

Getting Smarter, Becoming Fairer

A Progressive Education Agenda for a Stronger Nation

Renewing our Schools,
Securing our Future



*A Joint Initiative of the Center for American Progress
and the Institute for America's Future*





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A National Task Force on Public Education

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**Getting Smarter, Becoming Fairer
A Progressive Education Agenda for a Stronger Nation**

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Renewing Our Schools, Securing Our Future: A National Task Force on Public Education

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Foreword

America's public education system is critical to our economy and is also the foundation of our democratic rights and freedoms. A quality education provides children with the knowledge and problem-solving skills necessary to succeed in the workplace, and equally important, provides them with the capacity for sound judgment, self-awareness and critical thinking about the world around them. Our nation's commitment to public education has reinforced our democracy and helped establish America as a global economic superpower. With unprecedented political and economic shifts rapidly reshaping the world today, a renewed investment in and commitment to universal high-quality education will be critical to sustaining America's overall economic health and renewing a strong and vibrant citizenry in the 21st century.

Renewing Our Schools, Securing Our Future: A National Task Force on Public Education was formed to address the challenges facing our education system in an increasingly complex and interconnected world. It began with a simple premise: we have entered the 21st century, but our school systems too often reflect the needs and realities of a bygone era. While the No Child Left Behind Act (NCLB) brought needed attention to measuring progress and holding schools accountable, it did not address fundamental challenges facing our education system. It is clear that more is needed if we are going to prepare our children for the awesome challenges they will face in this century. Comprised of educators and leaders from a range of disciplines, the Task Force of twelve individuals set out to develop an agenda that could be supported by parents, business leaders, students, educators and political leaders of all persuasions – an agenda that would prepare all of America's students to succeed in the 21st century.

For more than a year, the Task Force has investigated and considered new and innovative strategies to revitalize public education. It has reviewed substantial amounts of material about education in the United States and elsewhere. It has considered social, economic and demographic trends and their relationships to education. It has examined a wide range of approaches to improving education and to expanding how we think about the education system. The Task Force commissioned a number of papers and, during 2004, it held a series of public forums in six cities throughout the United States to examine successful strategies, initiatives and approaches to strengthening the education system. The Task Force investigations, papers and forums have culminated in this report, which outlines a comprehensive plan for closing the learning gap among our own students and with others across the globe.

The Task Force is sponsored by the Center for American Progress and the Institute for America's Future. The Center for American Progress, led by President and CEO John D. Podesta, is a nonpartisan research and educational institute dedicated to promoting a strong, just and free America that ensures opportunity for all. It works to find progressive and pragmatic solutions to significant domestic and international problems.

The Institute for America's Future, led by President Robert L. Borosage, is a center of nonpartisan research and education. Drawing on a network of scholars, activists and leaders from across the country, IAF develops policy ideas, educational materials and outreach programs. IAF focuses on kitchen-table concerns such as economic security, education, retirement security, health and safety on the job, clean water and safe food.



Executive Summary

Getting Smarter, Becoming Fairer

A Progressive Education Agenda for a Stronger Nation

America's public education system came of age at the beginning of the last century, amid an enormous growth in population and a fundamentally changing economy. Early 20th century America saw the fading of an agrarian society, the advent of the industrialized economy and a massive influx of immigrants. We created our current public school system to meet the needs of this changed society and to prepare students to succeed in the 20th century economy. Our investments and leadership in education, such as making high school widely available and building strong public universities, helped foster economic prosperity and a strong democracy.

One hundred years later, America faces a newly globalized economy, rapidly changing demographics, and a lingering and dangerous achievement gap for minority and poor students that continues to sap America's strength by failing to give all children the tools they require to become the highly skilled workforce and engaged citizenry our country needs.

Now, we are charged with simultaneously closing two sets of student achievement gaps: one at home, the other on the international stage. We must ensure that all American children – regardless of race, ethnicity, income, native language, or geographic location – are afforded access to the high-quality schools that will enable them to participate in the promised opportunity of the American dream. Failure to do so will only lead to greater divisions in the country between the “haves” and “have-nots,” which history tells us can have disastrous consequences. We must also produce more high-caliber students to compete successfully with the young people overseas who can today rightfully take pride in their own world-class educations.

In this new era, America must commit itself to a fundamental examination of its public education system and fully restructure it to meet the challenges of this century. American perseverance, ingenuity and brainpower can make America stronger than ever. But 21st century success will require the creativity and talent of every American. *Getting Smarter, Becoming Fairer* lays out a road map for creating a public education system capable of meeting the challenges our country faces. We call on our nation's leaders to show the courage to guide America along this path.

Defining the Challenge

Globalization and Competitiveness

The United Kingdom was the economic world power and the United States' greatest economic competitor at the beginning of the 20th century. The United States now finds itself in an increasingly competitive global economy. The European Union and Japan today are formidable advanced industrial competitors. Developing countries like China and India offer the world economy workers of increasing education and sophistication at far lower costs than the United States can match. Global competition is growing ever more intense; by 2050, the three largest economies are likely to be China, the United States and India – in that order.

The rapidly globalizing economy means Americans no longer have to vie with just one another for good jobs. Other nations are increasingly realizing the relationship between knowledge and economic progress. They are encouraging learning and supporting its application to develop ideas and spur innovation. While many of America's public schools produce high-quality graduates, many others fail to do so. Too many of our students are not prepared to thrive in this increasingly competitive world.

Achievement Gap

More than 40 years after the passage of the Civil Rights Act of 1964 and President Lyndon B. Johnson's declaration of a war on poverty, the gaps between "haves" and "have-nots" continue to be huge on almost every measure of health, income and achievement. Minority and poor students – in rural areas and cities alike – continue to fall behind in basic math and reading skills. These gaps can no longer be ignored; students of color are growing as a proportion of our population and in this century will become our new majority. Currently, one in every five children in America is the son or daughter of an immigrant. By 2015, that number is expected to grow to one in every three children. Just as the creativity and hard work of 20th century immigrants helped create unparalleled prosperity for our country, each of these children has the talent and potential to contribute to our society in ways we can only imagine.

On an individual level, academic gaps represent a fundamental failure in the promise of our education system to ensure that every child has the opportunity to reach his or her fullest potential. Reverberating through the lives of millions of children, these gaps stifle economic growth and endanger our democracy.

Indeed, the achievement gap threatens more than our society's competitiveness. The signal role of public education is to prepare a citizenry capable of participating fully in the life and work of our democracy. In our increasingly complex, knowledge-driven and information-rich society, the skills and critical-thinking abilities necessary to serve on juries, choose our leaders and participate in civic life are as important as ever. America's diversity has always been our greatest resource; we must have an education system that capitalizes on this strength.

Our Response to the Challenge

To meet the challenges we have outlined, America must renew its commitment to education.

More Time on Task

We begin with a simple but essential idea: students need more learning time. Whenever our economy has asked more from Americans, America has offered its people greater education. Universal elementary public education and the 9 a.m. – 3 p.m. school day were developed in the agrarian era, when young people needed basic knowledge but were still expected to help out on the farm. Later, in the industrial era, we offered high school to all students, and thanks to the GI Bill, college became possible for millions of Americans. The extension of college opportunity to more students laid the foundation for the great post-war economic boom.

Today, extending learning time from early childhood through post-secondary education is once more an imperative for our nation. Education should begin long before children enter the classroom, yet far too few children begin school ready to learn. In 1999, only 39% of all pre-kindergarten 3- to 5-year-olds had gained at least three of the four literacy school readiness skills.¹ Once children enter school, they face a system that inhibits learning by structuring the school year and school day according to tradition and habit, rather than according to student needs. The summer vacation months of the typical school year allow many students to forget some of what they learned earlier and force teachers to spend precious time reviewing material.² The current length of the school day is just as harmful to student learning. Research has shown that quality after-school activities increase academic performance and reduce negative behaviors; yet 14 million children simply return to an empty home when the dismissal bell rings.³ Given this foundation, it comes as no surprise that many of America's high-school graduates find themselves under-prepared for a post-secondary education.

In an increasingly competitive world where economic prosperity, for both the nation and individuals, is so dependent on education, only about half of American students obtain a post-secondary education. And for all of our children, but particularly for low-income and minority students, the United States lags far behind many of its competitors in providing pre-school education and a school year that allocates enough time for learning. These realities are unacceptable – both as a matter of equity and as a matter of economic strength. We must extend educational time and use the time we have more effectively.

High Expectations, Standards, and Accountability

Of course, it is not enough to extend educational time; we must use the time better. We must ensure that all students are learning what they need to succeed in the 21st century. Currently, there is little consensus on what students should know and be able to do by the time they graduate from high school. While some states have implemented rigorous curriculum standards and sophisticated evaluation systems that push students to aim high, others have settled for the minimum. It is time to establish a consensus and codify what standards and accountability measures will best prepare students to succeed. But providing every student with a high-quality education goes beyond strong standards and quality measurements; it requires turning around low-performing schools. Federal and state laws promise assistance, but effective and sufficient help is all too rare. We must develop high standards and work to make sure that all students can meet these expectations.

¹ Child Trends, *Early School Readiness* (Washington, DC: Child Trends Databank, 2003). Available at: <http://www.childtrends.databank.org/indicators/7EarlySchoolReadiness.cfm>

² H. Cooper, B. Nye, K. Charlton, J. Lindsay and S. Greathouse, "The Effects of Summer Vacation on Achievement Test Scores: A Narrative and Meta-analytic Review," *Review of Educational Research*, 66(3): 227-268, Fall 1996.

³ After-school Alliance, *America After 3 PM: A Household Survey on After-school in America* (Washington, DC: After-school Alliance, 2004). Available at: http://www.afterschoolalliance.org/press_archives/Working_Families_Rpt.pdf

Highly Qualified Teachers and Effective School Leaders

Schools need well-trained and dedicated teachers and principals to succeed. Despite this reality, for too long, we have not ensured that the training for teachers and principals meets the most pressing needs of students, and we have failed to address the many reasons teachers leave the profession, including a lack of professional development and advancement opportunities, low pay, lack of support from school administrators, poor working conditions, and limited decision-making power. As a result of the nation's failure to attend to these issues, one-third of new teachers leave within the first three years of teaching,⁴ and students in hard-to-serve schools are more likely to be taught by instructors with temporary or emergency certifications and just a year or two of teaching experience.⁵

Only high-quality educators will produce the skilled workforce and involved citizenry this country needs. The prestige of the profession must be raised in order to continue to attract and retain the professional force needed to educate the nation's children.

Connecting Schools with Families and Communities

All too often, low-income children and children of color start pre-school and kindergarten behind their more advantaged peers. Disadvantaged children, from toddlers to teenagers, may also face challenges in their homes and communities. These out-of-school difficulties can leave children further behind; children without adequate health care, housing, parental support and nutrition are simply not as well prepared to focus on learning when they are in the classroom. Providing families with supports to ensure the health, safety and steady development of their children is essential for a positive beginning and continued academic success.

Investing in America's Future

Transforming our schools to meet 21st century challenges will demand real resources. The National Institute for Early Education Research, for example, reports that it would cost \$11.6 billion to provide quality pre-school to 3- and 4-year-olds from low-income families.⁶ The Teaching Commission, chaired by former IBM chairman Louis V. Gerstner, Jr., calls for an annual investment of \$30 billion to improve teacher quality.⁷ These figures may appear daunting, but addressing the challenges of the 21st century is essential to our prosperity and to the survival of our democracy.

⁴ Richard M. Ingersoll, *Why Do High-Poverty Schools Have Difficulty Staffing Their Classrooms with Qualified Teachers?* (Washington, DC: Center for American Progress and the Institute for America's Future, November 2004).

⁵ National Partnership for Teaching in At-Risk Schools, *Qualified Teacher for At-Risk Schools: A National Imperative* (Washington, DC: 2005).

⁶ National Institute for Early Education Research, *Fact Sheet: Cost of Providing Quality Preschool Education to America's 3- and 4-year-olds* (New Jersey: National Institute for Early Education Research, Rutgers, State University of New Jersey, 2005). Available at: <http://nieer.org/resources/facts/index.php?FastFactID=5>

⁷ The Teaching Commission, *Teaching at Risk: A Call to Action*, (New York: The Teaching Commission, 2004). Available at: http://www.theteachingcommission.org/press/FINAL_Report.pdf

In the past, when urgent national needs emerged – be they opening the doors of college opportunity to returning GIs or answering the challenge of Sputnik – the federal government led the way in responding. Today we find the opposite, with less than 3% of the total federal budget going to education. The federal government will need to lead again. To begin the implementation of the recommendations made in this report, we propose a \$325 billion federal investment over 10 years. Even this increase, however, would not be adequate to implement the recommendations made in this report to the extent our country needs. To achieve our full vision, we call for doubling the federal investment in education and increasing the investment from states and localities.

If we were only asking for more spending on the education system of our past – the one that hasn’t worked well for so many – then we would not deserve to have our call answered. But we are not. We are recommending a dramatic new approach to education and a new investment paradigm by seeking increased federal dollars to leverage much more learning time and realize much higher expectations, to take aggressive steps to improve the quality of teaching, and to connect with families and communities so that they can enhance their children’s learning opportunities. We are convinced our recommendations, if well implemented, will work to better prepare all students and close learning gaps. They promise significant returns and therefore are deserving of the significant investment increases for which we call. For every \$1 invested in pre-kindergarten, for example, experts predict a return of at least \$7 due to higher earnings and less crime and remedial education.⁸ Similarly, increased college participation improves tax receipts and lowers expenditures on social programs and incarceration.⁹

America today faces both a choice and an opportunity. We cannot pretend that we are ready to meet the challenges of the 21st century if we continue with business as usual. The agenda outlined here calls for a marked transformation of our schools. That requires greater commitment, greater accountability and greater investment. This transformation is essential if we are to provide our children with the education they need and deserve.

Our national history is rich with tales of American perseverance, ingenuity and brainpower rising to take on the challenges of each era. We must once again summon the resolve to transform our education system; our future depends on it.

⁸ National Institute for Early Education Research, “Federal Reserve Economist Urges Much Wider Public Investment in Preschool” *Preschool Matters*, vol. 1, no. 3, December 2003.

⁹ Sandy Baum and Kathleen Payea, *Education Pays 2004* (New Jersey: The College Board, 2004). Available at: http://www.collegeboard.com/prod_downloads/press/cost04/EducationPays2004.pdf

Outline of Recommendations

The *Renewing Our Schools, Securing Our Future* National Task Force on Public Education believes that, by implementing the following major recommendations, Americans will be better prepared to meet the needs of the 21st century.

1. More and Better Use of Learning Time

- Extending the School Day, Lengthening and/or Reorganizing the School Year, and Making Better Use of Existing Time in School
- Providing Pre-School and Full-Day Kindergarten
- Preparing All High-School Students for Higher Education and Connecting Them to Affordable Post-Secondary Opportunities

2. High Expectations, Voluntary National Standards, and Accountability for All Students Learning

Developing voluntary national standards, expanding national accountability measures, and pressing for adequate and equitable funding across states.

Increasing assistance to low-performing schools and districts and promoting school construction and modernization.

3. Highly Qualified Teachers for Every Classroom and Strong, Effective Leaders for Every School

Developing better teacher and principal preparation and training, enhanced compensation structures, and a more equitable distribution of highly skilled teachers.

4. Connecting Schools with Families and Communities

Establishing community schools to address out-of-school needs, offering early screening to identify developmental and physical challenges, promoting home visits and support for struggling families, and encouraging greater parental involvement in children's education.

Getting Smarter, Becoming Fairer

A Progressive Education Agenda for a Stronger Nation

American students coming of age in the 21st century are challenged as never before. They live in a world that is roiled by seismic economic, cultural, and demographic shifts. They face a future of rapid change and relentless competition. New skills and new ways of using these skills are imperatives if succeeding generations of Americans are to thrive in a world that is increasingly global and complex.

America's education system faces the twin challenges of raising the bar overall and closing the learning gaps among its students. Far too many of our students are not prepared to succeed in an increasingly competitive world. Those who have historically received less support—students who are African-American, Latino, and Native American; from immigrant families whose first language is not English; or from low-income and undereducated families—not surprisingly, are farthest behind.

These students are too often cut off from the American dream that hard work and education will lead to a good life. Students from these backgrounds are growing as a proportion of our population. Indeed, in this century, they will become our new majority. They are the workforce, the community leaders, and the voters of the future. Whether they will be the kinds of citizens that democracy demands – productive, engaged, critical, energetic, and free – depends on the education they receive and their own academic achievement.

America's education system must truly become first in the world if its prosperous democracy is to thrive in the 21st century. To accomplish this, the education agenda for the next 10 years must be aggressive, comprehensive, and focused on closing learning gaps among our own students and with students worldwide. We must abandon 19th and 20th century models and do things in radically different ways, always placing the needs of students first. We must address, simultaneously, multiple shortcomings within our educational system by:

1. Increasing learning time
 - through better use and extension of our school days;
 - by starting younger so every child enters school ready to learn; and
 - by preparing all high-school students for higher education and connecting them to affordable post-secondary opportunities.

Then we must assure high quality in these uses of learning time by:

2. Promoting high expectations, voluntary national standards, and accountability for all students learning;
3. Recruiting, preparing, rewarding and equitably deploying high-quality teachers and school leaders; and
4. Establishing stronger connections between schools and families and communities.

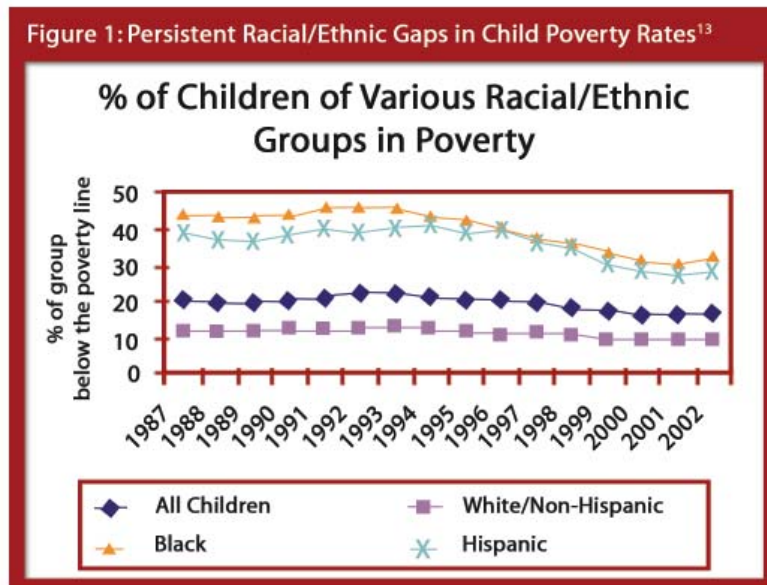
Great Divides

The United States is both the world's largest economy¹⁰ and the industrialized nation in which wealth is distributed the most unevenly.¹¹ More than 40 years after the passage of the Civil Rights Act of 1964 and President Johnson's declaration of a war on poverty, stark gaps between the "haves" and "have-nots" in our society continue to exist on almost every measure of health, income and achievement. Many tolerate this poverty amidst prosperity because they assume that all citizens are afforded equal opportunities for creating good lives for themselves and their families. They believe it doesn't matter in the long run whether one is born the son of a custodian or the daughter of a CEO; everyone has a fair shot at success through hard work and education. For some, this is true. But the sad reality is that, for many, the deck is stacked against them from the beginning. Today,

those starting the race with their shoes tied together receive little meaningful help from an education system ill-equipped to give them the skills they need to take advantage of America's opportunities. For these children, the American dream seems to be slipping away. Their chances of achieving a middle-class lifestyle are worsening while the gaps between the rich and the poor are widening.

Gaps in Well-Being

Over the last three decades, America's labor market has evolved into a two-tiered system. Those with the right education, skills and connections reap a growing share of the economy's rewards, while the rest toil in jobs where wages aren't keeping up, and health and retirement benefits are increasingly rare. Today, American CEOs earn 185 times what the typical U.S. worker makes, up from a 26:1 ratio in 1965.¹² This era of progress for those



¹⁰ International Monetary Fund, *World Economic Outlook Database* (Washington, DC, April 2005) Available at: <http://www.imf.org/external/pubs/ft/weo/2005/01/data/index.htm>.

¹¹ Sylvia Allegretto, Jared Bernstein and Lawrence Mishel, *The State of Working America 2004/2005* (Ithaca, NY: Cornell University Press, 2005).

¹² Ibid.

¹³ U.S. Census Bureau, *Current Population Survey, March and Annual Social and Economic Supplements*, 2004. Available at: <http://www.childstats.gov/ac2004/tables/econ1a.asp>

at the top of the earnings ladder has been one of stagnation for most at the bottom. The share of Americans living below the federal poverty line stood at 11.3% in 2003, just about the same as it was 30 years earlier (11.1%).¹⁴

Children are hit especially hard by these trends, as they are more likely than the rest of society to live in poverty. Further, African-American and Hispanic children are disproportionately represented among the poor. In the last year for which data were available, nearly one in three African-American children and more than one in four Hispanic children were living in poverty, compared to one in eleven white children.¹⁵ (See Figure 1.)

Although poverty is often portrayed as an inner-city phenomenon, the poor are nearly as likely to be rural as they are to be urban. About 17.5% of the inner-city population and 14.5% of the rural population were living below the poverty line in 2003, compared to 9% of those living in the suburbs.¹⁶ Geographic segregation means that the lives of the rich and poor only sporadically intersect, making it easy to ignore what goes unseen.

Life in communities where low-income families and families of color often make their homes entails a set of unique obstacles to achieving the American dream. Unemployment is higher than average and violence is all too prevalent, with African-Americans both disproportionately likely to be the victims of violent crimes as well as to be found guilty of committing them.¹⁷ Access to health care is inadequate, while some diseases and medical conditions, like asthma, diabetes and lead poisoning, are more prevalent.¹⁸ And single parenthood is more common, which in turn contributes to the cycle of poverty by leaving children largely dependent on the financial and emotional support of only one, often young, adult.¹⁹

Certainly, important progress has been made. More African-Americans and Latinos count themselves among the ranks of the middle class than ever before. But moving from the bottom to the top of the income ladder is becoming more of a challenge. One study by the Economic Policy Institute shows that of those who started out in the lowest income quintile in the late 1980s, more than half (53%) were still in that same low-earning group in the late 1990s. Another 24% had managed to move

¹⁴ Sylvia Allegretto, Jared Bernstein and Lawrence Mishel, *The State of Working America 2004/2005* (Ithaca, NY: Cornell University Press, 2005).

¹⁵ Ibid.

¹⁶ Carmen DeNavas-Walt, Robert J. Mills and Bernadette D. Proctor, *Income, Poverty, and Health Insurance Coverage in the U.S.: 2003* (Washington, DC: U.S. Census Bureau, 2004). Available at: <http://www.census.gov/prod/2004pubs/p60-226.pdf>

¹⁷ U.S. Department of Justice, *Bureau of Justice Statistics Bulletin: Prisoners in 2003*, 2004. Available at: <http://www.ojp.usdoj.gov/bjs/pub/pdf/p03.pdf>; and U.S. Department of Justice, *Key Facts at a Glance: Serious Violent Victimization Rates by Race, 1973-2003*, 2004. Available at: <http://www.ojp.usdoj.gov/bjs/glance/tables/racetab.htm>

¹⁸ Carmen DeNavas-Walt, Robert J. Mills and Bernadette D. Proctor, *Income, Poverty, and Health Insurance Coverage in the U.S.: 2003* (Washington, DC: U.S. Census Bureau, 2004). Available at: <http://www.census.gov/prod/2004pubs/p60-226.pdf>; and Center for Disease Control and Prevention, "Summary Health Statistics for U.S. Children: National Health Interview Survey," *Vital and Health Statistics*, Series 10, Number 221, 2004. Available at: http://198.246.96.2/nchs/data/series/sr_10/sr10_221.pdf

¹⁹ Carmen DeNavas-Walt, Robert J. Mills and Bernadette D. Proctor, *Income, Poverty, and Health Insurance Coverage in the U.S.: 2003* (Washington, DC: U.S. Census Bureau, 2004). Available at: <http://www.census.gov/prod/2004pubs/p60-226.pdf>

up by one quintile, meaning that a total of 77% of those who started at the lowest end of the income scale were still on the low end of the scale a decade later.²⁰

There have been times in our nation's history when the great divide between "haves" and "have-nots" became too much for individuals to bear. Resentment and frustration welled up into violence, and riots made the nightly news. Without hope, equity and true educational and economic opportunity, there is no guarantee that those turbulent times are largely a thing of the past. The strong and persistent connection between race, ethnicity and income, on the one hand, and so many measures of well-being, on the other, should serve as a warning sign to all as we enter an era in which today's minority populations will become the majority. More must be done to deliver on the promise of equal opportunity and justice for all.

A Demographically Changing America

Though America has long been a nation of newcomers, the United States is today in the midst of an epic immigration wave. Its foreign-born population now numbers 33.5 million and, at 11.7%, represents only a slightly smaller share of the overall population than it did during our last great immigration boom a century ago.²¹ Unlike the immigrants who came from Europe 100 years ago, most of today's immigrants are making their way here from Latin America, Asia, and Africa. This swelling surge of

immigration carries profound implications and opportunities for America today and will shape the nation's demographics for decades.

By 2050, this influx of immigrants, coupled with demographic changes among current citizens, will produce an America that is comprised evenly of whites and people of color.²² After that, we will become a society with no single racial or ethnic group comprising the bulk of the population. This shift will be felt not only in the historically diverse immigrant gateway cities of New York, Miami, Phoenix, and Los Angeles, but also in plains states, such as Iowa and Nebraska, and some southern states, such as Georgia and North Carolina, that are reemerging as the destination of many immigrants.

Racial and ethnic diversity is and will continue to be unevenly distributed throughout the United States. The southern half of the country – from coast to coast – will be much more racially/ethnically mixed than the northern half, largely due to growth in the Latino population. Latinos will be the largest minority group in the Southwest, and African-Americans will be the largest minority group in most of the Southeast.

This significant population shift is already being felt differently in various places (e.g. Somalis in Vermont, Hmong in Minneapolis, Mexicans in North Carolina), but make no mistake – it will be felt first in our schools.

²⁰ Sylvia Allegretto, Jared Bernstein and Lawrence Mishel, *The State of Working America 2004/2005* (Ithaca, NY: Cornell University Press, 2005).

²¹ Luke Larsen, *The Foreign-Born Population in the United States: 2003* (Washington, DC: U.S. Census Bureau, 2004). Available at: <http://www.census.gov/prod/2004pubs/p20-551.pdf>

²² U.S. Census Bureau, *U.S. Interim Projections By Age, Sex, Race, and Hispanic Origin* (Washington, DC: U.S. Census Bureau, 2004) Available at: <http://www.census.gov/ipc/www/usinterimproj/natprojtab01a.pdf>

The New Face of Immigration

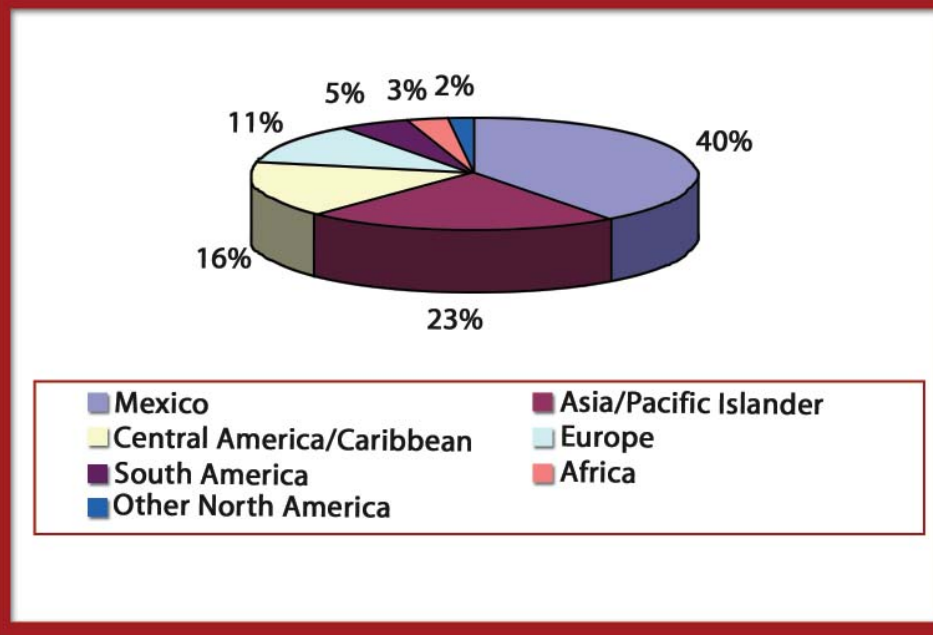
The Children of Immigrants

- 1 in 5 children in the United States is the son or daughter of an immigrant
- 4 in 5 children of immigrants are U.S. citizens
- By 2015, 1 of every 3 school-age U.S. children is projected to be the son or daughter of an immigrant
- The majority of school-aged English language learners live in the West

Language Use in the U.S.

