals. In the words of the summit participants, "We want to swap red tape for results . . . [build] a system of accountability that focuses on results . . . and issue annual Report Cards on progress."⁹ In 1991, the U.S. Department of Education began supporting efforts to develop voluntary national education standards and tests.

Creating world-class standards involves three things. First, clear definitions, within subject areas, of what students should know and be able to do -- content standards. Second, achievement levels that specify what depth of knowledge is "good enough" -- performance standards. And third, tests that report whether children are learning what they are taught.

These standards and tests, however, should not be higher hurdles for fewer to jump. They must raise expectations and let all students know what to aim for. High standards should be the primary way to boost the academic achievement of all children and provide them with an equal opportunity to learn. Widespread access to high standards that reflect a rich and challenging curriculum advances the twin goals of educational excellence and equity.

Finally, standards need not lead to uniformity, standardization, or a national curriculum. The means to achieving them can and should be left to individual schools, teachers, parents, and communities.

A good idea gone wrong

Defined in the manner just presented, it seems common sense that outcome-based education should meet with little resistance and even become quite popular, especially among consumers of education. Parents want to know what the schools expect their children to know and do and how well their children are learning what they are taught.

Indeed, the emphasis on education outcomes is rapidly growing. The Education Commission of the States reports that 25 states have developed or implemented some outcome-based approach to education while 11 others have made certain outcomes part of the state accreditation or assessment process.¹⁰

⁸National Governors' Association, *Time for Results: The Governors' 1989 Report on Education* (Washington D.C.: National Governors' Association, 1986), 2.

⁹The Statement by the President and Governors, "A Jeffersonian Compact," *New York Times*, October 1, 1989.

¹⁰Education Commission of the States (ECS), *Outcomes Based Education: An Overview* (Denver: ECS, 1993), 2.

Many people, however, find outcome-based education attractive in name only. Beneath this innocuous-sounding name, they find outcomes that are nebulous and hard to measure and that focus on the affective (emotional) domain. Many outcomes deal with attitudes, values, beliefs and emotions rather than academic achievement.

Those opposing OBE come from quarters spanning the political spectrum,¹¹ and contrary to the popular claim, opponents are not "almost exclusively religious-right organizations."

An excerpt from an early draft of an education proposal in Pennsylvania illustrates the questionable outcomes:

Goal: Self Worth: All students understand and appreciate their worth as unique and capable individuals and exhibit self-esteem. All students act through a desire to succeed rather than a fear of failure while recognizing that failure is part of everyone's experiences.¹²

Goal: Arts and Humanities: All students advocate the preservation and promotion of cultural heritage and traditions, including works of art, presentations and performances in the local and global community as a function of good citizenship.¹³

Goal: Wellness and Fitness: All students analyze community and environmental health problems and plan personal, family and community actions to reduce or eliminate hazardous situations.¹⁴

More on the Pennsylvania story later.

An alternative approach to education outcomes

There is an approach to outcome-based education that differs from the approach supported by the governors at the Education Summit. Identified most often with this alternative is William G. Spady, director of High Success Network, a national group of schools involved in outcome-based education. Spady and others began experimenting with OBE in the 1970s, although related ideas have been part of educational discussions and practice since the 1950s.

For Spady, exit outcomes are not only curriculum content. They are "the knowledge, competence, and orientations (our word for the affective and attitudinal dimensions of learning) that you deem critical for assuring success."¹⁵ The outcomes "go far beyond the narrow subject-matter emphasis that characterizes most state testing and reform programs."¹⁶

Spady bases exit outcomes on his notion of what it takes to function successfully in the role of a consumer, producer, citizen, family member, intimate friend, or life-long learner. These roles and the

¹¹Mary Jane Smetanka, "Students Soon Will Work For Outcomes, Not Diplomas," *Star Tribune*, September 12, 1993, 19A.

¹²Independent Regulatory Review Commission, "State Board of Education School Profiles; Curriculum; Vocational-Technical Education," *Pennsylvania Bulletin, Part II* (Mechanicsburg, PA: Fry Communications, Volume 21, Number 44, November 2, 1991), 5222.

¹³*Ibid.*, 5232.

¹⁴*Ibid.*, 5234.

¹⁵Ron Brandt, "On Outcome Based Education: A Conversation With Bill Spady," *Educational Leadership* 50 (December 1992/January 1993), 69.

¹⁶William G. Spady, "Organizing for Results: The Basis of Authentic Restructuring and Reform," *Educational Leadership* 46 (October 1988), 6.

outcomes supporting them are more encompassing than the discrete and focused capacities and abilities needed for reading, speaking, and computational skills.

"Transformational OBE" is Spady's term for exit outcomes. Transformational OBE expects students to "demonstrate those behaviors that denote a positive social, emotional, and physical well-being."¹⁷ The vision of a graduate as a "competent future citizen" guides this approach, which begins with a detailed description of what the world will be like for students graduating from high school.

To develop exit outcomes, strategic design teams gather, critique, and synthesize the best information available about the life students are likely to face in the real world.

Spady provides the following as an example of future conditions design teams should describe and use to guide the development of exit outcomes.

Based upon an assessment of the future, we believe our students will face challenges and opportunities in a world characterized by:

- Worldwide economic competition and interdependence which creates ever-increasing requirements for job-related performance and a need to transcend language, cultural, national, and racial difference. . . .
- An increasing pluralization and polarization of social, cultural, political, and economic life that demands understanding and that requires innovative approaches to leadership, policymaking, resource distributions, and conflict resolution.¹⁸

The transformational approach strives for success for all students. Almost all children can learn, advocates say, given enough time and proper instructional approaches. Educators need only find "what works" for each student.

This approach has implications for the way schools organize themselves and for the way educators approach teaching, learning, and testing. It questions the "time-based" approach to education, which divides the year into semesters and days with uniform and specific class periods devoted to distinct subjects. Administering paper and pencil tests, which grade students on content mastery, becomes inadequate.

Under the transformational approach, therefore, educators work with children until they master the expected outcomes, and schools provide the opportunity to learn. Schools that continue to use letter grades often use A, B, or I (incomplete but in-progress). Others have only two grades—one indicates mastery and the other indicates not mastered yet. Spady says the transformational approach creates a "multiple opportunity system of instruction and evaluation . . . [that] undermine[s] the potential use of evaluation (testing and grades) as a mechanism for the control of student behavior."¹⁹

The transformational view contrasts with two other views on outcomes. Spady calls them the traditional and transitional.

The traditional approach makes outcomes too narrow and content specific. Rather than starting with a clear understanding of the life students will face, outcomes derive from existing curricula.

¹⁷Cindy Horswell, "Critics Debate Outcomes Based Education Proposal," *Houston Chronicle*, August 30, 1992, 1C.

¹⁸William G. Spady and Kit J. Marshall, "Beyond Traditional Outcome Based Education," *Educational Leadership* 49 (October 1991), 71.

¹⁹William G. Spady, "Competency Based Education: A Bandwagon in Search of a Definition," *Educational Researcher* 6 (January 1977), 12.

Transitional OBE lies between the two, beginning with the general question of what the students must be like in order to be successful after graduation. The answers in transitional OBE, however, are not as specific as answers in transformational OBE.

The different views on OBE confuse the call for education reform. When talking about outcome-based education, are OBE supporters reflecting the governors' perspective? Or are they expounding a more expanded view of outcomes that Spady would call transformational OBE?

Because of these conflicting views, many state officials, regardless of political persuasion, have wrought political havoc in implementing OBE. A quick survey of four states tells the story.

Virginia

In Virginia, with approval of former Democratic Governor L. Douglas Wilder, the state Department of Education developed a plan called the "World Class Education Initiative." The plan included a Common Core of Learning proposal describing outcomes students should master. Joseph A. Spagnolo, Superintendent of Public Instruction, called the proposal "a statement of educational expectations for Virginia's public schools."²⁰ In November 1992, the department circulated draft copies of the proposal.

The proposal included 38 student outcomes categorized under seven "dimensions of living": personal well-being and accomplishment, interpersonal relationships, lifelong learning, cultural and creative endeavors, work and economic well-being, local and global civic participation, and environmental stewardship.

Local school boards and parent groups strongly opposed the plan. The school boards viewed it as an encroachment on their authority, and parents objected to what they saw as a focus on vaguely defined values at the expense of academics.

February 1993 saw the release of another draft of the Common Core proposal. This version called its approach "transformational outcome-based education" and included a slightly revised set of the seven life roles: fulfilled individual, supportive person, lifelong learner, expressive contributor, quality worker, informed citizen, and environmental steward.

In May 1993, after making more revisions, the Board of Education approved a draft of the proposal that listed 33 specific outcomes students needed to master by tenth grade. The outcomes came under six headings that combined Spady's life roles with references to values and traditional content: citizenship, the natural world, cultural and creative endeavors, responsibility, learning, and work. This proposal provoked even more controversy.

In September 1993, Governor Wilder ordered the Board of Education to withdraw the plan. He said the proposal "was introduced with the best of intentions . . . [but has] become tied to other fashionable approaches to curriculum reform. Make no mistake, I do not now, nor have I ever, endorsed changing Virginia's education standards to encompass values-based education. Knowledge and proficiency of basic skills must remain the basis for education in our Commonwealth."²¹

²⁰Commonwealth of Virginia, Department of Education, Superintendent's Memo # 263 (December 18, 1992), 3.

²¹John F. Harris, "Wilder Abandons Curriculum Change," *Washington Post*, September 16, 1993, 1B; see also Maria Koklanaris and Laurie Killman, "Wilder Quashes 'Feel Good' Education," *Washington Times*, September 16, 1993, 1A, 13A.

Washington

In 1991, former Democratic Governor Booth Gardner proposed that the Washington Legislature establish a Commission on Assessment to oversee creation of a new "high stakes" statewide testing program. The program would measure student mastery of statewide goals. Also in 1991, a statewide teachers strike led the governor to establish the Council on Education Reform and Funding. The juxtaposition of these events led the Legislature to refrain from acting on the governor's original commission proposal.

The 1991 proposal, however, was the basis for a new legislative proposal in 1992. The Legislature's proposal called for creation of a Commission on Student Learning that would craft a new statewide testing program to measure prescribed statewide outcomes. This proposal generated criticism from several groups. The most vocal opponents were those who objected to the "extremely vague" nature of the outcomes students were to master. This time, though, the Legislature did pass a proposal authorizing new statewide tests and a commission to develop them.

As Governor Gardner neared the end of his term, the Council on Education Reform and Funding, which he created in 1991, issued its report. The council proposed modifications to the 1992 law and encouraged the Legislature to appropriate a substantial amount of money to implement the law. Governor Gardner's Democratic successor, Mike Lowry, for the most part endorsed these proposals.

Controversy again erupted from those critical of the general "outcome-based approach" to education and from those objecting to the specific (if extraordinarily vague and dangerously moldable) goal of students become "caring and responsible citizens."

The controversy led the Legislature to make several changes in the council's original proposal. The Legislature deleted the goal of "caring and responsible citizens" and made implementation of the Performance Based Education Act of 1993 optional until the year 2000, leaving it to local school boards to decide which schools would participate prior to that time. The state would not require statewide implementation of the assessment until 2000.

Opponents did not accept this approach. They organized a statewide group called Reform for Effective Public Education and Academic Learning (REPEAL). The group's leader, Jeb Brown, led a voter signature drive to place the act for repeal on the November 1993 ballot. Although Brown and his followers failed to gather enough signatures, they promised to continue their opposition.²²

Ohio

In 1992, Ohio Republican Gov. George Voinovich signed legislation creating a statewide Education and Goals Commission. The act established a Learning and Outcomes Panel to which the governor appointed 57 members.

The panel developed 11 broad learner goals and 24 more specific learner outcomes for students to achieve before graduating from high school. The plan included two particularly controversial learner outcomes: "Ohio graduates will . . . function as a responsible family member . . . [and they will] maintain physical, emotional, and social well-being."²³

The proposal caused an uproar directed at the "values and attitudes" some saw as part of the plan. Richard Chalini, a parent who teaches in Cleveland, offered a good summary of what many parents

²²Joanna Richardson, "Scaled back Reform Measures Advance in Washington State," *Education Week*, March 3, 1993; Robert Butts, "Summary of Washington's Education Reform Legislation" (available through Washington State House Education Committee, October 26, 1993).

²³Barbara Monteith, "OBE: A Review for Beginners," *The Eagle*, 1993, 1.

saw as the problem: "My concern is these psychological goals take the rights from parents and students."²⁴

In June 1993, the Ohio House Education Committee voted unanimously to delete an OBE provision included in an education reform measure that was part of the state's budget bill. Rep. Ronald V. Gerberry, a Democrat chairing the Education Committee and an active member of the Ohio Education Association, felt compelled to protect his reputation by defending his action and saying, "I am not the Jesse Helms of Ohio. We have to be responsive to our constituents."²⁵ State Education Superintendent Ted Sanders looked for the silver lining in the debate when he lamented, "We must be doing something right to spark a debate like this."²⁶

Iowa

In Iowa the move to an outcomes approach began in 1990. Although others were involved, it was primarily business and education leaders who began the conversation about how to make their schools "world class." All agreed that a key element of this effort was to focus on results.

In February 1992, a 170-member steering committee began deciding what outcomes they would expect of Iowa students. In July, after consulting with more than 600 reviewers, the committee identified nine broad outcomes: lifelong learning, problem solving, communication, group membership, commitments to quality, creativity, diversity, environmental responsibility, and life management.

This effort produced a large public outcry. Critics challenged the diversity, environmental responsibility, and life management outcomes as an attempt to impose "politically correct" values in the curriculum.

This dispute led State Superintendent of Education William Lepley in May 1993 to shelve his OBE plan. Instead, the Department of Education would help districts set their own outcomes. Lepley commented, "We didn't drop it. We merely withdrew it to revise our strategy."²⁷

Other states as diverse as Minnesota, Colorado, Kansas, New Hampshire, Oklahoma, Pennsylvania, and Wyoming are having similar experiences.

Today, outcome-based education is a "catch all" phrase describing a good idea gone wrong. A more detailed examination of what has transpired in first Pennsylvania, and then particularly in Minnesota will illustrate how "the Devil is in the details" when the subject is outcome-based education.

The Pennsylvania Experience

Context. Nowhere has the battle over OBE raged more intensely than in Pennsylvania, the first state to mandate as state policy an OBE framework with specific outcomes. And in no state have OBE opponents, especially parents, been more successful.

In the fall of 1989, the Pennsylvania State Board of Education began a three-year process that culminated in March 1992 with the board mandating that the state establish an outcome-based approach to education. This mandate included a proposal to replace traditional Carnegie units, which set hourly requirements for the amount of time a student spends in a classroom on a given subject, with student

²⁴"Outcome Based Education: Ohio Parents Unhappy With Proposal," *Daily Report Card* (Falls Church, VA: American Political Network, April 22, 1993).

²⁵James A. Barnes, "Parent Power," *National Journal*, June 12, 1993, 1400.

²⁶Bill Zlatos, "Outcome Based Outrage," *The Executive Educator*, September 1993, 12.

²⁷*Ibid.*, 13.

mastery-of-learning outcomes. Supporters of the mandate included Democratic Gov. Robert P. Casey, most major education and business groups, and other civic and advocacy groups.

Proposal. The Board of Education released the first draft of the proposal to the public in November 1991. The draft contained 15 Common Core Goals of Learning and 575 outcomes --127 graduation outcomes for kindergarten through twelfth grade and 448 benchmark outcomes for grades three, six, and nine. The outcomes covered traditional academic areas such as mathematics, science, the arts, and the humanities, but the outcomes also dealt with more general issues such as self-worth, appreciating and understanding others, and personal, family, and community living.

The following are two examples of more general outcomes from "Appreciating and Understanding Others":

- **Common Core Goal: Appreciating and Understanding Others:** Each student shall gain knowledge of and have exposure to different cultures and lifestyles in order to foster an appreciation of the dignity, worth, contributions and equal rights of all people.
- **Graduation Outcome V for K-12:** All students demonstrate the ability to interact with others on the basis of their individual merits and without discrimination because of their race, religion, ethnicity, gender, disability, lifestyle, or socioeconomic status.²⁸

These "outcomes" are not cognitive outcomes. They are largely in the general skill and affective domains. Further, they describe attitudes, dispositions, and sentiments.

Obvious questions arise. How will students gain knowledge of and exposure to different lifestyles? How will educators measure a student's ability to interact with others? On a more fundamental level, how can a state order a public school to require all students to know about and be exposed to matters such as different lifestyles?

Public Reaction. A major outcry arose across the state. OBE opponents believed that the state -- acting through its public schools -- was intruding into the private lives of students and families. Opponents contended that the state had no business mandating these types of outcomes for students.

Further, opponents believed that the proposed performance-based assessment system -- a system that could include computerized electronic portfolios -- could gather and store too much personal information. The proposal to make the system available to potential employers invaded the privacy of students and their families. OBE opposition leader Nancy Stabile, Director of the Pennsylvania chapter of Citizens for Excellence in Education, commented, "The state is now saying it will mandate to individual children what they must . . . be like."²⁹

Peg Luksic, leader of the Pennsylvania Coalition for Academic Excellence, said, "The government bureaucracy at every level is trying to expand its authority. . . . Our questions are really kind of fundamental. What is the mission of public education, and who has control?"³⁰

Democratic State Representative Peter Daly said, "This is truly a war. Now is the time, and this is the place. No one has a right to treat my child or your child as a guinea pig."³¹

After much public pressure and months of controversy, Governor Casey, in his January 1993 State of the Commonwealth address, said, "The regulations contain language mired in confusion and controversy, which jeopardizes the public support that is essential for the ultimate success of the [OBE]

²⁸Independent Regulatory Review Commission, 5230.

²⁹Harp, 19.

³⁰Harp, 20.

³¹Daily Report Card, November 18, 1992.

reform.”³² While not withdrawing his support of the state board’s OBE proposal, the governor sought a way out of the conflict. An eventual compromise eliminated the most controversial section of outcomes in “Appreciating and Understanding Others.”

Role of the Legislature. One tactic OBE opponents used to try to defeat the proposal was to try to persuade their legislators to take control of the issue away from the Board of Education. The opponents were successful in getting the Pennsylvania House of Representatives to vote twice on the OBE issue.

In April 1992, by a 150 to 47 vote, the House passed a resolution urging the state’s Independent Regulatory Review Committee (IRRC) to delay approval of the OBE regulations, pending an investigation by a special legislative committee. Nearly one year later, in February 1993, the House passed a resolution by a 139 to 61 vote to nullify and overturn the Department of Education’s OBE plan. The state Senate, however, allowed the OBE plan to move forward and refused to consider the House bill that would derail it.

The Board of Education approved the final version of the OBE plan, and the Independent Regulatory Review Commission voted in May 1993 to publish the OBE regulations.

Final Proposal. The approved version presents a list of eight character traits and qualities -- Spady’s life roles -- public schools should prepare all students to have and to be: high academic achievers; self-directed, lifelong learners; responsible, involved citizens; collaborative, high-quality contributors to the economic and cultural life of their communities; adaptive users of advanced technologies; concerned stewards of the global environment; healthy, continuously developing individuals; and caring, supportive family and community members.³³

In addition, the plan has 53 student learning outcomes required for graduation from high school which deal with “academic” areas of mathematics, arts and humanities, citizenship, communications, wellness and fitness, environment and ecology, science and technology, home economics, and career education and work. The testing in these areas will focus initially on mathematics, reading, and writing composition, but emphasis on science, social studies, and the arts will follow. Each school district can add additional outcomes and must develop a school district assessment plan to measure all nine academic areas.

The plan also has six common core goals (as opposed to character traits and qualities): self-worth; information and thinking skills; learning independently and collaboratively; adaptability to change; ethical judgment; and honesty, responsibility, and tolerance. The state will not test students on these common core goals.

In September 1993, the state began a three-year implementation plan for the school districts. Each district is responsible for developing its own “strategic plan” and for deciding at what pace they will undertake changes.

The first set of plans from one third of the districts is due in September 1994. Members of the class of 1999 are in this first group of students who must demonstrate achievement of the learning outcomes. Another third of the districts must submit their plans by 1995, which will affect students in the class of 2000. The final third of the districts will submit their plans by 1996, which will cover students in the class of 2001.

Neither proponents nor opponents of the OBE proposal are satisfied with the final version. Francine D’Alonzo, from the Pennsylvania Coalition for Academic Excellence, said, “Anyone can look at the

³²*Daily Report Card*, January 27, 1993.

³³“State Board of Education Curriculum,” Independent Regulatory Review Commission, *Pennsylvania Bulletin*, Part II (Mechanicsburg, PA: Fry Communications, Volume 23, Number 30, July 24, 1993), 3552.

revised version and see they are just shuffling the words.”³⁴ Rita Adessa, from the Philadelphia Gay and Lesbian Task Force, commented, “Removing ‘appreciating others’ as an academic goal subject to testing . . . makes this a voluntary effort, and what that means is that nothing will change. If school districts are not required to develop and teach multicultural education, they will not.”³⁵

One unidentified OBE opponent probably best summarized the situation by saying, “You haven’t seen anything yet.”³⁶

The Minnesota Experience

Context. The Minnesota OBE story is interesting for two reasons. First, nowhere has there been a longer and more concerted effort to establish an outcome-based approach to student learning than in Minnesota. The effort took root in the 1970s and continues to this day.

Second, support for the effort came from political, education, civic, and business leaders. Support from the political realm began in the early 1980s and involved governors in two administrations, one Democratic and one Republican. State support came from Gov. Rudy Perpich’s and Gov. Arne Carlson’s appointed commissioners of education, the Board of Education, the Department of Education, and the four education committee chairpersons in both houses of the Legislature. Although some legislators opposed an outcome-based approach, there was no broad-based uprising as there was in the Pennsylvania House.

Laying the Groundwork. In 1971, the Minnesota Department of Education started the Minnesota Educational Assessment Program, a survey that would provide information on students in general and also on certain subgroups of students.³⁷ The survey would not collect individual student data; therefore, state officials would not be able to make individual comparisons.

The following year, 1972, the department began developing “Some Essential Learner Outcomes” (SELOs) which specified the content matter that teachers would teach. Through the years, the department’s collection of outcomes grew, as different subjects and grades became areas for surveying and testing.

In 1976, the Legislature enacted a Planning, Evaluation, and Reporting (PER) law that had a “result-oriented” aim. The law required districts to create written plans setting district goals, strategies for achieving them, and procedures for evaluating and reporting on progress toward the goals. The law also required instructional objectives to be in the plans. To support their work in developing the instructional objectives, the department began an expanded effort to identify learner outcomes.

In 1983, Democratic-Farmer-Labor (DFL) Gov. Rudy Perpich appointed Ruth Randall to be the Commissioner of Education. One of her first tasks was to prepare an education report as requested by the Legislature during the 1983 session. The new commissioner issued her report in October 1993 -- during the national education debate engendered by the April 1983 report “A Nation at Risk.” Randall set forth both general and, for that time, radical proposals.

³⁴*Daily Report Card*, April 16, 1993.

³⁵*Ibid.*

³⁶*Education Week*, April 22, 1992, 27.

³⁷The following sources have been consulted to develop a history of OBE in Minnesota: Wayne Erickson, Gilbert Valdez, and William McMillan, *Outcome Based Education in Minnesota* (St. Paul, MN: Minnesota Department of Education, 1990); Nancy Livingston, Debra O’Connor, and Linda Owen, “Learning A New Way: A Four Part Special on OBE,” *St. Paul Pioneer Press*, June 1992; Meg Mannix and Dennis Shapiro, “Outcome Based Escalation,” *Jola Education Monthly*, October 1993; Tim Mazzoni, Carol Freeman, and Dan Stewart, with the assistance of Eric Campbell, “State Policymaking and Outcome Based Education: A Minnesota Case Study,” (unpublished paper, University of Minnesota, Minneapolis, MN, December 1992).

First, she wanted to change the graduation rule by replacing traditional "seat time" graduation standards with "measurable learner outcomes." Second, she urged the Legislature to create state achievement tests that could determine whether individual students had learned the "outcomes."

The commissioner believed that in order to have information adequate for accountability purposes, they would need data on the individual students and not just on a sample population.

The commissioner also recommended developing learner outcomes to promote "higher level thinking skills." This would involve the department in creating model outcomes and giving individual districts the option of developing their own outcomes if they were more rigorous than the department's.

The Legislature was not entirely satisfied with the commissioner's report. The legislators considered the report vague and unresponsive. They held several hearings but took little action.

In 1984, the business community entered the discussion. The Minnesota Business Partnership, made up of the CEOs of the state's approximately 100 largest businesses, produced a report, "The Minnesota Plan," that called for a major reorganization of kindergarten through twelfth grade education. The plan included a recommendation that all students master "common core competencies" and that the state develop uniform achievement tests to measure whether students attained those competencies. Both proposals appeared to be an endorsement of Commissioner Randall's earlier suggestions.

