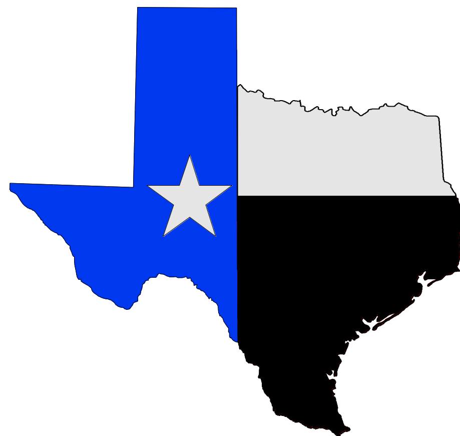
✪ GOVERNOR'S BUSINESS COUNCIL ✪

BUILDING AN EFFECTIVE AND ALIGNED P-16 EDUCATION SYSTEM:

WHAT SHOULD HIGHER EDUCATION DO TO ENHANCE STUDENT ACCESS AND SUCCESS?



PROCEEDINGS OF THE SYMPOSIUM
AUSTIN, TEXAS
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BUILDING AN EFFECTIVE AND ALIGNED P-16 EDUCATION SYSTEM:

WHAT SHOULD HIGHER EDUCATION DO TO ENHANCE STUDENT ACCESS AND SUCCESS?

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INTRODUCTION

On May 7, 2002, the Governor's Business Council of Texas was honored to host a number of state and national education leaders who came together to discuss higher education's role in creating an effective and aligned P-16 education system. The State of Texas faces a daunting challenge in improving our P-16 system and increasing rates of college participation and success. We lag the national average in college enrollment of 18-year-olds by 25%; we award 20,000 fewer bachelors' degrees per year than the national average; and, if current trends continue, those with less than a high school education will represent the only educational category to increase in Texas over the next 30 years.

The state demographer estimates that between 2000 and 2030, nine out of 10 new Texans will be minorities. We are experiencing a significant demographic change to the population and a significant disparity between participation and success in higher education between our ethnic and racial groups. We have no choice as a state but to deal with this disparity. If we don't close the gaps in participation and success at a rate faster than the demographic changes, then we will continue to lose ground and will not meet the economic and social challenges of the 21st century.

The symposium examined how best to improve student access and success and what, specifically, higher education can do to create an aligned and effective education system that helps each child realize his or her dreams. We first looked at Texas' P-16 challenge from a demographic perspective. We compared the projected characteristics of the state's "Class of 2015" with state goals for participation, success, and academic excellence. We then asked the speakers to discuss what an effective and aligned P-16 system should look like. We examined national reforms in curriculum and standards alignment, accountability, and teacher training and professional development. We explored one state's (Florida's) structural solution to the P-16 issue. Experts from the U.S. Department of Education gave us the federal perspective on P-16 alignment and we heard from a national research expert who discussed what we know, and don't know, about successful efforts to bring together the primary, secondary and post-secondary systems.

The proceedings of the meeting were recorded and transcribed. The enclosed transcription of the symposium, which has been edited in the interest of brevity and clarity, is being distributed to encourage greater public debate and discussion on the issues discussed herein. The views of the participants are their own and are not necessarily shared by the Governor's Business Council. We appreciate the generous contribution by Temple-Inland of their meeting space and facilities and are very grateful to all the speakers and panelists who gave their time and expertise to this important issue.

Woody Hunt
Chairman, Higher Education Task Force
Governor's Business Council

SYMPOSIUM PRESENTATIONS BY:

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Chairman
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(BRIEF BIOS OF THE SYMPOSIUM PRESENTERS CAN BE FOUND AT THE END OF THE TRANSCRIPT)

INTRODUCTION OF PARTICIPANTS

WOODY HUNT: I want to thank everyone for being here today. I think looking at our agenda and who the participants are; we have an opportunity today to add a lot of value to higher education, not only for our state, but for our country. All of our remarks are going to be recorded. I would like to start going around the room so everybody can introduce themselves, not only for our benefit that are here, but also for the benefit of the person recording. I'll start myself. I'm Woody Hunt. I'm the Chair of the Higher Education Task Force for the Governor's Business Council and I also serve as Vice-Chairmen on the University of Texas Board of Regents. I reside in El Paso, Texas.

FELIPE ALANIS: Thank you, Woody. I'm Felipe Alanis, Commissioner at the Texas Education Agency. Good to be here.

VANCE MCMAHAN: I'm Vance McMahan. I'm a consultant with the Governor's Business Council.

JAY RHODES: I'm Jay Rhodes with TXU, representing Earl Nye.

ANDREA VENEZIA: I'm Andrea Venezia and I'm a researcher at Stanford and I direct the P-16 projects there. And I know Stanford won't add much to my credibility, but hopefully Austin and LBJ will. I've lived here for four years. It's really a pleasure to be back.

CAROL D'AMICO: I'm Carol D'Amico with the U.S. Department of Education, the Office of Vocational and Adult Education.

REY GARCIA: I'm Rey Garcia. I'm the Executive Director for the Texas Association of Community Colleges.

ED SHARPE: Ed Sharpe. I'm Executive Vice-Chancellor for Academic Affairs at the University of Texas System.

LINDA CLARKE: Linda Clarke, I direct the Pre-K-20 program for the Greater Houston Partnership.

LEO SAYAVEDRA: Leo Sayavedra, Vice-Chancellor for Academic and Student Affairs for the Texas A&M University System.

STEVE MURDOCK: Steve Murdock, a professor at Texas A&M and State Demographer of Texas.

DON BROWN: I'm Don Brown. I'm the Commissioner of Higher Education with the Texas Higher Education Coordinating Board.

KATI HAYCOCK: Kati Haycock. I'm the Director of the Education Trust in Washington, D.C.

CINDY GONZALES: Cindy Gonzales. Governor Rick Perry's Higher Education Director, sitting in for John Opperman.

MARINA BALLANTYNE-WALNE: Marina Ballantyne-Walne. I'm an advisor to the Governor's Business Council.

MARTIN BASALDUA: Martin Basaldua. Family physician in Houston, Chair of the Planning Committee that came up with closing the gaps, and Vice-Chair of the Texas Higher Education Coordinating Board.

KIMBERLY TEAGUE: Good morning. I'm Kimberly Teague. I work for Texas A&M University System's partnership with Texas Education Agency. I'm also the foundation liaison for the Governor's Education Policy Office.

KEN CRAYCRAFT: I'm Ken Craycraft and I'm the Vice-Chancellor for Academic Affairs for the Texas State University System.

JOHN WINN: Good morning. My name is John Winn. Deputy Secretary of Education for the State of Florida.

SALLY STROUP: I'm Sally Stroup. I'm the Assistant Secretary for Post-Secondary Education at the Department of Education in Washington.

ED ADAMS: I'm Ed Adams, a community relations consultant and was a member of the Texas Higher Education Coordinating Board Planning Committee.

DICK FONTE: I'm Dick Fonte, president of Austin Community College here in Austin.

BILL REEVES: I'm Bill Reeves and I have a dual appointment with the Texas A&M System and the Texas Education Agency.

MIGUEL NEVAREZ: Mike Nevarez, President of the University of Texas-Pan American.

DARV WINICK: Darv Winick. Educational consultant, advisor to the Governor's Business Council, from Dickinson, Texas.

DEWAYNE MATHEWS: I'm Dewayne Matthews. I'm the Vice President for State Services at the Education Commission of the States.

CHARLES MILLER: I'm Charles Miller from Houston. I'm the Chairman of the Board at the University of Texas System and recent board member of the James B. Hunt, Jr. Institute for Educational Leadership [laughter]. He's one of my role models.

GOVERNOR JIM HUNT: Well, I'm Jim Hunt. I served four terms as Governor of North Carolina during all of which we were hotly contesting with Texas. And cousin, of course, to Woody.

OPENING REMARKS

THE TEXAS CHALLENGE: LESSONS FROM EL PASO

WOODY HUNT: I would like to thank all of our participants for being here today. I know everyone is very busy. I particularly want to thank those that have traveled from outside the state to be here to add value. I'd like to make a few comments on the Texas Challenge, and then turn it over to our experts.

First, I'd like to start with a personal experience in my community. I'm from El Paso, and I think you'll see as it develops how it relates to the Texas Challenge. El Paso is a community of 700,000, and we just completed at the University of Texas at El Paso a scholarly study to analyze a 50-year relationship between income and education in our community. In 1950, in terms of high school graduation rates, as a percentage of the adult population, we were

anywhere from nine to 21 percent above either the state or the nation. In college completion rates, we were 20 percent above both the state and the nation. In terms of median family income, we were at parity with the nation; we were at 14 percent above the state of Texas in 1950.

Come forward 50 years to the year 2000. In terms of high school completion rates we're 11 percent below the state, 16 percent below the nation. In terms of college completion rates, 33 percent below the state, 37 percent below the nation. And not surprisingly, in terms of median family income, we're 71 percent of the state and 65 percent of the nation. So we've experienced major statistical change, which translates into quality of life, economics of a community, with a 50-year timeframe.

How does that relate to the state of Texas? Well, when you look at Texas, in terms of college completion rates, in 1980 as a state we were 10 percent above the national average. We're now, in the 2000 census, we're 6.5 percent below. In terms of 18-year-olds going on to college, we're at a rate 25 percent below the national average. In terms of college degrees, we're under-graduating at the bachelor's degree, about 20,000 per year, about 10,000 at the graduate level.

As you look forward and ask yourself what's going to happen demographically to the state, we see a very rapid, as Dr. Murdock will document later, a very rapid population growth, one that we've had over the last 20 years as well. When you break that down by ethnicity or racial groups, and you look at the 18-to-24-year-old category, the Anglo population is in a long-term decline, although a modest one in an absolute sense and a significant decline in a relative sense. Minority growth in that 18-24 year old category will be greater than 100 percent, and over 80 percent of that will be in the Hispanic population.

Then you ask, well, why is that important? Why do we really care between ethnicities and racial groups? If you take 18-year-olds today in the state of Texas and you demographically break them down, what you find is, if you ask who has graduated from high school, who is in the top 20 percent of their class, who has made a 900 or above on an SAT, you find a ratio disparity of about 3-to-1 between African Americans and Hispanics on one side and Anglos on the other. If you raise the bar and you push it to an 1100 SAT, that ratio gets to about 6-to-1. So what we have looking forward is what I would argue is a significant demographic change to the population and what we have today is a significant disparity between participation and success in higher education between our ethnic and racial groups within the state.

What that tells you is if the state of Texas does not want to have the El Paso experience of going from being more educated than the national average in 1980 to significantly below-educated, with lower per capita income in 2030 and 40, we have no choice but to deal with the disparity ratio.

In 1990, as everybody knows here, we introduced, and Charles Miller was the leader of this, public school K through 12 accountability system. Today, when you look at the top ten, in many categories, depending on the subject matter, the grade, and the ethnicity, we're number one. But the truth of the matter is we could be number one in every one of those categories, and because we are more disproportionately minority than other states we could still be number one and we could lose ground, and lose ground in a long-term sense. My conclusion is, the real challenge we face is a relationship between closing the gaps in terms of performance and the demographic change. And if we don't close the gap at a rate faster than the demographic changes, then we lose ground. That's what El Paso tells us. We didn't recognize what happened until it was too late, even though today I think we are significantly ahead of the state in trying to deal with the issues, we're dealing with it with less resources. In the 1990's, El Paso, in an absolute sense, lost 21 percent of its Anglo population. So what you see in that is those with significant education and income deciding that the community is not up to the challenge, and they left. The state of Texas faces that same challenge if you're not able to

intervene and deal with the parity gap at a rate faster than the demographic change. At least that's my conclusion.