- 18% of children in the U.S. speak a language other than English at home
- 72% of children in immigrant families speak a language other than English at home
- Spanish was the most common language for those who were not native English speakers. 71% of all people, regardless of age, whose primary language wasn't English were Spanish-speakers
- 26% of immigrant children live in linguistically isolated households, meaning that no one over the age of 14 has a strong command of the English language
- In 1999, 74% of Hispanics aged 5-24 spoke a language other than English at home
- In 1999, 60% of Asian/Pacific Islanders aged 5-24 spoke a language other than English at home
- In 1999, 63% of English language learners aged 5-24 were U.S.-born

Children of Immigrants by Region of Origin, 2000



Information here is from:

Richard Behrman and Margie Shields, "Children of Immigrant Families: Analysis and Recommendations," *The Future of Children*, vol. 14, no. 2, Summer 2004. Available at: http://www.futureofchildren.org/usr_doc/Vol_14_No2_no_photos.pdf

Steven Klein, et al., *Language Minorities and Their Educational and Labor Market Indicators – Recent Trends: Statistical Analysis Report* (Washington, DC: National Center for Education Statistics, 2004). Available at: <http://nces.ed.gov/pubs2004/2004009.pdf>

Michael Fix and Jeffrey S. Passel, *Immigration – Trends and Implications for Schools* (Washington, DC: Urban Institute, 2003). Available at: <http://www.urban.org/url.cfm?ID=410654>

Already, one in every five children in the United States is the son or daughter of an immigrant;²³ by 2015, that figure is expected to rise to include one in every three school-age children.²⁴ Educating immigrant children has long been par for the course in places like New York and California, but as the scope of immigration expands, many more states and schools will count themselves among those responsible for

If a meritocracy such as ours truly reveres equality of opportunity and rewards tenacity and talent, as it claims, then schools should serve to equip all children with the skills and knowledge necessary to propel them as far as they can go.

teaching newcomers. Nebraska, for example, recently reported that the number of students speaking limited English jumped 320% over the last decade (from 3,714 in 1993-94 to 15,586 in the 2003-04 school year).²⁵

Such trends show no sign of abating,

and schools will increasingly be called upon to embrace the diversity of their student population, use this diversity as an asset, and reach out to students' families to ensure that these children become fully equipped to participate in American civic life and the global economy. As a nation we need to capitalize on the gifts of capacity and human resources that new immigrants bring – their energy, love of freedom, and aspirations to make a better life in their new home.

Education Achievement Gaps

Despite our nation's deep divisions, the mere hope of prosperity and well-being continues to loom large in the hearts and minds of most Americans. Indeed, opportunity, security and freedom continue to beckon immigrants from across the globe. Hard work, commitment, ingenuity and, at times, luck are all critical components of achieving this dream, but in the 21st century, one more essential element plays an important role – a high-quality education. If a meritocracy such as ours truly reveres equality of opportunity and rewards tenacity and talent, as it claims, then schools should serve to equip all children with the skills and knowledge necessary to propel them as far as they can go. Absent an effective education system that is equally accessible to all, the American dream is rendered a meaningless metaphor; it only serves to elevate hopes and ultimately to engender disappointment and alienation.

The high-quality schools that are such an integral ingredient in the American dream have too often been missing in the lives of low-income, minority, and immigrant children. These children are more likely to have inexperienced, inadequately prepared teachers than are their white and middle- and upper-income peers. They often confront dilapidated school facilities, dated and insufficient materials, and fewer resources than those who live in affluent areas. Not surprisingly, the end result is significant disparities in academic achievement (shown in Figure 2) that surface relatively early in students' educational careers and persist throughout them.

²³ Richard Behrman and Margie Shields, "Children of Immigrant Families: Analysis and Recommendations," *The Future of Children*, vol. 14, no. 2, Summer 2004. Available at: http://www.futureofchildren.org/usr_doc/Vol_14_No2_no_photos.pdf

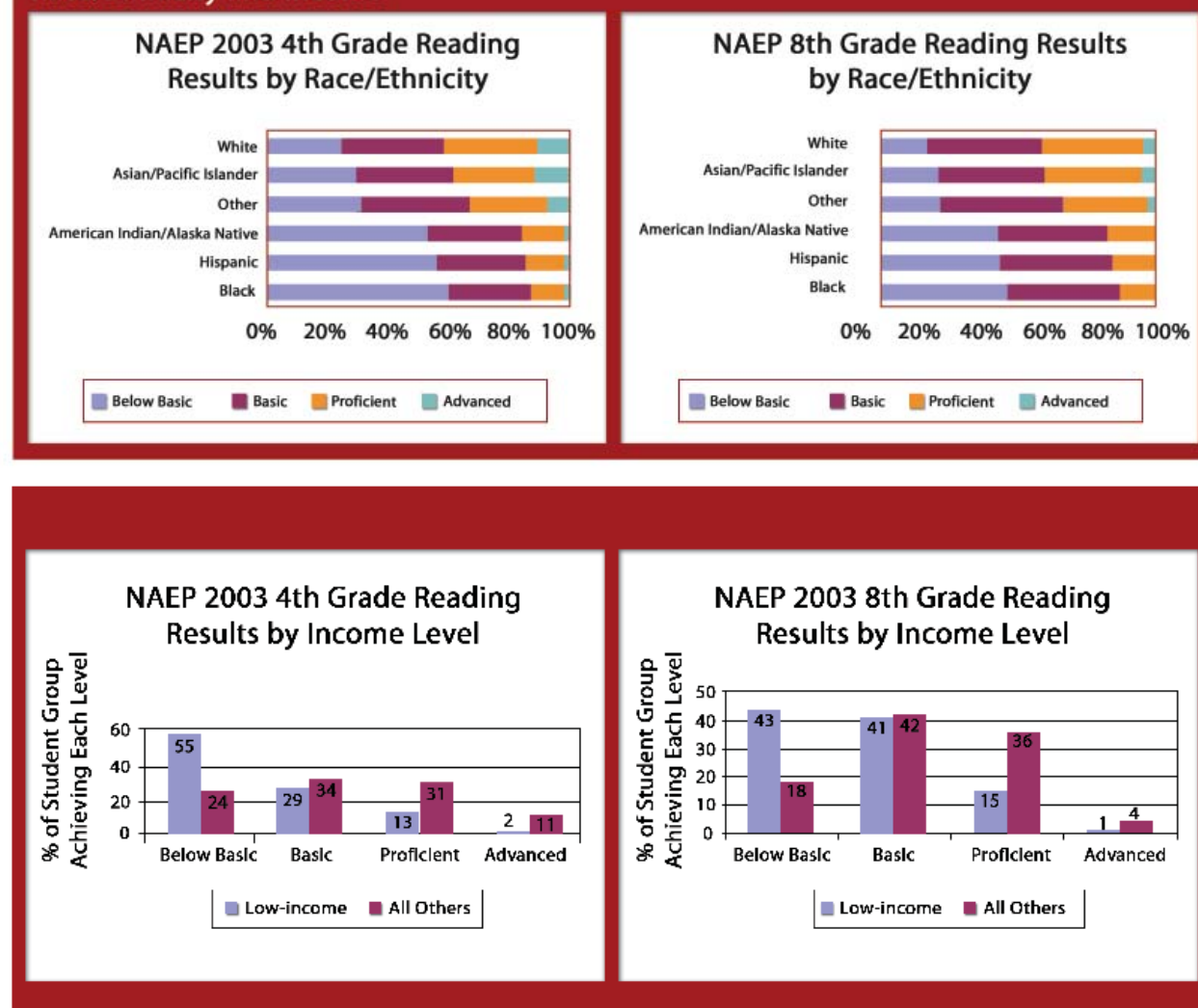
²⁴ Michael Fix and Jeffrey S. Passel, *Immigration – Trends and Implications for Schools* (Washington, DC: Urban Institute, 2003). Available at: <http://www.urban.org/url.cfm?ID=410654>

²⁵ Mary Ann Zehr, "Newcomers Bring Change, Challenge to Region," *Education Week*, May 4, 2005.

These disparities are only magnified as children reach adulthood. Tragically, too many of these students don't complete high school,

much less pursue post-secondary education. Only 71% of students who begin high school across the nation actually receive a diploma

Figure 2: National Assessment of Educational Progress (NAEP) Scores by Race/Ethnicity and Income²⁶



²⁶ *The Nation's Report Card: National Subgroup Results* (Washington, DC: National Center for Education Statistics, Nov. 2003). Available at: <http://nces.ed.gov/nationsreportcard/reading/results2003/natsubgroups.asp>

A project of the National Center for Education Statistics within the U.S. Department of Education, the National Assessment of Educational Progress (NAEP) is an ongoing nationally representative indicator of what students know and can do across a range of academic subjects. NAEP includes two components – the main assessments, which are periodically updated to reflect current curriculum policies, content and techniques of educational measurements, and the long-term trend assessments, which use substantially the same tests year after year in order to measure the progress of the nation's students over several decades. Figure 2 and Figure 9 in this report refer to results from the most recently available main assessment. Figure 8, which looks at the achievement gap over time, refers to the most recent long-term assessment.

in four years.²⁷ As troubling as this number is, some areas of the country fare even worse. In South Carolina, 53% of all students who begin high school finish it;²⁸ in Detroit, the estimate is 57%.²⁹ Students who fail to complete high school are disproportionately from low-income and/or minority families. While 22% of white students do not complete high school, 44% of African-American students and 48% of Latino students drop out.³⁰ Theirs is a dream denied.

It would be wrong and unfair to assume that the reason for these students' poor achievement lies largely within them. Numerous examples illustrate how such children can and do thrive when they are in student-centered educational environments and are taught rigorous and engaging curricula by knowledgeable, well-prepared and committed instructors. At Atlanta's West Manor Elementary School, for example, the student population is almost entirely African-American and 62.5% low-income. In 2003, 93% of the school's 4th graders were proficient in reading, and 89% achieved proficiency in math.³¹ And at Oneida Elementary School in rural Kentucky, more than 85% of students achieved proficiency in math and reading, despite the fact that 77% of students come from economically disadvantaged families.³² Success is possible,

given the right environment and supports. No child enters school hoping to fail; it is the school system and political leaders that fail the child.

It has been demonstrated time and again that those who have access to a high-quality education and, in particular, reach some level of post-secondary schooling, are most likely to succeed. However, when schools fail to prepare students to become engaged citizens, productive workers and lifelong learners, students are left with little but forsaken aspirations and foreclosed opportunities.

Decades ago, the availability of well-paying manufacturing jobs paved a pathway for high-school dropouts to achieve a middle-class lifestyle. In the 21st century knowledge economy, however, Americans without high-school diplomas earn lower wages (see Figure 3), face a greater risk of unemployment, and wind up in prison more often³³ than those with higher levels of education. The prevalence of these problems is approaching crisis levels in some communities, and particularly among young black men. Today, nearly one in eleven African-American males between the ages of 25 and 29 is in prison, a fact which carries tragic repercussions not only for them but also for their families and communities.³⁴

²⁷ Jay Greene and Marcus A. Winters, *Public High-School Graduation and College Readiness Rates: 1991-2002* (New York, NY: Manhattan Institute for Policy Research, 2005). Available at: http://www.manhattan-institute.org/pdf/ewp_08.pdf

²⁸ Ibid.

²⁹ Jay Greene, *High School Graduation Rates in the United States* (New York, NY: Manhattan Institute for Policy Research, 2001). Available at: http://www.manhattan-institute.org/html/cr_baeo.htm

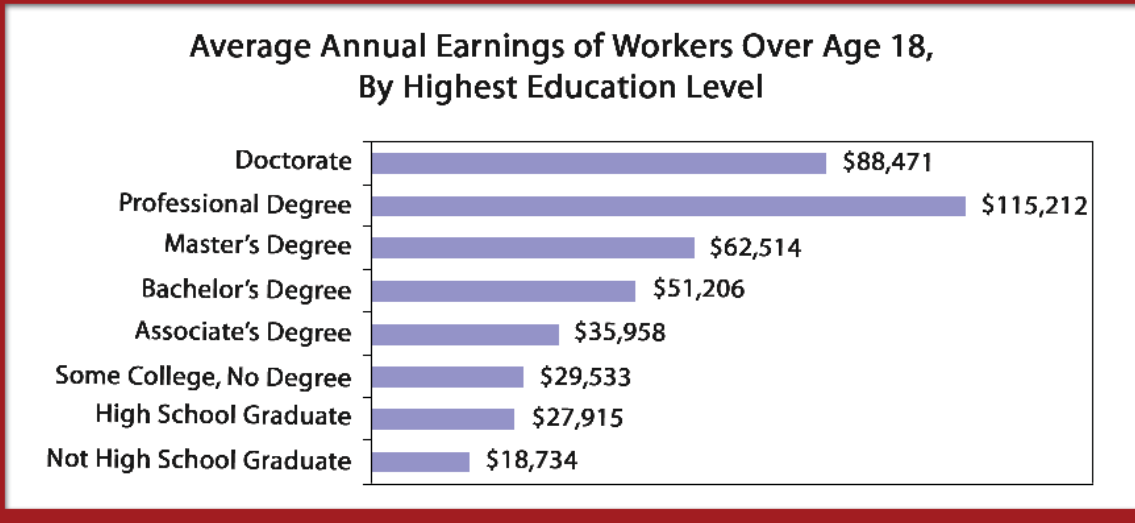
³⁰ Jay Greene and Marcus A. Winters, *High-School Graduation and College Readiness Rates: 1991-2002* (New York, NY: Manhattan Institute for Policy Research, 2005). Available at: http://www.manhattan-institute.org/pdf/ewp_08.pdf

³¹ GreatSchools.net, *West Manor Elementary School*. Available at: <http://www.greatschools.net/>

³² SchoolMatters.com, *Oneida Elementary School*. Available at: <http://www.schoolmatters.com/>

³³ Caroline Wolf Harlow, "Education and Correctional Populations" (Washington, DC: Bureau of Justice Statistics, 2003). Available at: <http://www.ojp.usdoj.gov/bjs/pub/pdf/ecp.pdf>

³⁴ U.S. Department of Justice, *Bureau of Justice Statistics Bulletin: Prisoners in 2003, 2004*. Available at: <http://www.ojp.usdoj.gov/bjs/pub/pdf/p03.pdf>

Figure 3: The Connection Between Education and Earnings³⁵

Our schools' inability to offer every student real educational opportunity and a fair chance to succeed leaves a legacy that resonates through generations, as children of poorly educated parents tend to lag their peers academically. In the aggregate, this represents a systemic societal failure that presents a direct threat to our nation's strength and viability. The demographic changes of the 21st century will magnify our society's challenges and render them more visible than ever before. Global economic competition, the likes of which we have not previously experienced, is already beginning to exact a brutal toll for this cycle of low expectations, little support, and worsening outcomes.

Securing Our Prosperous Democracy

Today, the United States economy, which supports and sustains our democracy, is under persistent and unremitting pressure from places that are eagerly developing their human capital in order to become more productive, to transform their societies, and to compete on the world stage.

- Real growth in Gross Domestic Product (GDP) in China has averaged almost 10% annually for the past two decades, far surpassing any other major economy over that span.³⁶ If current trends continue,

³⁵ U.S. Census Bureau, *Educational Attainment in the United States: 2004*, Table 9, 2005. Available at: <http://www.census.gov/population/www/socdemo/education/cps2004.html>

It is important to note that differences in income do not reflect an unwillingness to work among those with lower levels of educational attainment. A review of the working poor, defined as having incomes up to 200% of the federal poverty line or \$38,700 for a family of four in 2005, revealed that they work virtually the same number of hours as those in non-poor families – the primary earner in working poor families works on average 2,080 hours per year and among non-poor families he or she works 2,184 hours. (Gregory Acs, Katherin Ross Phillips and Daniel McKenzie, *Playing by the Rules But Losing the Game: America's Working Poor*, Washington, DC: Urban Institute, 2002.) The commitment to work among lower-income workers matches that of middle- and upper-income workers; education makes a crucial difference in how much committed workers earn.

³⁶ David Cohen, "Scrutinizing China's Every Move," *Business Week*, Nov. 19, 2004. Available at: http://www.businessweek.com/bwdaily/dnflash/nov2004/nf2004119_0024_db039.htm

China will have the third-largest GDP in the world by 2020.³⁷ By 2050, the three largest economies in terms of GDP are likely to be China, the United States, and India (in that order).³⁸

- In the United States itself, which characteristically values and rewards industriousness and inventiveness, non-citizens are gaining increasing recognition for innovation. Nearly half (47%) of patents granted by the U.S. Patent and Trade Office in 2000, the latest year for which this information is available, went to foreign inventors. American citizens received a slight majority of patents; the second-largest number was awarded to Japanese citizens. While Chinese and Indian citizens comprise a relatively small segment of all patent recipients, each nation has more than tripled its share of United States patents since 1991.³⁹
- Only 1.6% of 24-year-olds in the United States have a bachelor's degree in engineering, compared to figures roughly two times higher in Russia, three times higher in China, and four times higher in South Korea and Japan.⁴⁰
- The number of American engineering graduates peaked in 1985 and is presently

down 20% from that level; the percentage of United States undergraduates taking engineering is the second lowest of all developed countries.⁴¹

Some will say that we have heard similar warnings before and managed to thrive with only marginal modifications to our schools. This is true. America's economy has excelled in recent decades in spite of, rather than thanks to, our uneven educational performance. Rather than upgrading the educational system which incubates the nation's intellectual capital, we have coasted by on the advantages of sheer size, flexible labor markets, and immigration policies which allowed us to skim off the cream of the world's human capital. But our longstanding edge is rapidly eroding as China, India, and other nations compete more effectively to develop their own human capital and economic advantage.

We can no longer dismiss these trends as simply the result of large populations working for low wages or isolated nations opening heretofore inaccessible markets. The jobs being outsourced to workers in these and other nations, in many instances from the United States, are no longer limited to low-skill, low-wage professions, but now also include sizable numbers of jobs requiring significant skills and education, such as those in the engineering,

³⁷ Augusto Lopez-Claros, *Global Competitiveness Report 2004-5* (Geneva: Switzerland: World Economic Forum, 2004). Available at: http://www.weforum.org/pdf/Gcr/Executive_Summary_GCR_04. See also Richard N. Cooper, "A Glimpse of 2020" (Harvard University, Massachusetts). Available at: <http://post.economics.harvard.edu/faculty/cooper/papers/A%20Glimpse%20of%202020.pdf>.

³⁸ Roopa Purushothaman and Dominic Wilson, *Dreaming With the BRICs: The Path to 2050* (New York, NY: Goldman Sachs, 2003). Available at: <http://www.gs.com/insight/research/reports/99.pdf>

³⁹ Organization for Economic Cooperation and Development, *Compendium of Patent Statistics* (Paris, France: Organization for Economic Cooperation and Development, 2004). Available at: <http://www.oecd.org/dataoecd/60/24/8208325.pdf>

⁴⁰ Craig Barrett, "The Next Economy," *Foreign Policy*, Nov. /Dec. 2004. Available at: http://foreignpolicy.com/story/cms.php?story_id=2663

⁴¹ National Intelligence Council, *Mapping the Global Future* (Washington, DC: National Intelligence Council, 2004). Available at: <http://www.foia.cia.gov/2020/2020.pdf>

information technology and healthcare fields.⁴² This movement is accelerating; in 2003, the most recent year for which data is available, China surpassed the United States as the world's foremost recipient of foreign direct investment.⁴³

But increased economic competition is not just coming from "emerging" nations. Europe and Japan are transforming their domestic industries and making their markets more attractive to foreign investors while our post-9/11 restrictions on immigration, coupled with the increasingly attractive job opportunities in other nations, reduce our ability to recruit top-quality talent from overseas.⁴⁴ To ignore these warnings once was foolish. To do so again is to tempt fate.

America has more than simply jobs at stake. In the United States, a vibrant democracy and a powerful economy are inextricably linked. Our economy has buoyed our democratic traditions, and these traditions have in turn bolstered our economy. Today, this powerful and productive interplay is at risk, and our security, about which we are so rightly concerned, is threatened along with it.

Our outmoded system of education is steadily eroding those strengths, with the same effect over time as a military defeat: narrow life chances, constricted economic conditions and a growing cynicism that infects and poisons civic life. The effect may seem slow and

incremental at first, but the long-term impact will not be.

It will be all the more painful and inexcusable because we have had full warning of the threat and its consequences. Almost a quarter of a century has passed since the National Commission on Excellence in Education told us that continuing

neglect of our educational system was akin to "committing an act of unthinking, unilateral educational disarmament."⁴⁵ We like to think that we have engaged in serious educational reform since then. But, to date, we have made mostly cosmetic changes and tinkered at the margins. International statistics show the results of these meager efforts:

- In the most recent results from the Program for International Student Assessment (PISA), which tests the reading and math skills of 15-year-olds in a large group of industrialized nations and a smaller group of developing countries, the United States ranked 24th out of 29 nations in math literacy.

In the United States, a vibrant democracy and a powerful economy are inextricably linked. Today, this powerful and productive interplay is at risk, and our security, about which we are so rightly concerned, is threatened along with it.

⁴² Andrew Pollack, "Medical Companies Join the Trend to Outsourcing," *New York Times*, Feb. 24, 2005, A1.

⁴³ Organization for Economic Cooperation and Development, *Trends and Recent Developments in Foreign Direct Investment* (Paris, France: Organization for Economic Cooperation and Development), 2004. Available at: <http://www.oecd.org/dataoecd/37/39/32230032.pdf>

⁴⁴ Anthony Carnevale, "Education and the Economy: If We're So Dumb, Why Are We So Rich?" *Education Week*, Feb. 2, 2005.

⁴⁵ National Commission on Excellence in Education, *A Nation at Risk*, April 1983. Available at: <http://www.ed.gov/pubs/NatAtRisk/index.html>

- On the same assessment, the problem-solving abilities of Americans were no better. The United States again ranked 24th out of 29 nations.⁴⁶
- The Trends in International Mathematics and Science Study (TIMSS) shows that American 4th graders did somewhat better than their older peers did on PISA. The United States ranked 12th out of 25 industrialized and developing countries participating in the study.
- Eighth graders in the United States also scored above the international average in mathematics on the TIMSS, but their rank slipped to 20th out of 45 nations in that category.
- The United States, which once led the world in higher education graduates, is now second (at 38%) behind Canada (at 43%) among all Organization for Economic Cooperation and Development (OECD) nations in terms of the percentage of the 25- to 64-year-old population that has attained either a two-year or four-year post-secondary credential.⁴⁷ In addition, Australia, Finland, Iceland, Poland and Sweden now boast higher post-secondary entry rates than the U.S.⁴⁸

We can continue to pursue our current course and slowly relinquish the benefits and advantages of our past successes. But the cost of this inertia will be high, widespread and marked by recrimination and resentment that

will further weaken us. We can assign blame or we can respond in new ways.

The future of our country demands that we choose the latter. Our first response must be to build an education system that is second to none. Previous efforts at improving education have been intermittent and piecemeal, and we have shirked the hard, long and collective responsibility of completely overhauling an education system that has been in decline for decades. Often our promises go unrealized. As a result, we have many times been left to wonder why we have not seen the range of results that is needed. We have substituted slogans for substance and replaced resources with rhetoric. So far, the 20-year conversation about improving education has not yielded true progress. To get ahead, we must be smarter, more honest, and more determined about improving education; only then will our students be smarter, too.

A Progressive Agenda

Education in America must be modernized for all students. If we don't make simultaneous, even radical, changes, the American education system will end up with inadequate results for most students, even for those from advantaged groups. As a nation we have conquered serious challenges in the past, and we are convinced we can do so again.

This report is about what we need to do to get smarter. It argues that we must build a new, comprehensive model of public education, one

⁴⁶ Sean Cavanagh and Erik W. Robelen, "U.S. Students Fare Poorly in International Math Comparison," *Education Week*, Dec. 7, 2004.

⁴⁷ Organization for Economic Cooperation and Development, *Education at a Glance 2004, U.S. Country Report* (Paris, France: Organization for Economic Cooperation and Development, 2004). Available at: <http://www.oecd.org/dataoecd/34/55/33714494.pdf>

⁴⁸ Ibid.

that begins at birth and continues through post-secondary study. This approach focuses on the needs and interests of all students, rather than on the preferences of some adults, and builds upon the best and most promising educational practices. It advocates new thinking about education that seeks to foster success for each individual, contributing to a nation that is economically, socially, and intellectually prepared to lead.

We must prepare students for the 21st century, a time in which the basic skills and credentials necessary to hold a middle-income job are much different than they were 50 years ago. Excellent education today requires that every student be prepared to succeed in post-secondary education or technical training, as all students now require some level of education beyond high school. Efforts to ensure such an education must begin when a child is born, if not before, and must provide rich learning experiences before that child enters kindergarten. Effective family and community involvement in a child's intellectual, emotional and social development must be promoted both prior to and after enrollment in school, where the child must constantly be challenged to meet the highest standards.

This vision of excellence and the agenda to foster it remain faithful to the abiding ideal of public education—promoting the common good by developing an informed citizenry, strengthening democratic values and advancing economic opportunity for individuals as well as the nation.

This Task Force report builds upon a review of effective examples of excellence to outline four fundamental areas of reform to ensure that every child in America receives the excellent education that he or she deserves. Its recommendations require vision, willpower, resources, and strategic capacity to replace outdated, disconnected and discredited practices with new approaches. This necessitates turning away from comfortable paths that all too often have led to dead ends for many students. In short, these recommendations map a road to the future. They make promises we must keep, for the best ideas in the world are rendered useless if they are divorced from the human, institutional and financial resources necessary to put them into practice.



Recommendations

1 More and Better Use of Learning Time

From the time they are 5 until they are 18, most American children today spend between six and seven hours in classrooms on weekdays during the school year, which typically stretches from September into June. Today's publicly supported learning time was designed to respond to the needs of students and their families – the students and families of the 19th century. The allocation and use of time today is still tied to an agrarian economy where children rarely left their mother's side until they entered school at age 5, where children were needed to help in the fields during the after-school hours and summer months, and where only an elite few were destined for any education beyond the early grades. This way of life was replaced over 100 years ago by a manufacturing-driven economy, which demanded a different set of skills and an increase in formal learning time. America responded by lengthening the school year and sending a greater share of young people to high schools.

By the 1950s, high-school education had become widespread, with a high-school diploma serving as the entry-level credential required for success in an industrial-age factory job. While attendance became nearly universal, the dominant philosophy of high-school education was to tailor it to specific groups. About 20% of students were deemed to be college-bound and provided with a rigorous academic curriculum. Another 20% were destined for vocational

training, and the remaining 60% were to be provided with a general education. With the creation of the GI Bill returning World War II veterans swelled the ranks at college campuses, beginning the democratization of higher education.