The following year, Governor Perpich entered the discussion by proposing an "Access to Excellence" plan. The governor's plan called for legislation authorizing the department to develop "a model Minnesota outcome-based learner system." This was the first use of the phrase "outcome-based learner system" in a state policy proposal. This system was to include a learner plan for each student along with an assessment feedback process. All this was consistent with the earlier proposals of Commissioner Randall and the Minnesota Business Partnership.

Governor Perpich's proposals on the outcome-based learner system received little attention from the Legislature, for the Legislature focused on another, more volatile proposal by the governor -- a public-school open-enrollment choice proposal. Ultimately, the Legislature's education package did allow the Department of Education to maintain a collection of "model learner expectations" in the core curriculum at all grade levels for voluntary use by districts, along with the test items to measure them.

The next major force to enter the push for an outcomes approach was the Board of Education. In March 1986, the board adopted eight strategic goals. Goal Three proposed to "develop a performance-based education system, including personalized learning plans, in 10 to 15 demonstration sites."

The first formal step to require statewide outcomes for students came in 1987 as an outgrowth of the board's third goal. The Legislature amended the PER law and directed the board to develop a set of "essential learner outcomes" for subject areas. These cognitive, affective, and psychomotor outcomes were to be limited in number, and the board was to adopt the outcomes and make them mandatory for local districts. Early in 1988, the board adopted a set of them.

Spady Approach Dominates. The 1988 legislative session saw the creation of a Task Force on Education Organization. The majority of task force members were non-legislators representing education groups, and their tasks included investigating the notion of learner outcomes and assessment. During deliberations in early 1989, the task force invited William Spady to address its members. Spady reinforced and encouraged the direction of both the board and the department and gave their effort new impetus. In fact, the outcomes system described in a draft document a few months later follows the Spady approach.

OBE opponent Rep. Gene Pelowski, DFL-Winona, saw Spady's visit as a defining moment for the outcomes effort in the state: "This whole [OBE] thing came from the top down because a paid consultant came to Minnesota in 1989, did his dog and pony show, got paid good money, and then he left. And we are left holding the bag."³⁸

Expanding the Effort. In May 1989, through the cooperative efforts of Governor Perpich, the Legislature, and the state Board of Education, the state appropriated \$1 million to finance up to 10 sites to test the outcomes system. The board would select two-year research projects that would receive \$100,000 grants. The department's new, semi-autonomous Office of Educational Leadership would provide assistance to the winners.

The Center for Applied Research and Educational Improvement (CAREI), at the University of Minnesota, received a separate grant from the Office of Educational Leadership to evaluate the projects. The center would not collect outcome data, however, because many believed it would take several more years -- perhaps as many as six years -- to see any major improvement in student learning. By October 1989, the board had reviewed the 80 applications and had chosen 10 sites comprising 17 districts and five educational consortiums.

During 1990, the department prepared a new outcome-based graduation rule, containing 15 graduation outcomes, for the board to review. In October 1990, the board and the new Commissioner of Education, Tom Nelson, demonstrated their support for OBE. Meeting in Rochester, the board unanimously approved a proposal to exempt the Rochester district from several state requirements in four areas.

First, the waivers allowed student schedules to vary; students could spend longer periods studying some subjects or could attend school for less time on one day than on another day.

Second, Rochester could develop local graduation outcomes to replace state course requirements. In exchange for this, officials agreed to measure student achievement using standardized tests and issue achievement reports annually for five years.

Third, the district could allow teachers using team teaching to teach subjects for which they were not licensed. This would provide more flexibility in scheduling.

Fourth, the district could develop staff training programs for middle school educators that would meet local needs rather than state requirements.

In approving the Rochester request, Tom Lindquist, state board president, made clear the significance of the board's action: "We have encouraged Rochester and other school districts to move in this direction. The board and department have chosen outcome-based education as the main road to accountability and high performance in Minnesota schools."³⁹

In December 1990, the department launched the "Challenge 2000: Success for All Learners" program, designed to be the "banner of a comprehensive state education plan."⁴⁰ A key element was a "comprehensive system of outcome based education" in all Minnesota schools.⁴¹ Among other things, this program would do the following:

- Develop varied and flexible interdisciplinary and cooperative instructional strategies that address the diversity of individual student learning needs.

³⁸Livingston, et al., 8.

³⁹Minnesota Department of Education, *Education Update* (November 1990), 1.

⁴⁰Minnesota Department of Education, *Challenge 2000: Success for All Learners* (St. Paul, MN: Department of Education, December 1990), 2.

⁴¹*Ibid.*, 3.

- Promote responsible citizenship through experiential learning opportunities in all neighborhoods and communities in Minnesota.⁴²

Continuing the Move to OBE. Several 1991 events continued the move to outcome-based education. Newly elected Independent Republican Governor Arne Carlson took office, as did his appointed Commissioner of Education, Gene Mammenga, a member of the Minnesota state Senate from 1966 to 1972, and a lobbyist for the Minnesota Education Association. Both the governor and the commissioner were committed to a change in the graduation rule by better focusing on outcomes.

The Legislature was extremely active on the education front, especially on the OBE issue. While refusing to continue support for the Task Force on Education Organization and the Office of Educational Leadership, the Legislature adopted a mission statement for Minnesota public education and a statutory definition of outcome-based education:

Mission statement: The mission of public education in Minnesota, a system for life-long learning, is to ensure individual academic achievement, an informed citizenry, and a highly productive work force. This system focuses on the learner, promotes and values diversity, provides participatory decision-making, ensures accountability, models democratic principles, creates and sustains a climate for change, provides personalized learning environments, encourages learners to reach their maximum potential, and integrates and coordinates human services for learners.⁴³

Statutory definition: Outcome-Based Education is a pupil-centered, results-oriented system premised on the belief that all individuals can learn. In this system: What a pupil is to learn is clearly identified; each pupil's progress is based on the pupil's demonstrated achievement; each pupil's needs are accommodated through multiple instructional strategies and assessment tools; and each pupil is provided time and assistance to realize her or his potential.⁴⁴

Supporters pointed out that neither statement requires a particular teaching method, grading system, or schedule procedure. For them, OBE was not a state-mandated "delivery system" but was instead a set of expected outcomes. Opponents countered that the viewpoint implicit in them mirrored the position held by Spady, who advocates specific approaches to these and other issues.

The Legislature appropriated funds to support a competitive grants program for districts implementing OBE. The department received 188 proposals, from which they chose 30. Each site received \$40,000 over two years, with the district paying the third year dissemination costs.

The Legislature also passed the nation's first charter school law, which created up to eight outcome-based schools. Building on the Rochester experience, charter schools would be free of many state and local rules in exchange for students' achieving the required outcomes.

In mid-1991, the Board of Education gave preliminary approval to the "Outcome-Based Graduation Rule." The rule recommended individual student learning and graduation plans and a state-developed assessment measuring three levels of achievement -- adept, advanced, and exemplary. On a regular basis, the state commissioner would receive a required comprehensive district plan for "verification of learner achievement of graduation outcomes." Several items were to be part of the plan, including an information management system for student and district records.

⁴²Ibid., 3.

⁴³Minnesota Department of Education, *Outcome Based Education in Minnesota* (St. Paul, MN: Department of Education, 1992), 10.

⁴⁴Ibid., 3.

The rule also listed seven graduation outcomes describing the general characteristics graduates should demonstrate prior to graduation. These seven outcomes came from the 15 found in the department's 1990 draft. The outcomes correspond with 63 competencies that "further define the knowledge, skills, and attitudes"⁴⁵ that students must master for graduation. The section on graduation outcomes states that "[i]n order to lead productive fulfilling lives in a complex and changing society and to continue learning: [T]he graduate demonstrates the knowledge, skills, and attitudes" needed to do the following:

- Communicate with words, numbers, visuals, symbols and sounds.
- Think and solve problems to meet personal, social and academic needs.
- Contribute as a citizen in local, state, national and global communities.
- Understand diversity and the interdependence of people.
- Work cooperatively in groups and independently.
- Develop physical and emotional well-being.
- And contribute to the economic well-being of society.⁴⁶

Early Objections and Responses. Although no broad-based, statewide and organized opposition to outcome-based education was visible yet, storm clouds were gathering as people met in 23 public meetings across the state following publication of this draft of the rule.

Generally, the objections raised in the meetings were that the board was ready to mandate a new education trend which was costly to implement, mostly unproven, and hard to explain in plain English. More specifically, there were protests about outcomes and competencies dealing with values, feelings, and attitudes. For example, competency one of outcome six calls for a graduate "to demonstrate the knowledge, skills, and attitudes essential to . . . emotional well-being and . . . describe the importance of and strategies for enhancing self-esteem."

But these objections did not stop the OBE train. Rather, they prompted the board to provide the department with new guidance for a second draft of the graduation rule. There were five elements in the board's new directive.

First, the board recommended removing the word "attitudes" from the phrase "knowledge, skills, and attitudes" introducing the seven outcomes each student was supposed to demonstrate prior to graduation. According to Joan Wallin of the Department of Education, this was done "in response to concerns raised at the meetings about the perception of needing the correct attitude to graduate."⁴⁷

Second, the department was to greatly reduce in number the 63 competencies and then word the remaining competencies more clearly.

Third, the districts would have a diminished role in establishing graduation requirements. This would occur by including in the graduation rule "criterion-referenced statewide standards for at least four fundamental skills, including reading, writing, mathematical processes, and problem solving."⁴⁸ Statewide standards would make OBE implementation less costly, because much duplication of effort would be eliminated.

Fourth, except where required by law, individual student learning plans would be a local option rather than a statewide mandate. And the department should eliminate the three student performance levels (adept, advanced, and exemplary), thereby avoiding anything that "would result in tracking and would lead to discriminatory practices for some students."⁴⁹

⁴⁵Minnesota Department of Education, *Education Update* (March 1991), 1.

⁴⁶*Ibid.*

⁴⁷Minnesota Department of Education, *Education Update* (March 1992), 2.

⁴⁸*Ibid.*, 3.

⁴⁹*Ibid.*, 8.

Finally, the new draft was to stress the distinction between the competency-based graduation rule and the implementing of outcome-based education. State board chairman Tom Lindquist said, "Many people think the State Board is proposing to mandate outcome-based education in every public school by a certain time. To the contrary, . . . it . . . [is not] proposing . . . to mandate any particular form of instruction in the classroom."⁵⁰

The objections raised at the public meetings and the resulting board revisions may have slowed the move to OBE, but again they did not derail the train.

During 1992, the Legislature reiterated its commitment to "a rigorous, results-oriented graduation rule" and required the board to "adopt a statewide, results-oriented Graduation Rule to be implemented starting with students in 1996."⁵¹

However, the Legislature sensed that more than a few constituents were questioning OBE. The legislators held two days of hearings in mid-January and then decided to review the graduation rule before it became law. To accomplish this, the legislators ordered the Department of Education to present a progress report to legislators by February 1993 and present a final report by January 1994.

The Legislature prohibited the board from prescribing "the delivery system, form of instruction, or a single statewide form of assessment that local sites must use to meet" the graduation rule requirements. But unless the Legislature voted to stop the board, the board's OBE direction and timetable would continue.

In November 1992, the Department of Education published the second version of the graduation rule, which was revised to meet the objections raised at the community meetings. A curious feature of this draft is that it drops all references to an "Outcome-Based Graduation Rule." Instead, the draft proposes "Results-Oriented Graduation Standards" and a core set of graduation outcomes.

There are five exit outcomes (the renamed graduation outcomes from the first draft) that "provide a picture of the whole learner" and propose that a Minnesota graduate perform as a constructive thinker; self-directed learner; effective communicator; collaborative producer; and as a community contributor.⁵²

Notice that the list eliminates references not only to attitudes but also to knowledge and skills.

Content outcomes, a second category of outcomes, describes "essential concepts, principles, and processes learners need to make sense of new information and complex situations."⁵³ Although not strictly tied to subject areas, the draft proposed statewide requirements for reading, writing, and mathematical processes. Furthermore, elective content outcomes would comprise at least 25 percent of the total content outcomes. A state-level citizen panel would develop the outcomes using a public process described in the draft document.

This second draft of the rule provided more details on student assessment than the first draft did. Leaving primary responsibility to local districts, the second draft described a state role of developing and distributing models that districts could use. The state would have responsibility for coordination, quality control, and verifying results from local testing.

Draft two urged institutions of higher education and businesses to set admission and employment standards reflecting the statewide outcomes, and the draft strongly endorsed a performance approach to testing. In the interim, "[c]urrent course and letter grade reporting, which is unidimensional, will

⁵⁰Ibid., 2.

⁵¹Mannix and Shapiro, 3.

⁵²Minnesota Department of Education, *Education Update* (November 1992), 2.

⁵³Ibid., 2.

continue on a parallel path with performance standards until the community and higher education deem it unnecessary."⁵⁴

Opposition Grows. The second draft sparked public hearings at eight sites in November and December 1992 and produced a stronger and more organized opposition, especially from grass-roots groups of parents concerned about exit outcomes describing values and attitudes. One controversial outcome was exit outcome five, which stated that "a Minnesota graduate performs as: A community contributor who appreciates and understands diversity. . . ." What, the opponents asked, does this outcome mean? How will teachers teach it? How will teachers measure it?

Linda McKeen, a Lakeville resident and co-founder of Parent Education Network (PEN), was one of the parents concerned about the outcomes approach. Though not necessarily opposed to OBE, McKeen is concerned about the way schools use it. She saw "no proof in the current movement that children are learning more or behaving better."⁵⁵ Furthermore, she feared that "[w]hen all children need to meet the same standards, [they would be likely to] end up with equal education, not equal opportunity. We're focusing on weaknesses rather than strengths . . . aiming low."⁵⁶

McKeen and her followers advocate a return to academic achievement based on, but not limited to, basic academic curricula that educators can describe and measure objectively: phonetic reading skills; reading comprehension using broad selections of classical literature; writing skills based on proper grammatical usage; basic arithmetic skills with an emphasis on mental and written computation, including memorization; geography, beginning with the United States; history, including ancient and Western civilizations, principles of the American Constitution, and world history; and economics, including benefits of the free-market system. Further options might be foreign languages, computer literacy, fine arts, physical education, and good health habits.⁵⁷

Georgianne Ginder, a parent in Apple Valley, began meeting with other parents in 1992. In 1993 a group of them formed Taxpayers for Excellent Academics in Minnesota (TEAM). Georgianne, who had taught school in Iowa, Ohio, and Maryland, commented, "I don't want kids experimented on while teachers try to figure out what's going on. I'm concerned about teachers being overwhelmed, and concerned about experimentation."⁵⁸ She continued, "Everybody's wondering how to do this, just wading in and trying this and that. [Schools have] a cavalier attitude that if it doesn't work, we'll try something else."⁵⁹

Ginder finds it surprising and frightening that many of her supporters prefer anonymity. "When [people are] afraid to give their names, something is wrong," she said. People are being labeled . . . and taking sides. When people are polarized [over an issue like this], learning doesn't happen."⁶⁰

Althea and Paul Larson, from Eden Prairie, began the Citizens Alliance for Responsibility in Education (CARE). Paul, who ran unsuccessfully for a local school board seat (on an anti-OBE platform), believes that education is being "deliberately dumbed-down" by OBE, and he recounted how his elementary-age boys had lost their motivation to study.⁶¹ Althea said, "[OBE] sounds so wonderful, but it turned out not to be good for our family."⁶²

⁵⁴Ibid., 3.

⁵⁵"Strong Academics: What We Need," *Parents Education Newsletter* (Apple Valley, MN, November 1993), 3.

⁵⁶Smetanka, 18A.

⁵⁷"Strong Academics," 3.

⁵⁸Smetanka, 1A.

⁵⁹Ibid., 18A.

⁶⁰Mannix and Shapiro, 3.

⁶¹Smetanka, 18A.

⁶²Debra O'Connor, "Parents Challenge Education Changes," *St. Paul Pioneer Press*, August 23, 1993, 6A.

Another reason Paul offered for opposing OBE was that it is "a whole new social agenda which is extraordinarily contrary to some of our beliefs. It used to be that education was reading, writing, and arithmetic. Now it's moral relativism."⁶³

These parents fight the attempt to label them as Christian fundamentalists. "I am not the radical right," Linda McKeen said, "and I do not want that linked to this. People use that to immobilize the opposition."⁶⁴

In fact, the Larsons' core group of five members included two conservative "Bible-believing Church members," a Catholic, an atheist, and a member of a Protestant mainline church. "We've been accused of being extremists and fundamentalists, but nothing would be further from the truth," Larson said.⁶⁵

Evaluating OBE. The University of Minnesota's Center for Applied Research and Educational Improvement released an interim report in January 1991 on their evaluation of the 10, two-year OBE project sites. While pointing to factors positively affecting the projects, the evaluation also identified problems limiting project success. One problem was that school personnel and community leaders lacked an adequate understanding of OBE. Second, personnel at the sites saw OBE as one of several priorities on which they were working. Third, personnel perceived OBE as a "top down" program driven by the state bureaucracy with no long-term commitment beyond the project term. The center's final report, issued in June 1991, did not alter the initial findings, especially the finding that educators felt OBE was just another "top down" bureaucratic fad.

In January 1993, Zimmer and Associates, of Eden Prairie, completed a separate evaluation of the 30 programs that received 1991 OBE grants. The Zimmer report did not draw comparative conclusions. The report found that whereas all programs were committed to OBE's philosophical tenets, such as that all children can learn, "[t]here is lack of agreement on what OBE means and requires . . . and differences in the way districts actually define OBE."⁶⁶

Both the Zimmer report and the university's report focused more on processes and attitudes than on presenting evidence that students were learning more. This reinforced opponents' opinion that OBE was another confused educational fad based on unproven claims and imposed top down by bureaucrats.

Pushing Ahead. In May 1993, the board and the department published draft three of the graduation rule, which contained six comprehensive outcomes (the name changed again) and 13 content outcomes. The comprehensive outcomes state that a Minnesota graduate can do the following: think purposefully; direct own learning; communicate effectively; work productively with others; act responsibly as a citizen; and make lifework decisions.

Further, the third draft recommended developing by August 1994 content outcomes in reading, writing, and mathematics.

After the release of the third draft, the board began developing the content outcomes. The board produced 110 outcomes, which a 10-member committee later reduced to 25.

⁶³Smetanka, 18A.

⁶⁴Ibid., 18A.

⁶⁵Ibid., 16A.

⁶⁶Zimmer and Associates, OBE Program Evaluation, Report to the Department of Education, St. Paul, Minnesota, January 19, 1993 (St. Paul, MN: Department of Education, 1993), 1E. The two other evaluations just cited: Center for Applied Research and Educational Improvement (CAREI), Volume I: Phase I Evaluation Report, Report to Office of Educational Leadership, St. Paul, MN, January 1991 (Minneapolis, MN: University of Minnesota, 1991); also by CAREI: Phase II Evaluation Report, June 1991.

The 1993 Legislature reaffirmed the outcome-based graduation rule, linking repeal of long-standing school regulations with the rule's implementation. The Legislature also allocated \$10.3 million -- exceeding the governor's request -- over two years for 13 districts to develop and experiment with new tests and to train staff to implement the proposed rule. The new tests would develop performance assessments -- experiments, exhibits, demonstrations, and writing portfolios -- rather than multiple-choice tests. Each district would develop assessments for the six comprehensive outcomes. The 25 content outcomes would be divided among the districts.

Mixed Messages. Governor Carlson reentered the picture. Impatient with what he regarded as slow implementation of outcome-based reforms, he fired his appointee, Education Commissioner Mammenga, and the commissioner's two top aides.

In firing the commissioner and the two aides, Governor Carlson sent a clear message to Department of Education personnel: "They are being told in no uncertain terms that the train is leaving the station. . . . [G]et on the [OBE] train or look for another job."⁶⁷

Carlson replaced Mammenga with Linda Powell, a district superintendent from Robbinsdale, which was one of the state's first OBE pilot project sites. Acting as "something of a new Jersey 'street fighter,' a woman who will get in your face if necessary,"⁶⁸ the new commissioner projected a twofold message to the state. She would remove department employees who did not support the reforms advocated by the governor and the Legislature. But she also said, "I know there's a backlash against OBE, but . . . I am not in any way supporting any agenda that looks at mandating values or social engineering."⁶⁹

Education imposed from top down IS WRONG - EDUCATION S/H A LOCAL function of concerned parents directly involved

About one month later, the governor seemed to reverse himself. He told the Board of Education he would support the delaying of OBE implementation if that was necessary to gain more widespread acceptance. The "Carlson sermon to the Board" focused on three issues. First, the governor wanted the board to drop "soft" content outcomes such as "Understands the integration of physical, emotional, and spiritual wellness." Second, the governor urged teachers not to hold back gifted students. Third, he hoped that school districts would keep the traditional A through F grading system rather than using a system where students do not fail.⁷⁰

A few days after his "sermon" and while visiting students, the governor renamed OBE and called it "learning for success." "Sometimes changing names does help," he said.⁷¹

The governor's comments confused many people. But his comments pleased OBE critics, who saw their long-held position vindicated. State Senator Larry Pogemiller, DFL-Minneapolis, co-chair of the Senate Education Committee and an OBE supporter, was quick to criticize the governor: "What we need is a governor who is going to lead here, not a governor who is going to put his finger up to the wind every time he hears criticism."⁷²

DFL Rep. Gene Pelowski, a key OBE opponent, was pleased with the governor's comments and said, "My assumption is that the parents are being listened to." Representative Pelowski pressed state officials to tell him what OBE would do to the state budget. "We should not proceed until we

⁶⁷James Walsh and Dane Smith, "Education Chief Replaced," *Star Tribune*, August 14, 1993, 14A.

⁶⁸Rob Hatakainen, "New Chief of Education Has 'Can Do' Reputation," *Star Tribune*, September 7, 1993, 1A.

⁶⁹*Ibid.*, 12A.

⁷⁰Debra O'Connor and Linda Owen, "Carlson Stirs Up OBE Debate," *St. Paul Pioneer Press*, September 15, 1993, 1B; see also Robert Whereatt, "Carlson Changing Pace, Urges Caution on Teaching Overhaul," *Star Tribune*, September 14, 1993, 1, 5B; Nancy Livingston, "Carlson Challenges OBE Goals," *St. Paul Pioneer Press*, September 14, 1993, 1, 4C.

⁷¹Robert Whereatt, "Will New School Funding Format Make the Grade?" *Star Tribune*, September 15, 1993, 2B.

⁷²O'Connor and Owen, 10B.

understand what we're doing. Right now, it's almost impossible to cost out. It seems to be a bottomless pit."⁷³

Sliv Carlson, Director of Government Relations for the Department of Education, interpreted the governor's comments differently. "What the governor is saying is he wants us to narrow the focus and put more of an emphasis at this time on the academic and measurable standards. He was getting the discussion on the table and seeing where the consensus is."⁷⁴

Latest Proposal. In December 1993, the department circulated another draft of the graduation rule. The draft began by listing six comprehensive learning goals summarizing the mission of the public school. The goals also described qualities students should demonstrate as adults: purposeful thinkers; effective communicators; self-directed learners; productive group participants; responsible citizens; and life-work decision makers.

A second section, the "Minnesota Requirements," stated as follows: "[G]raduates must be well-prepared in knowledge, skills, and abilities necessary to post-high school life and learning. Therefore, in order to receive a diploma from a Minnesota public high school, students must have demonstrated competence at or beyond the Required Level of Achievement" in:

- Reading to understand print media, consumer information, and literature of various types.
- Writing to communicate effective business, academic, and personal messages.
- Mathematics to solve problems in the language of numbers, shapes, space, and symbols commonly used in adult life.
- Scientific processes to interact effectively with the physical and biological worlds.
- Processes for interacting with government and community.
- Principles of physical health and wellness.
- And fundamental concepts of geography.

A student would have to meet the required level of achievement in these areas, which would be set on a statewide basis, in order to receive a diploma.

A Profile of Learning, in part three, described 13 competencies for a Minnesota graduate:

- Comprehends, interprets, and evaluates information received through reading, listening, and viewing.
- Uses strategies to understand and apply information from technical reading, such as manuals and research documents.
- Writes and speaks clearly for academic, technical, and personal purposes with a variety of audiences.
- Analyzes patterns and functional relationships in order to solve problems and determine cause/effect relationships.
- Applies data handling and measurement techniques to solve problems and justify conclusions.
- Applies methods of inquiry needed to conduct research, draw conclusions, and communicate and apply findings.
- Understands the past and continuous development of societies and cultures in human history.
- Understands how principles of interaction and interdependence affect physical and social situations.
- Applies informed decision-making processes to promote healthy lifestyles, social well-being, and stewardship of the environment.
- Understands the processes and meaning of artistic expression.
- Understands application of technological systems.