And with that, I would like to open our event today and look at what we can do to intervene. What we can realistically do to intervene to eliminate a parity gap, which is really our only solution as a state, that is not only today demographically more minority than the rest of the country, but which will be significantly more so over the next 30 to 40 years. I'll turn that to Dr. Murdock.

THE CHALLENGE OF DEMOGRAPHIC CHANGE IN TEXAS

STEVE MURDOCK: Thank you, Mr. Hunt. It's a pleasure to be here. I'm going to very quickly overview some of our demographic changes that are taking place in Texas.

When we look at Texas, at least three things are happening: very rapid growth, very rapid diversification in that growth, and coupled with it, what every part of the country is having, an aging of its older population, which is primarily Anglo, as well as an adding to at the lower ages of a non-Anglo population.

Rapid Overall Population Growth

Let's take a look at population change. As many of you know, I like to say this chart shows that in every decade since Texas allowed the U.S. to join it, we have grown more rapidly than the country as a whole. This last decade probably is a very good example. We've increased our population by 22.8 percent compared to 13 percent in the country. That total growth was about 3.9 million. And I always think it's interesting to put that in perspective. That is roughly equivalent to Texas having added in a single decade the number of people equal to the 1990 populations of the city of Houston, plus the city of Dallas, plus the city of San Antonio, plus the city of Lubbock. Our growth is such that we are the eighth fastest growing in percentage terms, most of the states that are growing faster in percentage terms are substantially smaller, and if you look at the larger states, only Florida and Georgia are growing anywhere nearly as rapidly as we are. So growth is extensive. The importance of that growth really is the bottom line of this chart. Populations grow by one of two mechanisms—natural increase, which is the excess of births over deaths, and as the result of migration, and that migration can be immigration from other countries or immigration from other states.

This last decade we had an abnormally low percentage that was due to natural increase, but even at that, our 1.9 million persons, through natural increase, which changes relatively slowly, was so large that if we had had no other population growth in Texas except growth through natural increase, we would have still been among the five fastest growing states if no one had moved to Texas from other countries or from other states. Why that is important for education, is, of course, at the bottom end is where we see the beginning of the funnel on education, and natural increase rates change relatively slowly, even if the economy changes they change relatively slowly.

Changes in Growth Rate Having Major Demographic Effect

The most important change impacting Texas is the change in growth, particular of its non-Anglo populations. We are the second largest state, but if you look up here in terms of our ranks, you can see we are a major player among all of the racial and ethnic groups, including the "other," which we define it, consists primarily of Asians. It also includes Native Americans and others. We are a large player. And if you look at the 1990s we were a large player in terms of the growth, the second largest increase in the Anglo population, third in the African American, second in the Hispanic, third in the "other" population across the country. You can see, for example, in the Anglo population, our 783,000 increase was second only to Florida

among all the states. But we were also second in terms of the increase in our Hispanic population among the states, and that involved 2.3 million persons. I argue that we are now the fourth most diverse state in the entire country because we have the fourth smallest percentage of population that is Anglo, with only Hawaii, New Mexico and California having a smaller percentage of their population that is Anglo or non-Hispanic white than we do.

If we review just briefly some of the impacts on this, you can see although we were the second fastest growing state in the country in terms of our Anglo population, the rate decreased whereas our African American population increased by 170,000 and "other" population by 130,000 to 140,000, and the increase in our increase in the Hispanic population was over a million more from the 1980s to the 1990s. As a result of this, our population growth rate for Anglos has decreased. It has gone up for African Americans and Hispanics, and although it has declined a little bit for the "other" population, it's from 88 percent to about 81 percent. If you look at, as a result of that we are now a state that is 53 percent Anglo, and as we'll see in a minute, we project that by about 2005 we will be less than half Anglo in terms of the entire state population.

If you look at net population growth, it's a continuation and an accentuation in the 1990s. In the 1980s, two of every three new additions to the Texas population were non-Anglo. In the 1990s, eight of every ten were non-Anglo, and 60 percent of our total population increase in the 1990s was due to the Hispanic population.

Aging of Texas' Population

If you look at our age for just a few minutes, we're under the same kind of impacts that the rest of the country is in terms of an aging baby boom population, that in the case of Texas is very heavily Anglo. If you look at 65+, 72 percent of that population is Anglo, 18 percent is Hispanic. If you go down here at zero to five, 39 percent is Anglo, 42 percent is Hispanic. Overall 61 percent of the population under five years of age in Texas is non-Anglo, and in fact, all the way up to 18, 57 percent of that population is non-Anglo. In a very real sense, when you look at Texas, this is our past and this is our future as you begin to look at the demographics of Texas.

Non-Anglo Population Will Drive Population Growth

Well, let's look at the future a little bit. If Texas were to continue to grow at the rates that it did in the 1990s we would have, by 2040, 50 million people in Texas. That's a lot of population growth. We think it probably won't be that large, but if you look at the changes that are accompanying them; many of them are similar across the scenarios. For example, here you see we expect 143 percent rate of growth over the next 40 years under that scenario, even 68 under the slower growth scenario, but in each case what you'll see is the slowest rate of growth is in the Anglo population, the faster rate of growth is in the non-Anglo population groups. As a result of that, as I said, we now project by 2005 under the fast-growing scenario, and 2006 by the slower-growing middle scenario, that Texas will be less than half Anglo. And we now project for the first time that by 2026 under the rapid growth scenario, and by 2035 under the middle scenario, Texas will be more than half Hispanic. And if you look at our population in the year 2040 under this rapid growth scenario, we'd be about 24 percent Anglo, about 8 percent African American, about 59 percent Hispanic, and we would be about 9 percent in that other category which consists primarily of Asians. If you look at our growth overall in terms of age structure, we'll have about 20 percent of Texans by 2040 that are 65 plus, as the country will as a whole.

If you look at net change, what is staggering about this is that, the only part of that population change that will be due to the Anglo population is that 3.9 percent. Ninety-six percent of the net additions to Texas population between 2000 and 2040 are expected to be due to the non-

Anglo population. If you look at the age group of greatest interest to us—college age, 18 to 24, will grow by about 2.5 million people over the next 40 years. That growth would be about, as you can see, a doubling of our number under this scenario. Again, see the slower rates of growth for Anglos versus other racial and ethnic groups. And if you look at this trend what you see is by 2040 about 20 percent of the people in this key college age group would be Anglo, and you can see about 8 and 6 percent, again, in the Black and "other" categories, and about 66 percent would be Hispanic. In terms of net population growth, the important thing to under these scenarios, as is under all of them, we expect an absolute decline in the college age population of Anglos, with the increases being in other racial and ethnic groups.

Well, as Mr. Hunt said better that I can, I think, there are some challenges resulting in this growth. What I like to say, of course, is nobody would really care about these demographic changes from an academic standpoint if it weren't for the fact that due to a variety of historical, discriminatory, and other reasons, these demographic characteristics are tied to socio-economic characteristics. So the resources that people have to buy goods and services in the private sector and to the resources that people have to pay taxes in the public sector. So I want to spend just a couple of minutes and then I'll be done, in terms of looking at some of those relationships.

Implications for Texas

There is this clear relationship that we see by age everywhere all the time. This is a 1990 figure. We don't have 2000's yet, but I can tell you they're going to show the same pattern, which shows, of course, that all of the things being the same, we make as much money when we're middle aged as we're going to make.

Here's a chart from 1989, the reference year for education of the 1990 census, which shows, that depending upon the time, depending upon the year and place, what you find is that African American and Hispanic incomes are somewhere between 55 and 75 percent of what the incomes are for Anglos. In 1990, 55 percent of adult Hispanics in Texas had less than a high school level of education. Very important when you look for people in the private sector is the fact that in this particular scenario by 2030 for the state of Texas, about half the aggregate household income, over half of the consumer expenditures will come from a household that has a non-Anglo head. This chart shows is if we don't change the socio-economic differentials that exist among racial and ethnic and other groups in Texas, our labor force in 2030 will be less well educated than it is today, and we would be poor indeed, with a decrease in aggregate household income of about $4,000 between 1990 and 2030, and a 3 percent increase in our poverty rate as a result of these demographic changes. And what's disheartening here is if you look at Texas in 1990 in terms of percent of its adult population made up of high school graduates, we ranked 39th. If these data are right for 2000, we now rank 45th. And if you look at college graduates, we ranked 23rd in 1990. We ranked 27th in terms of the country among the states in 2000.

Well, why do we think education is the key? It's because of charts like this. This chart is everywhere always the same, and that is it's the chart that shows that education pays in terms of the income that people have. You can see that there is almost a $40,000 difference between a high school graduate and a college graduate, but I think very important, if we look at a lifetime or these kinds of differences, there's almost a $1.5 million difference between a high school graduate and a college graduate. It's equally important to note that the difference between a high school graduate and a less than high school graduate, is about $700,000 on a $1.2 million base. So getting kids through all of the rungs of education is important in terms of their long run changes in life.

Well, let me just summarize with a couple of statements and I'll be done. What we have argued for Texas is that the challenge for Texas is to increase the socio-economic achievement through

increased access and increased attainment of various kinds of our non-Anglo populations in particular. We argue that's important, because I would say as a demographer is that what I can say is our future is increasingly tied to our non-Anglo populations. How well our non-Anglo populations will do is how well Texas will do. Our challenge then is to ensure that all Texans have the kinds of resources, the kinds of skills, the kind of training they need to be competitive in what is an increasingly international economy. And I like to say that in many ways it's not just the challenge, but there is also an opportunity. Because if we will be able to meet this challenge, our state demographics are such that we could be a younger state that exists in most other states in the country, and as a result of that, being where we are placed, geographically and otherwise, we could be at a competitive advantage, relative to most states in the country as we look forward in terms of our state's history. But that depends very heavily on how well we do in meeting the Texas challenge. Thank you.

WOODY HUNT: Thank you, Dr. Murdock. I'd like to turn the podium over to Dr. Brown, our Commissioner of Higher Education.

CLOSING THE GAPS: STATE HIGHER EDUCATION GOALS FOR 2015

DON BROWN: Thank you, Steve. Thank you, Mr. Hunt. There are a lot of people in this room who have seen these two presentations together like this, with Steve Murdock making a presentation on the Texas Challenge followed by somebody that makes a presentation on closing the gaps. And the reasons for that, of course, are obvious to all of us. Why do we have a higher education plan called "Closing the Gaps?" Why are we really working together at Pre-K through higher education levels to try to close the gaps? It's because of part of the future that Steve Murdock has laid out for us. The reason is that Texas Challenge, which really comes down to the trend that Steve has described, the trend that is taking us on a path where as a state we are becoming less well-educated, in an important sense, and therefore will become less prosperous.

When you multiply the $4,000 drop that Steve has forecast in household income by 2040 times the number of households we expect to have then, it turns out to be about $40 billion per year in lost income to the state. And whether you pay attention to only the economic consequences or to all the other consequences that flow from that kind of drop in income, that's a pretty terrible future. When you also recognize the gaps that exist within Texas by ethnicity, by region, by income, when you recognize the gaps that exist between Texas and other states, you have a major reason for taking steps to try to close the gaps. Hence, the higher education plan that we have. For those of you who are outside the state and don't know about it, it has only four goals—closing the gaps in participation and success and excellence and research by 2015, with targets for the 2005, 2010 to keep track of how we're doing there.