By the 1970s, a new economy propelled by information, technology and knowledge began to replace the one based on manufacturing. This information-age economy requires that most students obtain a college education or post-secondary occupational credential. Indeed, to ensure that students are prepared for such study, researchers and policymakers alike agree that many children need to start learning at younger ages, especially children most at risk of starting school developmentally behind their peers.

This economic revolution coincided with dramatic changes in families and communities. The 1950s traditional concept of a two-parent family in which one spouse, usually the wife, stays home to take care of children is much less common. About 32% of children now grow up in single-parent households.⁴⁹ In over two-thirds of families with school-age children, both parents work outside the home.⁵⁰ As such, more children spend their early years in child care, pre-school or in front of a television, rather than at home with a parent as they might have a century ago. As children grow older, many of their parents struggle to find adequate after-school care for them. As a result, 14 million children in the U.S. return to an empty home when the dismissal bell rings.⁵¹

⁴⁹ U.S. Census Bureau, *Current Population Survey, March and Annual Social and Economic Supplements: Families and Living Arrangements*, 2003. Available at: <http://www.census.gov/prod/2004pubs/p20-553.pdf>

⁵⁰ Center for Research on Women at Wellesley College, *Making the Case: A Fact Sheet on Children and Youth in Out-of-School Time* (Wellesley, MA: 2003). Available at: http://www.niost.org/publications/Factsheet_2003.PDF

⁵¹ After-school Alliance, *American After 3 PM: A Household Survey on After-school in America* (Washington, DC: After-school Alliance, 2004). Available at: http://www.afterschoolalliance.org/press_archives/Working_Families_Rpt.pdf

Despite these economic and family changes and the greater knowledge and more complex skills demanded of workers, schools and districts continue to use time as they did when students' after-school activities included

In America, at the start of the 21st century, it is necessary to revisit how much time is devoted to learning over the course of a lifetime and how that time is spent.

chopping and toting firewood and weeding crops. At the same time, other countries have been making more time available for learning and using the available time differently.

Many nations offer a longer school year. They start the learning process when students are younger by offering universal pre-school, and they extend learning opportunities by making college increasingly accessible.

In America, at the start of the 21st century, it is necessary to revisit how much time is devoted to learning over the course of a lifetime and how that time is spent.

A. Transform learning time

The Challenge

Overhauling the use of learning time requires a review from every angle of how time is spent today in the K-12 system – including the length of the school year and the use of after-school time.

The 180-day, September-to-June school year is a mainstay of the American education system, but it is not the norm in other industrialized nations. While American school calendars continue to be structured much as they were half a century ago, other nations are forging ahead. Many of the countries that outperform the United States on international comparisons of student performance keep their students in school longer.

Figure 4: Length of School Year in Selected Industrialized Nations⁵²

Country	Length of School Year	Country	Length of School Year
South Korea	225	England	190
Japan	223	Canada	188
Chinese Taipei	221	Singapore	180
Italy	210	United States	180
Czech Republic	197	Hong Kong, SAR	176
Russian Federation	195	Belgium (Flemish)	175
Netherlands	191	International Average	193

⁵² Ina Mullis et al., *Mathematics Benchmarking Report: TIMSS 1999 -- 8th Grade* (Boston, MA: Boston College/ International Association for the Evaluation of Education Achievement, April 2001). Available at: http://timss.bc.edu/timss1999b/pdf/TB99_Math_contents.pdf

The Trends in International Mathematics and Science Study (TIMSS), considered one of the gold standards in comparing student performance across countries, revealed that in only two of the 13 participating nations did students spend fewer days in school than American students. On average, students in participating nations spent 193 days annually in school, compared to only 180 in the U.S. Drawn out across 12 years of study, this 13-day annual deficit translates into a 156-day gap over an academic career – or nearly one full school year. There is little doubt that the extra time students in other countries devote to education contributes to the differences in academic achievement.

Just as the length of the school year is no longer responsive to students' needs or those of their families, neither is its construction. The convention of requiring students to attend for

9 or 10 months and then take a long vacation is counterproductive to long-term learning. Students lose some of their knowledge and mastery of subject matter during the summer months when they are out of school for an extended period. One study found that students lost an average of 2.6 months worth of math skills over the summer.⁵³ As a result, teachers spend precious time at the beginning of the school year reviewing material taught in the previous year.

The summer learning loss is greatest among low-income children, who often lack the enriching out-of-school opportunities available to their more affluent peers. Although middle-income students experience slight gains in reading performance over the summer, low-income students lose nearly two months of reading skills.⁵⁴ The long summer break also has a detrimental effect on some students who

Time for Learning Both In and Out of School: The Cases of Singapore and South Korea

The relationship between time spent in a classroom and student test scores is not always a perfect one. For example, Singapore has a 180-day school year – just like the U.S. Yet, its students are ranked first in every single subject and age group in the latest TIMSS test, while American students only performed in the middle of the pack among industrialized nations. How can this be? While the American and Singaporean student populations differ in many ways, one major variation lies in how much time they spend studying outside of school. It turns out that although students in both countries have the same length school year, Singaporean students devoted much more time outside of school to

education. About 59% of eighth graders in Singapore said they spent more than three hours on homework each night, compared to only 22% of Americans.

South Korea, also a top TIMSS performer, has taken just the opposite approach to learning time. At 225 days, the South Korean school year was longer than that of any other participating nation. Beyond formal time in school, however, South Korean students spent relatively little time on education – as evidenced by the mere 16% of South Korean students who said they spent more than three hours per day studying outside of school.

Information here is from:

Ina Mullis et al., *Mathematics Benchmarking Report: TIMSS 1999 -- 8th Grade* (Boston, MA: Boston College/ International Association for the Evaluation of Education Achievement, April 2001).

⁵³ H. Cooper et. al, "The Effects of Summer Vacation on Achievement Test Scores: A Narrative and Meta-analytic Review," *Review of Educational Research*, 66, no. 3 (1996): 227-268.

⁵⁴ Ibid.

are learning English, many of whom have little opportunity to engage in regular practice of their English speaking skills when they are away from school.

Like a school year that is too short and poorly organized, abruptly thrusting American children out of the classroom door in the middle of the afternoon is a wasted opportunity and exposes them to an array of harmful activities and poor outcomes. Lack of adult supervision has been linked to an increased likelihood of accidents, injuries, lower social competence, lower grades, lower achievement test scores, and participation in delinquent and other high-risk behaviors, including experimentation with alcohol, drugs, tobacco and sex.⁵⁵ Providing adult supervision is a critical first step as it helps to build a strong foundation for learning. However, it is only the

first step. Emerging evidence is demonstrating that innovative, high-quality programs in non-school hours enhance the academic, social, emotional, cultural and physical growth of students. These programs, however, remain the exception in our schools and communities, not the norm.

But even for those parents who manage to find activities to keep their children from spending the after-school hours alone, truly high-quality programs are too rare. Many are not well-designed or well-implemented, frequently consisting of little more than time and space to do homework. They seldom have enough adults to provide individualized or small-group tutoring, supervised games, art programs, or other recreational activities. Additionally, students in low-income communities have fewer

Breaking the Mold of Time In KIPP Schools Across the Country

Some schools are breaking the mold of how time is used. The Knowledge is Power Program (KIPP), a group of charter schools serving students in fifth through eighth grades, extends the school day, the school week and the school year. At the almost 40 KIPP schools across the country, the school day typically begins at 7:30 a.m. and ends at 5 p.m. Half-day classes are also held on Saturdays and, in addition, students attend a summer session of two to four weeks. On average, KIPP students spend over 60% more time in school per year than do their peers in traditional public schools. The KIPP model is improving outcomes for students at-risk for academic failure.

Gaston College Preparatory (GCP) is a KIPP school located in Gaston, North Carolina. Over 95% of its students are African-American, and 85% qualify for the free/reduced lunch program. Although fewer than half of incoming fifth graders were performing at grade level when they entered GCP, over 90% of them were doing so by the end of their first year in the school. Out of North Carolina's 2,219 schools in 2002-03, GCP was the sixth-highest performing school in the state. While many factors – rigorous curriculum, a commitment to high-quality instruction, and high expectations of students, parents and families, teachers, principals and all others connected to the schools – contribute to GCP's success and to that of KIPP schools elsewhere, the schools' innovative and effective use of time is a key component.

Information here is from:

Knowledge is Power Program, KIPP Schools in Action: Student Achievement (Houston, TX: Knowledge Is Power Program). Available at: http://kipp.org/print_studentachieve.html

⁵⁵ Afterschool Alliance, *Afterschool Keeps Kids Safe (crime and drug prevention); Afterschool and Healthy Lifestyles (physical fitness and nutrition); Afterschool and Pregnancy Prevention; Afterschool and the Building of Character; Afterschool programs level the playing field for all youth* (Washington, DC: Afterschool Alliance, 2005). Available at: http://www.afterschoolalliance.org/issue_br.cfm

after-school opportunities, and the programs that are offered tend to focus on addressing risks, not improving students' skills and knowledge.⁵⁶ Better options for the use of after-school time are critical for all these reasons.

Even within the structure of the current school day and school year, the public education sector has been slow to embrace alternative strategies to use time more productively in a way that encourages innovation and raises student achievement. Individual students have different needs and thrive in different settings. Too much of our education system supports the status quo and a basic “one size fits all approach.” As the superintendent of a major urban school district recently wrote, “...the tools for achieving productivity common in virtually every other sector in America—flexibility, competition,

incentives, efficiency, and innovation—are not used systematically in our schools. Instead, they are conspicuously absent.”⁵⁷

Despite the benefits of year-round schooling and high-quality after-school programs, calls for changes such as extending the school day and/or school year are often met with skepticism, if not resistance. Critics of extended-day schools and year-round schooling question the positive effects on student achievement. Many parents, remembering their own experiences of summer holidays as children, balk at the prospect of year-round school, as do employers who rely on high-school students for summer help. Despite these issues, tradition or habit must no longer be an acceptable rationale for the structure and design of student learning time.

The Recommendation

States should constructively align school time with student learning and provide incentives for all school districts to better use the current school day, extend the school day to meet student needs and interests, and reorganize the school year with short intersession breaks that offer voluntary tutoring or enrichment programs. In continually low-performing school districts, states should provide an extra 30 days of schooling and hold district officials accountable for significantly improved results. The federal government should help fund extra learning time in these districts and provide technical assistance, materials and personnel to help educators transition to these organizational improvements.

The Use of Current Time

Obviously, it makes no sense to extend school time if the hours students currently spend in school are used inefficiently. Several schools across the country are already experimenting with innovative ways to make the current school day more effective. Many schools are

successfully preparing their learners by teaching some subjects, such as science labs, in longer blocks. Others use cross-age and peer tutoring as ways to effectively augment teachers' activities. Some partner with organizations like science museums to better engage students in the subject matter. In rural areas, many schools are availing themselves of distance

⁵⁶ Linda Lumsden, “After-school Programs,” ED480741 (2000). Accessed through ERIC Clearinghouse on Education Policy and Management. Available at: <http://www.ericdigests.org/2004-2/programs.html>

⁵⁷ Alan D. Bersin, “Making Schools Productive: The Point of Accountability and the Key to Renewal,” Commentary, *Education Week*, April 20, 2005.

learning options in order to give students access to courses that are not offered on-site. Most importantly, innovative schools and districts purposefully build in time for teachers to plan together and engage in activities to develop their content skills and instructional strategies. They sometimes have unique and varied ways of using teacher time, such as hiring part-time teachers, scheduling non-traditional hours that include after-school or evening classes, or telecasting instructors over the Internet.

In their current use of time, districts must respond to the range of student learning styles, interests and preferences by implementing a variety of school models that promote active learning and imaginative teaching and by allowing families and students to choose which of these best fits their needs. This is at the heart of systems that put students first. Implementing choice is rarely easy and requires addressing educational, community, ideological and political concerns. As efforts in Chicago and Boston demonstrate, however, public school choice represents one increasingly prominent approach in an array of strategies to advance

systemic reform. It reflects deeply rooted societal values of innovation, flexibility and fair competition, and should continue to be one instrument in the school improvement toolbox.

Reorganized and Extended School Year

One solution to the problem of the loss of learning that occurs over the long summer break is to adopt a year-round school calendar, which extends the school year over 12 months, instead of the usual nine. Most schools that have done so are in session 180 days, the standard number in an academic year across the country.⁵⁸ They do not add days but rather break the school year up into shorter segments. The most popular configuration is 45 days of instruction followed by 15 days of intersession vacation.⁵⁹ Most schools and districts that have moved to year-round schooling have done so to alleviate over-crowding, rather than to enhance student learning and improve achievement. Nevertheless, they are realizing the academic benefits of reorganizing the school year.

Applying the Montessori Approach at a Charter School in Arizona

Sedona Charter School, a Montessori school established by Arizona parents and community members, consistently ranks among the highest achieving schools in the state. Following the Montessori philosophy, students progress at their own pace through multi-age classrooms. The school's teacher-student ratio averages 1:10 to 1:15, allowing

teachers to work individually with students. Although nearly half of Sedona students qualify to receive free/reduced-price lunch, the 2003 SAT-9 test scores of students in grades two through six were high enough to place each grade within the top 20 of the state's 508 traditional and charter school districts.

Information here is from:

Sedona Charter School (Sedona, AZ: Sedona Charter School). Available at: <http://www.sedonacharterschool.com>

⁵⁸ Jeffrey Tomlinson, *Number of Instructional Days/Hours in the School Year* (Denver, CO: Education Commission of the States, 2004). Available at: <http://www.ecs.org/clearinghouse/55/26/5526.htm>

⁵⁹ The Century Foundation, *Idea Brief: All-Day, All-Year Schools* (New York, NY: The Century Foundation, 2004). Available at: http://www.tcf.org/Publications/Education/allday_allyear.pdf

Fostering Choice and Innovation in Boston

The Boston Pilot Schools Network provides a rigorous and meaningful curriculum and commits to ensuring that all students are successful. The network offers its member schools significant autonomy in staffing, use of time, budgeting, governance and curriculum. It was created almost a decade ago by the public school

system to afford students more choice and, perhaps equally as important, to develop new ideas and promising practices that could then be disseminated throughout the system. Boston has embraced choice partly because it allows experimentation that can be brought to scale.

Information here is from:

The Boston Pilot/Horace Mann Schools Network. (Boston, MA). Available at: <http://www.ccebos.org/pilotschools/conditions.html>

Under this configuration of the academic calendar, some schools use the breaks between sessions to provide enrichment programs and remedial support. Such intersession enrichment programs effectively lengthen the school year for students who need the extra time to keep up or catch up academically. Though extra care must be taken to ensure such schedules are not detrimental to older students' ability to engage in meaningful work experiences and to receive advisement support for college applications, research suggests that these intersession programs help students learn more.⁶⁰

If students in continually low-performing school districts are to have a chance at catching up and meeting standards, they will need much more time engaged in learning activities. An important step for them is to extend the school year by 30 days.

After-School Programs

After-school programs can support student learning in powerful ways and lead to meaningful gains in achievement. Evaluations of programs such as Los Angeles' Best Educated Students for Tomorrow (LA's BEST), The After-School Corporation (TASC) in New York, and YS-Care After-School Program in California have demonstrated how after-school programs can improve learning and academic outcomes for students.⁶¹ Other more traditional after-school programs like interscholastic and intramural sports, bands and orchestras, and drama programs can support social and emotional development as well as important habits for academic success. Clubs and tournaments like the New York City Chess-in-the-Schools program develop both academic critical-thinking and problem-solving skills as well as other social skills.⁶²

⁶⁰ The Century Foundation, *Idea Brief: All-Day, All-Year Schools* (New York, NY: The Century Foundation, 2004). Available at: http://www.tcf.org/Publications/Education/allday_allyear.pdf

⁶¹ After-school Alliance, *After-school Alliance Backgrounder: Formal Evaluations of After-school Programs* (Washington, DC: After-school Alliance, 2003). Available at: <http://www.afterschoolalliance.org/elections/backgrounder.cfm>

⁶² For more information on Chess-in-the-Schools, see <http://www.chessintheschools.org>.

Recommendations

High-quality after-school programs can bring substantial benefits to every student and should be available to all of them. It is, however, critical that students most at-risk for poor outcomes, frequently those from low-income families or unsafe neighborhoods, be guaranteed participation in high-quality after-school programs. They have the most to gain because they are often the farthest behind and most likely to stay behind without additional learning and developmental opportunities. Yet, these students are often the ones with the most limited access to such high-quality after-school programs.⁶³ They should be offered free access to such programs.

Extended-Day Schools

Extended-day schools are somewhat rare. They are not simply schools that run or host after-school programs. Although they fill the same hours as traditional schools with after-school programs, they differ in format and content.

The content and activities of extended-day programs are directly connected to those of the normal school day, are run on school sites, and are typically led by regular teachers and paraprofessionals.

In high-quality extended-day programs, activities are aligned with student learning goals and may include small-group tutorials, homework clubs, instruction in study skills and computer skills, and advanced or supplementary subjects such as foreign language and advanced science. Cultural and recreational activities, increasingly squeezed out of traditional school days, are often incorporated as well.⁶⁴ In addition, extended-day programs held on-site at schools help to bridge the digital divide by enabling low-income students to access physical resources, such as computers, that may exist at school but not at home. The organization of these activities, moreover, allows for more individualized learning—more one-on-one or

After-School Opportunities for Teens in Chicago

After-School Matters in Chicago, an initiative created by civic and community leaders, provides out-of-school learning opportunities for older youth. It aims to reach more than half of Chicago's teenagers by 2005, offering them supports and opportunities in the out-of-school hours. It links together clusters of schools, parks, and libraries to form neighborhood "campuses" throughout the city.

Currently, 18 clusters (up from six in 2000) are home to four After-School Matters programs—focusing on the arts (visual and performing), sports (playing and coaching), technology (Web design and robotics), and literacy (through storytelling). Each program contains an element of paid employment, apprenticeship with skilled adults, opportunities to teach others, and intentional skill building.

Information here is from:

Hilary Pennington, *Fast Track to College: Increasing Postsecondary Success for All Students* (Washington, DC: Center for American Progress and the Institute for America's Future, 2004). Available at: <http://www.americanprogress.org/site/pp.asp?c=biJRJ8OVF&b=19382>

⁶³ After-school Alliance, *After-school Alliance Backgrounder: Formal Evaluations of After-school Programs* (Washington, DC: After-school Alliance, 2003). Available at: <http://www.afterschoolalliance.org/elections/backgrounder.cfm>

⁶⁴ Olatokunbo S. Fashola, *Review of Extended-Day and After-School Programs and Their Effectiveness: Report No. 24* (Baltimore, MD: Center for Research on the Education of Students Placed At Risk, Johns Hopkins University, 1998), p. 8. Available at: <http://www.csos.jhu.edu/crespar/techReports/Report24.pdf>

small group time with teachers than the usual school day provides. In short, this extended time is not separate from classroom curricula or instructional activities; it is embedded in and enhances them.

Extended-day programs often look different for high-school students. They frequently combine rigorous course work, personalized supports, and internships—paid for low-income students—in the community. Some connect high school with community colleges and blend school and work through youth apprenticeships

B. All children should enter school ready to learn

The Challenge

Children’s readiness to learn forms the foundation for their long-term academic success. Those who have pre-school learning opportunities and enter kindergarten prepared for school do better academically. But contrary to common perception, turning 5, the age at which children generally become eligible to enroll in kindergarten, does not mean that a child is ready to start school.

Far too few children are truly ready for school when they begin kindergarten. In 1999, only 39% of all 3- to 5-year-olds had gained at least three of the four literacy school readiness skills (i.e., recognizing letters, counting to 20

or higher, writing their names, and reading or pretending to read).⁶⁵ Among low-income children, that number was much smaller – just 19%, compared to 45% for all other children. Similar disparities were seen between children of different ethnicities.⁶⁶ While 42% of white children and 48% of Asian children had gained at least three of the literacy school readiness skills, only 35% of African-Americans and 25% of Hispanic children had done so.⁶⁷ Children who do not acquire these readiness skills arrive at school already behind, making it much more difficult for them to catch up or get ahead.

Lack of school readiness stems from multiple sources, including poverty. Parents of low-income children are more likely to have lower levels of education and know less about cultivating early language, cognitive and social skills. They also have reduced access to stimulating learning activities, such as visiting libraries, museums or zoos, which promote high levels of development in young children. Access to such programs is not the only challenge facing many families; quality is also a concern. Both African-American and Hispanic children are less likely to attend high-quality preschool programs than white children.⁶⁸

In comparison to several industrialized nations, the United States falls short in financing early childhood education and in educating the majority of its 3- and 4-year-old pre-school population. European countries, for example, predominantly rely on public financing to

⁶⁵ Child Trends, *Early School Readiness* (Washington, DC: Child Trends Databank, 2003). Available at: <http://www.childtrends.databank.org/indicators/7EarlySchoolReadiness.cfm>

⁶⁶ Ibid.

⁶⁷ Ibid.

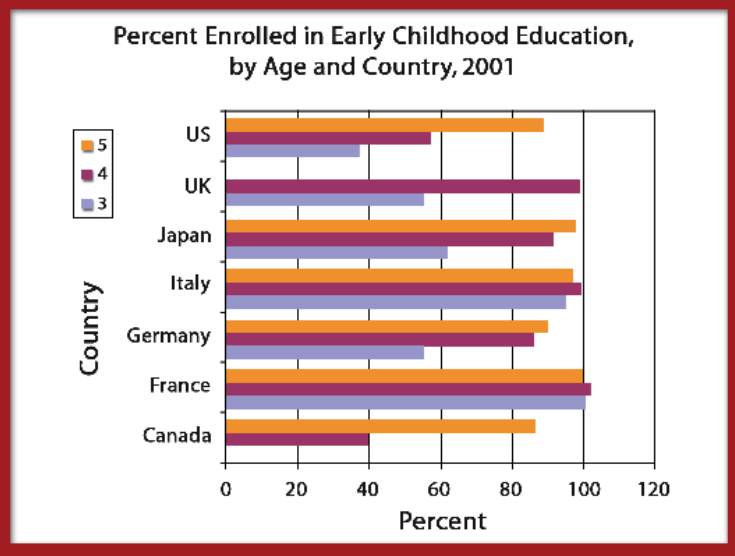
⁶⁸ Katherine A. Magnuson and Jane Waldfogel, “Early Childhood Care and Education: Effects on Ethnic and Racial Gaps in School Readiness,” *The Future of Children* vol. 15, no. 1, Spring 2005. Available at: http://www.futureofchildren.org/information2826/information_show.htm?doc_id=255993

support early childhood education. In some instances, parents share the costs, but their contributions are based on the family's ability to pay and are usually limited to wrap-around services such as before- and after-school and holiday care.⁶⁹ Belgium, France and Italy enroll 95-99% of their 3- to 6-year-old populations in early childhood education programs, while Denmark, Sweden and Finland enroll 73-83% of the same population.⁷⁰

In contrast, American state-run pre-kindergarten programs currently serve

approximately 700,000 children, most of whom are 4-year-olds, and the federal Head Start program serves about 800,000 3- and 4-year-olds.⁷¹ The children served by these programs constitute a mere 20% of the nation's 3- and 4-year-olds. Within the last ten years, enrollment of African-Americans in any sort of pre-school has increased to reach a level on par with their white peers; however, enrollment among Hispanic children has remained lower.⁷² State spending on pre-school programs ranges from \$1,000 to \$9,000 per child; on average, state spending is half that of Head Start.⁷³

Figure 5: Pre-School Enrollment in Select Industrialized Nations⁷⁴



⁶⁹ Committee for Economic Development, *Preschool for All: A Priority for American Business Leaders* (Washington, DC: Committee for Economic Development). Available at: http://www.ced.org/docs/newsletter_prek_2004_08.pdf

⁷⁰ Ibid.

⁷¹ Dr. Steve Barnett, Testimony to the Subcommittee on Education Reform, April 21, 2005. <http://edworkforce.house.gov/hearings/109th/edr/headstart042105/barnett.htm>. These numbers do not include disabled children or children in private care programs paid for in part with child care subsidies.

⁷² Katherine A. Magnuson and Jane Waldfogel, "Early Childhood Care and Education: Effects on Ethnic and Racial Gaps in School Readiness," *The Future of Children* vol. 15, no. 1, Spring 2005. Available at: http://www.futureofchildren.org/information2826/information_show.htm?doc_id=255993

⁷³ Dr. Steve Barnett, Testimony to the Subcommittee on Education Reform, April 21, 2005. <http://edworkforce.house.gov/hearings/109th/edr/headstart042105/barnett.htm>.

⁷⁴ National Center for Education Statistics, *Comparative Indicators of Education in the United States and Other G8 Countries: 2004* (Washington, DC: National Center for Education Statistics, 2004). Available at: <http://nces.ed.gov/pubs2005/2005021.pdf>

While pre-school programs provide an important foundation for learning, high-quality full-day kindergarten is also a key building block in ensuring that students get off to a strong start. Recent research indicates that developmentally appropriate all-day kindergarten benefits children more than half-day kindergarten. In fact, several studies have found that children in full-day kindergarten demonstrate “more independent learning, classroom involvement, productivity in work with their peers, and reflectiveness in their work than their half-day kindergarten peers.... (T)hey express less withdrawal, anger, shyness and blaming behavior than half-day

kindergarteners.”⁷⁵ About 60% of the nation’s schoolchildren attend full-day kindergarten. Access is not consistent, however, and only nine states require districts to offer full-day programs. Just two states, Louisiana and West Virginia, require full-day kindergarten for every student.⁷⁶

However the data are examined, children who begin behind generally stay behind.⁷⁷ As a result, there is no point in a child’s life more significant than the period between birth and age 5; it is in this period that children are learning how to learn. We must use this time in children’s lives wisely.

The Recommendation

All 3- and 4-year-olds, beginning with low-income and minority children who need it most, should have access to universal, high-quality pre-kindergarten and full-day kindergarten paid for with a combination of federal, state, local, and private dollars.

Pre-School Programs

As the payoffs of early childhood education are becoming more evident, there is a push to make these programs more widely available and accessible, particularly to low-income and minority families. Quality pre-kindergarten programs prepare children for the academic years ahead of them. Research has shown that children who participate in Head Start, for example, are better prepared to begin school and do better academically. Twenty percent of

African-American children who are enrolled in pre-school are in Head Start programs; by one estimate, if Head Start did not exist, the gap in test scores between African-American and white children would be as much as 24% larger.⁷⁸

Yet, the quality of pre-school and pre-kindergarten programs varies considerably, in part because the attributes of high-quality programs have not been fully explored or defined.⁷⁹ Early research, however, suggests that programs with the greatest benefits for

⁷⁵ Sherrill Martinez and Lue Ann Snider, *Summary of Research: Full-Day Kindergarten* (Topeka, KS: Kansas State Department of Education, 2001). Available at: http://www.ksde.org/pre/full_day_kindergarten.html

⁷⁶ Education Commission of the States, “Helping State Leaders Shape Education Policy,” *The Progress of Education Reform* vol. 5, no. 4, September 2004. Available at <http://www.ecs.org/html/issue.asp?issueid=77>.

⁷⁷ Sharon Vandivere et. al., *Indicators of Early School Success and Child Well-Being* (Washington, DC: Child Trends, 2004). Available at: <http://www.childtrendsdatabank.org/..PDF/ECLS-K.pdf>

⁷⁸ Katherine A. Magnuson and Jane Waldfogel, “Early Childhood Care and Education: Effects on Ethnic and Racial Gaps in School Readiness,” *The Future of Children* vol. 15, no. 1, Spring 2005. Available at: http://www.futureofchildren.org/information2826/information_show.htm?doc_id=255993

⁷⁹ Ibid.

