

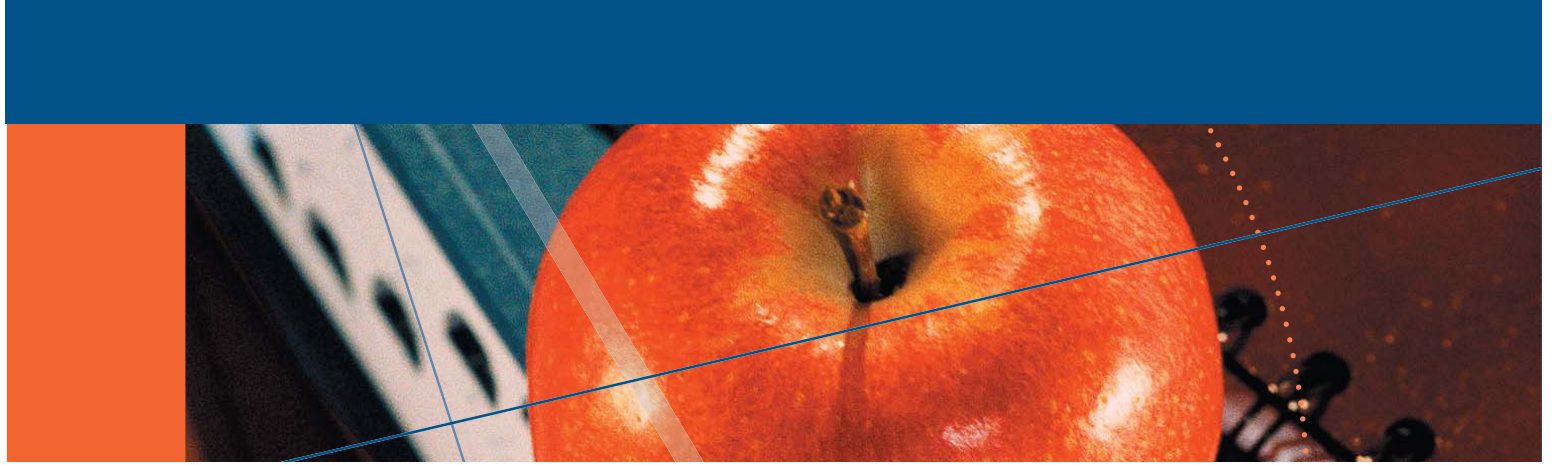
# P-16: The Last Education Reform

Book One: Reflections on School Restructuring and the Establishment of Local Preschool through College Compacts



**Joseph A. Rochford, Ph.D.**

*with the staff of the Stark Education Partnership*



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## About the Stark County P-16 Compact

The Stark Education Partnership – in collaboration with educators from Stark County’s school districts including the Educational Service Center, postsecondary education leadership, business representatives, civic leaders and parents – established a P-16 Compact for Stark County in 2002. The purpose of the compact is to foster and sustain a community conversation on ways that Stark County can support and sustain all students in realizing their academic potential and achieving readiness to pursue and be successful in post secondary education. Additionally, the Compact seeks to sponsor research and promote the development of programs, such as Early College High School, that maintain high academic standards but that streamline completion times and foster successful transition from P-12 to higher education.

## About the Stark Education Partnership

The Stark Education Partnership, Inc., is a 501(c)-3 non-profit organization in Stark County, Ohio crossing the lines of 17 public school districts. It was founded in 1989 by the Deuble, Hoover, Stark Community and Timken Foundations. The Partnership – whose motto is “building excellent schools together”– is an independent organization that engages schools and school districts in fostering comprehensive education reform. It collaborates with educators and with business, community and civic leaders to create and respond to opportunities that will add substantial and measurable value to education and in doing so offers the county’s school districts and schools new and cooperative ways to transform education.

## About the Author

Dr. Joseph Rochford is Vice-President of the Stark Education Partnership and is an adjunct professor of graduate education at both Walsh and Ashland Universities. Prior to going to Stark County, Dr. Rochford served as a University Fellow at Kent State University. He has also served as a doctoral fellow with the Cleveland Clinic Foundation and as research advisor to the Clinic’s Public Education Initiative with the Cleveland Municipal Schools. Before going to Kent State, Dr. Rochford was general manager of Ameri-rents, Inc. and spent several years in administrative positions at Baldwin-Wallace College. He is the author of both the “Class of 2021” and “Increasing College Access in Ohio,” white papers which have been extensively circulated both in Ohio and nationally and has presented on education issues both nationally and internationally.



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## Forward

It was 1988, a bare five years after the publication of *A Nation At Risk*, and I had reentered the field of education as a doctoral student at Kent State University.

Both my wife, Grace, and I had made the decision that if I was to once again be a student, albeit a 40 something student, I ought to do it full time. We had already tried a year of the course or two a semester routine, and the vision of a 50 something student still “plodding along” seemed very real indeed.

So I left my full time job, became a full time student, applied for and received a graduate assistantship to help pay tuition and bolster the family bottom line.

One of my first assignments was to assist three faculty members from Kent’s educational leadership studies area in conducting the Administrative Preparation Program (APP) in the Cleveland Municipal Schools.

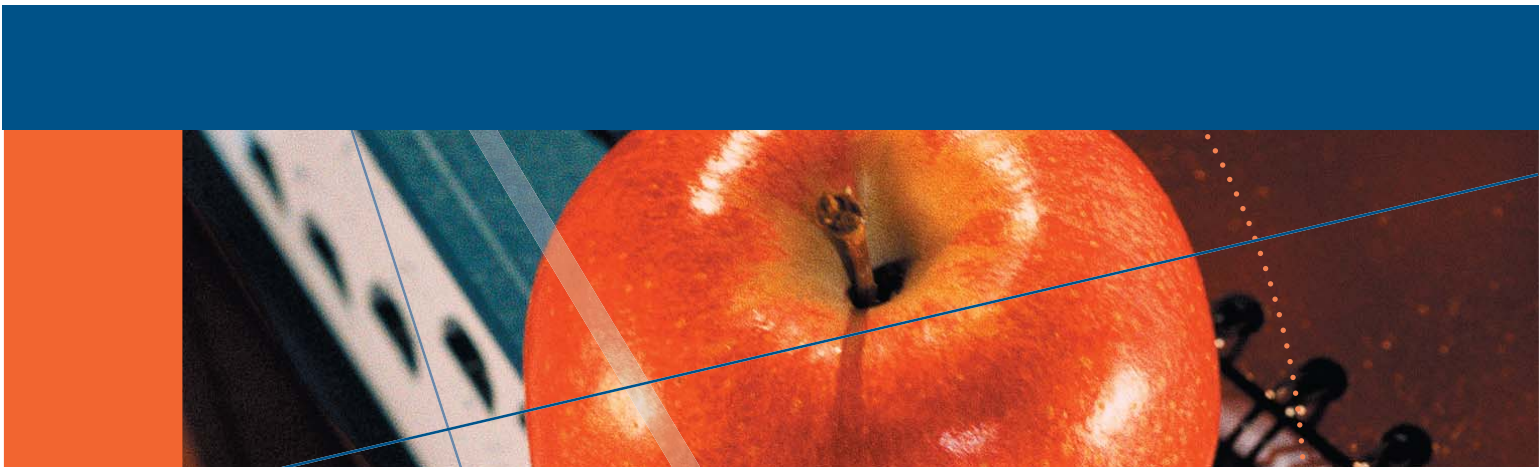
Then (as now) GA’s did a lot of pure “grunt” work. There were 190 teachers enrolled in the APP. The notion was that

these teachers would become a pool of sorts for future administrative posts in the district. As part of their assignments, each teacher needed to draft four position papers on issues or challenges facing the district.

The task of “assessing” these nearly 800 papers fell, of course, to the lone GA. What seemed at first to be an arduous and boring task soon became an “eye-opener.”

Rather than treat the assignment as just another classroom task, most of the teachers in the APP has spent considerable time in researching and drafting their papers. Teacher after teacher had deep insights into the issues facing the district. Additionally, as classroom based practitioners, they had some highly creative ideas and plans as to how to solve those issues.

No, they weren’t politicians, business leaders, or foundation heads, nor were they board members, superintendents, or principals. They were, however, practicing teachers who had experienced the “good” and “bad” days on the job.

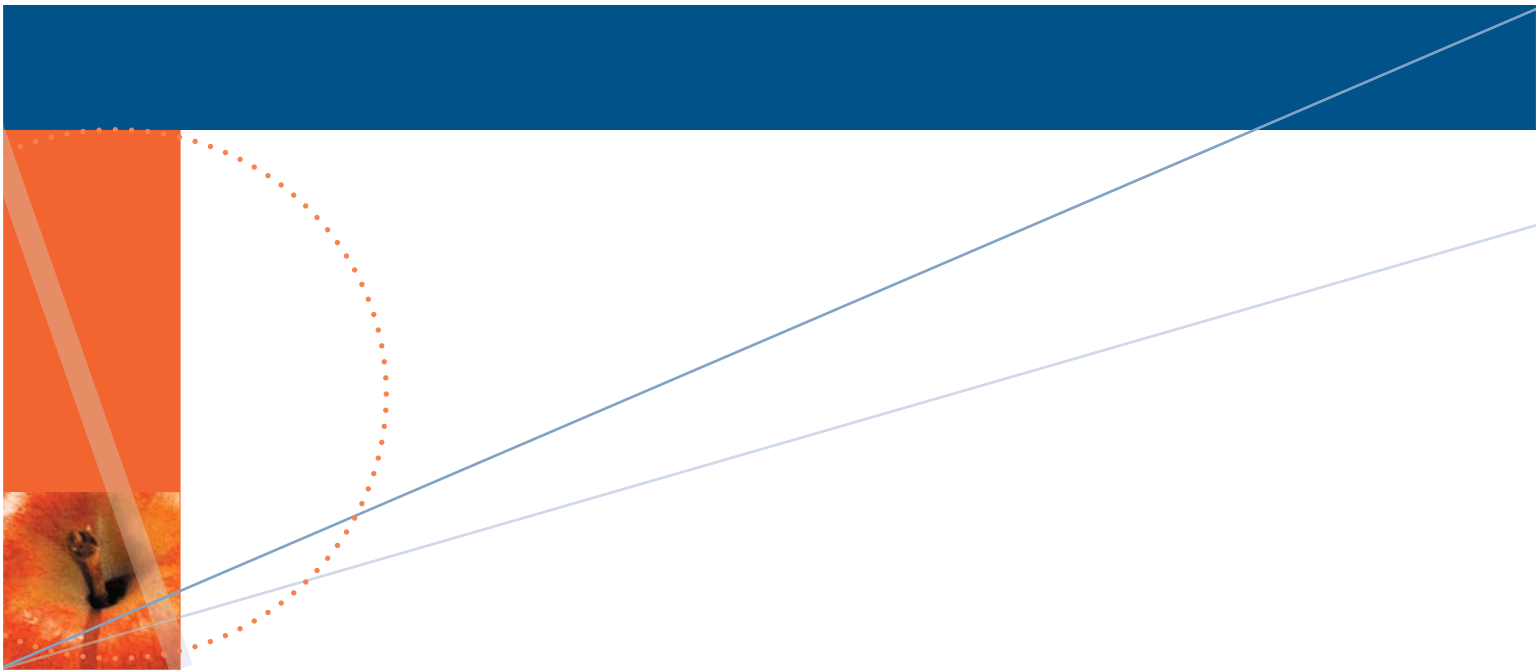


These were the people who had seen first hand student successes and failures; people who inherently knew what worked and what didn't. They had seen well-thought out district plans go awry. They had wrestled with the practical implications of the court's remedial desegregation order for the Cleveland schools. They had seen superintendents come and go.

After reading the papers, I was left with more questions than answers. The questions were not about what these teachers knew; the questions were about why we, in education, never seem to be truly able to harness the knowledge and creativity within our own organizations. Even if we do so, why are we never really able to convince the multiple

“publics” that schools serve that by virtue of “doing something different,” we might be able to produce better outcomes for all.

Now nearly two decades later, I have no idea how many of those 190 teachers ever made it into administration. I can say, as a casual observer, that very few of their ideas were ever fully implemented. What we have seen is “wave” after “wave” of reforms, not only in Cleveland but virtually everywhere in the country. We have seen vast amounts of energy and uncounted millions of dollars expended on such reforms. Appreciably and arguably, we have not found the results we have wanted. It is time for the last education reform. –Joseph A. Rochford



## Preface

*Imagine a system of education where every child enters school ready to learn, where all third graders read at or above grade level, where all students have taken algebra by the end of the 8th grade, where high school exit exams test students at the 12th-grade level and are aligned with college admissions requirements, where all young people graduate from high school prepared for college or work, and where every student who enters college finishes college.<sup>1</sup>*

<sup>1</sup>Van de Water, G. and T. Rainwater (2001). *What Is P-16 Education? A Primer for Legislators – A Practical Introduction to the Concept, Language and Policy Issues of an Integrated System of Public Education*. Denver, Colorado, Education Commission of the States.

Stark County lies in the northeast central part of Ohio, with its major city of Canton as the last large urban area before the foothills of the Appalachians and the poorest part of the state. As such, the county has it all. Alliance and Massillon join Canton as cities large enough to have all the blessings of large towns and the curses of urban America. There are classy suburbs, such as Jackson. Small towns and burgs, such as Beach City, North Industry and Magnolia dot the landscape. There are also large tracts of rural land and the southwestern part of the county serves as the gateway to Ohio's Amish country.

Stark and Canton also lay claim to national fame. Canton was the birthplace of professional football and is the home to the Professional Football Hall of Fame. Once a year, the community comes together to launch a huge festival, now stretching to nearly two weeks, to celebrate the sport. The festival's culmination is the enshrinement of the current class of inductees and the first professional, albeit exhibition, football game of the season in Fawcett Stadium. For that period of time, however, the attention of football enthusiasts the world over is focused on Canton and Stark County and the natives love it.

There are other claims. In the late 1890s a certain former Canton prosecutor by the name of William McKinley became President of the United States. The city not only serves as McKinley's final resting place, but also houses a Presidential Library and the only First Ladies Library in the nation. Then there are the elections.

Stark County is seen as a microcosm of the United States. For the last 100 years, almost without fail, the county has called the Presidential election. For the 1996 election, the *New York Times* stationed reporter Michael Winerip in Stark. Throughout the year, Winerip filled a series of stories, some front page, with the *Times* and gave Stark Countians a new kind of, and sometimes uncomfortable, prominence. The 2004 election, however, was a disappointment as while Ohio was going for Bush, the county went for Kerry. Yet, some argue that it was the over attention of the media which contributed to the rare "no-call" as organizations such as CNN filmed and sometimes broadcast live from Stark.

Canton and Stark County shared Ohio's job loss woes. Largely, the media focused on this and it tended to rally the Democratic voters and dissatisfied Republicans and Independents. Yet, Stark Countians are resilient. Underneath it all, there is a fierce sense of pride in the county and a fundamental belief that those issues and problems which both Columbus and Washington fail to resolve can be solved at home.

Stark County is also a very giving community. Philanthropy and business share a major role in tackling the issues and problems which confront the county. The foundations meet regularly to consider the needs of the community. They are assisted by large and small

human service organizations. They are also supportive of the schools.

It was no surprise in 1988, following a visit by former Proctor and Gamble chairman Owen "Brad" Butler that the foundation and business community decided to create an entirely new entity. This entity was to act as an education reform support organization to provide assistance to the schools in scaling up best practices, literally to make the Stark County schools the best in the nation. Called at first the Education Enhancement Partnership, later changed to the Stark Education Partnership, the organization has grown with and sometimes apart from the schools over the last two decades. Hard lessons have been learned by all but the most compelling lesson is that together the schools and the partnership magnify each other's efforts. Together both, and the community, can indeed confront those issues and problems which have not been dealt with in either capital.

Late in 2001, after working on a new strategic plan with education consultant Robert Kronley, the Stark Education Partnership, in collaboration with the Stark County Educational Service Center representing all 17 of the county's school districts, formed the Stark County P-16 Compact. It is here that the story of the "last education reform" begins.

It is a story of how one middle American community did not wait for No Child Left Behind (NCLB) or its state's academic content standards and assessment system to begin the process of large scale systemic education reform not just for K-12 education, but for the entire system— preschool through college and beyond— into the workforce and towards economic viability in the 21<sup>st</sup> century.

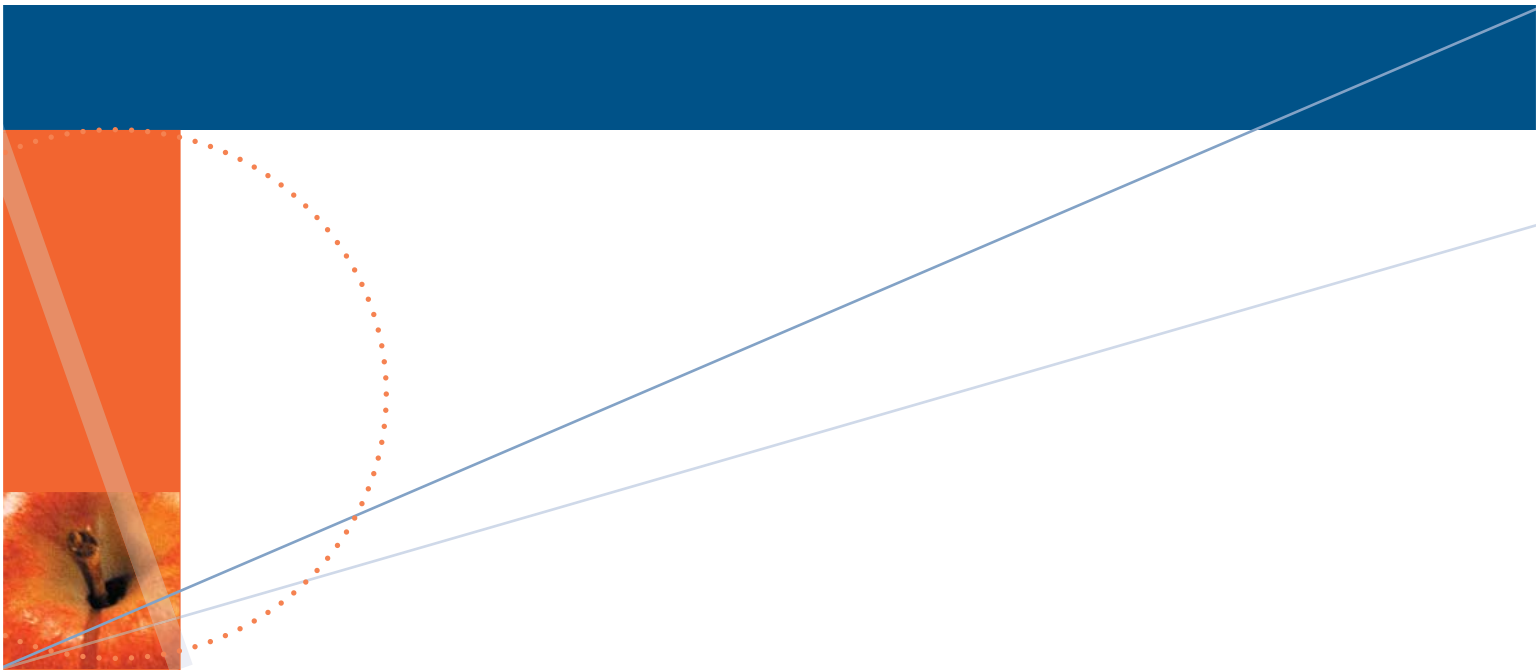


It is also the story of the conditions under which school reform, not just in Stark County but everywhere, must take place and how a P-16 system of education is rapidly becoming the only answer for communities, states, and the nation.

This book is not intended to be an academic work, though ample footnotes

and an annotated web-based bibliography on P-16 efforts are included. The work is intended to start and perhaps, in some small way, support a discussion in your community on both the feasibility and advisability of establishing a P-16 Council or Compact.

It is my hope that this is a discussion which you will take seriously.



## Introduction: What is P-16?

### ***Prelude–The Future***

*It is a hot and humid August in 2019 as Sabatha Jones enters the David Student Center at Walsh University for new student orientation. This is the day that she and her family have hoped and planned for, ever since she started first grade in the Canton City Schools. Around her are equally hopeful new students from Massillon and Alliance, Navarre and Beach City. Indeed, it seems that students are here from everywhere in Stark County. Sabatha is no stranger to college coursework. Already, she has an associate degree. She earned this from Stark State College of Technology in a combined fifth high school-college year in the Canton City Schools.*

*Now, Sabatha has matriculated to Walsh to complete her four year degree. When she graduates, she wants to stay in Stark County where the job prospects for college graduates are high. Stark is not only where her family is, it is a community that values education and a community on the move.*

*Canton, with over 120,000 population is now the seventh largest city in the state. The revitalized downtown is a model of the “new urbanism” which swept the*

*country in the last two decades. Cultural and recreational opportunities abound. The rest of the county has grown as well. Stark now has nearly 500,000 inhabitants as people from throughout northeast Ohio have sought the higher quality of life and job opportunities in the community. Led by major industries, such as the Timken Company and Diebold, the “rust belt” has turned into the “gold belt” for Stark County.*

*Pulling on an educated populace to fuel further expansion, Stark is the recognized state leader in high tech manufacturing and information technology. Business starts have tripled in the last decade. Business “deaths” are one-fifth of what they were in 2000. The community exports not only goods, but knowledge and expertise on a world-wide basis. That exportation is not difficult. Stark is also now the major rail and air transportation hub in northeast Ohio. The Akron-Canton airport is the second busiest in the state and will soon surpass “neighborhood-locked” Cleveland Hopkins as the major airport in Ohio. Personal income in Stark is now a full annual percentage point above other major metropolitan areas in the state...<sup>2</sup>*

<sup>2</sup>From *The Class of 2021: A White Paper of the Stark County P-16 Compact*. Canton, Ohio, Stark Education Partnership.

When these words were written in 2001, they were a vision of the future. The words came from a white paper called *The Class of 2021* prepared for community leaders on the “whys” of a P-16 Compact for Stark County. Now four years later, the vision is becoming a reality. In May of 2005, the first 100 “Sabathas” and “Sams” entered Early College High School on the Timken Campus of the Canton City Schools. They will graduate four (not five) years later with both a high school diploma and associate degree from Stark State College of Technology.

While some say P-16, others talk about P-20, K-16, or K-20 systems. The basic idea, however, is the same. An “integrated” system of education, whether from preschool or kindergarten through college or graduate school, will be able to produce higher student achievement, more students going on to college or postsecondary education, and better outcomes for students, educators, and communities.

Such a system will also be able to dramatically impact economic development and the bottom line of whole regions or states as many studies are now indicating. Yet, despite the good things many experts are now beginning to say about P-16 systems, there is little overall agreement as to how to create the conditions to enable such systems to flourish at either level.

We do know that P-16 systems need to strive to create necessary and sufficient conditions for success. Three such conditions are paramount:

- Collaboration: Useful action among K-12, higher education, business, foundations and social service agencies targeted toward accomplishing different, yet

collectively powerful, economic results for regions or states.

- Comprehensive, Accountable System: A seamless system from pre-school through college that results in a lower drop-out rate and an increased graduation and college-going rate. Everyone becomes responsible and accountable for success.
- Well Constructed and Articulated Framework for the System: This needs to be longitudinal, horizontal and vertical. Everyone needs to understand the part of the system for which they are responsible. Also, everyone needs to know how those parts work with other parts and what collective eventual outcomes need to be. “Silos” are not allowed.

Specific global components are required of P-16 systems. Among these are:

- A common “core curriculum” for all, pre-school through college
- Testing at all levels of the P-16 system
- Assessment and monitoring of entire system outcomes by the entire system
- Common and rigorous standards for all students P-16

Additionally, P-16 systems consider the issue of college access, particularly for low income and minority students, student and parent awareness of the need for college, participation (completion) rates, and the necessity of increasing a region’s or state’s educational levels to advance economic growth and prosperity.

Policy makers, whether at regional state, or national levels, need to understand the following:

- P-16 is ultimately about policy and a collaborative process, not about a single program or groups of programs.
- We know how to measure success in individual P-16 components such as early college outreach, aligned curriculum, quality teaching etc.
- We know what our results are now with separate systems and specific programs.
- The over-arching question is whether such components can become more efficient and successful in a comprehensive system.<sup>3</sup>

Some people make the mistake of thinking P-16 is a specific program, project, or series of programs. It is all of these; yet, it is none of these. P-16 is a new way of thinking and a systemic reform. It is a community philosophy, a series of strategies, such as Early College High School, and a new way of doing business. It is the alignment of multiple systems, organizations, programs and projects towards a common goal to graduate all children from high school fully prepared to pursue and succeed in post secondary education leading to meaningful and productive careers.

The P-16 Compact in Stark County is not a program. No one takes credit for P-16; yet, everyone in the community deserves credit. It is the sum total of multiple personal and organizational efforts giving credence to the old adage that “the sum is greater than the parts.” The difference, and it is a key difference, is that “silos” begin to disappear. Individuals, organizations and communities begin to see how their respective efforts are part of a comprehensive whole. Hence, efforts are more precisely directed towards a

common goal. As a consequence, efforts begin to more fully align with one another.

Stark County, Ohio is “living” P-16. Though its formal compact is not quite four years old, the community, its citizens, and organizations are making “quantum” leaps in securing the educational and economic future of the county.

This is why P-16, called the “last education reform” in this book, should come as a great relief to educators who have had to live a good part of their careers in the wake of *A Nation at Risk* and successive waves of reform such as Goals 2000 and the “standards” movement.

Since P-16 is not a program or a project, it resists being the “flavor of the month” in education reform. It becomes a community-wide context for the improvement of education. Increasingly, it needs to become a state-wide and national context as well.

I am often asked by people to send them a copy of the charter or written agreement for the Stark County P-16 Compact. They are surprised, or even amazed, to learn that none exists. My easiest answer is that none was ever needed. What I think this indicates is our propensity to want to organize and structure truly significant things in our lives. P-16 at the community level is not another organization, hierarchy, or bureaucracy. We have enough of these already. P-16 requires a new way of thinking. Imagine, if you will, a multi-sector community think tank focused on the achievement of two goals. These are to increase the high school graduation rate and the college going rate. This think tank looks at strategies to accomplish these goals by supporting students, not only in academic achievement, but in a variety

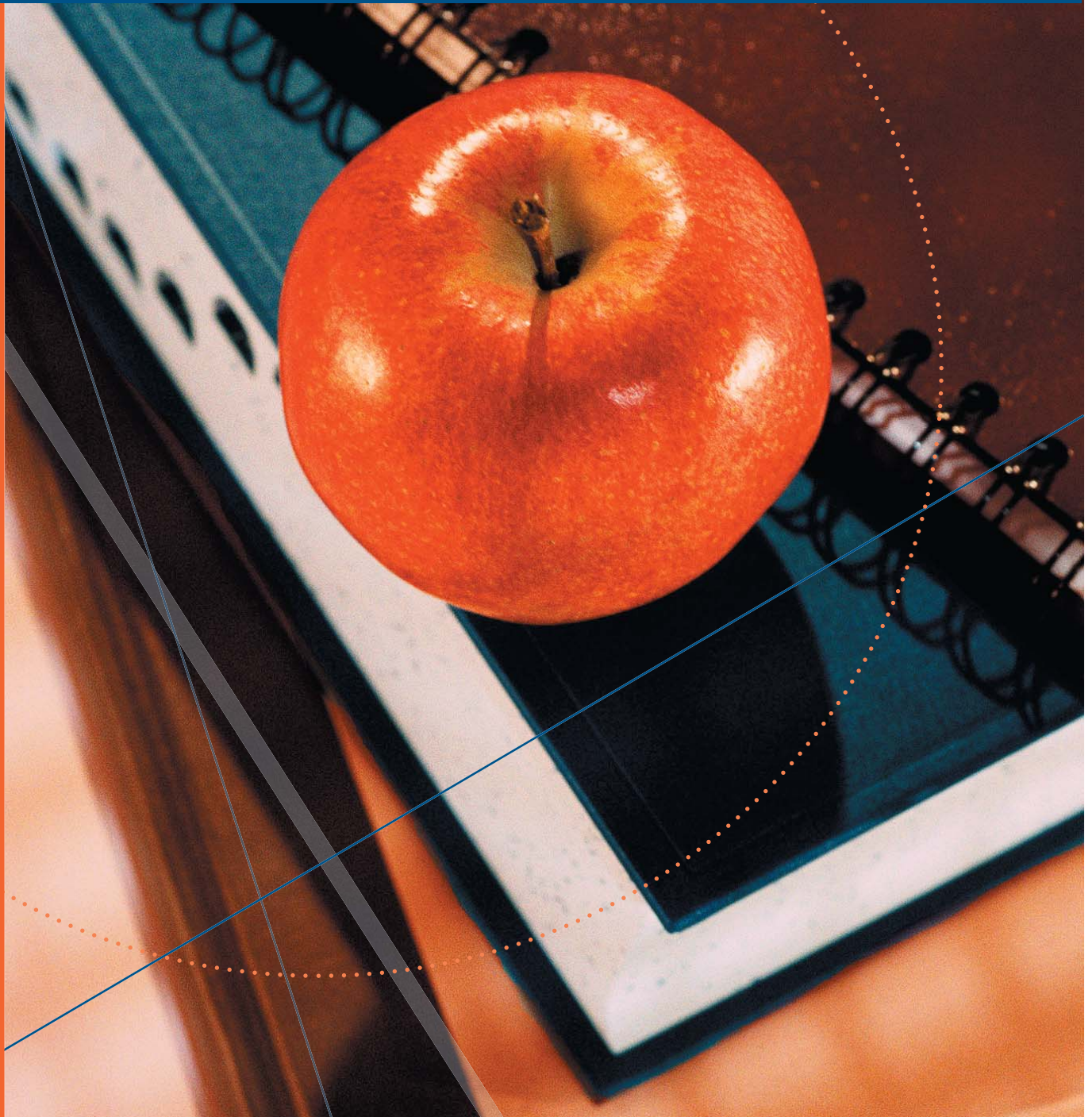
<sup>3</sup>Rochford, J. A. (2004). “When we say P-16.” *Achievement*.

of social, psychological, and physical needs. The think tank is also aware that by increasing education levels, the community will also better its own economic situation.

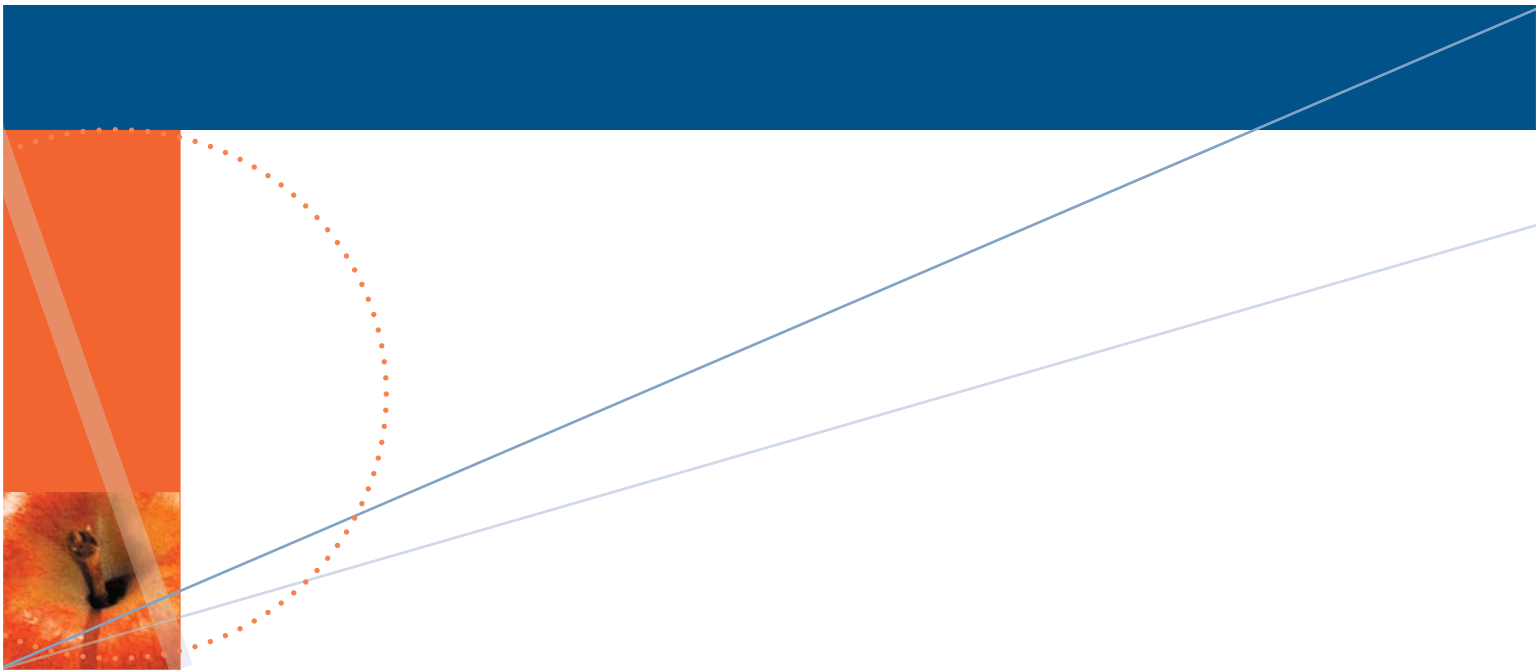
There are some further realizations which are necessary. The first is that all communities have leadership and organizations of competence across multiple sectors. In many cases we already have adequate resources within the community to substantially improve education and quality of life. What we have evolved throughout our history, and

specifically in the last decades of the 20<sup>th</sup> century, have been multiple “specialty” organizations. Simply put, we each grew up separately with separate responsibilities. Experts, within our own spheres of responsibility, we need now to come together to decide how we can more closely align our efforts. This is what P-16 is about.

Before we look at some more of the critical components of P-16, it is necessary to do an environmental scan of the current conditions surrounding American education.



*Section One:  
The Current Environment  
Surrounding American Education*



## *Why K-12 Reforms Don't Seem to Last*

*It's not yet clear how -- or even if -- public school districts as currently conceived and governed can meet the challenge of helping all students achieve. With growing diversity, the emerging opportunities and challenges of information technology, the evolving knowledge about high-performance organizations, and new propositions that all students can and should achieve at high levels, it's still not clear what success at scale will look like. – Tom Vander Ark<sup>4</sup>*

This chapter looks at some of the major environmental conditions surrounding and impacting change in American education today.