The first goal, of course, is the one that's gotten a lot of attention that says if we are to close the gaps in enrollment rates within Texas and between Texas and some of the leading states with which we compare ourselves; we would have to have 500,000 more students. We have a little over a million now. This would be about a 50 percent increase. We think we will have 200,000 more students anyway, even if we don't do a better job at all levels of educating all our people. So one way of conceiving the problem is to say how do we find the missing 300,000 people and get them into higher education, prepared to succeed, by 2015?

What I've done here on these slides is to pull out from Closing the Gaps some of the strategies that really amount to P-16 strategies. Making the recommended high school program the standard curriculum is something that Ed Adams was advocating very strongly and effectively on the planning committee that Martin Basaldua headed, something that the Governor's Commission on 21st Century Colleges and Universities have proposed and other groups have endorsed. That is now, of course, in statute, with the class that begins the freshman year of high school in 2004. The next step, requiring it for university admission by 2008 is beginning

to be taken. And the last one there, of course, is the big public awareness and motivational campaign that the legislature authorized in the last session that was recommended by a number of groups over the last several years that will actually begin this fall. What is the objective of that campaign? The objective is really to do whatever is necessary to get the missing 300,000 people through all levels of education into higher education, prepared to succeed, to get those people who have already entered higher education, but left without success, numbers of them, to come back in for success, to increase our graduation success, and success with any other forms of recognition and completion of high quality programs. The goal of closing the gaps in participation has to go hand-in-hand with closing the gaps of success. One without the other would not achieve the ends that we have to achieve if we're to have a better future for all the people of our state. And the third bullet there is one we need to carry out. Closing gaps, of course, importantly, has in it the strategy to develop a system to ensure progress towards the goals. That's taking two forms, asking every college and university and health science center to set targets itself that are parallel to the targets in the statewide plan for 2005, for 2010, for 2015, to focus efforts on getting there. And the second is the performance system, the first annual report roll-out will be out in July to show how we're doing as a state, as a region, system, individual institutions, and moving towards the targets of closing the gaps.

How are we doing so far? Here's an early look using a highly sophisticated indicator system that we're working on to address that some more. Our participation in one year is looking pretty good. We, of course, benefited in a perverse way from an economic downturn that's probably driven enrollment up. We had an increase of over 50,000 people in higher education institutions, independent and public, career school, advanced degrees, between fall of 2001 and 2002. I thought that was the biggest increase ever, but Dr. Sayavedra and our historians have checked, and in the mid-70's there was one year where we went up by over 80,000 students. If we were to do something parallel to that today, it would be an enormous number.

That early report says we're doing okay on participation, we're doing poorly on success. I'm not sure at all on excellence. On research it's looking cautiously optimistic. So the question really is, what do we have to do to avoid that awful future that Steve Murdock has painted for us? The answer is we have to, in one way or the other, close the gaps at all levels of education, particularly in participation and success, and excellence and research as well. Thank you very much.

WOODY HUNT: Thank you, doctor. I'd like to make a little change in our schedule now and delay Felipe and have Governor Hunt make his presentation.

BUILDING ON PUBLIC SCHOOL REFORMS: WHAT POLICIES SHOULD STATES PURSUE TO STRENGTHEN P-16?

GOVERNOR HUNT: Thank you very much. This is the first time, I guess, I've spoken to Texans. Actually, they told me that if I came down here to Texas I'd find those rich Hunts [laughter]. You'll have to tell me where they live. But I am delighted to be here with all of you. I want to tell you folks, I've been listening to you all this morning. I listened to you all introduce yourselves and I learned about these three systems you have in the universities and of course your fine community colleges, which I'm a big fan of, and I thought to myself, there is not a meeting going on in America where there are this many higher education leaders who are focusing on how to improve K-12 education. I suspect there's not a place in the country where the focus is as great on the challenges and the possibilities of Anglo Americans and Hispanics and African Americans, all of them, and focusing on where you stand, and what the challenges are and what the possibilities are. So I know you've got a lot of big problems. But the great thing about it is you're focusing on it and you're all here together, sitting down with this business council, giving it leadership. I am very impressed and I want to commend you all for it.

You know, our goal in all of this, I think, ought to be, first of all, that every child learn, and they can all learn, and that every school be successful. A lot of people have given up on certain schools. We can make them all work. That higher education be of greater service to Texas and to the country and of course, that our economy thrive.

Now in Texas you've had this great business council working at this, you've had governors who have been committed to it, and I have been impressed by the way that you have stuck with it. The RAND Corporation. I realize not all of us agree with what RAND says. But they had a publication, I guess, in 2000, when I was chairing the Education Goals Panel, which said that the reason that Texas and North Carolina were making the most progress was one, because we had had a continuity of leadership in the Governor's office and working with the governors, and second, the business community had been involved. So I want to commend all of you again for that and tell you I think that's a big part of the key to it. And of course, your test results reflect that. I know that there's some people who don't want to focus on test results. And I say to them how do you know you've got an achievement gap if you aren't measuring how the students are doing? How do you know whether or not you're making progress in doing something about it unless you are measuring how you're doing?

National Overview

Now, the Leave No Child Behind Act. You have taken the focus on accountability, on reading, the basics, on analyzing your progress, disaggregating scores and seeing how all of these students are doing to America. And what do we have? We have the Leave No Child Behind Act. And I want to tell you folks, I'm not sure everybody understand how big a deal this is. We've committed ourselves as a nation to make sure that all children within a period of years are performing at grade level. We've committed ourselves to see that our teachers are highly qualified. We've committed to measure our schools annually. Those are big commitments and they're exactly the right kind of commitments. Again, they've come from here and I commend all of you for your work on them.

Now, some people ask can we do this. I want to tell you we can do it. America can do this. If we're going to do it we're going to have to mobilize all of our people and our leaders. That's why this business council being involved is so critically important. We're going to have to get our most influential organizations engaged in it. That's why higher education needs to be here taking a lead. Higher education has the greatest respect of any institution in our society other than the church. People really look up to their universities and to higher education generally. You all have power and influence, you're respected, you're cherished, and that's why you can be so effective in this.

We must provide the funds that are going to be required if we're going to do this job. And folks, we can't do it without changing how we do things, but we also can't do it without money, and I think we ought to say that often. We've had a lot of statistics here today and I am reluctant to add to them, but let me pass these sheets around. Both in North Carolina and in Texas this picture isn't as pretty as we'd like for it to be. But this comes from the 50-state report done by the National Center on Public Policy and Higher Education.

There are several things here that I would call your attention to. This report went about looking at higher education in a different way from what a lot of people used to. A lot of people just are just used to ranking the universities. You know, how many of this, that, or the other do they have. What this does is to look at how the state is doing in higher education, and not just the university system but all of higher education in terms of preparation.

Now, what we find, if you look at Texas briefly, is that—first, I would call your attention to the matter of participation. Only 30 percent of 18 to 24 year-olds, I believe, in your state are

enrolled in college level education or training. So whereas 30 percent of 18 to 24 year-olds are enrolled in higher education in Texas, the best state has 42 percent.

When college completion is examined, a large proportion of freshmen return for their sophomore year at your four-year colleges, 73 percent. That is very good as compared to the top ranking of 84 percent. But a low proportion of first time full-time college students receive a bachelor's degree within five years of enrolling. In Texas it's 43 percent, and the top state is 66 percent.

The National Center also did a few studies of what higher education has done, as I said, and they looked at college preparation, and here the news is better. You are getting better in K-12 education, and it's going to be reflected in those college-going statistics later on. A large percent of Texas young adults earn a high school diploma or GED diploma by age 24. That's 81 percent. The best state is 93 percent. Your state is among the best in national assessments of 8th grade writing. Your eighth graders are fair in reading, they are not so high in math, but that, again, it's getting better, and that's been reflected on the NAEP scores.

Keys to Building an Effective P-16 System

But, of course, what you're mainly concerned here about is what do we do about it? We know we've got this situation, roughly. What do we do about it? Well, I want to mention a number of things that I think we can do about it. First of all, stick with what you're doing. You're here really focused like a laser beam on this and very committed to changing. Don't back down. Keep moving. That's my first advice to you.

My second advice to you, frankly, would be to recognize that it's not just K-12 or K-16. I would urge you to say it's pre-K. Now, folks, I know that there are some folks who want to argue about, you know, when does cognitive recognition begin and all of that stuff. But I want to tell you that the brain starts developing from even before birth. Children are born with billions of brain cells. The intelligence comes when those cells connect up and that happens most in the first years of life. In North Carolina we have committed ourselves to a very strong early childhood program. There we're talking about helping parents be good parents. Obviously we're concerned about good health care for them and we have a lot of federal help for that now, fortunately. But then we're concerned about high quality early childhood education. Katy will probably talk more about that today, but let me say to you that I think you're about to see this nation embark on a big, big effort to improve early childhood education. In fact, the Pew Charitable Trust is going to make that its biggest effort in the next several years to come. The Committee on Economic Development recently came out in favor of taxpayer funded three- and four-year-old early childhood education. I think that's one of the things that we most need to do, and I would urge you here in Texas to really focus on those earliest years. Those kids, unless they start to school that first day healthy and ready to learn, with all that that means, they are not going to have the success that you want them to have and that your state and our country needs for them to have. So I would say that pre-K to 16 is what we ought to be focusing on.

Then it seems to me that higher education really needs to focus on teachers and teacher education. When I talk about this I can't help but think of your El Paso collaborative, and I know you're going to have the person in charge of that here today, but that is the best thing I have seen in America, to help improve the schools. There are a number of strategies, of course, that are important. And by the way, having good teachers is the single most important thing in children learning. It's more important than class size. It is more important than technology. All of those are important, but having good teachers—excellent teachers—is the most important single thing.

There are a number of things that I think that you might want to consider here in Texas. First of all, we've all got to do a better job of recruiting more teachers, more people to go into teaching. In North Carolina we have what we call a teaching fellows program. It may be up to 600 full scholarships to people who want to come in and be teachers, and these are some of the best scholarships in our university system. They're right up with the Moreheads and things like that. And we're getting the best students who are going for those. Every year we're bringing in four, five, or six hundred, another group of that many teachers, who are among the very best.

We've also got to focus on lateral entry. We're going to have to be rigorous about who gets into teaching. We should not take them into a teaching program unless they prove that they have what it's going to take, and when we graduate them they shouldn't go into the classroom unless they've passed a rigorous practice or other exam.

In North Carolina we've begun providing mentors for new teachers for two years, and these mentors are paid. You can't take already busy teachers working their heads off and just put that on top of it and expect them to spend a lot of time with these new teachers. And boy, do new teachers need a mentor. So I would urge you to think about that.

New teachers need to be nurtured. One of the things we've done is to prohibit the schools from giving them extra-curricular activities during those first two years. I expect most of us did some kind of practice teaching or early teaching in schools. It's the toughest thing in the world and they need to have help and that's something that we have found is effective.

We need to have a system in which we make sure that they are well paid. When I ran for governor in 1996, running for my fourth term, I made a commitment. A lot of people thought this was kind of a radical thing to do. We had, by the way, slipped to 43rd in teacher pay. We had slipped one place behind South Carolina. And in North Carolina, when you slip behind South Carolina, it kind of gets your attention. I ran for governor saying that if I was elected we were going to raise the standards for teachers, we need to have better teachers, and we were going to raise teacher pay to the national average. Well, the reporters rushed in and said, "Don't you realize that's going to cost over a billion dollars to do that?" I said, "Yes, I understand that, and it's worth every penny of it." But I went out and campaigned on it. I took it to the people. Guess what? People want good teachers and they're willing to pay for them. That is a winner with the people and I think it's a winner in every state in America, but you've got to have the standards along with the pay. So that's an approach that maybe some of the people in this state would want to consider.