Recommendations

children are staffed by teachers with college degrees and early childhood certification; offer developmentally appropriate education, including a focus on language development and comprehensive services such as meals and health and developmental screenings; and encourage parental involvement. Further research should be undertaken to test the impact of these attributes and to identify other critical characteristics of high-quality pre-kindergarten programs.

The benefits of high-quality, universal pre-kindergarten programs will flow not only to the children who attend them but to the entire nation. Research consistently indicates that for every \$1 investment in high-quality pre-school, there is a \$7 return in long-term education outcomes and earnings, as well as decreases

in crime, teen pregnancy, welfare rates, and the need for special and remedial education.⁸⁰ As economists have noted, these returns reverberate through our economy:

“...recent studies suggest that one critical form of education, early childhood education... is grossly under-funded. However, if properly funded and managed, investment in [early childhood education] yields an extraordinary return, far exceeding the return on most investments, private or public.... In the future any proposed economic development list should have ... early childhood development at the top.”⁸¹

Chicago's Child-Parent Center Program

This federally-funded, child-centered program was created in 1967 to provide Chicago's economically disadvantaged children, ages 3-9, with comprehensive educational and family-support services. Specifically, the program offers half-day pre-school, half- or full-day kindergarten, and supplemental services to children in grades 1-3 and their families. The program emphasizes early intervention, parental and community involvement, and continuity between pre-school and the early elementary years. With a focus on basic language arts

and math skills, children participating in the program have shown academic achievement and positive social development.

The Chicago Longitudinal Study, a research study on the Child-Parent Center program, revealed that children who participate in the program academically outperform non-participants, are less likely to be held back in school, are less likely to be placed in special education, and experience lower rates of official juvenile arrests.

Information here is from:

University of Wisconsin-Madison, Waisman Center, *Chicago Longitudinal Study Newsletter* (Chicago, IL: University of Wisconsin-Madison, August 2000). Available at: <http://www.waisman.wisc.edu/clsl/NEWSLETTER2.PDF>

⁸⁰ Progressive Policy Institute, *Open the Preschool Door, Close the Preparation Gap* (Washington, DC: Progressive Policy Institute, 2004). Available at: http://www.ppionline.org/documents/PreK_0904.pdf. Much of this research is based on the Chicago Longitudinal Study of the Chicago Child-Parent Center Program in Chicago's Public Schools. See also <http://www.waisman.wisc.edu/clsl/cbaexecsum4.html> or <http://www.waisman.wisc.edu/clsl/NEWSLETTER2.PDF>.

⁸¹ Robert Grunewald and Arthur Rolnick, "Early Childhood Development: Economic Development with a High Public Return," *Fedgazette* (Minneapolis, MN: Federal Reserve Bank of Minneapolis, 2003). As quoted in Robert G. Lynch, *Exceptional Returns: Economic, Fiscal and Social Benefits of Investment in Early Childhood Development* (Washington, DC: Economic Policy Institute, 2004).

Early Childhood Education: An Investment in Our Future LESSONS FROM OHIO FORUM

Communities and businesses in Ohio are committed to early childhood care and education. Public-private partnerships, for example, between Cuyahoga County and 23 non-profit organizations support the county's Early Childhood Initiative, which provides a network of services to families with young children. These services primarily consist of early screening and nurse

visits for new mothers and have had positive results. Ohio's Head Start also has strong relationships with childcare providers and high school students, making it a model now implemented by other states. PNC Bank's involvement in the Success by 6 and Help Me Grow initiatives demonstrate the business sector's investment in high-quality early childhood programs as a crucial step in preparing our future workforce.

Information here is from:

Presentations by Michelle Katona, Interim Coordinator, Early Childhood Initiative, Cuyahoga County; Barbara Haxton, Executive Director, Ohio Head Start Association, Inc.; and John Taylor, Regional President, PNC Bank at the Renewing Our Schools, Securing Our Future forum in Columbus, OH, September 9, 2004. Available at: http://www.americanprogress.org/atf/cf/{E9245FE4-9A2B-43C7-A521-5D6FF2E06E03}/Report_ohio.pdf

Full-Day Kindergarten

All-day kindergarten has been linked to greater academic success in areas such as math and reading in both the short- and long-term. It has also been positively linked to children's social and behavioral skill development.

As is true within every school, what matters most is what happens in the classroom. Productive, positive all-day kindergarten programs are those that are developmentally appropriate. Research studies to date indicate the attributes of such programs include a focus on experiential learning and higher order thinking; an emphasis on language development and appropriate pre-literacy experiences; a balance of child- and teacher-initiated activities;

a balance of small-group, large-group and individual activities; time to play; and mixed-ability and mixed-age grouping.⁸²

Full-day kindergarten alone will not eliminate the gap in achievement between poor and non-poor children or between minority and non-minority children. But students who participate in full-day kindergarten see greater advances in academic, social and emotional development than those who participate in half-day programs. Given this and in light of the increased likelihood that poor and minority children will not be adequately prepared to start school, it is critical that these children have the opportunity to attend full-day kindergarten.

⁸² Sherrill Martinez and Lue Ann Snider, *Summary of Research: Full-Day Kindergarten* (Topeka, KS: Kansas State Department of Education, 2001). Available at: http://www.ksde.org/pre/full_day_kindergarten.html

C. Every student must be academically prepared for study beyond high school and be assured that advanced study is affordable

The Challenge

In the 20th century, high-school education became widely available, if not universally pursued. At the time, staying in school until 12th grade offered young people a good shot at attaining a middle-class lifestyle. Today,

As we continue to embrace a knowledge-driven, global economy, the importance of education – and, in particular, a college degree or a post-secondary vocational credential – will be magnified.

a high-school diploma is no longer sufficient to gain access to the American dream; a college degree or post-secondary vocational credential is essential. Although this economic reality has sparked growth in the college-educated

population, too many of America's youth are not oriented toward higher education or are unable – either financially or academically – to pursue it.

Those with less education find that fewer jobs are available to them, and the jobs that are tend to be clustered toward the lower end of the pay scale. (See Figure 6.) As we continue

to embrace a knowledge-driven, global economy, the importance of education – and, in particular, a college degree or a post-secondary vocational credential – will be magnified. It is, therefore, imperative that all students are academically prepared for and can afford post-secondary education.

The nation, however, stands a long way from this goal. The first challenge is getting more students successfully through high school. The high-school graduation rate has stalled at approximately 71%, meaning more than one-quarter of all students who enroll in 9th grade do not earn a diploma four years later.⁸³ The future is particularly bleak for these young people.

Of those who do complete high school, too few enroll in a university or community college. Last year, about 67% of high-school graduates enrolled by the following fall.⁸⁴ Enrollment, however, is no guarantee that one will earn a degree. Research indicates that only 63% of those who enroll in a four-year college graduate in six years. Of those who enroll in community colleges with hopes of earning an associate's degree, about one-fourth do so within three years; of those who transferred to four-year schools, only 36% earned a bachelor's degree.⁸⁵

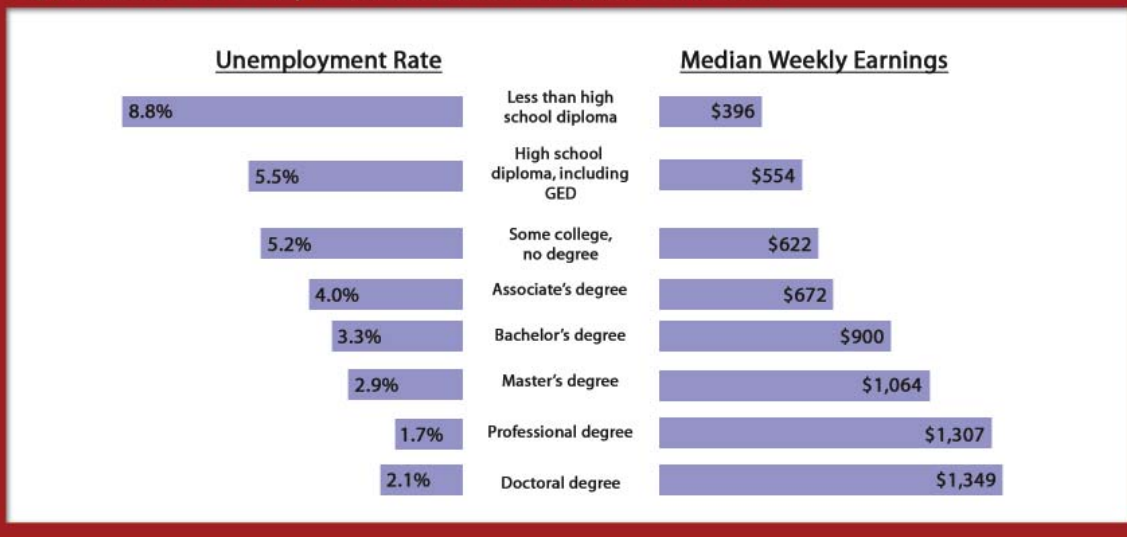
The inability to earn a post-secondary credential carries with it not only serious and enduring personal consequences but also jeopardizes the future of America's economy. By one estimate, American employers in 2020

⁸³ Jay Greene and Marcus A. Winters, *Public High-School Graduation and College Readiness Rates: 1991-2002* (New York, NY: Manhattan Institute for Policy Research, Feb. 2005). Available at: http://www.manhattan-institute.org/pdf/ewp_08.pdf

⁸⁴ Bureau of Labor Statistics, *College Enrollment and Work Activity of 2004 Graduates*, 2005. Available at: <http://www.bls.gov/news.release/hsgec.nr0.htm>

⁸⁵ Lutz Berkner, et al, *Descriptive Summary of 1995-96 Beginning Post-secondary Students: Six Years Later* (Washington, DC: National Center for Education Statistics, December 2002). Available at: <http://nces.ed.gov/pubsearch/pubsinfo.asp?pubid=2003151>

Figure 6: Unemployment and Earnings for Full-Time Workers Aged 25 or Over by Educational Attainment, 2003⁸⁶



will need 14 million more workers with some college education than our post-secondary institutions are on track to produce.⁸⁷ Nowhere is addressing this shortage more crucial than in science and technology fields. Between 1980 and 2000, American job openings in science and engineering grew at an average annual rate of 4.9%, much greater than the 1.1% growth rate in the entire labor force. During that period, the number of jobs in mathematics and computer science exploded by 623%. Although some of those jobs were lost in the recent recession, technology will continue to play an important role in our economy.

There is little evidence that the growth in science and engineering will slow or will be any less vital to the nation's economic

health. At the same time, while we struggle to keep up with our own workforce needs, other industrialized nations now outpace us in graduating students in these key areas. (See Figure 7.)

Too few American students overall graduate with diplomas in these fields, but the rates of underrepresented minorities entering these fields are particularly dismal. While African-Americans and Hispanics constitute 24% of the population, they make up only 7% of the science and engineering workforce.⁸⁸ Cultivating the vast, untapped, and growing reserve of talent among these groups is essential to meeting workforce demands.

⁸⁶ Occupational Outlook Quarterly, *More Education: Lower Unemployment, Higher Pay* (Washington, DC: Bureau of Labor Statistics, Fall 2004). Available at: <http://www.bls.gov/opub/ooq/2004/fall/oochart.pdf>

⁸⁷ Anthony Carnevale and Donna Desrochers, *Help Wanted...Credentials Required in the Knowledge Economy*, (Princeton, NJ: Educational Testing Service and Washington, DC: American Association of Community Colleges, 2001).

⁸⁸ Figures calculated based on data provided in Appendix Table 3-14 of *Science and Engineering Indicators, 2004*. (Arlington, VA: National Science Foundation, 2004). Available at: <http://www.nsf.gov/sbe/srs/seind04/append/c3/at03-14.pdf>

Figure 7: Degrees in Science, Math and Engineering as a Percentage of All Bachelor's Degrees Awarded, 2000⁸⁹

	Natural Science	Math/Computer Science	Engineering
Canada	8.9	4.7	8.3
China	11.2	N/A	38.7
European Union	8.5	4.6	13.5
France	12.2	5.5	12.5
Germany	6.4	4.1	20.3
India	19.6	N/A	3.9
Ireland	12.0	7.5	10.8
Japan	2.6	0.9	19.3
Netherlands	3.2	1.9	11.1
Spain	5.3	4.3	13.1
United Kingdom	11.9	6.7	7.4
United States	6.7	3.9	4.8

Increasingly concerned about these trends, business leaders have bemoaned their inability to hire qualified workers. Many have identified the culprit as the nation's education system in general and high schools in particular. Microsoft founder Bill Gates recently remarked,

“American high schools are obsolete. By obsolete, I don't just mean that our high schools are broken, flawed and underfunded. ... By obsolete, I mean that our high schools – even when they are working exactly as designed – cannot teach our kids what they need to know today.”⁹⁰

Three major barriers today stand in the way of better preparing America's teens to earn the credentials necessary for their own financial well-being and for America's continued

economic success – a lack of academic preparation, a leaky pipeline from high school to college, and the escalating cost of post-secondary education.

First, high schools need to do a better job of academically preparing students for college, thereby giving a high-school diploma greater meaning. Too many students arrive in 9th grade behind in reading and math skills and few ever catch up. A sizable number of students cope with a watered-down curriculum that often lacks an apparent relevance to the real world. These students complete their coursework, but fail to truly master the skills necessary for post-secondary study or for a job that pays a living wage. Evidence of this disturbing phenomenon lies in the fact that over half – 53% – of all college students take at least one remedial course in English or math.⁹¹ In some

⁸⁹ Figures calculated based on data provided in Appendix Table 2-33 of *Science and Engineering Indicators, 2004*. (Arlington, VA: National Science Foundation, 2004). Available at: <http://www.nsf.gov/sbe/srs/seind04/append/c2/at02-33.xls>

⁹⁰ Robert Pear, “Microsoft Chairman Challenges Governors to Improve High Schools,” *New York Times*, Feb. 27, 2005. Text of speech also available at: <http://www.gatesfoundation.org/MediaCenter/Speeches/BillgSpeeches/BGSpeechNGA-050226.htm>

⁹¹ American Diploma Project, *Ready or Not: Creating a High-School Diploma That Counts* (Washington, DC: Achieve, Inc., 2004). Available at: [http://www.achieve.org/dstore.nsf/Lookup/ADPreport/\\$file/ADPreport.pdf](http://www.achieve.org/dstore.nsf/Lookup/ADPreport/$file/ADPreport.pdf)

urban community colleges, 75% of students need remedial coursework.⁹²

Second, large cracks pervade the education pipeline from high-school enrollment to college completion, and too many students, particularly those from low-income families, slip through them. High schools often fail to clearly articulate the relevance of a diploma and provide few incentives to encourage persistence among those most at-risk of dropping out. Moreover, once those students have chosen to leave high school early, schools do little to persuade them to return.

Finally, soaring tuition costs and stagnant financial aid packages present significant barriers to young people hoping to join the ranks of the college-educated. Last year alone, the average cost of attending a four-year public university grew 10.5%, and some state universities have raised tuition by as much as 40% over the last few years.⁹³ At the same time, not enough students are receiving the financial aid needed to alleviate the painful effects of rising tuition.

The federal Pell Grant program, which was established to equalize post-secondary opportunities for low-income students, is falling far short of its admirable purpose. Twenty years ago, the maximum Pell Grant funded about 50% of the average cost of tuition, fees, room

and board at a four-year public university. This year, the Pell Grant covered only 36% of those costs. The sons and daughters of low-income families are increasingly squeezed. Last year, the shortfall between the \$4,050 maximum Pell Grant award and low-income families' unmet needs averaged \$6,200 per year at private schools and \$3,800 at public four-year colleges.⁹⁴ Need-based grants offered by states have not proven sufficient to fill this void.⁹⁵ As college costs have risen, middle-income families have also been pinched financially, and students from both income groups have had to find alternative means of paying for higher education.

For some, the crunch of college costs means working long hours during the school year, which may affect students' studies and certainly changes the nature of their college experience. For others, it means taking on mountains of student loans or having their parents sacrifice their retirement savings. Finally, some students forgo post-secondary education completely, or leave before completing a degree or getting the requisite training that they sought. It is estimated that 400,000 low- and moderate-income qualified high-school graduates will not pursue a full-time, four-year degree this year because of an inability to pay.⁹⁶

⁹² Hilary Pennington, *Fast Track to College: Increasing Post-secondary Success for All Students* (Washington, DC: Center for American Progress and the Institute for America's Future, 2004). Available at: <http://www.americanprogress.org/site/pp.asp?c=biJRJ8OVF&b=19382>

⁹³ Sandy Baum and Kathleen Payea, *Trends in College Pricing 2004* (Washington, DC: College Board, 2004). Available at: http://www.collegeboard.com/prod_downloads/press/cost04/041264TrendsPricing2004_FINAL.pdf

⁹⁴ Jessi Hempel, "College Tuition? Gumption Won't Cover It," *Business Week*, May 31, 2004.

⁹⁵ Edward P. St. John, *Affordability of Post-secondary Education: Equity and Adequacy Across the 50 States* (Washington, DC: Center for American Progress and the Institute for America's Future, 2005). Available at: <http://www.americanprogress.org/site/pp.asp?c=biJRJ8OVF&b=19382>

⁹⁶ Brian Fitzgerald, *Empty Promises: The Myth of College Access in America* (Massachusetts: New England Board of Higher Education, Sept. 27, 2003). Available at: http://www.nebhe.org/event_archive/BFitzgerald_9_27_03.pdf

Without adequate financial aid, low-income students have a harder time getting the education they need to achieve the American dream. The statistics bear this out; freshmen from wealthier families are much more likely to complete college. Of those students who entered four-year institutions in 1995-96 with the goal of earning a bachelor's degree, 77% of those with family incomes greater than \$70,000 had done so within six years,

compared to only 54% of those whose family income was below \$25,000.⁹⁷

We owe it to all young Americans to ensure that they are academically prepared for higher education and have financial access to it. By helping individuals achieve to their fullest potential, we both bolster our economy and strengthen our democracy.

The Recommendation

Policymakers and educators must undertake the radical redesign of high schools and their relationship with post-secondary institutions, assure that every student is prepared for and has access to college, provide incentives for preparation for science and technological jobs, and work aggressively to redirect school dropouts back into learning environments that lead to an employment credential.

High-School Redesign

Serious attention is now being devoted to high-school redesign. Philanthropists, led by the Carnegie Corporation and the Bill and Melinda Gates Foundation, are investing heavily in creating small learning communities in large high schools, in breaking existing large high schools into smaller schools and in designing new small high schools.⁹⁸ Small schools and small learning communities in larger schools are promoting better relationships between students and teachers, more student interest in specific careers and, in some places, better

student performance.⁹⁹ Philanthropists like Carnegie Corporation, the Edna McConnell Clark Foundation and W. K. Kellogg Foundation have also invested in middle grade reform so that students arrive in high school with better preparation. It is now time to make privately-funded innovations public policy. Indeed, many state policymakers, including governors, are actively seeking to improve middle and high schools by raising standards, restructuring schools, designing more challenging courses, and developing tougher tests for students.¹⁰⁰

⁹⁷ Sandy Baum and Kathleen Payea, *Education Pays 2004: The Benefits of Higher Education for Individuals and Society* (Washington, DC: College Board, 2004). Available at: http://www.collegeboard.com/prod_downloads/press/cost04/EducationPays2004.pdf

⁹⁸ Patte Barthe, "A Common Core Curriculum for the New Century," *Thinking K-16*. (Washington, DC: Education Trust, 2003). Available at: http://www2.edtrust.org/NR/rdonlyres/26923A64-4266-444B-99ED-2A6D5F14061F/0/k16_winter2003.pdf

⁹⁹ The Carnegie Corporation, *Schools for a New Society Leads the Way*. (New York, NY: The Carnegie Corporation, 2004). Available at: <http://www.carnegie.org/sns/pdf/SNS-BrochureForWeb.pdf>

¹⁰⁰ Robert Pear, "Governors in 13 States Plan to Raise Standards in High Schools," *The New York Times*. February 28, 2005, sec. A-11.

Redesigning Schools for the 21st Century: Promising Innovations

LESSONS FROM NEW YORK FORUM

Middle or early college high schools, while rare, are emerging models of high school education that serve to create a seamless transition to post-secondary education. Middle or early college high schools are secondary institutions located on college campuses. Students attending these schools typically graduate from high school with some college credit, and in some cases even an associate's degree. Middle College Charter High School (MCCHS) at LaGuardia Community College in New York is such a school. The drop-out rate at MCCHS is one-third the citywide average, and 96%

of the school's graduates continue on to college. The middle college model has demonstrated success, even for students who historically underperform academically. MCCHS's focus on literacy and student motivation has helped the school's underserved students achieve academically. Success with this model is also largely attributed to long-term relationships between students and teachers, real-life work or school experiences that serve to ground students' expectations regarding their future, and leadership experiences.

Information here is from:

Presentation by Cecilia Cunningham, Executive Director, Middle College National Consortium at the Renewing Our Schools, Securing Our Future forum in New York, NY, December 10, 2004. Available at: <http://www.americanprogress.org/atf/cf/{E9245FE4-9A2B-43C7-A521-5D6FF2E06E03}/New%20York%20report.pdf>

Structural change, however, is not enough to ensure better outcomes for high-school students. High schools must prepare every student for the challenges of post-secondary education by ensuring that all students complete a rigorous, four-year course of study in high school. This will benefit not only those who pursue college but also those who choose vocational routes, which today demand increasingly high levels of skills. For example, tool and die makers must complete a multi-year apprenticeship or post-secondary training program; to enter one of these programs, students must have completed algebra, geometry, trigonometry and basic statistics.¹⁰¹ While some students will invariably opt not to enroll in higher education directly after high school and will instead enlist in the armed services or pursue immediate employment, nearly all will ultimately conclude that

college education – from certificate courses to degree programs – is the key to a better life for themselves and their families. We must guarantee that those students leave high school with the academic preparation that makes reentry into the educational ranks possible.

In outlining the knowledge and skills their high-school graduates need, states must do more than count courses and seat time. The content of the K-12 curriculum and high-school exit requirements must align with and be sufficiently rigorous to meet the expectations of the state's post-secondary institutions. In addition, states must develop and implement high-quality comprehensive assessments that accurately measure student performance in meeting challenging academic goals.

¹⁰¹ Patte, Barthe, "A Common Core Curriculum for the New Century," *Thinking K-16* (Washington, DC: Education Trust, 2003). Available at: http://www2.edtrust.org/NR/rdonlyres/26923A64-4266-444B-99ED-2A6D5F14061F/0/k16_winter2003.pdf

Linking High School and College

On top of the rigorous curriculum outlined above, the leaky pipeline from high school to post-secondary education must be repaired by developing and expanding courses of study, or “pathways,” which link high school with college or post-secondary vocational training. Hilary Pennington recommends a set of three “Fast Track to College” courses of study in a paper commissioned by this Task Force.¹⁰² These pathways include an Academic Head Start on College, an Accelerated Career/Technical College, and a Gap Year/College in the Community. Taken together, these three options would provide students with earlier exposure to the world beyond high school and, in some cases, actually give them a head start on earning credits toward a post-secondary credential. Importantly, they would do so in many cases by putting these students physically on a college campus or in a work setting while in high school, thereby acclimating them to the post-secondary environment. While those students who are adequately served by the current system could opt to continue in it, all students would be offered the choice of pursuing these pathways.

The first proposal, an Academic Head Start on College, provides incentives for high schools and post-secondary institutions to create coherent programs of study that merge the last few years of high school with the first two years of higher education so that, in a five-year period, students will be able to earn both their high-school diploma and an associate’s degree

or have two years of coursework that will transfer to four-year institutions. Many high schools and higher educational institutions are already experimenting with or have established partnerships that enable high-school students to take post-secondary classes. In fact, positive models like middle colleges and early colleges are becoming increasingly popular across the country. In most settings, however, student enrollment is piecemeal, rather than part of a coordinated program with a specific outcome.

The second strategy is an Accelerated Career/Technical College pathway, which would meet the needs of students who do not want to pursue a traditional four-year degree but need training and education not fully available in high schools. The Accelerated Career/Technical College pathway would establish dual enrollment programs between high schools and community colleges. This is especially important where high-school occupational and technical programs are unable to fund state of the art equipment and faculty needed in many fast-changing fields.

The third option, the College in the Community pathway, would be offered in place of the traditional senior year. It would combine paid work experience or community service with academics at a post-secondary institution and personalized support. Such a program would introduce students to post-secondary education and the world of work, beyond hourly wage jobs such as those in the fast food industry. It would enable them to see, perhaps for the first time, what the future could hold for them should they complete high school and post-secondary education.

¹⁰² Hilary Pennington, *Fast Track to College: Increasing Post-secondary Success for All Students* (Washington, DC: Center for American Progress and the Institute for America’s Future, 2004). Available at: <http://www.americanprogress.org/site/pp.asp?c=biJRJ8OVF&b=19382>

Reconnecting With High School Dropouts

One of the greatest unmet needs in education today is for effective strategies to encourage high school dropouts to return to school. The nation can no longer afford to forget about them. One possible option is to provide financial incentives for high schools and community colleges to compete to serve these students by attaching a higher rate of public funding to them. These students would be encouraged to reenter a traditional or alternative high school, join a technically oriented “college” to get a head start on a credential, attend a community college rather than a GED program so that they move quickly into college-level work, or reenter the education system through a College in the Community program, as described earlier.

Another promising option is underway in the five-year-old Gateway to College Program, run by the Portland Community College, which offers high-school drop-outs aged 16 to 20 a chance to reconnect

with education. Students spend the first term of the rigorous program working with a small cohort of fellow students to develop basic study skills and communications techniques. After that, students enter the regular community college classes, where they simultaneously earn high school and college credit, allowing them to earn a high school diploma while progressing towards an associate’s degree or certificate. Over the course of 32 cohorts and nearly 600 students, there has been a 92% daily attendance rate; 71% of students successfully completed their cohort term, passing all five classes with a “C” or better; and 86% of these students successfully transitioned to the comprehensive campus, taking courses with the general college population. All made significant college progress: they earned an average of 64 college credits while in the program, and 9% completed their associate’s degree by the time they finished their high school diploma requirements.

Information here is from:

David Broder, “A Model For High Schools,” *Washington Post*, Feb. 24, 2005.

More information available at: <http://www.gatewaytocollege.org>

An Affordable College Education

Finally, if we are to expand post-secondary enrollment, states and the federal government must boost need-based grants and loans to better align financial aid with rising college costs. Over the next three years, the maximum Pell Grant should be raised so that it covers as much as it did two decades ago – 50% of the average tuition, fees, room and board at four-year, public universities. In subsequent years, Pell Grants should increase at the same rate as the average annual cost (tuition, fees, room and board) increases at four-year, public universities.

The Pell Grant program should also be used to expand the science and technology workforce by providing eligible students with an additional \$5,000 annually if they pursue math, science or engineering fields. Additional efforts should be made to encourage the enrollment of students of color and women, who, for a variety of reasons, are underrepresented in these areas.

Post-Secondary Education: Ensuring Access for All LESSONS FROM MISSOURI FORUM

Like many other states, Missouri is home to a large number of non-traditional college students – those who are older, working, or are parents. It is also home to many first-generation college students, often from minority or low-income families. Making a college education a reality for these students frequently requires special efforts. The first step in this process involves helping students navigate their college and financial aid applications. Missouri has used a grant from the Lumina Foundation to develop a one-day walk-in program called College Goals Sunday, which last year helped 1,000 participants at eight sites across the

state complete their financial aid forms. The program will expand to 23 sites this year. In order to make it easier for non-traditional students to complete their coursework once they are enrolled, some Missouri universities are taking advantage of online and distance-learning programs. Webster University, located just outside of St. Louis, for example, has established a “WorldClassRoom” that offers courses and programs that are available at any time of the day from any computer that has Internet access. Online students are taught under the same rigorous academic standards as those in traditional classroom programs.