There is a difference between school restructuring and reform. I, as do many of my colleagues, often use these terms interchangeably. That is most probably an error. Restructuring is essentially a rearrangement of existing conditions. For instance, if one takes a large comprehensive high school of 2,000 students and divides that school into five smaller units, each with its own principal and staff, that is restructuring. We have done a great deal of this in education and most of what is done legislatively is restructuring. Reform,

however, runs much deeper. While it can contain elements of restructuring, reform also alters assumptions and beliefs and expectations which then reflects in the way we do business. Such new ways, however, are often difficult to achieve.

It was 1996 and I was at a reception at the National Civil Rights Museum in Memphis, Tennessee. The reception was for a group known as the Grantmakers for Education. Grantmakers then, and now, consists of funders ranging from Gates, Ford, and Rockefeller – foundations with extensive national and international perspectives down to small local or regional funds, such as the Stark Education Partnership.

<sup>4</sup>From Vander Ark, T. (2002). "Toward Success at Scale." *Phi Delta Kappan* 84,4. Online article available at: <http://www.pdkintl.org/kappan/k0212va1.htm>

The high point of my visit had been meeting Gerry House, the dynamic Memphis superintendent, and studying that district's massive school reform efforts.

Just think of it, House had come in, lined up her board, the union and even the business community and overnight had instructed schools in her district to spend up to 14 months selecting a reform model, such as *Core Knowledge*, *Little Red School House* or one of many others and to implement that model.

Grantmakers were drawn, and I was drawn, to Memphis on a quest seeking the answer to that age old (at least for us) problem of how to "scale-up" reform.

The Memphis effort was impressive and beginning to show results. Maybe House had found the Grail. Would Memphis become the premier urban district in the country?

I was so impressed with this effort that two years later, having become one of the advisors on the \$10 million Timken Foundation grant to restructure their namesake high school in Canton, that I took a team of teachers to Memphis.

We wanted to stay in touch with Memphis as our own effort progressed. Yet, while the Timken grant was still being implemented (2000) House left. The new superintendent Johnnie Watson "pulled the plug" on reform. Jeffrey Mirel tells why:

*...in the spring of 2000, when Watson took over from House, he found a deeply troubled district. In the late 1990s, House had mandated that all of its more than 160 schools adopt a reform model, a policy that angered and alienated many teachers. Amid growing complaints, and with mounting evidence*

*of poor student performance on state achievement tests, in November 2000 Watson ordered an internal study of how well whole-school reform was actually doing in the district. The study found that after six years of reform and some \$12 million spent, Memphis students showed virtually no gains and in some cases declines in state test scores in mathematics, reading, and English.*<sup>5</sup>

For nearly fifteen years I have labored in the vineyards of school reform. I have seen countless foundations, districts, businesses, state and even the federal government expend massive funds and immense energies in school reform.

I have weathered the 90's notion of scaling up best practices, toyed with single school reform, helped broker nearly \$5 million to support teacher professional development only to see teacher mobility and lack of district resources erode progress.

If a good deal of this sounds cynical, it shouldn't; many of these notions represented best thinking for their time. Teachers and students benefited for awhile.

The current answer to that "scale up" question is, of course, standards, its handmaiden the high school exit exam, and the *No Child Left Behind (NCLB)*.

Yet, as the nation's governors saw at the 2005 Education Summit, our high school graduation rate continues to decline.<sup>6</sup> Now high school reform is on the docket—big time.

Why is none of this stuff working long term? Administrators and teachers are locked into a seemingly endless cycle of reform after reform. It has been going on for over a generation. Kids who weren't even born when the current cycle began

<sup>5</sup>For an overview of the Memphis effort, see Mirel's (2001) *Evolution of the New American Schools: From revolution to mainstream*, Thomas B. Fordham Institute. Available at: <http://www.edexcellence.net/institute/publication/publication.cfm?id=44>

<sup>6</sup>The high school graduation rate declined from 73% in 1992 to 71% in 2002 according to figures presented to the nation's governors at the 2005 Education Summit by Achieve, Inc. in the 2005 Education Summit Briefing Guide available at: [http://www.nga.org/center/divisions/1,1188,C\\_ISSUE\\_BRIEF%5ED\\_8021,00.html](http://www.nga.org/center/divisions/1,1188,C_ISSUE_BRIEF%5ED_8021,00.html)



have now graduated or dropped out of high school. Some have even graduated from college.

The answer to this lies back in Memphis and in countless other districts across the country. Reform for the last twenty years has been highly leader and highly resource dependent. It is also highly political. Schooling and the reform of schools are both surrounded by circles of interests and influence, not the least of which is the very nature of how we evolved schooling and its governance.

Noel Epstein writes about this problem in an interesting book called, *Who's in Charge Here*. This is what Epstein has to say:

*It is only common sense that institutions need to have someone in charge, someone who sets goals and strategies and is accountable for results. In business and finance it is the chief executive officer; in the military, the generals and admirals. If one were to sketch an organizational chart of the American elementary and secondary education systems, however, one would discover that there is no such line of responsibility. Instead one would find something closer to a spider's web that has grown increasingly tangled in recent years—a web in which it is difficult, if not impossible, to figure out whether anyone is in charge. This is arguably the most fundamental flaw confronting our schools, with implications for all else that happens (or does not happen) in American public education.<sup>7</sup>*

This is not to say that well meaning school boards, superintendents, and principals are not in charge or not capable in their jobs. What it does say

is that progressively school leaders and communities are “in charge” less and less of the things that really matter.

Beginning in the 70s and 80s and continuing to the present, as Epstein further indicates, there has been a progressive move by the states and federal government into the arena of local education through laws such as *NCLB* and state academic standards and assessment systems.

What has been established for the schools is a series of performance criteria coupled with a standardized system, albeit different in each of the fifty states, to govern what should be learned and how it is to be tested. These changes have reached directly and distinctly right into the classroom.

The sole prerogative of a teacher to determine when a student or group of students has attained mastery in a specific content area has been greatly reduced as well as the prerogative of individual districts and teachers to determine courses of study.

Interestingly, while these prerogatives are still largely intact in higher education, their days may also be limited, at least in public institutions. Commensurate with a restructuring in the ways schools are governed has been the issue of how we finance our schools. Key to this is a very fundamental question which has not been adequately answered. “How much money does it take to educate a child?” Expanded, this question becomes, “how much money does it take to educate a child under what circumstances?” Arguably, for instance, it might take less to educate a child well in a high wealth suburban community than in low wealth urban or rural district. So wide is the variance

<sup>7</sup>In Noel Epstein, ed. *Who's in Charge Here? The Tangled Web of School Governance and Policy*. Education Commission of the States. Denver: Brookings Institution Press, Washington, D.C.

in estimates from experts that David J. Hoff, writing in *Quality Counts 2005* was forced to say, "...how much does it cost to provide students with a sound basic education? It depends on whom you ask."<sup>8</sup>

Then there is an added consideration. Is the education of a child to be based solely on the delivery of instruction, or does it also connote the delivery of supports and services necessary to enable the learning process to occur? Decidedly, many of these supports and services are divorced from schools and the educational process, though many brave attempts have been made throughout the years to include such services in the schools or to build collaborations.

Part of this surfaces the old debate about whether or not it "takes a whole village to raise a child" versus the notion that enlightened design, powerful instruction and fostered student engagement in the schools can overcome any economic or mental baggage student bring with them. All we have to do, some people think, is to put a "quality teacher" in every classroom and flood all with professional development.

Increasingly it is becoming apparent that good teachers and quality instruction can only compensate for so much. Few educators, and even fewer non-educators, are aware of a vast international program which looks at education around the world called the *Project for International Student Assessment* or *PISA*. The project, in which forty-nine nations have now participated, includes the United States. *PISA* was developed by the Organization for Economic Co-operation and Development (OECD) to assess the reading, mathematics and science literacy of 15-year-olds in participating

countries. *PISA* looks at how well prepared students are for life beyond the classroom by focusing on application of knowledge and skills to problems with a real-life context. Equally important, *PISA* results reflect the influences of education systems and societies on young people around the world up to the age of 15.

In a recently released report on School Factors Related to Quality and Equity, *PISA* found that:

*In the OECD countries around 50 per cent of the between-school variance in reading literacy is explained by student background, just under 20 per cent by the school context (in particular, school average socio-economic status), and around 5 per cent by the school climate, school policies and school resources that were measured in the PISA 2000 survey. Around 30 per cent of the between-school variance remains unexplained.*<sup>9</sup>

The *PISA* results confirm what many of us have long known: socio-economic status does have a profound effect on student achievement. Even if the 30% unexplained variance was attributed to schools, it's still almost an even match. Nearly half of the variance in student performance is due to conditions beyond the schools' control. Clearly, a whole village is needed, or at least that part of the village which possesses the resources to help students overcome deficits.

One might surmise from this that most substantive, not structural, education reforms are also dependent on the concerted effort of many resources within the community. Both students and teachers can always put forth the additional effort, almost a Hawthorne Effect – an increase in worker productivity produced by the psychological stimulus of being singled

<sup>8</sup>See Hoff, D. (2005). The Bottom Line in *Quality Counts 2005*. Published by Education Week and available online at: <http://www.edweek.org/ew/articles/2005/01/06/17adequacy.h24.html>

<sup>9</sup>In (2005) *School Factors Related to Quality and Equity* Results from PISA 2000 OECD Organisation for Economic Co-operation and Development, p.88. Copies may be obtained online at: [http://www.pisa.oecd.org/pages/0,2987,en\\_32252351\\_32235731\\_1\\_1\\_1\\_1\\_1,00.html](http://www.pisa.oecd.org/pages/0,2987,en_32252351_32235731_1_1_1_1_1,00.html)

out and made to feel important – under any reform for a limited period of time. Beyond that is the issue of continued nurturing and sustainability. If we’re moving yet again to stay one step ahead of the rent-man, all the school reform in the world doesn’t help.

Beyond the aspect of governance, finance, and village there has also been large scale entry into the arena of school reform by three additional extra governmental players. The first player is the national foundation community, the second is the provider/think tank sector, and the third is the business community.

Before I end up alienating any of my friends and acquaintances in the foundation community, I have to say that if it were not for philanthropy very little local experimentation, R&D if you will, would ever have taken place in K-12 education. Additionally, foundations have been there selflessly at many a time in a school or district’s history when additional resources are desperately needed. Many thanks to you all.

This aside, I do want to speak to larger reform-centered issues. I once had an associate who spent several years as the education program officer in a rather large foundation. My associate used to tell the story of how every morning when he shaved, he’d look into the mirror and say three times, “It’s not my money!” This was his way of reminding himself that he was a steward of other people’s money, for sure. It also reminded him that whatever importance he had in the eyes of others came from the fact that he was the “gateway” to that money.

One of the things I noticed about a lot of inexperienced program officers, and even many foundations, over the years prompts me to slightly alter my old

associate’s saying. Education program officers should get up every morning and while shaving or applying make-up, look in the mirror and say three times, “It’s not a lot of money!”

With \$28.8 billion in assets, the Bill and Melinda Gates Foundation, hands down, is the largest philanthropic organization in the history of the world. Since its inception in January of 2000, the foundation has spent \$2,325,493,792<sup>10</sup> on education grants. This seems like a tremendous amount of money and, within a certain context, it is. Yet, the annual expenditures for K-12 education in the United States are well in excess of \$300 billion or, over a similar period of five years, one and a half trillion dollars, making up roughly 7.5% of the Gross Domestic Product.<sup>11</sup>

The latest reliable figures for foundation grants nationwide comes from the Foundation Center’s FC Stats data base. The center shows that for 2003, that 24,531 grants were given by foundations to both K-12 and higher education for a total of \$3,505,713,000.<sup>12</sup>

Fundamentally, there is no way any foundation, or combination of foundations, can support or substantially augment the operations of any major school district for long. The resources are just not there. To support a program intervention and hope, at best, that such an intervention is “institutionalized” by a district is the most a foundation can hope for, given the circumstances. Local policy and funding must be aligned to support any new way of doing business. The following vignette on the small high schools project in the Canton City Schools describes some of the conditions which must come to pass to insure the success of any foundation supported effort.

<sup>10</sup>Updated on 1/2005. This information is available on the foundation’s web site at: <http://www.gatesfoundation.org/Education/Grants/default.htm?showYear=2005>

<sup>11</sup>Based on 1994-5 calculations from the PBS Online Back-grounder on School Funding. Higher education adds another \$200 billion. Available at: [http://www.pbs.org/newshour/back-grounders/school\\_funding.html](http://www.pbs.org/newshour/back-grounders/school_funding.html)

<sup>12</sup>For the Foundation Center’s FC Stats see: [http://www.fdncenter.org/fc\\_stats/index.html](http://www.fdncenter.org/fc_stats/index.html)

### ***Vignette from the Stark County P-16 Compact***

*It's a process that's been described as "building a 747 while you're flying it" or "turning around an oil tanker" or "very hard work." And the reality is very close to all these metaphors. Raising student achievement by transforming a large comprehensive high school into five small schools of 400 students is the goal for McKinley High School put forth by the Gates Foundation through KnowledgeWorks and adopted wholeheartedly by the Canton City Schools Board, the superintendent, the faculty and the community.*

*Relationships are the building blocks of small schools. A smaller group of teachers and support staff knowing a smaller group of students more intimately will offer greater opportunity for relevance and rigor in teaching and learning.*

*In a planned, deliberate fashion, on August 29, 2004, A.L.I.V.E., Diversity, Impact, McKII and S.T.A.R.S. opened their doors at McKinley High School and began anew the business of teaching and learning. Each school is headed by an experienced principal/leader whose responsibilities focus on instruction as well as management. More importantly, each leader is part of a distributed leadership team that creates and executes each step of the transformation in the schools. The teams include: teachers, students, parents and community members. A district design team, including the superintendent and district personnel, the CPEA, KnowledgeWorks coaches, the principal/leaders and project manager, and the Stark Education Partnership meets monthly to plan for and address the progress and challenges of the transformation process.*

*The role of the Stark Education Partnership has been as collaborator, researcher, convener, educator and advocate. Dr. Adrienne O'Neill, president, and Adele Gelb, program officer, have worked closely with the principal/leaders, community members, students and KnowledgeWorks to adopt and achieve the goals of graduating 100% of the students at McKinley, sending more students to successful post secondary education and becoming one of the top 100 high schools in the country.*

*Activities have included: meeting with principal/leaders, meetings with KnowledgeWorks, conversations with community members, attending and participating in quadrant meetings throughout the planning and implementation years, meeting with visiting delegations, preparing presentation materials, and working with student community service teams.*

*Each school has identified a learning model by which educators will teach the Ohio Standards. Students in all schools are encouraged to take a "college preparatory" core curriculum. Professional development has been ongoing and funded by a Stark Education Partnership grant of \$67,000 per year for three years.*

*“We’ve been a part of small schools in Stark County for a number of years,” Dr. O’Neill explained. “The creation of the Academies at Timken High School provided an important template for our understanding of the transformation process. The lessons learned provided a roadmap for everyone involved in the small school process at McKinley. We’re thrilled with the progress made thus far and at the same time we’re very focused on the goal — raising student achievement.”*

While considerable effort, attended by considerable local agreement and support as well as foundation founding, was taking place to foster the creation and implementation of the small high schools project at McKinley, the Ohio State Legislature, besieged by its own budget woes was instituting yet another round of funding cuts for Ohio’s major urban districts. For the Canton City Schools this meant cutting another \$3.6 million from the budget for the 2005-06 academic year. Canton is not alone.

Staffing cuts raise serious questions about maintaining small high schools with adequate course offerings and student-faculty ratios. The hard reality is that the best intentions of districts and the

foundation community can be mitigated by shifts in state funding policy.

The Bill and Melinda Gates Foundation is one of the first to realize that state and national policy needs to be aligned to support substantive changes in the way high school education takes place. My advice for now is that, “it’s not a lot of money” unless we can foster alignment and particularly P-16 alignment. Foundations in Canton and Stark County are integral partners in P-16. Sometimes singly and sometimes in concert with other local or national foundations, or even federal programs, they demonstrate how such alignment works as the following vignette illustrates:

### ***A Vignette from the Stark County P-16 Compact***

*A community of nearly 400,000 persons has many resources. Schools, churches, foundations, public and private agencies, even museums, and state or federally funded programs often work towards the same, or similar goals.*

*A community of nearly 400,000 persons also has many needs. One of these is to provide quality after school programs for children who are often termed the “latch key” generation. While all of the organizations mentioned above have been promoting after school programs in Stark County for years, in the last year and a half a new direction has emerged which underscores some of the core guiding principles of P-16, such as no “silos,” and the “sum being greater than the parts.”*

*The Stark County Afterschool Council was convened by the Stark Community Foundation on the basis of a study on the elements of quality after school programs prepared by the Stark Education Partnership for the foundation and its colleague*

*foundations: Community Health Foundation of Western Stark County, the George H. Deuble Foundation, the Herbert W. Hoover Foundation, the Hoover Foundation, and the Sisters of Charity Foundation of Canton.*

*The study found that numerous agencies and organizations within the county were operating afterschool programs; far more than anyone had imagined. The study, which included extensive focus groups, also found that school personnel, parents, and providers involved in such groups were all commenting about the value of extending the conversations so that best practices could be shared in Stark County.*

*The study recommended that a conference be held to establish an After-School Council that would represent all three groups, share best practice and find a way to track the outcomes of the programs to student achievement—the natural outcome of a desired academic focus.*

*After the conference, and assisted by “Take the Learning Home” grants from the Stark Community Foundation, representatives from the regions surrounding the county’s three major cities of Canton, Massillon, and Alliance formed their own area councils which look at needs specific to their parts of the county, while the larger council focuses on county wide concerns.*

*Chaired by Stark Community Vice-President Cindy Lazor, the Afterschool Council is making a difference. During its first year, sub committees worked on a common set of standards for all Stark County providers, focused on common staff development issues and programs, and have begun to develop a data collection committee to help organizations monitor progress towards the standards. Common best practices are emerging and awareness is building. The council further serves to bring representatives of the county’s three 21st Century Learning Communities grants, once again in Alliance, Canton, and Massillon, together not only with each other, but also with other providers in their community and county wide.*

*This is an important nuance. Federal programs have a finite life span. When the 21st Century grant periods are concluded, the respective communities will have built upon their best practices and learnings. This is the type of outcome often hoped for, but often not achieved once large grants are over.*

*There is a broader context, however. Stark Community Foundation and many of the other agencies on the council keep a state and federal perspective on afterschool programs. Participants from Ohio Department of Job and Family Services and Action for Children, a state funded program, participate with the council. This perspective is now shared by even the smallest provider and many are now able to take advantage of materials, professional development, and conferences offered at these levels. Cindy Lazor states “Stark Community Foundation continues to award “Lights on Afterschool” small grants to the county’s three urban cities to bring awareness of afterschool programs and opportunities to hundreds of parents and children who otherwise may not benefit from quality, safe afterschool care.”*

*How well this is all coming together was underscored last year when the Afterschool Alliance presented its Afterschool Champion Award to Stark Community Foundation at a Congressional Breakfast in Washington, D.C. Judy Y. Samelson, Executive Director of the Afterschool Alliance noted, “the Foundation is a perfect example of a philanthropic organization that is providing much-needed guidance and support to its local community. We applaud its continued efforts to raise awareness of the importance and need for quality afterschool programs.”*

*What Stark Community Foundation President James Bower had to say, however, was probably more telling. “We’re very honored by the recognition, but we’re even prouder of the opportunity we have to make a difference in the lives of the children of our community,” said Bower. “The need for quality afterschool programs in Stark County is great and with the help of our Foundation and other local foundations and businesses, we plan to open the doors to enriching afterschool activities that keep kids safe and help working families.”*

*It is a sentiment shared by all members of the Council and the growing P-16 community.*

When we look at the environment of school reform we can ill forget a new breed of animal, the providers and the think tanks. Both are having a profound influence in the “marketplace.”

While doing my dissertation at Kent State University in the 90s, I did considerable research on something called “garbage-can” decision-making.<sup>13</sup> One of the basic assumptions of this model is that solutions often precede the definition of problems. In other words, people will latch on to ready made solutions to solve problems that they don’t really understand. Part of this is because the solutions themselves often are either highly attractive or seem to make a good deal of sense.

Back in the 90s, I attended a conference at the *National Center for Research on Evaluation, Standards, and Student Testing (CRESST)* at UCLA. This was during that period of time when the Clinton Administration was having a brief flirtation with the idea of a “national test”.

One pundit from the U.S. Department of Education tried to convince the urban district crowd that “volunteering” to give the test would be a good thing. This was after a presentation which had projected large numbers of urban students failing the test. “It will be a good thing,” the pundit said. “Because your community will see how badly the students are doing and realize that you need more funding!”

I really wondered what planet this fellow came from for the worst case scenario I could think of in trying to generate public support was to show how poorly students are doing. The “national test” in that instance was surely a solution looking for a problem.

Today there are many “off-the-shelf” models of reform for schools and districts to adopt. This is not to denigrate such models or to say that they are not working. What is certain, however, is that from the macro providers, such as the New American Schools,<sup>14</sup> encompassing many approaches, to the

<sup>13</sup>See: Cohen M. D., March J. G. and Olsen J. P. (1972). *A garbage can model of organizational choice*, *Administrative Science Quarterly*, 17, 1-25. 15

<sup>14</sup>Visit their web site at: <http://www.naschools.org/>

micro providers found on the approved lists of *Supplemental Education Services (SES)* of state departments of education to assist students in schools in need of improvement under *NCLB*, the market is expansive and still expanding.

Indeed, *NCLB* has promoted even greater and more rapid growth in this area. The controversial Driscoll and Fleeter report commissioned by the state of Ohio to estimate the costs of implementing *NCLB* came to the conclusion that the law might add up to \$1.5 billion in annual education expenses for the state.<sup>15</sup> This is what they had to say about supplemental services:

*NCLB requires that a school district must set aside Title I funds for supplemental education services when a school fails to make its AYP target for three consecutive years. The amount of funds set aside for this purpose must equal a minimum of 5% of Title I funds. Schools may spend an additional 10% on supplemental services provided that the total percentage spent for transportation of school choice pupils combined with the supplemental education services expenditures cannot exceed 20% of Title I funds. Five percent of all Title I allocations would equal about \$18.5 million.*

Alongside providers is that class of organization which I will term, for lack of a better descriptor as “think tank” organizations. These are groups such as the Education Trust, Fordham Foundation, Achieve, Inc., Education Commission of the States and many others who may at times fund development, conduct research, espouse specific positions, or even provide services for a fee. The component which sets these organizations apart is that they

are “opinion leaders” in the arena of education reform. What they discover and what they do often has an impact on state and federal policy.

Here, for instance, is how the Education Trust describes what they do:

The Education Trust provides...

- Advocacy that encourages schools, colleges and whole communities to mount effective campaigns so that all their students will reach high levels of academic achievement.
- Analysis and expert testimony on policies intended to improve education; and
- Writing and speaking for professional and general audiences about educational patterns and practices — both those that cause and those that close achievement gaps between groups of students;
- Research and wide public dissemination of data identifying achievement patterns among different groups of students;
- Assistance to school districts, colleges, and community-based organizations to help their efforts at raising student achievement, especially among minority and poor students.<sup>16</sup>

Much to their credit, both the Education Trust and the Education Commission of the States have long been supporters of the notion of P or K-16 linkages. One of the most powerful things groups of this nature do is to convene. Whether it is by virtue of their national conferences or lesser convenings to share data or information, even on a district level, they tend to spread the word on a multitude of considerations ranging from white papers to data to best practices.

<sup>15</sup>Driscoll, W. and Fleeter, H. (2003). *Projected Costs of Implementing The Federal “No Child Left Behind Act” In Ohio A Detailed Financial Analysis Prepared For The Ohio Department of Education*. Columbus, Ohio: Levin, Driscoll and Fleeter. Available at: [http://www.ode.state.oh.us/legislator/Cost\\_of\\_Implementing\\_NCLB.asp](http://www.ode.state.oh.us/legislator/Cost_of_Implementing_NCLB.asp)

<sup>16</sup>From What is the Education Trust at: <http://www2.edtrust.org/edtrust/about+the+ed+trust>



The third major extra-governmental player in school reform has been the business community. The business community has maintained an interest in the outcomes of public schooling perhaps longer than any of the other players. Consider the following:

*“Half of our children leave school ... with only the rudiments of education which, to a large part, they speedily forget, and with no preparation or guidance for life work.”<sup>17</sup> and “What, then, must America do? There is but one answer: We must compete. And we must do so while suffering a disadvantage in the cost of labor. We must be more innovative than ever before; we must have a vastly better K-12 educational system than we now have....”<sup>18</sup>*

These two statements came from the business community, over 75 years apart. For well over a century, business has alternately been critical and supportive of schools. The drive for vocational education, the introduction of management and scale efficiencies, *Tech Prep* and the *Perkins Act*, and a whole host of other initiatives have come in response to what at times seems to be an endless dance between the business community and education.

There is a very real concern here, however. Business, and it is an error to lump the entire community together, has long recognized that the productivity of the United States bears a direct relationship to the quality and skills of the workforce. While there is a growing need for graduates in the hard sciences due to increased graduation rates in these areas in India and China, a major question remains. That question is “what skills?”

It was one of the typical community meetings where representatives from the business community get together with educators and some social services representatives. The focus was on what skills employers would really like to see students have upon graduation. “Good work ethic,” replied one representative. “I’d like people who know how to show up on time,” said another.

The meeting went on like this for some time and after about forty-five minutes the facilitator from one of the local foundations pointed out what was becoming increasingly obvious. We had been talking almost exclusively about “soft skills”. To me this increasingly underscores one of the basics in the ongoing school-business dialogue at the K-12 level (higher education is different). Many jobs are becoming increasingly specialized requiring education beyond the high school diploma. In the same regard, many businesses are prepared to put employees through specialized in-house training, support employees obtaining certification and other additional education. What is needed from K-12 education is a solid base to do two things:

- Position a student for post secondary education
- Help develop “soft skills” and aptitude

Yet, much of K-12 education thinking continues to “track” students in such a fashion as to assume that the high school diploma is a terminal degree. Part of this is reinforced by the notion that we have about 28 million low wage service jobs in the United States which really do not require more than a high school diploma. These positions include cashiers, cab drivers, fast food restaurant workers, cleaners, and the like.

<sup>17</sup>Chamber of Commerce of the United States, *Policies of the Chamber of Commerce of the United States* (Washington, 1929) as related in Rippa, S. (1997). *Education in a Free Society*. New York: Longman.

<sup>18</sup>Testimony of Norman R. Augustine Retired Chairman and CEO Lockheed Martin Corporation before the Committee on Education and the Workforce Subcommittee on 21st Century Competitiveness U. S. House of Representatives Hearing on “Challenges to American Competitiveness in Math and Science” May 19, 2005

Such positions generally are at minimum wage and have no benefits attached. While great for transitions, i.e. retirees, students still in school, these positions do not sustain a living wage above poverty and can not support families. Anthony Carnevale and Donna Desrochers have considered these and other factors in looking at the emerging economic and demographic needs of the workforce for the new knowledge economy, higher paying jobs:

*The demand for specific vocational skills has been augmented with a growing need for general skills—including reasoning abilities, general problem-solving skills, and behavioral skills. Cognitive styles, such as how workers handle success and failure on the job, also are important in determining success on the job. And while general skills are becoming increasingly important, occupational and professional competencies are still needed to complement these more general skills. Little is known about how to develop and assess general problem solving and behavioral skills in students and workers, but most employers associate them with educational attainment, especially college-level attainment. Educational attainment also is used as a proxy for reasoning ability. As a result, American employers use education.<sup>19</sup>*

While specific vocational skill training can still be of value in K-12 education, particularly as a preparation for

certification or two year technical degrees what is becoming increasingly clear is that such education can no longer be a substitute for preparation for post secondary education. This requires a shift in thinking at all levels.

Yet, the dichotomy is that there are many communities today who have a preponderance of these low income jobs which can still be done by those with only a high school diploma. Added to this is often the belief of many that a willingness to work and a “strong back” can still provide for a worker’s family, just like it did in the 1950s. For old-time manufacturing and industrial towns like Cleveland and Canton, this attitude persists among many who should know better. Often the attitude exists in our educational institutions.

This is why a speech given by W.R. Timken, Jr. to the Ohio School Boards Association, Northeast Region in 2002 was so powerful. The Timken Company, based in Canton, is a worldwide leader and manufacturer of tapered roller bearings and specialty steels. In addition to his service as Chairman of the Board of the Timken Company, W.R. Timken, Jr. has served on the boards or committees of numerous state and national organizations and in 2005 was appointed the U.S. Ambassador to Germany. He is also past chairman of the National Association of Manufacturers. When he speaks, it is not only from a local, but literally from a national perspective.

<sup>19</sup>See The Missing Middle: Aligning Education and the Knowledge Economy By Anthony P. Carnevale and Donna M. Desrochers Educational Testing Service April 2002.

## ***A Vignette from the Stark County P-16 Compact Speech of W.R. Timken, Jr. to the Ohio School Boards Association Northeast Region***

*March 13, 2002 – Thank you, Dick. When Dick Baughman invited me to talk with you this evening, he asked me to address the relationship between the public school educational system and the needs of the industrial sector. I applaud his choice of topics. It's provocative. It's timely. And right from the beginning of my comments, let me emphasize the crucial nature of that relationship. It is central, absolutely central, to continuing to improve the quality of life for all of us Ohioans - and people the world over for that matter. As a result, I shall do my best tonight to convey my opinion on that subject as well as some other observations on education in a broader scope stimulated by this topic.*

*First, let me tell you what you already know. The workplace of today bears no resemblance to that of 100, 50 or even 20 years ago. Of course, this is not just a change restricted to manufacturing or the private sector. It is just as true in every sector where Americans seek their livelihood. And it will change even more and faster in the next 10 years. Even if we were to determine some needs of industry today, they would already be out of date.*

*I have been involved with many business efforts to measure the skills gap between people coming out of the educational system in this country and the needs of the workplace. Many such studies have been made. They constitute great work, are fact based, just what academics have asked for, and they are outdated before the ink dries. (Personally I have come to the conclusion that the real answer concerning what is needed to earn a decent living from today forward is the individual ability to engage in post-secondary education.) I am not ready to say you need the equivalent of a four-year bachelors degree, but if you do not have the academic strength to matriculate beyond high school, your economic future is severely limited. You won't work for The Timken Company. Our compensation is too high. We will not be hiring high school graduates. We can't afford them. We need people who can earn their high pay.*

*Americans, some 275 million of them, understandably want to live at a higher and higher standard of living. The price, of course, is higher productivity - the ability to do more with less. This cannot be accomplished with yesterday's workforce. Today everyone needs to be able to think for a living. The day when someone else did the thinking for employees and told them what to do is over. Frankly, that means more than high school education is needed. It means a person must be capable of, and committed to, continuing education. The ability to adapt and change to do many different jobs is paramount. If, for this evening, you accept my thesis, where do the citizens of Ohio stand?*

*The only answer is, we are in big trouble. According to David Sweet, the president of Youngstown State University, only 13.8% of state residents have a four-year college, as compared to the uninspiring national average of 16.1%. Ohio ranks 41<sup>st</sup> out of the 50 states. There is, in Ohio, a deficit of at least 250,000 people lacking a four-*

*year degree. The average annual income for families with a high school diploma is \$48,000, according to Sweet, compared to \$85,000 for families with bachelors degrees. No wonder Ohio is losing the economic battle to other states. But think also what it does to those Ohio citizens who want a higher standard of living. The difference in the above numbers is \$37,000 a year. Over a 40-year career, one family would have 1- 1/2 million more dollars than the other. That is the real human cost.*

*By the way, President Sweet points out the picture in northeastern Ohio is even worse. The Youngstown-Warren metropolitan statistical area was rated 72nd out of the 75 largest national MSAs in bachelors degree attainment. Only 7.6% of the population are four-year college graduates. In fact, President Sweet says Governor Taft's call to increase the number of students attending Ohio's colleges and universities by 5,000 in the next five years is way too low. He proposes 50,000, and I agree with him.*

*Before anyone reaches the conclusion that I am saying four years of college is the only metric, I want to say again that it is the capability to undertake any amount of postsecondary education that is the first goal. And I will return to this in a moment.*

*But first I want to acknowledge the fact that because of the efforts of all of us in this room and the leadership of Governors Voinovich and Taft, there has been significant improvement in Ohio's schools over these past years. To many of us in the business world, by 1990 public education in Ohio came to be viewed as a tax money sinkhole. It was looked upon as an unresponsive monopoly dominated by public employee unions whose interests were employment issues, not children. Many in this room might be offended to hear that view, but I am only the reporter.*

*School costs were soaring at a time of declining student population. Comparative testing with children of other nations showed serious deficiencies. Certainly the amount of remedial education being performed by companies on their employees was large and increasing rapidly.*

*What a difference a decade makes. I for one believe we are committed as a society to enter a golden age of education where no child will be left behind, where kids will reach their full potential, and that potential will be recognized as far higher than previously believed. An age where public education will truly fulfill the constitutional intent of our founding fathers. Education creates equal opportunity for all.*

*All the collective efforts to improve our public education system are beginning to produce results. That is great. However, I think we still have a problem with the model we are using. As I said earlier, not only should it be that no child is left behind, I believe we should establish a goal to prepare every one of those children for college, university or two-year post-secondary education.*

*We know all the children won't make that goal, but I believe it will provide a better educational opportunity for all. To the extent there is a college track and a non-college*

*track simply must produce a different educational result. An educational result that contributes significantly to Ohio sending a lower percentage of its young people on to post-secondary education than any surrounding or similar state. I believe it is wrong and must be ended. That is one reason I am reluctant to address the subject proposed to me this evening - "What Industry Needs from Public Education."*

*We don't need industry-ready young people with special skills for work built into them; we need college-ready graduates with the ability to think and learn. Our experience at Timken has been that we get what we ask for because we build the systems to produce the result. How many young people are under challenged in our public educational system because somebody built a system to produce a lower quality product?*

*I want to be the loudest voice from the private sector to say, don't do that. We don't need second-class employees. We don't want worker-level-quality graduates. We want everyone to be prepared so we will have a wider selection to draw from—graduates who can earn and justify higher wages and the standard of living that goes with it. That's what industry needs from public education.*

While some persons may say that Timken's speech is all fine and well from the viewpoint of a major employer, there is still that job down the street. Once again, the question is "what kind of job?" My own experience in a much smaller business capacity agrees not only with Timken, but also with what Carnevale and Desrouchers had to say about employers equating behavioral and problem solving skills with a college education. In the late 1970s during what I had planned to be only a brief hiatus from education, I found myself managing a small general equipment rental firm in Northeast Ohio. As I began to enjoy growing that business, the sector began to change. In those days, rental firms had been thought of as being just one step above service stations in terms of the skill level of employees. You needed some good mechanics to repair equipment, but there were a lot of kids out there with "backyard" experience tinkering with their own cars. Remember, this was the 70s when

you could still work on your own car. Counter personnel needed to be able to fill out forms and collect rental fees. When I left this business in 1986 (now the third largest in the state) things were vastly different. What had happened? The answer was really two-fold: technology and litigation.