I would encourage you to consider supporting your teachers in becoming nationally board certified. The national board for professional teaching standards is something that grew out of work by the Carnegie Foundation back 15 or 20 years ago. It had involvement by governors and business leaders and educators of all kinds through the years. What those people do is, it's a very rigorous process. They do extensive portfolios which show how they have grown and the effects of their teaching. They videotape their teaching, which is examined in assessment centers. And then, in our state of North Carolina, if they become nationally board certified, we give them an extra 12 percent salary increase. Well, that's about five, six, seven thousand dollars a year—more money—and gosh knows they need it. So I would urge you to think about that. I was on a plane the other day and this young male teacher was there with his wife and his little child. And he kept looking at me and then finally he came back and sat down beside me, and he said, "Governor Hunt," I want to thank you for your leadership in setting up the National Board for Professional Teaching Standards." I chaired the group that set it up and I chaired it for ten years. He said, "It has meant so much in my life, going through it, proving that I was good, getting the kind of recognition and attention and opportunities that they give me, and the money." He said, "If that had not been there I would not be in teaching today." Now, there are other approaches you can use, but that is one that I think you all here in Texas might want to seriously consider.

Now, let me mention a couple of other things. One of the things that I would urge you all in higher education to do to improve the education of the children in Texas is to beef up the senior year, to provide college courses in high school more. We do some of that, but I suspect your state is like mine and that you do not do nearly enough. There are many ways, of course, that this can be done. The senior year is, as we know, is not a year that is being used particularly effectively. But colleges and high schools, frankly, contribute to this, and I think both areas are responsible for the situation. But higher education and high schools can link the senior year curriculum to the general education requirements. Colleges and universities can even say, after they give that early admission, that it's conditional on the courses you take and how you perform in your senior year. I don't know if anybody's doing that now in Texas, but we could. Obviously, we ought to have a lot more accelerated classes in our schools. Our children ought to be able to take those higher-level courses for which you get college credit. In effect, the last years of high school really ought to be a beginning of college, with all of the rigor and the interest and the excitement that that can have, and high schools can't do that by themselves, folks. You all in higher education are going to have to make that happen. But I would urge you to really focus on that. How do we make that senior hear a very valuable interesting year where students stay engaged, they keep working hard, and they're moving on to the next place. That's something I would strongly urge you all to do. Again, this is going to mean some changes. It's going to mean probably some additional expenditures, but I think this is something that has great potential.

So those are some of the things that I would suggest that you consider. Higher education working together with pre-K to 12. I would be happy to take questions if we have time.

WOODY HUNT: Questions for Governor Hunt?

MARINA BALLANTYNE-WALNE: I'm Marina Walne Advisor to the Governor's Business Council. Could you talk a little bit about anything your state has done with alternative certification and bring mid-career professionals into the teaching force and things you have done to fast track?

GOVERNOR HUNT: Yes. I call that lateral entry, alternative certification, whatever the term is. We've had the traditional approaches, but recently we have put in a program that we call NC Teach, through our public universities. We're pretty particular about who we bring in. By the way, there's a lot of demand for this right now. A lot of people are out of jobs. They come in for an extensive summer in the kinds of courses, be it pedagogy or whatever it may be. Then in that first year when they're teaching, they take night courses, they do weekend work, and at the end of the year we treat them as fully certified. Again, you've got to start with people who have had a good education, they've got the college degree, they're very good, and they have real promise to be good teachers. But I think, folks, we bring in about 3,000 teachers a year. We've only gotten this program up to about 500 or 600, but I think if we work at it it could come close to the number of teachers we turn out in four-year programs.

VANCE MCMAHAN: Governor, what kind of organizational structures do you have in North Carolina to help bring about a pre-K through higher education coordination?

GOVERNOR HUNT: Well, we have put a big focus on pre-K. We established something that we call the North Carolina Partnership for Children. The common name is Smart Start. Instead of trying to run these programs from the state capital—more big government—or even run them out of the public schools—we've got about all we can handle in our public schools—we have set up 501(c)(3)s in the counties. And on the boards, by the way, we have parents. We have poor parents, we have business leaders, we have church leaders, we have education leaders, we have health leaders, we may have the head of the library there. And those people analyze the needs for the young children in their county. They develop a plan for what they want to do for their young children. The state does most of the funding. The amount we've put

in in our state is about 250 million dollars a year. We're about a third your size, I guess—a little more. But those local people are the ones who run that program and they raise money and they focus on quality, and while they provide money for subsidies for poor children, they put quality grants into every child care center in the county. And we have really started focusing on quality and making sure that children are getting good care. It is really being reflected in our test scores. Our fourth graders had the highest gain in the 1990's. We were right there with you all. But, again, the Rand Corporation says they think that's part of the reason. Is there one more? I'm sure we're about to run out of time.

DON BROWN: Governor Hunt, I know the demographics in North Carolina are different than in Texas, but in focusing on minority participation and success in higher education, has North Carolina done anything different?

GOVERNOR HUNT: We're behind you on that. We have a testing program that I think is good. But we did not disaggregate data early on like you did. And frankly, we're beginning to do it now because we've learned it through you. We have a program whereby the schools that make—let's say 100 percent is one year's gain in test scores. Well, if they gain 110 percent we call them "schools of excellence" and we give all the teachers a $1,500 bonus. If it is less—if they make only one year's progress we give them a $750 bonus. But we have not been disaggregating. Now we're beginning to experiment with requiring that all groups, all demographic groups, make that kind of progress in order for the schools to get those rewards. So again, you all are really setting the example for the country. Is there one more question?

ED ADAMS: Governor, I see where you say that most states lack information on the performance of college students. Is there any state that's farther ahead than the others in terms of measuring performance of college students?

GOVERNOR HUNT: Well, I think Charles Miller has the greatest ambition to do it. [Laughter] Here in Texas we had a national conference on that not too long ago. There are some states that are beginning to do things. We have a group that's beginning to work on this. But I would say to you folks—I suspect there's some people around this room who would not agree with me—we ought to measure what they're learning in college. I remember when we started this whole standards of accountability thing. People hated it. Hey, I ran for Lieutenant Governor in 1972. I went all over the state of North Carolina and I found one school system—we probably then had 200—that was measuring and publishing the results. Now, of course, we require it for everybody. I would argue, too, that public schools are getting better because of that. Why don't we do it in college? I know that our education is the goose that laid the golden egg; it's the envy of the world. It can be a lot better. Look at all these students dropping out. We can do better, and we ought not to be satisfied. So you all push ahead on this.

WOODY HUNT: Thank you, Governor Hunt. Before lunch I'd like to go to Felipe Alanis, our new Texas Education Commissioner. I congratulate him on that job and look forward to his presentation.

THE STUDENT PIPELINE TO HIGHER EDUCATION

FELIPE ALANIS: Thank you, Woody, very much. This is a challenge, but I will tell you that I'm humbled to be here after the great presentation and the intelligence that has already been shared this morning.

I kept telling people, and I told our state board last week, that as different as we are, we really are united in soul. And I must tell you that I will bore you and bear your indulgence by reflecting a little bit about our world, because it is not Felipe's world, it is a world of hundreds now living in this country that are following the same path. I will tell you that my dad and

mom were forced to come with very little money, very young, without much schooling, without many friends, and yet they committed themselves to follow a formula, a formula that said that they would work themselves to death, that they would pray for health, and that they would work even harder for the success of the next generation.

What was that formula in their case? That formula was the American formula, and for the past 200 years this country has been the economic engine that has driven our society. I will tell you that with Governor Perry's recent appointment with me in the position of Commissioner, I have had an outpouring of people quietly telling me as I go to different schools or settings, "Tell them, Tell them." And I go with this lump in my throat and this knot in my stomach about what should I tell them? And we should tell them that when we start thinking about being parochial in the K-12 side as we used to be in elementary, as we used to be in middle schools, and as we used to be in high school. And nobody would talk to each other, and everybody taught what they wanted. And as a high school principal with migrant students that worked all over the country, every time they'd move they had one less chance of graduating from high school. Currently today, out of a hundred Hispanic students, only 10 complete college; African Americans, only 15.

And so our challenges lie before us. But we are uniquely well positioned, and you are a microcosm of the leadership of this state and I applaud you, because all of us, all of us collectively, can hopefully drop our parochialism. As we look at this great national legislation that has just passed, I hope we can maximize its utility.

And so as I work with higher education, I learned that we must begin to be methodical and thoughtful about how we hook that 12th grade the governor talked about to the collegiate side. I think we can do it. We're going to raise the level of rigor in our high schools. The challenges certainly are there. Teachers are one of those. But you know, as I have traveled also in the last month, they have also told me and whispered in my ear, "We are ready, Felipe. We are ready. We're not scared of it." Don't you think that gives us some ammunition and some ability to say, "Okay, the reform that we did in K-12 has worked. They are positioned to move forward." I hope from the higher education side you reach out to us. Not from a center of we're helping them, more from a condition of we're helping all of us move forward in this state.

Don and I had lunch last week and he and I talked about what could be, and we talked about maybe tearing down some barriers that we have had—artificial perhaps, real perhaps. And one of the best things in our state has been that we always had a Darv Winick around or a Charles Miller around or somebody, some great mind that came to the rescue and said, "Business world, government world, public world, we need to tweak it. And we need help.

I will close by just telling you that in my lifetime, several years ago, out there were kids working for some German farmers down on the military highway down in South Texas—the Schuesters and Crenmullers. And there were these children playing in these small little houses, some with diapers made out of cotton sacks or flour sacks. That was it. And we'd go every Saturday and give them groceries and they'd come back at night and they'd pay. And as a high school principal I graduated one of those that came up to me and said, "Sir, do you remember me?" And I said, "No." He said, "I'm Adam Carr. I was down at the Schuester Ranch and I saw you, and I saw you write in a little tablet," because I was taking down the groceries, and he said, "I wanted to do that."

Well, a few months ago I was sitting down at Three Rivers during a visit that we were taking, and I got a tap on my shoulder and I look up, and he says, "Sir, do you know who I am?" And I said, "No." He was about six foot four, very well dressed, and very sharp. And I said, "No, I can't remember. I'm sorry. You look familiar." And he said, "I'm Adam Carr." I said, "Adam, how the heck are you?" He said, "I'm fine, sir." He said, "What are you doing?" And I said with some sense of pride, "Well, I'm now the Commissioner of Education." I said, "What are

you doing now?” He said, “Sir, I have a consulting firm. I’m an engineer and I have 20 engineers working for me and we consult all around the state and this country for engineering projects.” Let’s go get the Adam Carrs and pull them back. I look forward to working with you. Higher education has some wonderful answers. I hope we can continue to work to meet the challenges that we require in this state. Thank you very much.

WOODY HUNT: Any questions for Dr. Murdock, Dr. Brown or Dr. Alanis?

CHARLES MILLER: In 2030 will we have the ethnic and racial classifications the way we see them today?

STEVE MURDOCK: No, they’ll be somewhat different. We’ll have the same classifications but we’ll also have variations.

CHARLES MILLER: And maybe countries of origin?

STEVE MURDOCK: Oh yes, we’ll have that ability with this data.

CHARLES MILLER: And maybe the most important thing is the level of education, what generation, where ethnicity and race may not even be a significant factor

STEVE MURDOCK: Well, race and ethnicity is not the issue now. It’s socio-economic factors.

CHARLES MILLER: Yeah, it comes out as race a lot and ethnicity. That’s the point I guess I was trying to make. Thank you. It really is other things. Ten years from now it may not even be legal to have a census where we ask for race. That’s a big argument today.