⁷³Ibid., 10B.

⁷⁴Ibid., 10B.

- Understands the effective management of resources in a household, business, community, and government.
- And communicates using a language other than English.

Students would receive a rating profile showing how well they achieved the competencies. Early graduation could occur if students received the highest achievement levels in both the requirements and the profile of learning.

Districts would have to select a student assessment system and submit their plan to the Commissioner of Education for approval. The first plan was to be due by March 15, 1995. Because districts could test students differently, the approach avoided the problems associated with a mandated statewide test, forbidden by the Legislature.

The department would have the responsibility to consult with college admissions personnel and employers nationwide and then develop a student transcript. Additional information from individual districts and schools could supplement the transcript.

The draft stated that a school would have "great flexibility" in the way it delivered the instructional program. The board reiterated that it would not prescribe any "scheduling pattern, instructional strategy, or curriculum. . . ."

The Board of Education endorsed this latest draft.

Governor Carlson feels that the draft is moving in the right direction but still needs to be more understandable: "We are turning the corner from the abstract to the semi-abstract [but] . . . it's still not understandable at the local barbershop. . . . Are they where I am persuaded that I would want to send my daughter, Jessica, age 10, through the system? No." The governor has pledged that if draft four meets with major public objections, there will be further drafts. "This is a healthy debate. But right now it's a muddled debate, it really is."⁷⁵

Indeed, as one looks back over Minnesota's history of OBE beginning in the late 1980s, there is no better word to describe the long debate than muddled.

WITH WHAT ARE WE LEFT . . . OR IS IT RIGHT?

The OBE debate has raised four issues that are crucial for contemporary education policy:

- How to judge quality in education.
- How to define outcomes.
- The Aquarian fallacy on the left.
- The nostalgist fallacy on the right.

Fortunately, despite the complexity of the issue, there is a policy strategy that can support establishment of legitimate academic standards while avoiding the pitfalls of transformational OBE. After discussing the issues that currently impede a solution, I will outline this approach.

Judging educational quality

The first issue for education policy today is how to judge educational quality. As noted, the focus on outcomes began as a legitimate effort to hold individuals, schools, and school systems accountable for

⁷⁵Nancy Livingston and Debra O'Connor, "It's Back to Basics for Grads," *St. Paul Pioneer Press*, December 12, 1993, 14A.

their efforts and to appraise quality by investigating what children are learning. The alternative is to focus on inputs and judge quality primarily by the resources going into the system -- for example, costs per-pupil, number of courses taken or years spent in school, and teacher-to-student ratios. This approach, however, cannot tell us much about what children are actually learning.

If we reject the approach that judges quality by outcomes or results, the only alternative is to utilize one that emphasizes resources and bureaucratic control of the means of delivering education. Although some school systems are indeed impoverished and there are fiscal disparities between communities, focusing on resources will not solve the problem of too many of our young people not learning nearly enough to live, work, and compete as adults. As a whole, American public schools spend plenty of money. Public school per-pupil expenditures have tripled in real terms since the 1950s and doubled since the mid-1960s. They rose by a third during the 1980s.

Killing off accountability for results -- as a focus on resources does -- plays into the hands of education's special-interest groups. They are far more often the reason for the problem rather than the source of the solution to what ails America's schools. Eliminating accountability for results plays into the hands of the following groups:

- Civil-rights and child-advocacy groups who fear that tests and assessments will cause more poor and minority youngsters to fail.
- Multiculturalists who believe that what children should learn, and those from whom they should learn, should depend on their race and ethnicity.
- Teacher unions, which do not want real consequences and unpleasantness to fall on educators whose incompetence causes their students to fail to learn.
- Teacher-training institutions, the occupants of which believe that only graduates of accredited teacher- or administrator-training programs should be allowed to teach in or lead schools or school systems.
- Educational progressives who believe that competition among students harms a child's self-esteem -- or, when competition is applied to other levels of the school, will harm the reputation of a principal, a school, or a local or state superintendent.

In sum, killing off accountability plays into the hands of almost every education interest group that benefits from public money routinely allocated for itself, and is likely to lose those automatic dollars if the means of delivering educational services are radically deregulated and the focus turns to results. (Obviously, this encompassing indictment does not apply to all members of these groups, most notably leaders such as the aforementioned Al Shanker of the AFT.)

The Clinton Administration, in its recently enacted *Goals 2000 Educate America Act*, has contributed to the effort to shift the focus from what our children learn to what education bureaucrats spend. Though ostensibly committed to some version of goals and standards, most of what this plan establishes in law will do more to harm than help American elementary and secondary education. There are three particularly onerous provisions in *Goals 2000* that will undermine the establishment of genuine academic standards for all our children.

First, a 19-member panel -- the National Education Standards and Improvement Council (NESIC) -- will certify education standards that states "voluntarily" submit to it. In reality, it will be a sort of national school board whose members will be the usual education-establishment suspects -- experts in school finance and equity and the long laundry list of educators, activists, and interest-group representatives. *Goals 2000* will make these bureaucrats more powerful than, for example, the National Governors' Association's Education Goals Panel. Because of this fact, the NGA withheld their endorsement of the final *Goals 2000* legislation.

Second, in judging educational quality, *Goals 2000* creates NESIC-sanctioned national delivery or opportunity-to-learn standards. The latter term is simply the new educational jargon for inputs and

services. These standards will measure whether there is an "adequate" supply of money, programs, and other human and physical resources in every school, every district, and every state. These are standards for schools, not for students. Moreover, these standards will certainly provide the impetus for new lawsuits aiming to force states to redistribute resources among various schools and districts.

Third, new federal dollars disbursed under *Goals 2000* may not be used for at least the next three years for "high stakes" tests that have consequences associated with them. This means that NESIC will not certify any test for promotion, high-school graduation, admission to college, or employment. The result will be neither a meaningful accountability system for educators nor any meaningful national testing system.

These three actions -- expanding federal control of education by the education establishment, emphasizing delivery standards for schools at the expense of performance standards for students, and blocking the development of an exam system -- do not bode well for the effort to focus on results. Other pending federal elementary and secondary education legislation mirrors this alarming trend. None of this will provide our students with an enhanced opportunity to learn. It will, however, provide education bureaucrats with expanded opportunities to spend, litigate, and regulate.

Examining and clarifying the fundamental and unbridgeable difference between judging educational quality from an inputs or resources perspective as opposed to an outcomes or results perspective (as we have done here) is instructive. Such an investigation demonstrates that the only hope for true education reform is to place primary emphasis on outcomes and results. If we accept the outcomes focus, the next challenge is to define outcomes in a way that allows for a standards-driven, results-centered, highly accountable education.

Confusion over what outcomes define

Today's educational fad -- transformational OBE -- has little in common with the content and performance outcomes in core academic areas espoused by those who gave the outcomes focus widespread national attention, particularly the nation's governors. Ironically, transformational OBE actually makes accountability impossible. Like many educational fads, it takes a sensible-sounding principle -- focusing on outcomes -- and hijacks its meaning so that its implementation will assure that its original purpose cannot be achieved. This raises a second issue for education policy: What is the word "outcome" to define?

As we have seen in the previous discussion, the typical "transformational" outcomes are vaguely worded and show little concern for core academic content. They are largely in the affective domain. They describe mental processes such as attitudes, dispositions, and sentiments -- behavioral and social outcomes rather than knowledge, skills, and other cognitive outcomes.

The transformational outcomes often deal with issues that may not be proper concerns of a school. The following examples from draft state OBE documents describe mandatory outcomes for all students. In Ohio a graduate is expected to be able to "function as a responsible family member . . . [and] maintain physical, emotional, and social well-being." In Pennsylvania "each student shall gain knowledge and have exposure to different cultures and lifestyles." And in Minnesota, the state expects schools to ensure that "the graduate demonstrates the knowledge, skills, and attitudes essential to . . . develop physical and emotional well-being." Unfortunately, such vague and inappropriate outcome statements are the rule rather than exceptions.

Furthermore, almost all OBE plans include long lists of outcomes, sometimes hundreds. The academic outcomes are few, and they are as vague as the nonacademic ones. They send no clear message about what knowledge, skills, and other understandings their designers expect children to master so that they can live, work, and compete successfully in the Twenty-First Century.

Having adopted, in principle, the idea and language of accountability -- a focus on results -- the education establishment presents governors, state legislatures, communities, and taxpayers with something else altogether. They propose outcomes -- developed mostly by overreaching education "reformers" -- that emphasize values, attitudes, and behavior and often mask quasi-political or ideologically correct positions. The outcomes are so vague as to make it impossible to measure whether students are achieving them in any useful and valid way. This approach undermines efforts to track and compare educational progress or failure. In short, the meaning now given to the term outcome-based education -- as reinterpreted by education "reformers" -- turns the process on its head and all but precludes real "results-oriented" accountability.

Many educators have never been comfortable with a focus on outcomes that would enable parents, politicians, and the general public to judge whether children were learning more and achieving at higher levels. If such a focus were instituted, educators could be held accountable for these results and expect consequences to follow -- positive or negative. Although politics made it impossible for educators to reject this orientation explicitly, they did continue their undercurrent of opposition. One important manifestation of this current is the effort to present an unclear and confusing definition of outcomes. In brief, education bureaucrats have used the language of accountability to avoid being held accountable.

How did this hijacking occur? Much of the problem occurs in the process and mechanisms used to generate the outcomes. Elected officials have given responsibility for specifying outcomes to panels or agencies dominated by people whose views on education do not agree with those held by the elected officials themselves. The results are predictable: Outcomes antithetical to the kind public officials thought they were mandating; accountability hijacked.

The fundamental problem with the outcomes being proposed by Spady and many others is in their conception of the purpose and role of education. This conception has deep roots in educational progressivism -- particularly the writings of John Dewey and his followers -- and in the viewpoint that it is possible and justifiable for educators to use the schools to create a new social order. Political analyst Irving Kristol provides a succinct description of this "progressive" viewpoint:

[It] aims to develop the "creative potential" of "the whole person" . . . which must not be discouraged by grading, tracking, strict discipline, a dress code, or intellectual discrimination of any kind. Intellectual excellence may be acknowledged, but not rewarded. Social cooperation, a warm and friendly attitude toward one's fellows, a capacity for enthusiasm about anything -- from turtles to rap music -- are all signs, of equal worth, that a youngster is being prepared to be a good citizen in a democracy.⁷⁶

It is clear that those who oppose what is currently called OBE are expressing legitimate concerns. If OBE means a focus on values, attitudes, and social skills, there is good reason to reject it.

The process of defining what our children should know and be able to do is too important to be controlled by state and local education bureaucrats. And it is far too vital and personal an issue to entrust to the tender mercies of an expanded federal bureaucracy. It must be under "civilian" control. It is the responsibility of policymakers to ensure that we select the correct outcomes. It is the responsibility of parents, voters, and other taxpayers to ensure that the policymakers do not lose their way. And the clear and unequivocal focus must be on core academic outcomes. Albert Shanker, President of the American Federation of Teachers, says it well: "Those pushing for reform should wake up and realize that, as presently conceived [i.e., vaguely worded, numerous, fuzzy outcomes], outcomes-based education will do . . . nothing to raise student achievement."⁷⁷

⁷⁶Irving Kristol, "The Inevitable Outcome of 'Outcomes'," *Wall Street Journal*, April 18, 1994, 14A.

⁷⁷Albert Shanker, "Outrageous Outcomes," *New York Times*, September 12, 1993, 7B.

The Aquarian Fallacy

Another important question is what sorts of outcomes the state can reasonably prescribe in government schools and what obligations it assumes in doing so. This is a fundamental issue confronting contemporary education policy.

Private schools as well as public magnet, specialized, and even the new independent public schools called charter schools are forthright in declaring what knowledge, skills, and understandings -- even values, attitudes, and behaviors -- they want to instill in students. These are schools of choice, however, and parents are not forced to send their children to them. Therefore, these schools feel obligated to express clearly what students will learn. The outcomes they describe seldom harbor hidden political agendas, even if the curricula they embrace are sometimes controversial.

There is, however, a huge difference between what is required in these schools of choice and what a state can reasonably require everyone to learn in a public -- that is, compulsory -- school, especially where this involves the broad and controversial outcomes proposed by some OBE advocates. Forcing parents to send their children to school is one thing. But for the state to declare that students cannot graduate from a government school they must attend unless they demonstrate values and attitudes the state prescribes -- even when these values conflict with what those students and their families believe -- has all the trappings of Aldous Huxley's *Brave New World*. All this is to say that the "Age of Aquarius" life roles and outcomes espoused by transformational OBE betray an unjustifiably grand view of what compulsory government schools can require of the students forced to attend them.

The situation becomes even more complicated when the state provides no means to assist the exit of children whose parents do not want to send them to public schools inculcating Aquarian conceptions of life roles. When a government prescribes outcomes that include values and attitudes, it takes on a correlative responsibility. It must provide families with the widest possible range of schooling options so that they may exercise a choice that meets their needs. If not, it should come as no surprise that the level of discourse on the issue of government-prescribed outcomes will be shrill -- as it has indeed become.

If a state refuses to allow a wide range of alternatives and some means to support these choices, it is left with only one option: Prescribing for government schools carefully circumscribed outcomes that reflect only the broadest public consensus on what students should learn. Such an agreement is most likely to be a consensus not on affective (e.g., "transformational") outcomes but on cognitive ones -- academic knowledge, skills, and understandings all children must master so that they can live, work, and compete successfully.

The Nostalgist Fallacy

Many OBE supporters argue that their opponents are almost exclusively religious-right fundamentalist Christians. This in itself has no bearing, of course, on whether the OBE opponents are correct. Moreover, although it is true that fundamentalists generally oppose OBE, it is misleading to claim that they are the sole or even primary opponents, or that no one is raising valid objections.

For example, some analysts object that there is no widespread "hard" evidence that transformational OBE works. There are a few jurisdictions where some success seems to have been achieved, but there has been no compelling, widespread evidence of success with transformational OBE.

Other critics argue that transformational OBE will "dumb down" the curriculum. They say that schools using it will have to lower standards to the least common denominator because not all young people have the same capacity to learn to high standards.

A variation of this objection is that OBE will hold back gifted and talented youngsters. In schools offering OBE, such students will either have to wait for slow students to catch up, or be kept occupied by helping them keep pace through peer cooperative learning arrangements in which students are placed in groups to work together on a project or subject.

Moreover, almost everyone acknowledges that implementing OBE will cost more money -- probably much more -- than the current system does. Teachers will have to be retrained, curricula revised, and new tests developed to take the place of traditional paper-and-pencil multiple-choice tests. This prospect leads some critics to ask the obvious question: Why spend more money on a wide-scale effort when there is no widespread evidence indicating that OBE works?

Pennsylvania has provided a telling example of opposition to OBE that was clearly not inspired by religious-right fundamentalists. The state affiliate of the American Federation of Teachers withheld endorsement of Pennsylvania's OBE proposal. The union believed that the state's OBE outcomes were not sufficiently academic.

While acknowledging that OBE has evoked a wide variety of objections and opponents, one can argue that many religious fundamentalists and others on the right generally unite behind one major objection. They believe that the schools and curricula of a bygone era are sufficient for our children today. From this perspective, schools should not attempt to teach children to think critically, weigh evidence, reason analytically and independently, or reach conclusions contrary to "established tradition."

Robert Simonds, President of the California-based National Society of Christian Educators and Citizens for Excellence in Education, is recognized as a national leader in the fight to oppose OBE. In a recent article, he wrote, "To them [the supporters of OBE, among whom he includes TheodoreSizer and John Goodlad], 'critical thinking' means teaching children to empty themselves of their own values (transmitted from parents, church, and culture) and accept a set of suggested values."⁷⁸ For Simonds and many others, critical thinking is an assault on religious faith and family values. In particular, to those whose world is bounded and defined by religious faith, it would be sacrilegious to oblige their children to become critical thinkers and independent questioners of authority.

One can understand and accept that parents become upset and dismayed when government schools teach doctrines that offend their deepest beliefs. And as mentioned, the situation is made more difficult when these families cannot exit the system unless they can afford a private school or the state allows families the option of home schooling. It is quite another thing, however, to believe that all government schools should refrain from teaching children the knowledge, skills, and understandings that allow them to become thoughtful, critical, and productive citizens. This issue poses a fourth dilemma for contemporary education policy. Those committed to education reform -- especially conservatives -- must resist the easy temptation to support a nostalgic view that the content and approaches to teaching used in government schools when today's adults were in school are good enough for today's children. They are not.

We must insist that today's children learn to higher standards than those faced by most prior generations of Americans. This process involves combining an extensive knowledge of facts and specifics -- those that make up what E.D. Hirsch calls our "cultural literacy" -- with the ability to think critically, understand complex relationships, and solve complicated problems. To give all children a chance to develop those abilities is a legitimate aspiration for public authorities.

Unholy alliance

There is no single remedy, no "silver bullet" that will cure the core education problem America faces: weak academic achievement, even among those who complete formal schooling. I have argued that the

⁷⁸Robert Simonds, "A Plea for Children," *Educational Leadership* (December 1993/January 1994), 15.

starting point for a remedy must be a focus on outcomes, not inputs or resources. Decades of preoccupation with inputs have led to the current sorry state: America's young people are not learning nearly enough for their or the nation's good.

The challenge we face is daunting. We must define outcomes in a way that allows for a standards-driven, results-centered, highly accountable education. While being plural and diverse in the kinds of institutions we create and the methods and means we use to reach standards, schools must have one aim: To prepare our young people to live, work, and compete successfully in the next century.

Unfortunately, many on both the left (the Aquarians) and the right (the nostalgists) are assaulting those who support the sound and common-sense notion that we should judge educational quality by what and how well children actually learn.

The Aquarians propose a collection of nebulous life roles, values, and attitudes rather than measurable academic outcomes. The standards they would create are federally sanctioned delivery standards that measure whether schools have enough resources to provide students with an "opportunity to learn." All this has one end: killing off accountability for results.

The nostalgists criticize the left's Aquarian life roles. Their grievances have more merit, however, than the alternative they propose: a return to the content and methods of a bygone era. *UPDATE THE BASICS*

Even more unfortunate is the fact that most education reformers of a conservative perspective have joined the nostalgists' assault or remained silent on the issue. Rarely have they articulated a different view that tries to combine the virtues and values of the past with the changed requirements and demands of today's world. This reticence plays into the hands of those who focus on inputs and spending rather than achievement results.

Ironically, the silent surrender of these conservative reformers leaves the door open for an unvoiced, unholy, and bizarre alliance: The left and education establishment, who favor more money for education and equalizing resources regardless of need and the taxpayers' ability to support such changes, and parts of the right, who fear that public schools will never accommodate their values. The OBE debate shows that education policy -- like politics -- makes for strange very bedfellows.

A twofold policy strategy

I believe that a twofold policy strategy provides a plausible way out of this thicket. First, we need high, uniform, but sensibly drafted academic standards for all our children and a system of accountability with real consequences for success and failure based on reaching those standards. Second, we need great diversity in the nature of schools and in the ways professional educators produce those results, with families free to choose those schools that best meet their needs.

Standard and tests. The nation's governors have continued to lead the chorus of those who speak forcefully on the need for high national outcome standards defining what all students should know and do so that they can live, work, and compete successfully as adults. Working through the bipartisan National Education Goals Panel, they reaffirmed this position in November 1993, approving a statement of five general principles that should guide adoption of national standards.⁷⁹

First, national outcome standards should be *voluntary*. No federal effort should be inaugurated to require states and communities to use them.

⁷⁹National Education Goals Panel (NEGP), "Promises to Keep: Creating High Standards for American Students" (Washington, D.C.: NEGP, November 1993), see especially "Executive Summary," D56-D60.

Next, standards should address core *academic* areas. They should not deal with nonacademic concerns such as students' values, beliefs, attitudes, and behaviors.

Third, national standards must be *world class*. While being uniquely American, the standards should be as rigorous as what other countries expect of their students.

Fourth, policymakers should use a broad-based, participatory, consensus-building process to develop outcome standards. This "bottom-up" process should include educators, parents, and community leaders.

Finally, standards must be *useful and adaptable*. States and communities must be able to design their own curricular plans using the broad outlines suggested by the standards. And the number of standards should be limited to the most important knowledge, skills, and understandings we expect students to learn.

These standards clarify expectations about what we want all our children to learn. They are of two kinds. Content standards define what students should know and be able to do. Performance standards define what level of learning is good enough. Several national efforts now underway are doing useful work in developing these standards. But states and communities are where the action should be in defining these standards. It is at those levels that disputes are likely to be encountered and need to be resolved.

None of this should involve standardization or a national curriculum. There must not be any federal demand to read certain books, teach specific courses in a fixed order, or meet precise federal graduation requirements. These and other issues should be decided by states and communities. SHOULD BE DECIDED BY STATE EDUCATION DEPARTMENT

Also, good tests are needed, to determine whether and how well students are learning what is taught. These exams, however, would not be more of the same standardized tests we have now, where many of our children live in a Lake Wobegon world where most are above average. These would be tests that teachers teach to and that have consequences for graduation, employment, and higher education. For those who work in the schools, compensation and advancement would be based on these results.

These tests examining the academic learning of students also need to permit individual student results to be compared across schoolrooms, schools, districts, the states, the nation, and internationally. And although tests are an important indicator of success, they are not the only ones. Other types of timely, reliable, and comparable information such as college entrance rates and placement in the workforce must be collected and made understandable to the public.

We should begin using the best testing tools we have rather than wait for the perfect tests. To assure fairness, such a system should be implemented in phases and be independent of those who govern, manage, and teach in the schools.

Almost every modern society the United States trades or competes with has woven these elements into its education system. We owe at least as much to our young people, especially those we label "at risk and disadvantaged." For them in particular, expectations in school are almost always low and the curriculum watered down. Demanding less of these children does not provide equity. It is served by demanding much of all and helping everyone meet these standards.

In summary, standards and tests comprise one element of a sensible twofold education policy strategy we should pursue as a nation.

Diversity and choice. The second element of this twofold policy strategy is great diversity in the types of schools children can attend, the approaches to instruction professionals use, and the

preparation individuals receive to become educators, with families free to choose the schools which best meet their needs.

For the most part, while the world, our country, and our families have changed, all of them quite dramatically, our schools have not. Though some diversity has always been a part of our nation's schools -- open schools, alternative schools, Montessori schools, magnet schools -- it has been a minor element. The predominant model today is an 8 a.m. to 3 p.m. day, Monday through Friday, nine months a year, with one teacher trained by a university school of education, lecturing most of the time, using little more than the technology of the book. We are too big and diverse a country to expect this one school model to fit everyone's needs. Schools must become much more distinctive and diverse to meet the different needs, values, styles, traditions, and concerns of many different young people, families, educators, and communities. This process is taking place, though far too slowly.

As states and communities begin to adopt standards and adapt them to their different situations, they will focus attention on and judge quality by the academic results students achieve. There will be less monopoly control and centralized government regulation of schools, what they do, and of how educational services are delivered. This decentralization will lead to greater diversity, rather than uniformity, in the ways schools organize and configure themselves and in the methods and techniques teachers use to teach to these high standards.

Deregulation must also apply to the education profession. In our quest for educators, we cannot limit ourselves to graduates of teacher or administrator training programs. We need to foster different paths into the classroom and the administrator's office. Individuals with sound character who know their subjects, want to teach children, and are willing to work with master teachers to learn the art and craft of teaching should be permitted to teach or administer in America's schools.

One example of the effort to give families more choices of distinctive schools and programs is the move to create independent public schools -- what some call charter or outcome schools. Led by Minnesota, about 10 states have enacted charter-school legislation, and several others are considering it. Though details vary by state, such plans allow teachers and other qualified individuals, including parents, to request permission from a designated local or state authority to start a new charter school. These schools of choice -- teaching to world-class standards of achievement -- attract students. No one is assigned to them.

The terms of the charter free teachers from the regulations and bureaucratic red tape that strangle originality and diversity. In exchange, the teachers are held accountable (within realistic bounds, of course) for student learning and mastering agreed-upon knowledge and skills. In short, teachers swap red tape for results and develop a system of accountability based on well-defined outcomes -- the original deal first proposed by the governors in 1985 and reiterated at the Education Summit in 1989.