Just as automobiles have become increasingly sophisticated and computerized, a great deal of construction equipment had followed suit as well. Paper and pen rental contracts were replaced with computers and print outs. Increasingly, the primary point of first contact with customers was not walk-in, but the telephone. The list could go on. The chief concern, however, was the growing potential for law suits. I well remember one specific case from the East Coast where a plaintiff who had picked up a 21" gasoline powered rotary lawn mower to trim his hedges had the heavy mower slip and cut off his thumb. This gentleman actually received

a jury award because “no where on the lawnmower did it say it could not be used to trim hedges.” If you’ve ever wondered why your lawn mower today is covered with safety stickers and has a kill switch to shut it off if you walk away, this is part of the story. The bottom line was that personnel on the counter had to be able to make a determination as to whether a person was competent to use, say a Ford 550 backhoe. Yard personnel had to be able to instruct customers in the safe use of equipment. By the time I left, we were no longer hiring high school graduates. We needed the additional maturity and thinking skills which a college education often, but not always, supplied.

Before leaving this section, a word or two is probably warranted about the rise of charter schools, we call them community schools in Ohio, and vouchers. Perhaps no structural move in K-12 education has ever engendered the controversy and conflicting claims of success and failure as these dual movements. My purpose here is not to enter into this controversy but rather to point out

a specific fact. The emergence of charters and vouchers has been fueled by the perception, and in some cases reality, that our standard system of public education is not working for all children. The end result has been the further fragmentation of standard public education. Perceptions can bring huge impact. Just as deregulation of electric utilities brought little solace to the people of California, it may well be that deregulation, if you will, of our system of public education will bring no solace as well. We need to be mindful that we do not enter into what education reformer Phil Schlechty calls an “education Bosnia.”

The K-12 education reform environment as we have seen in this brief scan is complex, confusing, and often contradictory.

We need answers and quickly. In the next section we will discuss why P-16, we believe, may not only supply these answers but may indeed be critical to our remaining first among nations.



## First Among Nations

Over 200 years ago, the decision was made in Philadelphia that we would not have a king or nobility. We would, in essence, be a nation of equals.

Much of our history over the last two centuries has been concerned with fulfilling that promise. In the 21st century, the issue for America will not be slavery, or even civil or women's rights, per se. The issue will be educational opportunity. This issue goes to the heart of what *No Child Left Behind* is about. It also goes to the core of the Higher Education Act and its emphasis on access for minorities and low income students. Additionally, they support large scale program efforts, such as TRIO and GEAR UP.

Yet, over those 200 years, class distinctions did arise in America. Today those distinctions are between the educated and uneducated and the gap is widening. These are serious distinctions. We know for instance the relationship between crime and education, between education and voting, and between education and lifetime earnings. Beyond the individual considerations are issues of national well being and

security. Since 9/11 most Americans well understand that there are forces in this world who would wish us ill. Terrorism is one aspect. This, of course, speaks to individual and group security. Yet, there are other forces that are far more insidious. Economics is a battleground and an educated workforce is the key. This speaks not only to personal, but also group or even national well being. One needs to look no further than the increasing education levels in the European Union and member nations such as Ireland<sup>20</sup> or to the Asian nations of India and China to see the potential which others are grasping.

Some time ago I was in England to present at the Tenth Annual Literacy Conference at the University of London. One of the other sessions caught my eye and I decided to attend. The session was being given by a professor from a Cuban university and it concerned school reform in Latin America. I wondered what new and different insights I might obtain through the lens of a different culture. Would we be talking about standards or small class size or any one of a number of other restructuring techniques in use in the United States?

<sup>20</sup>In fact, Ireland where higher education is virtually free has become the success story of Europe. For a view of some of this approach see the online DVD "Opportunities for all: Promoting access to higher education in Ireland" at <http://www.heai.ie/index.cfm/page/sub/id/955>

Had indeed others learned from our quest. “School reform”, the Cuban told me, “means how we can increase basic literacy among the populations of Central America.” Basic literacy, I thought. That’s it?

That was it and there was no discussion of Ted Sizer or Howard Gardner’s Multiple Intelligences Theory or any one of the “classics” of American school reform. These people were interested in basic literacy and in how to scale up their basic systems of education to educate more and more people. The rest of the world is catching on.

But in the United States a sort of education counterculture is developing. High school drop outs are increasing, as noted earlier, and this represents just one such indicator. The public often fails to see the relationship between education and earnings. Students often feel that they have inadequate skills for college work. These conditions exist, in part, because there has been no popular champion in our country for P-16 education. There has been nothing to spark the public imagination. Leadership in this arena has yet to emerge beyond a handful of states and regions where the possibilities of such a system have been seen. As the rest of the world seeks to catch up and even, as we will see later, surpass us in education, we need to revalue education itself. Here we are caught in a dichotomy of sorts. Sometime after the break up of the old Soviet Union, I had an opportunity to host some Russian educators from the Urals region. One thing became abundantly clear. These educators were envious of our system of public education and the egalitarian notion of how it could serve as a great equalizer in our society. It may well be that we are on the verge of losing the greatest

system of public education the world has ever seen because of our indifference, not only to what we have accomplished, but to what can be accomplished by that system, not only nationally, or on the state level, but within our own communities as well.

Awareness is beginning to build, however, at the national level. In 2004, Dr. Adrienne O’Neill, president of our Stark Education Partnership, testified before the House Appropriations Sub-Committee on Labor, Health and Human Services, Education and Related Agencies. In part, this is what she said:

*We believe that the outcomes of a national strategy P-16 would be increased high school graduation rates and increased college going and college completion rates with lower remediation rates in all states. In other words, to quote Stephen Portch, Chancellor Emeritus, Georgia University System, we would stop the “leaking” in the P-16 system— “leaking” that causes us to lose students at many points. We believe that different thinking would emerge from such a strategy.<sup>21</sup>*

Later in 2004, Jennifer Conner Blatz from the KnowledgeWorks Foundation and I drafted a white paper for the same Congressional Committee entitled, *A Federal Approach to P-16* in which we recommended the following:

*There is a need for a federal P-16 Commission to investigate the entire spectrum of programs and operations across multiple offices and departments which deal with the education of our nation along the entire preschool through graduate school through career continuum and the impact of such programs in securing and maintaining the life quality and economic*

<sup>21</sup>(2004). The Stark County P-16 Compact. House Appropriations Sub Committee for Labor, Health and Human Services, Education and Related Agencies. Washington D.C.



*preeminence of this nation. Such a commission should be empowered to make far reaching and substantive recommendations and proposals crossing all levels of government to the United States Congress.*<sup>22</sup>

<sup>22</sup>Rochford, J. and Conner, J. (2004). A Federal Approach to P-16. A white paper drafted for the House Appropriations Sub Committee on Labor, Health and Human Services, Education and Related Agencies. Canton, Ohio: The Stark Education Partnership and Cincinnati, Ohio: The KnowledgeWorks Foundation.

<sup>23</sup>Remarks at the U.S. Department of Education Second Annual National High School Leadership Summit, December 3, 2004, by Governor Mark Warner. Washington, D.C. Available At: [http://www.nga.org/nga/legislativeUpdate/1,1169,C\\_ISSUE\\_BRIEF^D\\_7630,00.html](http://www.nga.org/nga/legislativeUpdate/1,1169,C_ISSUE_BRIEF^D_7630,00.html)

<sup>24</sup>See An Action Agenda for Improving American High Schools. 2005 National Education Summit on High Schools. Washington D.C.: Achieve, Inc. and the National Governors Association. Available at: [http://www.nga.org/center/divisions/1,1188,T\\_CEN\\_EDS%5EC\\_ISSUE\\_BRIEF%5ED\\_8035,00.html](http://www.nga.org/center/divisions/1,1188,T_CEN_EDS%5EC_ISSUE_BRIEF%5ED_8035,00.html)

<sup>25</sup>Testimony on Lifelong Learning before the U.S. Senate Committee on Health, Labor, Education and Pensions by Kathleen Sebelius, Governor of Kansas, on April 14, 2005. Available at: [http://help.senate.gov/bills/hlh\\_73\\_bill.html](http://help.senate.gov/bills/hlh_73_bill.html)

<sup>26</sup>From: The U.S. Supreme Court: Brown v. Board of Education, 347 U.S. 483 (1954). Available at: <http://brownvboard.org/research/opinions/opinions.htm>

Late in 2004, Virginia Governor Mark Warner was telling assembled state policy makers, community leaders and education reformers that, “Federal P-16 alignment will ultimately improve education for students of all ages...eliminate unnecessary government bureaucracy, reduce costly duplication, align academic standards and preparation, expand system wide accountability, and promote flexibility for innovation.”<sup>23</sup> Subsequently, P-16 state governance became an issue for Warner’s initiative as chairman of the National Governors Association on redesigning the American high school.<sup>24</sup>

As 2005 continued, governors such as Kathleen Sebelius of Kansas have made this issue more pronounced. Testifying before a committee of the United States Senate, Sebelius once again called for federal alignment, noting:

*In the 21st century, the economic strength of the United States will depend on the ability of each state and our nation to develop a coordinated and aligned education and workforce system that supports, trains, and prepares a skilled set of workers. Now is the time to take action to create a seamless American education system, by aligning federal education laws to promote lifelong learning. The pending reauthorizations of the of the Workforce Investment Act, Higher Education Act, Head Start, and the Carl D. Perkins Vocational and Technical Education Act present an unprecedented opportunity to align federal education laws and promote lifelong learning.*

*The pathway to progress is clear. Federal education laws from pre-school through college, commonly referred to as P-16, must be aligned to foster state innovation, eliminate costly duplication, and ultimately improve education outcomes for all students.*<sup>25</sup>

Why is such alignment becoming a critical concern? It is a concern because we are, and need to remain, first among nations not only in the quality, but in the opportunity of our education systems. This process really began long before “A Nation at Risk.” In my mind, it began in the 1950s with those Supreme Court cases now collectively known as Brown vs Board. As the court said:

*In these days, it is doubtful that any child may reasonably be expected to succeed in life if he is denied the opportunity of an education. Such an opportunity, where the state has undertaken to provide it, is a right which must be made available to all on equal terms.*

*We come then to the question presented: Does segregation of children in public schools solely on the basis of race, even though the physical facilities and other “tangible” factors may be equal, deprive the children of the minority group of equal educational opportunities? We believe that it does.*<sup>26</sup>

In 1993 I was at Phillips Academy Andover with a group of teachers examining the Andover Breadloaf Writing Workshop. Present at Andover was a group of black South African teachers. This was in the waning days of apartheid and we were very eager to hear the perspectives of the teachers. What surprised me was the view they had of us. During a conversation about things we had learned one day, I remarked about my visit to the small museum on

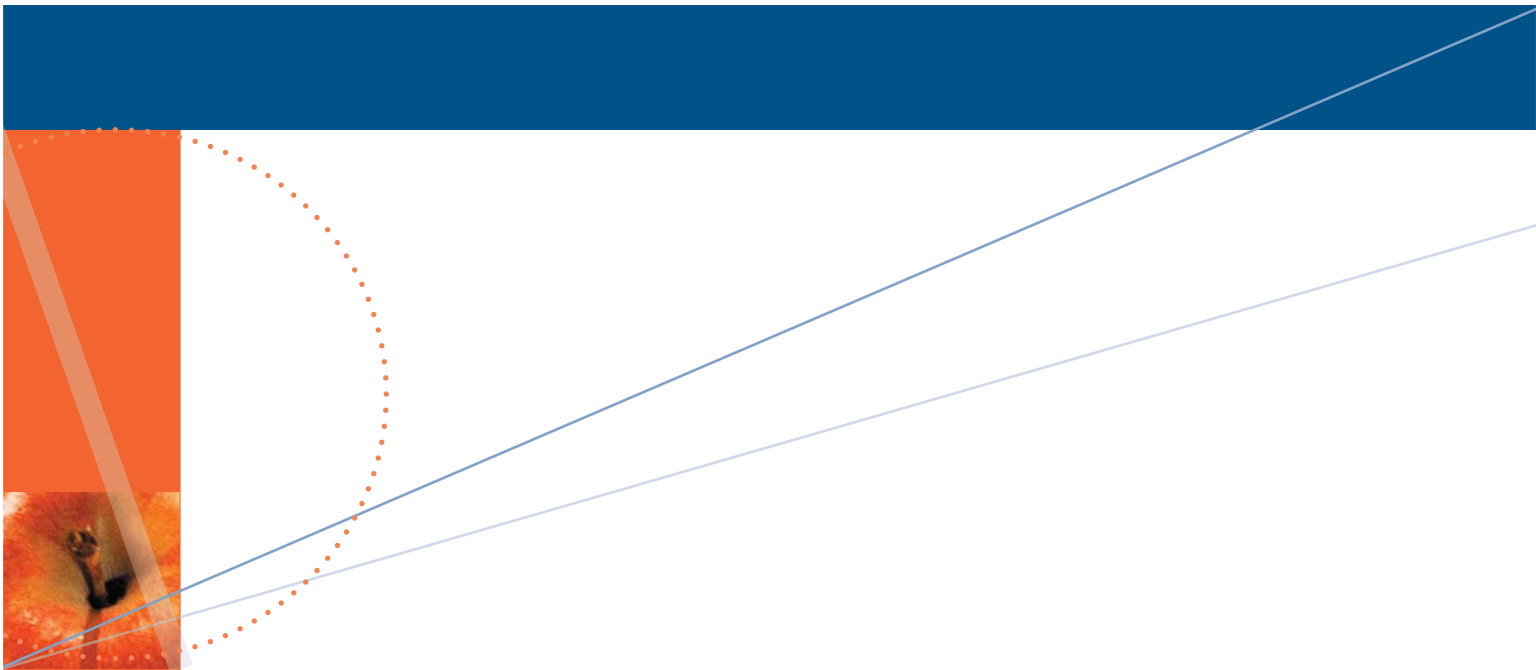
campus, the Native American artifacts stored there and the museums attempt to restore some of these artifacts to their rightful tribal owners. What followed was a discussion about the historic treatment of native Americans by the white majority and how that treatment had resulted in issues still very much alive today, such as the return of the artifacts.

The South African teachers were aghast. “You are our model,” they said. “We never knew you had problems like these.”

Yes, and for over fifty years we have been trying to achieve equity in our schools.

Beyond this, though, is an added dimension. With the passage of *NCLB* in 2001, the United States became the first nation on earth to firmly state that we would educate all children, no exceptions, to the same level of competence.

The question, then, is how best to achieve this goal. Some believe it lies in standards and testing which we will review next.



## *Why Separate Standards and High Stakes Testing Won't Get Us There*

High stakes tests and high school exit exams, including Ohio's Graduation Test (OGT), are the direct outgrowth of what has come to be called the "standards movement." They are tests swimming in a sea of standards. Today, all states, with the exception of Iowa have academic content standards in at least some, if not all, subject areas. To understand tests, it is necessary to understand the evolution of the standards movement and its accompanying call for accountability.

It is a mistake, however, to assume that communities, schools and teachers never had "standards" before the current era. Standards, accountability and assessments in one form or another have existed in education since its earliest days starting with the 1642 Massachusetts Bay School Law.<sup>27</sup>

In the mid-1980s, there was a growing conviction that America's public schools were poorly designed for the economic and social realities of the approaching new century. In response to a series of reports which focused on mediocre

performance, President George H.W. Bush and the nation's governors jointly convened the first National Education Summit in 1989. Significantly, that summit not only set six long-term goals for public education but also led to several national commissions, task forces and study groups, including the National Council on Education Standards and Testing.

The council, in its 1992 final report, called for the development of national standards, in each of the major subject areas. Several public polls, research on effective schools, the growing involvement of business and industry leaders and federal legislation under the Clinton administration added momentum to the standards movement. States, however, had their own notions about standards:

*...the effort to establish national standards ran into stiff opposition from state policymakers, who insisted that they— not a national certification board or professional and scholarly*

<sup>27</sup>Massachusetts Bay School Law (1642), Available at <http://personal.pitnet.net/primarysources/schoollaw1642.html>

*organizations, as some standards proponents recommended -- should take the lead in designing and developing standards. Over the next five years, the states one by one undertook the difficult, complex and often controversial task of researching, drafting and formally adopting standards for students at various grade levels, in major subject areas. (Weiss 2000)<sup>28</sup>*

There are several additional problems with standards. State standards are, in theory, based in part on standards published by national professional organizations beginning with the landmark publication of *Curriculum and Evaluation Standards for School Mathematics* in 1989 by the National Council of Teachers of Mathematics (NCTM). Yet, there is no universal set of standards common to all the states, and while many states (including Ohio) have involved higher education and K-12 educators in the writing of standards, questions remain as to which standards are the most powerful for transiting to higher education and the workforce. Whether or not these standards are sufficiently included and conversely, sufficiently tested by the states remains largely problematic.

Further, several state exit exams including Ohio, Massachusetts and Minnesota are targeted at the 10th grade level, not quite half way through a student's high school career. Also, are there too many standards? Ohio has one of the most comprehensive set of standards of any state. One problem, according to Dr. Douglas Reeves of the Center for Performance Assessment is that the school year would "...literally need to be 400 days long" to insure full coverage of Ohio's standards. Reeves contends that it is time to "stop the illusion of

perfect coverage ... coverage does not equal learning." He proposes the notion of "power standards." These standards, taken from the entire array of standards would be based on three criteria:

1. Endurance – what students will recall
2. Leverage – what is necessary to, and will, promote further and better learning
3. What is necessary to transit to the next grade.<sup>29</sup>

The corresponding issues are not only what "power standards" are necessary for transiting to the next grade, but also on to higher education and the workforce.

The most comprehensive study of state exit exams to date is Achieve, Inc.'s *Do Graduation Tests Measure Up? A Closer Look at State High School Exit Exams*.<sup>30</sup> This report compared exit exams from six states (Ohio included) to a variety of content descriptors, including materials from the Third International Mathematics and Science Study (TIMSS), content descriptions developed by the Council of Chief State School Officers (CCSSO) and ACT's Standards for Transition (EPAS System). Achieve's conclusion was that "none of the tests ... presents unreasonable expectations for high school graduates. On the contrary, the tests cover material that most students study by early in their high school careers." On the basis of their findings, the researchers developed three primary recommendations for the states:

First, it is perfectly reasonable to expect high school graduates to pass these tests — they are not overly demanding. States should neither lower the standards on these exit exams nor delay their implementation.

<sup>28</sup>Weiss, S. (2000). The progress of education reform 1999-2001: Setting the standard - will higher expectations improve student achievement? Denver, Colorado: Education Commission of the States. Available at: [www.ecs.org/ecsmain.asp?page=/search/default.asp](http://www.ecs.org/ecsmain.asp?page=/search/default.asp)

<sup>29</sup>Remarks by Dr. Douglas Reeves at the Stark County August 2004 Administrators Conference on August 4, 2004 at R.G. Drage Career Center in Massillon, Ohio.

<sup>30</sup>Gandal, M., Director (2004). Do graduation tests measure up? A closer look at state high school exit exams. (The American Diploma Project) Washington, D.C.: Achieve, Inc.,

Second, these exams will need to be strengthened over time to better measure the knowledge and skills high school graduates need to succeed in the real world. These improvements will need to be made gradually, so that as expectations rise, students are provided with the supports they need to succeed.

Third, states should not rely exclusively on these tests to measure everything that matters in a young person's education. Over time, states will need to develop a more comprehensive set of measures beyond on-demand graduation tests.<sup>31</sup>

While rigor is a function of the test itself, it is also a function of the "cut score." Simply put, what percent correct equals a passing grade? Achieve found that the "cut scores" required to pass the tests reflected only modest expectations:

To pass the math tests, students in these states need to successfully answer questions that, on average, cover material students in most other countries study in 7th or 8th grade. To pass the English language arts tests, students need to successfully answer questions that ACT considers more appropriate for the test it gives to 8th and 9th graders than its college admissions test.<sup>32</sup>

The reality is that each state went out individually to establish its own set of standards and own set of tests. For nearly half the states, this test at the high school level is a "high stakes" exit exam.

The notion of substituting the ACT test in Ohio for the state's graduation test originated as a response to the strategy of increasing college access on the part of the Stark County P-16 Compact. It was not that the Compact was vested in the ACT test, per se. It was that the Compact was not specifically vested in

a high stakes graduation test which did not focus district or teacher attention on those elements critical to prepare students for post secondary enrollment.

Although Ohio's *Quality High Schools Task Force* has recommended looking into the ACT as an "alternative assessment" to the Ohio Graduation Test, the issue is perhaps moot to Stark County where several districts are now using the full ACT testing sequence (EXPLORE, PLAN, ACT) and discovering that they are identifying large numbers of students who are performing on these tests over and above any previous identification.

They also soon may learn what ACT, Inc. has discovered<sup>33</sup>, namely that districts who give the full system over time find the composite scores of their students increasing and more students taking college preparatory core courses. Interestingly, these two outcomes are highly correlated with college success in Ohio.<sup>34</sup> The Ohio Graduation Test is not.

No set of standards and no exit examinations will ever enable your community, the state of Ohio or the nation to achieve the goal of sending more kids on to college unless those standards and exams are aligned with what students need to know and be able to do to succeed in higher education and the workplace.

In our restructured high school if we also couple small schools with the belief that all students can achieve to high expectations, then we have begun to alter belief. This, in turn, will reflect in a new way of doing business.

State standards and standardized tests do very little to alter belief. They only alter the way we do business insofar as taking the test is concerned. Ultimately,

<sup>31</sup>Also from Do graduation tests measure up?

<sup>32</sup>This finding is also from: Do graduation tests measure up?

<sup>33</sup>See: School-level Benefits of Using PLAN Over Time by Natasha J. Williams and Julie P. Noble (2005), ACT, Inc. for a full discussion of these benefits

<sup>34</sup>See: The 2005 Higher education performance report, Columbus, Ohio, The Ohio Board of Regents.

as a single set of measures, they may prove woefully inadequate in terms of altering assumptions and raising expectations. Once again, states and to a degree the federal government, have the right, indeed the obligation to citizens, to be able to assess the performance of schools. The system, however, is flawed and needs adjustment not the least of which is the removal of what many states have instituted as punitive measures not only against schools, but also against students. Standards have become not a goal, but a means to achieve standardization in education. Standardized tests are not the definitive indicator of whether students have learned or not, but they are being treated as such.<sup>35</sup> Consider what the National Research Council had to say about single administration high stakes tests:

*High-stakes decisions such as tracking, promotion and graduation should not automatically be made on the basis of a single test score but should be buttressed by other relevant information about the student's knowledge and skills, such as grades, teacher recommendations and extenuating circumstances.*<sup>36</sup>

If we are to have such a system, much rethinking of the way we do schooling including a set span of 12 to 13 years,

Carnegie units, length of school day and year must be reconsidered. But even then, as any physician knows, the only reliable blood pressure reading is that taken multiple times over a series of time. Just as some patients have “white coat syndrome,” some students have testing syndrome.

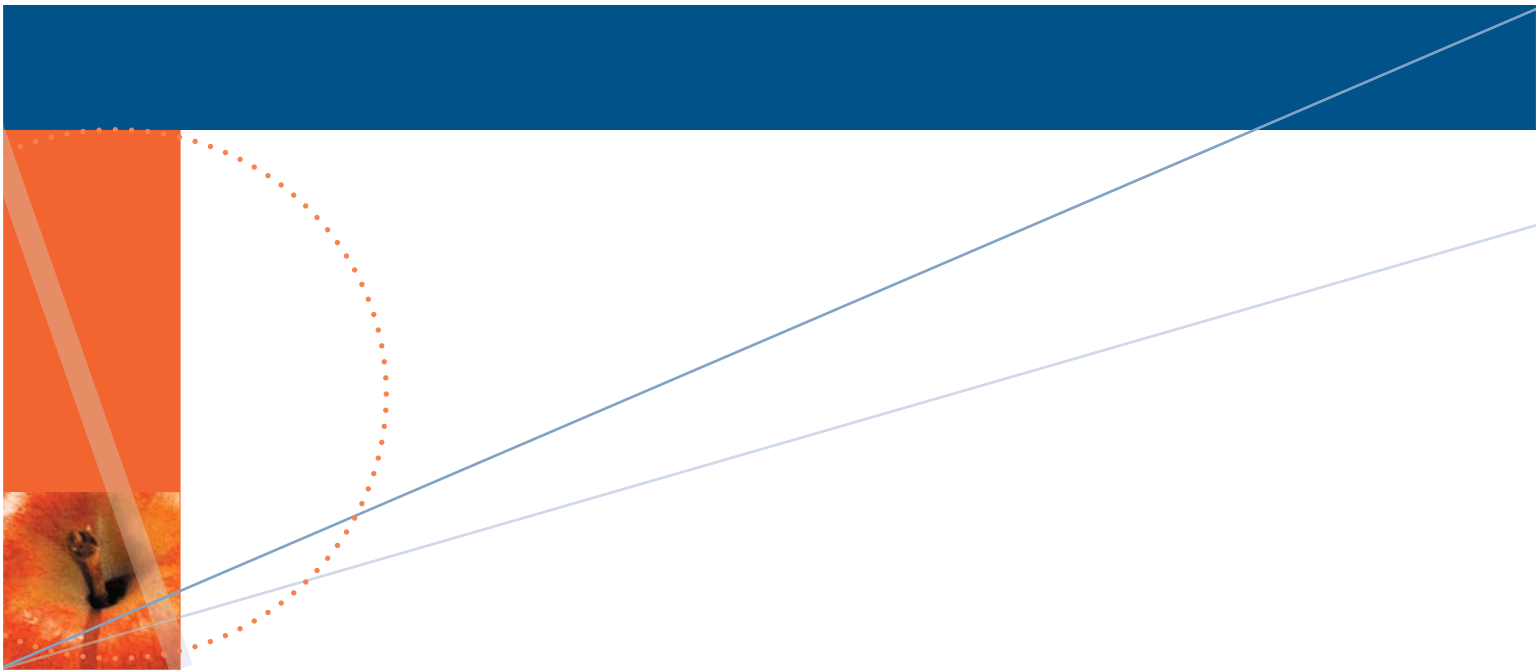
Rather than being a post mortem on school and student performance, such tests need to move into a diagnostic mode enabling us to target honestly needed resources to both in the understanding that conditions, particularly in an urban environment, are constantly shifting.

In essence, standards and testing are a tool for achieving equity in the K-12 system. Our current view is too narrow. Equity today must mean P-16. The more we focus on exit tests from high school or in fine tuning K-12 standards alone, the less we do to prepare students for college. Our view must be total system – P-16.

We will now look at the establishment of local P-16's. While many will argue that this too represents restructuring, a major realignment of our systems – whether on a local, regional, state, or even national basis – must begin with a fundamental reform, i.e. the belief that not only should all children be given the opportunity for post secondary education, but also that all can succeed.

<sup>35</sup>These statements largely follow the thinking of Gloria Ladson-Billings, President of the American Educational Research Association (AERA).

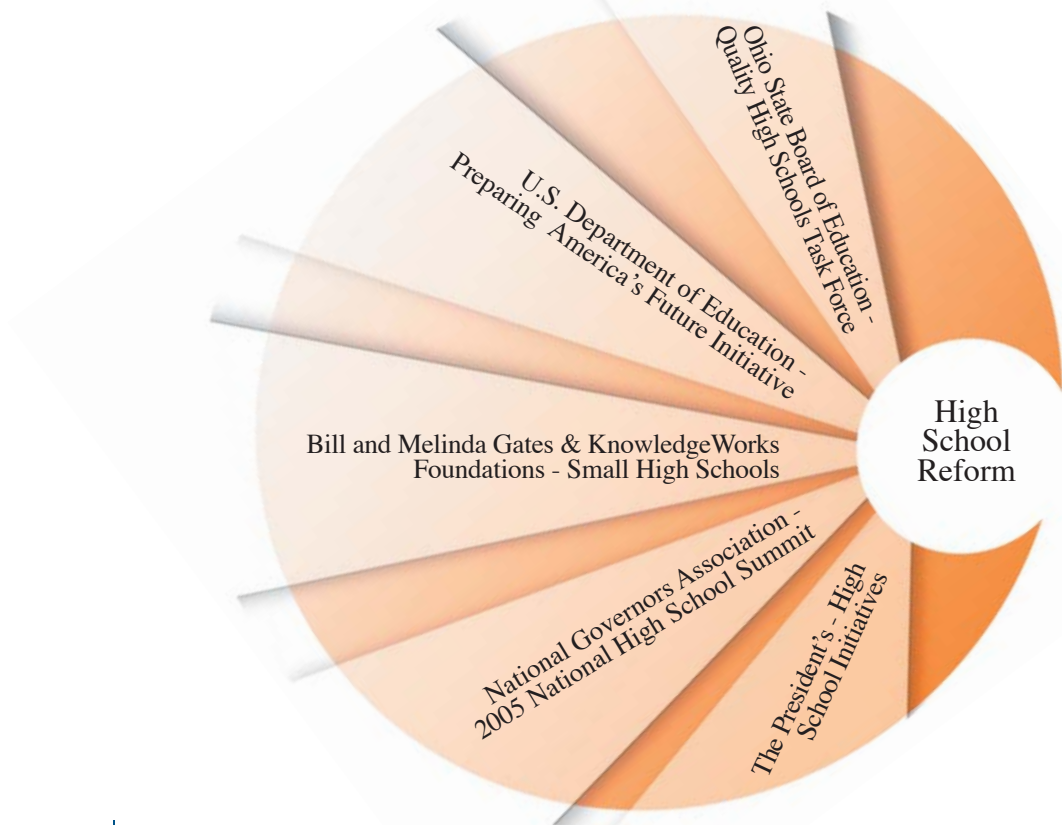
<sup>36</sup>From: Heubert, J. P. & Hauser, R.M. Eds. (1999). High stakes: testing for tracking, promotion, and graduation. Commission on Behavioral and Social Sciences and Education, Washington, D.C.: National Research Council.,



# Why Focusing on One Part of P-16 Won't Get Us There

This sub section begins with a premise. The state does not determine the quality of the schools you have, nor does the federal government. Local communities determine the quality of their schools.

The “why” for this is quite simple and lies in the twin constructs of political will and sustainability. Let’s look at an example of one of the realities of “2005” style school reform.



Though this example will be lengthy, it is somewhat important because, as the chart above shows, there are multiple players today in 2005, in Ohio and other states and at the national level, ready to reform the local high school. This part of this section will herald back to my previous discussion about the conditions surrounding American education today. These conditions also surround the schools right in your community. This has the impact of surrounding local schools with multiple, sometimes conflicting, streams of change.

The first “stream” was the work so far advanced by the Bill and Melinda Gates Foundation to increase the number of effective small high schools across the country. In this effort, the world’s largest foundation has already expended nearly \$1.2 billion on efforts to improve the education of children, including the formation of nearly 2000 small high schools across 41 states and the District of Columbia.<sup>37</sup> In Ohio, some 53 such small high schools have now been opened in partnership with the KnowledgeWorks Foundation (see earlier vignette).

The second “stream” was the focus of the 2005 Summit itself which emerged from the National Governors Association (NGA), its partner, Achieve, Inc., and sponsoring organizations, Business Roundtable, the Education Commission of the States and Hunt Institute. Early on in his tenure as chairman of NGA, Virginia Governor Mark Warner, made it clear that “given that the economic prospects of states, and this nation, are at stake, blindly conducting “secondary education” as usual is unacceptable. As this increasingly global economy demands more from our students, we should demand more from our high schools.”<sup>38</sup>

This stream transcended the issue of high school size and program effectiveness by focusing on high schools as the bridge to higher education, noting “and the bridge is increasingly in danger of collapse.”<sup>39</sup>

In essence, the Summit placed high schools squarely within a P-16 continuum. It also reinforced the critical economic realities facing the country and individuals well into the 21<sup>st</sup> century. High school, for the first time, was seen as being on the “front-line” of international economic competition.

The third and fourth “streams” are that of the federal government, embodied in the remarks of Education Secretary Margaret Spellings to the governors and assorted state leaders present. Spellings referenced the president’s new High School Initiative which would provide in the Fiscal Year (FY) 2006 budget, \$1.2 billion for a high school intervention program to help states hold high schools accountable for teaching all students and to provide effective interventions for those students who are not learning at grade level. In return for a commitment to improve academic achievement and graduation rates for secondary school students, states under the Bush plan would receive the flexibility to choose which programs are the most effective in serving the needs of their high school students. An additional \$250 million would be requested for state assessments to ensure that high school diplomas are truly meaningful with required state assessments in high school.

Presidential budgets, however, are often problematic. Though they represent the policy “wish list” of an administration, they are subject to the consent of Congress. While the Bush administration, for instance, wants to fund its high school

<sup>37</sup>See: <http://www.gatesfoundation.org/Education/RelatedInfo/EducationFactSheet-021201.htm>

<sup>38</sup>Warner, M. R. (2004). Demanding more of our high schools. Education Week.

<sup>39</sup>NGA (2005). National Education Summit on High Schools: Achieve briefing book. Washington, D.C., National Governors Association and Achieve, Inc.



initiatives through the elimination of narrowly focused or ineffectual existing programs, Congress has not agreed.

In addition to the President's initiatives and budget request, the U.S. Department of Education has been increasingly focused on high school reform.

In October 2003, then Secretary of Education Rod Paige launched the *Preparing America's Future High School Initiative* at the First National High School Leadership Summit in Washington, D.C. Over 700 policy leaders from the states assembled for this summit. These individuals, selected by the education leadership in their states, ostensibly would return to form state-level teams to focus on high school reform.

The initiative was designed to support state and local leaders on these teams in creating educational opportunities to fully prepare American youths for success in further education and training, as well as to prepare them to be participants in a highly skilled U.S. workforce and productive and responsible citizens.

Following the summit, the department organized seven regional summits to allow state-level teams the opportunity to work on formulating high school plans, and also formed partnerships for outreach and technical assistance with the National Association of Secondary School Principals, the High School Alliance, the Council of Chief State School Officers, the National Governors Association, the Council of Great City Schools, the U.S. Department of Labor, the National Football League, and other organizations.

A second National High School Leadership Summit was also held in Washington in December of 2004. As

with the first summit, education and community leaders from the states convened to have the "opportunity to share information on a peer to peer basis, as well as hear about current reform efforts on the high school level from content experts and Department of Education officials."<sup>40</sup>

The fifth stream consists of the recommendations of Ohio's Quality High Schools for A Lifetime of Opportunities or Quality High School Task Force. This task force was charged by the State Board of Education in 2004 to "(help) the state's education policy leaders rethink the rules, roles and relationships that define the high school. It was directed to provide the State Board of Education with recommendations for the policy changes..."<sup>41</sup> Other states, Kentucky is a recent example, are also looking at high school reform in a similar fashion.