STEVE MURDOCK: I would be surprised if that was the case, but we’ll see.

CHARLES MILLER: Well, there’s a proposition on the ballot in California to do that very thing. I’m not arguing for or against it. I’m saying I think there will be a blending. I don’t know if it’s 2010 or 2030. It focuses on that element of it rather than the socio-economic part of it.

That raises a question. I know you and I have conferred before, and that there is going to be a blending to where those kinds of categories are important and is that blending relevant for our discussions as far as closing the gaps or the parity issue?

STEVE MURDOCK: Well, there certainly will be some blending. Blending is much less than people believe it is. The data even for Texas, our inter-marriage rates are relatively low. Certainly there will be some blending. The issue is really not blending. The issue is whether or not we change the socio-economic differences in other groups however we define those groups, and increase the educational attainment. Really, the hope for all of this is any kind of way that you can categorize people will become meaningless because access and educational attainment will be similar across groups of variety of kinds.

BREAK

WOODY HUNT: If everybody would please take your seat. We’re going to get started. We’ve picked up a couple of new people since this morning and I’d like them to introduce themselves.

SUSANA NAVARRO: I’m Susanna Navarro. I’m the Executive Director of the El Paso Collaborative for Academic Excellence.

JOHN OPPERMAN: And I'm John Opperman. I'm the Education Director for the Office of the Governor.

WOODY HUNT: We will continue with comments by Kati Haycock. How long is your presentation?

KATI HAYCOCK: However long you want. [laughter]

WOODY HUNT: Please go ahead, Kati.

An Overview of State P-16 Reforms to Date

KATI HAYCOCK: As I think many of you may know, over ten years ago in partnership with some truly unusual local leaders like Susana Navarro, The Education Trust set out to drag higher education off of the sidelines in K-12 education reform and into a role of productive partner. At the time that we did that folks around the country, especially K-12 reformers, thought we were a little bit crazy. They couldn't imagine why, with the kind of focus we had on improving public schools, especially those serving concentrations of poor kids and kids of color, we would, as they put it, fiddle around with higher education.

When you think about what we were doing in K-12 reform at that time, the response from higher education was not surprising. We were clear about we wanted: standards for what kids should know and be able to do, assessments that measure results, and accountability systems with consequences. When you think about the work involved in those tasks, it's not immediately clear that higher education was important, or at least it wasn't clear in those days. Frankly, we were trying to look ahead of the curve and ask ourselves what was going to happen when those standards, assessments, and accountability systems collided with the real people who populate our education systems, in particular the teachers and the kids. It seemed to us, as we shifted our thinking, that it was obvious that higher education needed to be a part of the solution. How, after all, could you succeed in getting kids to high standards of achievement if many of the teachers that higher ed was producing didn't themselves meet the standards we're setting for the kids. And how, in particular, could we get high school kids to do the hard work that was necessary to meet new high standards if institutions of higher education continued to admit anybody who could fog a mirror. It seemed to us, in other words, that no matter how hard we tried on the K-12 side, we couldn't really bring about significant changes in the K-12 without also changing the way that higher ed does business.

Now, the six local communities who originally joined with us in K-16 partnerships have been joined by another hundred or so communities around the country, as well as about half of the states. In all of these jurisdictions, K-12 leaders, higher ed leaders, business leaders, and community leaders are coming together to design and carry out strategies to both raise overall achievements and to close once and for all the gaps between groups, pre-kindergarten through college.

It probably won't surprise you, the work in these K-16 or P-16 communities continues to focus on the two areas of need that I mentioned. The first and terribly important set of activities involves getting the standards straight. In particular, the task is to align standards and assessments for exit from high school with the standards and assessments necessary to begin credit-bearing work in college. The goal, obviously, is to give a single set of signals to kids and their teachers about what's important for them to learn instead of the disparate set of multiple signals that we now have.

New York is the first state that moved ahead on alignment. The City University of New York uses the regent's examinations for college admission and for placement into credit-bearing work. There are several other states—Maryland, Illinois, Indiana, and California—that are in

some stage of establishing alignment. And in Texas, of course, as a result of both the legislature's action and your participation in the American Diploma Project, you are well positioned to be in a lead on the issue as well. But again, one of the first and important areas of work, as we come together across systems, is to get the signals between K-12 and higher education straight.

The second area of work involves preparing teachers to teach all kids. On the pre-service side, both North Carolina and Georgia are among the real leaders on this issue. Georgia, in particular, in its analysis of what teachers needed to know, became convinced that middle school teachers needed a stronger academic major. Higher Ed in Georgia even went further than the state requirements to set up an accountability system within the university system that actually asked more of their institutions than even the state did.

On the in-service side, I think California is a real interesting place for all of us to watch. California is moving from small programmatic responses to teacher needs into more large-scale redevelopment efforts for its teachers. Resources are provided to every teachers statewide for an intensive summer program followed by a lot of follow-up during the year. Teachers are assessed at exit from the training, and both the teachers and the kids are assessed again at the end of the year. They have not only a robust structure for that professional development, all of it based on the university campus and staffed by some of the most wonderful teachers in the state, but also a database that will let them know whether this is making a real difference.

In addition, and kind of underneath alignment and professional development is the development of data—data, data, data. Change, to work, is very much a data-driven activity.

As we look back on the last five years of work, it's clear that there's been enormous progress. In the early years, when the CEO teams from the states came to a summer meeting in Colorado, it was quite clear that many of the state K-12 commissioners and the state higher ed commissioners and university system heads had never met before, or at best maybe met each other at some official function. That's really changed. Every year, you can see new connections among these leaders and a real probing of each others' experience to try to understand what's ahead. In fact, in some states, the leaders have become so committed to thinking in K-16 terms that they have set in motion local and regional structures so that the school superintendents and college and university folks actively work together.

This is the good news.

I'd be remiss though if I just gave you the good news. I want to conclude with the two biggest stumbling blocks to realizing the full power of connections between K-12 and higher education. The first stumbling block, and I know you all see this, is the propensity of folks to think programmatically instead of systemically. What do I mean? We tend to think in terms of a handful of teachers and a specific program rather than trying to build a more systemic platform for teachers across the system. In the student area, we make a similar error. We want more students, especially students of color, in higher ed so we design specific outreach programs to convince kids to take more college prep courses. It would create change more rapidly if we created an accountability system that actually says to high schools, "You're responsible for getting kids through a college prep curriculum, and you're going to be evaluated based on your success in doing so." Educators have come up in a world where they think programmatically about little tiny pieces here and there. We need to think more about systemic solutions so we're not always chasing a handful of kids or teachers here and there.

The second obstacle, though, is perhaps even more basic than the first. It's a lack of a sense of urgency in higher education that is so different than the sense of urgency we have in K-12.

Folks in higher education continue to operate within the great American myth. The myth that we have the most wonderful higher education system in the universe and the most wretched, horrible, and pathetic K-12 system. Someone said that we have a Brooks Brothers higher education system and a Robert Hall K-12 system. The truth, as I think you and I both know, is actually quite different. The truth is that both parts of our educational system are producing significant numbers of graduates who lack the knowledge and skills that we normally associate with a degree or a diploma, and both parts of our educational system are failing large numbers of their kids.

Just think a little bit about the numbers. If you look at the data nationally, about three-quarters of American high school graduates go on to college within the first two years after they graduate. About half of those students are actually taking high school level courses, though, when they're in college. Among those college freshmen, about 45 percent of those who start in two-year institutions, and about 27 percent of those who start at four-year institutions never make it to their sophomore year. Even in moderately selective four-year institutions, only about two-thirds of the white and Asian freshmen graduate with a diploma within a six-year period. Among African American, Hispanic, and Native American kids, it's about one-third. You all know the numbers. When you add it all up, for every 100 white kids we start in kindergarten, we produce by age 30 about 32 or 33 bachelor's degrees. Among Hispanics, for every 100 who start kindergarten, somewhere around 12 finally receive a degree. Among African Americans, it's somewhere around 16.

The completion gaps, as I think many of you know, are actually bigger when you look at the data by family income. About half of the kids in the top economic quartile earn at least a bachelor's degree by age 24 or 25. If you look at kids in the bottom economic quartile, by age 24 or 25 about seven percent have earned a baccalaureate degree. Unless you're prepared to conclude that the rich kids are seven times as smart as the poor kids, this is a huge, huge waste of talent. And the lack of completion in higher ed, I would argue, is actually worse than that in the worst urban high school district you can find. But we don't like to talk about these data. We can do better than this. Some places already are doing better. Some institutions are doing better and some states are doing better than others. But we are not going to make real progress until we create a sense of urgency in higher education that's proportionate to the problem.

WOODY HUNT: I will start the questions for Kati. In Texas with a population of African Americans and Hispanics that will grow from 43 or 44 percent of our population to 70 percent plus, and an accountability system in place that we think is very competitive on a national basis, we still aren't seeing the participation and success rates in higher education. Are we doing something wrong? Do we need more patience? What would be your advice to us?

KATI HAYCOCK: I wouldn't presume, as an outsider, to suggest to you what to do, but I think there are some areas that cry out for attention. Number one, I think there is no question that you have built a terrific foundation. When you look to growth in elementary years, and also with the growth up through eighth grade, it seems to me you have a platform to build from that would be the envy of any other state. If you look through eighth grade writing data from NAEP, your African American kids are outperforming white kids in seven other states. Your results are a phenomenal platform on which to build. You all know that the old Texas high school exam wasn't rigorous enough. You're on the way to fixing that problem.

Texas is also on the way to fixing what may be the more vexing problem of the propensity of high school educators to continue educating just the few as if they were bound for college, with the many getting much less rigorous curriculum. Your move toward the Recommended High School Curriculum as the default curriculum is a hugely important step. I think what's worth

thinking about is how to create an accountability system that sends an unequivocal signal to high schools that their primary academic mission is to prepare all students for post-secondary education and training. Even though some graduates will not go immediately into post-secondary work, if they have the skills, they've got the choice. High Schools in Texas and elsewhere need to receive the signal that their absolute unequivocal mission is to prepare all kids, not just some, for post-secondary education and training.

Then I think the question is what to do at the higher ed level. Again, I think it's clear that you're heading in the right direction. Success must be about both access and success. Don Brown probably wasn't surprised when he looked at the numbers. None of us are surprised to know that you're doing better on access than you are on success. Most higher ed institutions feel very little responsibility for whether students succeed or not. Another education myth is that failure at the college level somehow is all the students' fault. If they don't make it, it's their fault. Obviously, whether students succeed or not is a function of student, teacher, and system effort. Teacher and system effects do not mysteriously drop to zero at the higher ed level. The question is how to build responsibility for student success into in higher ed policy.

WOODY HUNT: You project that high school accountability needs to be focused on college preparation. Does that mean that middle and elementary schools need to be a part of that same process? In other words, does the elementary school teacher or principal need to be focused towards not only high school graduation but college preparation?

KATI HAYCOCK: Survey data now say that teachers at all levels think that about 30 percent of their kids are going to college. At the same time, about 90 percent of the kids say they're going to college. About 80 percent of parents say their kids are going to college. We've got a big mismatch. Our teachers don't know the facts and we need to change that. And Susanna will tell you, changing old attitudes takes some work. Remember, we train teachers to be sorters and selectors. That's how we thought about our schools for decades and now we are trying to turn that concept around. It makes sense to do that given this economy, but it takes a while to change. Clear accountability systems with clear signals are a very important part of the change process.

WOODY HUNT: I'll open it up for questions that anyone might have for Kati.

CHARLES MILLER: Where do you get your funding?

KATI HAYCOCK: Excuse me? [laughter] Was that a non sequitur?