Ted Kolderie says, "The object of charter schools is not just to create a few good schools [but] . . . to improve all schools. Districts do not want to lose kids and the money that comes with them. They will make improvements . . . to attract kids back from charter schools or . . . before a charter even appears."⁸⁰

In this and other examples, a new understanding of the nature of a "public" school and its governance begins to emerge. Any school that embraces world-class standards, meets nondiscrimination, health, and safety requirements, and is held accountable for its results becomes a public school, without reference to whether a government school board owns, operates, or funds it. The responsibility of a public school board is to make sure that families have the broadest number of enrollment options available to them and that these schools charge reasonable prices, and then hold the schools accountable

⁸⁰R. Craig Sautter, *Charter Schools: A New Breed of Public Schools* (Oak Brook, IL: North Central Regional Educational Laboratory, 1993), 5, quoting Kolderie; see also Ted Kolderie, "Charter Schools: The States Begin to Withdraw the 'Exclusive'," *Network News and Views*, February 1994, 103-108.

for their academic results. This approach could lead to boards contracting out services, including the management of schools by for-profit groups.

If we succeed in creating schools that focus on results -- by teaching to high, world-class standards, providing teachers and principals with less red tape and more flexibility, and making schools increasingly diverse -- it will make less and less sense to have education bureaucrats or courts assign children to schools. Schools will attract students. By their choices, parents will keep the standards high, because they will have the ability to vote with their feet -- and their pocketbooks. The present monopoly of education by government schools must be overcome.

The extent of this choice is controversial. If public schools are defined and reconfigured in the way suggested here, much of what needs to be done can occur under public-school choice. Though many would disagree, I believe that choice plans should include private schools, including religious ones. These schools should have the option to become part of any publicly funded choice system, subject to the same small amount of regulation applied to the "reinvented" public schools described here. Such plans could also provide some help to parents who choose to send their children to any lawfully authorized home school.

There are various proposals as to how schools would receive money under a choice plan that includes today's nongovernment schools. We should do on the elementary and secondary levels what we did on the university level after World War II: Create a G.I. Bill for children, which would provide families with scholarship dollars to spend at the school of their choice or even purchase additional academic services for their child. Since these scholarship dollars would be aid to families, not to schools, they could be used at any lawfully operating school -- public, private, or religious. Aid to families has been recognized by the Supreme Court as avoiding the constitutional difficulties that exist now under the establishment clause of the First Amendment to the U.S. Constitution.⁸¹

Concluding word

Pursuing the twofold strategy suggested here will lead to a different and renewed idea of education, one that serves the public interest and prepares our young people to live, work, and compete in the next century. The resulting system will have high academic standards for all students, test for results, and provide teachers and principals with more flexibility and less red tape while giving families more choices among schools. Viewed in this way, an education that focuses on outcomes is a cure for what ails America's schools.

⁸¹For an overview of the constitutionality of plans to give families more choices among all schools, see Amy Stuart Wells and Stuart Biegel, "Public Funds for Private Schools: Political and First Amendment Considerations," *American Journal of Education* (May 1993); Edward McGlynn Gaffney, Jr., ed., *Private Schools and the Public Good* (Notre Dame, IN: University of Notre Dame Press, 1981), especially Part 3: Constitutional Perspectives. See also Congressional Research Service, *Memorandum on the Constitutionality of Education Vouchers* (Washington, D.C.: The Library of Congress, January 1, 1992), 1-5; Michael W. McConnell, "Multiculturalism, Majoritarianism, and Educational Choice: What Does Our Constitutional Tradition Have to Say?" *University of Chicago Legal Forum* 123 (1991), especially 134-151. Even Lawrence Tribe, a well-known and politically liberal constitutional scholar, sees no serious constitutional questions. He has said, "Given the existing doctrine about the separation of church and state, I do not see a serious First Amendment problem in a reasonably written voucher program." See comments by Tribe and other legal authorities: "Breaking the Church-State Wall," *Time*, September 16, 1991, 55; and "Can Vouchers Hurdle Church-State Wall?" *The New York Times*, June 12, 1991, 5B. And of particular pertinence in Minnesota, see Jon S. Lerner, "The Constitutional Case for Universal School Choice in Minnesota," Center of the American Experiment, October 1993. The following Supreme Court cases on this issue are especially noteworthy: *Mueller v. Allen*, 463 US 368 (1983); *Witters v. Washington Department of Services for the Blind*, 474 US 481 (1986). The 1993 Supreme Court case of *Zobrest v. Catalina Foothills School District*, No. 92-94, presented the related question of whether the Establishment Clause prevents a government from providing a sign-language interpreter to a deaf child in a sectarian high school when it is part of a general program of providing interpreters to all with disabilities. The Court ruled that the Establishment Clause does not bar the provision of a publicly funded sign interpreter for a deaf child who attends a Catholic school.

Goals 2000

EDUCATION IMPROVEMENT PLAN

Minnesota Department of Children, Families and Learning

Bruce Johnson, Commissioner of Education

Minnesota Goals 2000
Education Improvement Plan

October 1995



November 1, 1995

Bruce Johnson, Commissioner
Department of Children, Families and Learning
550 Cedar Street
St. Paul, Minnesota 55101

Dear Commissioner Johnson:

As chair of Minnesota's Goals 2000 Panel, it is my pleasure to present to you the Minnesota Education Improvement Plan for submission to the U.S. Department of Education for the second round of Goals 2000 funds. The plan, developed in accordance with the criteria under Title III of the Goals 2000: Education America Act, describes Minnesota's process for developing and implementing challenging content and performance standards with the steps necessary to ensure the education system is prepared to assist students in meeting these high standards.

The panel played a major role in examining the status of reform initiatives and current programs, identifying areas needing further development and alignment, and directing the development of Minnesota's Education Improvement Plan. The 32 members were jointly appointed by the Governor Carlson and former Commissioner Linda Powell and represent the various categories of stakeholders that make up Minnesota's community of learners.

We are pleased with the final product and feel it not only meets the criteria required for acceptance by the U.S. Secretary of Education, but also articulates the vision for educational reform in Minnesota.

Sincerely,

Diane Heim Vollmers

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Page: iii

"In 1993, 1994 and 1995, the State Board of Education reviewed, discussed and endorsed drafts of the various components of the developing proposed rule. The State Board adopted a schedule of rulemaking to phase in the *Basic Requirements* and the *Profile of Learning* over a three-year period."

Page: v - The Department of Children, Families and Learning

"In accordance with legislation passed in 1995, and effective October 1, 1995, the Minnesota Department of Education (MDE) was abolished, and a new Department of Children, Families and Learning (CFL) was established."

"The new department will retain the learning programs formerly housed in the MDE. In addition, selected programs designed to serve communities, families, and children throughout the state will be transferred to CFL from the Department of Human Services, Department of Economic Security, Department of Corrections, Department of Public Safety, and Office of Strategic and Long Range Planning."

Page: v - Collaboration and Service Co-Location

"Education reform depends on comprehensive support services. Many Minnesota students come to school each day with personal, family, and social problems that interfere with learning, school attendance, progress toward graduation, and future employability. The problems are frequently multi-faceted and interrelated. The multiple problems of children, youth, and their families cannot be fully addressed or resolved by the public education system alone. Educators must work with the larger network of community service agencies to address these needs effectively. Collaboration requires education, health, and community service agencies to establish joint goals and actions and to coordinate resources in order to serve young people and their parents effectively."

(Our government has decided that the school system must correct societies ills. I believe government policies in many instances has added greatly to these ills. Here we go again.)

Page vi - Lifework Development (School-to-Work)

"Minnesota's school-to-work system for lifework development is aligned with the graduation standards and will help learners prepare for these important life roles in a deliberate, purposeful manner. The primary purpose of CFL's Office of Lifework Development (OLD) is to implement Minnesota's comprehensive system of education and employment transition... These components include work-based learning options, such as youth apprenticeship and TechPrep; lifework planning and career counseling; work-based curriculum and instructional methods, marketing, research and development; system assessment and accountability; learner assessment; support services; professional education; and an occupational information system."

Page vi - Technology Support

"For students, the ability to use technology is recognized as an indispensable skill. The Secretary's Commission on Achieving Necessary Skills (SCANS) stated this in the strongest terms, "those unable to use (technology) face a lifetime of menial work."

(The SCANS - is a federal document.)

Page vi:

"The state legislature provided \$ 32.5 million toward improving technology in the state for K-12 and higher education over the next two years."

Page vi:

"The Minnesota Educational Effectiveness Program (MEEP) has demonstrated to be a successful school improvement initiative that prepares site teams to move toward a results-based education system. School site teams have combined what we know about best practice, the change process, and shared decision-making. MEEP expanded from 26 pilot school sites in 1984 to more than 850 sites in the 1993-94 school year."

Page vii:

"In preparation for implementation of the graduation standards and Goals 2000, MEEP II was created in 1994. The change from MEEP I to MEEP II involved a shift in focus away from the learning environment and toward student performance...MEEP II programs are operating in all Minnesota schools and serve as the regional delivery system that provides statewide support."

Page vii : Minnesota Center for Student Performance

"The Minnesota Center for Student Performance was recently established in the Anoka-Hennepin School District to develop model assessment packages for the graduation standards and to provide assessment training to implementation technicians who are based in all school districts in the state. The training focuses on teaching teachers how to grade in the new system....The Center for Student Performance is also implementing a Certified Assessment Training (CAT) program, which certifies school staff to train teachers in performance assessment."

Page vii: Best Practice Networks

"Best Practice Network (BPN) in mathematics, reading, writing, and science have been established across the state....Additionally, teachers are trained by Seek Education Equity and Diversity (SEED) in effective teaching methods of broadening their lessons to include examples relevant to students of color."

Page 1: Goals and Objectives

"Minnesota's mission and goals for education are derived from constitutional and legislative directives and from input provided by the many stakeholders in education."

Page 1: Mission for Education

"The system focuses on the learner, promotes and values diversity, provides participatory decision-making, ensures accountability, models democratic principles, creates and sustains a climate for change, provides personalized learning environment, encourages learners to reach their maximum potential, and integrates and coordinates human services for learners. (Minnesota Statute 120.0111)"

Page 2 & 3 : Education Goals

"The current goals and priorities toward the Minnesota Department of Children, Families and Learning directs its efforts are derived from three sources: *Challenge 2000*, a vision of change for the 21st century and beyond, shaped through the input and contributions of Minnesotans and adopted by the State Board of Education in 1989; *Minnesota Milestones*, representing statewide goals derived from public hearings in 1991 and 1992; and eight national education goals outlined in *Goals 2000: The Educate America Act*."

"These goals are summarized as follows:

Learning Readiness

All children in Minnesota will enter school ready to learn, with parents and families prepared to support and participate in their children's learning."

Learner Achievement

All PreK-12 learners in Minnesota will demonstrate attainment of both the Basic Requirements and the Required Profiles of Learning as defined by rigorous graduation standards (including high standards in math and science achievement), which will prepare them for responsible community participation, lifelong learning, and productive work."

Teacher Education and Professional Development

All education personnel in Minnesota will acquire and use the knowledge and skills needed to prepare all learners to achieve appropriate learning goals.

Parental and Community participation

All Minnesota schools will establish partnerships with parents and communities which result in the collaborative promotion of the social, emotional, and academic growth of children."

Page 3:

"With the creation of the Department of Children, Families and Learning (CFL) and the development of graduation standards, Minnesota's education system is undergoing substantial and substantive change."

Page 5:

"In developing the proposed graduation standards, the State Board and CFL have sought to learn from the experiences of other states and have welcomed critical analysis and input from national experts in the area of educational reform and accountability."

Page 6 & 7: COMPONENTS OF MINNESOTA'S GRADUATION STANDARDS

"Minnesota's graduation standards specify what students must know, do, and understand before leaving high school. They establish a high level of learning for all Minnesota students and contain three major components: The *Comprehensive Education Goals*, which come from the Secretary of Education's Commission on Achieving Necessary Skills (SCANS) and the many results-oriented reform movements in education; the *Basic Requirements*, which evolved from the minimum competency movement; and the *Required Profile of Learning*, which is evolving from the high standards movement."

Page 7 & 8: Basic Requirements

"The state will set the required levels of achievement, although local school districts will have the option to set higher measures for their students. The Basic Requirements provide a safety net to catch students who are "falling through the cracks" and not graduating with the skills they need to live and work in today's society. It is expected that most students will achieve the Basic Requirements early in high school, allowing them to spend the remainder of their time focused on the Required Profile of Learning."

Page 9 & 10: Implementation Timeline for Graduation Standards

"The Minnesota Goals 2000 Technology Plan is using the graduation standards as its foundation. The state will phase in the technology plan concurrently with the graduation standards implementation plan. As each standard is developed for graduation, additional benchmarks are being established for grades 3, 5 and 8. By using the standards and benchmarks as a guide, districts will apply technology at all grade levels for instruction and assessment.

Districts will also use the program standards which are being developed for school-to-work and vocational programs."

Page 10:

"The Profile of Learning, on the other hand, is designed to challenge students' academic capabilities to the fullest. The content standards for the Profile are based on extensive research which took into account the skills, abilities, and performance needs of the adult world now and as projected into the future.

- a study of documents such as the Secretary of Labor's Commission on Achieving Necessary Skills (SCANS) report and the National Assessment Of Educational Progress (NAEP);
- a review of state assessment tests and post-secondary admission requirements and recommendations;
- consultation with and direct involvement by a broad clientele, including leaders in business, industry, the military, and post-secondary institutions; and
- guidance and recommendations from focus groups, including parents, educators, And other citizens.

The content standards associated with the Profile of Learning are being established through statewide consensus among education professionals and other stakeholders in education. These content standards are designed to be interdisciplinary, aligned with national standards, incorporate the rigorous educational demands of post-secondary institutions, and meet the demands of employers for highly skilled workers."

Page 11:

"Although the Standards of Distinction are not officially part of the proposed graduation standards, the State Board has encourage CFL to continue development of the concept."

Page 11:

"The Perkins Act requires the implementation of a statewide system of core standards and measures of performance for secondary vocational education programs. The Vocational Education Program Standards, the measures to be developed, and the graduation standards will combine to meet the requirements of this Act. These standards will assist students in seeing the relevance of their education to the career directions they are pursuing. The Vocational Education Program Standards and the graduation standards coordinate with recently passed legislation for an Education and Employment Transition System (EET) which incorporates concepts of school-based learning and work-based learning for K-12 and beyond."

Page 13: Gifted and Talented Students

"The needs of Gifted and Talented students will be met through two processes already deployed. One process brings together teachers of Advanced Placement, International Baccalaureate, Post-Secondary Enrollment Options programs, and College in the Schools programs to integrate those high challenging learning opportunities into the state graduation standards. In addition, the process for developing the state graduation standards includes a process for developing Standards of Distinction which are designed, and often delivered, by external consumers to challenge even the most capable learners."

Page 14 & 15:

"The new standards will establish learning requirements that are the same in every district across the state."

"The graduation standards provide the framework to help schools more closely align their curriculums with the demands of modern society. The current curriculum structure was developed in the 1920s and has not been changed substantially since. For example, the English discipline has used a literature-based curriculum, specializing in the interpretation and criticism of novels and poetry. Research for the graduation standards indicates that the needs have changed, and emphasis will be shifted to evaluation of reading and technical reading and writing."

Page 16:

"School districts will have the option of adopting model assessment packages, adapting them, or adopting their own assessments providing they are comparable to the model packages."

"To verify student achievement in the Basic Requirements, districts may use state tests, standardized tests, or locally developed tests that have been validated against state standards. While these specifications are conceptual enough to allow for local decision making in materials and textbooks, they clearly specify the standards and processes so that consistency is maintained."

Page 18:

"By the year 2004, all students who graduate will have completed all required elements of the required Profile of Learning. Students in grades 3,5, and 8 will have been assessed to determine their progress toward the high Profile of Learning standards by the end of the 1998-99 school year and yearly thereafter."

Page 19 :

"The data recording system and report format, including a computer software package for statewide use, is currently being developed under contract with a vendor. The computer system module being developed will capture data reflecting learner achievement of the standards; provide progress reports; interact with the other systems used for student record keeping, attendance, and scheduling by districts; and permit telecommunication transfers of data between schools and districts if the student moves."

"External consumers are currently being convened in numerous regional and specialized meetings to advise what information should be on the individual and aggregated reports and how these reports can best be used to provide opportunities for students during their school experiences and thereafter. The goal is to develop and implement the module by early 1996."

Page 21: Grant Recipients

"The state of Minnesota awarded 11 grants to consortia school districts, school districts, or school sites under the first phase of Goals 2000: The Educate America Act. The grants funded three Preservice projects, three Professional Development projects, and five Districtwide Reform projects."

Page 24:

"Several of the pre-service, professional development, and district reform projects funded under the first phase of Goals 2000: The Educate America Act focus on familiarizing teachers with the graduation standards and Goals 2000 and on developing teachers' capacity to provide high quality instruction. CFL staff are following the progress of the grant recipients in order to identify promising results from projects which improve the professional development of teachers."

Page 25:


"In addition to the efforts described above, CFL is utilizing several strategies to build capacity at the district and site levels including a systemwide staff development effort, statewide partnership efforts, and a restructuring of our teacher licensure system that will be aligned with the graduation standards."

Page 25:

"Each best practice content area contains a strand related to diversity. Teachers are trained by Seek Educational Equity and Diversity (SEED) in effective methods of broadening their lessons to include examples relevant to students of color. Practitioners in each content area are given further training on the instructional implications of the graduation standards which will lead to increased achievement of all learners."

Page 28:

"provide an inclusive curriculum for a racially, ethnically, and culturally diverse student population that is consistent with the state's rule for inclusive education and the local school district's plan for inclusive education;"



Page 29:

"OTLS are indicators of school quality that focus on the extent to which schools are improving student performance. They focus on evidence that all students have access to curriculum, teaching, and a learning environment that will enable them to reach high standards, and that all students have a fair opportunity to reach high performance set by individual states and the U.S. Department of Education (USDE)."

Page 31:

"Minnesota's graduation standards are designed to promote statewide education reform."

"These strategies have been developed in partnership with Indian tribes to improve consistency and compatibility in curriculum among public elementary and secondary schools serving American Indian students."

"Minnesota's education system is leaving the 'usual way of doing business' behind and creating a transformed education system. The creation of the new Department of Children, Families and Learning (CFL) will provide more effectively delivered services for children and families. The new agency will continue to serve the education community, but with a broader vision. The law requires a partnership planning team and family advisory group of 15 persons appointed to advise the commissioner on the structure of the new agency, potential funding reductions, funding consolidation and an appropriate advisory board structure. The team must include representatives from community-based organizations that serve primarily communities of color."

"The measure of success for the new Department of Children, Families and Learning (CFL) is not only how well students learn in Minnesota, but also how well the department provides support services for their education."

Page 32:

"Every district in the state will identify a person to be trained."

"CFL's Office of State and Federal Programs has established a partnership with the Office of Teaching and Learning to coordinate staff development efforts so that professional development plans that meet both state and federal requirements are coordinated and based on reliable assessment data."

Page 39:

"Minnesota has also taken steps to recruit and retain teachers of color and restructure its teacher licensure system so that it is performance-based and reinforces the accountability system being developed."

Page 39:

"In 1993, the Minnesota Legislature and the State Board of Education undertook a comprehensive review of all rules governing preK-12 education programs in Minnesota. As a result of that review, the Legislature repealed more than 230 education rules.)"

Page 41:

"Implementation of this process initially requires the development of a computer software package that will collect aggregated data on student achievement from districts. The software will be field-tested at the pilot sites during the 1995-96 school year and then implemented statewide. At this point, aggregated test scores from the Basic Requirements tests and assessment criteria from the Profiles of Learning are the only indicators identified for collection."

Page 41:

"In 1995, the Minnesota Legislature authorized \$ 120,000 for a feasibility and design study to develop a statewide accountability report. The scope of work specifies that CFL must assess the current availability of critical data-based information about student performance; establish the feasibility of using information from existing sources for statewide accountability; recommend additional data-based elements and data collection strategies that will provide for ongoing assessment of educational progress and improvement; and development of recommended methods of improving the coordination and dissemination of local accountability reports as part of a statewide reporting system"

Page 43: Efficient Management of Human and Financial Resources

"The need to establish a system that maximizes both human and financial resources is essential in the process of systemic reform. In 1991, the former MDE went through a restructuring process which included training for staff on the principle of Total Quality Management, and called for programs to be organized in teams according to functions. In 1993, the organizational structure was further refined to reflect work on the graduation standards, assessment packages, anticipated federal action of the reauthorization of the Elementary and Secondary Education Act, and other state and federal legislation."

"A continued goal has been to efficiently manage resources and direct them toward leadership activities that will ultimately result in better student performance. Such activities include:

- consolidation of federal administration dollars under the Improving America's Schools Act;
- identification and support of initiatives, like parent involvement, which cross over team functions;
- support for technology for communication among staff in CFL and between CFL and districts;
- support for merging state and federal programs with similar purposes or which complement each other, with the goal of increased student performance;
- support for consolidating individual district applications into one comprehensive plan; and
- support for a regional concept for service delivery to districts and communities regarding implementation of the graduation standards."

Page 45: Effective Benchmarks and Timelines

"Minnesota's graduation standards include benchmarks to show developmental progression, describing what students should know and be able to do in order to be on target for achieving the standards before they graduate. The approach is beneficial because students will not be measured against each other. Rather, benchmarks:

Page 45: Benchmarks continued

(1) help teachers design classroom assessments that show how well students are progressing, (2) help schools offer opportunities for students to learn these major ideas and ways of thinking in different settings, and (3) help districts coordinate teaching methods so they build on each other."

Page 45 & 46 : Graduation Standards: Profile of Learning

"The focus is on complex thinking skills as well as facts and information."

"Few students, however, can reach the high standards of the Profile without adequate preparation. Therefore, the benchmarks show developmental progression within an element: they describe what students should know and be able to do at grades 3, 5, and 8 in order to be on target to achieve the standards before they graduate.

- Teachers will use the outlines to design classroom assessments that show how well students are progressing. The outlines also will help focus instruction and define success.

For example, students in all grades must organize ideas as they write. Primary students may be learning organization by classifying objects into groups and explaining their choices. By graduation, students will be able to write a lengthy paper or give a speech with clearly organized, abstract ideas."

- Based on the outlines, schools will be able to offer opportunities for students to learn these major ideas and ways of thinking in different settings.

For example, students can show their understanding of how societies change by tracing developments in the arts, politics, or technology. No matter what the topic, the process of societal change will form the basis of the assessment."

Page 47 & 48 : Minnesota's Action Plan

"The vision for balanced accountability outlined in the introduction was used to develop the action plan. This action plan reflects the reality that action at one level (state, district, site) impacts the other two levels and is linked to student performance. The plan also acknowledges that a balanced system of accountability links educational inputs and processes with measurable student performance.

The action plan addresses sub-sections (c-j):

- c) Teaching, learning, standards, and assessments
- d) Opportunity to learn standards and strategies
- e) Governance, accountability and management
- f) Parental and community support and involvement
- g) Making the improvements systemwide
- h) Promoting bottom-up reform
- i) Dropout strategies
- j) Coordination with school-to-work programs

The action plan which addresses these sub-sections at the state, district, and site levels is found on pages (51-59). We have also indicated fiscal, human and physical resources when appropriate."

Page 48: Graduation Standards

"A data recording system and report format for the graduation standards are currently being developed under contract with pilot sites. A computer software package will be designed for statewide use. The system will be field-tested at the pilot sites during the 1995-96 school year and then implemented statewide."

"CFL staff will conduct regular audits of local school districts regarding progress in implementing the graduation standards. Beginning with the 1998-99 school year, CFL will audit one-fourth of Minnesota's school districts each year, so that a first round of audits of all school districts will be completed during the 2001-02 school year. Apparent discrepancies between the expectations contained in the graduation standards and levels of students' achievements will be discussed with the school districts where such discrepancies occur."

Page 49: Readiness to Learn

"The Work Sampling System sets benchmarks for child achievement in seven domains that are assessed at three points throughout the school year. This can begin at age three and continue through fifth grade."

Page 49: Technology Support

"The state has a contractor developing a data system specifically designed to support the graduation standards. The system will be able to provide individual student reports, reports for individual classes, schools and districts. The software will be utilized at the district level to track and report progress toward reaching the standards."

"To further promote results-oriented education, the 1995 Legislature allocated \$ 5.4 million to be distributed in the form of grants to districts."

Page 60 & 61 : State Audit

"The proposed implementation plan for the graduation standards calls for auditing of school districts to begin in the fall of 1998 and to be completed by spring of 2002. One-fourth of the school districts will be audited each year.

The auditing process will require a school district to "lay out" its assessment program for the Basic Requirements and the Profile of Learning. Student work identified by the district as meeting the high standards of the Profile of Learning will be reviewed. Student achievement will be verified by comparing results on district assessments to statewide assessment results.

Statewide assessments will be used to determine if progress is being made in improving the school system as a whole and to identify schools not adequately providing for student achievement of the Basic Requirements and Profile of Learning."

Page 61:

"The second round of Goals 2000 funds will be used to award grants to districts that have developed plans which meet the criteria outlined in these workshops and approved by CFL."