These five "streams" often build on each others' efforts and often coordinate. The degree to which these "streams" interconnect and correspond in the future will, however, be critical. Even more critical is what this will mean to local communities or regions. There are those persons today who do not accept the premise of the National Governors Association, for instance, that the American high school is broken. Many communities are very satisfied with their large, comprehensive high schools and, arguably, these schools work generally very well in high wealth communities.

Whether it is creating small high schools or embarking on any one of countless reform options, the questions come back to local communities. Among these are, "what does this really mean for students and student achievement?" Additionally, "what does it really mean for the

<sup>40</sup>OVAE (2005). The U.S. Department of Education's 2nd National High School Leadership Summit, U.S. Department of Education. March 15, 2005.

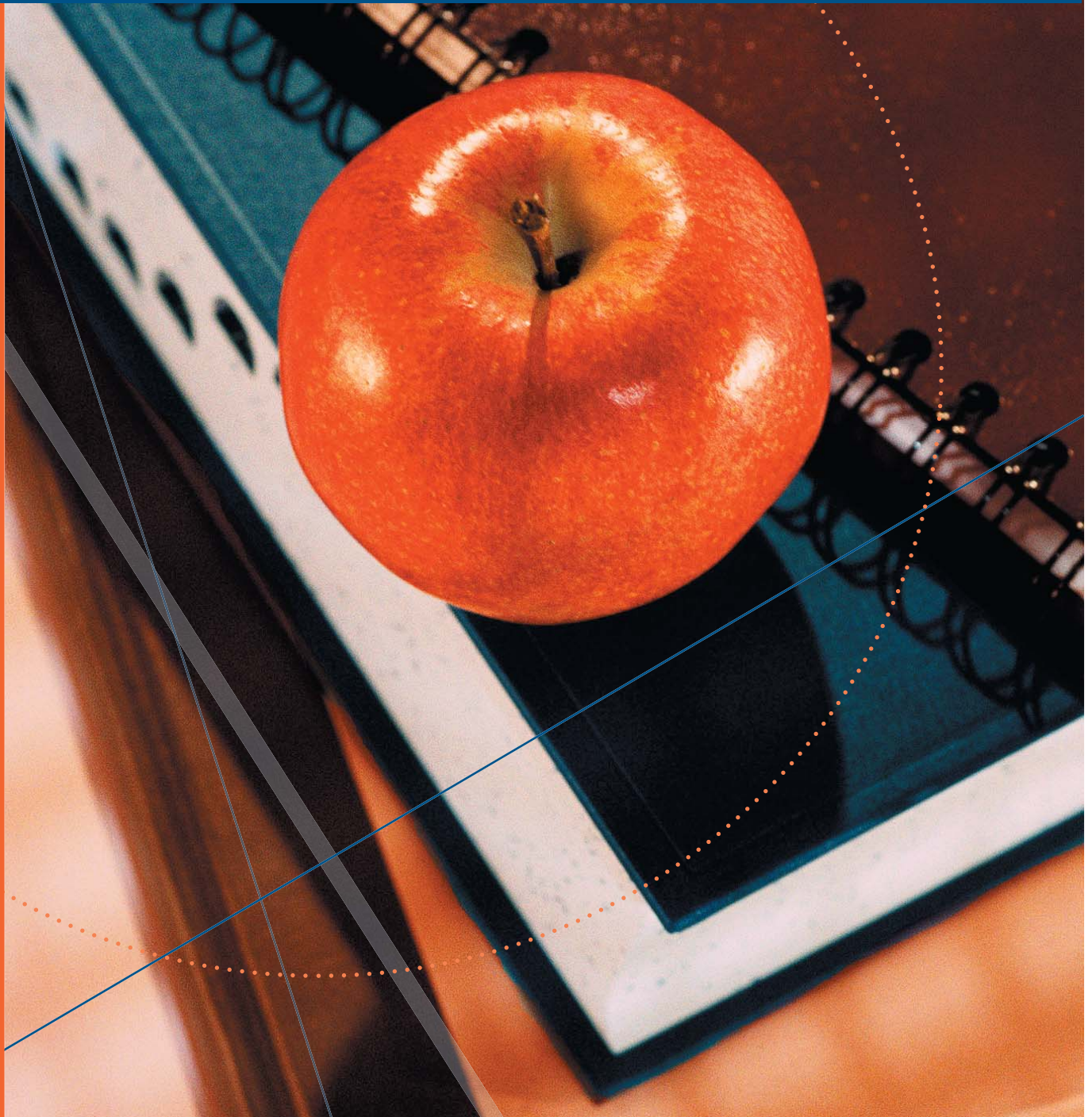
<sup>41</sup>For the complete report of the Task Force, see: [http://www.ode.state.oh.us/achievement\\_gaps/Task\\_Force\\_on\\_Quality\\_High\\_Schools\\_for\\_a\\_Lifetime\\_of\\_Opportunities/Default.asp](http://www.ode.state.oh.us/achievement_gaps/Task_Force_on_Quality_High_Schools_for_a_Lifetime_of_Opportunities/Default.asp)

community and is it in our best interest?” Finally, “does this represent substantial change and is it sustainable here?” The answers to these questions will vary from community to community.

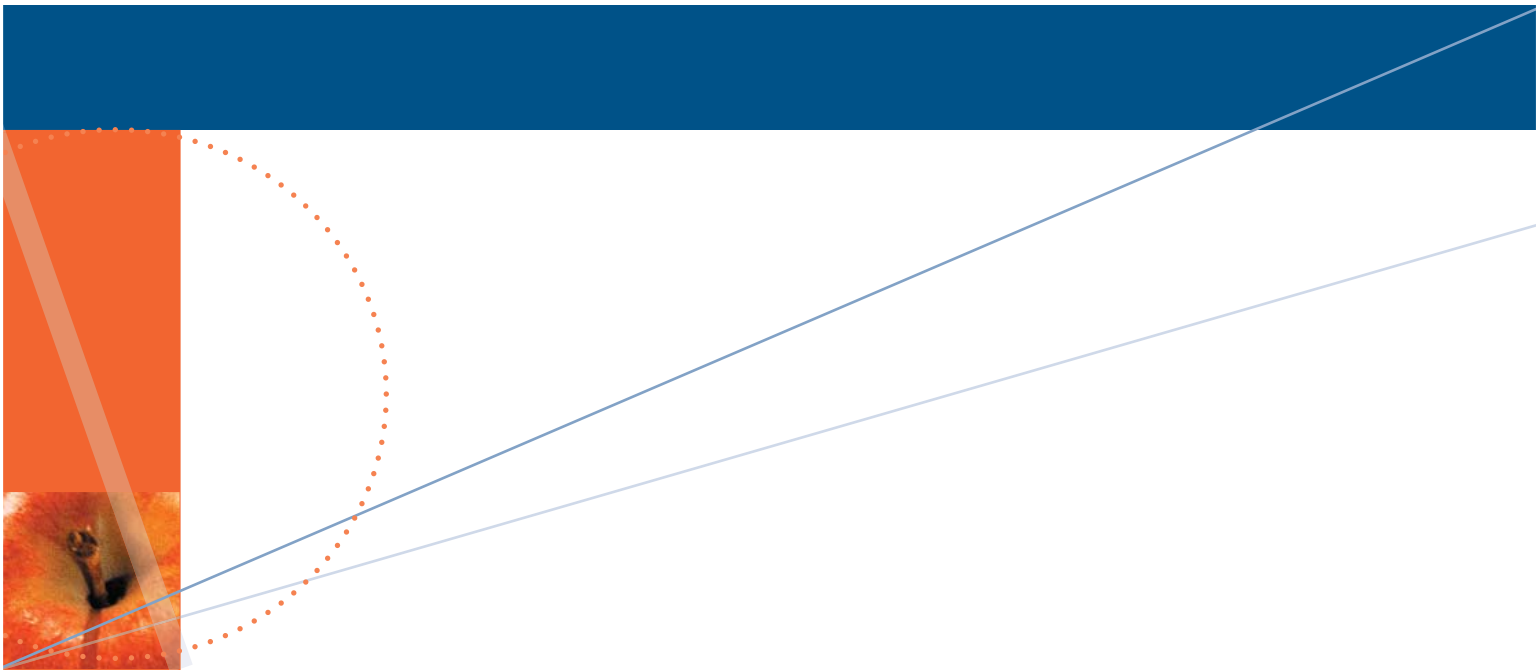
The answers are also not easy to come by. Intense and often lengthy discussion is required on the part of many parties. As Ron Edmonds once said, “we can whenever and wherever we chose successfully teach all children whose

schooling is of interest to us. We already know more than we need in order to do this. Whether we do must finally depend on how we feel about the fact that we haven’t so far.”<sup>42</sup> We maintain that this discussion can best take place under the umbrella of a local or regional P-16 Compact. Indeed, one of the major functions of a local P-16 Compact is to foster and sustain a community conversation on education, its challenges, and its benefits to the community.

<sup>42</sup>This is perhaps Edmonds, founder of the Effective Schools movement, most famous quote.



*Section Two:  
Steps in Forming  
a Local or Regional P-16*



## *It's Not the State or National Economy Which Matters in the End... It's Your Local Economy*

The election year article in the *Cleveland Plain Dealer*<sup>43</sup> was a shocker and enough to lead any Ohioan to despair. Fully one-third of the job loss in the United States since the year 2000, the newspaper related, had taken place in Ohio alone. The timing during the election was enough to flock even more media attention to the state where reporters seemingly stood in line to interview countless poor waifs who had seen their jobs go south to Mexico or overseas to some non-NAFTA country.

None of this is to minimize Ohio's genuine economic woes but the state has found itself dealing with a new set of realities wrapped up into what has become known as the Knowledge Economy. A lot of people, reinforced by the collapse of dot-com stocks, tend to minimize the notion of any economy based on anything except the traditional access to good roads, natural resources, water ways, and cheap labor. They are

further reinforced by the notion that the largest single employer in Ohio today is not Microsoft or Dell Computers, but rather WalMart.<sup>44</sup> Yet, WalMart is not the company with the greatest retail value. That falls to Cardinal Health with revenues of \$65 billion.<sup>45</sup>

The science of regional economics is still relatively new. Is it possible for a region, county, or city to impact its economic growth aside and apart from what is happening nationally or in the rest of the state? Most of us would readily agree to this premise.

There is also a chicken versus egg dichotomy in regional economics. Literally, does the presence of a highly educated workforce draw high tech businesses, or do high tech businesses attract a highly educated workforce? What is known is that there is a definite correlation between the education level of any metropolitan area and its income level.

<sup>43</sup>Ohio: The Heartbreak of it All, The Cleveland Plain Dealer

<sup>44</sup>This stands at 42,800 employers according to the Ohio Department of Development. Employment figures are available at: <http://www.odod.state.oh.us/research/>

<sup>45</sup>See Ohio Department of Development at major employers//revenues at <http://www.odod.state.oh.us/research/>

Gottlieb and Fogarty (1999) at Case Western Reserve University's Center for Regional Economic Issues (REI), looked at the role of education in regional economic growth. They reached the following conclusions:

- The proportion of adults holding a college degree was over twice as high in the most-educated large metropolitan areas (35% on the average) as it was in the least-educated metropolitan areas (16% on average).
- This statistic matters. Among the 75 largest US metropolitan areas, the ten that had the most college graduates in 1980 enjoyed per-capita income growth of 1.8% per year between 1980 and 1997. The ten with the fewest college graduates in 1980 experienced annual income growth of only 0.8% over the same period.
- The most-educated metropolitan cities also outpaced the least-educated on a rough measure of productivity growth over the period 1980 to 1994.
- Educational attainment was not found to be a significant determinant of the rate of employment growth in the 75 largest metropolitan areas. However, additional work by us and others suggest that education contributes to employment growth across all metropolitan areas in the U.S.
- Some metropolitan areas have improved their relative education levels significantly in less than a single generation. Therefore, boosting educational attainment appears to be a reasonable objective for metropolitan policy makers<sup>46</sup>

Today the Center is very much aligned with the P-16 concept in spirit, if not

in name, developing something called Open Source Economic Development. Essentially, the wealth of communities lies not only in brainpower, but in the capacity to establish a sense of place to attract talented individuals and in the ability to create partnerships and networks in the civic space, all cemented by dialogue and inclusion. Communities need to be in the process of strategic learning, rather than the old style strategic planning. This is precisely what a P-16 Compact accomplishes. As REI notes:

*In today's economy, brainpower provides the only basis for sustainable competitive advantage. This fact presents us with some clear imperatives. Advances in brain science tell us that in a knowledge economy, workforce development begins with a pregnant mother. Every child needs sound preschool education and should be able to read and comprehend well by the third grade. Further, we know that in a knowledge economy high school is no longer a ticket to the middle class. Further, dropping out of school creates a lifetime economic disability.<sup>47</sup>*

When we first convened the public to discuss our white paper *The Class of 2021* there was a specific slide that we used. Any community can develop a similar slide. What it shows, quite clearly, is the correlation between education and community wealth as evidenced in per capita income. The reality is that you are no longer constrained by your community's location, nor by what is happening economically elsewhere. Sure, some of this has an impact. The greatest single indicator of community or regional wealth in the future will be without question our education, both what can be produced locally and what that community can attract.

<sup>45</sup>See: Gottlieb, P.D., Fogarty, M., Educational attainment and metropolitan growth. 1999, Center for Regional Economic Issues, Weatherhead School of Management, Case Western Reserve University: Cleveland, Ohio.

<sup>47</sup>See: Building Communities for Tomorrow's Economy on the website of Case Western Reserve University's Center for Regional Economic Issues at: <http://rei.case.edu/publications.cfm>

I offer one other caveat. It is often not a matter of degrees, but what kind of degrees. We are all familiar with the stories of the rocket scientists pushing brooms after the last Apollo moon flight was cancelled and, more recently, about the computer specialists who were out of work in Silicon Valley after the crash of

the dot-com craze. Most certainly, these transitions will always exist. Each community or region must be smart about what type of degrees will best insure the employability of its citizens and workforce into the future. These projections do exist in the development departments of most state governments and at the national level.

Area	Personal Income				Per Capita Personal Income				% with a Bachelors or Higher
	Millions of Dollars			Percent Change '99-'00	Dollars			Rank in State 2000	
	1998	1999	2000		1998	1999	2000		
Geauga	\$2,885	\$3,053	\$3,207	5.0%	\$32,337	\$33,892	\$35,146	1st	31.7%
Cuyahoga	\$45,450	\$43,308	\$45,033	4.0%	\$30,200	\$30,940	\$32,362	4th	25.1%
Franklin	\$30,192	\$31,875	\$33,927	6.4%	\$28,729	\$30,036	\$31,685	5th	31.8%
Summit	\$15,075	\$15,529	\$16,342	5.2%	\$27,884	\$28,665	\$30,070	7th	25.1%
Stark	\$9,239	\$9,451	\$9,861	4.3%	\$24,470	\$24,987	\$26,089	27th	17.9%
Noble	\$199	\$203	\$216	6.1%	\$13,916	\$14,513	\$15,308	88th	8.1%

- Source, Local Area Personal Income Bureau of Economic Analysis, U.S. Department of Commerce

Consider the following example:

### ***A Vignette from the Stark County P-16 Compact***

Midway between the cities of Akron and Canton lies a major engine of economic growth, the Akron-Canton Regional Airport. In the midst of a major expansion, CAK – as it’s known in airport lingo – is one of the five fastest growing airports in the country, servicing over a million passengers last year.

The airport is but one sign of a region preparing, no pun intended, to “take off.” It is a symbol of a “cool community.” The term “cool community” is one used by consultant Rebecca Ryan. Ryan is president of a firm known as Next Generation Consulting.

Ryan’s message is simple: communities across the U.S. are facing four interdependent realities.

The first is that the “innovation economy” – including financial services, professional services, innovative technology, and travel and entertainment – are expanding. To Ryan, these knowledge-based industries have been shown to be the most reliable sources of sustainable economic advantage.

The second reality is that the “innovation economy” rests largely with the next generation of knowledge workers. These are the Generation X’ers (b. 1961-1981). These are the workers who are the authors of the deep impact that the innovation economy is having in creating jobs and wealth.

The third reality is that the next generation places as much emphasis on where they live as where they work. For communities to attract the next generation of knowledge workers and innovation economy entrepreneurs, Ryan believes that they must place as much emphasis on the quality of life as on economic incentives. Amenities such as recreational and entertainment opportunities after work, access to university research and culture, systems of parks and trails all strongly resonate with young professionals looking for “cool communities.”

The fourth reality is that there is a smaller pool of young professionals for communities to attract and retain. Generation X is a smaller cohort than their older, Baby Boomer counterparts.

Ryan’s firm helps communities identify their strengths and weaknesses in attracting and retaining talent. While this is important, how and why communities seek to use the services of a Rebecca Ryan is even more critical. On October 11<sup>th</sup>, 2004, Ryan addressed community leaders in Canton. She came to the city at the request of the Canton Regional Chamber of Commerce, in cooperation with the Greater Akron Chamber and the Stark Education Partnership. In bringing Ryan to Canton, the chambers were replicating an earlier collaborative effort when the two collaborated with the Partnership and Stark County P-16 Compact on the “Why Do They Leave” study funded by the Ohio Department of Development.

Dennis Saunier, president of the Canton Chamber said “the Canton Regional Chamber of Commerce is addressing the “Brain Drain” issue as a significant aspect of our Economic Development strategy. Led by Steve Katz, Senior V.P. and Barbara Hammontree Bennett, Chairman of the Board, the Chamber is in the process of identifying key issues regarding deficiencies and opportunities in Stark County.”

While it is too early to predict the eventual outcomes of this collaboration, the fact that chambers of two of Ohio’s major cities are working together in the knowledge that both the retention of existing graduates and the attraction of new talent is critical to the future economic development of a five county area is significant.

Some might consider the above vignette a great story about chambers of commerce and what chambers of commerce purport to do best, i.e. market communities. Such marketing, however, is incredibly important to a P-16 approach. P-16 is about education; it is also about economics.

Poverty drains even the best of communities in ways that are insidious and complex. For poverty attacks not only the fiscal structure of communities but also the social structures.

None of this is new to those who have been involved in the community life of

urban or depressed communities. Most of us with college educations and good paying jobs find it remarkably easy to push the effects of poverty aside and treat it almost in an academic sense. Every now and then, people remind us of the reality.

There was the 14 year old, for instance, who in his essay for admission to Early College High School talked about his life being surrounded by violence and guns. He had seen some friends die as a result of that violence.

Then there was the group of mothers and kids we brought to Washington to be part of a presentation on college access. After lunch and their presentation were over, the kids went to another room for pictures. The mothers were left seated in the main ballroom of the Washington Hilton and Towers, the self same place more than one Inaugural Ball had taken place.

A colleague pulled me out of the hall way. “I want you to see something,” she said. Standing behind a screen, we stared back into the ballroom, The mothers were racing the now busy Hilton staff trying to clear the ballroom in grabbing uneaten rolls and butter, putting the same in the over sized bags they carried for purses. My colleague, who had worked extensively in the inner city knew these women. Most of the time, they literally never knew where their next meal was coming from.

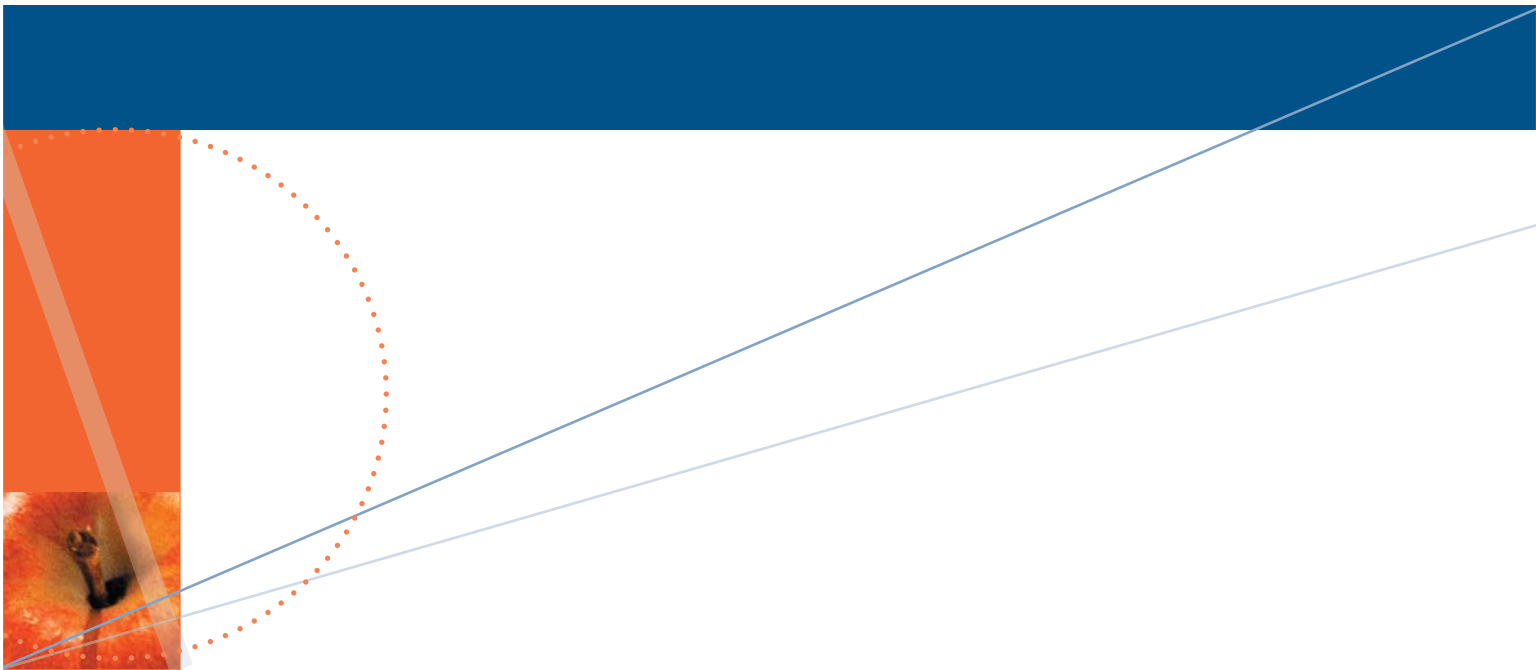
It’s also about the inner city minister in his storefront church calling out to

suburban parents saying, “this is your problem and you all are going to know it because it’s your kids who drive down here for drugs.”

All this aside, the literature is full of examples which indicate that the cycle of poverty can be broken in most families by the attainment of a college degree. For communities, this may be the answer to attacking that hard core of poverty which never seems to diminish. We must also be mindful of what I consider an emerging prejudice in many communities today. That prejudice goes something like this. “You know, we shouldn’t be making everybody go to college.” While sometimes this hides an honest reaction to the notion of “forcing” education or dictating a course of action for another’s life, it also hides an inherent belief that not everyone is college material. It also sometimes hides a belief that certain kids, or classes of kids, can’t make it.

My response is often, “who do you want to tell that their kid can’t go?” For many years, we have thought of college as being for a select few, a club of sorts and a club in which many of us paid our dues to succeed. Members of exclusive clubs are sometimes quite hesitant to let others in. In a true P-16 mentality, this selectivity no longer exists. This is not to diminish rigor or cheapen the value of a college degree as many fear. It is to make sure that all students have the skills necessary to go on. There will be room in the America of the 21<sup>st</sup> century for as many college degrees as we can produce.





## *The Mechanics*

There is a story, probably apocryphal, ascribed to Mark Twain about the time a reporter asked him how the nations of the world could combat the growing menace from the new submarine weapon. “The solution is simple,” Twain said. “You boil the ocean.” The reporter, figuring that he had been “had” by the great humorist said. “Mr. Twain, how can you say such boiling the ocean is simple?” Twain looked at the reporter and commented, “I only said the solution was simple. I didn’t say anything about the implementation.”

Invariably, there are some persons who feel more comfortable with a series of steps on how to establish a P-16. At the onset, the specifics will vary from community to community, but the solution, or steps, are relatively simple. This subsection will discuss the general mechanics. The next subsection, “Nuances” will discuss the implementation.

No matter what our walk in life, we have all sat in meetings or been part of a group which seems to conduct endless meetings and get absolutely nowhere. In education, such groups seem to be particularly legion though I have seen many community efforts run a quick second. As with many

efforts, the returns from a P-16 council or compact are largely predicated by the importance to which both the members of the community and the group subscribe to not only the potential but the capacity of the committee to accomplish specific objectives over time. Success breeds success and it also maintains interest. The latter is critically important for you want a council or compact in which key decision-makers (and not their delegates or subordinates) remain involved. The first step then is:

1. Convening leadership. Who in your community, either an individual or group, has the credibility or clout to get key decision-makers across multiple sectors to the table? Simply put, who in the community has the power to convene? In this initial group you clearly want the presidents of all local colleges and universities, superintendents (at the core this begins with education) and persons who clearly speak for the interests of business, foundations, and human services, such as the head of your chamber of commerce. There is a caveat here. Early on in the P-16 movement many local councils were

established by institutions of higher education and those institutions continued to drive the effort. Any local or regional P-16 must be truly a collaborative effort. There can be no “poor cousins” at the table. K-12, higher education, business, philanthropy, and other groups must come as equals in the process.

2. Establish the focus. This group must decide whether or not a P-16 approach makes sense for the community. What will it mean for education levels, the economy? An adjunct to this is focus on the two over-arching goals — to graduate more students from high school and to send more students on to college. How will this impact the quality of life and economic security of the community? Although this may sound trite, these are not easy discussions.
3. What is critical is that this convening group develop a common vision and purpose.
4. Create a standing P-16 Council or Compact Committee. In the Stark County experience, this was the convening committee plus additional community members recommended by the initial group. Once again, it is critical that these be the organization heads or decision-makers in their sectors, or those who can speak for large numbers within their sector or sphere of influence. While this type of committee can and does make decisions, it also serves to network (building community capital) and to educate at the highest levels of the organizations themselves. People within the respective organizations, of course, will need to work together later.
5. Community convening and establishment of priorities. The P-16 committee needs to present its vision and purpose to a broader segment of the community. It also needs to present data supporting the “Why of a P-16”. In Stark County this was done at a community gathering in which the white paper *Class of 2021* was presented followed by an afternoon of breakout groups to discuss the paper and possible strategies for the community. The representation you seek at this point is broader than the community leaders on the council or compact committee itself, but involves those who are opinion leaders and active managers or workers across the multiple sectors. While it is always egalitarian to want to invite the general public as a whole, this will come later. At this point you are working to expand the buy-in and ownership through progressive layers of the community. The purpose of this convening is not to debate programs; the purpose and focus is to establish strategies.
6. Look at what existing programs match strategies. The P-16 compact or council committee should then do an environmental scan to determine which existing programs match the agreed upon strategies. Consider this a process of discovery. A review of existing programs should not only open up possibilities among the various organizations represented on the committee for networking and collaboration, it will also indicate where gaps exist. Organizations represented on the committee can then individually or collaboratively design programs or seek grants to fill those gaps. How this happens is reflected in the following vignette about a program which resulted from the realization that high school counselors could use additional assistance and resources in serving more students.

## *A Vignette from the Stark County P-16 Compact*

One of the goals of the Stark County P-16 Compact is to raise the number of high school graduates going on to college or post-secondary training. An effective strategy in accomplishing this goal is to create a targeted program to increase student and parent awareness of what preparation is needed for college or post secondary education; the types of education available; admissions requirements; costs; and how to obtain financial aid and assistance.

Now a new Post Secondary Access Advisor (PSA2) program has been funded for Stark County by a \$30,000 grant from the Ohio College Access Network (OCAN). That grant is being augmented by additional funds from the Stark Education Partnership. In the first year the program will provide advisors to skilled students identified by the schools' guidance counselors as those who need additional assistance to go on to advanced education. PSA2s have been named to four urban high schools in Stark County

Advisors have been trained by Kent State University's coordinator for Upward Bound and GEAR UP, two programs designed to increase college going rates. PSA2s are meeting with students and their families during non-school hours encouraging participation in the ACT testing program; working with students and counselors to prepare and submit college applications; helping with financial aid and assistance applications; and supporting the process as needed.

Each school's advisor will accommodate the needs of the students in cooperation with the guidance counselor. In addition to advisors the program offers ACT test preparation to interested students with the support of a grant from the Sisters of Charity Foundation of Canton for learning materials. ACT fees for qualified students have been provided by a grant from Dominion.

The PSA2s are well aware that military, technical and apprenticeship opportunities are extremely valuable and will help students to explore those avenues as well as college.

The Stark Education Partnership is also currently developing a website for students/parents with the following information:

- Tips on completing a college application
- Tips on writing a college essay
- Local scholarship opportunities.

7. Supporting organization. One of the most critical factors in establishing a local P-16 council or compact is in finding and securing the services of a support organization. In Stark County, the Stark Education Partnership serves in this role. A support organization will provide the staff work for the P-16. In a sense,

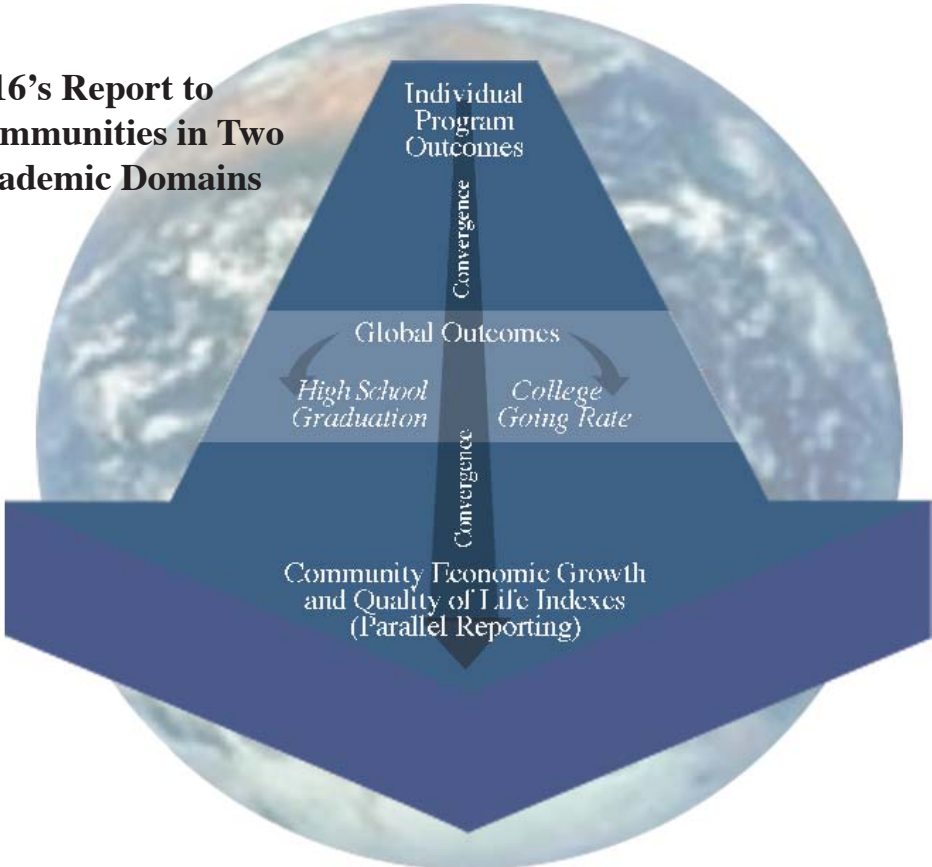
this is what takes the P-16 beyond the scope of being just another community committee. Once the committee decides on a course of action or to pursue programs commensurate with its strategies, someone needs to do the actual legwork that entails research, program development, convening of interested

parties, writing of documents and reports, and often brokering grants. Communities should look for organizations in this capacity that not only have the resources to do this type of work but who also have a history of boundary spanning, i.e. being able to work with schools, government, foundations, social service agencies, etc. and access to the highest levels of the community. As an education reform support organization, the support of the Stark County P-16 Compact was both consistent with the mission of the Partnership and an ideal fit. Communities should carefully consider which organizations can best serve to support their P-16 efforts. As an additional cautionary note, whatever organization is selected should consider the P-16 as a serious long-term commitment.

outcomes on several program levels with the two global measures being increases in high school graduation and college attendance. A distinction must be drawn between the two levels. We might know, for instance, that a scholarship web site (separate program) is accessed by increasing numbers of students and that the number of scholarship awards is increasing. That is a specific program measurement. More students are now going on to college. Did the scholarship web site make the difference? Possibly yes. However, whether or not students go onto college is often due to a combination of factors, such as early awareness, parental attitude, academic preparation, etc. More likely than not, it will be a convergence of many individual programs which will provide the “tipping point” in what is often a rather complicated decision.

- 8. Monitor and report regularly. Any local P-16 effort needs to monitor

**P-16’s Report to Communities in Two Academic Domains**

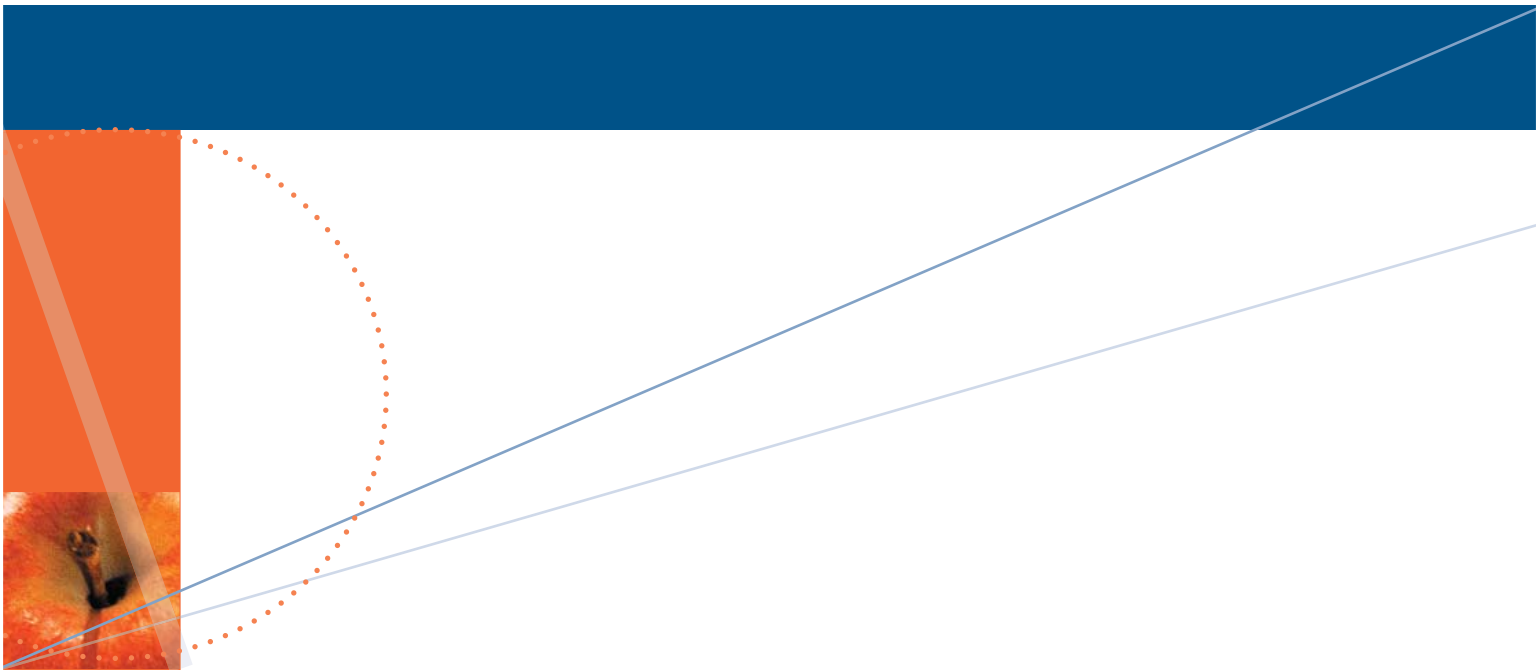


In the same regard, the economic growth and quality of life in communities is due to a variety of factors. Educational attainment is highly correlated and a precursor to growth. None of this precludes the serious additional work which must take place on the part of government and the economic development sector. In true P-16 fashion, all these elements must work together.