Information here is from:

Presentations by Dan Peterson, Director of Financial Assistance and Outreach, Department of Higher Education and Benjamin Ola. Akande, Dean, School of Business and Technology, Webster University at the Renewing Our Schools, Securing Our Future forum in St. Louis, MO, October 20, 2004. Available at: <http://www.americanprogress.org/atf/cf/{E9245FE4-9A2B-43C7-A521-5D6FF2E06E03}/MO%20Report%20FINAL.pdf>

2 High Expectations, Voluntary National Standards, and Accountability for All Students Learning

If we are to deliver on the promise of better use of learning time, we must have the highest expectations for our students and educators and fair accountability systems. Then we must adequately finance a high-quality educational experience for every student.

The Challenge

Variable Standards

Virtually every workplace establishes quality standards for its employees. Nurses, electricians, airline pilots, accountants, automobile mechanics, lawyers, physicians, and teachers all earn certifications and/or licenses. Some of these credentials are national and others are state-specific. But regardless, expectations are usually high and there is little variation around the country. Measurements of performance and investments in preparation are also similar.

Tragically, the commitment to uniformity in expectations and standards for what students should be taught is not reflected in the K-12 education system that helps prepare all these workers. This is despite the fact that the need for and value of rigorous curriculum standards in every American classroom are rarely disputed.

Standards were initially posed as a core element for promoting educational excellence in 1989 by President George H. W. Bush and the nation's governors at the first National Education Summit. Encouraged by President William J. Clinton and the nation's business leaders, most states began developing and implementing curriculum standards in the 1990s. The few that had not done so by

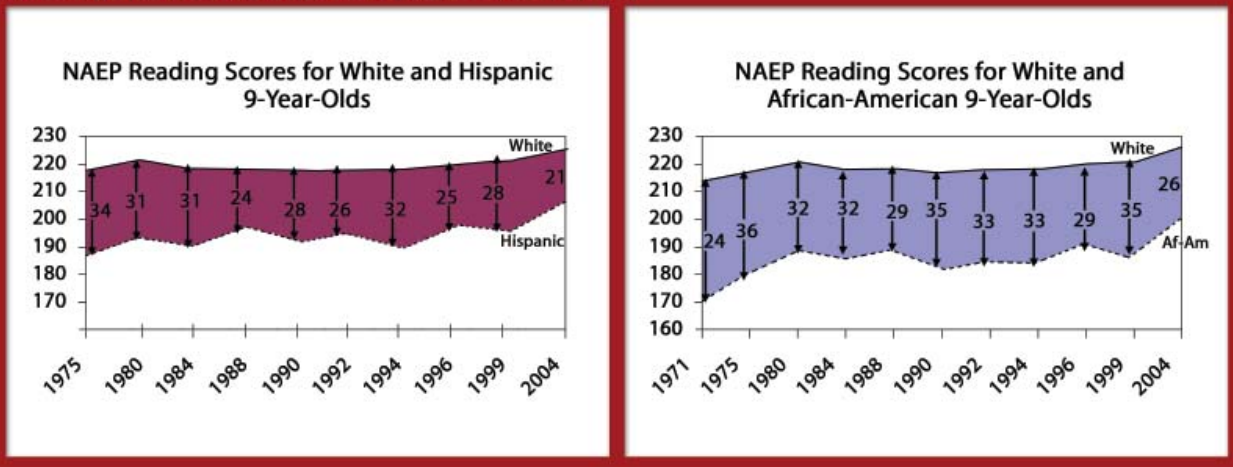
2001, when the No Child Left Behind Act (the reauthorization of the Elementary and Secondary Education Act of 1965) was passed, have now designed and instituted them. Educators and policymakers have embraced standards as the mechanism to ensure that every student, no matter what school he or she attends, masters the skills and develops the knowledge needed to participate in a global economy and complex world community. During the same timeframe that rigorous curriculum standards and accountability systems were beginning to be adopted, some progress was made in narrowing the achievement gap between white students and students of color. (See Figure 8.)

However, it has become very apparent that not all standards are alike. There is little common understanding across states about what students need to know and be able to do by the time they graduate from high school and little consensus on what constitutes “rigorous.” Some states have established curriculum standards that push students to aim high, while others have them settle for the minimum. Because states were allowed to design their own standards for academic achievement, we currently have more than 50 different sets of standards.

There is little common understanding across states about what students need to know and be able to do by the time they graduate from high school and little consensus on what constitutes “rigorous.”

It is not only the content of the curriculum standards that matters, but also their construction. There is great variation in the clarity and coherence of state curriculum standards in subject areas within and across grade levels, and often standards are simply vague and immeasurable. For example, careful observers have found variation in standards

**Figure 8: Achievement Gap in Reading
Among White Students and Students of Color¹⁰³**



when comparing the English Language Arts (ELA) standards of Michigan, where questions have been raised about content, coherence and clarity, and those of Alabama, which are considered to be among the best ELA standards in the nation.¹⁰⁴

Nowhere is the harm of variable standards, which guide teaching, greater than in the core academic subjects of reading/language arts, mathematics, and science. Reading is the most crucial subject to master, as it is the gateway to learning in all other subjects.

Despite the pivotal importance of reading to one's academic growth, too many students struggle to attain basic literacy. Over one-third of all fourth-graders read below basic levels on the National Assessment of Educational Progress (NAEP), a nationwide test known as the nation's report card. That number is much higher for some groups of students. Fifty-five percent of low-income fourth graders tested at below basic levels, and approximately 60% of low-income African-American and 56% of Latino children did the same. This gap narrows little by eighth grade.¹⁰⁵

¹⁰³ Perie, M. and R. Moran and A.D. Lutkus, *NAEP 2004 Trends in Academic Progress: Three Decades of Student Performance in Reading and Mathematics* (Washington, DC: National Center for Education Statistics, July 2005). Available at: <http://nces.ed.gov/nationsreportcard/pdf/main2005/2005464.pdf>. For more details on the NAEP exam, please see footnote 32.

¹⁰⁴ Sandra Stotsky, *The State of English Standards* (Washington, DC: Thomas B. Fordham Foundation, 2005). Available at: [http://www.edexcellence.net/doc/FullReport\[01-03-05\].pdf](http://www.edexcellence.net/doc/FullReport[01-03-05].pdf)

¹⁰⁵ M. Daane, P. Donahue and W. Grigg, *The Nation's Report Card: Reading Highlights 2003* (Washington, DC: National Center for Education Statistics, Nov. 2003). Available at: <http://nces.ed.gov/nationsreportcard/pdf/main2003/2004452.pdf>

The reading challenges are especially great for the growing numbers of students who speak little English in their homes. Gaps for this group on NAEP indicate that our teaching force has not yet mastered the special techniques that can help these students learn to read in a timely way and pursue other curriculum content in English.

Failure to teach reading well swells the ranks of students in special education, apparently a major reason for the higher per-pupil education expenditure in this country compared with most of our peers. Children with a “specific learning disability” account for nearly half of the roughly 6 million children (ages 6-21) in special education.¹⁰⁶ If they had been taught to read, the number of students in special education would be much fewer. Researchers have concluded that approximately 80% of these children and youth with learning disabilities have not learned or been taught how to read adequately. The majority of children who are poor readers at age 9 or older continue to have reading difficulties into adulthood; even the best, most intensive programs do not completely address the reading shortcomings of older students.¹⁰⁷

Over the past decade, educators nationwide have concentrated attention on early reading literacy. While significant results have been slow to appear, it is important not to ignore

reading skills that must be developed beyond 3rd grade. According to a recent report from the Alliance for Excellent Education, approximately 8 million young people between 4th and 12th grade struggle to read at grade level. Some 70% of them need remediation. These struggling readers can read words on a page, but they are usually not able to comprehend what they read.¹⁰⁸

International comparisons make clear that American students have just as significant shortcomings in math and science as in reading. Indeed, state standards in math appear to have declined over a four-year period.¹⁰⁹ This has occurred despite the fact that science and engineering have long propelled our economy, and they will continue to do so here as well as around the world.¹¹⁰

Inadequate Measurements

High expectations expressed through quality standards are not enough. In all too many places, standards for what students must master are presented as challenging but in practice are watered down and simply not designed to ensure that students are ready to move into the next stage in their development. Accountability for results is critical to ensuring a high-quality education for all students. A first step toward accountability is measuring outcomes. Too often, what is not measured is overlooked.

¹⁰⁶ U.S. Department of Education, Office of Special Education Programs, *Number of Children Served Under IDEA, Part B, Table AA7*, 2002. Available at: http://www.ideadata.org/tables27th%5Car_aa7.htm

¹⁰⁷ G.R. Lyon et. al., “Rethinking Learning Disabilities,” *Rethinking Special Education for a New Century* (Washington, DC: Thomas B. Fordham foundation and the Progressive Policy Institute, 2002). Available at http://www.ppionline.org/documents/SpecialEd_complete_volume.pdf.

¹⁰⁸ Gina Biancarosa and Catherine Snow, *Reading Next: A Vision for Action and Research in Middle and High School Literacy* (Washington, DC: Alliance for Excellent Education, 2004). Available at: <http://www.all4ed.org/publications/ReadingNext/ReadingNext.pdf>

¹⁰⁹ David Klein, *The State of Math Standards* (Washington, DC: Thomas B. Fordham Foundation, 2005). Available at: <http://www.edexcellence.net/doc/mathstandards05FINAL.pdf>

¹¹⁰ National Science Board, *Task Force on National Workforce Policies for Science and Engineering* (Arlington, VA: National Science Board, 2003).

There must be ways to measure whether standards are met and hold accountable those responsible for producing results.¹¹¹ Current measures of accountability, particularly those mandated by the No Child Left Behind Act (NCLB), seek to ensure steady achievement gains by all students in all schools. We applaud these efforts and, in doing so, recognize that standardized tests are a valid and important measure of student performance. However, student performance is itself only one element

The variation in state standards and measurement demeans the meaning of proficiency from state to state, making it difficult for parents and teachers to accurately and meaningfully gauge how well their children are learning in comparison to their peers.

in a complex system of contributions by multiple actors, all of which require measurement to judge progress in a comprehensive effort at change.

Some of the more compelling interim and outcome indicators that have been suggested by research and that apply to different

clusters of people and levels of authority include: results of health and developmental screening for young children; appropriate developmental and educational progress from pre-kindergarten through 3rd grade; examination of student portfolios; gains in student achievement on NAEP/state tests;

reduced K-12 dropout rate; increase in students pursuing higher level math and science courses; increase in board-certified teachers; adoption of master teacher positions; post-secondary enrollment increases; reduced remediation at post-secondary institutions; increased persistence and graduation rates in post-secondary education; and reduction and ultimate elimination of the achievement gap between white and non-white students.

The foregoing measures are possibilities. They build on what the results of standardized tests tell us, but they also implicate a wider range of actors in sustained efforts at comprehensive improvement.

One of NCLB's shortcomings is its failure to set the same standards of performance across states. Instead, each state chooses its own test to measure student performance and defines its own level for "proficiency" on that test. The variation in state standards and measurement demeans the meaning of proficiency from state to state, making it difficult for parents and teachers to accurately and meaningfully gauge how well their children are learning in comparison to their peers. As Figure 9 shows, the proportion of students achieving at the proficient level on national measures, such as the NAEP test, can vary greatly from the proportion attaining proficiency on state achievement tests. Students who appear to be proficient by their own state's standards may

¹¹¹ High-school graduation rates provide one example of an area where measurements and accountability had until recently been sorely lacking. For years, the federal government, as well as states, had used a range of often dubious and widely varying methodologies to calculate high-school graduation rates. As a result, the true extent of the nation's high-school dropout problem remained hidden for far too long, and it was difficult to identify academic programs that needed improving. In July 2005, however, the National Governors Association (NGA) took a major step forward in this arena as 45 governors and 12 national organizations agreed to adopt a consistent formula for calculating high-school graduation rates. The agreement is non-binding, but it indicates that the governors recognized the value in replacing the current patchwork of approaches with a single, uniform measure. For more information on the NGA's agreement, see: <http://www.nga.org/portal/site/nga/menuitem.6c9a8a9ebc6ae07eee28aca9501010a0/vgnnextoid=f599184d94525010VgnVCM1000001a01010aRCRD>

Figure 9: Comparison of Percent of Students Achieving at or Above the Proficient Level on State Tests and the National Assessment of Educational Progress¹¹²

4th Grade Reading - Percent at or above proficient (2003)			
	State Test	NAEP	Difference
Alabama	77	22	55
Texas	85	27	58
Mississippi	87	18	69

4th Grade Math - Percent at or above proficient (2003)			
	State Test	NAEP	Difference
Texas	87	33	54
Tennessee	79	24	55
Mississippi	74	17	57

8th Grade Reading - Percent at or above proficient (2003)			
	State Test	NAEP	Difference
Georgia	81	26	55
North Carolina	86	29	57
Texas	88	26	62

actually not be getting the education they need to excel in another state, much less the global economy.

The result of variation in the rigor of standards and accountability for meeting them is just as apparent in the student performance gaps among sub-groups. For example, on NAEP tests, 4th grade African-Americans in Delaware scored 18 points higher than 4th grade African-Americans in California – a gap of nearly two years' worth of learning.¹¹³

Lack of Expert Help to Low-Performing Schools and Districts

Perhaps the most urgent challenge facing states and districts in bringing all schools up to a high national standard of performance is how to turn

around continually low-performing schools. Federal and state laws promise assistance, but effective help is all too rare. While many states have established school support teams, they are underfunded and only able to assist a few schools. Districts, which receive extra federal money and sometimes state funds to help struggling schools, have been slow to devise systems of assistance that produce the desired achievement gains in their low-performing schools.

A major part of the problem is poorly designed mechanisms in the No Child Left Behind Act (NCLB) intended to help these schools. In addition to inadequate funding, NCLB puts too much of the responsibility for improving schools on the schools themselves. It neglects to enhance the capacity of state education

¹¹² Skinner, Ronald A., "State of the States," *Education Week*, Jan. 6, 2005. Available at: <http://www.edweek.org/ew/qc/2005/tables/17achieve-t1.html>

¹¹³ M. Daane, P. Donahue and W. Grigg, *The Nation's Report Card: Reading Highlights 2003* (Washington, DC: National Center for Education Statistics, Nov. 2003). Available at: <http://nces.ed.gov/nationsreportcard/pdf/main2003/2004452.pdf>

agencies and districts to develop multiple approaches and accompanying accountability measures for delivering effective help.¹¹⁴

Another serious part of the problem is that district and school leaders, as well as policymakers at all levels, too often pursue particular policies or implement specific programs without evidence of their effectiveness. As a result, districts and schools may dedicate substantial funds to efforts that yield little. District and school leaders need to develop and publicly explain their expectations and plans for improving schools, sometimes referred to as “strategic intent,” and the results they expect from their actions. They also must pursue evidence-based policies and practices.¹¹⁵ They do not have funds to waste on efforts that may or may not improve instruction and learning – nor do students have the time. When districts and schools make short-sighted decisions, it is students who pay the highest price.

Some states and districts are engaging in new public-private partnerships to bring help to low-performing schools. Both Georgia and Mississippi have contracted with the comprehensive school reform model America’s Choice with promising results. Hartford, Connecticut, and Kansas City, Missouri, have done the same with other models, Success for All and First Things First, respectively, and seen significant student achievement gains. In Philadelphia, the education management organization, Edison Schools, has improved

test scores in low-performing schools, leading the district to invite the company to manage additional schools.

Adequate and Efficient Funding

Money matters in meeting standards of performance, and it matters more if it is well and fairly spent.

Funding Inequities

Although expenditures for education in the United States are high, they are grossly inequitable. In more than half the states, lawsuits challenge not only inequities from district to district, but also the adequacy of state funding for public education. This litigation is based on guarantees found in state constitutions that variously provide for “sound,” “basic,” “adequate,” or “sufficient” education. Increasingly, state high courts are finding that education funding is insufficient to meet these fundamental promises. Litigation is costly, cumbersome, and time-consuming; it drains resources that could better go to school improvement. States must reconsider how well they are providing their students with the sound education they require. In doing so, they must also remain constantly alert about how effectively available funds are being targeted to critical needs.

Just as harmful as state funding inequities are district budgeting practices that actually punish high-poverty schools. Districts receive funds

¹¹⁴ Phyllis McClure, *School Improvement Under No Child Left Behind* (Washington, DC: Center for American Progress, 2005). Available at: <http://www.americanprogress.org/atf/cf/{E9245FE4-9A2B-43C7-A521-5D6FF2E06E03}/MCCLURE3-03-2005.PDF>

¹¹⁵ Robert E. Slavin, *Evidence-Based Reform: Advancing the Education of Students At Risk* (Washington, DC: Center for American Progress and Institute for America’s Future, 2005). Available at: <http://www.americanprogress.org/atf/cf/{E9245FE4-9A2B-43C7-A521-5D6FF2E06E03}/Slavin%203%2017%20FINAL.pdf>

from multiple sources – federal, state, and local governments as well as foundations and other philanthropies – and, in turn, disperse them through expenditure systems that are fragmented and typically isolated from one another. As a result, districts not only have trouble understanding and explaining how they spend their money, they often make budgetary decisions that lead to less money for low-performing and high-poverty schools. This happens especially when districts allocate money among schools as if all teachers make the same salary, even though better-paid teachers, those usually with more years of experience, are much more likely to be teaching in relatively more affluent neighborhoods. Districts need to switch to allocation systems

that account for actual teacher pay. Then high-poverty schools that struggle to retain more experienced teachers can recapture funds and expend them on extra teacher training, more teachers and smaller classes, after-school programs or many other uses.¹¹⁶

Finally, the United States must acknowledge and respond to the gross regional differences in fiscal abilities to provide a high-quality education. As researchers at the Rand Corporation and the American Institutes of Research have pointed out, inequities in education financing and results are greater among states than within states.¹¹⁷

Figure 10: Average Adjusted Per-Student Expenditure (2002)¹¹⁸

State	Average Per-Pupil Expenditure	Rank
District of Columbia	\$11,269	1
New Jersey	\$10,235	2
New York	\$10,002	3
Vermont	\$9,915	4
Nevada	\$6,380	48
Mississippi	\$6,143	49
Arizona	\$6,010	50
Utah	\$5,132	51

¹¹⁶ Paul T. Hill and Marguerite Roza, “How Within-District Spending Inequities Help Some Schools to Fail,” *Brookings Papers on Education Policy* (Washington, DC: The Brookings Institution, 2004).

¹¹⁷ David W. Grissmer et. al., *Improving Student Achievement: What State NAEP Test Scores Tell Us* (Santa Monica, CA: Rand Publications, 2000). Also, David Grissmer and Ann Flanagan, *Exploring Rapid Achievement Gains in North Carolina and Texas* (Washington, DC: National Education Goals Panel, 1998). Available at: <http://govinfo.library.unt.edu/negp/reports/grissmer.pdf>. Also see Jay Chambers, *Geographic Variations in Public Schools’ Costs* (Washington, DC: American Institute for Research, 1998). Available at: <http://nces.ed.gov/pubs98/9804.pdf>

¹¹⁸ Lynn Olsen, “Financial Evolution,” *Education Week*, January 6, 2005.

Inefficient Spending

Money for education is often spent inefficiently throughout the system – from local school districts to the federal government. Federal, state, district, and school spending

Federal, state, district, and school spending decisions have focused on inputs rather than outputs – calculating what went into districts and schools, rather than what results were generated.

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As a result, budget decisions often seem to occur in a

black box with little clear understanding of the purpose behind particular decisions, how they may affect or be affected by other decisions, what outcomes are expected from them or how to assess whether outcomes were achieved. In an era of high standards and higher expectations of students, inefficient practices must not continue. One first step could be the “efficiency reviews” voluntarily requested by districts in Texas and Virginia to identify ways to save and reallocate funds.

Under-funding

The federal government in 1965 recognized the need to direct some of its dollars to the nation’s poorest schools through the Elementary and Secondary Education Act (ESEA). The No Child Left Behind Act (NCLB), which renewed and revised ESEA, increased funding

significantly and directed these funds more sharply to the highest poverty communities. It also placed major new responsibilities on educators at all levels and promised to underwrite their cost. But Congress and the administration broke their promise. The law was underfunded by \$10 billion in 2005 alone, and the cumulative shortfall is projected to total \$39 billion by the end of 2006.¹¹⁹ Many states, in turn, are estimating substantial shortfalls in funding used for meeting their responsibilities, and support for elements of the Act is eroding.

The federal government is not alone in placing new demands on state education agencies. State legislatures have directed these agencies to take on numerous responsibilities, including developing standards, assessment and accountability systems, reporting data to the public, and providing expert assistance to the lowest performing schools. Legislators have been right in expecting agencies to fulfill these responsibilities, but they have been short-sighted in under-funding these specific efforts. As demands on state education agencies have increased, lack of funding has led them to shrink in size. As a result, they do not have the staff needed to carry out these additional responsibilities.

Federal and state support for pre-school programs has continued to fall short. The federal Head Start program is only serving three out of five eligible children.¹²⁰ Similarly, only 10% of the nation’s 3- and 4-year-olds are served by state-funded pre-kindergarten.

¹¹⁹ Democratic Staff, Committee on Education and the Workforce, U.S. House of Representatives, *FY 2006 Bush Budget: Breaks Promises, Underfunds K-12 Funding, and Forces Students to Pay More for College*, Feb. 7, 2005. Available at: <http://edworkforce.house.gov/democrats/photos/FY06budgetsummary.pdf>. This figure assumes that Congress will appropriate funding in FY 2006 as laid out in President Bush’s FY 2006 budget.

¹²⁰ Fight Crime: Invest in Kids, *Head Start Improves Achievement and Reduces Crime* (Washington, DC: Fight Crime: Invest in Kids, 2003). Available at: <http://www.fightcrime.org/reports/HeadStartBrief.pdf>

Federal and state funding for after-school programs is also problematic, despite overwhelming public support for these expenditures. As noted earlier, 14 million children in this country leave school and return to an empty home every afternoon. In addition, mayors in 86 cities have reported that only one-third of school-age children in their communities who need after-school care have been able to get it.¹²¹ There simply are not enough programs for all of these students.

Safe and Modern Schools

The quality of our nation's school buildings is one area in which the lack of funding is most readily apparent. Despite clear evidence that students taught in safe, secure and structurally sound learning environments tend to perform better academically,¹²² too many of our children spend their days in sub-par facilities. America's public school buildings are on average nearly a half-century old and, understandably, need some work. The most recent federal assessment of the condition of the nation's schools found that one in four schools reported that at least one of their on-site buildings was in less than adequate condition.¹²³ This same report also found that about 25% of schools were overcrowded, with student enrollment swelling to more than 5% above capacity. While no district is exempt, these poor conditions plague high-poverty and high-minority schools in particular.¹²⁴

Most of the nation's public schools were designed for a bygone era when learning was based on the one-size-fits-all manufacturing model. The dialogue between students and teachers was largely one-sided, with teachers delivering the curriculum to a fairly homogenous set of students via large-group lectures. Today's most promising educational models are better aligned with the needs of a rapidly changing world and a more diverse group of students with a range of needs and learning styles. These teaching methods incorporate greater levels of student participation, group work, interdisciplinary learning, and technology in the classroom. Learning spaces should facilitate such models and be updated as necessary. One way to finance this continual improvement might be through a digital opportunity investment trust, which seeks to recapture a portion of the revenue from auctioning public airwaves.

In addition to being sound and modern, school facilities must be safe. High-profile incidents of school violence portrayed in the media scare parents, students, and citizens alike, although the recent nationwide decline in crime among the general population has been paralleled in schools. The violent crime rate, which measures reported incidents of murder, rape and assault against students at school, fell to 24 incidents per 1,000 students in 2002, down from 48 a decade earlier. Yet, 21% of students ages 12-18 reported that street gangs were

¹²¹ Chrisanne L. Gayl, *After-School Programs: Expanding Access and Ensuring Quality* (Washington, DC: Progressive Policy Institute, 2004). Available at: http://www.ppionline.org/documents/afterschool_0704.pdf

¹²² Glen I. Earthman, *School Facility Conditions and Student Academic Achievement* (Los Angeles, CA: Institute for Democracy, Education & Access, UCLA, 2002). Available at: <http://www.idea.gseis.ucla.edu/publications/williams/reports/pdfs/wws08-Earthman.pdf>

¹²³ Laurie Lewis et. al., *Condition of America's Public School Facilities: 1999* (Washington, DC: National Center for Education Statistics, June 2000). Available at: <http://nces.ed.gov/pubsearch/pubsinfo.asp?pubid=2000032>

¹²⁴ Mark. Schneider, *The Educational Adequacy of New Jersey Public School Facilities* (Washington, DC: Ford Foundation, Building Education Success Together, 2004). Available at: <http://www.21csf.org/csf-home/publications/PrincipalsSurveyAug2004.pdf>

present at their schools in 2003.¹²⁵ Steps must be taken to ensure that schools provide a safe environment in which students can learn.

Wide variations in standards, accountability, and education financing mean that there are very different expectations and opportunities

for students in different states. However, it is increasingly evident that in a global society, expectations for American students need to be universally higher. In order for students to perform at those higher levels, schools need to be financed adequately, with the costs shared among local communities, states, and the federal government.

The Recommendation

The federal government should support the crafting, adoption, and promotion of voluntary, rigorous national curriculum standards in core subject areas so that students can succeed in every academic setting and in the national and global marketplaces. It should also expand national accountability measures and assist low-performing schools and districts. It should initiate a national conversation about not only the importance of standards and accountability but also the need for paying sufficiently and equitably for public schooling, including modern and safe facilities, from pre-school to college.

Many scholars and researchers have identified and debated what students should know and be able to do in a wide range of subjects. It is now time to engage state leaders and to resolve these debates, push for consensus and codify what standards we need, and share them with the public, especially parents and educators. High-quality and sensible national curriculum standards and companion accountability measures are necessary in the core subjects of reading/language arts, mathematics, and science. There also must be national guidance about how to catch students up. For example, in adolescent reading, there has been progress in developing tools to successfully help struggling readers, but educators do not yet have an overall strategy to employ them effectively.¹²⁶ Expansion of a federal program similar to the Striving Readers initiative, which

funds literacy interventions for struggling middle- and high-school students, could be very helpful.

Educators should also be judged by fair measurements and accountability systems. We do not purport to provide a definitive set of measurements. Instead, we strongly urge adoption of measurements that go beyond standardized testing and include effective, research-based methods. They must be rigorous, accepted, clear, and understood by those being measured, those doing the measuring, and the community to which public systems are ultimately accountable.

These measurements must seek to assess outcomes, but, because improving education is a long-term process, they must also seek to

¹²⁵ J.F. DeVoe et. al., *Indicators of School Crime and Safety: 2004* (Washington, DC: National Center for Education Statistics, Nov. 2004). Available at: <http://nces.ed.gov/pubsearch/pubsinfo.asp?pubid=2005002>

¹²⁶ Gina Biancarosa and Catherine Snow, *Reading Next: A Vision for Action and Research in Middle and High School Literacy* (Washington, DC: Alliance for Excellent Education, 2004). Available at: <http://www.all4ed.org/publications/ReadingNext/ReadingNext.pdf>

provide reliable accounting of interim results and help diagnose student learning problems. This is the best way to determine if the various interventions developed and implemented by states, districts, schools, and in individual classrooms are moving in the right direction. If not, interim assessments will enable the testing of the assumptions behind specific courses of action, the determination of why certain interventions are not working, and the triggering of midcourse corrections to give the reforms a better chance of succeeding.

If students are to reach the achievement goals set for them, and if schools are to become the student-centered institutions they need to be, every dollar districts receive must not only be accounted for but also must be deliberately directed toward student learning goals. Central to this is the construction of comprehensive finance information systems. District and school leaders cannot make educationally sound, fiscally responsible decisions without data.