Page 62: Review Process

"It is expected that the State Board of Education will adopt the graduation rule early in 1996. As to those elements of the graduation standards specified and in this rule, the State Board can employ a process already in place for making changes in any of its rules. This process requires public hearings which provide ample opportunities for input from the public. The Board also can use an existing procedure for waiving any of its rules on a request basis. A school district may avail itself of the waiver procedure if a particular rule does not promote learning for its students."

Page 63: Coherent and Coordinated Strategies

"As previously stated, the Department of Children, Families and Learning (CFL) was established as of October 1, 1995 to improve the coordination and integration of state and local programs serving children and families. Currently, the Department is organized into teams based on functions and program priorities. The current organizational structure has approximately 21 teams. The opportunity to team across programs prior to the reauthorization of the Improving America's Schools Act (IASA) among the Office of State and Federal Programs (OSFP) and other offices in CFL has been instrumental in identifying the following barriers and solutions with respect to accomplishing Minnesota's education goals."

Page 63: Identified Barriers - Duplication or Fragmentation of Resources and Services

"There is often a lack of coordination and communication between federal and state programs at both the state and local levels, resulting in duplication or fragmentation of services."

"Individual federal and state programs have their own staff development initiatives, usually included in the respective applications. As a result, there is little evidence of coordination, cross-training, and long-term planning."

"Parental and community involvement activities at both the state and federal levels are fragmented, resulting in lack of coordination and awareness of existing resources and efforts."

Page 66: Integration Between Minnesota Education Reform and Goals 2000 Funds

"The Goals 2000 funds have been used in Minnesota to support teleconferences to inform citizens about the graduation standards. CFL also utilized these funds to develop brochures, information, a survey for citizens and posters about Goals 2000 for every school site in the state."

"The grants awarded with the initial funds under Goals 2000 already indicate that LEAs are making a concerted effort to use the funds for implementing facets of Minnesota's education improvement plan. Although each application was unique, the grant applications of the 11 recipients had four major themes: a focus on results, a high degree of integration with the graduation standards, specific attention to the eight national goals of Goals 2000, and use of instructional technology."

Page 66:

"Upon approval, districts that send a representative to be trained and submit an improvement plan for implementation of the graduation standards will receive a grant for implementation from round two of the Goals 2000 funds."

Page 67:

"Moreover, CFL central office staff, local school district personnel, and the Goals 2000 Panel are in the process of developing reporting forms for each of the eight national goals. As currently drafted, the report would require each school to supply, among other information, data on student initiatives designed to enhance student performance."

"The Perkins Act requires the implementation of a statewide system of core standards and measures of performance for secondary vocational education programs. The Vocational Education Program Standards, the measures to be developed, and the graduation standards will combine to meet the requirements of this Act. These standards will assist students in seeing the relevance of their education to their career directions."

Page 67: Coordination with Vocational Education

"The Vocational Education Program Standards and the graduation standards also interface with recently passed legislation for an Education and Employment Transition system (EET) which incorporates concepts of school-based learning and work-based learning for K-12 and beyond. The new delivery system provides for building partnership of collaboration with educators, students, parents, state and local agencies, business and industry, and other community members and organizations to connect all education- and employment-related programs using the EET System as the framework. Integration of secondary vocational education with academic education provides the foundation for tech prep, apprenticeship programs, school-to-work grants, and two- and four-year post-secondary education programs."

Page 68: School-To-Work Opportunities

"Minnesota's model for developing an Education and Employment Transition System (EET System) is focused on creating opportunities that will allow all Minnesotans to make successful transitions between education and employment throughout their lives. Minnesota's restructured system will be successful through state and local multi-sector partnerships that focus on a lifelong approach to education and employment transitions."

"The plan for Minnesota's EET System includes an array of quality work-based learning, school-based learning, and connecting activities specified in the School-to-Work Opportunities Act (STWO Act)."

"Partnerships will be designed to include employers, organized labor, workers, K-12 and post-secondary educators, learners, parents, community organization representatives, and representatives from related governmental agencies (e.g., the departments of Economic Security, Education, Human Services, Labor and Industry, and Trade and Economic Development).

"A lifelong approach to work force concepts: The EET System will transcend the traditional K-12 educational system and address the lifelong needs of learners."

14

Page 68:

"Standards by which to access success: The EET System will be driven by a central set of standards as articulated by the Secretary's Commission on Achieving Necessary Skills (SCANS), Goals 2000, and the Minnesota graduation standards. All system efforts will be geared toward developing the academic and technical skills of the learners as measured against these established standards."

(I am guessing, but I believe this EET System was renamed in 1996, to MN School to Work Initiative.)

Page 73:

"The development of the standards began several years before passage in 1994 of Goals 2000: The Educate America Act. Public meetings and forums on the graduation standards were held throughout the state before the appointment of the Goals 2000 Panel."

"The panel has developed an informational brochure on Goals 2000 designed for dissemination throughout the state."

"To receive public input, the panel developed and disseminated a "Goals 2000" survey of citizens throughout the state."

Page 75: Broad-Based and Enduring Support for the Proposed Plan

"In developing the standards, the State Board of Education and the former Minnesota Department of Education (MDE) received input from educators, parents, policy makers, and many other concerned members of the public through a variety of formats. The Department of Children, Families and Learning (CFL) will continue to have ongoing dialogue with representative groups."

"Although those who attended the meetings were generally supportive of the graduation standards, participants did raise a number of concerns. The issues raised most frequently included loss of local control, cost of implementation, measurement of student achievement, and methods of monitoring and record keeping. To the extent feasible, these concerns were addressed in developing the new system for graduation standards."

Page 76: Evidence of Broad Statewide Support

"The former MDE sponsored six statewide seminars about the Graduation Standards for more than 120 representatives of business, labor, agriculture, industry, government, the military, and post-secondary education. The participants completed a survey and their responses influenced the next draft of the standards. The majority of the respondents -- more than 70 percent -- believe that the Basic Requirements are fundamental to success in the workplace or post-secondary learning; that all students should be required to pass skill and concept tests in the Basic Requirements; and all students should be required to complete the elements of the Profile of Learning, which represent a well-rounded education."

A number of key groups in Minnesota have been regularly informed about the proposed graduation standards and have expressed support:

- Business partnerships;
 - Governor's Workforce Development Council;
 - External consumers;
- 15

- Post-secondary colleges and universities; and
- Minnesota Education Telecommunications Council.

Page 79: Minnesota Information Highway

"A fourth level of activity involves the use of a satellite transport network operated primarily for the benefit of education and government in Minnesota. The entire voice/video/data educational network can be used as an area, regional, state, national, or international distribution network.

Page 83:

"The CFL intends to pursue a proposal for an Education Flex State under the Goals 2000 Educating America's School Act. We are currently examining language in State statute to determine Minnesota's eligibility in accordance with the federal law."

Compiled by

**E.A. Webster
Orono Parent**



Minnesota School-to-Work Initiative

Implementation Proposal

U.S. Department of Education

U.S. Department of Labor

School-to-Work Opportunities

State Implementation Grants

[CFDA 84.278e]

August 30, 1996

Submitted by

***Minnesota Department of
Children, Families and Learning,***

Office of Lifework Development

***Minnesota Department of
Economic Security***

***Minnesota State Colleges
and Universities***



STATE OF MINNESOTA

OFFICE OF THE GOVERNOR
130 STATE CAPITOL
SAINT PAUL 55155

ARNE H. CARLSON

GOVERNOR

August 26, 1996

Ms. J. D. Hoyer
U.S. Department of Education
Application Control Center
Attention: CFDA Number 84.278E
600 Independence Avenue SW
Washington, D.C. 20202-4725

Dear Ms. Hoyer:

We are pleased to submit Minnesota's application for a School-to-Work Opportunities State Implementation Grant.

Minnesota has a commitment, tradition and reputation for leadership, quality and innovation in its education, workforce development, social services and economic development systems. Building on this commitment and tradition we have in the past year undertaken several significant initiatives that will transform our service delivery systems for children and families, K-12 learners, post-secondary students and adult workers in need of retraining. Our application outlines these initiatives.

All of these initiatives are aimed at creating a seamless "Education to Employment Transition System", our School-to-Work system. The creation of a seamless system is our vision, our goal, our commitment and our law.

Minnesota's commitment to creating a School-to-Work system is demonstrated in state policy, in the state budget, and the recent establishment of the Office of Lifework Development in the new Department of Children, Families and Learning. Our School-to-Work system is about preparing all of our people for their lifework of being responsible citizens, economic players and lifelong learners.

While we have a good start in implementing Minnesota's School-to-Work system, federal implementation funds will assure that our seamless system will reach every community and touch every learner's life across Minnesota.

Warmest regards,

ARNE H. CARLSON

Governor

"Minnesota's School-To-Work state plan, which is aligned with the MN Goals 2000 plan and the state's graduation standards initiative, was approved by the National School-To-Work Office in June, 1996. Federal funds are being requested for the purpose of enhancing and accelerating statewide efforts to bring to scale Minnesota School-To-Work (STW) system.

Section 1 : Comprehensive Statewide System

"MN's vision is to create a seamless system of education and workforce preparation for *all* learners, tied to the needs of a competitive economic marketplace."

Page 1:

"Despite these earlier policy and program developments, MN has not successfully competed for federal STWOA venture capital to support, in part, statewide implementation of its STW system."

(Remember - This book was published in August 1996, and we had approval for our MN STW Initiative from the U.S. Department of Education; June 1996.)

Page 1:

"Our learners score among the highest in the nation on national achievement tests and college entrance exams. MN learners placed first in the nation in the 1996 ACT exam; we lay claim to one of the highest high school graduation rates - second in the nation at 88%."

Question - Why was this new education system (MN Goals 2000 & MN School-To-Work) which is untried, unproven, implemented; replacing a successful , district level curriculum?

Page 1:

"For more than 5 years, Minnesota has been actively engaged in the design and planning of a statewide system that integrates school-based and work-based learning to address the education and workforce preparation needs of each and every learner statewide."

Page 1:

"Minnesota has a) put into place the necessary leadership and governance structures, b) established a local/regional roll-out strategy to ensure that *all* schools and communities become active partners in system implementation, c) focused efforts on the integration of school-based and work-based learning and d) established strategies that support the broader involvement and participation of employers statewide."

Page 2:

"To provide efficient use of public and private resources by coordinating elementary, secondary, and post-secondary education with related government programs."

Page 2:

"Federal funds are being requested for the purpose of enhancing and accelerating statewide efforts to bring to scale MN's STW System."

Page 5: (a) Mn. STW Initiative: A Foundation of Early Policy Development

"To provide support systems, including a unified labor market information system, centralized quality assurance system with information on learner achievement, employer satisfaction and measures of system outcomes, a statewide marketing system to promote the importance of life-work development, a comprehensive professional development system for public and private sector partners and a comprehensive system for providing technical support to local partnerships in the implementation of MN's STW system."

(If you are reading this out loud - you can take a breath now. Sorry, the book had no periods here.)

Page 6:

"MnSCU is currently aligning its admission standards with high school graduation standards, representing a major shift in basing admissions on learner skill attainment rather than grade point averages. The Graduation Standards are also the major focus of MN Goals 2000 : Educate Improvement Plan. This helps to ensure that MN's efforts to establish a comprehensive statewide STW System are directly aligned with the state's Goals 2000 plan and the Graduation Standards."

Page 7:

"The Graduation Standards based on SCANS and other state and national sources provide the foundation upon which MN's STW System will integrate its school-based and work-based programs."

Page 7:

"The State will set required levels of achievement, although local/regional school districts will have the option of setting higher measures for their learners. The basic standards provide a "safety-net" to ensure learner's graduate with the skills they need to live and work in today's society. It is expected that most learners will achieve the basic standards by the end of their middle level experience, allowing them to spend the remainder of their time focused on the Profile of Learning."

Page 7: Figure 4 - MN's System of Graduation Standards

"MN's development of occupational skill standards for specific industry sectors is currently being aligned with the Required Profile of Learning. Content standards specific to the development of occupational skills and competencies are a part of the Profile of Learning."

Page 8 :

"MN was one of the first recipients of federal funds to establish a "One-Stop" Workforce Center System statewide. Initiated in 1994, the MN vision of the system is to provide a skilled workforce for the state's economy through an accessible, integrated employment and training system for all citizens."

Page 9:

" The MN legislature recently enacted legislation in 1993 granting additional levels of control to local/regional programs statewide repealing more than 230 education rules."

Page 10:

" This past year, MN took the necessary steps to directly link the state's education, workforce development, and economic development systems."

Page 11:

" The 1995 MN Legislature established the Governor's Workforce Development Council (GWDC), granting to it the broad based responsibilities of coordinating the development, implementation, and evaluation of the statewide STW system."

Page 11:

"The GWDC is jointly staffed by the Departments of Children, Families and Learning (CFL), Office of Lifework Development (education) and Economic Security (employment and training)."

The following is from the MN Goals 2000 document.

"In accordance with legislation passed in 1995, and effective 10-1-95, the MN. Dept. Of Education (MDE) was abolished, and a new Dept. Of Children, Families, and Learning (CFL) was established." "The new department will retain the learning programs formerly housed in the MDE. In addition, selected programs designed to serve communities, families, and children throughout the state will be transferred to CFL from the Dept. Of Human Services, Dept. Of Economic Security, Dept. Of Corrections, Dept. Of Public Safety, and Office of Strategic and Long Range Planning."

Page 11 - STW - Figure 5 - Policy and Adm. Responsibilities of the GWDC

" 17) Recommend to the Governor and to the federal government waivers of laws and regulations to promote coordinated service delivery; and

18) Sponsor appropriate studies and prepare and recommend to the Governor a strategic plan which details methods for meeting MN's human investment needs and for developing and coordinating a state human resource system."

(Underlined items - added for emphasis)

Page 12

" In addition to the broader responsibilities of the GWDC provide the essential governance structure to guide system implementation and expansion, and provide a continuous base of improvement to ensure that the system uniformly evolves across all areas of the state, and is supported and maintained well beyond the federal funding period."

(Again, I added the underlining)

45

Page 13 - Figure 8 Local/Regional STW Partnership Performance Criteria

- " - Describe methods and strategies for integrating school-based and work-based learning based on MN's Goals 2000 plan and the Graduation Standards for learners in K-12 and post-secondary education;
- Describe a strategy for identifying and eliminating barriers to provide effective integrated school-based, service learning, work-based learning, and applied learning curriculum, instruction, and assessment;"

Page 14:

" - Continue supporting work-based learning programs with state funds. In 1995, the MN Legislature appropriated \$5 Million to support the development of several new work-based learning initiatives. We anticipate state funds remaining available to support these and other system expansion initiatives."

Page 16:

"The GWDC, working with the Governor's Employers Advisory Council on Education, MN Business Partnership; Departments of Trade and Economic Development and Labor and Industry; organized labor; and other entities will assume responsibility for establishing a plan and specific steps for proceeding with the development of industry skill standards. Curriculum development will also be undertaken in relation to each of these identified sets of skill standards."

(Remember - this book was dated in 1996 - they have been busy)

Page 16:

"Minnesota has already made progress in developing industry skills standards within several targeted industries, MnSCU, for example, has been tracking the National Skills Standards and standards currently under development in Maryland, Washington, Wisconsin, and other states."

Page 16:

"Legislation enacted in 1995, places a priority on the development of curriculum, based on Minnesota's graduation standards."

Page 17:

"This also involves the alignment of industry skill standards and graduation standards. These standards serve as the basis for curriculum development. Minnesota's STW System implementation will proceed in partnership with CFL's Division of Graduation Standards in the design and implementation of curriculum frameworks and procedural materials for integrating school-based and work-based learning. The state will also provide training on these curriculum frameworks and procedures on a statewide basis."

Page 17: School-Based Learning Component

"The "cornerstone" of Minnesota's STW System is the Minnesota Graduation Standards."

6

Page 18:

"The Graduation Standards raise the expectation that Minnesota learners will not only develop a foundation of academic skills, but also skills for citizenship, workforce participation, and lifelong learning. A total of \$ 21.6 million has been committed to ensuring the design, development, and initial implementation of these standards statewide. The graduation standards, including its Comprehensive Goals, Basic Requirements, and Profiles of Learning provide the essential organizing framework to ensure the integration of school-based and work-based learning across all grade levels, subjects, courses, and learning experiences. These standards apply to *all* learners and specific strategies, i.e., accommodations, have already been put in place to ensure this occurs."

Page 18:

"Career TREK is a computer-aided career awareness program which includes the Children's Occupational Dictionary and a Card Deck of Occupations to promote career awareness. A curricula accompanies the Career TREK System and the intent is to make it available systemwide."

Page 18:

"The graduation standards provide the essential mechanism for continuing to integrate school-based learning with early career development experiences of elementary school learners."

Page 20:

"All Minnesota Learners will develop a lifework plan which will be included as one component of the stated Profile of Learning. The lifework plan contains two essential concepts: preparation for life and preparation for work."

Page 22:

"Minnesota's newly formed state college and university system (MnSCU) is currently aligning admission standards with high school graduation standards. This is a major shift away from using traditional grade point averages alone to basing admissions on the skills and competencies learners have developed."

Page 23:

"Content standards have been developed for the primary, intermediate, and middle schools. The state will establish the content standards for which learners are required to be assessed. Assessment procedures include performance-based achievement tests, authentic assessments such as portfolios, information assessment inventories, observations, and grades."

Page 23:

"The Profile of Learning provides the framework for high academic standards which all Minnesota's learners must also work toward in order to graduate. These content standards are designed to be interdisciplinary, aligned with national standards, in-corporate the rigorous educational demands of post-secondary institutions, and meet the demands of employers for highly skilled workers." (Underlined national for emphasis)

Page 24:

"For the past three years, the Governor and Legislature have been actively involved in the articulation of policies to guide STW System design and implementation."

(Remember, this was published in 1996 - so it was 1993)

Page 25: STW Interagency Leadership Team (ILT)

- Ensuring cross-agency coordination of federal, state, and local programs;
- Coordinating the uses of federal, state, and local/regional funds and resources to support System expansion and maintenance;
- Establishing a statewide marketing strategy intended to promote high levels of collaboration;"

Page 25:

"We seek the full, 100% participation of employers statewide."

Page 27:

"Organized labor will also play a major role in the implementation of Minnesota's STW System. "

Page 29: Strategies to Promote Full Employer Participation

"Employers will also serve on Skills Standards Advisory Panels and create and expand work-based learning programs."

Page 29: Table I - System Expansion

"Initiate recommendations that support maintenance of the STW system through state appropriations."

Page 29: Table I - Performance Standards

" Revise performance standards to ensure they represent employer interests and concerns."

Page 29: Table 1 - Curriculum Development

"Participate with state, regional, and local school-to-work entities in the development of meaningful curricula that integrates school-based and work-based learning. support the integration of industry skills standards with Minnesota graduation standards."

Page 30: Participation of Learners

"Equity, inclusion, and equal access are the driving principles in Minnesota STW Initiative. This is based on the belief that "true" systems change cannot occur unless *each* and *every* learner and citizen of the state is included in system building and Implementation efforts."

(Personally, I didn't know anything about this system change until October, 1998.

6

Page 32: Strategies for Achieving Gender Equity

"The Project has just completed a compendium of best practices on gender equity programs in Minnesota."

"Young women will work with nontraditional employment coordinators, funded in part by the Nontraditional Employment for Women (NEW) Act, located in each of the Workforce Centers."

Page 35: Use of Distance Learning Technology

"Minnesota's Goals 2000 Technology Panel is addressing a range of strategies for serving learners in rural communities statewide. For example, plans have been developed to provide opportunities for learners in rural elementary and middle schools to access career awareness activities via the Media Center Satellite Network. Further, the Legislature recently appropriated \$ 15.5 million to continue to build and support a statewide Internet infrastructure. Additional funds have been committed to promote the use of interactive television (ITV) statewide by establishing 11 telecommunications districts. Learners have access to "virtual field trips" internet systems to explore businesses, and opportunities to develop career interests through on-line access to career information databased. We will expand the use of these systems over the next five years.

Page 37:

"Minnesota's local/regional roll-out strategy will ensure that systemic change uniformly occurs across all geographic areas of the state, including urban and rural areas."

"Make available STWOA grant funds to support local/regional partnerships in implementing a comprehensive STW System."

Page 38:

"Demonstrated use of labor market information will be required as part of the RFP criteria for receiving federal STWOA demonstration funds."

Page 39 & 40 - Criteria for Awarding STWOA Grant Funds

"The following is a preliminary list of conditions and criteria for awarding local/regional grant applications."

- All learners will have opportunities to participate in and benefit from the proposed System implementation initiative;
- The proposed activities promote the integration of school-based and work-based learning;
- The proposed system implementation activities are clearly aligned with Minnesota graduation standards;
- Labor market information was used as a basis for planning;
- Employers are fully committed to the proposed plan;
- The planned system implementation activities result in systemic reform as opposed to isolated program development;
- The effort includes strategies that strengthen connections between schools and post-secondary education programs, workforce participation, and lifelong learning;
- Procedures are established for identifying and eliminating barriers to provide effective integrated school-based and work-based learning;
- Opportunities for staff development and retraining occur in relation to the proposed

system implementation initiative;

- Provide a comprehensive evaluation plan that collects data on learners and system performance;
- Demonstrates capacity to continue (system sustainability) the initiative after grant funds are no longer available.

Page 40 & 41 - Targeting Technical Assistance to Current and Anticipated Needs

"These needs for the technical assistance focus on the following critical system implementation areas:

- Integrations of work-based learning into high standards for the Profiles of Learning measures
- Development of performance assessments relating to work-based learning
- Curriculum development
- Strategies to effectively market STW Initiatives
- Use of labor market information and emerging career information databases

Page 42: Technical Assistance Strategies

"we promote the importance and value of preparing *all* learners for future life and workforce preparation... this means that an equal value must be placed on all levels of adult life preparation. We believe that college and university training has been overemphasized and other equally critical areas of training downplayed."

Page 42:

"We intend to support local/regional efforts to market the system by developing a "STW Public Relations Package." This would be similar to what the National School-To-Work Office has developed to increase public awareness regarding the national STW Initiative."

(I would have loved to received one, before it was implemented into the schools.)

Page 43: Product Development and Dissemination

- " - Guidelines for developing occupationally specific content standards in the Profiles of Learning.
- Industry developed occupational skills standards and statewide curricula for each career pathway and industry sector.
- A guide for self-evaluation and assessment of local/regional STW partnership progress.
- "Best Practices" guidebook on work-based learning for employers.
- A guide on building community consensus for action planning."

Page 44: Staff Development and Retraining

"The retraining of professionals, i.e., educators, counselors, employment and training staff, others, is a high priority for Minnesota's STW initiative. The immediate needs for retraining must target the following system implementation efforts:

Professionals statewide must first develop a general level of awareness and understanding of Minnesota's STW Initiative, and its objective to fully integrate school-based and work-based learning in every region and community statewide.

Given the recent implementation of Minnesota's graduation standards, professionals in every elementary school, junior high/middle school, high school, and alternative education program must be given the knowledge, information, and strategies for integrating school-based and work-based learning within the Basic Requirements, and High Standards in the Profiles of Learning.

The recent and ongoing formation of local/regional STW partnerships will require that professionals possess the knowledge and skills necessary to work collaboratively, conduct needs assessments based on labor market information and learner needs, effectively develop plans that integrate programs and services at the local/regional levels, and undertake evaluations of other implementation efforts.

Educators and other professional statewide must also develop the knowledge and skills essential in effectively working with employers in establishing meaningful work-based learning opportunities for all learners.

Strategies for marketing STW to community stakeholder groups.

"Traditional venue of conducting one- or two-day workshops is insufficient when attempting to achieve long-term, meaningful systemic change. Several major strategies will be used to ensure that our proposed retraining efforts produce long-term results and move the system forward.

Training must be followed by technical assistance to lead professionals through the stages of skill application and program adoption within their individual settings."

Page 45: STW Regional Conferences

"A central theme for the conference is showing how STW is a logical process and the means by which most K-12 learners will complete their Profile of Learning."

Page 46: Restructured Teacher Licensure System

" This process will impact all new and currently licensed educators statewide."

"Steps have already been taken within MnSCU and at the University of Minnesota to revise current course curricula, develop new courses, and place additional emphasis on STW in their curricula."

Page 48: Coordination of Resources

"The coordination of federal, state, and local/regional resources is a major objective of Minnesota's STW Initiative. To achieve system expansion and lasting reform, Minnesota will establish a comprehensive plan for system maintenance based on the coordination of public and private resources. STWOA funds are viewed only as venture capital. This strategy involves (a) coordinating current federal, state, and local/regional resources; (b) seeking increasingly larger commitments of resources from local/regional sources; And (c) leveraging private sector resources, i.e. , business and industry, economic development initiatives, others."