On many committees, twin tensions often exist. These tensions are between quick wins and long-term approaches. It has been my experience that committees and communities will deal with the hard and complicated issues over time if identifiable progress points are to be had along the way. We all need reinforcement and evidence of progress. A committee which does nothing but talk, while often of value, will seek to lose interest over time. Focus on immediate, as well as long-term results.

As a final note for this section, I should talk about the theory of the “quick win.” Look for specific programs or program adjuncts in the initial stage which can produce identifiable and immediate results. The example of the Stark County Scholarships web site ([www.starkscholarships.org](http://www.starkscholarships.org)) is one such example. We can also call these quick wins, progress points. The web site only took those resources which were readily available, the scholarships within the community, and created a single place where they could be found. Interestingly, many scholarships had gone unclaimed over time. A simple post card announcing the site was sent to all high school seniors. Once word was out, the information began to circulate. The end result, in 2005, is that donors both within and without the community are increasing the number of scholarships.

<b>Steps to Creating a Local P-16 Compact</b>	
Step 1	<b>Covening Leadership</b>
Step 2	<b>Establish Focus: What Does P-16 Education Mean to Us?</b> Where is our community and region now in terms of educational attainment? What will increasing this attainment mean for our quality of life, economic development?
Step 3	<b>Recognize that You Have Only Two Goals</b> These are to raise the high school graduation and college going rate
Step 4	<b>Create a Standing Compact Committee</b> This is a K-12, Higher Education, Business, Economic Development, Foundation, and Social Services Leadership Committee. You want organization heads and decision-makers
Step 5	<b>Community Convening and Establishment of Strategies</b> – Present the facts to a broader segment of leadership within the community. Have working groups establish strategies to reach the two goals
Step 6	<b>Look at What Existing Programs Match Strategies. Determine What New Programs or Approaches are Needed</b> – How can existing programs work together? What collaborations or new linkages should be formed? Where are our “gaps”? What programs can be designed, or how can we redirect existing resources to fill these?
Step 7	<b>Supporting Organization</b> – Decide on what organization will provide staff support for the P-16 effort
Step 8	<b>Monitor and Report Regularly to Community on Strategies and Outcomes</b> Monitor progress towards goals. How well are programs meshing with strategies? Are strategies and programs still valid?



## *Two Goals Are All You Need (in Context)*

The concept of *Keeping It Simple* seldom applies in either K-12 or higher education. Indeed, as educators, we are in many ways as guilty as doctors and lawyers in wrapping what we do in terminology so obscure as to confound the public and often confuse ourselves. For instance, who in the general public really understands “constructivist learning” or what a Praxis Test is?

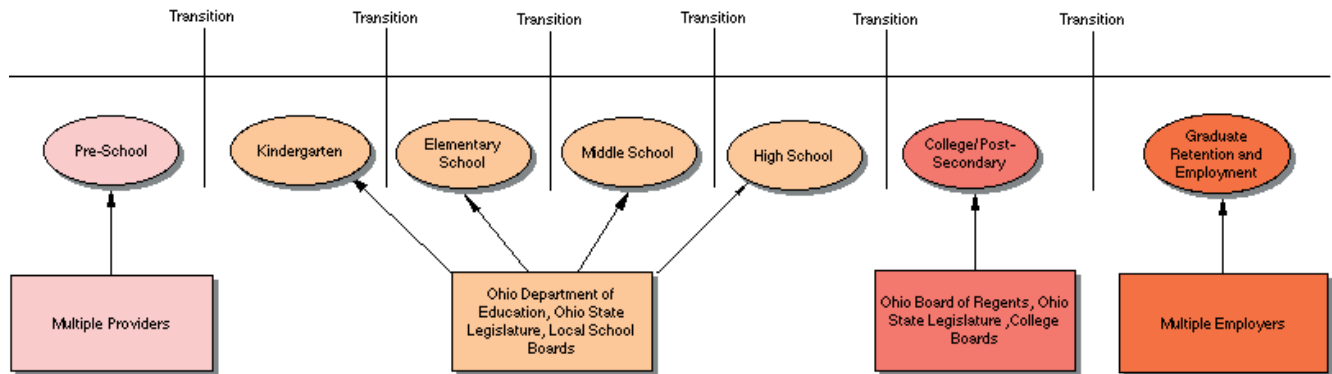
We also are very good at goal setting ad nauseam. We set goals for students, for teachers, for administrators. We have wrestled with Goals 2000 and now have NCLB and AYP. We write countless grant proposals for countless programs and projects, replete not only with goals, but also attendant benchmarks and timelines.

None of this is to say that goal setting, and particularly goal setting in education, is a bad thing, per se. but many of our education goals are alternately complex or obscure and fail to resonate with the general public. The beauty about P-16 is that you only essentially need to have two goals. These are:

- Increase the high school graduation rate
- Increase the college going rate

These goals are clear, concise, and easily conveyed to the public. Naturally, the attainment of these goals is far more complex and involves the coordination of resources, often on a vast scale. What the goals do, however, is to provide a framework to not only foster public discussion and debate but to enable stakeholders to begin to see where their specific roles might fit.

The second thing to remember is that these goals need to be kept in context. The context is the total community (or region or state or nation) and a continuum which stretches from preschool through college, employment and economic development. This continuum, as it exists today, has many disconnects which have evolved over the years as illustrated below in a chart based on Ohio. P-16 systems seek to actively remove those disconnects.



The context for our two goals is far larger than just the K-12 or higher education sector. It is the economic health and quality of life within the community, aspects which are firmly linked to educational attainment.

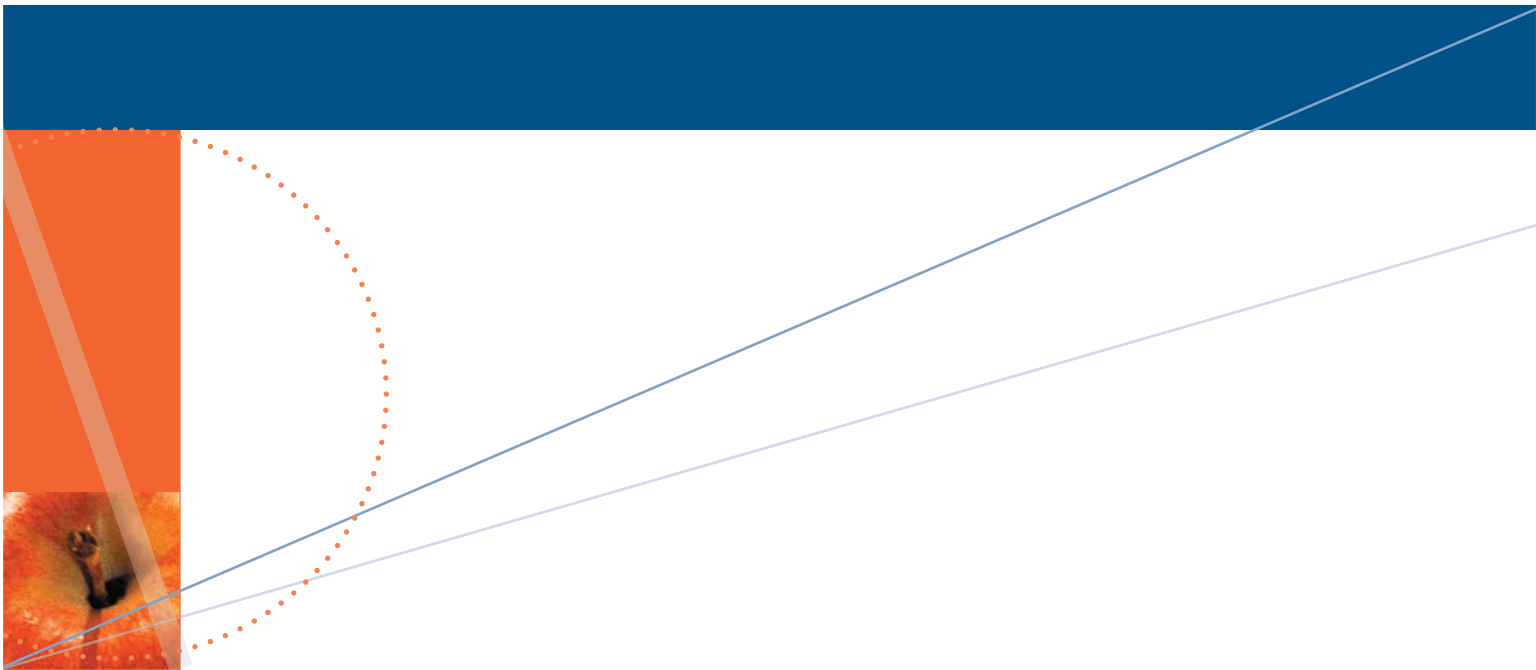
Consider what researcher Enrico Moretti has to say about this link:

*A percentage point increase in the supply of college graduates raises high school drop-outs' wages by 1.9%, high school graduates' wages by 1.6%, and college graduates wages by 0.4%. The effect is larger for less educated groups, as predicted by a conventional demand and supply model. But even for college*

*graduates, an increase in the supply of college graduates increases wages, as predicted by a model that includes conventional demand and supply factors as well as spillovers.<sup>48</sup>*

Simply put, the more college graduates within a region or state, the greater the impact on everyone's salary. In the old industrial/manufacturing (certainly not the new) environment of the 1950s, higher education did not matter that much. Today it matters more and more. Intellectual capital is the single greatest asset that a state, region, or community can possess. This reality must be understood by all segments of the continuum.

<sup>48</sup>Moretti, E. (2001). Estimating the Social Return to Higher Education: Evidence From Longitudinal and Repeated Cross-Sectional Data NBER Working Paper No. 9108



## *Vision & Leadership: Critical Elements*

Every community has leaders. Every community also has visionaries.

It was in the spring of 2002 that in association with the Stark County Educational Service Center and with Dr. John McGrath, president of Stark State College of Technology, the Stark Education Partnership convened the Stark County P-16 Compact, the first such county level compact in the state of Ohio and the first surrounding a major urban area. We believed then and also believe today that the Compact can well serve to be a model for regional P-16 Compacts or Councils throughout the state and elsewhere in the nation.

The Compact began by pulling together key decision-makers (leaders and visionaries) in the area of K-12, higher education, business, philanthropy, economic development, and social service agencies. These leaders divided into three task forces to consider what might be needed to

achieve the dual goals of increasing the high school graduation rate and sending more students on to college.

The findings of six months of study on the part of the task forces can serve to advise the creation of P-16 councils or compacts elsewhere. Though these findings were local/regional in nature, alignment with, and investment in state and federal efforts at the local level is evident. The findings are as follows:

- **Targeted programs** are needed to increase both student and parent awareness of the preparation needed for college, types of college education available, admissions requirements, costs, and financial aid and assistance available. These targeted programs should be developed to not only sustain aspirations on the part of students, but to raise parent (guardian) aspirations for their child.
- **A neighborhood level approach** is mandated in the inner cities.



Neighborhood leaders, parents and guardians, particularly mothers should be engaged in the process of working to encourage completion of secondary and post secondary or continuing education for children.

- **The Post Secondary Enrollment Option (PSEO)** which enables high school students from grade nine onward to take college level courses can be a useful tool in bridging secondary to post-secondary education. However, both the way in which the option is currently being used in Ohio and the funding mechanism that is in place need to be examined in order to determine how this option can be used most effectively.
- **It is critical to create and improve relationships** in order to express to students that someone cares about their success and future. Every child should have a learning advocate. We need to strive to coordinate and strengthen existing mentoring programs, extend and coordinate advising, guidance counseling and college counseling services.
- **A compilation of scholarships and other funding sources** within and outside of Stark County needs to be made available both for students and parents. This compilation should be updated on a regular basis and made available both electronically and in print. Corresponding educational programs and sessions should be coordinated with parents, counselors, higher education institutions and others. Membership in the Ohio College

Access Network (OCAN) will be a critical component here.

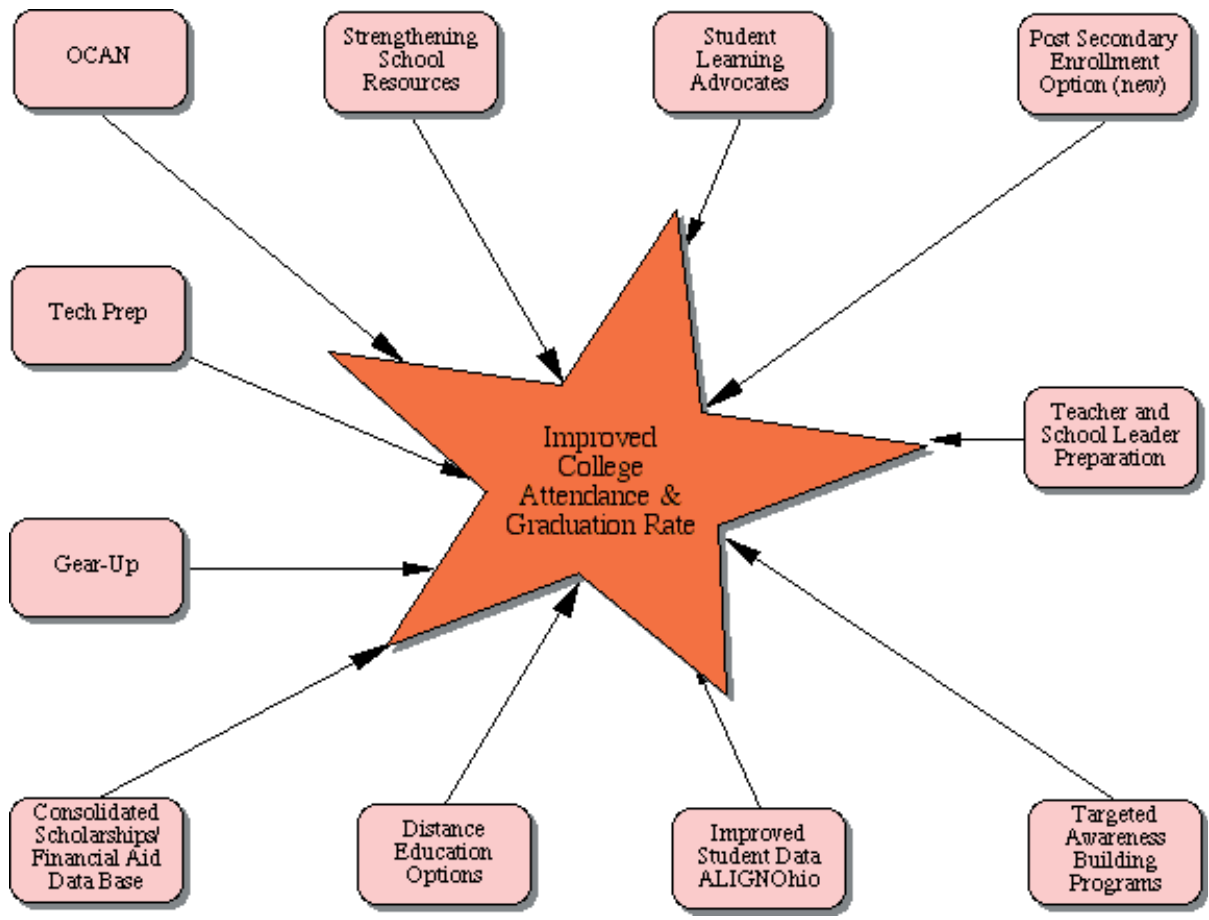
- **We need to review and recommend how the community might help schools strengthen their resources** available to parents and students to make informed decisions and gain additional support.
- **We need to promote shared, integrated data management** to assure high levels of student achievement. Scaled up for all districts, assessment data on students should be shared with the colleges and considered as a replacement for the currently administered placement (Compass) test. This will enable the colleges to have access to school district student data to continue instruction without interruption.
- **We must support ongoing teacher and school leader preparation** aligned with the tri-partite theory of change now in use in Stark County. Enhanced teacher preparation is needed to continually improve results and enable students to more successfully transit to higher education. A continuous school leader preparation program, based not only on the change model, but on distributive leadership, will enable a solid and high performing P-12 base for higher education.
- **We must move beyond existing content standards** and help all educators P-16 integrate the lifelong learning or “new basic workskills” of abstraction, system thinking, experimentation and collaboration into existing content standards so

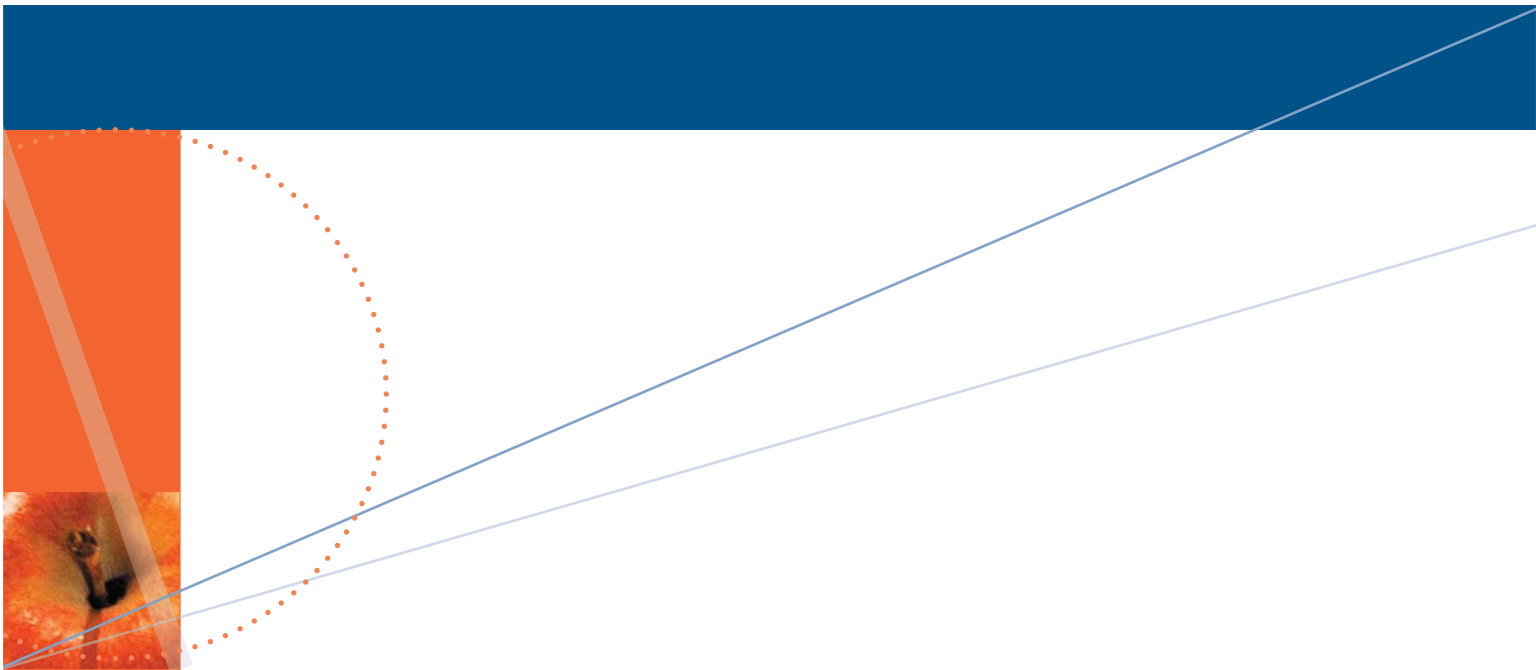
that students are prepared for the requirements of the world of the knowledge worker who is “highly mobile, comfortable with ambiguity, entrepreneurial and creative.”

- **We need to learn from, build upon, and expand** current contextual learning concepts as they relate to

student learning (GEAR UP, College Tech Prep, Academies, etc.) and their relation to creating seamless paths to post-secondary education.

These findings, once again, emerged from two, and only two goals. Now it was possible to begin to formulate strategies to achieve those goals.





## *Have a Clear Local Theory of Community and Change*

Every state is a community of some kind, and every community is established with a view to some good; for mankind always act in order to obtain that which they think good. But, if all communities aim at some good, the state or political community, which is the highest of all, and which embraces all the rest, aims at good in a greater degree than any other, and at the highest good.- Aristotle<sup>49</sup>

<sup>49</sup>From Politics, Book One, Section One. For an excellent translation of this work by Benjamin Jowett visit the Internet Classics site at MIT: <http://classics.mit.edu/Aristotle/politics.html>

I was at a conference in 2004 when I first heard someone describing Ohio as a collection of “city states”. At first, I thought this was a poor analogy. Yet on further reflection, I began to understand what the individual meant. Ohio’s major cities, and the political communities within those cities are not specifically known for working together or in concert. In 2004 some 68 philanthropic entities across Northeastern Ohio launched the Fund for Our Economic Future in an attempt to spawn awareness of the potential for regional solutions.

The Fund has a great deal of work to do to foster any sense of regionalization in the area.

*Community leaders identified “conservative”, “parochial”, “provincial” thinking of citizens and elected officials as extreme barriers to the economic transformation of NEO.*

*In fact, the most striking differences between leadership interviews and citizen conversations centered on each group’s respective attitudes and vision for the region.*

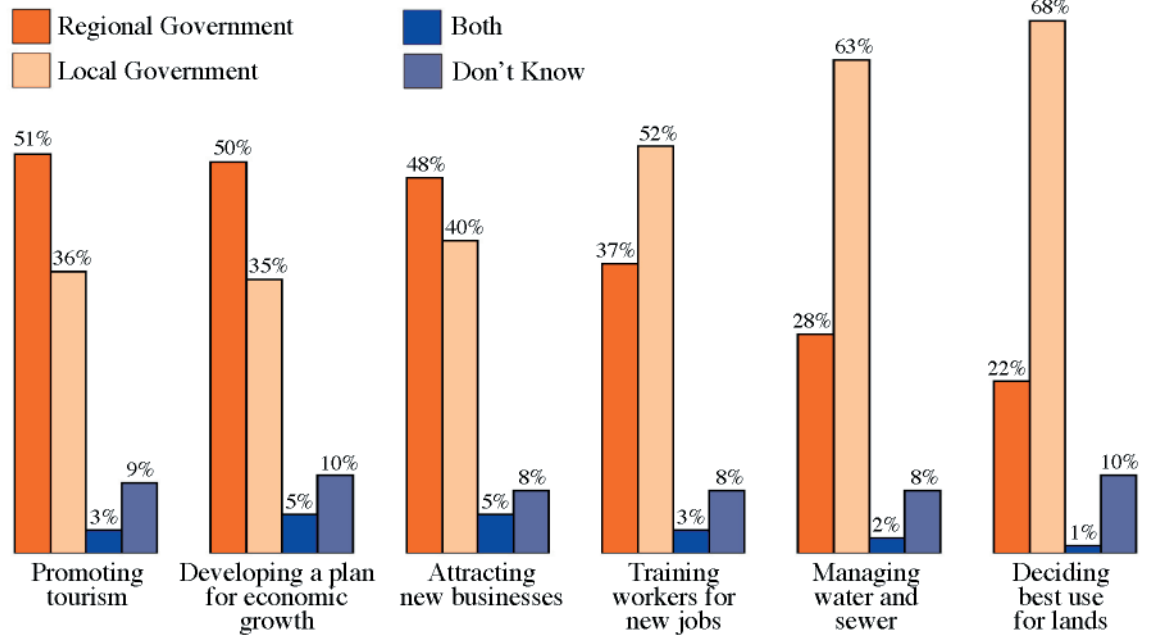
Leaders feel that residents want to live off of the past instead of looking to what the future can hold. In addition, “provincialism” was the word most commonly used to describe failure of NEO to see itself as a region and the lack of willingness to cooperate across political boundaries. Indeed, when residents were asked to describe their aspirations for a better place, many did express a desire to turn back time. One Stark county resident said, “to move forward we have to go back”.

A Summit County resident wants life to be “like it was in the 50s”. And, the Lorain County group talked about how they “cherished the 50s and the 60s”.

There was, however, some recognition among residents that the economy is shifting and traditional manufacturing and steel are not coming back. The Mahoning County group of residents recognized this. They said, “Attitude is a problem, when steel mills went people said they’ll come back- they won’t”. Those who wanted to turn back time described passion for a simpler life, “an environment where things are not so spread out, not so impersonal, where you know your neighbors, where things are not so fast-paced”. Consistent with values, people want to spend more time with family and friends instead of “in front of the television”. Thus returning to the 50s and 60s is not just about manufacturing and steel for residents.

## THINKING & ACTING REGIONALLY IS IMPORTANT TO CITIZENS

### Preference for Regional Government by Type of Function



Q. Who do you think would do a better job with each of the following functions? Local or county gov't, or a regional government agency?  
 SOURCE: The Gallup Organization “NEO Barometer” Survey, n=2015, November-December 2003

*Nonetheless, leaders will have to be careful about forging ahead until the citizenry's comfort level with doing so increases. Attitudes will have to be considered primarily in terms of readiness for economic and social transformation.<sup>50</sup>*

All at once, these statements underscore many of the issues confronting leaders not only in terms of any broader regionalization in Ohio, but also within their own communities. Interestingly, despite these comments, the Fund found that there was solid support for regional approaches or collaboration between governments in certain areas.

One might quickly note that K-12 or P-16 education was not one of the questions examined by the fund, though certainly training for new workers enters as a major consideration. One reason for this lengthy prelude is that there has been a growing consensus that P-16 is something which should be managed or planned, or at least aligned at the state level. I have even advocated that myself. There is also some consensus that P-16 should take place on a regional or local community level. The caveat here is the definition of region. This book maintains that all three (plus a federal alignment) are needed, but for different reasons.

Part of this heralds back to what our definition or theory of community ought to be. A very simplistic answer, is that area which is not too large to build and insure consensus for the common good.

A more complicated answer might be that area in which the political will can be forged to insure the quality of life and economic future of all citizens.

Local P-16 councils or compacts must consider a theory of community. While extensive regional P-16's might look good on paper, they will serve no purpose whatsoever if they only produce a handful of programs that will only impact a handful of individuals.

Education is the key component of any P-16. Here the theory of community must begin. K-12 education and many two and some four year higher education institutions are very much wedded to the communities they serve. In Stark County the scope of what constitutes community was easy to determine due to the long spirit of collaboration between 17 public school districts and a growing spirit of collaboration between the five institutions of higher education, both among themselves and with the K-12 institutions. In other communities, the answer may be different. The following example is part, not all, of a community theory of change. It is the theory of change which deals with that sector of the community known as K-12 education. It describes how high achievement can be obtained, not just for a few, but for all students within a community. Yet, as you will see, it is not divorced from the needs of the overall community. The model below was agreed upon by all 17 school districts within Stark County:

<sup>50</sup>From: Ohio Grantmakers Forum and the Great Again Conference Planning Committee. (2004) Framing the Conversation for Northeast Ohio: A Diagnostic Paper. Lorain, Ohio:Public Services Institute & Joint Center for Policy Research Lorain County Community College. Copies of this paper may be downloaded from the web site of the Fund for Our Economic Future at: <http://www.futurefundneo.org/default.asp>

### *A Vignette From the Stark County P-16 Compact*

Presently in Stark County, the higher the level of education a young person has, the more likely he/she is to seek and attain employment elsewhere. The Stark County dilemma, then, is how to institute systemic reform of education to prepare students for the rapidly changing future rather than our industrial past, at the same time responding to and supporting shifts in the local economy which increase the number of higher level jobs for better educated youth.

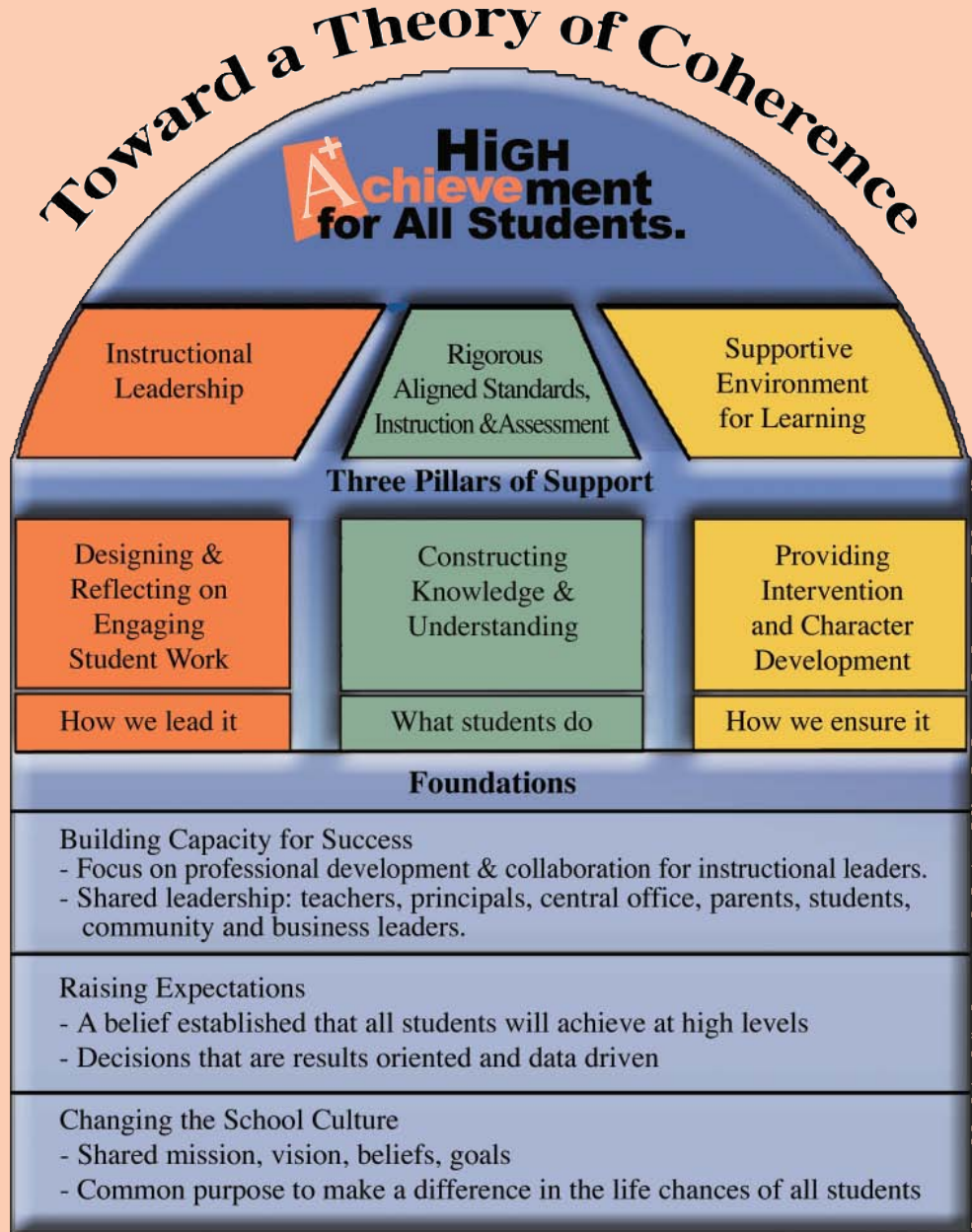
This reform, already underway in Stark County, will need to result in the graduation of higher numbers of youth with the knowledge and skills to solve complex problems and employ sophisticated technologies. Such change can only be accomplished with comprehensive change in teaching and learning in every school in the county. This change is urgent, and requires that all segments of the community – public officials, educators, parents and students – begin to act now.

Rising student achievement in Stark County, Ohio is not an accident. In part the gains have been due to long-term, focused, collaborative action among all school personnel, business and community leaders, and some seed money for focused interventions from local foundations around the following beliefs:

- Systemic change is essential if all students are to learn at high levels.
- Systemic change requires new capacity in all of those involved in education; building this capacity requires its own capacity.
- Systemic change necessitates leadership
- Systemic change must be driven locally and collaboratively.
- Changing education will not take place overnight; it requires time and patience.
- Efforts to improve education must be assessed thoroughly, openly and honestly.