Finally, once we have a grasp on how money is actually spent, the country's leaders need to begin a conversation with our citizenry about appropriate national functions in education. What is the right mix of federal, state, and local responsibilities to reach a more uniform, high-quality system of education throughout the country?

Over the past two decades, the issues of national standards, national tests, and education finance inequity have been subject to national debate, but never simultaneously nor in a sustained way. This Task Force urgently calls for a new discussion about all three.

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Aligning Spending With Strategies in Boston

In 1999, Boston Public Schools (BPS) undertook a thorough review of the district's professional development expenditures. BPS expected to find that the bulk of professional development funds were spent on school-based coaches, the core element of its efforts to improve instruction. It discovered, however, that only \$5 million – just 21% – of its

training dollars were actually spent on coaches. With this knowledge, the district was able to reallocate resources to provide additional funds for coaching and to reinforce and further align professional development with coaching and the district's reform goals.

Information here is from:

Research and Policy Committee of the Committee for Economic Development, *Investing in Learning: School Funding Policies to Foster High Performance: A Statement on National Policy* (Washington, DC: Committee for Economic Development, 2004). Available at: http://www.ced.org/docs/report/report_educfinance.pdf

The nation must keep its promise of sufficient resources to enable state agencies, school districts, schools, colleges and students each to play their part in producing higher levels of student learning and development. Our nation spends a lot of money on education. The Task Force recommendations promote money-saving efficiencies, but also call for greater financial

investments. We are a wealthy country. We should invest more because it is morally right to help each generation achieve its full potential, economically necessary if we are to promote a high standard of living for all Americans, and politically vital if we are to maintain our nation's leadership in global affairs.

One Place to Save Money: Our Nation's Student Loan Programs

We call in this report for substantial increases in the need-based Pell Grants for post-secondary education. Those increases could be paid for if the federal government operated its major student loan program more efficiently. Under the Federal Family Education Loan Program (FFELP), banks and other lenders provide loans to students that are guaranteed through state agencies and are in turn insured by the federal government. In contrast, under the federal Direct Loan Program, colleges and universities offer loans to students, and the federal government provides them with the capital for doing so. In 2003-04, FFELP comprised 75% of the government's \$57 billion in guaranteed student loans and the Direct Loan Program about 23%.

The Direct Loan Program is cheaper than FFELP for two reasons. The government can borrow money at lower rates than private lenders can and, as the government provides the capital for the Direct Loan, it receives the interest payments. Greater use of the Direct Loan Program would generate considerable cost savings, which could be used to fund other student aid programs. If, for example, FFELP were eliminated and all loans were made via the Direct Loan Program, enough savings would be generated to provide each Pell Grant recipient with an additional \$1,000 per year.

Information here is from:

Democratic Staff, Committee on Education and the Workforce, *Student Direct Loans are Better for Taxpayers*, January, 2005. Available at: <http://edworkforce.house.gov/democrats/directloansummary.html>

Democratic Staff, Committee on Education and the Workforce, *Bipartisan Student Loan Bill Would Boost Funding for College Scholarships by \$12 billion Without Costing Taxpayers A Dime, Says CBO*, January 12, 2005. Available at: <http://edworkforce.house.gov/democrats/releases/rel11205b.html>

3 Highly Qualified Teachers for Every Classroom and Strong, Effective Leaders for Every School

If we are to deliver on the promise of better use of learning time, we must have the highest quality teachers and school leaders.

The Challenge

Teachers

Teachers matter most in fostering student learning. Research has shown that in public schools, teacher quality has a greater effect on student learning than low levels of parental education, poverty, race or other attributes believed to put children at risk. Researchers have concluded that students assigned to the most effective teachers three years in a row performed 50 percentile points higher than did their peers who had been assigned to the least effective teachers. Similar research done in Texas reached the same conclusion: “having a high quality teacher throughout elementary school can substantially offset or even eliminate the disadvantage of low socioeconomic background.”¹²⁷

Despite the proven effectiveness of highly qualified teachers in raising student achievement, far too many children, particularly those in high-poverty, high-minority schools, rarely see such teachers. Too many teachers in these schools are ill prepared, find few colleagues as mentors, and

lack opportunities for effective professional development. As a result, teacher turnover in such schools is a persistent problem.

The problems of teacher preparation and professional development are compounded by the challenge of attracting and retaining the best and brightest to teaching. This challenge was driven in part by the social changes of the late 1960s and early 1970s, when the barriers to many professions that were once male-dominated began crumbling. Women, who made up the majority of teachers, found new career opportunities and better salaries in these other professions.

Today, most teachers’ salaries are determined by education and experience, not performance. There are few “skill premiums,” as in many professions, where people who have new ideas about how to increase quality or who produce particularly good results earn higher salaries. Many instructors work in bureaucratic environments where initiative, creativity and teamwork are not adequately prized. Rewards for excellent teaching and incentives to work in either more difficult settings or in subject areas suffering from teacher shortages are rare, partly due to a lack of funding.¹²⁸

If part of the solution to improving teacher quality is offering better pay, particularly for better teachers, another part is ensuring that teachers have a thorough understanding of the content areas they teach as well as content-specific and age-appropriate pedagogical skills. Teachers cannot teach what they do not know, and too many have not mastered the

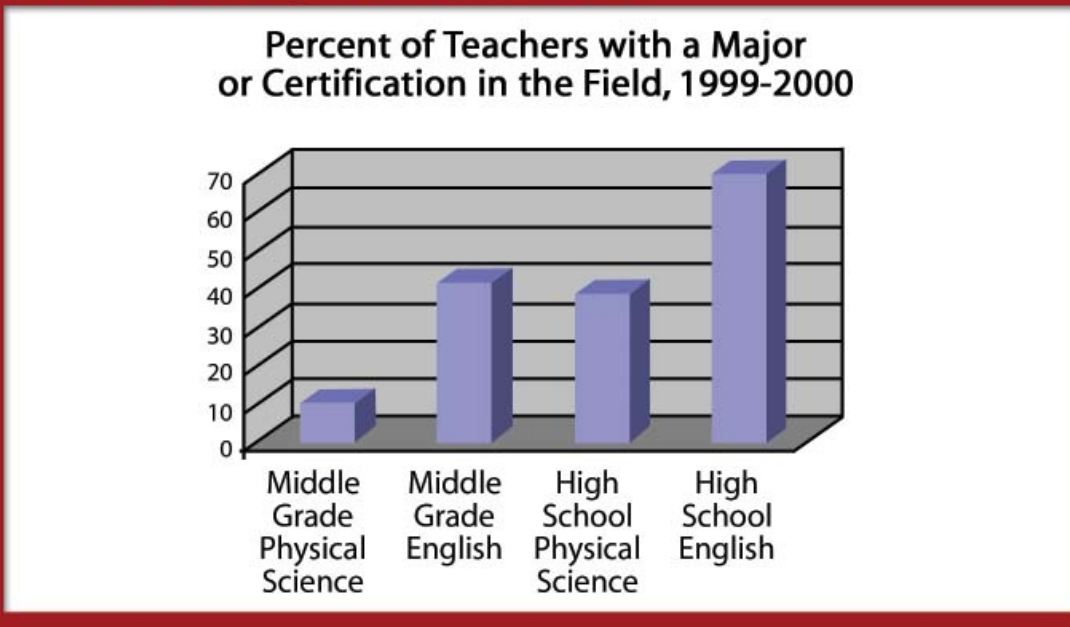
¹²⁷ Kevin Carey, “The Real Value of Teachers: Using New Information about Teacher Effectiveness to Close the Achievement Gap,” *Thinking K-16* (Washington, DC: Education Trust, 2004). Available at: <http://www2.edtrust.org/NR/rdonlyres/5704CBA6-CE12-46D0-A852-D2E2B4638885/0/Spring04.pdf>

¹²⁸ Andrew Leigh and Sara Mead, “Lifting Teacher Performance,” *Policy Report* (Washington, DC: Progressive Policy Institute, 2005). Available at: http://www.ppionline.org/documents/teachqual_0419.pdf

very subjects through which they attempt to guide their students. While a college major and certification in a subject do not guarantee that a teacher possesses the full knowledge and skills needed to be a great instructor, they are key elements. Yet, far too many teachers lack a major or certification in the subject area they teach. Shortcomings are particularly acute in the areas of special education, English as a Second Language (ESL), math, and science – specifically chemistry, geology and physics. (See Figure 11.) Unless remedies are initiated, this shortage is only projected to worsen with the impending retirement of the nearly one-third of all math and science teachers currently over the age of 50.¹²⁹

The foundation for good teaching is good teacher preparation. Yet, not enough colleges and universities have made developing rigorous teacher preparation programs a priority. These programs are often disconnected from the day-to-day realities of schools, focusing too much on pedagogy and not enough on subject-matter competency. They lack significant rigor in their coursework. Attempts to encourage universities to strengthen their teacher education programs have proven hollow. Federal law requires states to identify and help improve low-performing teacher preparation programs, but so far, states' responses have been minimal.¹³¹ In addition to states, current teachers must also share responsibility and be given opportunities for

Figure 11: Lack of Subject-Matter Expertise among Middle- and High-School Teachers¹³⁰



¹²⁹ R. Blank and D. Langesen, *State Indicators of Math and Science Education, 2003* (Washington, DC: Council of Chief State School Officers, 2003). Available at: <http://www.ccsso.org/content/pdfs/SM03.pdf>

¹³⁰ National Center for Education Statistics: Social Statistics Briefing Room Education, *Out-of-Field Teaching* (Washington DC: National Center for Education Statistics, 2002). Available at: <http://nces.ed.gov/ssbr/pages/field.asp>

¹³¹ Center for American Progress, "Ensuring a High-Quality Education for Every Child by Building a Stronger Teaching Force," *Progressive Priorities Series* (Washington DC: Center for American Progress, 2004). Available at: <http://www.americanprogress.org/site/pp.asp?c=biJRJ8OVF&b=260627>

contributing to how education schools and teacher training programs are designed and operate.

Even the completion of a good teacher preparation program, however, should not be considered the end of a teacher's professional training. Teaching effectively is a complex, demanding skill that requires ongoing and meaningful opportunities for professional growth. But the quality of professional development activities is rarely high enough. Often they are viewed by participants as "seat time," a mandatory exercise in boredom and futility that lacks a connection to their day-to-day work in the classroom. Without ongoing high-quality training, too many teachers work as best they can independently to grow professionally, they settle for average, or, even worse, they leave the profession.

One-third of new teachers leave within the first three years of teaching, and half are gone by the fifth year.¹³² Teachers leave the profession for a variety of reasons, including lack of professional development and advancement opportunities, low pay, lack of support from school administrators, poor working conditions, limited input and decision-making power, and lack of readiness for the demands of teaching. In many instances, these factors converge, overwhelming teachers. The result is the high teacher turnover that plagues our school systems today, particularly in hard-to-serve schools.

Another daunting challenge is the unequal distribution of well-prepared teachers. Every child from the wealthiest to the poorest deserves a high-quality teacher. Yet it is the poorest students, as well as students of color, who are most likely, year after year, to be in classrooms with inexperienced, underprepared teachers. They are much more likely to be taught by an instructor who lacks a college major in the subject he or she teaches. In addition, teachers in high-poverty schools are more likely to be working with temporary or emergency certifications and to be just a year or two into their teaching careers.¹³³ High-poverty schools, particularly in urban areas, typically lose over one-fifth of their faculty every year; at that rate, it is conceivable that the entire faculty of a school could change every four to five years.¹³⁴ Why are these facts the case for high-poverty and high-minority schools? Simply put, they are very challenging places to work. Districts can attract teachers to these schools initially, but they have a very hard time keeping them there.

Students in high-poverty schools generally have greater needs than those in more affluent communities, yet teachers have fewer supports and little guidance in meeting their needs. The working conditions in these schools are often very difficult – poor facilities, inadequate textbooks and materials, and larger class sizes. Teachers' training is often inadequate for the demands of working with large numbers of at-risk students, especially in an urban

¹³² Richard M. Ingersoll, *Why Do High-Poverty Schools Have Difficulty Staffing Their Classrooms with Qualified Teachers?* (Washington, DC: Center for American Progress and the Institute for America's Future, 2004). Available at: <http://www.americanprogress.org/site/pp.asp?c=biJRJ8OVF&b=19382>

¹³³ National Partnership for Teaching in At-Risk Schools, *Qualified Teacher for At-Risk Schools: A National Imperative* (Washington, DC: National Partnership for Teaching in At-Risk Schools, 2005). Available at: <http://www.ncrel.org/quality/partnership.pdf>

¹³⁴ Richard M. Ingersoll, *Why Do High-Poverty Schools Have Difficulty Staffing Their Classrooms with Qualified Teachers?* (Washington DC: Center for American Progress and the Institute for America's Future, 2004). Available at: <http://www.americanprogress.org/site/pp.asp?c=biJRJ8OVF&b=19382>

environment, leaving teachers, particularly new teachers, overwhelmed and disheartened. Even accomplished teachers committed to working with at-risk students can be worn down over the years. These challenges, along with relatively low wages, provide little incentive for teachers to remain in high-poverty schools.

School Leaders

Successful schools have strong principals. Principals in high-performing schools are focused on their students' learning and continual school improvement. Seven areas of principal responsibility have been identified as key to effective school leadership: managing for student results; managing personnel, especially judging and improving teacher quality; technical knowledge of school law, finance, and facilities; leadership with external constituents and partners; promoting appropriate norms and values; managing classroom instruction, and establishing a positive school culture that inspires shared responsibility for student learning.¹³⁵

But recent studies have revealed that the formal preparation of principals may be even worse than the preparation of teachers. In a scathing indictment, Columbia University Teachers College President Arthur Levine found that "the majority of the programs that prepare school leaders range in quality from inadequate to poor.... Many are engaged...in a counterproductive 'race to the bottom' in which they compete for students by lowering admissions standards, watering

down coursework, and offering faster and less demanding degrees."

This problem is driven by the fact that all states and most districts reward teachers with salary increases for completing graduate school administrative courses.¹³⁶ While a financial boon to universities, these courses relate little to improving student learning. Instead, states and districts should be offering teachers monetary rewards for intensive study in site-based training or off-site institutes where they can strengthen the skills and knowledge that careful examination has indicated their school needs. While some teachers want to advance into principalships and administrative positions, many would prefer to remain in the classroom if they were rewarded both financially and through advancement up a career ladder. States must take steps to ensure that leadership training programs are designed to truly prepare principals, not just provide cheap and easy degrees for salary gains to people who infrequently assume leadership.

Poverty is often cited as the reason so many students are struggling in school. It creates additional challenges – in early learning, health and security in the home. But poverty is not insurmountable; it can be overcome with dramatic, high-quality interventions in schools and in communities. Students at every age must have high-quality teachers who have a comprehensive understanding of the subjects they teach, mastery in content-specific pedagogical techniques, and thorough knowledge of how children learn. These students and teachers also need strong principals to guide them.

¹³⁵ Frederick M. Hess and Andrew P. Kelly, *Learning to Lead: What Gets Taught in Principal Preparation Programs* (Cambridge, MA: Education Policy and Governance, Harvard University, 2005). Available at: http://www.ksg.harvard.edu/pepg/PDF/Papers/Hess_Kelly_Textbook_Leadership_PEPG05.03.pdf

¹³⁶ Ted Sanders, "Preparing School Leaders – Shared Responsibilities," *Education Week*, April 6, 2005.

The Recommendation

States and local school districts, with support from federal financial incentives, should restructure and upgrade preparation programs and on-the-job training opportunities for teachers and school leaders; redesign their compensation and career advancement systems to reward effective teachers and school leaders through fair performance measures; hold all school leaders and teachers accountable for adding value to their students' learning; and guarantee the equitable distribution of high-quality teachers.

Teacher Preparation

While slow to assess or publicly acknowledge their weaknesses, some states and universities are beginning to explore different strategies to improve teacher education programs.

There is agreement that future teachers must have deep content and related pedagogical knowledge if they are to help their students fully comprehend the curriculum spelled out in state standards. To that end, teacher preparation programs must be aligned with state curriculum standards.¹³⁷ June graduates of teacher training programs should be well-prepared in the content area they will begin teaching in September.

To ensure that universities do, in fact, commit to and invest in reforming their teacher preparation programs, a more rigorous accountability system must be developed and implemented. A system should include a review of course offerings, including whether elementary school teacher candidates are taught how to teach reading and whether all candidates are taught how to

incorporate literacy improvement strategies into their classrooms. It should also include quantitative measures such as the passage rate of graduates on state licensure exams, as well as institutional “production” measures to determine whether the program graduates adequate numbers of new teachers, particularly in high-need fields such as special education, bilingual education, math, and science. Also critical is information about the effectiveness of program graduates in improving student achievement in the classroom.

Preparation programs also need to develop teachers' skills in reaching out to families effectively. A recent study for the U.S. Department of Education found that, with the exception of continuing teacher training after being employed, outreach to parents was more consistently linked to achievement gains in math and reading than a variety of factors, including teacher preparation and skill in math instruction, districts' policies on standards, and their focus on assessment and accountability.¹³⁸

¹³⁷ Sandra Stotsky, *The State of English Standards* (Washington, DC: Thomas B. Fordham Foundation, 2005). Available at: [http://www.edexcellence.net/doc/FullReport\[01-03-05\].pdf](http://www.edexcellence.net/doc/FullReport[01-03-05].pdf)

See also, National Commission on Teaching and America's Future, *No Dream Denied: A Pledge to America's Children* (Washington, DC: National Commission on Teaching and America's Future, 2003). Available at: <http://www.nctaf.org/article/index.php?c=4&sc=16&>

¹³⁸ Anne T. Henderson and Karen L. Mapp, *A New Wave of Evidence: The Impact of School, Family and Community Connections on Student Achievement, Annual Synthesis, 2002* (Austin, TX: National Center for Family and Community Connections with Schools, Southwest Educational Development Laboratory, 2002). Available at: <http://www.sedl.org/connections/resources/evidence.pdf>

Schools of education should not have a monopoly on how teachers are trained. In the last several years, a plethora of alternative pathways to the profession have sprouted. We should encourage prospective teachers to find and pursue the most challenging and effective training programs possible, provided that every applicant has extensive opportunities for field experience and student teaching, receives rich course-content and pedagogical training, and is subject to state testing and licensing procedures. In doing so, however, the measures of accountability that apply to university-based teacher education programs must apply equally to alternative offerings.

Teachers and On-The-Job Training

High-quality, employment-based training and learning opportunities are found in all professions. Teachers need them in order to absorb the latest and most promising practices

while having an opportunity to learn from one another, especially master teachers who are coaches. Every teacher in every school district should have ample opportunity to participate in and benefit from high-quality, ongoing professional development programs. The attributes of such programs include extended duration, clear purpose, flexibility, research base, collaboration, content specificity and a rich context.¹³⁹

Teacher Compensation and Career Advancement Systems

In a free market economy that rewards talent and dedication, teachers should be paid more if districts and schools wish to attract high-quality and highly motivated candidates. Between 1994 and 2005, teacher salaries dropped by 3.4% when adjusted for inflation.¹⁴⁰ Research has shown that while the gap between teachers' starting salaries and

Workforce Development: Ensuring Students Have the Tools to Succeed LESSONS FROM NEW MEXICO FORUM

New Mexico's Math and Science Academy, sponsored by the Los Alamos National Laboratory, recognizes the importance of teacher training and ongoing, comprehensive professional development, particularly in the hard to teach subjects of math and science. Intensive training, site-based meetings, cognitive coaching, and development of teacher portfolios are major components of the Academy's professional

development program. The Academy's master teachers work with educators in dozens of the state's kindergarten through 9th grade classes to improve teacher quality and boost student knowledge in the areas of math and science. The efforts of the Academy are proving to increase student academic achievement, as well as increase investment in the fields of math and science.

Information here is from:

Presentation by Lorenzo Gonzales, Master Teacher, The Math and Science Academy at the Renewing Our Schools, Securing Our Future forum in Albuquerque, NM, September 28, 2004. Available at: <http://www.americanprogress.org/atf/cf/{E9245FE4-9A2B-43C7-A521-5D6FF2E06E03}/NM%20Report%20FINAL.pdf>

¹³⁹ Claire Handley and Robert A. Kronley, *Framing the Field: Professional Development in Context* (Washington, DC: The Finance Project, 2001). Available at: <http://www.financeproject.org/Framing%20the%20Field.pdf>

¹⁴⁰ Education Research Service, *Education Research Service: National Survey of Salaries & Wages in Public Schools 2004-2005* (Arlington, VA: Education Research Service, 2005) as published in Education Week April 13, 2005.

those of their peers is not huge, the gap widens significantly as their careers progress.¹⁴¹ One way to help all teachers is to employ them on a 12-month contract.

Traditional salary structures should also be reexamined and aligned with the state standards and accountability systems now geared toward raising student achievement. A rigorous, fair and transparent system of assessing teachers, one that incorporates qualitative and quantitative measures, including indicators of student achievement and progress, should be developed, and negotiated with teacher unions. National Education Association affiliates in places like Arizona, Denver and Seattle have put in place or are currently developing such programs. Such initiatives should be coordinated with a system of bonus pay that rewards teachers who demonstrate high levels of proficiency and expertise and provides incentives to other teachers to improve their own skills and knowledge.¹⁴²

While many teachers express concern that bonuses could be based on arbitrary definitions of merit or rely solely on student test scores, pay-for-performance systems can be fair and take into account a myriad of factors that influence teaching and learning. Some studies indicate that “value-added” assessments can measure each teacher’s annual contribution to student learning.¹⁴³ They consider students’ starting points and their progress. Such

assessments, along with peer and principal reviews, can provide a rich basis for evaluation. They are similar to systems used in other professions where performance pay is well-established.

Promising initiatives are now taking place in this realm. The Milken Family Foundation’s Teacher Advancement Program offers bonuses of up to \$20,000 to teachers based on a combination of evaluations and test scores, both in the classroom and school-wide. In most schools utilizing the program, student achievement has increased.

Teacher salary structures should be aligned with new career advancement models being created within the teaching profession so that good teachers can progress through their careers without leaving the classroom. A promising proposal is to establish a career ladder of four stages with requisite compensation increases: new teachers, career teachers, mentor teachers and master teachers. Such a structure will provide new teachers with much-needed comprehensive support and guidance either through residency or induction programs. Mentor teachers and master teachers would provide guidance and coaching to nurture newer teachers, enabling experienced teachers to advance professionally without having to leave the classroom. Mentor and master teachers could assist with a variety of issues ranging from professional development

¹⁴¹ Kathleen Kennedy Manzo, “Study Finds Teachers Are Losing Ground on Salary Front,” *Education Week*, September 1, 2004. Available at: http://www.agentk-12.edweek.org/edweek_article.cfm?slug=01Salary.h24&sec=seekers

¹⁴² Center for American Progress, “Ensuring a High-Quality Education for Every Child by Building a Stronger Teaching Force,” *Progressive Priorities Series* (Washington DC: Center for American Progress, 2004). Available at: <http://www.americanprogress.org/site/pp.asp?c=biJRJ8OVF&b=260627>. See also National Commission on Teaching and America’s Future, *No Dream Denied: A Pledge to America’s Children* (Washington, DC: National Commission on Teaching and America’s Future, 2003). Available at: <http://www.nctaf.org/article/index.php?c=4&sc=16&>

¹⁴³ June C. Rivers and William L. Sanders, *Cumulative and Residual Effects of Teachers on Future Student Academic Achievement* (Knoxville, TN: University of Tennessee Value-Added Research and Assessment Center, 1996). Available at: <http://www.heartland.org/pdf/21803a.pdf>

A High-Quality Teacher for Every Classroom: Hiring, Supporting, Retaining and Assigning Them Equitably LESSONS FROM ARIZONA FORUM

Arizona has 20 years of experience with alternative compensation systems such as the Career Ladder program, which was implemented there in 1985. The program is currently in place in 28 school districts and is a tiered, multi-level system that has several key components, including: a rigorous peer evaluation system, a higher level of expected instruction, a level of expected student achievement that includes identification

of student needs, outcomes for students to meet, charting of student progress during the year, and the submission of a portfolio demonstrating student success by the end of the year. In addition, teachers must offer some type of extended service to their school or district and commit to professional support (e.g., peer evaluation or mentoring/coaching to support peers).

Information here is from:

Presentation by John Wright, President, Arizona Education Association at the Renewing Our Schools, Securing Our Future forum in Phoenix, AZ, November 18, 2004. Available at: <http://www.americanprogress.org/site/pp.asp?c=biJRJ8OVF&b=172204#2>

to instructional leadership to developing curricula and aligning assessments.¹⁴⁴

Equitable Distribution of High-Quality Teachers

While the reasons for the high teacher turnover in high-poverty schools are understandable, the consequences are unacceptable. Every student must have high-quality teachers, not merely the advantaged few, and districts must pursue policies that encourage the most effective teachers to work in the lowest performing schools. Many districts have begun to experiment with strategies to do just that. For example, when public schools in Hamilton County, Tennessee, which includes Chattanooga, offered \$5,000 bonuses,

free graduate-school tuition, and mortgage assistance to teachers in high-poverty schools, teacher vacancies dropped by 90%.¹⁴⁵

Preparing Education Leaders

As with teaching, leadership preparation programs should not be solely based in universities. Disturbed by the shortage of skilled principals, some states are supporting new programs that recruit and prepare principals in innovative ways by modifying their leadership credentialing requirements. The innovative and entrepreneurial programs that they encourage recruit potential leaders other than the experienced teachers produced by the traditional pipeline of university-based coursework. As a recent report from the U.S.

¹⁴⁴ Center for American Progress, “Ensuring a High-Quality Education for Every Child by Building a Stronger Teaching Force,” *Progressive Priorities Series* (Washington, DC: Center for American Progress, 2004). Available at: <http://www.americanprogress.org/site/pp.asp?c=biJRJ8OVF&b=260627>

¹⁴⁵ The Teaching Commission, *Teaching at Risk: A Call to Action* (New York, NY: The Teaching Commission, 2004). Available at: http://www.theteachingcommission.org/press/FINAL_Report.pdf

Innovative District Initiatives Lead to Success

Recently, the Charlotte-Mecklenburg School District (CMS) announced a bold proposal to break the stranglehold of socio-economic status on student achievement by recruiting and retaining teachers and principals who have demonstrated success with high-poverty students in high-poverty schools. The CMS proposal would provide incentives – including larger signing bonuses, pay for performance, tax-deferred annuities and support of doctoral studies – for master teachers willing to serve in the most challenging schools.

The initiative would also involve low-cost housing loans and repayment of teachers' college loans. In addition, the district is exploring legislation for special retirement credits for teachers working in designated schools. The district is also stepping up efforts to ensure that the best principals provide leadership to the most highly stressed schools. These efforts include large signing bonuses for principals coming from out of the district and a performance-based retention bonus that will be kept in a growth fund for three years.

Information here is from:

James L. Pughsley, "Closing Teacher Gap Key to Increasing Student Achievement in High Poverty Schools," *From the States* (Washington, DC: Center for American Progress, 2005). Available at: <http://www.americanprogress.org/site/pp.asp?c=biJRJ8OVF&b=494131>

Department of Education described, programs such as New Leaders for New Schools, which has contracts to train principals in New York, Chicago, Washington, DC, Memphis, and the San Francisco Bay Area, use highly selective criteria and provide training that concentrates on practical knowledge and skills needed for leadership success in challenging

circumstances. They also "provide intensive supports such as mentoring and coaching" by successful principals. "Moreover, they...prepare principals to hold themselves accountable for student achievement results."¹⁴⁶

¹⁴⁶ U.S. Department of Education, Office of Innovation and Improvement, *Innovative Pathways to School Leadership*, 2005. Available at: http://www.ed.gov/admins/recruit/prep/alternative/report_pg4.html#figure1



4 Connecting Schools with Families and Communities

The Challenge

Schools, families, communities, and children themselves all play important roles in promoting student learning. Children are more likely to do their best when all these players work together to ensure that challenges students face outside the classroom are addressed, rather than remaining as ongoing barriers to student learning and achievement.