This process has already begun. The creation of the Department of Children, Families and Learning (CFL), consolidation of Minnesota's technical colleges, community colleges and state universities into a single, unified system."

Page 53 - Private Sector Resources

"Effective marketing must be used as a key strategy in securing employer commitments to expand work-based learning opportunities for *all* learners over the next several years. This includes committing business and corporate resources, i.e., management time, employee time, on-site facilities, equipment and materials, others, to establish high quality and meaningful work-based learning opportunities."

Page 53 - Fund Development Strategies

"This involves an aggressive pursuit of corporate and foundation resources to expand key initiatives at the state, regional, and local/regional levels."

Page 55 - Management Plan

"The Governor has designated the Office of Lifework Development, CFL, as the lead applicant to guide and manage Minnesota's STW Implementation Project."

"The Office of Lifework Development, CFL, will serve as the administrative and fiscal agent for this STW Implementation Project. Overall direction will rest with the Assistant Commissioner for the Office of Lifework Development, Eugen L. Piccolo."

Page 56:

"New positions (in CFL) will be funded using STWOA federal resources and will be housed at the appropriate agencies and organizations."

"CFL has managed several major federal systems change programs over the years and has a history of successful fiscal management and reporting of these efforts."

(How can this be? CFL was formed in October 1995 according to MN Goals 2000.)

Page 59: Local/Regional STW Partnerships

"Local/regional STW partnerships will be required to complete periodic process and outcome evaluations....a self-peer evaluation procedure will be designed to facilitate progress assessments."

Page 60: Learner Outcomes and Impact

"Minnesota' Graduation Standards, including its Basic Requirements and Profiles of Learning, provide the essential standards and criteria for evaluating learner outcomes... Skills standards performance data and learner performance data from Minnesota's Learner Assessment System will be aligned with the STW information database. All evaluation activities will be collaboratively developed among the key stakeholders."

Page 62:

"Minnesota's STW and Goals 2000 state plans are being integrated, providing a highly coordinated and coherent framework for continuing STW System implementation."

(I ask you - if this is such a wonderful system of education how come "we the parents" did not know anything about it; till it was fully implemented and in our schools? Over 45 states in the United States are in various stages of implementation of this untried, sweeping education reform system. This system came from and is partly funded by the federal government. It is unconstitutional. (10th Amendment) Please get involved for the sake of our children.)

(I stopped counting, after 75, all the agencies, committees, departments, and partnerships associated with this monstrous system.)

(What will be the cost to all of us?)

Table 2 Federal Resource Commitment for Minnesota's STW Initiative

Federal Program	1997	1998	Totals
Tech-Prep	1,665,000	1,665,000	3,330,000
Carl Perkins	15,586,000	15,586,000	31,172,000
JTPA IIB	4,500,000	4,500,000	9,000,000
JTPA IIC	980,000	980,000	1,960,000
JTPA 8%	940,000	940,000	1,880,000
Goals 2000	200,000	200,000	400,000
Chapter 1	500,000	500,000	1,000,000
IASA	5,000,000	5,000,000	1,000,000
YouthWorks/AmeriCorps	3,100,000	3,100,000	6,200,000
IDEA (Special Education)	110,000	110,000	220,000
Adults Education/Literacy	1,200,000	1,200,000	2,400,000
Vocational Rehabilitation	2,700,000	2,700,000	5,400,000
STWOA Local Partnerships (6)	1,800,000	1,800,000	3,600,000
STWOA Implementation Funds	3,800,000	3,800,000	7,600,000
Totals	\$37,581,000	\$37,581,000	\$75,162,000

**Excludes state and local resources and funds*

Figure 3 Minnesota's System of Graduation Standards

Comprehensive Goals	Basic Standards	High Standards
	<i>Safety Net – Tested in Grade 8</i>	<i>Profile of Learning – Ten Elements</i>
Purposeful Thinker	Reading (1995–1996)	1 Understand what is read, heard, and seen
Effective Communicator	Math (1995–1996)	2 Write and speak effectively
Self-Directed Learner	Writing (1996–1997)	3 Develop artistic pursuits
Productive Group Participant		4 Know how and when to use math
Responsible Citizen		5 Gather and use information
		6 Understand the world through science,
		7 Understand the interactions between people, their world, and their cultures
		8 Make informed decisions
		9 Know how to manage a household or business
		10 Learn another language (optional)
	Test Options	<i>Assessed through Performance Assessment Packages</i>
	• State Test	<i>64 Content Standards</i>
	• Standardized — Iowa Basics CAT Stanford	<i>Developmental Standards for grades 3, 5, 8</i>
	• District Developed	

Task Management Skills

- | | | |
|--|---|--------------------------------|
| • Arrives ready to learn | • Generates goals and plans
for achieving them | • Keeps trying |
| • Strives for accuracy | • Manages time well | • Follows safety rules |
| • Accepts criticism and
suggestions | • Stays on task | • Uses resources appropriately |
| • Seeks help when needed | • Uses materials responsibly | • Contributes to group work |

Table 4 Examples of Minnesota STW System Performance Standards

Performance Standards	1997	1998	1999	2000	2001
Percentage of school districts participating in STW partnerships.	25%	50%	75%	90%	100%
Percentage of learners who pass the basic skills component of the graduation standards by the ninth grade:					
Mathematics	80%	82%	85%	87%	90%
Reading	68%	70%	72%	75%	80%
Writing (1997)	N/A	75%	77%	80%	85%
Percentage of learners successfully graduating from high school.	84%	86%	88%	90%	92%
Percentage of K-16 learners in school-based STW activities and programs.	20%	25%	35%	50%	65%
Percentage of grades 7-16 learners in work-based STW activities and programs.	5%	10%	20%	35%	45%
Percentage of grades 5-16 learners in formalized service learning activities and programs.	21%	24%	27%	30%	45%
Percentage of learners with disabilities who successfully access school-based and work-based learning programs statewide.	10%	20%	40%	60%	75%
Number of employers statewide providing structured work-based learning through MN system and STWOA standards and criteria.	500	1,000	2,000	4,000	6,000
Number of learners (grades 11-12) enrolling in post-secondary education programs during their high school programs (PSEO).	11,000	12,000	14,000	16,000	18,000
Percentage of high school graduates enrolled in post-secondary education programs.	68%	69%	71%	73%	74%
Percentage of local STW partnerships operating in compliance with Minnesota's System performance standards and criteria.	50%	60%	70%	80%	100%
Number of industries for which skill standards have been approved by the GWDC or National Skills Standards Boards.	15	20	30	40	50

Electronics/Technology Career Pathway

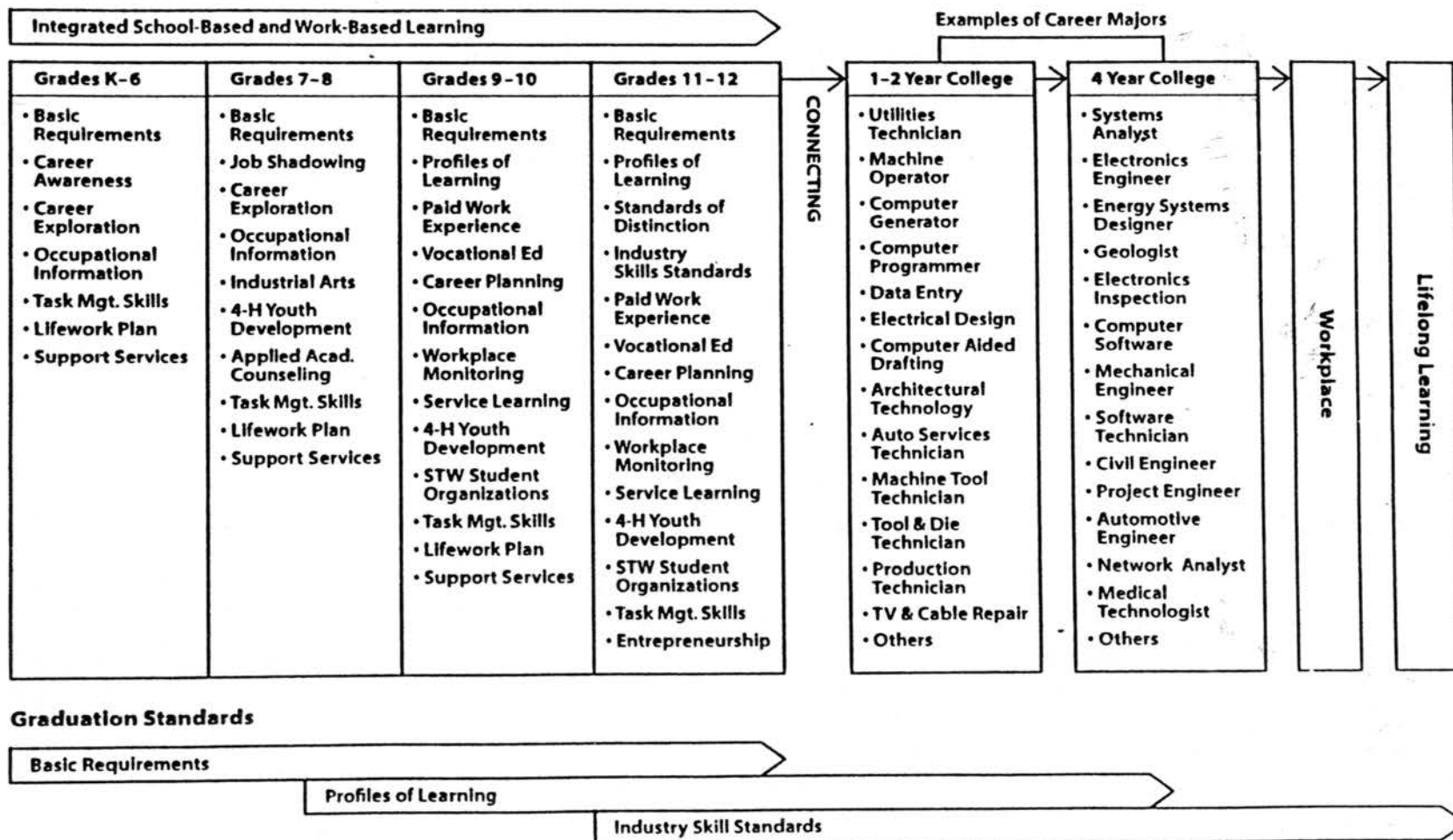
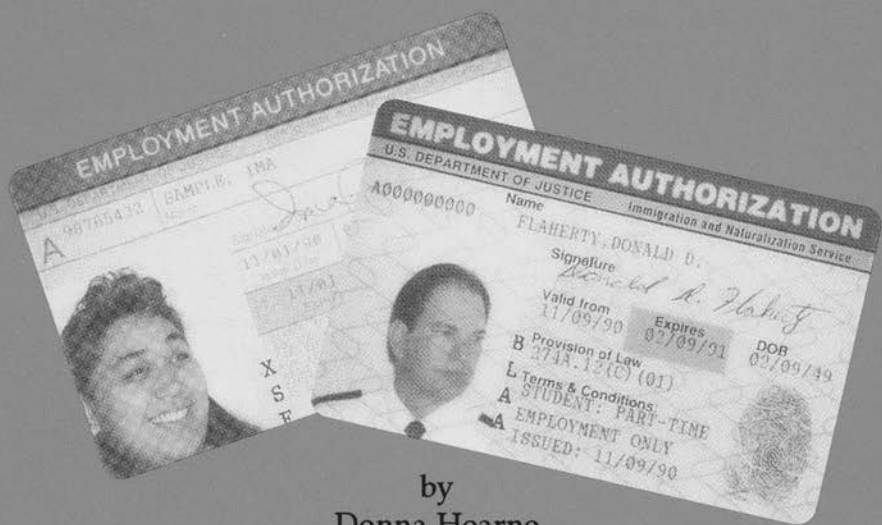


Figure 10 Minnesota's K-16 System of Integrated SB/WB Learning

Revised

PAYCHECKS and POWER

The OBE Road to Educational Reform
and the Federal Paymaster



by
Donna Hearne

Revised

PAYCHECKS and POWER

The OBE Road to Educational Reform
and the Federal Paymaster

by
Donna Hearne

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OUR DIRECTION
OF PROGRESS

Better that I resign than push Profile of Learning

Ann Are you acquainted with this? Sounds like more socialist govt meddling

With gut-wrenching anguish, I have resigned my position from our local school board. For the last six months, I have attempted to educate parents, teachers, administrators and taxpayers about the state-mandated programs being implemented this fall: the Profile of Learning and School-to-Work.

As a board member, I have been instructed to "make the programs work" and as a mother, I am fighting it every step of the way. After 16 years in the public school system, our three children are now attending private school.

Isn't it ironic that if I do what I feel is in the best interest of the students in our district and oppose the Profile, that as a school board member I can no longer be effective? Local school board members are in essence being told that anything less than total compliance with the state's rules concerning the Profile of Learning is illegal.

Parents, get down to the school and see for yourself what the state considers "high standards." Ask to see the packages showing the tasks that your child will now do and be assessed by. Do not rest in the notion that

the school board can represent and enforce your ideals on education, morals, citizenship or scholarship.

Under this radical reform, the school board can set curriculum, but what matters or what is measured is dictated by the state.

Even though all 347 public school districts said they were ready to implement all 10 learning areas of the Profile of Learning, in order to obtain a "reward" of \$14 per pupil unit, they are not. **PAY FOR NOTHING**

Using the Profile of Learning, public schoolchildren will have career days beginning in kindergarten, job interviews at third grade, apprenticeship and mentoring by seventh grade, job portfolios and resumes by 10th grade and their career choice will be directed by the state by the time they graduate. Their state assessments will dictate what jobs they take and whether they'll be allowed to go on to vocational school or college.

Are you aware that subjects like fine literature, U.S. history and private property rights will now take second place to technical reading, globalism and environmentalism?

"Equality" is being replaced by "diversity" because equality is not broad enough to include opinions, beliefs and lifestyles. Diversity training holds that there are no longer any absolute rights or wrongs except that "intolerance" of diversity is wrong.

In the new rules requiring the implementation of the Profile of Learning words like "team," "group," "group project," and "global" are used 21 times, but words like "individual responsibility" and "leadership" are never used. Words like "diversity," "cultural," and "multiculturalism" are used 36 times, but words like "melting pot," "equality," and "morality" are never used.

Please note that these words are not about academic achievement, but about values. Are you aware that not one board member in the state of Minnesota voted for this?

It is time to place our legislators' feet to the fire. They could have stopped this incomplete, unproved, untested, bureaucratically driven, and private-interest-riddled program from becoming law. But they never knew that a half-page law would turn into over 74 pages of rules and that nonelected bureaucrats

would fulfill their own interests, creating over 100 new state jobs and charging Minnesota taxpayers \$250 million over the next two years.

Our own school district spent far over \$100,000 (not part of the \$250 million) in the last year alone on implementation of the Profile. School districts must now supply the state with an estimate of what it will cost in dollars to raise basic test scores to 80 percent and 90 percent passing by eighth grade, and ensuring a 99 percent passage rate by 12th grade. Why is money always associated with the ability to learn as if there is a perfect equation out there? $5X = Y$ Knowledge. Get ready for another tax increase to fund this new formula.

Our legislators have pleaded ignorance and it is time they get "educated" on education. It is time that teachers feel free to come forward to say what they think about the Profile without fear of retaliation from administration or their own union. It is time taxpayers are informed about the most radical educational experiment ever conceived. It's estimated that at least four out of five Minnesota

tans have little or no knowledge of the Profile of Learning.

Anyone who simply trusts the school board, its teachers and administration to do the right thing and teach the right things this school year is setting oneself up for an upset. The schools are under intense pressure; the Department of Children, Families and Learning has made it clear that it will do whatever it takes—even removing funding to any district that does not fully comply.

The statewide Freedom of Education Rally at 3 p.m. Sunday, Oct. 11, on the Capitol steps, sponsored by more than 100 educational, political, religious, and grass-roots groups, is where you need to be to make the largest impact on our legislators and gubernatorial candidates, and on a country that is wondering: Why would a state that scores only a tenth of a percent behind the highest ACT test scores in the nation and is second in number of graduates, want to radically throw out its educational system?

— Renee T. Doyle, Amboy, Minn.
Former school board member,
District 2135 (Maple River).

Socialist Communism doctrine

House of Representatives
Commonwealth of Pennsylvania, Harrisburg
Samuel E. Rohrer, member

November 21, 1997

Dear Citizens of the State of Ohio:

I write to you as a former Ohio resident, graduate of an Ohio public school, and now an active member of the Pennsylvania House of Education, Labor and Appropriations Committees. I am a conservative, a businessman for 16 years before entering public office, and an elected official who believes in America as a representative republic.

Throughout this nation, including the State of Ohio, there is currently being implemented a massive restructuring of the educational and employment systems. To a great extent, the average citizen is unaware of the comprehensive changes this restructuring will bring to them, their children and their jobs. As an elected representative to the House of Representatives in the Commonwealth of Pennsylvania, I feel a great duty to the people to make available all information possible to allow them the opportunity to make a truly informed decision.

At issue is School-to-Work and the accompanying programs it incorporates. If I would not have studied, researched, and talked with hundreds of people on the topic of STW, Goals 2000, Medicaid in the schools, labor development plans, and traveled the world many times over while in business, I may have found some of what certain opponents have said about School-to-Work hard to believe. However, that is not the case. Not only do I agree with the concerns as expressed by such noted individuals as Phyllis Schlafly and State Board Member Diana Fessler, as a legislator I can add the perspective of how the process of promoting School-to-Work violates my view of freedom in this American republic.

My reasons for not only questioning but opposing School-to-Work are as follows:

1. STW is deceptively promoted to the a) public; b) to legislator; c) to business and labor alike.

STW is being promoted as an advanced version of our traditional vo-tech educational program. It attempts to usurp the good will and success of existing vo-tech programs and even to fraudulently take credit for their success. In reality, while STW includes a vo-tech component it is deceptive to lead the public and the legislators to assume this narrow equation. STW will destroy most current vo-tech programs by usurping the decision-making regarding vocational choices from the local school and place it with the various labor boards, regional forecasters and governmental directives.

STW is being promoted to business and employers as the answer to the obvious academic and skill deficiencies of the current high school graduates. Employers are being fraudulently led to believe that under-skilled laborers can be corrected by a "high-tech" "TQM" national program "bench-marked" to "world-class" standards. This may sound good, but that's all. The problem today is kids aren't taught how to read, and they are taught moral relativism that

produces kids with high self esteem but bad moral character and deficient academic preparation. STW in one of its components addresses neither of these root problems. As a result, business is fooled into accepting a cleverly disguised government program that mandates yet more costly business controls.

2. The history of School-to-Work and its ultimate design is covered up or at best not discussed.

If the average STW participant knew the historical genesis of STW and its ultimate mature design they would turn and devour the program. That is why the proponents work very hard at hiding the fact that STW is modeled after the Marxist and German models. When fully implemented, STW and its accompanying program will result in a "total managed economy" while all employment and educational decisions are made by someone other than the parent, child, employer, or educator. Few like to talk about the orchestrated components of the National Governors Association and Goals 2000, OBE, Title I funding, Medicaid, and the U.S. Labor Department SCANS. Proponents have tried to fool legislators into thinking these programs are not federally directed. Even the Pennsylvania Governor's top policy advisor insisted to me sometime ago, that STW had absolutely no relationship to Goals 2000 or OBE even though they had just signed a contract with the federal government that makes the connections clear.

3. The STW implementation strategy violates the principles of a representative republic and the Separation of Powers.

In state after state, the executive branch (Governor's office) consistent with their pact to support Goals 2000, etc. have pursued federal monies, signed away valuable state sovereignty rights and entered into binding contracts without involving the General Assemblies. By violating the constitutional process, the necessary scrutiny afforded legislative and public debate has been preempted. Across this nation, legislature after legislature has witness a gross violation. The expanded authority that STW and other contracts place in the Governor's office to distribute the dollars and implement public policy according to the contract is dangerous, foolish, and unconstitutional. Every Governor that embeds on this process violates his constitutional oath! The executive branch is to enforce the law not make the law! No one who claims to be a conservative can support such violations. In fact, the failure to recognize such violations in this situation is an even greater travesty.

4. Goals 2000 and STW violate the constitutional prohibitions against Federal government.

Although the federal government has been increasingly involved in education within the states, this involvement nonetheless violates the Constitution. For the very reasons the founding fathers expressly disallowed federal involvement in state prerogatives, Goals 2000 and School-to-Work are now a problem. While some people obviously argue the benefits of federal involvement, this begs the question. For any conservative to reach out and embrace a federal plan and somehow think state officials will craft their own unique plan for their state is either willingly ignorant or deceived. Every Goals 2000 state will conform to the terms of the contracts they have signed and Ohio will too. The federal strings are long and strong.

5. STW aggressively attacks the foundation of parental control and local control.

At the heart of my concern and all constitutional conservatives is the issue of control. America is not Germany, Japan, Russia, or China. We have been the nation of freedom, the world's most blessed representative republic. We are not a democracy. We were never designed to be anything other than a nation in whom the power was vested in the people and with whom a contract identifying the rights of the people are defined in a constitution which defines the scope of government.

The very nature of Goals 2000 and STW and most other federal government programs attack the very essence of who we are. When combined with the organization of the STW program and the violation of Constitutional prohibitions, control is usurped from the people. All those who participate in such moves are therefore guilty of what our founding fathers called treason. It is this basic change in control that identifies the major problems with STW and Goals 2000. Decision making for education, vocational choices, and life decisions must be kept at the local level with parents and their assigns. This federally directed program strikes at the heart of this authority and if for no other reason is why every American let alone a true conservative demands rejection.

In conclusion, if you are like some people with whom I have talked, you may think that Ohio is somehow unique. You may say that since you have not yet seen any Ohio student "job matched" or students judged as "human resources", that STW does not have an agenda. All I can say is that you are only looking at "the baby". The baby will grow up. When it does, it will look just like its parent and we don't have to go too far to see it! (i.e., recent articles in Newsweek, Businessweek)

Citizen of Ohio, you should know that the goal of education is not solely employment. The employer and business are not the customer of education. The goal of education is to fully equip the young person in the basic academic foundations and when combined with moral instruction to produce an individual who will best glorify his Creator. The parents who possess the responsibility of education are customers. It is only the parent who legitimately sits in the driver's seat. For the sake of freedom and the continuance of this nation as we have known it, please consider these concerns before embracing the School-to-Work agenda.

Sincerely,

Samual E. Rohrer
State Representative
128th Legislative District

SEK:jjc

[House Box 202020, Main Capitol, Room 423, south Office Building,
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Katherine Kersten Commentary

Star Tribune, March 4, 1998

'Profile of Learning' for High Schools Is Severly Flawed

It's the year 2000 at Garrison Keillor High School in Anytown, Minn. Classrooms buzz with activity as students work in cooperative groups to compile the 24 portfolios they need to graduate.

First up is "Expressions of History." "A paper on the Battle of Gettysburg? Borrrrring! Our 'performance package' says we can meet the requirement by doing a group presentation on 'nonconformity in the '60s'! Look, it says one person can report on blue jeans, one on tie-dyed clothes, and two more on 'berm houses and solar paneling.' I get dibs on bringing in the 'actual cultural expression' it suggests - a pair of faded, ripped blue jeans.

"It's on to 'determining personal biorhythms'- our moods - mathematically. And of course, I've got to finish my big mail survey on global warming. Down the hall, groups working on 'benchmarks of interpersonal communication' are busily videotaping their conflict resolution sessions. (They're graded on whether they smile and nod enough to show understanding.)"

Far-fetched? Nope. It's the new Minnesota graduation standards in action.

It's a tragedy, folks. Minnesota has blown a golden opportunity. The "Profile of Learning" - scheduled to kick in next fall, unless the Legislature takes action-was sold in the name of rigor and accountability. Unfortunately, in many respects, it is likely to deliver the opposite, while draining the treasury and - at least for the foreseeable future - throwing students' and teachers' lives into chaos.

Under the new grad rule, high school graduation will no longer be tied to passing a certain number of courses. Instead, students must complete two dozen "performance-based assessments" in 10 "learning areas." English and history are passe, replaced by categories like "read, view and listen" and "resource management."

According to a state-commissioned report, the Profile of Learning will bring "fundamental change" to Minnesota, affecting everything from school schedules to transcripts. But few parents have a clue what's in store, though many teachers are tearing their hair out. For most of us, the word "standards" is enough to induce confidence.

The reality is different. The state has launched a massive and costly experiment, with little evidence that it will work. In fact, there is reason to believe that-in the name of "reform" and work readiness-the Profile of Learning will entrench the most pernicious fads plaguing education today.

The heart of the problem is the educational theory that drives the profile: "experiential" or "project learning." Though touted as reform, project learning has been around since 1918, taking on new guises as old ones are discredited.