In part, the gains are the result of a clear focus on our data. For the last four years, all the districts across the county have intensely monitoring the data generated from the state proficiency tests and local assessments derived from state and national standards. Building on adequate foundations with three pillars of support, we can attain high achievement for all students:

*The Stark County Theory of Action Model*



Stark County stands poised on the threshold of educational redesign – we have the capacity, the commitment, the collaborative infrastructure, and common principles and goals. This rare opportunity represents a pivotal moment for us. **The future of our community depends on how quickly, flexibly, and well we do this work.**

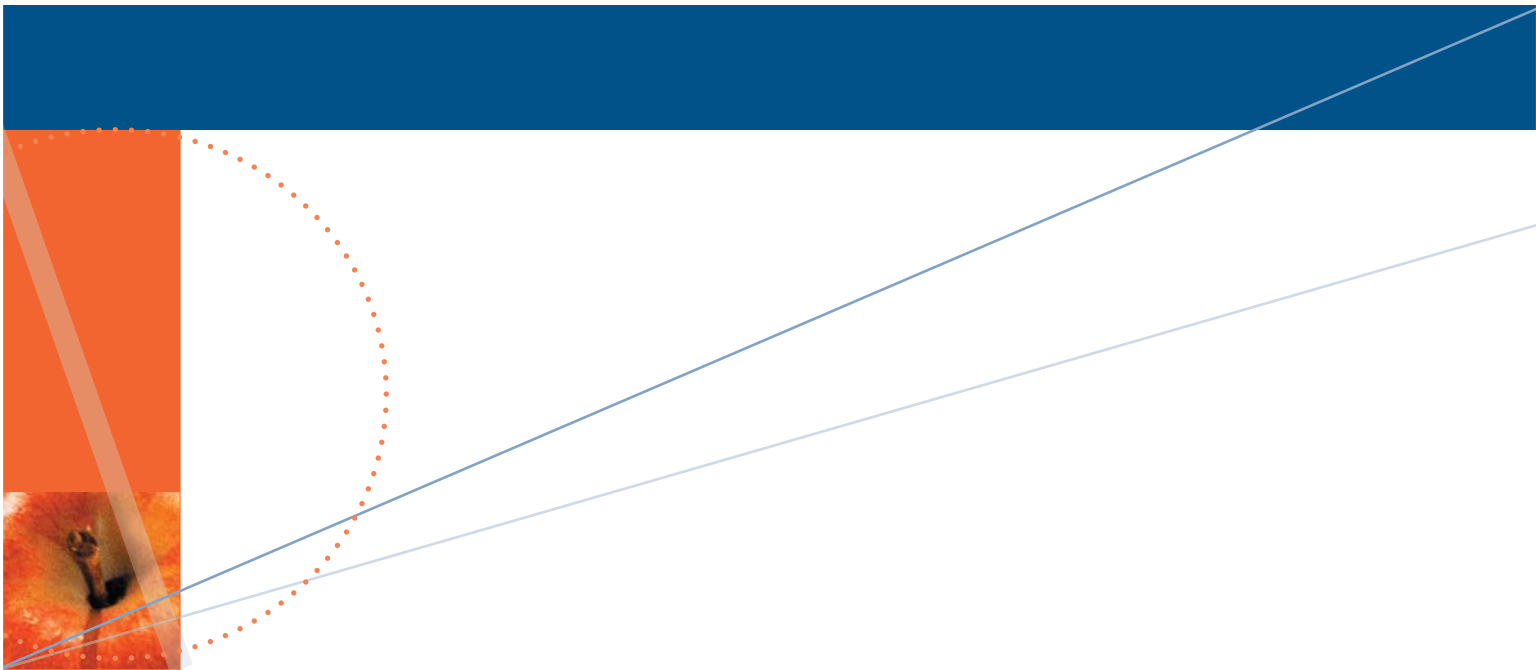
Education continues to be one of the major professional employers in Stark County, Ohio. As a result, talent abounds in the local school districts. Leaders in the school districts have long recognized that a distributed leadership model is most effective to accomplish and sustain the necessary change. Therefore, they choose to collaborate with one another. Our focus is on the improvement of instruction, so we only change the selected structures if we are sure better instruction will result. We do not have “policy churn”<sup>51</sup>, instead, despite numerous changes in leadership, we have maintained stability in our school reform efforts. Most importantly, we have a history of institutionalizing the improvement of instruction long after the initial funding has gone.

The development of a much broader theory of change, incorporating the entire community, is something that a P-16 Compact may want to target. Having a

community theory of change for educated, dedicated to achieving the twin goals of increasing the high school graduation and college going rate, however, is essential.

<sup>51</sup>See: Elmore, R. (2000). Building a new structure for school leadership. Albert Shanker Institute. [www.ashankerinst.org](http://www.ashankerinst.org)





## Programs vs. Strategies

For many years in education, we have been fixated on finite projects or programs to achieve specific goals. While this approach works well if goals are defined and limited, projects and programs will seldom produce long-term systemic change in education. There are many reasons for this. Simply put, teachers and administrators move on, students and their families are part of the system for a period of time, expertise is gained and often lost. Systems which are cost sensitive seldom have the funds to fully institutionalize specific projects or programs unless corresponding policy and financial changes occur.

A classic example of a program is GEAR UP. Launched during the Clinton administration, GEAR UP survived (funding was actually increased) during the first Bush term from 2001-05. Then, in his 2006 budget request, the President called for the elimination of GEAR UP as a free standing program. Congress disagreed. As of this writing, GEAR UP will continue with a budget in excess of \$300 million for FY 06. What is GEAR UP and what is it intended to do? Let's look at how the U.S. Department of Education describes the program:

<sup>52</sup>Description from the U.S. Department of Education website at: <http://www.ed.gov/programs/gearup/index.html>

*The GEAR UP program is a discretionary grant program designed to increase the number of low-income students who are prepared to enter and succeed in postsecondary education. GEAR UP provides five-year grants to States and partnerships to provide services at high-poverty middle and high schools. GEAR UP grantees serve an entire cohort of students beginning no later than the seventh grade and follow the cohort through high school.<sup>52</sup>*

Arguably, the concept of GEAR UP is an extremely powerful one, but note the operant statement, "an entire cohort of students". While there was some latitude in defining a cohort, many considered this as a single class of students. Granted funds could be used for teacher professional development and a variety of other interventions which would hopefully begin to alter the environment of a district and community to better serve those following after the cohort. There was also the aspect of a higher education K-12 partnership to implement the project. Surely this could be built on afterwards.

GEAR UP was funded at almost \$309 million for FY 2005 and as such

represented a major federal education project. As this is written, Congress has argued the merits or shortcomings of the program in its review of the budget. The program will continue for now. When all is said and done, the reality remains that GEAR UP is a finite program. Funding will someday expire.

What if, however, a district and community under P-16 had a strategy of increasing student (and parent) readiness and awareness of the need for college as a way of achieving the goal of sending more kids on to college. Such an agreed upon strategy is not dependent on a single program or the appropriations process in Washington.

Such a strategy can attach or detach programs and projects over time which meet the essential demands of the strategy. What is important is that this is a new way of thinking within a P-16 context.

Some programs might work well; others might fail. Some may require minimal funding, others might utilize existing state or federal grant program options. The programs in place today might not

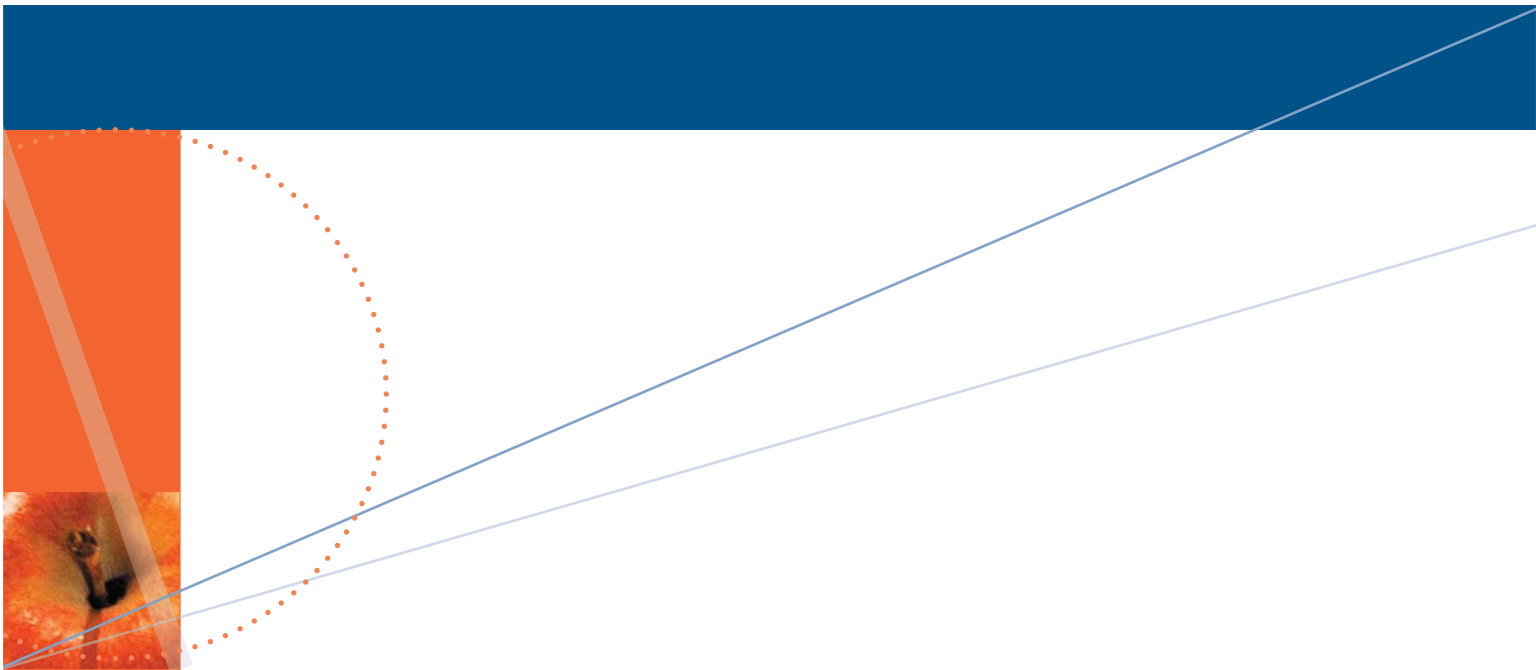
be the same as five years from now. The strategy, however, remains intact.

There are other outcomes as well. Different organizations and agencies begin to see where their individual programs match specific strategies. As a consequence, those programs begin to align with the strategies. Below, by way of example, is a chart from an early update on the P-16 Compact.

The programs in the first column were the result of an Ohio College Access Network grant. The second column represents programs in effect both in districts and in the community. The third column represents the Canton City Schools GEAR UP project, but also a scholarship web site sponsored by the Stark County Educational Service Center, Stark Community and Timken Foundations, and the Stark Education Partnership. The site itself raised the awareness of multiple scholarship providers to the efficacy of having a common site.

The last column represents a program established by a corporate donor (Dominion) and a policy change at a higher education institution. Once again, while these programs can come and go, the strategies remain intact.

<b>Preparation for College Admission</b>	<b>Aligning Curriculum and Programs for Student Success</b>	<b>Funding College Costs</b>	<b>Using ACT as Admissions Test &amp; Decreasing Need for Remediation</b>
<ul style="list-style-type: none"> <li>• Completing the application</li> <li>• Preparation program for ACT</li> <li>• College Access Advisors (PSA2)</li> </ul>	<ul style="list-style-type: none"> <li>• AfterSchool</li> <li>• AlignOhio</li> <li>• Care Teams/ Wrap Around Teams</li> <li>• Digital Academies</li> <li>• Math and Science Partnership</li> <li>• Small Schools</li> </ul>	<ul style="list-style-type: none"> <li>• Stark Access web site</li> <li>• GEAR UP program</li> </ul>	<ul style="list-style-type: none"> <li>• Dominion fund for ACT fee waiver</li> <li>• Stark State College of Technology</li> </ul>



## Looking for “Breakthrough Strategies”

There are strategies and then there are “breakthrough strategies.” The difference is that a breakthrough strategy has the potential in a short period of time to begin to alter perceptions, behaviors, and outcomes on a large scale. For instance, a long-term standard strategy might be to increase college access by having students take at least some college courses while in high school. Ohio has used this strategy, as have many other states, for some time. In Ohio we call this approach the Postsecondary Enrollment Option or PSEO. Is PSEO a breakthrough strategy? In FY 04, 9295<sup>53</sup> students across the state used this option. To some this may seem like an encouraging number and PSEO has grown over the years.

Students in grades 9-12 are eligible for PSEO. In Ohio there were 563,429

students enrolled in those grades alone for the 2003-04 academic year. That means less than 2% of Ohio’s high school students took advantage of the option, hardly a breakthrough strategy in a state where the stated goal of its Commission on Higher Education and the Economy (CHEE) was to increase college enrollment by 30%.<sup>54</sup> The sad reality is that the Ohio legislature that created the PSEO and the Ohio Department of Education, Ohio Board of Regents, the districts and colleges never saw PSEO as a breakthrough strategy.

In the end, PSEO became a program that was neither a financial winner for districts nor colleges and that became so wrapped up in regulation as to virtually insure the elimination of poor or first college-going generation children.<sup>55</sup>

<sup>53</sup>For historical participation rates in Ohio’s Postsecondary Enrollment Option (PSEO) see the Ohio Department of Education web site at: [http://www.ode.state.oh.us/school\\_finance/handbooks/finance\\_handbooks/pseop/PSEOP\\_Reports.asp](http://www.ode.state.oh.us/school_finance/handbooks/finance_handbooks/pseop/PSEOP_Reports.asp)

<sup>54</sup>For a full copy of the Commission on Higher Education and the Economy recommendations, see: <http://www.governor.ohio.gov/education.htm>

<sup>55</sup>For an interesting review of some of the issues surrounding Ohio’s Postsecondary Enrollment Option see the Ohio Legislative Budget Office Policy Brief of the same name, Vol.1, No. 1 (January 1999)

### *Vignette from the Stark County P-16 Compact*

Recognizing that Early College at Timken Campus is important to the future development of both the Canton City Schools and Stark State College of Technology, the leaders of both institutions have agreed to make significant investments of time and resources to assure that this effort is successful.

Sponsored by the Bill and Melinda Gates Foundation, supported by Jobs for America's Future and in partnership in Ohio with the KnowledgeWorks Foundation, Early College High School is a concept both simple and complex.

It is about creating a new school on the Timken Campus which will take 400 low-income students, first generation college-goers, and advance them through a program which yields both a high school diploma and associate degree in four years.

Early College High Schools are at the cutting edge of school reform. For a city like Canton, Ohio with a college educated rate of 16%, the implications are clear. As researcher Enrico Moretti (2002) has found, "a percentage point increase in the supply of college graduates raises high school drop-outs' wages by 1.9%, high school graduates' wages by 1.6%, and college graduates wages by 0.4%. The effect is larger for less educated groups ... but even for college graduates, an increase in the supply of college graduates increases wages..."

There is need to establish Early College at the Timken Campus from three perspectives: economic development in Canton and Stark County demands that more graduate from college, Timken Senior High School needs to graduate more of its students from high school and Stark State College of Technology needs to graduate more Canton students from degree programs.

Early College at the Timken Campus in Canton, Ohio will be the fulfillment of a long planned community dream. More than 20 years ago a group of business and community leaders came together to discuss the needs of the Canton community. What emerged was a focus on education, economic development and family development through education. Effective Early College at the Timken Campus implementation is a win/win/win for Timken Senior High School, Stark State College of Technology and the community.

The Early College at the Timken Campus will be a new school located on the Timken Campus. A new downtown branch of Stark State College of Technology will be co-located on the Timken Campus which is in the midst of a multi-million dollar expansion program.

Beginning with a cohort of 100 students and adding 100 per year until school enrollment reaches 400, Early College High School at the Timken Campus will feature a revolutionary model of courses co-taught by both college professors and high school teachers.

A set of powerful assumptions will guide the new school's design:

1. Schools operate within "bands of performance," described by Dr. Houlihan, Executive Director, Council of Chief State School Officers, and even if they meet all of the Attributes of High Performing Schools, they will not move out of the bands of performance without a "break through" strategy. Early College at Timken Campus is our "break

through” strategy to dramatically improve academic performance at Timken Senior High School as measured by increased passage rates on required end-of-course tests, increased average ACT scores and increased graduation rates.

2. All students can achieve at high levels given high expectations and focused support.
3. High school teachers and college faculty can collaborate to help teach hard to learn concepts to all students through the creation of engaging work focused on the upper levels of Bloom’s Taxonomy.
4. Students will create new knowledge as they work on their Senior level performances. In much the same way that the Westinghouse (Intel, now Siemens) Competition creates new knowledge, we think that Early College at Early College will create the same opportunity for students not previously identified as having this potential.
5. As high school teachers and college faculty gain experience working together, they will collaborate and eventually trust each other to suggest and use new strategies to stretch and reach all students regardless of the content area.

Planning for Early College at the Timken Campus took place in 2004-2005 and the school opened in the summer of 2005. In another move, Stark State College of Technology has established a downtown Canton campus at the Timken site and adults can now take college courses as well. The city of Canton now joins the ranks of other major cities with downtown college presences. Additional satellite centers are located at Alliance High School, Southeast Community Center, and Carrollton Friendship Center.

Early College High School is an example of a community level, it could be state or national level as well, breakthrough strategy. The notion was not only to open a new school for an eventual enrollment of 400 children, it was also to further the process of a culture shift within a community that needs to focus on educational opportunities for all its children. Does

the community get it? Consider the following from a letter from a Stark County citizen to the *Canton Repository*:

*...It’s encouraging to finally read about the launching of a new Canton City program, the brightest star on the educational scene, as I see it (“Students eager for early college,” May 31). Timken High School’s Early College High School celebrated its startup with a ceremony including speeches by three of its best. Each of these incoming students faces challenging economic and environmental obstacles.*

*One, a talented aspiring writer, told of never being sure if there would be food on the table or hot water, despite his parents’ hard work. He didn’t do well earlier in school, but because of an empathetic teacher, found his motivation and has worked hard ever since. One spoke of how many students at his middle school*

*didn't care about learning. He wanted to learn. He is succeeding. Another wants to be a teacher.*

*Each will be the first in his family to obtain a college degree. They can receive up to two years of equivalent college credit through Timken's program. Canton City Schools is apparently maximizing the funding it has obtained for this fine program.*

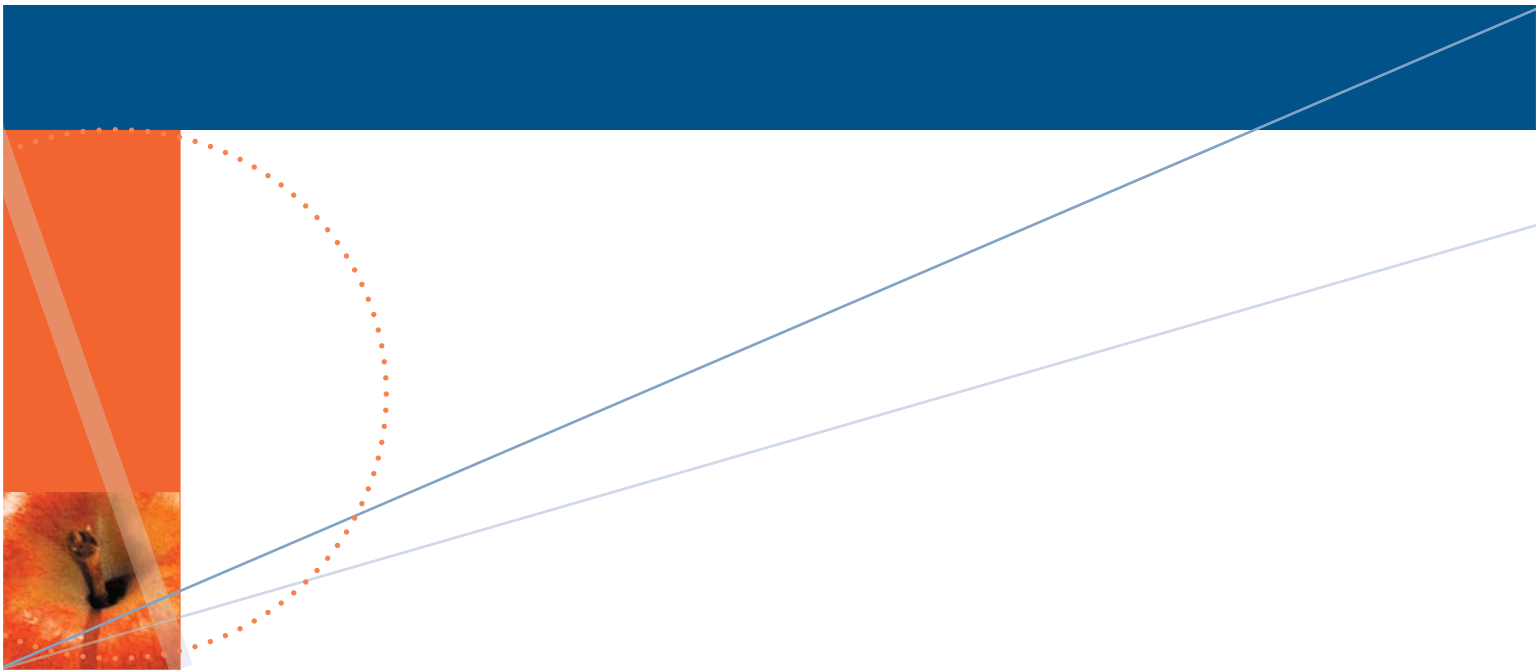
*So many disparities, inequities, ironies. It is clearly time for state legislators to develop a new education funding plan, so that the largess some schools enjoy can be equitably shared with those that deserve it just as much, if not more.<sup>56</sup>*

This reader clearly sees a breakthrough strategy. So do others. On January 8, 2005 the Stark County P-16 Compact pledged to continue the development of further Early College High Schools. The community will not stop with just one.

Ultimately the strategy is not just about a single program, the Early College High School in Canton, nor is the strategy about who from the outside wants to provide grants for such a program. There are nearly 50 early college high schools across the country. Some will survive beyond the grant funding period, some won't. It's also not about the State of Ohio or the next biennium budget (which includes dollars for early college start ups) or the federal government where similar budget requests are being made.

The strategy is about college access for the children of a community and how that might be efficiently and effectively done. It is about helping all children succeed once they are in a program. It is about the corresponding belief that we have "no dummies" and that all children, given the proper support, can do college level work. That is a seismic shift.

<sup>56</sup>From: Letter to the Editor, Canton Repository, June 8, 2005. Available at: <http://www.cantonrep.com>



## *Be Clear About How Others' Programs Fit Your Strategies*

I once sat in on a conference session for school personnel on grant writing to small foundations where the “consultant” told the group to be prepared to write what the funder wanted to hear but, “once you get the money, begin to use it the way you think it ought to be used.” While this session probably ranks as the most overtly unethical presentation I have ever attended, the consultant did underscore what is a major quandary in education today. As cash-strapped districts confront a multitude of governmental and private sector funding opportunities, what do they do when the conditions surrounding a grant are contrary to, or even inimical to existing school philosophy, policies, or even the union contract. It is often the question of what has to be done differently, or sometimes given up, to secure resources.

There are other questions as well. Chief among these is the issue of sustainability. Will the school, district, and community chose to sustain a specific program after

the external funding has expired? Will this be true particularly if there has been no corresponding alteration in funding and state policy to support new interventions?

Then there is the issue of what you are trying to sustain. Is it a specific program with all the attendant “bells and whistles,” or are you looking to sustain a new way of doing business? If a new way of doing business is being sought, does this specific program, the conditions surrounding the program, and the deliverables expected by the grantor truly represent the best use of time by staff, students, instructors and community members?

Contrary to popular myths fueled by the notion that educators get “three months off in the summer,” P-16 staff and teachers are among the hardest working professionals anyone will encounter but their energies, like everyone else’s are limited. Indeed, not only individuals, but organizations like schools and even whole communities are places of

“finite energy.” Only so much time and expertise exists. Programs which seek to alter the nature or form of schooling are demanding and time intensive.

This has been no surprise ever since the RAND Corporation published a major study in 1993 called *Time for Reform*,<sup>57</sup>

noting that school reform would never succeed if conducted on the fringe of the school day and that a readjustment of priorities was required, as well as resistance to “other reforms which divert time and attention.” Sadly far too few funders (and not a few politicians) failed to learn from this report.

### **Vignette from the Stark County P-16 Compact**

In 1994, the National Science Foundation (NSF) awarded the largest Local Systemic Initiative grant in Ohio history to the Stark County Schools. The resulting program, Science Education Enhancing the Development of Skills (SEEDS) changed the face of elementary science across 16 districts.

In the Fall of 2003, Stark County did it again. The NSF awarded a grant estimated at \$7.5 million to the Stark County Educational Service Center.

The grant, coming under the NSF’s Math and Science Partnership (MSP) Targeted Awards Program, was matched in size that round by only two other awards in the nation (Cleveland, San Diego).

Known as the Stark County Math and Science Partnership, the award involves all 17 Stark County School districts, the Stark County Educational Service Center, the East Regional Professional Development Center, the Stark Education Partnership, and all five Stark County higher education institutions (Malone College, Stark State College of Technology, Kent State University-Stark, Mount Union College, and Walsh University).

The partnership itself focuses on raising student achievement and reducing the achievement gap in math and science among the 44 middle and high schools in Stark County. The Stark County project impacts over 40,000 students and includes more than 650 math and science in-service and pre-service teachers.

Urban centers (Canton, Massillon, and Alliance) were created to foster collaboration and networking among college faculty and teachers. The centers are located in the high schools. While the MSP program fosters close working relationships between higher education and school districts, the notion of collaboration among 17 districts and five institutions of higher education is unprecedented. Stark County’s earlier successes, such as SEEDS, the Science and Math in Motion Project, and SATURN (a middle school science project) have paved the way for high levels of collaboration.

<sup>57</sup>You can still view this study which is archived in the ERIC system (ED 374502)

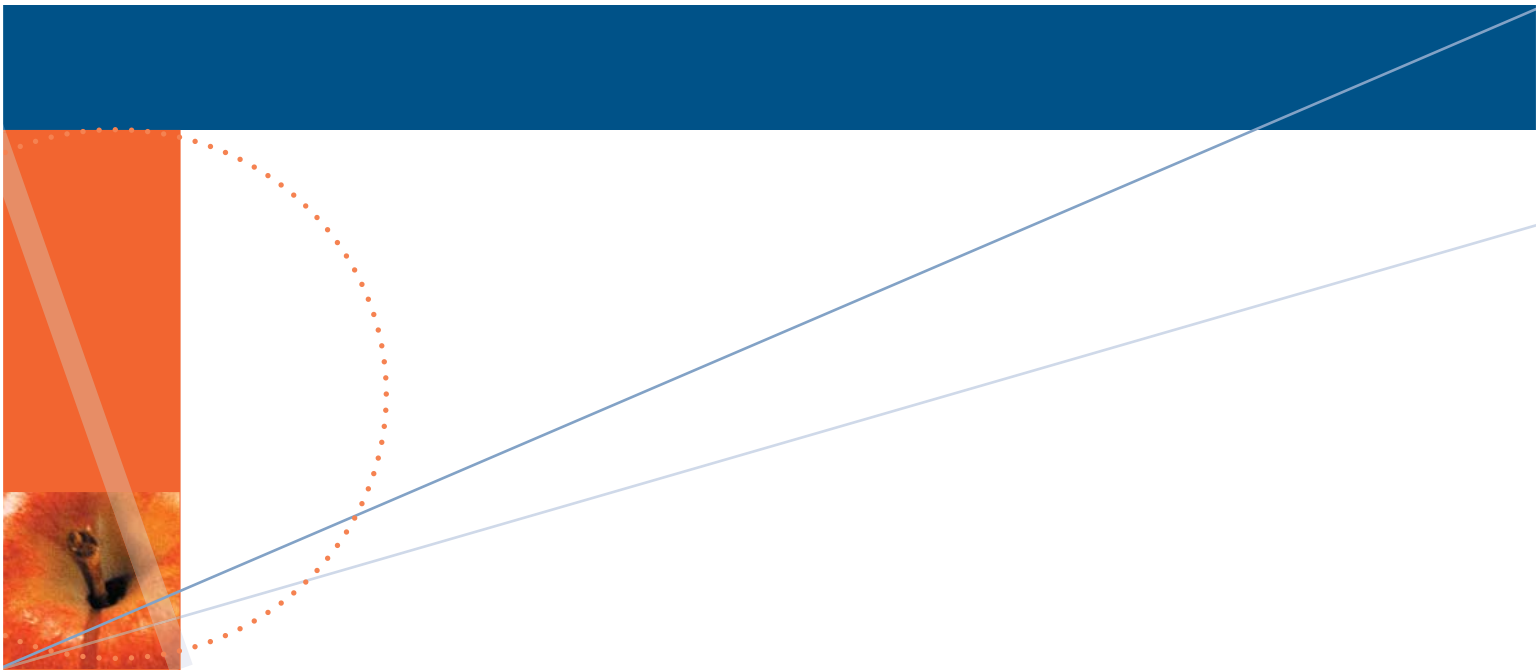


Clearly, MSP is a massive program. One might fairly ask what happens if the goals or objectives of the National Science Foundation should conflict with, or interfere with district goals to raise student achievement in Stark County and what happens when the grant period ends.

The first question is not a problem due to the fact that Stark County in its three respective NSF proposals has outlined programs which align with local needs. Indeed, the original SEEDS grant was based on a proposal formulated by top

science teachers working with business and higher education representatives and on an active piloting of select science units for a full year in Stark County schools. SATURN and MSP built on this initial program.

The second question underscores the reality of all external grants in that they exist for a finite period of time. Even if you succeed in large scale professional development for teachers, they move on or retire. There is a definite mobility factor to consider.



## *Top Down and Bottom Up, Inside Out and Outside In*

It has been our experience in Stark County that communities can, by virtue of vision, foresight, leadership and determination, create viable P-16 structures on their own which will immeasurably benefit their quality of life and economic outlook. Indeed, I will argue that local or regional P-16 collaborations and agreements are always necessary regardless of what is happening at a state or national level.

Schools, whether K-12 or higher education, are part and parcel of the communities in which they reside. This is particularly true of two year colleges and many small private institutions. Even for larger state institutions who may gain the majority of their enrollment from elsewhere in the state, the political, social, and even economic ties to the communities in which they reside cannot be minimized, regardless of where their students come from.

<sup>58</sup>See the Center for Development and Learning web site for a copy of this article: [http://www.cdl.org/resources/reading\\_room/education\\_reform.html](http://www.cdl.org/resources/reading_room/education_reform.html)

Education, once again, is at the core of P-16. Education, in increasing numbers, at a higher level is what the community needs to accomplish. This is seen too at the state and national level, but there is a severe caveat here. Education at the school, district, and college level seldom takes place because the state or federal government alone has mandated it.

Michael Fullan, Dean of the Ontario Institute for Studies in Education at the University of Toronto in his *The Three Stories of Education Reform: Inside; Inside/Out; Outside/In*<sup>58</sup> tells why, in part:

*Restructuring, as the term suggests, is just that: changes in the structure, roles and related formal elements of the organization. The requirement that each school should have a site-based team or local school council are good examples. If we know*

*anything about restructuring, it is that (a) it is relatively easier to do, i.e., restructuring can be legislated, and (b) it makes no difference by itself to improvement in teaching and learning. What does make a difference is reculturing; defined as the process of developing professional learning communities in the school. i.e., going from a situation of limited attention, to assessment and pedagogy, to one where teachers and others routinely focus on these matters and make associated improvements. Structure can block or facilitate professional community, but it is really reculturing that must become the key driver. When this happens, deeper changes in both culture and structure are accomplished.*

As we discussed earlier, the kind of schools we have are largely dependent on our communities and what our communities want. Increasingly, there are those groups and individuals, often motivated by the best of intentions, who feel that top-down standardization will solve our problems. They want to, in essence, teacher proof and community proof our system of education. Many times these individuals feel that defined models will accomplish this goal or that a certain “tipping point” can be reached where the data and the wisdom of certain practices will most assuredly convince all that the solution is at hand.

Also in this regard, there is the belief that specific structures or models, once again dictated from the outside,

will solve all the organizational and instructional difficulties that beset districts, particularly urban districts.

Sometimes I think there is a presumption here. The presumption is that neither teachers nor administrators know how to educate children. Alternately, colleges of education are also blamed for their shortcomings in teacher education. The finger pointing goes on.

I once had the opportunity to spend several days at Harvard with a person who I consider to be one of the truly great minds in education, Richard Elmore.<sup>59</sup> Elmore gave us a proposition which surprised me at first. He asked if we had, today, the knowledge to teach reading to virtually every child, regardless of condition.<sup>60</sup> The answer, according to Elmore, was that we did. We were also on the verge of having this knowledge in mathematics as well.

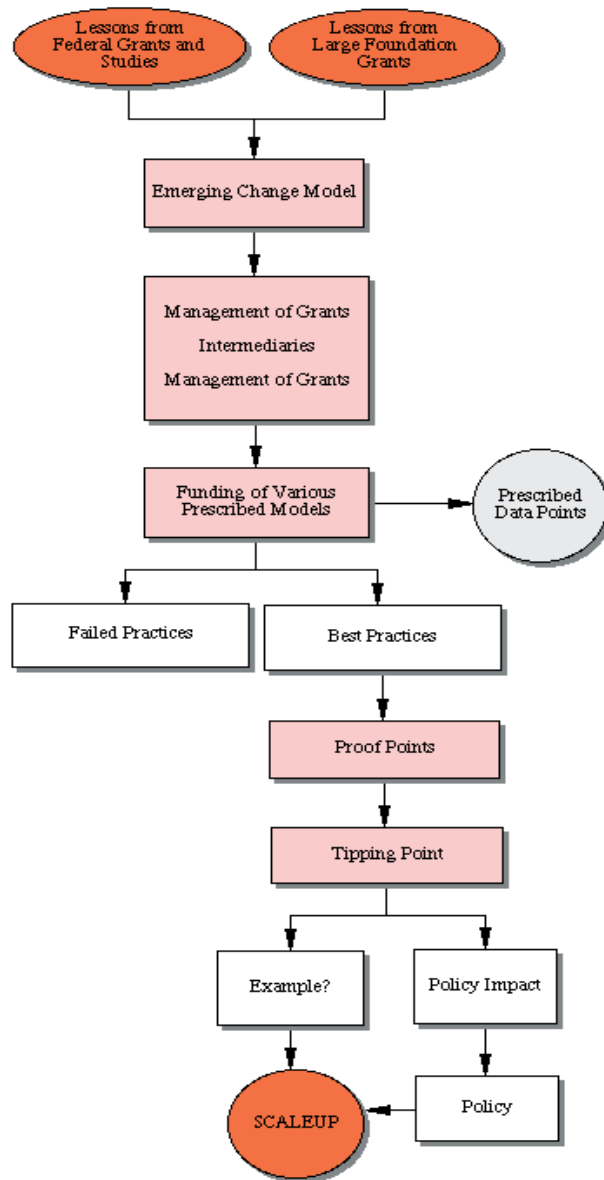
There is no Rosetta Stone of Education out there waiting to be discovered. I believe today that most of our issues are centered around capacity, rather than knowledge, and that capacity can best be recognized by communities that focus their resources within a P-16 framework to support all children and the instruction of those children.

Yet, the notion of top down models, rather than community outside models persist. Such models might look like the following:

<sup>59</sup>This was at a seminar sponsored by Grantmakers for Education in association with the Harvard School of Education and School of Business.