Establishing a strong foundation for learning begins before birth and starts with families. Children with adequate health care, housing, parental support and nutrition are better prepared to learn. However, all too often, low-income children and children of color start pre-school and kindergarten behind their more advantaged peers and face continual challenges in their homes and communities. These challenges, unfortunately, can push children further behind. Providing families with various supports to ensure the health, safety and steady emotional development of their children and engaging parents as their children's first teachers is essential for a positive beginning.

One such support, and an important factor in school readiness, is early screening for disabilities or developmental challenges. This should ideally occur before children reach pre-school age. Approximately 16% of all children

have disabilities that affect their schooling, including speech-language impairments, mental retardation, learning disabilities and emotional or behavioral disturbances. Yet only about half of these disabilities are identified before a child enters school.¹⁴⁷ The cost of not identifying these disabilities early on is high, as problems tend to compound and become more difficult to treat if not addressed right away.

Home visitation programs, especially those for young, low-income or first-time parents, can help to identify disabilities or developmental challenges, as well as physical and emotional challenges. Because low-income children and children of color are much more likely to experience health problems, it is important to diagnose and treat them as early as possible. For example, iron deficiency anemia, affecting nearly 25% of poor children in the United States, is associated with impaired cognitive development.¹⁴⁸ African-American children are more likely than white children to suffer from asthma, which is troubling not only for the physical consequences of the disease, but also because it has been associated with poor school readiness as well.¹⁴⁹

America's commitment to social justice is most tested at the point where aid to vulnerable young parents, attention to the needs of

Establishing a strong foundation for learning begins before birth and starts with families.

¹⁴⁷ Frances Page Glascoe and Henry Shapiro, "Developmental and Behavioral Screening," *Developmental and Behavioral News* (Elk Grove Village, IL: American Academy of Pediatrics, 1999). Available at: <http://www.dbpeds.org/media/2004AutumnSODBPNews.pdf>

¹⁴⁸ Center on Hunger and Poverty, *Statement on the Link Between Nutrition and Cognitive Development in Children* (Waltham, MA: Center on Hunger and Poverty, 1998). Available at: <http://www.centeronhunger.org/cognitive.html>

¹⁴⁹ Janet Currie, "Health Disparities and Gaps in School Readiness," *The Future of Children* vol. 15, no. 1, Spring 2005. Available at: http://www.futureofchildren.org/information2826/information_show.htm?doc_id=255988

infants and toddlers, and the marshalling of community support for these efforts come together. Providing health and other social services to families can be a powerfully stabilizing force. Yet many parents are unaware of the available services, such as nutrition classes, housing assistance, counseling, and adult education. The community school model, a promising approach that connects families and students to social services, offer such supports to families in a setting that is familiar and safe – their child’s school.

Parental participation is a key support in the academic achievement of children, both young and old. Many studies have found that when parents, regardless of their income or background, are involved in their children’s school lives, their children do better.¹⁵⁰ While many parents need little encouragement to become fully involved, some find it much more difficult to participate.

Poor and minority parents in particular are less likely to be engaged in their children’s school lives for a variety of reasons. Language, for example, is often a major barrier even for the most enthusiastic parents. Information related to student performance and school meetings or events is too often provided only in English, making the school’s primary outreach efforts of little use to limited-English-proficient parents. Immigration status can also deter parents from becoming involved. Because they may fear deportation (or other legal repercussions) they may not become actively involved in their children’s education

outside of the home. A lack of understanding of the United States education system, cultural barriers, or memories of negative experiences with their own education render many parents uncomfortable with or even distrustful of educators. Many immigrant and minority parents feel that educators do not respect them or their children, while some educators do not see parents of color as collaborators in their children’s education.¹⁵¹

Economic barriers also impact the level of parental involvement in education. Some parents do not have any flexibility in their work schedule, or work multiple jobs, making it nearly impossible for them to attend school meetings and events. For low-income parents and those paid on an hourly basis, taking off work to participate in school activities is particularly costly. They are faced with a choice of reduced income or greater school involvement. Others suffer from inconvenient access, or a lack of access, to transportation. The compounded effects of language, immigration status, culture and economics reduce parents’ ability to be involved actively in the education of their children.

Whatever the reason, whenever parents remove themselves or are not welcomed into their children’s school lives, the children pay the price. Although in many instances parents do not know how to nurture actively their children’s academic growth and too few teachers and school administrators know how to engage parents around such issues, it is critical that they learn to do so.

¹⁵⁰ Anne T. Henderson, and Karen L. Mapp, *A New Wave of Evidence: The Impact of School, Family and Community Connections on Student Achievement, Annual Synthesis 2002* (Austin, TX: National Center for Family and Community Connections with Schools, Southwest Educational Development Laboratory, 2002). Available at: <http://www.sedl.org/connections/resources/evidence.pdf>

¹⁵¹ Peter McDermott and Julia Rothenberg, “Why Urban Parents Resist Involvement in their Children’s Elementary Education,” *The Qualitative Report* vol.5, no. 3 & 4, October 2000. Available at: <http://www.nova.edu/ssss/QR/QR5-3/mcdermott.html>

A student's academic success is tied to his or her healthy physical, social, and emotional development, and opportunities for success are

increased when parents and communities take an active role in children's education.

The Recommendation

There should be increased state and federal support for the establishment of community schools that connect students and families to social services. States should guarantee that every child receives early screening for developmental and physical challenges and develop solutions to address any challenges identified. Children and families who face higher risks should receive professional home visits to provide additional assistance and, as needed, effective interventions. Teachers must receive greater training on how to better engage parents as partners in the learning process.

Community Schools

Community schools reshape the structure of traditional schools and recast their roles in the community by explicitly positioning schools, families and communities as vital partners in fostering the health, well-being and academic growth of children. These schools help address the out-of-school needs of students and their families so that young people can focus on learning, rather than difficulties at home, when they are in the classroom and also take advantage of nurturing opportunities outside of the classroom. Community schools are typically open before and after regular school hours and on the weekends. For students, these hours are used for quality after-school programs that foster not only academic achievement, but also students' social, cultural, and emotional growth. But community schools also bring parents and families into schools and build relationships with supportive community organizations and institutions. Typically taking place in a school's family resource center, an array of activities including literacy

development, adult education, job training, child care, health care, counseling and other support services are available to families.

Many community schools serve as a connector between families and social services that help address problems, such as domestic violence and substance abuse. Left unaddressed, these issues outside of the classroom often distract students from learning and make it more difficult for parents to participate actively in their children's education. By acknowledging that children's home lives are inextricably linked to their performance in school and by addressing out-of-school needs, community schools help create the foundation for a good education.

Providing supplemental support services to students and their families has been shown to lead to real improvements in their well-being. Researchers have documented that students in community schools demonstrate positive outcomes, including higher test scores, fewer disciplinary problems, improved attendance

and graduation rates, and diminished incidence of self-destructive behaviors.¹⁵²

Early Screening and Home Visiting

Identified early and treated appropriately, developmental and physical disabilities and conditions need not impair a child's readiness to learn. There have been important advances in screening methods, which require little time on the part of healthcare practitioners and others who work with children. Early screening should be incorporated into routine physical examinations and, as often as possible, be made available in child development settings, including Head Start and Early Head Start, and offered in community schools. Doing so will help to make these critical services available to more families.

Early identification of conditions such as autism or vision impairment provides more time and a greater chance for children to receive services to treat their condition. In addition, children who participate in such programs are more likely to have positive life outcomes, such as graduating from high school, gaining employment, and avoiding teen pregnancy and delinquency. It is estimated that these early intervention programs save society a significant sum of money – \$30,000 - \$100,000 per child.¹⁵³

Home visiting is another strategy that has demonstrated effectiveness over time in ameliorating the effects of poverty and improving the well-being of low-income children. Home visits by parent educators, professional healthcare practitioners and other trained professionals provide critical support to vulnerable families to foster strong and healthy relationships. Support often includes identification of social services available to families; education on issues such as breastfeeding and nutrition, postpartum depression, child safety and the developmental stages of children; and confidence building.

Two home visiting programs that have proven successful are Parents as Teachers, which is used nationwide, and the Nurse Home-Family Partnership program, which supports low-income first-time mothers and has been implemented in multiple counties and across several states. The benefits of such programs are extensive and have included improved parenting skills, increased parental involvement in reading and other educational activities with children, increased immunizations and pre-natal care, reduced smoking and use of other substances, reduced reliance on public assistance, decreased likelihood of child abuse and neglect, improved school attendance, and higher achievement scores.¹⁵⁴

¹⁵² Martin J. Blank, Atelia Melaville and Bela P. Shah, *Making the Difference: Research and Practice in Community Schools* (Washington, DC: Coalition for Community Schools, 2003). Available at: <http://www.communityschools.org/mtdhomepage.html>

¹⁵³ Frances Page Glascoe and Henry Shapiro, "Developmental and Behavioral Screening," *Developmental and Behavioral News* (Elk Grove Village, IL: American Academy of Pediatrics, 1999). Available at: <http://www.dbpeds.org/media/2004AutumnSODBPNews.pdf>

¹⁵⁴ Healthy Families America, *Home Visiting – A Proven Strategy for Helping Families Thrive and Ensuring School Success* (Chicago, IL: Healthy Families America). Available at: http://www.healthyfamiliesamerica.org/downloads/hvforum_one_pager.pdf

Parental Involvement

Effective schools include parents as their teaching partners and systematically make them part of the learning process. When parents set and communicate expectations of success in school and of continuing on to post-secondary institutions, when they assist with homework, when they forge positive relationships with their children's teachers, and when they monitor their children's progress and recognize accomplishments, students are more likely to reach higher levels of achievement, develop positive

social skills and avoid risky behavior.¹⁵⁵

Educators at every level – from the classroom to the superintendent's office – need to establish positive, productive and respectful relationships with parents, families and the other community organizations and institutions that can support students. Educators need to reach out to families and provide guidance on how parents can best support and encourage their children. In order to do so, training on techniques for communicating and engaging parents should be a part of teacher training and professional development programs.

Community Schools: Working Together to Address the Needs of All Children LESSONS FROM OREGON FORUM

Oregon's Schools Uniting Neighborhoods (SUN) initiative focuses on ensuring success for children and closing the achievement gap. The initiative strives to meet the needs of the whole child by bringing together parents, schools, businesses, government and non-profit community organizations to offer services to students and their families. In-school support teams, after-school programming, inclusion of cultural competency, and connection to various social services are the key components of the SUN initiative.

Earl Boyles Elementary and Woodmere Elementary, both located in Portland, Oregon, are SUN schools. At Earl Boyles, students are offered an array of after-

school programs and enrichment activities. Services, including counseling, health care and other social services are available to their families. This previously unused school was renovated and reopened in 2002 as a community school and has met its initial learning goals. Woodmere Elementary offers students homework assistance, enrichment activities and mentoring through extended day classes that involve parents. Parents are able to take advantage of English language classes and parenting skills classes with follow-up in-home support services to help improve family relationship dynamics. Although three-quarters of the student population comes from low-income families, test scores have risen substantially over the last few years.

Information here is from:

The Renewing Our Schools, Securing Our Future forum in Portland, OR, August 27, 2004. Available at: <http://www.americanprogress.org/atf/cf/{E9245FE4-9A2B-43C7-A521-5D6FF2E06E03}/oregonschoolreport.pdf>
GreatSchools.net. Available at: www.greatschools.net

¹⁵⁵ Anne T. Henderson, and Karen L. Mapp, *A New Wave of Evidence: The Impact of School, Family and Community Connections on Student Achievement, Annual Synthesis 2002* (Austin, TX: National Center for Family and Community Connections with Schools, Southwest Educational Development Laboratory, 2002). Available at: <http://www.sedl.org/connections/resources/evidence.pdf>



The Road Ahead

We have heard over and over again that we live in a different world – one with new, greater and more complicated challenges – and that the only sure way to meet these challenges is through concerted and unrelenting efforts to improve public education. Our national history is rich with tales of American perseverance, ingenuity and brainpower rising to take on the challenges of each era. Through the GI Bill of Rights’ financial support for higher education, America reintegrated returning World War II soldiers into daily life and ushered in an era of unprecedented economic productivity. Through a concerted push for stronger science education in the wake of the Soviet launch of Sputnik, America landed a man on the moon before the end of the 1960s. Today, we are called upon to confront a crisis of a more silent sort: upgrading our education system in order to prepare the nation’s youth to thrive in a global society.

Our nation was born out of a commitment to a set of common goals. Our Constitution united us explicitly “in order to form a more perfect Union, establish Justice, insure domestic Tranquility, provide for the common defense, promote the general Welfare, and secure the Blessings of Liberty to ourselves and our Posterity....” It took a Civil War, constitutional amendments and 100 years of segregation to establish irrevocably that these goals refer to all Americans, regardless of race/ethnicity, religion, gender or income. A strong education system has provided the foundation for achieving them. By failing to expect excellence in education and not giving students the support they need to succeed, we risk the principles that have made our country great, and we jeopardize the future achievements of our citizens.

In the 21st century, we are charged with simultaneously closing two sets of student achievement gaps: one at home, the other on the international stage. We must ensure that all American children – regardless of race, ethnicity, income, or geographic location – are afforded access to the high-quality schools that enable them to participate in the promised opportunity of the American dream. And we must produce more high-caliber students to compete successfully with young people overseas who can today rightfully boast of their world-class educations. Achieving either of these goals alone is a formidable task. Aspiring to anything less than achieving both is irresponsible and unacceptable.

Today, we must commit ourselves to investing the time, attention and resources required to do both. Effecting real change will require an honest acknowledgment of where, how and whom we have failed. Sadly, faced with recurrent reports of our students’ lackluster scores on international tests, too many Americans prefer to believe that problems are confined to other students in other schools in other communities. Asked to grade the schools that their own children attend, about 70% of American parents responded with an A or B in each of the last five annual Phi Delta Kappa/Gallup¹⁵⁶ polls of the nation’s attitudes toward public schools. Asked about the schools in their broader community, about 50% of the public believed they deserve an A or B grade. But only about 25% gave those same good grades to the nation’s schools as a whole; the most common grade awarded to our nation’s schools is a “C.” It is as if the public schools in American’s collective conscience are located in fictional Lake Wobegon, where all the children are above average.

¹⁵⁶ Lowell C. Rose and Alec M. Gallup, *The 36th Annual Phi Delta Kappa/Gallup Poll of the Public’s Attitudes Toward Public Schools*, Sept. 2004. Available at: <http://www.pdkintl.org/kappan/kpollpdf.htm>

We must move beyond this all too comfortable “not in my backyard” mentality and accept our responsibility, as individuals and as a nation, to educate our citizenry to the fullest of its potential. Our country’s position as an economic, political and intellectual world power is far too important to silently surrender by failing to do so. After all, our children will become our governmental and business leaders, our scientists and engineers; they will create art and literature, and they will serve as our spiritual guides and moral voices. We will rely on them for leadership in war, diplomacy in peace, and support as we age. If we invest in them now, they will repay us many times over.

Finding the Funds

This Task Force is calling for fundamental changes to our education system: starting earlier with home visits and pre-school, reorganizing and extending school time, making post-secondary education accessible to all who want it, increasing the number of high-quality teachers and principals, connecting schools to families and communities, and enhancing the existing standards and accountability systems. Real education reform will demand real resources. The National Institute for Early Education Research, for example, reports that it would cost \$11.6 billion to provide quality pre-school to poor 3- and 4-year-olds and \$68.6 billion to give these services to all children in this age group.¹⁵⁷ The Teaching Commission, chaired by former IBM chairman Louis V. Gerstner, Jr., calls for an annual investment of \$30 billion to

improve teacher quality.¹⁵⁸ These figures may appear daunting, but as we have laid out, these changes are essential to the survival of our prosperous democracy.

Although we as a society see our future embodied in our young people, our commitment to educating them is too often not reflected in education funding. Commission after commission, president after president has stated that education is the number one priority for this nation’s future. And yet, time and time again, they avoid the question of paying for the transformations that we need.

Politicians, however, should not be afraid to speak the truth; Americans have shown that they are willing to increase funding for education. Polling has repeatedly demonstrated that we are willing to spend more to provide students with a quality education.¹⁵⁹ It is also clear that Americans aren’t willing to write a blank check for education. They are aware that examples of waste and inefficiency exist in the public school system, as in the business community, other areas of the public sector, and elsewhere, and they want to be assured that their money is being spent well. We agree wholeheartedly—one reason we support high standards is that we believe they can drive the better use of funding. We support the development of further systems to reward the sound use of funds and eliminate waste. In particular, we call upon states, districts and schools to review current spending and ensure that money is wisely funneled toward programs and practices that truly make a difference in the lives of children. In addition,

¹⁵⁷ National Institute for Early Education Research, *Fact Sheet: Cost of providing quality preschool education to America’s 3- and 4-year olds* (New Jersey: National Institute for Early Education Research, Rutgers, State University of New Jersey, 2005). Available at <http://nieer.org/resources/facts/index.php?FastFactID=5>

¹⁵⁸ The Teaching Commission, *Teaching at Risk: A Call to Action* (New York: The Teaching Commission, 2004). Available at http://www.theteachingcommission.org/press/FINAL_Report.pdf

¹⁵⁹ 2000 University of Chicago’s General Social Survey; 2003, Committee for Education Funding Poll; 2004 Pen/Ed Week poll.

the federal government should lead the way in identifying and widely circulating best practices that leverage current spending to produce greater results.

To maintain the public's trust, we must work to make sure that education spending does what it is supposed to do – educate students. But the challenges our country and public schools face, and the road map we have laid out to overcome these obstacles, demand more than the critical changes necessary to improve poorly managed school districts. They require addressing the fact that while American schools spend more per student than most other nations, we don't spend what we need to, and far too many young people are left short-changed by a system that funnels the most school resources to students who already have the most advantages.

Schools in better neighborhoods, where property taxes are highest, often find that their budgets are sufficient because a sizable portion of school funding stems from these local sources, and they have a greater ability to attract private and corporate support. Students in poor neighborhoods, on the other hand, often must make do with schools like that of 2005 National Teacher of the Year Jason Kamras, who taught in the school library for two weeks last year while sewage leaks in his usual classroom were being repaired.¹⁶⁰ High-poverty schools like his are more likely to be urban or rural than suburban, to contain higher percentages of students of color, and to include large numbers of English language learners. In short, students in these schools look more like our population of the future. It is in all of our best interests to give them the resources that are so critical to their success while sustaining support for our already successful schools.

In the past, when urgent national needs for education improvement became clear—be they the need for public universities, vocational training, financial aid for low-income students, and more funding for high-poverty schools – the federal government led the way. The federal government will need to lead again in ways that stimulate greater state and local investments in education as well.

To begin the implementation of the recommendations made in this report, we propose a federal investment of \$325 billion over 10 years, beginning with an initial annual investment of \$7 billion that would rise to \$39 billion annually at full implementation in 2010. As our flagship commitment, we propose \$21 billion annually, at full implementation for expanding and redesigning learning time:

- \$7.2 billion to extend the school year in low-performing school districts;
- \$3.6 billion to expand after-school programs;
- \$8.7 billion in support for pre-school to provide increased access to early education to low-income three- and four-year-olds and full-day kindergarten for all children;
- \$8.4 billion to redesign and connect high school to affordable college study, in part through increasing the maximum Pell Grant by \$1,600, offset by savings from abolition of bank-subsidizing student loans that save \$7 billion.

At full implementation, we also propose spending at least \$6 billion more per year to put more highly qualified teachers in

¹⁶⁰ Greg Toppo, "Teacher of the Year: 'Let Teachers Teach,'" *USA Today*, April 18, 2005.

classrooms; \$6 billion per year to link learning opportunities with families and communities, through early screenings, home visit programs, community schools, and strengthened parental involvement; and \$6 billion for new investments in school facilities, assistance to low-performing schools, the development of national standards and high-quality assessments.

Although the investments outlined above are large, they would leave the federal government contributing only a small fraction of education budgets nationally and only slightly increase the percentage of federal spending on education. Currently, less than 3% of the federal budget goes to education; the funding we have just recommended, at full implementation, would only raise this figure by one and a half percent. Even this increase, however, would not be adequate to implement the recommendations made in this report to the extent our country needs. To achieve our full vision we call for doubling the federal investment in education, accompanied by increases at the state and local level. At the same time, we are confident that the agenda outlined here, together with renewed commitment at the state and local level, will begin a marked transformation in our schools. We are clear that if these investments are not made immediately other countries will continue to outpace us in academic, and eventually economic, achievement. This country can, and should, make our schools second to none.

Some may ask why we need to spend more on American education when we already spend the most per student of all industrialized nations. This is a fair question. But we need to look at

the component parts of these expenditures as reported by the Organization for Economic Cooperation and Development (OECD). The United States spends vastly more on post-secondary education than any other country, particularly for research expenditures in several world-class university graduate-level programs, but lags significantly behind in ensuring accessibility. It is third in spending for elementary schools and fourth at the secondary level. For pre-school, the United States falls very short. Both the proportion of children in pre-school and those supported by public funds is lower than most European countries.¹⁶¹

Our failure to spend more on preschool education is very costly since students who are not ready for school are harder and more expensive to teach later on. High levels of spending on special education are another reason that we are ahead of other OECD countries in per-pupil spending. Ironically, compared to other countries, our system is falling down at the two ends of the education pipeline – pre-school and access to college – by expecting families to pick up much of the tab. As a result, those facing the greatest challenges are often unable to participate in expanded learning opportunities before and after public K-12 schooling.

If all we were asking was for more spending on the education system of our past – the one that hasn't worked well for so many – then we wouldn't deserve to have our call answered. But we are not. We have recommended a dramatic new approach to education and a new investment paradigm by seeking increased federal dollars to leverage much more learning time and realize much higher expectations, to take aggressive steps to improve the quality

¹⁶¹ Organization for Economic Cooperation and Development, *Education at a Glance: OECD Indicators 2004* (Paris, France: OECD, 2004).

of teaching, and to connect with families and communities so that they can enhance their children's learning opportunities. We are convinced our recommendations, if well implemented, will work to better prepare all students and close learning gaps and are deserving of these significant investment increases.

The payoff from these investments should be substantial. For every \$1 invested in pre-kindergarten, for example, we will see a 12% minimum return and a social return of at least \$7 (and up to \$10).¹⁶² And a 1% increase in high-school graduation rates would produce savings of approximately \$1.4 billion annually associated with the cost of crime, or about \$2,100 for each male high-school graduate.¹⁶³ We fully expect that if our proposals are completely implemented American society would realize even greater savings. Students who leave their formal education well prepared will be productive workers and contributing family members and citizens. They will be much less likely to drain public resources on the results of our education failures, such as growing prison populations. And how can we quantify the return of the public schools that have nurtured inventors and scientists like George Washington Carver, or those that have fostered spiritual, cultural and political leaders

such as Martin Luther King, Jr., Ruth Bader Ginsburg, Maya Angelou, Cesar Chavez, and Neil Armstrong?

We, as a nation, have choices to make and priorities to set. If we truly pin our nation's economic and political future on the education of our youth, then we must weigh new education spending heavily against tax cuts and other uses of federal funds. When our nation has faced past crises, we have found the funds to respond, and we now face a threat as serious as any military challenge. As society expects our schools to do more than before, and as parents and employers demand stronger scholastic achievement, we must commit to providing the resources necessary to meet these demands.

That we can afford this level of investment to secure our nation's future is clear when compared to the Administration's current budget priorities. When the current Administration's tax cuts for the wealthiest 1% are fully phased in, we will face an estimated \$83 billion annually in lost revenue by 2010.¹⁶⁴ If the estate tax is repealed, as the Administration has proposed, we are projected to lose about \$67 billion per year by 2014, about the current level of federal education spending.¹⁶⁵ Compared to these discretionary expenses, our proposal to initially spend

¹⁶² National Institute for Early Education Research, "Federal Reserve Economist Urges Much Wider Public Investment in Preschool," *Preschool Matters* vol. 1, no. 3, December 2003,

¹⁶³ Lochner, Lance and Enrico Moretti, *The Effect of Education on Crime: Evidence from Prison Inmates, Arrests and Self-Reports* (Cambridge, MA: National Bureau of Economic Research, Nov. 2001).

¹⁶⁴ The Tax Policy Center estimates that the 2001-2003 tax changes will cost \$276 billion in 2010 including interest rates (see W. Gale and P. Orszag, "Bush Administration Tax Policy: Revenue and Budget Effects," *Tax Notes*, October 4, 2004 at 105. Available at: http://www.taxpolicycenter.org/UploadedPDF/1000695_TaxBreak_100404.pdf). Of this, an estimated 30 percent will go to the top 1 percent of taxpayers (see W. Gale and P. Orszag, "Bush Administration Tax Policy: Distributional Effects," *Tax Notes*, September 27, 2004 at 1559. Available at: http://www.taxpolicycenter.org/UploadedPDF/1000689_TaxBreak_092704.pdf)

¹⁶⁵ Congressional Budget Office, "An Analysis of the President's Budgetary Proposals for Fiscal Year 2006," March 2006. Available at: <http://cbo.gov/showdoc.cfm?index=6146&sequence=1>. The 10-year cost of extending the estate tax repeal past 2010 is estimated to be \$290 billion; however, this estimate only contains four years of full repeal.

an additional \$39 billion annually at full implementation in 2010, which amounts to \$584 annually per student, seems like very little to ask in exchange for our nation's future.

Investments aside, our schools also bear responsibility to use funds wisely. Administrators and policymakers must ensure that money is spent in the most efficient and effective manner. The recommendations put forth here have been selected with these goals in mind. Some, such as universal pre-school and a sustained focus on literacy, are the educational equivalent of a flu shot. They may ward off not only the flu today, but also prevent a very expensive epidemic down the road.

A Role for Everyone

But providing a world-class education system for all is about more than money. The fundamental improvement we seek will not be the product of sporadic and fragmented responses from an apprehensive few. If we truly believe that education is critical for our nation's continued success, then all of our citizens have important and sustained roles to play in nurturing a nation of learners. Because this report contains several recommendations for state- and federal-level policymakers, we offer the following words to our nation's learners and to those closest to them.

A Call to Parents

Even before their children are born, parents set the tone for the role of education in their children's lives. By taking an interest in their children's education and creating a positive home environment, parents can help instill in their children a lifelong love of learning.

1. Early childhood education, particularly pre-literacy, plays a significant role in the educational success of your children. By

the time children enter kindergarten, they should be able to complete three of the following four literacy school readiness activities: recognizing letters, counting to 20 or beyond, writing their names, and reading or pretending to read.

2. Healthy children are better positioned to be academically successful children. Ensuring that your children have received the proper immunizations, and having your children screened for potential learning disabilities before they enter kindergarten is vital.
3. Parental involvement helps promote your child's success. Become familiar with your child's teacher; the services, programs and activities available through your child's school; and even the academic performance of your child's school overall. Working with your children and letting them know that you are engaged in their academic achievement speaks volumes.
4. Establishing high aspirations is the first step in reaching goals. Set high expectations for yourself, your children, your children's school and your children's teachers. Expect that through their educational experiences your children will become eager, disciplined and thoughtful learners, with the skills and knowledge to do meaningful work and contribute to their family, community and nation.

A Call to Teachers

Teachers play an indispensable role in ensuring that their students are equipped with a fundamental set of knowledge and skills. Charged with educating our youth, the future of our nation literally resides in your hands.