Essentially, project learning holds that education is not so much about what students know, as about what they can "do" in real-life settings. But in the absence of a core of substantive knowledge, it is almost impossible to develop meaningful skills. As E.D. Hirsch points out in "The Schools We Need," research has revealed project learning to be "the least effective mode of pedagogy in use in American schools."

And "portfolio assessment"-far from permitting objective comparisons, as profile advocates claim -is the most highly subjective form of grading.

Not surprisingly, Minnesota's proposed standards have received devastating reviews. After examining them at state officials' request, standards expert Diane Ravitch wrote as follows: "I will be candid because I don't have time to be diplomatic. In the area of social studies, the Minnesota standards are among the worst in the nation. They are vague.... They are not testable . . . I advise you to toss them out and start over."

Historian Paul Gagnon - formerly of the American Federation of Teachers-concurs. " [These standards are] most disappointing," he wrote. "They tell teachers nothing about what substance to teach, in what order, and how to relate it to other grades and classrooms [They are] in no way comparable to the content standards . . . of states which are taking seriously a standards-based strategy for school improvement."

Like the profile standards, the 48 model performance packages that the state has designed to evaluate them are severely flawed. Theoretically, districts can modify these packages, or even produce their own. But few teachers are anxious to assume this onerous task. Consequently, at least initially, the packages are likely to become a kind of statewide curriculum.

The performance packages are a mixed bag. Some-if taken seriously-are daunting in their complexity. When will teachers find time to convey the knowledge they require? Others are busywork at best. The hallmark of most is heavy reliance on "group projects," which means that motivated kids will generally pull the weight, while others go along for the ride. In fact, a state-commissioned report warns that "not much more than participation [Will be] required to fulfill graduation requirements."

Bright students, in particular, will suffer from the Profile of Learning's byzantine requirements. In fact, one coordinator for "gifted" students has calculated that three of her district's top recent grads could not have graduated under the profile, without dropping advanced placement courses to fulfill less challenging "content standards."

On top of all this, the standards promise to unleash an administrative and record-keeping nightmare. No wonder some teachers consider them an incentive to early retirement.

Reps. Marty Seifert, R-Marshall, and Gene Pelowski, DFL-Winona- both high school teachers-are trying to delay and if possible, modify the profile to address its shortcomings. They have urged parents and teachers to make their concerns known to legislators. And Minnesotans with kids in private schools shouldn't breathe a sigh of relief. Though Gov. Arne Carlson has indicated he will veto such efforts, down the road there will likely be intense pressure to extend the standards' reach to private schools.

The business community- apparently seduced by the standard's heavy "pragmatic" slant -has been a major proponent of the Profile of Learning. Put down your Wall Street Journals, guys. Read these packages; talk to teachers who have used them. Your human resources departments may be sadly surprised by the strange amalgam of worker bee and '60s-style skeptic they promise to deliver.

Katherine Kersten is a director of Center of the American Experiment in Minneapolis and a commentator for National Public Radio's "All Things Considered."

Top Ten Reasons

to

Eliminate the Profile of Learning

The Profile of Learning:

- ☐ is untested; an experiment on all of Minnesota's children.
- ☐ shifts decision-making authority from parents and local schools to the state and federal level.
- ☐ is an unfunded mandate and will be implemented at great expense to individual districts.
- ☐ will reduce the time available for our children to acquire core knowledge putting them at risk for post secondary failure.
- ☐ takes time and money away from existing, proven methods of curriculum and instruction.
- ☐ is a bureaucratic nightmare for schools.
- ☐ diminishes the freedom, authority and creativity of educators.
- ☐ has a time line for implementation that is impossible!
- ☐ has no models of success.
- ☐ places state-directed curriculum in the control of bureaucrats, politicians and special interest groups.



Sunday
NOVEMBER 15, 1998

Metro/S

Star Tribune

GOP's Sviggum, Pawlenty to lead moderate agenda

Associated Press

State House Republicans, who took the majority earlier this month, elected a pair of caucus leaders Saturday who pledged a focused agenda that devotes minimal attention to conservative social issues.

Rep. Steve Sviggum, of Kenyon, who faced no opposition, was named speaker of the House on a unanimous voice vote. He will assume the post officially after the House votes on leadership when it convenes in January.

The caucus elected Rep. Tim Pawlenty, of Eagan, as majority leader. He won on a second ballot over his only challenger, Rep. Henry Todd Van Dellen, of Plymouth.

Sviggum and Pawlenty said they want to concentrate on a few core issues with broad appeal for Minnesotans: tax relief, education reform and crime.



Steve Sviggum faced no opposition for House post.

"The citizens are going to judge us by our product, the quality of that product," Sviggum said. The caucus shouldn't take "a shotgun approach, but a more focused approach so that two years from now we'll have that

quality product."

Voters in southeastern Minnesota first elected Sviggum to the House in 1978. He is the longest-serving Republican in the House and only one of three who were part of the last GOP majority in 1985-86.

Sviggum became minority leader in 1993; he had planned to step down from the position had Republicans not won the majority earlier this month.

Pawlenty was elected to the House in 1992. He is a lawyer in private practice who served for three years on the Eagan City Council.

The first bill that Republicans will introduce will call for a tax cut worth more than \$1 billion over the two-year budget cycle, Sviggum said.

Turn to GOP on B9
Also on B9:

— Election reform conference.

GOP from B1

House GOP leaders will place lower priority on social issues

The caucus also is interested in dismantling part of the new Profile of Learning high school graduation requirements.

Sviggum said he wants to retain basic skills testing but get rid of performance packages that require assignments designed so students use learned concepts in practical applications. The former high school math teacher called the performance packages "an accounting nightmare for teachers."

Social issues, such as restricting abortion and gay rights, won't be part of the core agenda, to the dissatisfaction of some caucus members.

"I would like to hear that we're throwing [social conservatives] a bone," said Rep. Arlon Lindner, of Corcoran. "Social issues are important. I haven't heard that said one time today."

Pawlenty said the caucus needs to appeal to a broad base of Minnesotans, including those who don't identify themselves as Republicans, if the GOP hopes to retain the majority when the House comes up for reelection in two years.

The 2000 elections are critical because the majority party will be able to redraw legislative districts to its maximum advantage after the census.

"The near-term future of this party is dependent on how we perform ... how we frame our message over the next two years," Pawlenty said. "We want to pick fights that we can win and have the voters' support."

He also said the caucus needs to keep its message positive and not come across as being frustrated from being in the minority for more than a decade. "We don't want to be the angry caucus. We don't want to be the caucus that wants to slash and burn."

As presiding officer of the House, Sviggum will decide which bills get heard, and will make committee assignments.

Though these powers give the speaker's party an edge in passing bills, the person holding the gavel must avoid seeming too partisan, said Chris Gilbert, a political science professor at Gustavus Adolphus College in St. Peter.

"The speaker, although he's the



Tim Pawlenty

leader of his party, is also representative of the body as a whole," he said. "We have seen some examples where speakers who have pushed a partisan agenda

too hard have gotten into trouble. Newt Gingrich is one example."

Sviggum said he will strive toward a bipartisan approach to running the House. "We don't have to be confrontational. We will be cooperative," he said.



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Date: Tuesday, November 24, 1998 6:11:36 PM
From: quist@prairie.lakes.com
Subj: Termination threatens teachers who protest
To: quist@prairie.lakes.com

This letter was published in the November 20, 1998 issue of the Minnesota Educator, the union publication.

ARE WE WASTING MONEY FIXING SYSTEM THAT IS NOT BROKEN?

I am writing this in strong opposition to the Profile of Learning, and I am not alone. I have taught for nearly 16 years in both elementary and secondary schools, and I know what it takes to engage students to enable them to learn. This is not it.

Rather than waste the hundreds of millions of dollars that will go into keeping records of students' work, invest that money in updating school buildings and hiring teachers at all grade levels to decrease class sizes to enable the students to work and learn better. We as teachers can see that this is a waste of money (\$250 million), and the taxpayers of this state will be fuming when this blows up in our faces with lowered achievement. We as teachers can see the folly of this, but we are faced with termination if we don't comply.

What kind of educational policy has to have the force of bribes and threats to withhold funding by the state and threats to teachers' jobs in order to be instituted?

Where is the union? Utter silence. I don't think the Teamsters have this problem.

By the way, where is the evidence that what we are presently doing is not working? Doesn't Minnesota rank at the top in high school graduation and ACT scores? Why are we wasting money fixing what is not broken?

Where is the protest by our union? Didn't you used to be teachers and care about students, or are you just too busy trying

to solve all of the problems in the world with our union dues and forgetting that we pay our dues for you to help us in our classroom.

It appears to me that an implementation of these unworkable Profiles will further vilify the public schools in the minds of the public and then allow the state to waste more money on ill-conceived, poorly planned, and spend-thrift policies. This almost seems like it is our outgoing Gov. Arne Carlson's idea of revenge on the public schools and you have sold out your membership for only \$14 a kid - you should have waited for 30 pieced of silver.

Ron Lachelt teaches science in the Prior Lake School District. He is a member of Education Minnesota.

----- Headers -----

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Received: from rly-zc03.mx.aol.com (rly-zc03.mail.aol.com [172.31.33.3])
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1900

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EAST COAST STW CONFERENCE
Presented by
THE FAMILY FOUNDATION, HERITAGE FOUNDATION,
AND THE VIRGINIA EDUCATION COALITION
August 28, 1998
Richmond, Virginia

SCHOOL-TO-WORK IN TEXAS: SHOWCASE FOR NATIONAL EDUCATION REFORM

© Chris Patterson, Independent Public Policy Analyst
9323 Bowen Dr., San Antonio, TX 78250

INTRODUCTION

I appreciate the honor of speaking with you today about Texas. Although I do speak with a New York accent, and have yet to pepper my speech with "y'all" and "durn", I am no longer a Yankee. I chose to become a Texan, moving to San Antonio three years ago.

Texas is a very unique state. It is the only state to have existed as a republic before joining the United States. It is the only state to have its own pledge of allegiance. It is the only state where you might see the state flag flown higher than the American flag. Texas is populated by fiercely independent and proud people. Texans are proud of the co-mingling of cultures, proud of their heritage, proud of the state constitution, proud of the freedoms guaranteed within its boundaries and protective of their unique character. It is unfortunate that I come here today to describe how Texas has surrendered the personal, social, educational, economic and political sovereignty of its people through School-to-Work and federal workforce development initiatives.

"School-to-Work, what is it?" If you asked people on any street in America, few people could answer this question. For this reason, I congratulate and thank The Family Foundation, Heritage Foundation and the Virginia Education Coalition for presenting this conference. This conference is important. It signals the beginning of a national conversation about School-to-Work (STW) by the American people. Noticeably absent from the STW movement, parents and elected representatives are now demanding answers to two questions about STW. First, "What is School-to-Work?" and second, "Does it fulfil promises of increased academic learning, voluntary participation, bridge to high-skilled, high-wage jobs, and local control of education (that protects the authority of parents and governance of elected representatives)?"

As today's conference opens this important conversation on STW for the nation, and begins to answer
<http://www.fastlane.net/~eca/stwshowcase.html>

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the ORONO newsletter

DECEMBER 1998

ORONO INDEPENDENT SCHOOL DISTRICT 278

ISSUE No. IV

SUPERINTENDENT'S *Notes*



Education is frequently a topic during an election season. This recent general election was no exception. It is generally a safe topic, and one which engenders interest from constituents.

Most of us see a direct correlation between education and opportunity, between education and the solution to problems, and between education and a full human life. In fact, President Lyndon Johnson articulated a typical American viewpoint when he said, "At the desk where I sit, I have learned one great truth. The answer for all our national problems--the answer for all the problems of the world--comes down to a single word. The word is education."

To be sure, there is an abiding faith that education is key to our way of life. All around us are examples of the opportunities made available by education and those lost by a lack of education. As parents, we often remind our students about taking advantage of the educational opportunities put before them.

Society also turns to the schools in the face of social problems and issues. Whether the matter is safe driving, chemical abuse, or a host of other social concerns, there is belief that schools can lead to solution.

Finally, we also recognize the role of education in leading to a full human life - not only assisting young people to secure career opportunities and to responsibly deal with the challenges of society, but also helping each student to appreciate the broader dimensions to life.

What I mean by broader dimensions are such refinements for the students as wanting to read

good literature, appreciating art and music, enjoying thoughtful conversation, developing loyalties and friendships, and having a moral or ethical direction.

It is tempting to focus the education effort on career opportunities and choices. And, quite frankly, most political discussions about education today seem only to address economic concerns, global competition, and the like. If that is the case, education becomes training. It is often expedient to focus the efforts of schools on social ills. If that is the case, education becomes problem solving.

Both career opportunities and social issues are worthy of the school's attention. Similarly, attention to the refinements of human conduct as examined in the liberal arts is essential to education. In fact, the really successful school deals with all of these goals. Let us not settle for defining the school's role too narrowly, which so often appears to be the case in political discourse.

As we prepare for the upcoming legislative session, let us hope that the discussion on education is balanced and reflective of the multiple roles of the school. In the meantime, best wishes to all members of our community during the upcoming holiday season. May it be a safe and peaceful time for all.

Sincerely,
Thomas B. Mich, Ph.D.
Superintendent



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WHAT'S INSIDE?????

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NATIONAL
CENTER
ON
EDUCATION
AND THE
ECONOMY

11 November 1992

Hillary Clinton
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Dear Hillary:

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I still cannot believe you won. But utter delight that you did pervades all the circles in which I move. I met last Wednesday in David Rockefeller's office with him, John Sculley, Dave Barram, and David Heselkorn. It was a great celebration. Both John and David R. were more expansive than I have ever seen them -- literally radiating happiness. My own view and theirs is that this country has seized its last chance. I am fond of quoting Winston Churchill to the effect that "America always does the right thing -- after it has exhausted all the alternatives." This election, more than anything else in my experience, proves his point.

The subject we were discussing was what you and Bill should do now about education, training, and labor market policy. Following that meeting, I chaired another in Washington on the same topic. Those present at the second meeting included Tim Barnicle, Dave Barram, Mike Cohen, David Hornbeck, Hillary Pennington, Andy Plattner, Lauren Resnick, Betsy Brown Ruzzl, Bob Schwartz, Mike Smith, and Bill Spring. Shirley Malcom, Ray Marshall, and Susan McGuire were also invited. Though these three were not able to be present at last week's meeting, they have all contributed by telephone to the ideas that follow. Ira Magaziner was also invited to this meeting.

Our purpose in these meetings was to propose concrete actions that the Clinton administration could take -- between now and the inauguration, in the first 100 days and beyond. The result, from where I sit, was really exciting. We took a very large leap forward in terms of how to advance the agenda on which you and we have all been working -- a practical plan for putting all the major components of the system in place within four years, by the time Bill has to run again.

I take personal responsibility for what follows. Though I believe everyone involved in the planning effort is in broad agreement, they may not all agree on the details. You should also be aware that, although the plan comes from a group closely associated with the National Center of Education and the Economy, there was no practical way to poll our whole Board on this plan in the time available. It represents, then, not a proposal from our Center, but the best thinking of the group I have named.

Re-Keyboarded for Research - Page 1

We think the great opportunity you have is to remold the entire American System for human resources development, almost all of the current components of which were put in place before World War II. The danger is that each of the ideas that Bill advanced in the campaign in the area of education and training could be translated individually in the ordinary course of governing into a legislative proposal and enacted as a program. This is the plan of least resistance. But it will lead to these programs being grafted onto the present system, not to a new system, and the opportunity will have been lost. If this sense of time and place is correct, it is essential that the administration's efforts be guided by a consistent vision of what it were to accomplish in the field of human resource development, with respect both to choice of key officials and the program.

What follows comes in three places:

First, a vision of the kind of national -- not federal -- human resources development system the nation could have. This is interwoven with a new approach to governing that should inform that vision. What is essential is that we create a seamless web of opportunities, to develop one's skills that literally extends from cradle to grave and is the same system for everyone -- young and old, poor and rich, worker and full-time student. It needs to be a system driven by client needs (not agency regulations or the needs of the organization providing the services), guided by clear standards that define the stages of the system for the people who progress through it, and regulated on the basis of outcomes that providers produce for their clients, not inputs into the system.

Second, a proposed legislative agenda you can use to implement this vision. We propose four high priority packages that will enable you to move quickly on the campaign promises:

1. The first would use your proposal for an apprenticeship system as the keystone of a strategy for putting a whole new postsecondary training system in place. That system would incorporate your proposal for reforming postsecondary education finance. It contains what we think is a powerful idea for rolling out and scaling up the whole new human resources system nationwide over the next four years, using the (renamed) apprenticeship ideas as the entering wedge.
2. The second would combine initiatives on dislocated workers, a rebuilt employment service and a new system of labor market boards to offer the Clinton administration's employment security program, built on the best practices anywhere in the world. This is the backbone of a system for assuring adult workers in our society that they need never again watch with dismay as their jobs disappear and their chances of ever getting a good job again go with them.
3. The third would concentrate on the overwhelming problems of our inner cities, combining elements of the first and second packages into a special program to greatly raise the work-related skills of the people trapped in the core of our great cities.
4. The fourth would enable you to take advantage of legislation on which Congress has already been working to advance the elementary and secondary reform agenda.

The other major proposal we offer has to do with government organization for the human resources agenda. While we share your reservations about the hazards involved in bringing reorganization proposals to the Congress, we believe that the one we have come up with minimizes those drawbacks while creating an opportunity for the new administration to move like lightning to implement its human resources development proposals. We hope you can consider the merits of this idea quickly, because, if you decide to go with it or something like it, it will greatly affect the nature of the offers you make to prospective cabinet members.

The Vision

We take the proposals Bill put before the country in the campaign to be utterly consistent with the ideas advanced in America's Choice, the school restructuring agenda first stated in A Nation Prepared, and later incorporated in the work of the National Alliance for Restructuring Education, and the elaboration of this view that Ray and I tried to capture in our book, Thinking for a Living. Taken together, we think these ideas constitute a consistent vision for a new human resources development system for the United States. I have tried to capture the essence of that vision below.

An Economic Strategy Based on Skill Development

- The economy's strength is derived from a whole population as skilled as any in the world, working in workplaces organized to take maximum advantage of the skills those people have to offer.
- A seamless system of unending skill development that begins in the home with the very young and continues through school, postsecondary education and the workplace.

The Schools

- Clear national standards of performance in general education (the knowledge and skills that everyone is expected to hold in common) are set to the level of the best achieving nations in the world for students of 16, and public schools are expected to bring all but the most severely handicapped up to that standard. Students get a certificate when they meet this standard, allowing them to go on to the next stage of their education. Though the standards are set to international benchmarks, they are distinctly American, reflecting our needs and values.
- We have a national system of education in which curriculum, pedagogy, examinations, and teacher education and licensure systems are all linked to the national standards, but which provides for substantial variance among states, districts, and schools on these matters. This new system of linked standards, curriculum, and pedagogy will abandon the American tracking system, combining high academic standards with the ability to apply what one knows to real world problems, and qualifying all students to a lifetime of learning in the postsecondary system and at work.
- We have a system that rewards students who meet the national standards with further education and good jobs, providing them a strong incentive to work hard in school.

- Our public school systems are reorganized to free up school professionals to make the key decisions about how to use all the available resources to bring students up to the standards. Most of the federal, state, district, and union rules and regulations that now restrict school professional ability to make these decisions are swept away, though strong measures are in place to make sure that vulnerable populations get the help they need. School professionals are paid at a level comparable to that of other professionals, but they are expected to put in a full year, to spend whatever time it takes to do the job and to be fully accountable for the results of their work. The federal, state, and local governments provide the time, staff development resources, technology, and other support needed for them to do the job. Nothing less than a wholly restructured school system can possibly bring all of our students up to the standards only a few have been expected to meet up to now.
- There is a real -- aggressive -- program of public choice in our schools, rather than the flaccid version that is widespread now.
- All students are guaranteed that they will have a fair shot at reaching the standards: that is, that whether they make it or not depends on the effort they are willing to make, and nothing else. "School delivery standards" are in place to make sure this happens. These standards have the same status in the system as the new student performance standards, assuring that the quality of instruction is high everywhere, but they are fashioned so as not to constitute a new bureaucratic nightmare.

Postsecondary Education and Work Skills

- All students who meet the new national standards for general education are entitled to the equivalent of three more years of free additional education. We would have the federal and state governments match funds to guarantee one free year of college education to everyone who meets the new national standards for general education. So a student who meets the standard at 16 would be entitled to two free years of high school and one of college. Loans, which can be forgiven for public service, are available for additional education beyond that. National standards for sub-baccalaureate college-level professional and technical degrees and certificates will be established with the participation of employers, labor, and higher education. These programs will include both academic study and structured on-the-job training. Eighty percent or more of American high school graduates will be expected to get some form of college degree, though most of them less than a baccalaureate. These new professional and technical certificates and degrees typically are won within three years of acquiring the general education certificate, so, for most postsecondary students, college will be free. These professional and technical degree programs will be designed to link to programs leading to the baccalaureate degree and higher degrees. There will be no dead ends in this system. Everyone who meets the general education standard will be able to go to some form of college, being able to borrow all the money they need to do so, beyond the first free year.

This idea of post-secondary professional and technical certificates captures all of the essentials of the apprenticeship idea, while offering none of its drawbacks (see below).

But it also makes it clear that those engaged in apprentice-style programs are getting more than narrow training; they are continuing their education for other purposes as well, and building a base for more education later. Clearly, this idea redefines college. Proprietary schools, employers and community-based organizations will want to offer these programs, as well as community colleges and four-year institutions, but these new entrants will have to be accredited if they are to qualify to offer the programs.

- Employers are not required to provide slots for the structured on-the-job training component of the program but many do so, because they get first access to the most accomplished graduates of these programs, and they can use these programs to introduce the trainees to their own values and way of doing things.
- The system of skill standards for technical and professional degrees is the same for students just coming out of high school and for adults in the workforce. It is progressive, in the sense that certificates and degrees for entry level jobs lead to further professional and technical education programs at higher levels. Just as in the case of the system for the schools, though the standards are the same everywhere (leading to maximum mobility for students), the curricula can vary widely and programs can be custom designed to fit the needs of full-time and part-time students with very different requirements. Government grant and loan programs are available on the same terms to full-time and part-time students, as long as the programs in which they are enrolled are designed to lead to certificates and degrees defined by the system of professional and technical standards.
- The national system of professional and technical standards is designed much like the multistate bar, which provides a national core around which the states can specify additional standards that meet their unique needs. There are national standards and exams for no more than 20 broad occupational areas, each of which can lead to many occupations in a number of related industries. Students who qualify in any one of these areas have the broad skills required by a whole family of occupations, and most are sufficiently skilled to enter the workforce immediately, with further occupation-specific skills provided by their union or employer. Industry and occupational groups can voluntarily create standards building on these broad standards for their own needs, as can the states. Students entering the system are first introduced to very broad occupational groups, narrowing over time to concentrate on acquiring the skills needed for a cluster of occupations. This modular system provides for the initiative of particular states and industries while at the same time providing for mobility across states and occupations by reducing the time and cost entailed in moving from one occupation to another. In this way, a balance is established between the kinds of generic skills needed to function effectively in high performance work organizations and the skills needed to continue learning quickly and well through a lifetime of work, on the one hand, and the specific skills needed to perform at a high level in a particular occupation on the other.

Institutions receiving grant and loan funds under this system are required to provide information to the public and to government agencies in a uniform format. This information covers enrollment by program, costs and success rates for students of different backgrounds, and characteristics, and career outcomes for those students,

thereby enabling students to make informed choices among institutions based on cost and performance. Loan defaults are reduced to a level close to zero, both because programs that do not deliver what they promise are not selected by prospective students and because the new postsecondary loan system uses the IRS to collect what is owed from salaries and wages as they are earned.

Education and Training for Employed and Unemployed Adults

- The national system of skills standards establishes the basis for the development of a coherent, unified training system. That system can be accessed by students coming out of high school, employed adults who want to improve their prospects, unemployed adults who are dislocated and others who lack the basic skills required to get out of poverty. But it is all the same system. There are no longer any parts of it that are exclusively for the disadvantaged, though special measures are taken to make sure that the disadvantaged are served. It is a system for everyone, just as all the parts of the system already described are for everyone. So the people who take advantage of this system are not marked by it as "damaged goods." The skills they acquire are world class, clear and defined in part by the employers who will make decisions about hiring and advancement.

The new general education standard becomes the target for all basic education programs, both for school dropouts and adults. Achieving that standard is the prerequisite for enrollment in all professional and technical degree programs. A wide range of agencies and institutions offer programs leading to the general education certificate, including high schools, dropout recovery centers, adult education centers, community colleges, prisons, and employers. These programs are tailored to the needs of the people who enroll in them. All the programs receiving government grant or loan funds that come with dropouts and adults for enrollment in programs preparing students to meet the general education standard must release the same kind of data required of the postsecondary institutions on enrollment, program description, cost and success rates. Reports are produced for each institution and for the system as a whole showing differential success rates for each major demographic group.