<sup>60</sup>He was talking about the work of Catherine Snow and the Committee on the Prevention of Reading Difficulties in Children, the National Academy of Sciences. Several of these publications can be viewed on the NAS website at: <http://www.nas.edu/>

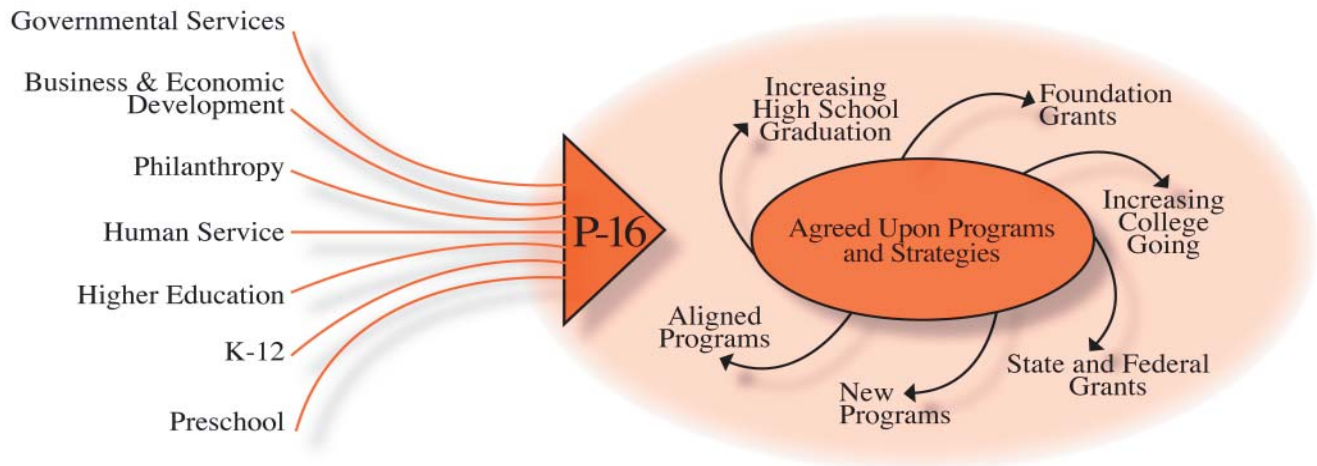
## Top Down Model



It is problematic whether such models might ever succeed in, and of themselves. Do we need policy alteration? In many instances we do. How we fund our schools is probably the most glaring example. Do we need scale up? Yes, but the question then becomes how best to do it, not only in the realm of accomplishment, but also in the realm of sustainability.

In contrast, an inside out model accepts and uses the best of state, federal and external foundation initiatives with the core still being agreed-upon programs and strategies adopted by the local P-16.

An inside out model would look like the following:



### ***A Vignette from the Stark County P-16 Compact***

*A P-16 Reality: The sides of the ballroom at Kent State University's Stark Campus were lined with tables full of posters, pictures, and examples of new science teaching units being developed for middle and high school students. Tuslaw teacher Terrie Baumgartner stood proudly by her display.*

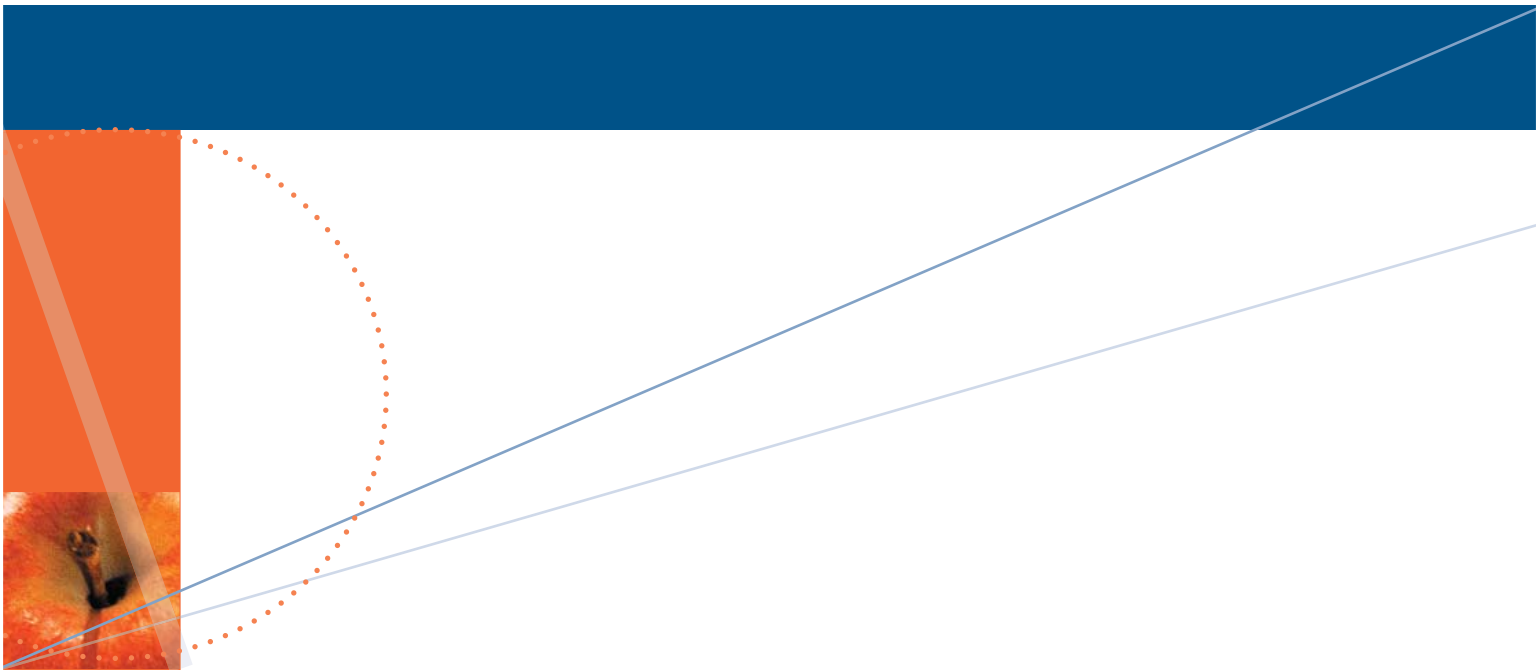
*Last summer, Terrie interned with the Perry Township Trustees and learned how the township used applied math and science in a wide range of situations from securing bids for road work to designing flood control measures to day by day administration. What Terrie learned will now be passed on to her students, not just as math and science, but also as a profound and practical lesson in civics.*

*Terrie's students, however, will not be the only ones to benefit. Her lessons are also electronically stored on the AlignOhio system. AlignOhio, developed by the Stark Portage Area Regional Computer Center (SPARCC), contains hundreds of teacher created lessons, aligned with Ohio's academic content standards. It also contains student data. AlignOhio is a powerful emerging instructional tool which combines the expertise of the county's finest teachers and increasingly makes that expertise available to teachers throughout Ohio.*

*Internships like Terrie's are a component of a larger Math and Science Partnership (MSP) funded by the National Science Foundation.*

The above example is inside out. Long before Ohio' Academic Content Standards and long before Math Science Partnership grants, top science teachers in Stark County, like Terrie, began working on ways to deliver science instruction across all 17

districts. The motivation was inside out. Today, other segments of the community are involved as well. Yes, this merges with Ohio standards and with the objectives of the National Science Foundation. The impetus, though, began locally.



## *Collaboration Instead of Competition*

Collaboration is one of those catch-words in education and community life which has been used so often and in so many situations as to become blurred and virtually meaningless.

It has been my experience over the years that true collaboration is very difficult to achieve. Part of the reason behind this is that all organizations are resource dependent. In collaborations, just as in hasty marriages, organizations often find that they “just didn’t know what they were getting into”.

What results is what I once termed in an article as “safe collaborations.” Here words and vows are exchanged, a good public face is put on, and a lot of meaningless activity takes place. Both parties convince themselves that they really have something, but no party actually produces. Each continues to behave precisely like they did before. There is no higher purpose and the collaboration, like the marriage, is due to fail though the outside visible trappings of both persist for a time.

To give an example, I once served as an advisor to an emerging school-

business partnership in a rather large urban district. The business in question was a rather large enterprise with an international reach. Despite its fame and rapid growth, the enterprise had never really attempted much in the way of public outreach in its home city, let alone its own neighborhood. Right in its back yard, literally, there was a large inner city high school.

The business decided that it wanted to collaborate with that high school in creating a themed curriculum to prepare students who might want to someday work for the business. Further, the business was prepared to support those students through college, offer school year and summer internships, even provide health care and social services.

For a full year select committees from the high school and the business worked to design the model curriculum. Finally, it was ready and placed on the school board docket for approval. A small window of time existed for approval in order to do all that was necessary for full implementation the next academic year. The business representatives felt that wouldn’t be a problem. After all,

they were the city's largest employer and surely the board would see the tremendous opportunity this offered children and also the district that had experienced a substantial decline in enrollment over the years.

The end result was that what should have been approved post haste was tabled for the next meeting as were several other items as two board members engaged in political infighting and positioning through most of the evening.

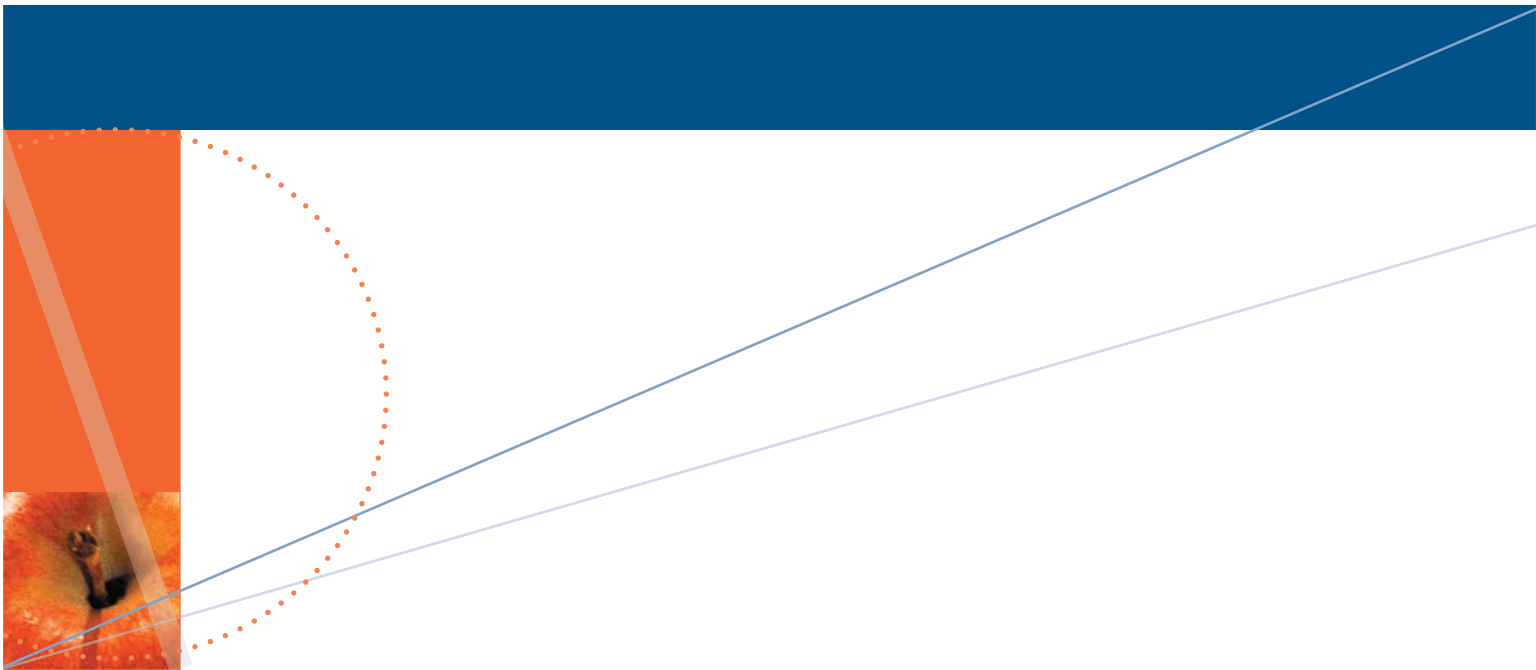
The high school faculty and staff were not surprised, they had seen it all before. The business leaders were privately furious, but the public face had been put on. A modified curriculum went into place the next year, but there was no more talk of support through college. The business greatly curtailed the resources it was once willing to commit. A safe collaboration went into place.

Most organization have missions, or at least a reason for being. All organizations are resource dependent. All organizations have tasks to perform and objectives to achieve. Some organizations are functional; others like the district cited above are dysfunctional. Collaboration best occurs between functional organizations with similar missions and objectives. Tasks, or the means of achieving those objectives do not have to be the same. They should, however, be able to align.

The primary purpose of any local P-16 through a broad based community collaboration is to foster the alignment of organizational objectives and align

the continuum of preschool through college. Note here the operational term continuum. P-16 is not only about K-12 and higher education; it is about every support and program which sustains students and their families as those students transit through the education system. Ultimately, it is about the economic growth and quality of life of a community. Numerous organizations in any community of size across the nation are concerned with parts of this continuum.

In the past, we have evolved these organizations and structures separately with multiple separate spheres of influence and focus. Inefficiencies have been introduced into the continuum, not deliberately, but by virtue of evolution. P-16 is not about competition, nor is it about who is going to steal whose resources, nor is it about control. I was talking with a Cleveland area superintendent shortly after Ohio's Partnership for Continued Learning, the statewide P-16 Council, had passed the state legislature. "You know what they say," the superintendent remarked. "P-16 is the Ohio Board of Regents' way of gaining control over the Ohio Department of Education." The "they" of course is always not specified but this superintendent cannot be blamed for believing that this, like so many political issues, was about control. Neither state nor local P-16's will work if turf issues interfere or if one party or another sees P-16 as a means of gaining control over another's resources, organization or mode of business. P-16, and it must be said time and time again, is about alignment, not control.



## *Everyone Takes Credit*

Whenever the Cleveland Browns, Indians, or Cavaliers reach the playoffs, a rather curious phenomenon occurs in Northeast Ohio. People from all walks of life begin to sport team sportswear. Students, bank tellers, cashiers, even business people wear shirts, sweatshirts, caps and ties. None of this really bears any relationship to whether one is an avid sports fan or not. What's happening transcends sports and I don't imagine Northeast Ohio is unique.

Everybody begins to take credit for the team's success. The same could

be said to be true for the local high school football team as well on a much smaller scale. In communities, aside from sports, we have often had difficulty in feeling success in others' accomplishments. In a P-16 environment, everyone takes credit for the continued success of the effort. The recognition here is that the effort, while being the sum of the parts, is also dependent on the further success of those parts. We are an integrated whole. Further, we use the success and good ideas of others to further our own organization's efforts.





## *The Psychology of Communities*

Let's look at communities and consider them analogous to human beings. Like people, communities can be young or old, rich or poor, large or small. Also like people, communities can have an internal or external locus of control. In the former, they take responsibility for their actions; in the latter, things are done unto them and they are victims.

Communities develop a collective attitude, if you will, and a collective sense or psychology of success or failure. It is a sad reality that most of our thinking about restructuring and reform, including a good deal of our research and media operates on a deficiency model. By this, I mean that we are focused on problems, rather than opportunities. Yes, every community has problems, but it also has assets and opportunities. A local P-16 should focus on the latter.

Cleveland, for instance, was ranked last year as the most impoverished large city in the nation. This was a black eye for the city, most certainly in the national media as well as the local Yet, not long after all of this came to light I remember reading a report from a public relations guru

who hadn't visited the city for several years.<sup>61</sup> The guru ended up wondering why Cleveland had such a bad reputation, noting that PR had a lot to do with it and that people were reacting to perceptions, rather than reality. The end result was that he put Cleveland on his "short list" of places to live.

Local P-16 efforts can help communities build a psychology of success. By harnessing not only collective brain-power, but resources in an aligned P-16 environment, rapid progress can be made in key areas related to high school graduation and college going. Paradigm shifts can begin to take place.

Here is an example. In 2003, the University of North Carolina created something called the Carolina Covenant. As University Chancellor James Moeser said, "a covenant is a promise. College should be possible for everyone who can make the grade, regardless of family income. With the Carolina Covenant, we are telling students that college is affordable, no matter how much money your family makes."<sup>62</sup> Here was the nation's oldest public university saying that no student

<sup>61</sup>PR Fuel: PR and the Battle of Perception vs. Reality in Cleveland by Ben Silverman. Ben Silverman is currently the Director of Development and a Contributing Editor for FindProfit.com (<http://www.findprofit.com>), an independent investment research service. His personal weblog is BenSilverman.net (<http://www.bensilverman.net>).

<sup>62</sup>Full information about the Carolina Covenant can be found at: <http://www.unc.edu/carolinacovenant/>

would be refused college due to finances – certainly a paradigm shift. In Ohio, we fret about being 41<sup>st</sup>, 42<sup>nd</sup>, or 43<sup>rd</sup> in the nation in college education. No one knows for sure since the results of the 2000 Census are now nearly half a decade old. The state’s inability to dramatically impact this quotient transmits down to the communities. The psychology of failure is intact. Now consider Stark County and what is possible in a P-16 environment:

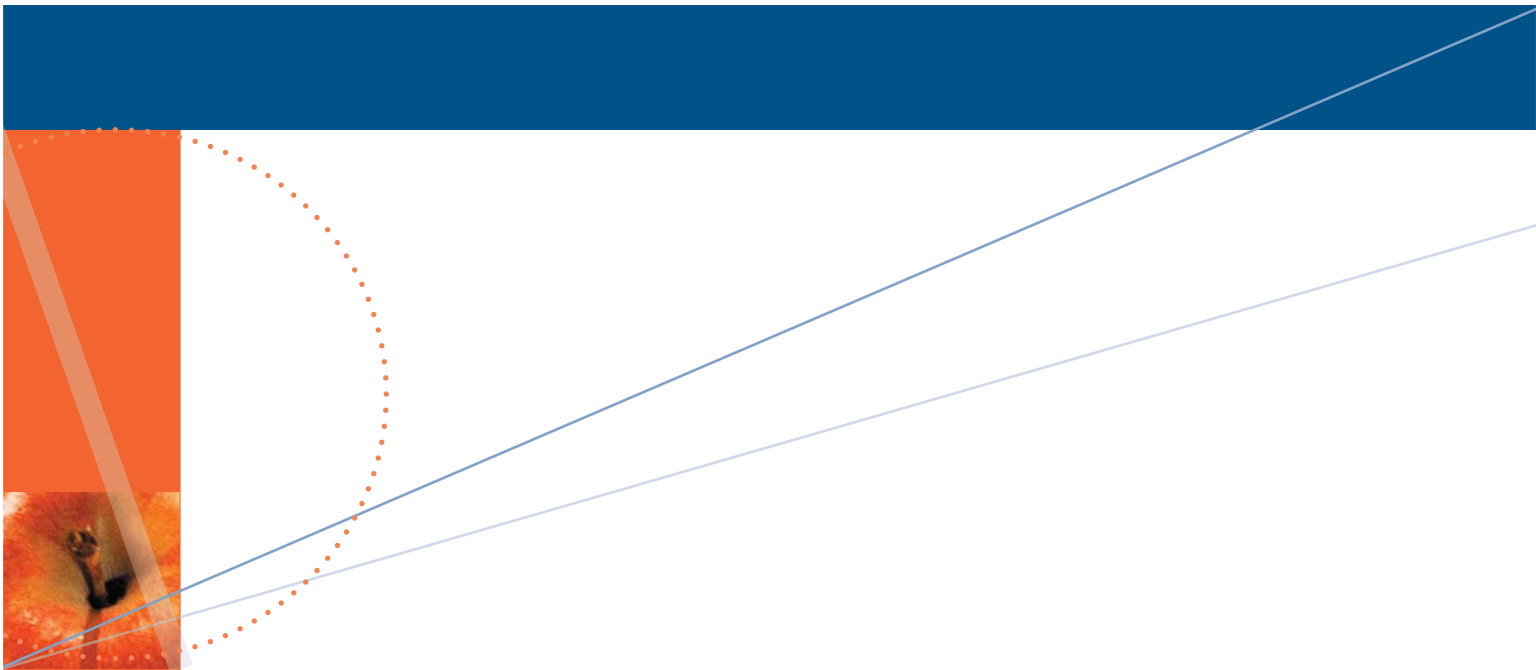
*Just a few months ago, representatives of Stark State College met with Stark County Schools Superintendent Larry Morgan, Mel Lioi, and Jim Smith to discuss ways to increase the number of high school seniors in Stark County who attend college. As a group, we decided to focus on seniors who had no college plans, did not have a family history of college attendance, did not see*

*themselves as college material, and/or did not believe they could not afford college. As an access college, we at Stark State believe it is our mission to serve these students.*

*We decided to start on this project immediately with this year’s graduating class. – Dr. John O’Donnell<sup>63</sup>*

This is the type of paradigm shift that impacts the psychology of a community – in essence, a Stark County Covenant. All high school seniors will now be approached about going to college. If family history, finances, or even skill level is a problem, ways will be found to resolve these difficulties. Overnight, the door to college is open for all students and in a P-16 environment, it is a higher education and P-12 approach. Education and communities build on successes like these where all things become possible.

<sup>63</sup>Letter of Stark State College of Technology President John O’Donnell to Stark County superintendents, June 20, 2005



## *Access: The Final Key Ingredient*

One can create the finest P-16 council or compact on paper, articulate the twin goals of increasing high school graduation and the college going rate,

develop superb strategies, and all the rest, yet fall incredibly short of realizing the full potential of this approach if one key factor is not understood-access.

### ***A Vignette from the Stark County P-16 Compact***

*The growing impact of a P-16 approach in Stark County has begun to have ramifications at both state and national levels as illustrated by the attendance of over 100 national, state, and community leaders at the Second Annual P-16 Conference held in Canton on October 23<sup>rd</sup> (2004).*

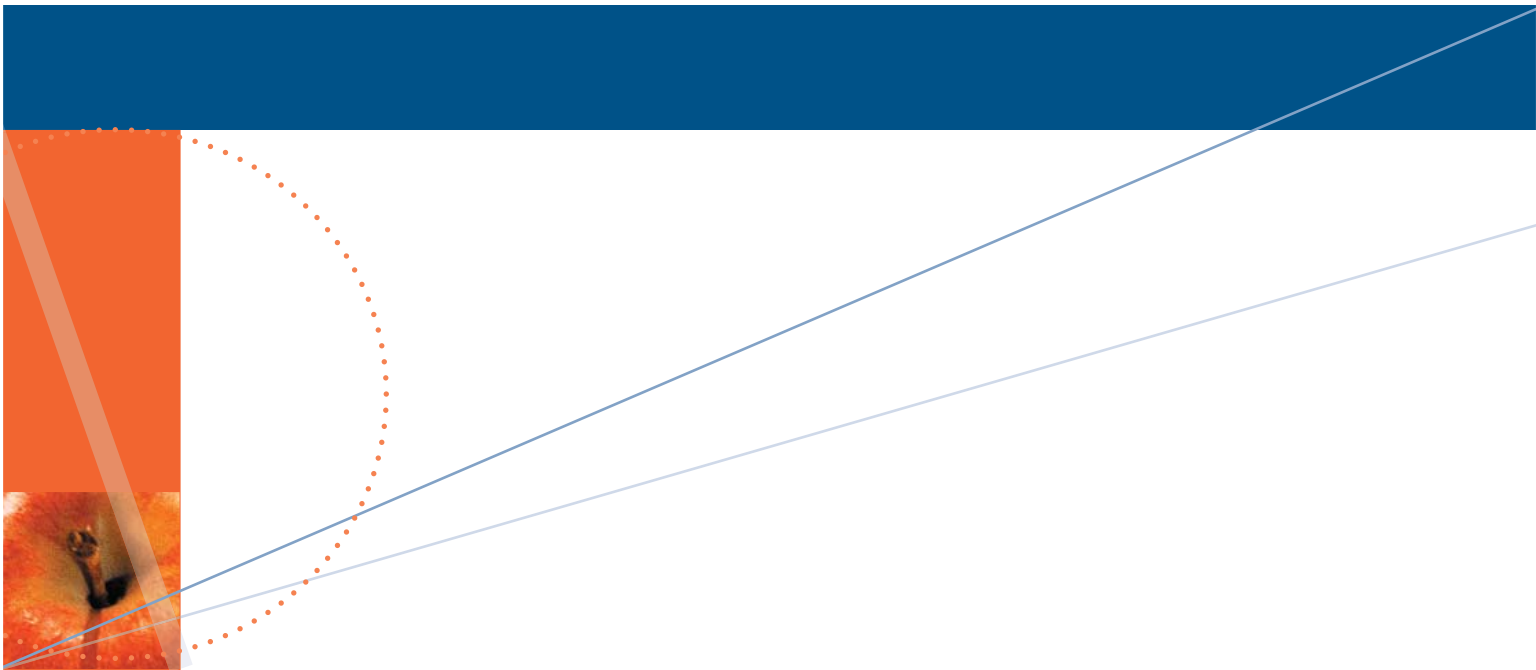
*Offering greetings at the conference was U.S. Congressman Ralph Regula, Chairman of the House Appropriations Subcommittee on Labor, Health and Human Services, Education, and Related Agencies. Regula calls the Stark County P-16 Compact “historic” and believes that its model should be studied at the national level.*

*Equally impressed was Dr. Stephen R. Portch, Chancellor Emeritus of the Board of Regents of the University System of Georgia and Senior Fellow of the Education Commission of the States. Portch, who offered the keynote address at the conference, is author of a white paper called “Of Paradoxes, Pioneers, and Possibilities: Ohio’s New Covenant Imperative.” Portch, who was instrumental in the establishment of Georgia’s P-16 system of education (one of two major state systems), sees the Stark County P-16 Compact as the finest regional approach he has yet to encounter.*

*Recognizing the ambitious nature of Ohio’s Third Frontier Initiative, Portch states that “any state intent on building a knowledge economy has to address its key knowledge component: the education of its residents.” He feels that, “this has to be a P-16 approach because, truth be told, the pipeline leaks along its entire length.”*

While some might consider the above vignette to be self-congratulatory or even self-serving, it indicates in part the level of access that the Stark County P-16 Compact has developed to both people and ideas. Both the leadership, or chair, of the council or compact and the leadership of the supporting group or organization needs access which will allow for free exchanges with the larger cross-sector leadership of the community. As I once described it, this is the capacity to walk into anyone's office and say, "what do we do about this?"

This is networking at its finest, but goes beyond mere networking. All communities have both formal and informal leadership. It is the capacity to engage this leadership, to be heard and understood, and to generate commitment. This is one of the reasons why it is key that the membership of any compact or council involve the heads of organizations directly, and not their designates. Others within the organizations are important, to be sure. What you need in the first instance are those who can decide and commit, and not just during meeting time.



## *A Matter of Balance*

There is a superintendent in Stark County who for years has talked about how critical public education is to democracy. At first, I thought this was just mighty fine rhetoric, the type of language one pulled out at levy time or when a new charter school threatened to open up. As the years went by and I found myself teaching a course at Walsh University on the History of American Education, I began to feel that this was more than just rhetoric.

We live in a nation with fifty separate (dependencies not counted) state departments of education with arguably fifty separate agendas. As with most political entities, these departments are subject to all the strengths and weaknesses entailed by such a construct. Yet, despite the increasing influence of the federal government, these departments remain largely independent. The largest shift, by far, has occurred in the relationship between these state departments and local school districts where even though those districts may retain freedom on courses of study, the advent of state standards and state standardized testing has greatly diminished local curricular authority.

I would agree with our superintendent that public education is a critical component of our democracy for, on what the drafters of our Constitution were silent, education, one of the mainstays of that democracy resides. By this, I mean that no single individual or groups of individuals controls education in the United States. There is, to the consternation of some, no national curriculum and no national test. While the standards of the various states might, and probably should, parallel one another, the determination still largely rests with those states, the political entities and politicians within those states.

Let me give an example. There was a bill introduced in the Ohio legislature some years ago which sought to mandate the teaching of the Irish potato famine. Now being of Irish extraction with forebearers who fled Ireland in the 1840s, I could well identify with this sentiment. However, this was an attempt to micro manage high school social studies curriculum from the legislature.

Whether this specific bill was an attempt to garner favor with a particular interest group or generated by an honest desire

to have students learn about injustice is immaterial. What the story does illustrate is that there will always be those who will attempt to influence the content of what children are taught—both for good and for ill.

In that course I taught at Walsh, I always presented students with some key focus questions to provide a frame for looking at historical developments in education. While by no means inclusive or original, the questions went like this:

*Who do we teach? What do we teach?  
How do we teach? Who teaches? How  
do we pay for it?*

Some would maintain that *NCLB*, in a sense, has dealt with the first question. The theory is good, but if the ensuing 50 years since *Brown vs. Board* tell us anything, it is the gap that often exists between the law and the practice. We must continually redefine the first and strive to achieve those ends. While *NCLB* has introduced the monitoring device of Average Yearly Progress (AYP), this does little to address the nearly epidemic problem of dropouts. For the balance of these questions, quality teachers in *NCLB* aside, we are still struggling with the answers. We can ill afford to leave those answers to one individual, or a group of individuals.

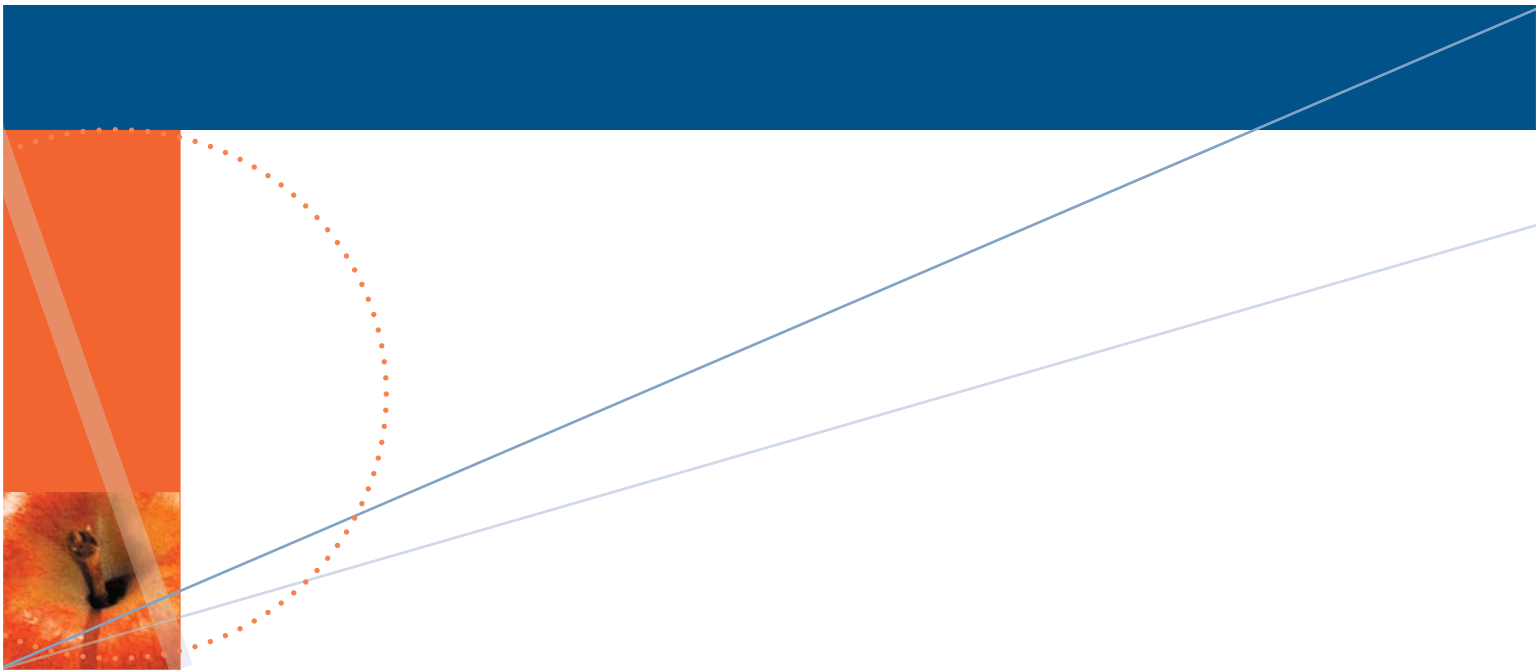
Achieving consensus on what education is, and should be, in the United States needs to remain an ongoing process involving all levels of our national existence. What then should a community or region do in the face of a

noticeable shift to state capitals in this determination?

I believe that one way communities can help maintain this balance is through the establishment of local or regional P-16's focused on the educational and economic needs which are specific to their own locales. I believe this is necessary even with the establishment of state level P-16 councils. Education requires ownership. Our schools, and to a certain extent our colleges, are wedded to their own communities.

The title of the work, *The Last Education Reform*, will no doubt engender a certain amount of skepticism in some circles. The operant word remains reform, not restructuring. In the future, we will undoubtedly continue to, and most probably should, restructure our educational institutions to meet the changing demands of society, the workplace, and world competition. I would argue, however, that with the advent of P-16 that the era of education reform is now over. That is because reform, once again, is about belief and substantial alterations in belief. It is about changing the operating philosophy, not mechanics, of individuals, organizations, and societies. If we have now come to believe that higher education should be open to all, that all students given the right support can succeed, and that education is a communal responsibility and task, then we have reached the last reform.

From here, to paraphrase that story about Mark Twain, it is how we implement the solution.



## *An Annotated Web-based Bibliography on P-16 Efforts*

There have been very few comprehensive reviews of P-16 references or Internet sites. An ERIC Digest (June 2002: 159) by Gordon (Spud) Van de Water and Carl Krueger, for instance, remains one of the best overall (albeit short) reviews of the issues surrounding P-16 education.

While this review is of great value, it lists far too few reference sources. For any agency, community or state wishing to do a comprehensive investigation or study on P-16, the options remain limited.

As Janis Summerville, executive director of the National Association of System Heads told this researcher, “this is an ever changing landscape.”

Part of the “landscape” is that where half the states, according to Van de Water and Krueger, have passed some sort of P-16 legislation, the issue remains “some sort.” As SHEEO (State Higher Education Executive

Officers) maintains “no state has a fully developed, well-integrated educational system extending from birth through postsecondary education.”

Therefore, while the basic idea of a P-16 system is simple, the application has varied from place to place. Some states see simple inter-agency agreements as a P-16 system. Others, such as Georgia and Florida, have envisioned highly developed systems. There is also no general agreement on scope. Some talk in terms of K-16 systems, while others prefer K-20 or P-20 to take in graduate schools as well.

Searches for materials related to P-16 also often produce citations dealing with sub components of such systems, such as college access.

The references and sites listed in this document while representing one of the most comprehensive listings on P-16 materials are by no means exhaustive.