CHARLES MILLER: Actually, it's interesting to me because you're in such an important area. You're telling such a critical message. You know I'm a big admirer of yours. I'm curious about who would be interested in your message when it's such a hard message. And I really mean that. It wasn't a non sequitur. That's exactly why I asked the question.

KATI HAYCOCK: About two-thirds of our funding comes from major national foundations. Pew, the single largest, the Carnegie Corporation, and what used to be anonymous, the Atlantic Philanthropic. The remaining third comes from revenue from materials.

CHARLES MILLER: Who are the principle opponents? In other words, would it be teachers' unions that don't like your message? Administrators? Would it be the business community? There's bound to be some good guys and bad guys out there.

KATI HAYCOCK: Our message has clear bipartisan appeal. And I think anybody who has got common sense and is about change is reasonably comfortable with it. Where the biggest kickback comes from those who are seriously invested in the status quo. We're making some headway with them, too.

CHARLES MILLER: Could you say aloud who that would be?

KATI HAYCOCK: Organizations that represent teachers, administrators, and so on, are reasonably invested in the status quo and likely to drag their feet as we move forward. That should not be interpreted to mean there are not wonderful exceptions, but education policies in Washington, like education policies in most states, are advanced largely by those who are employed in the system. What we try to do is what several organizations here in Texas try to do and that's provide a voice that's really about what's right for kids.

WOODY HUNT: Thank you, Kati. I think I'd like to go next to Dr. Winn.

THE FLORIDA APPROACH TO P-16 REFORM

JOHN WINN: Thank you. It's a pleasure to be here today. I feel a little bit at risk of being arrested because we've stolen so many ideas from Texas. Some people say we do better stealing them than we do coming up with our own.

I'll begin by dispelling the myth that we have, as is often reported, destroyed higher education in the State of Florida. Nothing could be further from the truth. I'd like to share with you for a few minutes our recent governance changes. I think we've made some tremendous strides in the K-16 pipeline, in improving education at each level, and improving college access and success, so I'd like to talk a little bit about a few of the things that are happening along the K-16 pipeline in Florida.

K-20 Consolidation

First, the education landscape in Florida has changed. We began in 1998 with a constitutional amendment to move the control of education away from a statewide elected cabinet, of which the governor was only one member. The balance of the cabinet were six statewide elected officials. The whole idea was to focus accountability for the education process in one place rather than diffuse it among an elected cabinet. So we began in '99 working through what a new governance system would look like. The number one debate was about having intermediate boards, coordinating boards, a board of regents for universities, and a state board of community colleges, or one, as some people call it, superboard? A law was passed to eliminate the intermediate boards and have one coordinating board statewide, K-20. But a debate still continues. Our senior senator, Bob Graham, has spearheaded a constitutional petition drive in Florida to reinstate and give the Board of Regents constitutional authority. We don't know how this will play out.

Under the new law, a president is appointed and evaluated by a board of trustees at each university. The Board of Trustees has direct accountability to the State Board of Education. The relationship, rather than line of authority, is one of accountability. So there's more local control over the operation and programs at the universities, yet the State Board retains an accountability relationship.

The Florida Board of Education submitted the first ever K-20 education budget in September. In fact, oddly enough, they're negotiating that budget tonight. Along the way, we rewrote the entire school code organizing it by topic. For example, if you can go to accountability to find

out what accountability measures are in place, K through 20, in one chapter. There's a chapter on articulation. We have a chapter on assessment instruments, what they're used for, exit tests, and entrance tests. All the curriculum requirements are in one chapter. All the local governance requirements are in one chapter. We worked for four months with a group that represented every special interest in education, including independent education folks. One of the side benefits of the rewrite, which is just extraordinary, is that these participants never before talked except to say "excuse me" on their way to the podium to rail against the other person's lobbying effort. It was just amazing.

Many of you know that there are a lot of issues between independent education providers and public education providers. So one of the early issues was whether the code applies to independent education. We formed a subcommittee and got all the home educators and the private educators and the independent university educators in with the public school lobbyists. This group came to a conclusion that they had developed such good relationships, kind of being in prison together, that they would work all the issues out together. They agreed to work on ways for public school transportation to pick up a private school kid and drop them off at a private school if it was kind of on their way. Two weeks ago, we had the first totally voluntary meeting of superintendents of public instruction, presidents of community colleges, and presidents of universities with their own agenda and their own conversations about how to work together.

We got the school code passed last week, 118,000 pages. It involved mostly alignment, but some pretty important policy changes were included as well. The Florida Board has been in operation since July. So, with this the background, I will give a couple of examples of some of the progress that we've made.

We've had two major initiatives, one which we call A+, our school improvement and accountability system, and one which we call One Florida, our change from race-based admission standards and state contracting to a more race-neutral process.

School Improvement and Accountability

Basically, in terms of the K-20 pipeline and preparation, here is how it works. Florida grades all of its schools, a very significant step in terms of communicating to the public. We've issued reports for ten years but nobody could figure out exactly how we were performing based on very complicated reports. We now assign school grades—A through F—of course, nobody wants to be an F. If you get an F for two years, the students in the school can get a voucher to go to either another public school or a private school. We went from 78 F schools to zero F schools in one year, so there was a strong motivation not to offer vouchers. We've had extraordinary improvement, particularly among high poverty, high minority schools, which was kind of the main idea.

Part of a poor school grade consequence requires improvement in the lowest-performing 25 percent of the students in the school, whether they are black, white, Hispanic, or whatever. Whichever group is performing the lowest needs to be improving, otherwise you get graded down in terms of your aggregate school grade. This is the first year that we've instituted what we call Learning Gains. A third of the school grade is based on how much Johnny learned from last year's Spring FCAT, which is what we call the Florida Comprehensive Assessment Test, to what Johnny learned this year. One of the biggest battles we had when we were measuring different cohorts was the battle over whether or not to provide different factors for poverty. Our governor and our state board felt that once you did that, you basically traded away high standards—providing a higher grade for a lower standard. We refused to do it. We got beat up by university researchers and by the press because all our lower-performing

schools were high poverty schools, but interestingly enough, all the most rapidly improving schools were high poverty schools as well. We felt like there's not any school that can't show significant progress. There is absolutely no correlation between Learning Gain and school poverty or minority population—no correlation. Gain is a great equalizer and it counts for a third of the school grade. We expect to see a pretty significant change in the landscape in terms of school grading, but we believe that testing students and tracking students from grade to grade is the most important. One of our parent reports shows the state average improvement and reports for each child's improvement year to year. This has had tremendous impact in terms of organizing instruction, not to a can-do attitude, but to a must-do attitude.

Important to our efforts was the release of a huge pot of money, $670 million that had been tied to specific programs. We released all the funds and said, "Here's your pot of money. All we want you to do with it is make sure all students meet the standards." We're not going to tell you how to do it and we're not going to tell you when to do it. A lot of the money had been used for summer school and special drop-out prevention programs. Most school districts continued the same model. We were out preaching, "Don't wait for summer school, don't wait for failure. Get intervention in early." We are now seeing school boards rethink the way they allocate their dollars to better target intervention and assistant services for students who need the most help.

We've asked university and community colleges to adopt opportunity alliances with our lowest-performing, highest poverty schools. They've developed tutoring and mentoring programs that get into the school operations. It's a very much "roll up your sleeves" and get faculty and staff in higher education involved in our K-12 system on a school-by-school, student-by-student basis.

The Florida board is in the process of adopting a K-20 strategic plan. We are trying to send a message that the issues that are important for the citizens of the state of Florida are really everybody's responsibility. Community colleges have developed programs to reduce remediation early on. The preparation of teachers is no longer the total responsibility of colleges of education. We also found that if we just cut the attrition rate of teachers in half, we won't really need to recruit a lot of new teachers. So we're looking at the teaching environment and what we can do to support teachers. We're using the national board certified teachers as mentors and paying them as mentors. Because the state is paying the certified teachers, schools have found the faculty for professional development. This way, they don't have to use their professional development money.

Transfer and Alignment

Our K-20 strategic plan addresses not only access but also articulation. How easy do we make it for students to transfer credit from community colleges to universities and between universities? We brought in our independent institutions to join in a "common course numbering system," so students can move through the system without losing a lot of credit.

We have a high school graduation test at tenth grade and a general education test, which is a gatekeeper to entering upper division in our university system. In between those two assessments are a lot of other tests. We have the SAT, PSAT, and the ACT. We have a college placement test. We have a remediation exit test. Now we are asking our universities and public schools to develop and streamline the assessment instruments to provide a seamless articulation that not only increases the rigor in grades 11 and 12, increases the number of students taking dual enrollment in AP courses, but also make it a seamless progression in terms of standards that are building on one another all the way through the first two years in

general education. It's a big project that would have been impossible without a K-20 strategy or at least been a ten-year project. We're hoping to make it a two-year project.

Access and Diversity

Our One Florida initiative has not caused a drop in diversity. In fact, we had an increase in diversity in our university admissions after we eliminated race-based preferences. We accomplished this by stepping up recruitment. We met with admissions officers and gave them lists of schools with one or two graduates going on to higher education. We gave them all the information they needed to do recruiting. Now, recruiting is not a long-term solution, because the pool is only so big. So as a second step, we purchased the PSAT test for every tenth grader in the state. This cost $1.6 million – in a $15 billion K-12 education budget, essentially peanuts. We had a 300 percent increase in the number of students taking the PSAT. We then hired the College Board to train counselors to read those PSAT results and encourage students who had ability. Subsequently, we had a 13.7 percent one year increase in minority students taking AP courses. And the exciting thing was we had an 11 percent increase in the percent of minority students who made a 3 or better on the AP test. These students were able to do the work, but weren't being counseled into advanced courses. You know, AP courses are sort of an exclusive club that we have opened to many, many more students who will now be better prepared for college. In this way, we expand that pool. Of course, as we all know, the real solution is the better instruction and better learning created through the A+ Accountability program, starting with kindergarten and pre-kindergarten, and going up through the pipeline.

Measuring Success

One of the important pieces that we've been able to put together is a K-20 data warehouse. We now track every student. On entry, they receive the Kindergarten Readiness Assessment, which becomes the first diagnostic tool used by kindergarten teachers. We then track student progress every year through community college. We will know when students drop out of the pipeline and we're using these data to target activities with a fully functional longitudinal database. We believe we're going to learn incredible amounts about what we can do to be more successful.

One last example: In a community in Florida, actually Naples, we've had a dispute going on between the community college and the university for as long as anybody can remember. The community college graduates with associate of science degrees who were in public service—firemen, fire prevention, police, and law enforcement, found the pipeline to management closed because they didn't have a baccalaureate degree. They've been trying to negotiate for a baccalaureate degree for years. The university said, "Well, fine. You start off like an 18-to-24-year old. You go full time. You take courses during the day, etc." The university was not responsive to non-traditional students. Currently, 80 percent of the students that enter our community college system in Florida did not just leave high school, so the vast majority of our community college students are non-traditional students who have come back into school. If we want to make headway on baccalaureate degree production, we're going to have to figure out a way to provide baccalaureate degree production in non-traditional ways. Our universities have not been able or willing to do this. Well, the secretary and a couple of our state board members opened up negotiations and we announced last Friday that an agreement has been reached. The university said that they will provide an AS to BS articulation with 120 hours or less and provide it on the Community College campus. They agreed to provide it on weekends or at night to meet the needs of non-traditional students. Of course, we can't wait to show this action as a model to all of our universities. It really doesn't cost them any more. It's just a different way of doing business. We count this as one of our early successes and hope that it will be replicated across the state.