- The system is funded in four different ways, all providing access to the same or a similar set of services. School dropouts below the age of 21 are entitled to the same amount of funding from the same sources that they would have been entitled to had they stayed in school. Dislocated workers are funded by the federal government through the federal programs for that purpose and by state unemployment insurance funds. The chronically unemployed are funded by federal and state funds established for that purpose. Employed people can access the system through the requirement that their employers spend an amount equal to 1-1/2 percent of their salary and wage bill on training leading to national skill certification. People in prison could get reductions in their sentences by meeting the general education standard in a program provided by the prison system. Any of these groups can also use the funds in their individual training account, if they have any, the balances in their grant entitlement or their access to the student loan fund.

Labor Market Systems

- The Employment Service is greatly upgraded and separated from the Unemployment Insurance Fund. All available front-line jobs -- whether public or private -- must be listed in it by law. This provision must be carefully designed to make sure that employers will not be subject to employment suits based on the data produced by this system -- if they are subject to such suits, they will not participate. All trainees in the system looking for work are entitled to be listed in it without a fee. So it is no longer a system just for the poor and unskilled, but for everyone. The system is fully computerized. It lists not only job openings and job seekers (with their qualifications) but also all the institutions in the labor market area offering programs leading to the general education certificate and those offering programs leading to the professional and technical college degrees and certificates, along with all the relevant data about the costs, characteristics and performance of those programs -- for everyone and for special populations. Counselors are available to any citizen to help them assess their needs, plan a program, and finance it, and once they are trained, to find an opening.
- A system of labor market boards is established at the local, state and federal levels to coordinate the systems for job training, postsecondary professional and technical education, adult basic education, job matching and counseling. The rebuilt Employment Service is supervised by these boards. The system's clients no longer have to go from agency to agency filling out separate applications for separate programs. It is all taken care of at the local labor market board office by one counselor accessing the integrated computer-based program, which makes it possible for the counselor to determine eligibility for all relevant programs at once, plan a program with the client and assemble the necessary funding from all the available sources. The same system will enable counselor and client to array all the relevant program providers side by side, assess their relative costs and performance records and determine which providers are best able to meet the client's needs based on performance.

Some Common Features

- Throughout, the object is to have a performance-and-client-oriented system to encourage local creativity and responsibility by getting local people to commit to high goals and organize to achieve them, sweeping away as much of the rules, regulations and bureaucracy that are in their way as possible, provided that they are making real progress against their goals. For this to work, the standards at every level of the system have to be clear: every client has to know what they have to accomplish in order to get what they want out of the system. The service providers have to be supported in the task of getting their clients to the finish line and rewarded when they are making real progress toward that goal. We would sweep away means-tested programs, because they stigmatize their recipients and alienate the public, replacing them with programs that are for everyone, but also work for the disadvantaged. We would replace rules defining inputs with rules defining outcomes and the rewards for achieving them. This means, among other things, permitting local people to combine as many federal programs as they see fit, provided that the intended beneficiaries are progressing toward the right outcomes (there are now 23 separate federal programs for dislocated workers). We would make individuals, their families and whole communities the unit of service, not

agencies, programs, and projects. Wherever possible, we would have service providers compete with one another for funds that come with the client, in an environment in which the client has good information about the cost and performance record of the competing providers. Dealing with public agencies -- whether they are schools or the employment service -- should be more like dealing with Federal Express than with the old Post Office.

This vision, as I pointed out above, is consistent with everything Bill proposed as a candidate. But it goes beyond those proposals, extending them from ideas for new programs to a comprehensive vision of how they can be used as building blocks, or a whole new system. But this vision is very complex, will take a long time to sell, and will have to be revised many times along the way. The right way to think about it is as an internal working document that forms the background for a plan, not the plan itself. One would want to make sure that the specific actions of the new administration were designed, in a general way, to advance this agenda as it evolved while not committing anyone to the details, which would change over time.

Everything that follows is cast in the frame of strategies for bringing the new system into being, not as a pilot program, not as a few demonstrations to be swept aside in another administration, but everywhere, as the new way of doing business.

In the sections that follow, we break these goals down into their main components and propose an action plan for each.

Major Components of the Program

The preceding section presented a vision of the system we have in mind chronologically from the point of view of an individual served by it. Here we reverse the order, starting with descriptions of program components designed to serve adults, and working our way down to the very young.

HIGH SKILLS FOR ECONOMIC COMPETITIVENESS PROGRAM

Developing System Standards

- Create National Board for Professional and Technical Standards. Board is private not-for-profit chartered by Congress. Charter specifies broad membership composed of leading figures from higher education, business, labor, government and advocacy groups. Board can receive appropriated funds from Congress, private foundations, individuals, and corporations. Neither Congress nor the executive branch can dictate the standards set by the Board. But the Board is required to report annually to the President and the Congress in order to provide for public accountability. It is also directed to work collaboratively with the states and cities involved in the Collaborative Design and Development Program (see below) in the development of the standards.

Charter specifies that the National Board will set broad performance standards (not time-in-the-seat standards or course standards) for college-level Professional and Technical certificates and degrees in not more than 20 areas and develops performance

examinations for each. The Board is required to set broad standards of the kind described in the vision statement above and is not permitted to simply reify the narrow standards that characterize many occupations now. (More than 2,000 standards currently exist, many for licensed occupations -- these are not the kinds of standards we have in mind.) It also specifies that the programs leading to these certificates and degrees will combine time in the classroom with time at the work-site in structured on-the-job training. The standards assume the existence of (high school level) general education standards set by others. The new standards and exams are meant to be supplemented by the states and by individual industries and occupations. Board is responsible for administering the exam system and continually updating the standards and exams.

Legislation creating the Board is sent to the Congress in the first six months of the administration, imposing a deadline for creating the standards and the exams within three years of passage of the legislation.

Commentary:

The proposal reframes the Clinton apprenticeship proposal as a college program and establishes a mechanism for setting the standards for the program. The unions are adamantly opposed to broad based apprenticeship programs by that name. Focus groups conducted by JFF and others show that parents everywhere want their kids to go to college, not to be shunted aside into a non-college apprenticeship "vocational" program. By requiring these programs to be a combination of classroom instruction and structured OUT; and creating a standard-setting board that includes employers and labor, all the objectives of the apprenticeship idea are achieved, while at the same time assuring much broader support for the idea, as well as a guarantee that the program will not become too narrowly focussed on particular occupations. It also ties the Clinton apprenticeship idea to the Clinton college funding proposal in a seamless web. Charging the Board with creating not more than 20 certificate or degree categories establishes a balance between the need to create one national system on the one hand with the need to avoid creating a cumbersome and rigid national bureaucracy on the other. This approach provides lots of latitude for individual industry groups, professional groups and state authorities to establish their own standards, while at the same time avoiding the chaos that would surely occur if they were the only source of standards. The bill establishing the Board should also authorize the executive branch to make grants to industry groups, professional societies, occupational groups, and states to develop standards and exams. Our assumption is that the system we are proposing will be managed so as to encourage the states to combine the last two years of high school and the first two years of community college into three year programs leading to college degrees and certificates. Proprietary institutions, employers, and community-based organizations could also offer these programs, but they would have to be accredited to offer these college-level programs. Eventually, students getting their general education certificates might go directly to community college or to another form of college, but the new system should not require that.

Collaborative Design and Development Program

The object is to create a single comprehensive system for professional and technical education that meets the requirements of everyone from high school students to skilled dislocated workers, from the hard core unemployed to employed adults who want to improve their prospects. Creating such a system means sweeping aside countless programs, building new ones, combining funding authorities, changing deeply embedded institutional structures, and so on. The question is how to get from where we are to where we want to be. Trying to ram it down everyone's throat would engender overwhelming opposition. Our idea is to draft legislation that would offer an opportunity for those states -- and selected large cities -- that are excited about this set of ideas to come forward and join with each other and with the federal government in an alliance to do the necessary design work and actually deliver the needed services on a fast track. The legislation would require the executive branch to establish a competitive grant program for these states and cities and to engage a group of organizations to offer technical assistance to the expanding set of states and cities engaged in designing and implementing the new system. This is not the usual large scale experiment, nor is it a demonstration program. A highly regarded precedent exists for this approach in the National Science Foundation's SSI program. As soon as the first set of states is engaged, another set would be invited to participate, until most or all the states are involved. It is a collaborative design, rollout and scale-up program. It is intended to parallel the work of the National Board for College Professional and Technical Standards, so that the states and cities (and all their partners) would be able to implement the new standards as soon they become available, although they would be delivering services on a large scale before that happened. Thus, major parts of the whole system would be in operation in a majority of the states within three years from the passage of the initial legislation. Inclusion of selected large cities in this design is not an afterthought. We believe that what we are proposing here for the cities is the necessary complement to a large scale job-creation program for the cities. Skill development will not work if there are no jobs, but job development will not work without a determined effort to improve the skills of city residents. This is the skill development component.

- Participants
 - Volunteer states, counterpart initiative for cities
 - 15 states, 15 cities selected to begin in first year. 15 more in each successive year.
 - 5 year grants (on the order of \$20 million per year to each state, lower amounts to the cities) given to each, with specific goals to be achieved by the third year, including program elements in place (e.g., upgraded employment service), number of people enrolled in new professional and technical programs and so on.
 - A core set of High Performance Work Organization firms willing to participate in standard setting and to offer training slots and mentors.

- Criteria for Selection
 - strategies for enriching existing co-op tech prep and other programs to meet the criteria.
 - commitment to implementing new general education standard in legislation.
 - commitment to implementing the new Technical and Professional skills standards for college.
 - commitment to developing an outcome and performance-based system for human resources development system.
 - commitment to new role for employment service.
 - commitment to join with others in national design and implementation activity.
- Clients
 - young adults entering workforce.
 - dislocated workers.
 - long-term unemployed.
 - employed who want to upgrade skills.
- Program Components
 - institute own version of state and local labor market boards. Local labor market boards to involve leading employers, labor representatives, educators, and advocacy group leaders in running the redesigned employment service, running intake system for all clients, counseling all clients, maintaining the information system that will make the vendor market efficient and organizing employers to provide job experience and training slots for school youth and adult trainees.
 - rebuild employment service as a primary function of labor market boards.
 - develop programs to bring dropouts and illiterates up to general education certificate standard. Organize local alternative providers, firms to provide alternative education, counseling, job experience, and placement services to these clients.
 - develop programs for dislocated workers and hard-core unemployed (see below).
 - develop city and state-wide programs to combine the last two years of high school and the first two years of colleges into three-year programs after acquisition of the general education certificate to culminate in college certificates and degrees. These programs should combine academic and structured on-the-job training.
 - develop uniform reporting system for providers, requiring them to provide information in that format on characteristics of clients, their success rates by

program, and the costs of those programs. Develop computer-based system for combining this data at local labor market board offices with employment data from the state so that counselors and clients can look at programs offered by colleges and other vendors in terms of cost, client characteristics, program design, and outcomes. Including subsequent employment histories for graduates.

- design all programs around the forthcoming general education standards and the standards to be developed by the National Board for College Professional and Technical Standards.
- create statewide program of technical assistance to firms on high performance work organization and help them develop quality programs for participants in Technical and Professional certificate and degree programs. (It is essential that these programs be high quality, nonbureaucratic and voluntary for the firms.)
- participate with other states and the national technical assistance program in the national alliance effort to exchange information and assistance among all participants.
- National technical assistance to participants.
 - executive branch authorized to compete opportunity to provide the following services (probably using a Request For Qualifications):
 - state-of-the art assistance to the states and cities related to the principal program components (e.g., work reorganization, training, basic literacy, funding systems, apprenticeship systems, large scale data management systems, training systems for the HR professionals who make the whole system work, etc.). A number of organizations would be funded. Each would be expected to provide information and direct assistance to the states and cities involved, and to coordinate their efforts with one another.
 - It is essential that the technical assistance function include a major professional development component to make sure the key people in the states and cities upon whom success depends have the resources available to develop the high skills required. Some of the funds for this function should be provided directly to the states and cities, some to the technical assistance agency.
 - coordination of the design and implementation activities of the whole consortium, document results, prepare reports, etc. One organization would be funded to perform this function.

Dislocated Workers Program

- new legislation would permit combining all dislocated workers programs at redesigned employment service office. Clients would, in effect, receive vouchers for education and training in amounts determined by the benefits for which they qualify. Employment service case managers would qualify client worker for benefits and assist the client in the selection of education and training programs offered by provider

institutions. Any provider institutions that receive funds derived from dislocated worker programs are required to provide information on costs and performance of programs in uniform format described above. This consolidated and voucherized dislocated workers program would operate nationwide. It would be integrated with Collaborative Design and Development Program in those states and cities in which that program functioned. It would be built around the general education certificate and the Professional and Technical Certificate and Degree Program as soon as those standards were in place. In this way, programs for dislocated workers would be progressively and fully integrated with the rest of the national education and training system.

Levy Grant System

- this is the part of the system that provides funds for currently employed people to improve their skills. Ideally, it should specifically provide means whereby front-line workers can earn their general education credential (if they do not already have one) and acquire Professional and Technical Certificates and Degrees in fields of their choosing.
- everything we have heard indicates virtually universal opposition in the employer community to the proposal for a 1-1/2% levy on employers for training to support the costs associated with employed workers gaining these skills, whatever the levy is called. We propose that Bill take a leaf out of the German book. One of the most important reasons that large German employers offer apprenticeship slots to German youngsters is that they fear, with good reason, that if they don't volunteer to do so, the law will require it. Bill could gather a group of leading executives and business organization leaders, and tell them straight out that he will hold back on submitting legislation to require a training levy, provided that they commit themselves to a drive to get employers to get their average expenditures on front-line employee training up to 2% of front-line employee salaries and wages within two years. If they have not done so within that time, then he will expect their support when he submits legislation requiring the training levy. He could do the same thing with respect to slots for structured on-the-job training.

College Loan/Public Service Program

- We presume that this program is being designed by others and so have not attended to it. From everything we know about it, however, it is entirely compatible with the rest of what is proposed here. What is, of course, especially relevant here, is that our reconceptualization of the apprenticeship proposal as a college-level education program, combined with our proposal that everyone who gets the general education credential be entitled to a free year of higher education (combined federal and state funds) will have a decided impact on the calculations of cost for the college loan/public service program.

Assistance for Dropouts and the Long Term Unemployed

- The problem of upgrading the skills of high school dropouts and the adult hard core unemployed is especially difficult. It is also at the heart of the problem of our inner cities. All the evidence indicates that what is needed is something with all the important characteristics of a nonresidential job Corps-like program. The problem with the Job Corps is that it is operated directly by the federal government and is therefore not embedded at all in the infrastructure of local communities. The way to solve this problem is to create a new urban program that is locally -- not federally -- organized and administered, but which must operate in a way that uses something like the federal standards for contracting for Job Corps services. In this way, local employers, neighborhood organizations and other local service providers could meet the need, but requiring local authorities to use the federal standards would assure high quality results. Programs for high school dropouts and the hard-core unemployed would probably have to be separately organized, though the services provided would be much the same. Federal funds would be offered on a matching basis with state and local funds for this purpose. These programs should be fully integrated with the revitalized employment service. The local labor market board would be the local authority responsible for receiving the funds and contracting with providers for the services. It would provide diagnostic, placement and testing services. We would eliminate the targeted jobs credit and use the money now spent on that program to finance these operations. Funds can also be used from the JOBS program in the welfare reform act. This will not be sufficient, however, because there is currently no federal money available to meet the needs of hard-core unemployed males (mostly Black) and so new monies will have to be appropriated for the purpose.

Commentary:

As you know very well, the High Skills: Competitive Workforce as sponsored by Senators Kennedy and Hatfield and Congressman Gephardt and Regula provides a ready-made vehicle for advancing many of the ideas we have outlined. To foster a good working relationship with the Congress, we suggest that, to the extent possible, the framework of these companion bills be used to frame the President's proposals. You many not know that we have put together a large group of representatives of Washington-based organizations to come to a consensus around the ideas in America's Choice. They are full of energy and very committed to this joint effort. If they are made part of the process of framing the legislative proposals, they can be expected to be strong support for them when they arrive on the Hill. As you think about the assembly of these ideas into specific legislative proposals, you may also want to take into account the packaging ideas that come later in this letter.

ELEMENTARY AND SECONDARY EDUCATION PROGRAM

The situation with respect to elementary and secondary education is very different from adult education and training. In the latter case, a new vision and a whole new structure is required. In the former, there is increasing acceptance of a new vision and structure among the public at large, within the relevant professional groups and in Congress. There is also a lot of existing activity on which to build. So we confine ourselves here to describing some of those activities that can be used to launch the Clinton education program.

Standard Setting

Legislation to accelerate the process of national standard setting in education was contained in the conference report on S.2 and HR 4323 that was defeated on a recent cloture vote. Solid majorities were behind the legislation in both houses of Congress. While some of us would quarrel with a few of the details, we think the new administration should support the early reintroduction of this legislation with whatever changes it thinks fit. This legislation does not establish a national body to create a national examination system. We think that is the right choice for now.

Systemic Change in Public Education

The conference report on S.2 and HR 4323 also contained a comprehensive program to support systemic change in public education. Here again, some of us would quibble with some of the particulars, but we believe that the administration's objectives would be well served by endorsing the resubmission of this legislation, modified as it sees fit.

Federal Programs for the Disadvantaged

The established federal education programs for the disadvantaged need to be thoroughly overhauled to reflect an emphasis on results for the student rather than compliance with the regulations. A national commission on Chapter 1, the largest of these programs, chaired by David Hornbeck, has designed a radically new version of the legislation, with the active participation of many of the advocacy groups. Other groups have been similarly engaged. We think the new administration should quickly endorse the work of the national commission and introduce its proposals early next year. It is unlikely that this legislation will pass before the deadline -- two years away -- for the reauthorization of the Elementary and Secondary Education Act, but early endorsement of this new approach by the administration will send a strong signal to the Congress and will greatly affect the climate in which other parts of the act will be considered.

Public Choice Technology, Integrated Health and Human Services, Curriculum Resources, High Performance Management, Professional Development, and Research and Development

The restructuring of the schools that is envisioned in S.2 and HR 4323 is not likely to succeed unless the schools have a lot of information about how to do it and real assistance in getting it done. The areas in which this help is needed are suggested by the heading of this section. One of the most cost-effective things the federal government could do is to provide support for research, development, and technical assistance of the schools on these topics. The new Secretary of Education should be directed to propose a strategy for doing just that, on a scale sufficient to the need. Existing programs of research, development, and assistance should be examined as possible sources of funds for these purposes. Professional development is a special case. To build the restructured system will require an enormous amount of professional development and the time in which professionals can take advantage of such a resource. Both cost a lot of money. One of the priorities for the new education secretary should be the development of strategies for dealing with these problems. But here, as elsewhere, there are some existing programs in the Department of Education whose funds can be redirected for this

purpose, programs that are not currently informed by the goals that we have spelled out. Much of what we have in mind here can be accomplished through the reauthorization of the Office of Educational Research and Improvement. Legislation for that reauthorization was prepared for the last session of Congress, but did not pass. That legislation was informed by a deep distrust of the Republican administration, rather than the vision put forward by the Clinton campaign. But that can and should be remedied on the next round.

Early Childhood Education

The president-elect has committed himself to a great expansion in the funding of Head Start. We agree. But the design of the program should be changed to reflect several important requirements. The quality of professional preparation for the people who staff these programs is very low and there are no standards that apply to their employment. The same kind of standard setting we have called for in the rest of this plan should inform the approach to this program. Early childhood education should be combined with quality day care to provide wrap-around programs that enable working parents to drop off their children at the beginning of the workday and pick them up at the end. Full funding for the very poor should be combined with matching funds to extend the tuition paid by middle class parents to make sure that these programs are not officially segregated by income. The growth of the program should be phased in, rather than done all at once, so that quality problems can be addressed along the way, based on developing examples of best practice. These and other related issues need to be addressed, in our judgment, before the new administration commits itself on the specific form of increased support for Head Start.

Putting the package together:

Here we remind you of what we said at the beginning of this letter about timing the legislative agenda. We propose that you assemble the ideas just described into four high priority packages that will enable you to move quickly on the campaign promises:

1. The first would use your proposal for an apprenticeship system as the keystone of the strategy for putting the whole new postsecondary training system in place. It would consist of the proposal for postsecondary standards, the Collaborative Design and Development proposal, the technical assistance proposal and the postsecondary education finance proposal.
2. The second would combine the initiatives on dislocated workers, the rebuilt employment service and the new system of labor market boards as the Clinton administration's employment security program, built on the best practices anywhere in the world. This is the backbone of a system for assuring adult workers in our society that they need never again watch with dismay as their jobs disappear and their chances of ever getting a good job again go with them.
3. The third would concentrate on the overwhelming problems of our inner cities, combining most of the elements of the first and second packages into a special program to greatly raise the work-related skills of the people trapped in the core of our great cities.

4. The fourth would enable you to take advantage of legislation on which Congress has already been working to advance the elementary and secondary reform agenda. It would combine the successor to HR 4323 and S.2 (incorporating the systemic reforms agenda and the board for student performance standards), with the proposal for revamping Chapter 1.

Organizing the Executive Branch for Human Resources Development

The issue here is how to organize the federal government to make sure that the new system is actually built as a seamless web in the field, where it counts, and that program gets a fast start with a first-rate team behind it.

We propose, first, that the President appoint a National Council on Human Resources Development. It would consist of the relevant key White House officials, cabinet members and members of Congress. It would also include a small number of governors, educators, business executives, labor leaders and advocates for minorities and the poor. It would be established in such a way as to assure continuity of membership across administrations, so that the consensus it forges will outlast any one administration. It would be charged with recommending broad policy on a national system of human resources development to the President and the Congress, assessing the effectiveness and promise of current programs and proposing new ones. It would be staffed by senior officials on the Domestic Policy Council staff of the President.

Second, we propose that a new agency be created, the National Institute for Learning, Work and Service. Creation of this agency would signal instantly the new administration's commitment to putting the continuing education and training of the "forgotten half" on a par with the preparation of those who have historically been given the resources to go to 'college' and to integrate the two systems, not with a view to dragging down the present system and those it serves, but rather to make good on the promise that everyone will have access to the kind of education that only a small minority have had access to up to now. To this agency would be assigned the functions now performed by the assistant secretary for employment and training, the assistant secretary for vocational education and the assistant secretary for higher education. The agency would be staffed by people specifically recruited from all over the country for the purpose. The staff would be small, high powered and able to move quickly to implement the policy initiatives of the new President in the field of human resources development.

The closest existing model to what we have in mind is the National Science Board and the National Science Foundation, with the Council in the place of the Board and the institute in the place of the Foundation. But our council would be advisory, whereas the Board is governing. If you do not like the idea of a permanent council, you might consider the idea of a temporary President's Task Force, constituted much as the council would be.

In this scheme, the Department of Education would be free to focus on putting the new student performance standards in place and managing the programs that will take the leadership in the national restructuring of the schools. Much of the financing and disbursement functions of the higher education program would move to the Treasury Department, leaving the higher education staff in the new institute to focus on matters of substance.

In any case, as you can see, we believe that some extraordinary measure well short of actually merging the departments of labor and education is required to move the new agenda with dispatch.

Getting Consensus on the Vision

Radical changes in attitudes, values and beliefs are required to move any combination of these agendas. The federal government will have little direct leverage on many of the actors involved. For much of what must be done a new, broad consensus will be required. What role can the new administration play in forging that consensus and how should it go about doing it?

At the narrowest level, the agenda cannot be moved unless there is agreement among the governors, the President and the Congress. Bill's role at the Charlottesville summit leads naturally to a reconvening of that group, perhaps with the addition of key members of Congress and others.

But we think that having an early summit on the subject of the whole human resources agenda would be risky, for many reasons. Better to build on Bill's enormous success during the campaign with national talk shows, in school gymnasiums and the bus trips. He could start on the consensus-building progress this way, taking his message directly to the public, while submitting his legislative agenda and working it on the Hill. After six months or so, when the public has warmed to the ideas and the legislative packages are about to get into hearings, then you might consider some form of summit, broadened to include not only the governors, but also key members of Congress and others whose support and influence are important. This way, Bill can be sure that the agenda is his, and he can go into it with a groundswell of support behind him.

...

That's it. None of us doubt that you have thought long and hard about many of these things and have probably gone way beyond what we have laid out in many areas. But we hope that there is something here that you can use. We would, of course, be very happy to flesh out these ideas at greater length and work with anyone you choose to make them fit the work that you have been doing.

Very best wishes from all of us to you and Bill.

Marc Tucker