In great part, they are based on materials which the Stark Education Partnership and Stark County P-16 Compact have found to be of use. While specific documents are cited in some cases, other references are to state or agency sites hosting P-16 materials. Every

attempt has been made to compile a collection which is totally accessible on the Internet. In this regard, all url's were active and accurate as of July 2005.

Short quotes or descriptions have been included.

### **Organization Sites and Listed References**

***Association of American Colleges and Universities*** — Founded in 1915, AAC&U now represents more than 900 accredited member institutions, drawn in approximately equal percentages from research universities, masters institutions and liberal arts colleges, as well as two-year institutions. An excellent short article, *Ensuring Not Simply P-16 Alignment, but Truly Educated Students for the Twenty-First Century* by Andrea Leskes, vice president for education and quality initiatives, Association of American Colleges and Universities is featured on their site: [www.aacu-edu.org/peerreview/pr-wi03/pr-wi03Reality.cfm](http://www.aacu-edu.org/peerreview/pr-wi03/pr-wi03Reality.cfm)

***The Bridge Project*** — “The Bridge Project: Strengthening K-16 Transition Policies builds on the view that reforms affecting K-12 and higher education must occur across systems in order to achieve the desired outcomes. Reforms developed in isolation from each other can lead to mismatched policy objectives and send confusing messages to education stakeholders. The overarching purpose of the project is to improve opportunities for all students to enter and succeed in higher education by strengthening the alignment between higher education admissions-related requirements and K-12 curriculum frameworks, standards, and assessments.”-Stanford University.

[www.stanford.edu/group/bridgeproject/](http://www.stanford.edu/group/bridgeproject/)

*The final Bridge Project report and other materials pertaining to the project can be found at the above site.*

A new paper, *Thoughts on Improving K-16 Governance and Policymaking (2004)* By Michael W. Kirst, Stanford University, with the assistance of Michael Usdan, Institute for Education Leadership is also posted on the Bridge Project website at: <http://www.stanford.edu/group/bridgeproject/Thoughts%20on%20Improving%20K-16%20Governance%20and%20Policymaking1.pdf>

***The Education Commission of the States*** ([www.ecs.org](http://www.ecs.org)) maintains a P-16 issues site (<http://www.ecs.org/ecsmain.asp?page=/html/issue.asp?issueID=76>). This remains the most comprehensive reference site in the nation with numerous sources and links. Included on the site are the following full text references or links to full text references:



- Carl Krueger (2002) The Case for P-16: Designing an Integrated Learning System, Preschool Through Postsecondary Education Denver, Colorado: Education Commission of the States. [www.ecs.org/clearinghouse/36/89/3689.htm](http://www.ecs.org/clearinghouse/36/89/3689.htm)  
*“This policy brief summarizes the thinking of eight national experts commissioned by the Education Commission of the States (ECS) to explore why and how states are redesigning their education systems for the benefit of all learners.”-Frank L. O’Bannon*
- Chris Piphon (2001) State Policy Options To Support a P-16 System of Public Education. Denver, Colorado: Education Commission of the States. [www.ecs.org/clearinghouse/30/28/3028.htm](http://www.ecs.org/clearinghouse/30/28/3028.htm)  
*Creating a more integrated, seamless education system involves addressing many complex issues, including standards, testing, teacher education, college admissions policies, governance, funding streams and institutional turf issues. Over the past decade, states have begun to move away from dealing with such issues on a piecemeal basis toward a more comprehensive approach known as “P-16.”*
- John Augenblick and Josiah Pettersen (2001) Estimated Costs of Organizing a P-16 Education System. Denver, Colorado: Education Commission of the States [www.ecs.org/clearinghouse/30/70/3070.htm](http://www.ecs.org/clearinghouse/30/70/3070.htm)  
*“The purpose of this report is to estimate added costs and potential savings associated with reorganizing the education delivery system from the current unintegrated preschool-through-college structure to a fully integrated P-16 system.”*
- Gordon (Spud) Van de Water and Terese Rainwater (2001) What Is P-16 Education? A Primer for Legislators – A Practical Introduction to the Concept, Language and Policy Issues of an Integrated System of Public Education. Denver, Colorado: Education Commission of the States.  
*Basic orientation and a practical guide for policy makers on P-16.*
- Stephen Portch (2002) A Noble Opportunity: Leading Education Change Through a P-16 Accountability Model. Denver, Colorado: Education Commission of the States.  
*A briefing paper from the National Forum on Accountability which presents a new accountability model guided by the P-16 system of education to ensure that all segments of a state’s education system are serving students well and work to meet student and educator needs.*
- Cheryl Blanco, et. al. (2003) Student Success: Statewide P-16 Systems. State Higher Education Executive Officers (SHEEO)  
*A series of essays by numerous experts explaining the importance of specific*

*components in P-16 systems, seeking to answer the question of what states should do to insure that most of their young people succeed in higher education.*

- Andrea Venezia (2002) [A Student-Centered P-16 Accountability Model: Encouraging High Standards, Equitable Educational Opportunities and Outcomes, and Flexibility Within A Seamless System of Education.](#) Denver, Colorado: Education Commission of the States.

*“This Briefing Paper from the National Forum on Accountability outlines a “next generation” accountability model that spans states’ education systems from pre-kindergarten through the end of undergraduate education (P-16).”*

- Andrea Venezia, Michael W. Kurst, and Anthony L. Antonio (2003) [Betraying the College Dream: How Disconnected K-12 and Postsecondary Education Systems Undermine Student Aspirations.](#) Stanford, California: The Stanford Institute for Higher Education Research.

*One of the most comprehensive studies concerning what prevents young people from attending college. Six states (California, Georgia, Illinois, Maryland, Oregon and Texas), were studied by the authors who found that over 80% of African-American and Latino students planned to attend some form of postsecondary education but that the states have created multiple barriers between high school and college. The authors also include recommendations for policy makers.*

- Anthony P. Carnevale and Donna M. Desrouchers (2003) [Standards for What: The Economic Roots of K-16 Reform.](#) Princeton, New Jersey: Educational Testing Service.

*A comprehensive look not only at the economic forces which have shaped education reform but also at the changing demographic and employment factors which now dictate that “for most Americans, education and training through and beyond high school is now a necessary condition (not just the most advantageous or desirable route) for developing skills required by most well-paying jobs.*

Also included on the ECS P-16 Issues site is a section on “What the States are Doing” which includes a synopsis of state P-16 related legislation, and a somewhat dated (2000) article by Theresa Rainwater on [P-16 Collaboration in the States](#)

***The Education Trust*** ([www2.edtrust.org/edtrust](http://www2.edtrust.org/edtrust)) is a Washington-based education reform organization which believes that the job of educating children is not just the responsibility of K-12, but involves higher education as well. This organization has also consults communities on the establishment of local or regional P-16 Councils. The Education Trust regularly publishes “Thinking K-16” an in-depth examination of critical issues in education which can be downloaded from their site. The following are currently available:

- **A New Core Curriculum For All:** Aiming High For Other People’s Children Winter 2003.
- **Add It Up:** Mathematics Education in the U.S. Does Not Compute. Summer 2002.
- **New Frontiers for A New Century:** A National Overview. Spring 2001.
- **Youth at the Crossroads:** Facing High School and Beyond. Winter 2001.
- **Honor in the Boxcar:** Equalizing Teacher Quality. Spring 2000.
- **Ticket to Nowhere:** The Gap Between Leaving High School and Entering College and High-Performance Jobs. Fall 1999.
- **Not Good Enough:** A Content Analysis of Teacher Licensing Examinations. Spring 1999.
- **Good Teaching Matters:** How Well-Qualified Teachers Can Close the Gap. Summer 1998.

Extensive data on student achievement, college preparation and participation, and the achievement gap is also maintained at the site as well as links to some national and state level P-16 efforts.

**Grantmakers for Education** ([www.edfunders.com](http://www.edfunders.com)) is a national association of over 100 national, state, and local foundations who fund programs in education

- “When we say P-16: A comparative examination of successful P-16 systems with strategies and recommendations for funders”

*This national presentation looked at a State level (Maryland) and a regional (Stark County, Ohio) P-16 system within the context of educational needs from a national perspective. PowerPoint presentations by NASH and the Stark County P-16 Compact are online. [www.edfunders.com/events/presentations03.asp](http://www.edfunders.com/events/presentations03.asp)*

**The Institute for Educational Leadership (IEL)** maintains a publications site ([www.iel.org/pubs.html#cheps](http://www.iel.org/pubs.html#cheps)) which features a section on connecting higher education and the public schools. The *Gathering Momentum* document based on the proceedings of a Ewing Marion Kauffman Foundation sponsored policy conference in June of 2001 which involved 15 states focusing on the need to break down the dysfunctional separation that traditionally has characterized relationships between the K–12 and postsecondary systems is featured here.

*The National Association of System Heads* ([www.nashonline.org](http://www.nashonline.org)) is a membership organization of the chief executive officers of higher education in 38 states and Puerto Rico. The goal of the association is to improve higher education governance and to promote statewide K-16 vehicles to promote and coordinate standards based education reform strategies. Among the references housed on this site is:

- Janis Somerville and Yun Yi (2002) *Aligning K-12 and Postsecondary Expectations: State Policy in Transition*. Washington, D.C.: National Association of System Heads. [www.nashonline.org/content/ALIGNreport.pdf](http://www.nashonline.org/content/ALIGNreport.pdf)

*A recent article looking at high school college transition and remedial coursework.*

*The Center for an Urban Future* — For an extensive, yet insightful article By Neil Scott Kleiman based largely on New York City’s P-16 oriented partnerships, circa 2001, see: **Building a Highway to Higher Ed: How Collaborative Efforts are Changing Education in America** on the web site of The Center for an Urban Future, see: [http://www.nycfuture.org/content/reports/report\\_view.cfm?repkey=10&search=1](http://www.nycfuture.org/content/reports/report_view.cfm?repkey=10&search=1)

*The National Center for Public Policy and Higher Education* — This organization maintains a series called “Perspectives in Public Policy: Connecting Higher Education and the Public Schools,” which seeks to promote public and educational policies designed to strengthen linkages between higher education and K-12 schools. The series is co-sponsored by The National Center for Public Policy and Higher Education, and The Institute for Educational Leadership. [www.highereducation.org/reports/reports.shtml](http://www.highereducation.org/reports/reports.shtml)

*National Conference of State Legislatures* — A P-16 issue page is maintained on this site with links. <http://www.ncsl.org/programs/educ/K16Issue.htm>

*National Council for Community and Education Partnerships* — To accomplish its goals, NCCEP looks to bring together colleges and universities with local schools, parent groups, government agencies, foundations, corporations, and community-based organizations in collaborative efforts to improve education at all levels, to expand educational opportunities, and to assist students in becoming college eligible and academically successful in higher education.-NCCEP NCCEP coordinates the federal GEAR UP (Gaining Early Awareness and Readiness for College) program, the major college access program of the US Department of Education. Information on GEAR UP and other K-16 initiatives are on this site. [www.edpartnerships.org](http://www.edpartnerships.org)

**National Governors Association** — The NGA is increasingly pressing for states and the federal government to adopt P-16 alignment strategies, particularly in association with the chairman’s initiative for high school reform. Their latest recommendations can be accessed at: [www.nga.org](http://www.nga.org)

**Pathways to College** — The Pathways to College Network is an alliance of foundations, non-profit organizations, educational institutions, and the U.S. Departments of Education and Labor, working together to improve college access and success for large numbers of under-served youth, including low-income, underrepresented minority, and first-generation students. Pathways supports and uses a P-16 approach; however, much of the work focuses on college preparation and access issues at the middle school, high school, and postsecondary education levels. This site contains several reports and links dealing with college access issues. [www.pathwaystocollege.net](http://www.pathwaystocollege.net)

**U.S. Department of Education** — General search parameters for P-16 under the U.S. Department of Education web site are: [www.ed.gov/searchResults.jhtml?rq=0&tx=P-16&GO+-+Submit+Search.x=0&GO+-+Submit+Search.y=0&GO+-+Submit+Search=submit](http://www.ed.gov/searchResults.jhtml?rq=0&tx=P-16&GO+-+Submit+Search.x=0&GO+-+Submit+Search.y=0&GO+-+Submit+Search=submit)

- Thomas R. Bailey, Katherine L. Hughes, and Melinda Mechur Karp (2002) What Role Can Dual Enrollment Programs Play in Easing the Transition Between High School and Postsecondary Education? Washington, D.C. Office of Vocational and Adult Education, U.S. Department of Education. <http://www.ed.gov/searchResults.jhtml?q=P-16&odq=P-16&rq=0&tx=Thomas+R.+Bailey>

*A policy recommendation on dual credit programs prepared by Teachers College/Columbia University.*

The Office of Vocational and Adult Education also has the following P-16 related reports and articles on-line: [www.ed.gov/about/offices/list/ovae/pi/hs/transit\\_pg2.html?exp=0](http://www.ed.gov/about/offices/list/ovae/pi/hs/transit_pg2.html?exp=0)

## **Research and Evaluation**

**Early College High School Core Principles** — Outlines the core principles behind Early College High Schools (where high school students engage in college-level work and graduate with both a high school diploma and a two-year associate degree). Discusses the benefits of early college, the rationale for the Early College High School model, the attributes of Early College High Schools, and how those attributes work in practice.

[High School to College and Careers: Aligning State Policy](#). One-page summaries of states' policies, programs, and requirements related to the transition from high school to college and careers. Policies govern several areas: the courses and tests required in high school; early outreach; joint enrollment programs; college admission and placement standards; colleges' reports to high schools about their graduates' performance; and merit-based scholarships.

[High School with a College Twist](#). This study investigates and compares several successful Middle College High Schools that vary in design. High schools are located on college campuses where students attend classes with college students.

[K-12 and College Expectations Often Fail To Mesh](#). This article describes how high schools are connecting classroom standards with those required for college success, in an effort to decrease the number of students needing remediation at the college level.

[The Effects of Academic Career Magnet Education on High Schools and Their Graduates](#). This OVAE-funded study reports on the successes and failures of a group of career magnet high schools.

[What is P-16 Education?](#) This report, a primer for legislators, investigates a growing number of states that are taking steps to “connect” three levels of education - preschool, K-12, and postsecondary.

[/PK-20 Initiatives: A National Scan](#) is a graduate research project at West Virginia's Marshall University. <http://www.marshall.edu/ill/P%2D16/>

### **Noteworthy Practices**

Early College High Schools are being opened in increasing numbers. Many will allow a student to earn up to two years of college credit along with a high school diploma. A general information web site supported by Jobs for the Future is at: <http://www.earlycolleges.org/>

[City University of New York](#) does not test students in math and English competencies, for potential placement in remedial courses, if they earn a certain score on the state Regents' exam.

Oregon State's public colleges and universities utilize the results of the State's [Proficiency-Based Admission Standards System \(PASS\)](#) as admission criteria. Students who choose this process don't have to submit SAT or ACT scores.

[Maryland educators from K-12 and higher education](#) are partnering to draft standards for high school end-of-level tests that can also be used for college admissions and placement.

[Contra Costa County, California](#) has experimented with middle college high schools for over 25 years.

[LaGuardia Middle College High School](#) in New York has been working with students who did not fit in the traditional public school. They are showing that this population of students, when given the right kind of preparation, can succeed in college.

Georgia started an initiative that created a [P-16 Council](#) that has set goals to help students move more smoothly from high school to college, ensure that all students who enter college are prepared to succeed, and close the achievement gaps in access to college between students from majority and minority groups.

ERIC Digests — ERIC Digest 159 - June 2002 on P-16 Education by Gordon (Spud) Van de Water and Carl Krueger is a generalized overview and is obtainable from: <http://eric.uoregon.edu/publications/digests/digest159.html>

[The National Council of Teachers of English \(NCTE\)](#) is sponsoring P-16 related research in a new study. Details can be found on their web site, including the following article:

- *A Study of the Implications for College-Level Literacy Instruction and Assessment of the P-16 Education Policy Reform Movement.* J. S. Dunn, Jr., and Michael M. Williamson, Department of English, Indiana University of Pennsylvania — <http://www.ncte.org/groups/cccc/highlights/120207.htm>

## **State Sites**

While national organizations store reference sources, research, and reports, the wealth of P-16 materials available today are hosted by state-level web sites. It is at this level that the agreements and practices which result in P-16 systems are formulated. Many of these sites are state education agencies; others are organizations (such as Tennessee Tomorrow) partnered with states. Below we have listed several such sites.-JAR

**Arkansas** — The information page on the Arkansas Department of Higher Education's P-16 Partnership. [www.arkansashighered.com/p16.html](http://www.arkansashighered.com/p16.html)

**California** — California’s P-16 ([www.certicc.org](http://www.certicc.org)) efforts are coordinated by the California Education Roundtable (CERT) composed of the chief executive officers of the educational sectors and the State’s long-range planning and coordinating agency. CERT’s mission is to insure that “all students will meet high academic standards such that they will be prepared for subsequent success in education or the workplace without the need for remediation in core academic disciplines.”

Information on policy issues, committees and committee rosters, and publications are included on this site.

UC Riverside’s Alpha Center is one example of a regional P-16 Compact in California. [www.alphacenter.ucr.edu/P16Regional\\_Alliance.htm#council](http://www.alphacenter.ucr.edu/P16Regional_Alliance.htm#council)

Appointment of 44 members to the state’s P-16 Council was announced in April of 2005. <http://www.cde.ca.gov/nr/ne/yr05/yr05rel42.asp>

**Florida** — The 2003 Florida Legislature passed HB 915 which establishes a unified K-20 accountability system that holds each education delivery sector responsible for high student achievement; seamless articulation and access; a skilled workforce; and quality, efficient services.

The legislation also required that the State Board of Education recommend to the Legislature a performance-based funding formula that applies accountability standards for the public education system at every level, kindergarten through graduate school. Florida’s K-20 Education Code can be found at: [http://www.flsenate.gov/Statutes/index.cfm?App\\_mode=Display\\_Index](http://www.flsenate.gov/Statutes/index.cfm?App_mode=Display_Index)

The K-20 Performance Accountability web site contains reports and recommendations of various task forces dealing with the implementation of Florida’s K-20 System. The main web site is: [www.k20accountability.org/](http://www.k20accountability.org/)

In addition, searches on the Florida state site under “K-20” will produce over 700 separate citations. Below are some of the more recent from January 2004.

- [K-20 Budget Proposal](http://www.flboe.org/k20budget/default.asp) – <http://www.flboe.org/k20budget/default.asp>
- [K-20 Accountability Advisory Council](http://www.flboe.org/K20AccAdvCouncil/) – <http://www.flboe.org/K20AccAdvCouncil/>

**Georgia** — Georgia’s P-16 initiative web site is: [www.usg.edu/p16/](http://www.usg.edu/p16/)  
This site contains the history, charges, and mechanics of the P-16 effort in Georgia. In addition, the site also serves as the “portal” to the local councils throughout the state. The publications section includes:

- [Strands of Work](#) A solid overview of P-16 in Georgia
- [P-16 Initiative Update](#) An update of activities of P-16



- [Making the Commitment: Guaranteeing the Quality of Future Educators](#) A guide on teacher quality issues within the context of P-16
- [Regents' Principles for the Preparation of School Educators](#) Guaranteeing the Quality of Future Educators
- [P-16 in Action](#) A publication of the Georgia P-16 Initiative
- [Georgia's Plan for Having a Qualified Teacher in Every Public School Classroom](#) A 1999 report of the Georgia P-16 Council to the Citizens of Georgia
- [The Status of Teaching in Georgia](#) A 1998 report of the Georgia P-16 Council to the citizens of Georgia

**Hawaii** — The Hawai'i P-20 Initiative, a joint education project of the University of Hawai'i (UH), the Department of Education (DOE), and the Good Beginnings Alliance. With a \$500,000 planning grant from the W.K. Kellogg Foundation in July 2003, the initiative is extending collaborative learning grants across the state. The web site is: <http://p20.hawaii.org/index.html>

A bill has also been introduced into the Hawaii Legislature to establish a state P-20 council to provide the high-level leadership, resources, and commitment needed to keep the P-20 initiative on course and focused upon its common goals. (SB75 SD2)

**Illinois** — The Academic Affairs Division of the Illinois Board of Higher Education maintains somewhat dated links to P-16 activities at: [www.ibhe.state.il.us/Academic%20Affairs/default.htm](http://www.ibhe.state.il.us/Academic%20Affairs/default.htm)

A new P-16 professional development portal for Illinois teachers is located at: [www.p16.illinois.edu/](http://www.p16.illinois.edu/)

The web site for Illinois P-16 collaborations is located at: [http://www.p16.illinois.edu/resources/IL\\_collaborations.html](http://www.p16.illinois.edu/resources/IL_collaborations.html)

Also of interest is: [A 2020 Vision for a University of Illinois Initiative: P-16 and Beyond: Report of the University of Illinois Task Force on P-16 Education \(December, 2000\)](#)

**Indiana** — The Indiana Education Roundtable has the following charge: *Providing all Indiana children with the academic foundation needed to navigate in the world of today is the basis of the Education Roundtable's P-16 Plan for Improving Student Achievement. Each education sector has an important part to play in ensuring all students succeed as they progress. This success will only be realized if Indiana's entire education system (from the early days of a child's life, through early childhood education, elementary school, middle school, high school, and college) is geared to prepare and enable all students to achieve at high levels.*

*Aligning efforts across Indiana’s education sectors – pre-Kindergarten, K-12, and higher education – is essential if our state’s education system is to meet its primary purpose of providing every student with the preparation they need to be active and productive citizens. The P-16 Plan builds on progress made to date and is consistent with actions called for in [Public Law 146-1999](#) (Senate Enrolled Act 235), [Public Law 221-1999](#) (House Enrolled Act No. 1750), and the federal [Elementary and Secondary Education Act – The No Child Left Behind Act of 2001 \(NCLB\)](#).-Indiana Education Roundtable*

Complete information on the Indiana Education Roundtable, documentation, history, an Indiana’s Phase I P-16 plan can be found at these sites: [www.edroundtable.state.in.us/](http://www.edroundtable.state.in.us/) and <http://www.edroundtable.state.in.us/P-16plan.shtml>

The Indiana State Teachers Association (ISTA) also maintains a P-16 site at: <http://www.ista-in.org/search.cfm?xnode=1>

**Kansas** — In 2004, Kansas Governor, Kathleen Sebelius, created an education team to look at “a seamless system of quality education experiences from early childhood, through postsecondary education and college.” Information and the team’s recommendations may be found at: [http://www.ksgovernor.org/workgroups\\_ed.html](http://www.ksgovernor.org/workgroups_ed.html)

**Kentucky** — *The P-16 Council is made up of representatives from the Kentucky Board of Education and the commissioner of education, the Kentucky Council on Postsecondary Education and the council president, the Education Professional Standards Board, the Governor’s Office of Early Childhood Development, and the Cabinet for Workforce Development. Created in 1999 and advancing both KERA and House Bill 1, the P-16 Council advises the Board of Education and the Council on Postsecondary Education on the education of teachers, the alignment of competency standards, and the elimination of barriers impeding student transition from preschool through the baccalaureate.*-Kentucky Council on Post Secondary Education

The P-16 Council in Kentucky is a committee of the Kentucky Council on Postsecondary Education and the Board of Education. General materials from the Kentucky Council on Postsecondary Education concerning college readiness and economic benefits to Kentuckians can be found at: <http://education.ky.gov/p16/>

Kentucky has also established several local or regional P-16 Councils. A web site is anticipated for these councils in the future. Information concerning these local councils can be found at: <http://cpe.ky.gov/policies/academicinit/P16/localP16.htm>

**Louisiana** — Louisiana’s PK-16 effort started as The Blue Ribbon Commission on Teacher Quality was formed by the [Board of Regents](#) and the [Board of Elementary and Secondary Education](#) in April of 1999 for the purpose of improving teacher quality in Louisiana. Now reconstituted as Blue Ribbon Commission for Educational Excellence, the commission’s charge is student achievement. <http://www.doe.state.la.us/lde/bese/856.html>

**Maine** — Maine’s efforts to create a P-16 system of education called the Task Force to Create Seamless Pre-Kindergarten Through Grade Sixteen Educational Systems are reflected in a comprehensive web site at: <http://www.state.me.us/education/PK16TaskForce/>

**Maryland** — The State of Maryland is recognized as one of the most active in P-16 (K-16) approaches. The joint site of the Maryland State Department of Education, University System of Maryland, and the Maryland Higher Education Commission describing K-16 agreements and activities in that State. [www.maryland-k-16.org/](http://www.maryland-k-16.org/)

The Maryland K-16 Partnership is working on a number of different initiatives that will have the cumulative effect of bringing the standards for educational achievement into alignment from kindergarten through graduation from college. Through workgroups supported by a grant from the Pew Charitable Trusts The Maryland Partnership for Teaching and Learning K-16 web site is located at: <http://mdk16.usmd.edu>

**Michigan** — While its primary emphasis is advocacy, the K-16 Coalition for Michigan’s Future, a group of 11 education associations has brought school district leaders and representatives of Michigan’s public universities and community colleges together to describe the impact of ongoing state budget cuts on their programs and students. That site is: <http://www.masb.org/page.cfm/868/>

**Missouri** — Missouri has been sponsoring a series of K-16 projects. The latest report: *Achievement Gap Elimination: Report of the Missouri K-16 Task Force* is located at: <http://www.dhe.mo.gov/achievementgapreport.shtml>

**Nebraska** — *In recent years, the efforts of Nebraska’s educational systems have turned towards incorporating into our system the idea that success for students in both their educational experiences and workplace experiences increasingly depends on a high level of skill. The goal of the Nebraska PreK-16 Initiative is to ensure that all students are properly instructed on a continual basis in order to prepare them for the challenges of college and work.*

*In September 1997, the Nebraska Department of Education and the University of Nebraska joined forces to implement the Nebraska PreK-16 Initiative, a statewide effort aimed at improving student achievement. Nebraska joined company with other states across our nation on the journey to a seamless educational path for all students.*-Nebraska Department of Education

The site for the Nebraska P-16 Initiative is: <http://p-16nebraska.nebraska.edu/>

**Nevada** — The Washoe County K-16 Council site remains an early example of a county-based effort. Though the site has not been updated in several years, it is still active and can be accessed at: <http://www.unr.edu/k16/>

**New Jersey** — The Regional P-20 Coalition of Southern New Jersey has the mission “through broad-based community partnerships enhance the P-20 educational continuum to facilitate more meaningful lifelong learning and maximize the full potential of every individual as a responsible citizen and prospective employee.” A coalition of multi-county P-20 councils are envisioned. Among those serving on the coalitions’ “Council of Conveners” are Charles Bisciegia, CEO of South Jersey Industries; Judy Fisher, Executive Director of Human Resources Administration for the Trump Properties; Kenneth Ender, President of Cumberland County College; and Clarence Hoover, Vineland Superintendent of Schools. The coalition’s web site is: <http://www.rowan.edu/p20coalition/>

**New York** — “Today, the Board of Regents and its State Education Department govern education from prekindergarten to graduate school. We are constitutionally responsible for setting educational policy, standards, and rules – and are legally required to ensure that the entities we oversee carry them out.”- Board of Regents of the State University of New York

New York has a governmental system which oversees education from prekindergarten to graduate school. A practical application of a P-16 approach can be found in the Office of K-16 Initiatives and Access Programs.

*The Office of K-16 Initiatives and Access Programs administers over 115 million dollars in grants, contracts and scholarships to colleges and universities; schools, school districts and BOCES; community based and non-profit organizations; and students. The Office provides technical assistance on innovative strategies to: (1) Improve college graduation rates for ethnic, cultural and other underrepresented and or disadvantaged students; and (2) Close the gap for students in need of academic intervention services to meet the Regents graduation requirements.*-New York State Education Department

This New York site offers an example of an actualized K-16 initiative funding approach: [www.highered.nysed.gov/kiap/home.html](http://www.highered.nysed.gov/kiap/home.html)

**Oregon** — LADDER PK-16 proposes a model for linking high school assessment data to college admissions and to subsequent class placement decisions at all seven universities that comprise the Oregon University System (OUS). This alignment of assessments represents the second stage in Oregon’s process of building a PK-16 standards-based system.

The first stage was accomplished through a grant from The Fund for the Improvement of Postsecondary Education (FIPSE), U.S. Department of Education, in 1994-97. The Proficiency-based Admission Standards System (PASS) developed college-entry standards and aligned them with PK-12 standards for high school completion. One component of this project is the documentation of the standards development and alignment via web-based resources that are disseminated nationally to state higher education systems, departments of education, and related audiences.-Ladder [www.ous.edu/pass/pk16/](http://www.ous.edu/pass/pk16/)

Links to descriptions of the Ladder Project on this site describe Oregon’s PK-16 history and development.

**Ohio** — Ohio has recently created the Partnership for Continued Learning (P-16 Council). This legislation may be viewed at: <http://lsc.state.oh.us/analyses/analysis126.nsf/All%20Bills%20and%20Resolutions?SearchView&Query=SB%206&start=1&count=10>

The KnowledgeWorks Foundation has a web page on college and career access. Included is a link to their early college project. [www.kwfdn.org/ProgramAreas/College/index.html](http://www.kwfdn.org/ProgramAreas/College/index.html)

*The Ohio College Access Network (OCAN) was founded in 1999, by KnowledgeWorks Foundation, in collaboration with the Ohio Board of Regents and Ohio Department of Education. With these partners and the Ohio Business Roundtable, OCAN works to establish college access programs across Ohio.-OCAN*

Nearly 30 community based college access organizations are operating in Ohio under this network. Information and links can be found at: [www.ohiocan.org](http://www.ohiocan.org)

Materials and progress reports on the Stark County P-16 Compact can be found on the Stark Education Partnership web site under “What’s New: Publications” [www.edpartner.org](http://www.edpartner.org)

Another regional Ohio approach is the Beeghly Center for P-16 Research and Development which supports partnerships among P-16 educators in the region served by Youngstown State University. The emphasis of the center is upon collaborative research leading to improved practices in the P-16 classroom. <http://www.coe.yosu.edu/P-16/mission.html>

**Pennsylvania** — The mission of the Harrisburg, Pennsylvania based Education Policy and Leadership Center is to encourage and support the use of more effective state-level education policies to improve student learning in grades K-12, increase the effective operation of schools, and enhance educational opportunities for citizens of all ages. Links to local Pennsylvania P-16 Councils and national references are on this site. [www.eplc.org/clearinghouse\\_p16.html](http://www.eplc.org/clearinghouse_p16.html)

The School of Education at West Chester University maintains a P-16 Consortium page. “The Consortium is comprised of a P-16 Advisory Council, a council formed by representatives from West Chester University, Holy Family College, Community College of Philadelphia, Cheyney University, Chester County Intermediate Unit, Verizon, and members of the Bartram and Lincoln P-16 Communities of Inquiry.” [www.wcupa.edu/ACADEMICS/sch\\_sed/P-16.htm](http://www.wcupa.edu/ACADEMICS/sch_sed/P-16.htm)

**Tennessee** — The **Tennessee P-16 Council, a public/private partnership** evolved from the Tennessee Commission on Education Quality (also a public/private sector partnership) and is focused on key education improvement initiatives and public awareness of the link between an educated citizenry and a healthy economy.- Tennessee Tomorrow

Several P-16 level activities are underway in Tennessee:

The Tennessee Higher Education Commission maintains a general P-16 web site, including regional P-16 links at: [http://www.state.tn.us/thec/2004web/division\\_pages/ppr\\_pages/Planning/pprplanningp16councils.htm](http://www.state.tn.us/thec/2004web/division_pages/ppr_pages/Planning/pprplanningp16councils.htm)

Tennessee is seeking to establish a series of local P-16 Councils, similar to the Georgia model. Guidelines for the establishment of local P-16 Councils are at: [www.tntomorrow.org/downloads/P-16%20Guidelines-Final.doc](http://www.tntomorrow.org/downloads/P-16%20Guidelines-Final.doc)

Tennessee Tomorrow maintains a web-site for the Tennessee P-16 Council which contains council minutes. The location of the site is: [www.tntomorrow.org/p16council/](http://www.tntomorrow.org/p16council/)

**Texas** — *The Texas PK-16 Public Education Information Resource (TPEIR) is a project designed to provide stakeholders in public education - including but not limited to administrators, educators, state leadership, researchers, and professional organizations - with ready access to public primary, secondary, and higher education information for purposes of research, planning, policy, and decision-making.*

*TPEIR is a joint, cross-agency project managed by the Texas Education Agency, the Texas Higher Education Coordinating Board and the State Board for Educator Certification. This project includes an integrated interagency data store containing “raw” data currently collected through several different operational systems and stored in multiple distinct databases. Data in the TPEIR data store are a combination of aggregated and raw data.-TPEIR*

This site illustrates the joint use of data in a P-16 context. [www.texaseducationinfo.org/Reports/Reports\\_Linkages.asp](http://www.texaseducationinfo.org/Reports/Reports_Linkages.asp)

The Texas Higher Education Coordinating Board's Division of Participation and Success works in partnership with the Texas Education Agency and the State Board for Educator Certification to promote and support the development of partnerships among colleges, universities, school districts, parents, businesses, and other organizations. This site can be found at: <http://www.thecb.state.tx.us/Partnerships/>

There is also a Texas State Leadership Consortium for P-16 Partnerships which deals primarily with the federal Perkins Act applications in Texas. <http://www.texasp16slc.org/>

The University of Texas at San Antonio Office of K-16 Initiatives and Honors College “strives to increase UTSA’s partnerships and collaborations with schools, business and industry, and community-based organizations and foundations to strengthen the quality of education in San Antonio and South Texas from kindergarten to college.” The site is located at: <http://www.utsa.edu/k16/>

**Washington** — While not a state government initiated effort, the LEV Foundation has received a grant from the Bill and Melinda Gates Foundation to develop a proposal for implementing a P-16 system in the state of Washington that would better integrate early childhood and higher education with the K-12 system. [www.levfoundation.org/P16/input.htm](http://www.levfoundation.org/P16/input.htm)

**Wisconsin** — The leaders of Wisconsin’s four education sectors -- (Department of Public Instruction, University of Wisconsin System, Wisconsin Technical College System and the Wisconsin Association of Independent Colleges and Universities) have created the Wisconsin PK-16 Leadership Council ([www.wisconsin.edu/pk16/](http://www.wisconsin.edu/pk16/)). This is a voluntary initiative which also includes leaders of Wisconsin’s state government, state agencies, education sectors, professional associations, as well as business and industry.

“The Council’s mission is to foster collaboration that will enhance learning and learning opportunities throughout the state so that all students are prepared to live in and contribute to a vibrant 21st century society.”

Links to Wisconsin’s PK-16 Teacher Academies are on this site as well as the council’s history and goals.