So excuse me for meandering a little bit. I hope whatever I lack in organization I make up for in enthusiasm. I'd be happy to answer any questions that you have.

WOODY HUNT: Questions for Dr. Winn?

MARINA BALLANTYNE WALNE: Texas is about to invest five million dollars as starter money for a media outreach campaign to get more kids aware of and into college. Did Florida do anything like this? Kati, have you seen anything like this work? Any advice to offer us, since we're about to do it?

JOHN WINN: We've printed brochures regarding our Talented 20 program and sent them to guidance counselors for every ninth through twelfth grader. This is a program for automatic admission into a university. We've done some outreach, but we've tried to drive our K-20 strategy through guidance counselors. We want to give them the tools they need to assess the education progress of their students. We furnish them with an independent assessment via the PSAT. I think this has paid our biggest dividends because, you know, kids will take the path of least resistance. You've got to have somebody pushing them.

WOODY HUNT: Dr. Winn, on the governance issue, at the local school systems, and community colleges level, is there any change in who their boards report to as far as your new governing board?

JOHN WINN: Actually, the intermediary boards were disbanded by law. The presidents meet—for example, they coordinated their own federal research priorities and lobbying in Washington, D.C. Their line of reporting is to their board, but their board chairs are responsible through an accountability strand with the Florida Board. So we still have that strong connection.

WOODY HUNT: So a community college, for example, would have a local board of trustees, and then the president would report to the state board?

JOHN WINN: Actually, the community college system stayed pretty much intact. They have boards of trustees already, and their presidents are selected and report to their boards of trustees, so none of that changed—

WOODY HUNT: And the K through 12 didn't change?

JOHN WINN: K through 12, the school boards are constitutional, so theirs didn't change. So really, the biggest change was in the higher ed governance structure.

DON BROWN: John, could you describe a little bit more what you mean by an accountability strand between each university's board of trustees or chair of the board of trustees and the state board?

JOHN WINN: Our higher ed accountability system in Florida consisted of a long list of measures, but there were no consequences one way or the other. There were no rewards and there were no sanctions. Essentially, there was not an accountability system. There were accountability measures and reports on accountability measures, but they didn't really guide action in an accountability format. Under the new K-20 system we have four major education goals. The first one is improving student achievement and learning regardless of what system you're in. The second is a goal on expanding access and articulation, very student-focused, very student-based. The third is preparing a skilled workforce and supporting economic development, which goes all the way through an ambitious research agenda. The fourth is

quality efficient services. We have currently a statewide advisory council that is cutting down to the next lower level in terms of finding out what measures, what rewards, how the budget will be focused, and what sanctions for each delivery system for performance on those goals. They will recommend to the Florida Board the specific measures that each delivery system and institution would be measured on. They will also recommend goals. We pretty much have the debate settled in K-12 as far as student performance is concerned. But on the student performance issue, we haven't even scratched the surface in higher education. We expect this to be one of our more lively post-governance debates. So it's not fully developed yet, but the trustees are the accountable group in terms of ensuring that the institution meets and exceeds performance standards from the state.

DON BROWN: You're still working on what the rewards or negative sanctions would be?

JOHN WINN: Yes.

ED SHARPE: I want to ask this question with all due respect. You indicated that—I believe I heard you say that the presidents of the universities had gotten together on their own and reached an agreement on their research priorities at the federal level. And I'm amazed and would like to understand how that occurred. Maybe you can give us some advice about how to deal with our presidents in this state.

JOHN WINN: Well, let me say this—and I should have said this first. In the new K-20 system, the presidents are never totally on their own. The Secretary and the Florida Board is always part of the goal-setting process. Our involvement in that process is driven by the degree that the presidents are getting there on their own. We like to stand back, but they know that we're willing to intervene if we need to, and just the fact that we're there encouraging them and standing by to intervene encourages good partnership and good behavior. We've not yet been turned down by a university president to work with them on a problem. I like to believe this is because they believe it's the right thing to do. They signed on, actually two years ago before the legislation was passed, to this new model. I think they felt like there was too much control from Tallahassee in a direct line authority manner. And that's not to say we don't have to intervene to move the process along a bit and move the discussions along and help clarify state priorities. We do play that role. But we like to see them working together on their own as much as possible.

ED SHARPE: So you feel like you in this process created an environment where cooperation is working effectively?

JOHN WINN: Yes, that's what you don't see in the paper, and that's what I'm enthusiastic about. I came over from the governor's office to the Department of Education as Deputy Secretary in July. One of the first things I did was form cross-divisional teams, K-20 teams, to work on issues. And you know, the human side of this, people that were in the same elevator for eight years didn't know each other, didn't know what others did, started working together. To me the breakthrough was when I didn't have to do all the talking at meetings and the Department managers started calling each other and working on projects on their own. That's been the most amazing part of it, that human part that people are willing to work together. So, that's a long way to say yes; it is the intangible factor that's making a difference. Governance structure itself is not going to produce excellence. But we believe it's produced in the right environment.

WOODY HUNT: Thank you, Dr. Winn. We'd like to now turn to the federal perspective on the K through 16 challenge and let Carol and Sally, who are gracious to be here from the U.S. Department of Education.

THE FEDERAL PERSPECTIVE ON P-16 ISSUES: THE ROLE OF COMMUNITY COLLEGES

CAROL D'AMICO: Good afternoon. I'm Carol D'Amico from the Department of Education. I'll have to get accustomed to saying, "I'm from the federal government and I'm here to talk to you." I'm on leave of absence from a community technical college in Indianapolis, Indiana. I was Dean of Workforce Development there before I assumed this position, and I fully intend to return. But I can give you at least our thinking now on this issue of transition. Since I've been in the job—I was sworn in July 31, 2001—I've spent a great deal of time thinking about what the federal role ought to be. When I'm asked about certain issues I can think right away what a governor's role could be, what a commissioner for education could do, because I've served at both those levels. It's a little more challenging to propose what positive constructive role the federal government can play. So, as I listened today, I was thinking through my role representing the Department. I'm with the Office of Vocational and Adult Education. One of the reasons I took this job was the opportunity to think about the future of technical education in the U.S. Our office deals with vocational education in high schools and community colleges. However, it is hard to think about what role vocational education should assume in the future without thinking about high schools in general. So, Secretary Paige asked us to think more broadly of an overall high school agenda, and within it, what role vocational or technical education ought to play, and, then how to improve the transition from high school to community colleges.

One of the first things I think the federal government should do is to set goals for what the transition ought to look like. What would the transition from high school to community college look like if it were successful. One goal is ending the need for remediation. This is a goal that I think is doable and most needed. It makes absolutely no sense to parents and students that they can ace all their courses in high school, get a good score on the high school exit exam, come to college, and need to take remediation in English and Math. That's a hard sell.

The second goal would be to turn around the unacceptable dropout rates in high school and in college. When you talk about demographics, the dropout rate for blacks and Hispanics is unacceptably high. Kati talked about the dropout rates in college. Students intend to go on with their education, get to college, and do not finish the first semester. There, these dropouts flounder around for the next ten years of their lives. We are indeed probably the only industrialized country that thinks it's sort of neat that our 20-somethings take ten years to find themselves. This floundering is really a luxury. Looking ahead, we are going to be short of workers—sheer number of workers, let alone quality. If you look out to 2020 and 2030, we are not going to have the luxury of young people taking ten years to figure out what they want to do. We have to help them focus earlier on. So, reducing the dropout rate within the college years is an important goal.

Quality is another goal. Looking at the standings on the NAEP exam and international measures, we seem to be the only industrialized country where the longer you're in school, the worse you do. This trend is unacceptable and we need to reverse it. While some people are skeptical of international assessments, they can't be totally in error in showing that U.S. students lose ground in terms of math and science compared to their international peers. Many U.S. companies don't have to hire U.S. workers and if we want to make sure that jobs stay in the U.S. and are available to U.S. students, our students must compete in math and science. So improving international standings and improving the NAEP test results are quality goals.

What should a quality technical education look like? I've been visiting a lot of our technical education programs since January. There is, to put it charitably, uneven quality in terms of how our young people are actually being prepared for, a lack of connection between these

programs and the labor market, and a lack of connection between these programs and post-secondary education. In making sure that technical programs become a viable option for young people, their graduates must meet the same high standards that we expect of all students. I think, as somebody said, that there seems to be growing consensus in the U.S. that high school is about preparing young people for post-secondary education. This does not necessarily mean a bachelor's degree. In fact, if you look at the Bureau of Labor statistics, 80 percent of the jobs that are growing in our economy will require post-secondary education and training, but not necessarily a baccalaureate degree. The argument is good that the purpose of high school is to prepare young people for post-secondary education and/or training. The overriding goal is to make sure every single young person comes out of a high school prepared for some kind of post-secondary education and training.

To reach our goals, there are certain things that have to happen. First of all, we have to put much more focus than we do at the high school level on the ninth grade. When I go into schools I'm stunned by the lack of a strategy for dealing with ninth graders who cannot read or do math at the ninth grade level. So, I think we're going to need to make sure that young people starting out in the ninth grade without proper preparation receive special attention.

We also need to examine our high school curriculum to make sure that we are preparing young people to compete in as global economy. Global economy is not a buzzword, it is a reality. As I look at the curriculum across the country, it is a lot broader than I remember it when I went through school. I have two different reactions when I go into high schools. I'm comforted by the fact that they look just about like they did 40 years ago when I was there, but I'm also alarmed by that. It stuns me every time I walk in that it looks like when I was there in the '60's. The one difference I notice is that the course catalogs are really thick. They're a lot thicker than they were when I was there, and they're a lot thicker than the one I had at the community college where I taught. Our young students have a lot of options within the curriculum. When you pick up curriculum in other countries, it's a very different story.

So how can we focus young people on the need for good preparation? If we accept the notion that all students should meet high standards and be prepared for post-secondary education and training, how are we going to get all students there? Clearly, we have to offer choices in high school education. A dual enrollment, which is becoming much more popular, is one strategy. I do get concerned when I try to examine the rigor of dual agreements that are negotiated, for the most part across this country, on an instructor-by-instructor basis. I have not seen statewide agreements where the dual enrollment and dual credit arrangement truly represents an alignment of the standards and the curriculum. Again, it makes very little sense to parents and to young people that they can do so well in their course work and on high school tests, and then get to college and take a placement test and they need remediation. It just doesn't make sense.

So how do we get to alignment? How do we get to where academic rigor is ensured? End of course exams, which several states use, may be one strategy, so that the course content and performance is evaluated. How can we believe Algebra II is the same in Austin as it is in Dallas? These are important questions, but the federal role in answering them is not clear.

Community colleges are struggling with quality measurement issues. How do we measure performance and how do we measure quality? Through the law our office administers—it's called the Perkins Law—many community colleges get federal vocational education money and technical education money. We have a set of measures that we use to measure results. Currently, these measures are retention rates, graduation rates, and job placement in the field in which a student is trained. I don't know whether these are the right measures. I've heard from community college educators that it is difficult to measure community colleges on

retention and graduation rates when a lot of students who aren't interested in staying for any length of time. Many are not interested in getting a degree, diploma, or certificate. So what kind of measures, as we look to the reauthorization of these programs, are the appropriate measures. How do you measure success for a community college? There are some members of the higher education community who think the community college has become a mere holding tank for people who are getting a free ride. Another group says that community colleges are doing exactly what they should be doing, letting people enter and exit as they need to, letting people vote with their feet, and letting the market control the quality. What role does the federal government have in establishing quality criteria? These are questions that we need to address.