1. Just as students are continually learning and evolving, so are teachers. Activities to enhance subject-matter mastery and teaching strategies are essential. Teachers are the single most important factor in the educational attainment of children. Your preparation should be second to none.
2. Literacy, numeracy, comprehension and critical thinking improve with time and practice. Teachers must engage each student individually in order to help them reach their fullest potential, always setting the highest expectations possible for them.
3. Acknowledge and utilize the ethnic, cultural and linguistic diversity of your students as a learning tool. Every experience presents a learning opportunity.¹⁶⁶
4. Reach out to parents and families early and often. Cultivating relationships and establishing respect and trust are essential. These are the keys to opening the door to parental involvement.
2. Teachers play a vital role in helping children reach their fullest potential, and we as a society benefit greatly from their efforts. Too often, however, their hard work goes underappreciated or unrecognized. If we are to continue to attract and retain the best teachers for our children, we must honor and respect teachers as professionals. The President, leading members of Congress, and media outlets of all kinds must make a sustained effort to acknowledge the crucial role that teachers play in our world and to recognize in public ways the performance of superb teachers and school administrators.
3. Establishing local partnerships among businesses, social service providers, local elected officials, and schools is a wonderful way to create a strong support network for learners. Cultivating these collaborative relationships relies on placing children first – before the needs and concerns of adults.
4. We all have something to teach and something to give; we have a responsibility to the greater community. Support of local education initiatives and mentoring programs for the children living in your community strengthen the base of children's support networks and increase their chances for success.

A Call to Community Members

It is not enough that parents and family members, or teachers and school administrators, support children as they learn. Elected officials, business leaders, government agencies, advocacy organizations, and individual citizens alike are a necessary part of the equation.

1. Our future as individuals and as a nation depends on the high-quality education of our children. It benefits us all to invest in this education and to ensure equal educational opportunities for all.

A Call to Students

Just as adults expect excellence in education, so should students. As the country's future leaders, students of all ages must rise to the occasion. The nation depends on it.

¹⁶⁶ For more on how one teacher has helped immigrant students reach their fullest potential, see: Bob Chase, "Chauncey's Children," *Washington Post*, June 2, 2002.

1. Education is an opportunity and it is the personal responsibility of each student to work hard and take full advantage of it. It is equally important to make the personal commitment to strive for success.
2. Education can also be a challenge. Don't give up; perseverance will take you far. You are not in this alone; there are people who support you – whether you know them or not.
3. Education is a lifelong process. Remember your duties and responsibilities to your community and society at large. Share the knowledge you gain; teaching or mentoring others is a great way to do so.

A Call to Action

To be sure, the road ahead will be long and often difficult. But it is not a course entirely uncharted. In exemplary programs and in

extraordinary people, we have seen that even the saddest, most neglected schools can be turned around and their students infused with confidence in their abilities, pride in their performance and eagerness to seize a future that is filled with possibilities. Let these findings and recommendations accelerate awareness and inform action over the extended time it will take to generate a new, robust and truly world-class system of education. Let them serve as a guide to the road ahead.

Americans have time and time again demonstrated the capacity to navigate change; for us it is now a matter of will. As Martin Luther King, Jr. once said, “(t)here is no easy way to create a world...where all children receive as much education as their minds can absorb. But if such a world can be created in our lifetime, it will be done in the United States...by people of good will.” We must once again summon the resolve to remake our world: our future depends on it.

Appendix A

Task Force Forums and Commissioned Papers

Over the last 18 months, the *Renewing Our Schools, Securing Our Future* National Task Force on Public Education has examined the current state of America's public education system. The Task Force has sought to identify practices that contribute to American students' uneven performance, areas in which important student needs are going unmet, and examples of excellence that are boosting student achievement. To do so, the Task Force held six public forums across the country and commissioned five papers from leading education researchers, advocates and policymakers. Insights gained from these events and papers have informed the Task Force's recommendations. Forum reports and copies of the commissioned papers are available online at: <http://www.americanprogress.org/schools> or http://www.ourfuture.org/issues_and_campaigns/education/ros_sof.cfm

Public Forums

Community Schools: Working Together to Address the Needs of All Children

Portland, Oregon - August 27, 2004

This forum focused on community schools and highlighted Oregon's Schools Uniting Neighborhoods (SUN) Initiative. Established to create stronger relationships between public schools and their larger communities, the SUN Initiative has shown success in providing needed services and programs for children, including in-school support teams and after-school programming, uniting communities around public schools and improving test score levels. Discussion ranged from partnerships and implementation, to cultural competency, to parental outreach and involvement. This forum provided a constructive conversation on the strengths and challenges of community schools and the need for strong relationships with local agencies, organizations and businesses.

Speakers at this forum included:

- Susan Castillo, Oregon State Superintendent of Public Instruction
- Jonah Edelman, Executive Director, Stand for Children
- Barbara Kienle, Director of Student Services, David Douglas School District
- Diane Linn, Chair, Multnomah County Commission
- Lorenzo T. Poe, Vice-chair, Board of Education, Portland Public Schools and Director, Office of School and Community Partnership, Multnomah County

Early Childhood Education: An Investment in Our Future

Columbus, Ohio - September 9, 2004

Discussion at the second forum surrounded the importance of early childhood education programs and introduced several of Ohio's initiatives that focus on young children. Many of these initiatives focus on child development, pre-academic skills, and social and emotional development. High-quality early childhood education programs give children a strong start,

help to prepare them for academic success, and help to close the achievement gap. This forum addressed investments in early childhood education; implementation of programs; partnerships with community, business and government leaders; and addressed several of the lessons learned.

Speakers at this forum included:

- Mayor Michael B. Coleman, Mayor of Columbus
- Barbara Haxton, Executive Director, Ohio Head Start Association, Inc.
- Michelle Katona, Interim Coordinator, Early Childhood Initiative, Cuyahoga County
- Chris Stoneburner, Project Director, Build Ohio
- Susan Tave Zelman, Superintendent of Public Instruction
- Charleta Tavares, Councilwoman, Columbus City Council
- John Taylor, Regional President, PNC Bank

Workforce Development: Ensuring Students Have the Tools to Succeed

Albuquerque, New Mexico - September 28, 2004

This forum addressed the importance of post-secondary education and training in the development of a prepared workforce. Aligning the educational system with the nation's economic and industrial needs will equip students with the skills they need to flourish. This event focused on New Mexico's state- and school-level initiatives designed to align the states employment needs with its curricula and while ensuring high-quality programs. Several of the issues discussed include: the challenges of preparing students to meet the demands of today's economy; the critical role community colleges can serve to provide a wide array of occupational programs for students; the adequacy of current high-school requirements in preparing students for a college education; and the difficulties and changes needed to enhance educating children in math and science.

Speakers at this forum included:

- Leticia Chambers, Executive Director, New Mexico Higher Education Commission
- Veronica Garcia, Secretary of Education
- Michael Glennon, President, Technical Vocational Institute-Workforce Training Center
- Lorenzo Gonzales, Master Teacher, Math and Science Academy
- Joseph Martin, President, Southwestern Indian Polytechnic Institute
- Tony Monfiletto, Founder and CEO, Amy Biehl Charter School
- Bill Richardson, Governor of New Mexico

Postsecondary Education: Ensuring Access for All

St. Louis, Missouri - October 20, 2004

This panel highlighted the challenges of making post-secondary education more accessible at a time when a college diploma or post-secondary vocational credential is increasingly important. Students need to be better prepared academically to take on college-level coursework, and college needs to be within everyone's financial reach. Panelists addressed the fact that paying

for higher education presents a challenge for a growing number of students, especially as financial aid has failed to keep pace with tuition increases. This challenge contributes to significant disparities in college enrollment rates among racial/ethnic and income groups. Also addressed was the need for greater funding for the Pell Grant, ways to make higher education more accessible to non-traditional students (e.g., older, working students or parents), and the importance of high schools in preparing students and parents for the college and financial aid application processes.

Speakers at this forum included:

- Benjamin Ola. Akande, Dean, School of Business and Technology, Webster University
- Charles Dooley, County Executive, St. Louis County
- Dudley Grove, Secretary, Missouri Coordinating Board for Higher Education
- Dan Peterson, Director of Financial Assistance and Outreach, Missouri Department of Higher Education
- Francis Slay, Mayor of St. Louis

A High Quality Teacher for Every Classroom: Hiring, Supporting, Retaining and Assigning Them Equitably

Phoenix, Arizona - November 19, 2004

This forum tackled the challenge of training, recruiting, supporting and retaining teachers to ensure that every classroom is led by a high-quality instructor. Emphasizing that highly qualified teachers are integral to the learning process, panelists discussed teacher training programs, professional development, and compensation issues. Special attention was given to the critical challenge of retaining teachers, particularly in the high-poverty schools where turnover rates reach 40-50% over a five-year period. Task Force members and panelists also discussed alternative certification routes, incentives for teaching in hard-to-serve schools, and ways to recruit and retain more of the best teachers, including mentoring, career ladders and compensation plans that reward excellence.

Speakers at this forum included:

- Fred Jones, Educational Consultant, Frederic H. Jones and Associates, Inc.
- Ronald Marx, Dean, College of Education, University of Arizona
- Gaynor McCown, Executive Director, The Teaching Commission
- Janet Napolitano, Governor of Arizona
- John Wright, President, Arizona Education Association
- Steve Ybarra, Principal, Carl Hayden Community High School

Redesigning Schools for the 21st Century: Promising Innovations

New York, New York - December 10, 2004

The last forum centered on innovative efforts to redesign middle schools and high schools so that students are prepared to pursue post-secondary education opportunities. Several promising

models were highlighted at the forum including:

- Middle/early colleges, which are located on college campuses and enable students to complete some college credit, or even an associate's degree, while still in high school;
- Smaller learning communities, which foster deeper relationships between students and teachers, while promoting a greater sense of shared responsibility for student achievement among instructors;
- The Knowledge Is Power Program (KIPP), which extends the school day, school week and school year, while focusing on setting high expectations and motivating students, to meet them.

Speakers at this forum included:

- Geoffrey Canada, President and CEO, Harlem Children's Zone
- Cecilia Cunningham, Director, Middle College National Consortium
- Gerry House, President and CEO, Institute for Student Achievement
- David Levin, Superintendent, KIPP Academy
- Arthur Levine, President, Teachers College, Columbia University
- Norma Morales, Principal, Bronx International High School
- Douglas Wood, Executive Director, National Academy for Excellent Teaching

Commissioned Papers

Investing in Early Childhood Education in Ohio: An Economic Appraisal

Clive R. Belfield, August 2004

The paper describes and calculates the economic benefits to Ohio that would result from expanding pre-kindergarten educational opportunities. According to Belfield, the net present value to the state of Ohio from expanding the provision is estimated at \$372 million.

Why Do High-Poverty Schools Have Difficulty Staffing Their Classrooms with Qualified Teachers?

Richard Ingersoll, November 2004

This paper addresses the reasons why the nation's schools, particularly those that are disadvantaged, are unable to provide each classroom with a highly qualified teacher. The paper concluded that teacher turnover is a major contributor to this problem.

Fast Track to College: Increasing Post-secondary Success for All Students

Hilary Pennington, December 2004

This paper offers a number of ways to create stronger links between high school and post-secondary education. Pennington proposes three innovative alternatives to the traditional high-

school senior year: an academic head start on college; an accelerated career/technical college; and a gap year, or college in the community.

Affordability of Post-secondary Education: Equity and Adequacy Across the 50 States

Edward P. St. John, January 2005

This report examines trends and research evidence related to two persistent patterns — inequality in financial access to post-secondary education for low-income students in the U.S. and disparities in financial access across states — and considers the implications for policy in higher education.

Evidence-Based Reform: Advancing the Education of Students at Risk

Robert E. Slavin, March 2005

This paper argues that genuine reform in American education depends on a movement toward evidence-based practice, using the findings of rigorous research to guide educational practices and policies.

Appendix B

Task Force Biographies

John H. Buchanan

Former Member of Congress

John Buchanan is an ordained Baptist minister and served churches in Alabama, Tennessee, Virginia and Washington, DC. He represented Birmingham, Alabama, in the Congress for sixteen years. As a senior member of the House Education and Labor Committee, he was instrumental in the writing and passage of Title IX. A member of the House Foreign Affairs Committee, he was a member of the U.S. delegation to the United Nations and to the U. N. Human Rights Commission. After leaving Congress, he chaired for ten years the civil liberties organization, People For the American Way. He served as chairman of the Department of Education's Fund for the Improvement of Post-Secondary Education and worked on behalf of civic education with the Bicentennial Commission and the National Education Goals 2000 Panel. He serves on the Board of Advisors of the National Council of Churches; National Council of the U. N. Association of the U.S.; and the National Board of Advisors at the Center for Civic Education. His numerous awards include the Common Cause Public Service Achievement Award. He is currently consultant to the Biotechnology Industry Organization.

Louis Caldera

President, University of New Mexico

Louis Caldera became the 18th President of the University of New Mexico on August 1, 2003. As President, Caldera leads the state's flagship research university and third-largest employer. He has emphasized improving undergraduate education and expanding the impact of the university in the sciences, engineering, health care and public policy. Before coming to UNM, Caldera held the post of Vice Chancellor for University Advancement at the California State University system, the largest four-year university system in the country. Caldera served as Secretary of the Army from 1998 to 2001 during the Clinton administration, where he initiated highly-popular educational programs for soldiers and recruits. As Managing Director and Chief Operating Officer of the Corporation for National and Community Service from 1997 to 1998, he ran the federal grant-making agency supporting Americorps, the National Senior Service Corps, and Learn and Serve America. As a member of the California State Assembly from 1992 to 1997, Caldera focused on economic development, education, and children's health and safety. Caldera holds a B.S. from West Point, an M.B.A. from Harvard Business School and a J.D. from Harvard Law School. Caldera lives in Albuquerque with his wife, Eva, and three daughters.

Charita L. Crockrom

Principal, John F. Kennedy High School
Cleveland, Ohio

Charita Crockrom, a native of Cleveland, Ohio, has twenty-eight years of experience as an educator, twenty of which she spent at her alma mater, Collinwood High School in Cleveland. Crockrom has just completed her first year as Principal of John F. Kennedy High School in Cleveland. She previously served as Principal of Collinwood High School from 2001 to 2003,

and Principal of Collinwood Middle School from 2000 to 2001. She also served as Assistant Principal of Collinwood High School for five years. Crockrom has won numerous awards celebrating her teaching, professionalism, and administrative skills, including: three British Petroleum Teacher of the Year awards (1992, 1993, and 1995), Continental Airlines Most Inspirational Teacher (1992), Teacher of the Year from the Ohio Senate (1992), and the National Association of Negro Business and Professional Women's Club "Made In Cleveland" Award (2002). She presently serves on the Board of Directors of the National Association of Secondary Principals, and is part of its Steering Committee and a candidate for President Elect of the organization in 2005. Crockrom is certified to teach English/Language Arts for grades K-12, holds a Master of Education degree in Curriculum and Instruction, and a Principal Certification from Cleveland State University.

Judith A. McHale

President and Chief Executive Officer, Discovery Communications, Inc.

Judith McHale was named President and Chief Executive Officer of Discovery Communications, Inc. (DCI) in 2004. She is responsible for the overall strategic direction, business development, and operations of all DCI resources and properties in the United States and around the world. McHale had previously been President and Chief Operating Officer, a post she held since 1995. McHale created the Discovery Channel Global Education Partnership in 1997, which provides advanced satellite technology to deliver free educational programming to over 380,000 students and their communities in ten countries across Africa, Latin America, and Eastern Europe. McHale is a member of the Board of Directors of Polo Ralph Lauren, the Host Marriott Corporation, Cable in the Classroom, Vital Voices Global Partnership, The Africa Society, Sister-to-Sister: Everyone Has a Heart Foundation, and the National Democratic Institute. Before joining Discovery in 1987 as its General Counsel, McHale served as General Counsel for MTV Networks. She began her career as an attorney at the New York law firm of Battle Fowler. McHale graduated from Fordham Law School and earned her undergraduate degree in politics from the University of Nottingham in England.

Margaret A. McKenna

President, Lesley University

Margaret A. McKenna is the President of Lesley University, a position she has held since 1985. Prior to her appointment, President McKenna served as Director of the Bunting Institute, Vice President of Radcliffe College, White House Deputy Counsel to President Jimmy Carter, and Deputy Under Secretary at the U.S. Department of Education. Prior to those assignments, McKenna held posts as the Executive Director of the International Association of Human Rights Organizations and as a trial attorney with the Civil Rights Division of the U.S. Department of Justice. McKenna serves on the boards of the American Association of Colleges for Teacher Education, the Council for Higher Education Accreditation, the Cisco Learning Institute, the Datatel Scholars Foundation, the Boston Higher Education Partnership and the Greater Boston Chamber of Commerce. President McKenna also serves on the board of Dominion Resources, Inc, a Fortune 400 company. She has served as Board Chair for the Council of Independent Colleges and has served on the American Council on Education's President's Task Force on

Teacher Education. McKenna is the recipient of six honorary degrees and of numerous awards, including the Lelia J. Robinson Award from the Women's Bar Association of Massachusetts, and the Greater Boston Chamber of Commerce, Pinnacle Award for Lifetime Achievement.

Philip D. Murphy

Senior Director, The Goldman Sachs
Group, Inc.

Philip D. Murphy is a Senior Director of The Goldman Sachs Group, Inc. He served on the Goldman Sachs Management Committee from 1999 until 2003 and co-headed its Investment Management Division from 2001 until 2003. During more than 20 years at Goldman Sachs, Murphy developed some of the firm's most important global client relationships and helped set and execute the strategy for a variety of businesses. He hired and mentored scores of professionals. He chaired a series of firm-wide task forces and committees on topics such as compliance and reputational judgment, reinvigoration of a client culture, internal communications, and articulation of the firm's public benefit. Murphy is also very active with a number of public interest organizations such as the NAACP, 2nd Floor Advisory Council, and the Local Initiatives Support Corporation, among others. Murphy is a native of the Boston area and is a graduate of Harvard College and The Wharton School. He lives in New Jersey with his wife Tammy, sons Josh, Charlie and Sam, and daughter Emma.

The Honorable Janet Napolitano

Governor, State of Arizona

Governor Janet Napolitano was sworn into office in January 2003 and has made her mark as a governor who moves quickly to approach the biggest problems facing the state. In her first year in office, she won approval of a budget that erased a billion-dollar state budget deficit without raising taxes or cutting funding for public schools or other vital services. Now in her second year as Governor, a centerpiece of her administration is to ensure that all Arizona children will report to first grade safe, healthy, and ready to succeed academically. To that end, she is working hard to establish full-day kindergarten and a quality childcare rating system as options available to parents throughout Arizona. Governor Napolitano is also working aggressively to redirect Arizona's economy toward high tech industries offering high-skill, high-wage jobs. Prior to being elected Governor of Arizona, she served one term as Arizona Attorney General and four years as U.S. Attorney for the District of Arizona. Born in New York City and raised in Albuquerque, New Mexico, she is a distinguished alumna of Santa Clara University and the University of Virginia Law School. She has lived in Arizona since 1983, when she moved to Phoenix to practice law.

Delia Pompa

Director, The Achievement Alliance

Delia Pompa has over 30 years of experience leading local, state and federal agencies, national and international organizations, and academic institutions to understand and to respond to the needs of children and their teachers. In her current position as director of the Achievement

Alliance, Pompa works with a coalition of organizations, including the Business Roundtable, the Citizen's Commission on Civil Rights, the Education Trust, Just for the Kids, and the National Council of La Raza. The coalition works to provide accurate, non-partisan information about student achievement. Pompa is the former Director of the Office of Bilingual Education and Minority Languages Affairs and the former Executive Director of the National Association for Bilingual Education. She began her career as a kindergarten teacher in the Edgewood Independent School District in San Antonio, Texas. She went on to serve as an administrator in the Houston Independent School District and as Assistant Commissioner of the Texas Education Agency before coming to Washington, D.C. She is the former Director of Education, Adolescent Pregnancy Prevention, and Youth Development for the Children's Defense Fund. Pompa serves on a variety of national boards and committees for a wide range of institutions addressing the educational needs of children.

James L. Pughsley

Consultant, Stupski Foundation, and Former Superintendent, Charlotte-Mecklenburg Public Schools, Charlotte, North Carolina

Dr. James L. Pughsley is the former Superintendent of Charlotte-Mecklenburg Schools and is now serving as a consultant with the Mill Valley, CA-based Stupski Foundation, which works directly with U. S. public school districts to help ensure all children in America, regardless of race or income, have access to a high-quality public education. Dr. Pughsley served as Superintendent of Charlotte-Mecklenburg Schools (CMS) from 2002 until June 2005 and had been with the district since 1996. Under his leadership, CMS took a strategic approach to doing business that had a tremendous impact on student achievement and community confidence in the school system. He spearheaded efforts to improve the quality of teaching in the classroom, implemented strategies to increase equity within the district, and provided strong leadership and direction to the district's 148 school building administrators. Prior to joining CMS, Dr. Pughsley served as Interim Superintendent and Deputy Superintendent in Virginia Beach City Public Schools. He also served as Superintendent in Monroe City Schools in Louisiana and held top administrator positions in the Clark County School District in Nevada. Dr. Pughsley has been recognized for his leadership skills and his commitment to quality education for all children. In 2000-2001, the Charlotte Black Political Caucus honored him for his commitment to education. In November 2003, the National Alliance of Black School Educators (NABSE) named him 2003 Superintendent of the Year. He received his undergraduate degree from Northern Arizona University and his Masters and Doctorate in Educational Administration from the University of Arizona.

Wendy D. Puriefoy

President, Public Education Network

Wendy D. Puriefoy is President of Public Education Network (PEN), the country's largest network of community-based school reform organizations, reaching 11.5 million poor and disadvantaged children in 1,600 school districts and 16,000 schools in 34 states and the District of Columbia. Ms. Puriefoy has been deeply involved in school reform since the 1970s, when she served as a special monitor of the court-ordered desegregation plan for Boston's public schools.

Prior to being recruited as President of PEN, Puriefoy was Executive Vice President and Chief Operating Officer of The Boston Foundation in Boston, Massachusetts. She serves on the boards of numerous national organizations including Children's Defense Fund, DEMOS, Learning Matters Inc., and the National Center for Family Philanthropy. Puriefoy received her bachelor's degree from William Smith College and holds three Master of Arts degrees in African American Studies, American Studies, and American Colonial History from Boston University.

Chauncey Veatch

2002 National Teacher of the Year, Coachella Valley High School, Thermal, California

Chauncey Veatch became a teacher in 1995, at the end of his active duty service in the United States Army. Veatch has taught seventh- and eighth-grade science, mathematics, reading, writing, social studies, physical education, English as a Second Language (ESL), and ESL for adults. In 1999, Veatch began teaching at the high school, where he requests that students with learning disabilities, special education students, pregnant teens, students involved with gangs or drugs, and non-English speakers be placed in his classes. Currently, Veatch teaches at Coachella Valley High School and the Riverside County Head Start program. Veatch was recently named International Ambassador for Education by La Prensa Hispana. He is active in the Troops to Teachers program, the PTA's national outreach campaign to Hispanic parents and in NASA's elementary school science outreach program to African-American, Hispanic-American, and Native-American students. Veatch also served on the Federal Task Force on Homelessness and Severe Mental Illness, and U.S. Surgeon General Koop's Council on Drunk and Drugged Driving. Veatch earned a Bachelor's degree from the University of the Pacific, a Juris Doctorate from the University of Notre Dame, and his teaching credential from Chapman University.

Roger Wilkins

Professor, History and American Culture
George Mason University

Roger Wilkins is the Clarence J. Robinson Professor of History and American Culture at George Mason University. During the Johnson administration, Wilkins served as Assistant Attorney General. He has written for both *The New York Times* and *The Washington Post*, and was Associate Editor of *The Washington Star*. While on the editorial page staff of *The Washington Post*, he shared a Pulitzer Prize in 1972 for Watergate coverage with Bob Woodward, Carl Bernstein, and Herb Block. Wilkins has served as Chair of the Board of Trustees of the Africa-America Institute and is currently a vice chair of the board of the NAACP Legal Defense Fund. He is publisher of NAACP's journal *Crisis*, has served on the Board of Trustees of the University of the District of Columbia and the District of Columbia Board of Education, and now serves on the Board of Education Trust. He was awarded the 2002 NAIBA Book Award for Adult Non-Fiction for his book *Jefferson's Pillow: The Founding Fathers and the Dilemma of Black Patriotism*. His current interest is in early childhood education for America's poorest children. Wilkins holds a law degree from the University of Michigan. He and his wife, Patricia King, have a grown daughter and live in Washington. He has two other adult children from a former marriage.

Project Director

Cynthia G. Brown

Director, *Renewing Our Schools, Securing our Future:
A National Task Force on Public Education*

Cindy Brown has spent over 35 years working in a variety of professional positions addressing high-quality, equitable public education. Prior to joining the Center for American Progress, she was an independent education consultant who advised and wrote for local and state school systems, education associations, foundations, nonprofit organizations, and a corporation. From 1986 through September 2001, Brown served as Director of the Resource Center on Educational Equity of the Council of Chief State School Officers. She was appointed by President Carter as the first Assistant Secretary for Civil Rights in the U.S. Department of Education (1980). Prior to that position, she served as Principal Deputy of the Department of Health, Education and Welfare's (HEW) Office for Civil Rights. Subsequent to this government service, she was Co-Director of the nonprofit Equality Center. Before the Carter Administration, she worked for the Lawyers' Committee for Civil Rights under Law, the Children's Defense Fund, and began her career in the HEW Office for Civil Rights as an investigator. Brown has a Masters in Public Administration from the Maxwell School at Syracuse University and a B.A. from Oberlin College. She serves as Chair of both the Institute for Responsive Education and American Youth Policy Forum Boards of Directors and on the Boards of Directors of the Hyde Leadership Public Charter School and the National Association for Teen Fitness and Exercise.

Sponsors

Robert L. Borosage

President, Institute for America's Future

Robert L. Borosage is President of the Institute for America's Future, an organization founded to put forth a populist economic agenda for our country's future, and Co-Director of its sister organization, the Campaign for America's Future. He is also an Adjunct Professor at American University's Washington School of Law. Borosage writes widely on political, economic, and national security issues for publications including the *New York Times*, *The Washington Post*, *The Los Angeles Times*, *The Philadelphia Inquirer*, and *The Nation*. He is a frequent commentator on television and radio, including Fox Morning News, Radio Nation, National Public Radio, C-SPAN, and Pacifica Radio. Borosage was the founder and Director of the Campaign for New Priorities and founder of the Center for National Security Studies. He has served as Director of the Institute for Policy Studies, Advisor to Carol Moseley-Braun, Barbara Boxer and Paul Wellstone, and Senior Issues Advisor to the presidential campaign of the Reverend Jesse L. Jackson. Borosage is a graduate of Yale Law School and holds a Master's degree in International Affairs from George Washington University.

John Podesta

President and Chief Executive Officer,
Center for American Progress

John Podesta is the President and Chief Executive Officer of the Center for American Progress. Podesta served as Chief of Staff to President William J. Clinton from October 1998 until January 2001, where he was responsible for directing, managing, and overseeing all policy development, daily operations, congressional relations, and staff activities of the White House. He also coordinated the work of cabinet agencies with a particular emphasis on the development of federal budget and tax policy, and served in the President's Cabinet and as a Principal on the National Security Council. Podesta is currently a Visiting Professor of Law at Georgetown University Law Center. He has taught courses on technology policy, congressional investigations, legislation, copyright and public interest law. He is considered one of Washington's leading experts in technology policy, and has written a book and several articles and lectured extensively on these issues. A Chicago native, Podesta worked as a trial lawyer in the Department of Justice's Honors Program in the Land and Natural Resources Division, and as Special Assistant to the Director of ACTION. He has served as a member of the Council of the Administrative Conference of the United States, and the United States Commission on Protecting and Reducing Government Secrecy. He is a graduate of Georgetown University Law Center and Knox College.

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