There are other questions. Many of the policies that drive community colleges are outmoded. They are designed for the traditional 18-to-24-year-old student who goes full-time on a semester-bound schedule. Many of the policies, even at the federal level, including financial aid policies, look at the college enterprise as seat-bound, time-bound, and space-bound. There was a time when most education was delivered that way. But education now is delivered in a variety of ways—not space-bound, nor time-bound. Does it still make sense to look at semesters, and does it still make sense to look at credit hours as the measurement? I'm raising these questions. I'm not necessarily saying that the Department of Education is going to take a position on these things. However, these are parts of the discussion that we're having. I think it is appropriate for the federal government to open up a national discussion on these issues. I would be happy to respond to any questions, or comments or guidance that you would like to give us.

DARV WINICK: I have one, Carol. We are relying on community colleges to take somewhere between 70 and 80 percent of the 500,000 students that we would like to add by 2015. Yet we know that only about 11 percent of students entering post-secondary education will receive a bachelor's degree. Getting back to your "holding tank" comments, we also know that Hispanic students are much more likely to go to community college than they are to a four-year public university. Obviously, we must be concerned about our ultimate output. Do you have any suggestions on how community colleges can become a better conduit to the four-year public university?

CAROL D'AMICO: I think they're going to have to demonstrate value and debunk the notion of the holding tank. We need to do a much better job of focusing community college students on the value of closure. Look at how we measure the proprietary for-profit schools using such criteria as cost to the student, ease of completing, and efficiency. If we applied similar measures public community colleges, many of them would close down. We don't let people stay forever at the proprietary schools without showing something in the end. I'm not saying that proprietary school criteria should be applied to public community colleges, because public community colleges have a myriad of missions, but I think we need to see that students are getting value and there's a focus on results.

WOODY HUNT: I know in Texas, we have maybe 17 students enrolled in our average public community college for every one that graduates in a particular year. This is almost twice the national average. Is there not focus? We hear the argument; they serve a lot of different populations, and completion is not a valid criterion. But I know to some, there is a concern that we have so many students versus the numbers that are actually receiving a two-year degree.

CAROL D'AMICO: The public doesn't understand what it takes to participate in many programs in the community colleges. Indiana has open admissions institutions, a situation that conveys to people they can just come in and take classes and succeed. We weren't sending

the message that open admissions do not necessarily mean no standards. If students don't have a level of math, a level of reading, and a level of technology, they cannot participate successfully in many of the programs. So setting academic standards and holding to them is a need. Setting standards and communicating to people what those standards are would, I think, go a long way to bringing focus to existing programs.

WOODY HUNT: Thank you. Sally, would you like to take over?

THE FEDERAL PERSPECTIVE ON P-16 ISSUES: ROLE OF COLLEGES AND UNIVERSITIES

SALLY STROUP: Yes. My office is responsible for all of higher education. Earlier presenters have noted that there is no sense of urgency for reform in higher education. That's an understatement. I've only been six weeks on this job, and I could name the many presidents from major big colleges, private and public, and community colleges, who have said, "We have the perfect system in the world and there is no reason for anyone to make any changes." This is the standard line. I won't name names, but I go to a lot of higher ed meetings where associations that represent colleges and universities let me know that their goal is to get through the next reauthorization of the Higher Education Act with no changes whatsoever. They just want the dates changed.

If you look at the department's strategic plan, I think it lays it out for you what we see as the critical issues. No surprise that they are the things that have already been said here today. So, forgive me if I repeat. The issues are access, retention and completion, quality and accountability, and another that we haven't talked about much: cost and affordability. We can't drop affordability from the discussion, because that's going to be a big issue.

As you might guess, another issue is what is the federal government's role? Many people react to proposals for change by arguing that it's not the federal government's role to promote change. The Department's strategic plan created a great amount of flack from the interest groups in Washington who had serious objections to the fact that we raised issues of accountability and quality, or that we raised issues of cost and affordability. Secretary Page could not understand why people didn't think the Secretary of Education should not even be concerned about quality.

Let me comment on the issues briefly because I know we've been at this a long time today. We are concerned about balancing access and quality. I don't think anybody knows what the final answer is going to be. The Department is completing longitudinal studies right now. I think some answers may come out of our studies. We interview people when they graduate and ask them questions about what happened to them along the way. We are finding that two key indicators of success emerge: how rigorous was my high school curriculum and what's the education level of my parents. Of course, this takes us back to K-12. Hopefully, K-12 reform solves the first problem. There's not much we can do immediately about parent education levels. As we do a better job and have a higher completion level, the next generation's numbers should be better. Yes, as some of you have commented, it's taking six years for a lot of people to complete college. I applaud the colleges who are making deals and getting kids to sign agreements to get out in four years. This frees up resources and facilities, but is a discussion that need to go on at a state level.

Another comment about access, and Carol mentioned this: There are awful rules on the federal books that make it next to impossible to give student aid to people who are in non-traditional programs. We make those people jump through more hoops than you can possibly imagine. Some of the rules came into being because of a long history of fraud and abuse in some for-profit sectors that happened 20 years ago. But the mindset of abuse is still there. There is a

need to get people to realize that the student aid system has been greatly "cleaned up." We are working to try to make at least the student aid part of the programs more friendly to non-traditional students. Overtime, we think that we're going to have more people being non-traditional than traditional.

Considering retention and completion, we are being criticized because we want to track graduation rates. We know that there are issues with transfers, drop out, and any number of reasons why students delay or discontinue their education. You can't account for everything all the time. But it does seem to me that the success rate question is something people want answered. The public wants to know that the graduation rate is. You may be familiar with the Department's web site - we call it the "cool database." It was created in 1998 and has every college in the country on it. You click on a college and you can look at degrees awarded and costs. It's a great access site, a great tool for parents and students. It's the perfect place to start tracking graduation rates. We should obtain and post them. We now look at the NCAA numbers which only reflect certain groups of people and compare athletes to others. We know that the task of obtaining graduation rates is large because nobody tracks and reports the same way, and I suspect nobody wants to. Well, states are beginning to report the numbers, so we are looking to see if we can feed off of their reports and not call for a new reporting requirement. At any rate, there is no good system in place now. Comparing graduation rates is one of the things we want people to think about, so we've made it a part of the strategic plan.

Transfer of credit is also an issue in the context of retention and completion. I talk to a lot of community college officials who say the difficulty for students is to transfer to the four-year college down the street is a big problem. The four-year institution students have to take an additional year and they give up and say, "Forget it. I'm not going to waste my time." Florida is taking a lead role in doing something about this, as Dr. Winn said. We are not going to be able to dictate transfer of credit policies at the federal level, but there may be incentives that we can offer to people to adopt programs that make it easier for students. It would be good to make the whole system friendlier for students.

I spoke to a group of higher education representatives two weeks ago and said, "You know, you should look at HR1 and read No Child Left Behind. The handwriting is on the wall. We are all going to come up with some method to determine accountability. We can all agree on how to do it or we can all fight about it, but at the end of the day, I think, it is a bipartisan issue." Katy mentioned that. In Washington, it is a bipartisan issue. It's a matter of figuring out how to do it.

Lastly, though, I really want to raise the issue of cost. We can talk about access, quality, and retention, but at the end of the day, we must also consider affordability. The federal government puts $55 billion, I think, into the system. The states do their part, institutions do their part, and families contribute out of their paychecks to put kids through college. In fact, however, if tuition and other prices that colleges are charging continue to increase well beyond the rate of inflation, we're creating a problem that must be addressed.

In that our longitudinal studies, we are trying to develop an understanding of financial aid issues. It's hard information to collect, but it is something that we are trying to gather to see if we need to make changes. Granted, I think we're in a tight budget environment for the foreseeable future, and it may be a zero sum game, but if we have good evidence that we need to handle aid differently, we can change the grant process.

For instance, the dropout rates are phenomenally bad after the first year. Maybe we need to do a better job on the grant side up front. During the campaign, the President suggested that we need to think about ways to help people in their first year so they stay and go for their second

year and remain in college. If we find out in the end that lack of money is the main reason that students are not completing programs, we have not solved the completion problem. What we charge, what the price is today, and how we expect people to actually be able to afford it in the years to come may become an issue. We worry about this a lot. Nobody wants Congress to say, "By the way, you can't raise tuition," but the issue comes up every session. Some argue that there should be no more campus-based aid if tuition is raised over the rate of inflation. The day could be coming when people finally say, "enough is enough." I don't know if the topic of cost to the student is taboo since no one today mentioned it very much. Yet, in my office, we talk about it all the time. Cost is an ongoing concern for us when you look at the whole picture of what is going to happen in higher education.

WOODY HUNT: Let me raise a question, weaving certain things together. You talked about the increase in non-traditional students, you talked about the difficulty in transferring credit from community colleges, and you talked about costs increasing at a rate much faster than inflation. Where does someone like the University of Phoenix fit into that picture? Are they being created and driven in their success because of those factors or something else.

SALLY STROUP: I worked for the University of Phoenix for only 10 months. Clearly, theirs is a business model. They have specific programs. They're a for-profit institution and by federal law, they can only offer degrees in programs that lead to an occupation recognized by the Labor Department. So they can't just offer any degree to somebody. They offer programs in areas where they see a demand, as you know, lots of MBAs, lots of IT programs, and lots of nursing programs. Many of their programs are combined with community colleges. They do two-year plus two-year programs to try to help with the nursing shortage, for instance. But they have a limited number of programs. Their courses are syllabus-driven program; they don't change from instructor to instructor. They keep the overhead down substantially. They don't have huge campuses, nor do they have athletics departments. They don't have many of the other things associated with campus life. They are business-driven. Of course, if you look carefully, you'll see that 60 percent or so of their students have their tuition reimbursed by their employers. They have found a big niche in the market. There are others in the for-profit sector, who are filling a need in a non-traditional way. The University of Phoenix doesn't enroll 18-year-olds. You have to be 24 to go there.

WOODY HUNT: But they're responding—they would have policies, for example, on transfer of credit?

SALLY STROUP: They have a huge problem with transfer of credit to other colleges and universities. Four-year institutions won't take their credits much of the time.

WOODY HUNT: But it will transfer into them, though?

SALLY STROUP: Oh yes. You can transfer credits in. They work out articulation agreements with community colleges so that people can do the first two years at community colleges and then go to Phoenix for the second two and get a bachelor's degree.

JOHN WINN: In an interesting conversation we had in Florida with what we call devolution of authority to our universities, the top item on their list was the flexibility to raise tuition. We asked, if allowed to raise the tuition, would you be willing to buy back the difference in need-based aid for all your kids that are on need-based aid? They said yes, that they'd be willing to do that. So if they had a third of their students on need-based aid and raised the tuition by $500, they're willing to offset that for their need-based students because they're still going to get a profit on the trade. We have a pre-paid tuition program where parents buy a contract and the Presidents were even willing to buy that off. So there are

options when the case is presented in terms of what's realistic and what isn't. There are options that people are willing to sign on to that will hold harmless students for whom affordability is a serious issue.

WOODY HUNT: Any more questions for Sally? If not, we will now turn to someone who spends their time on the research side and tell us what she knows about the P-16 programs. Andrea.

OVERVIEW OF RESEARCH ON P-16 PROGRAMS AND INITIATIVES

ANDREA VENEZIA: Thank you very much. The staff members were kind enough to make some copies for the overheads if you want to follow along. It's a real honor to be back here and be able to talk to you all about some of the things that we've learned. I think one theme that's coming through really strongly today here is how much fabulous work you all have been doing in this arena, and it's really neat to watch. I've been watching K-16, P-16 reform in Texas for about six, seven years now, starting with dissertation work that I did at UT, and it's really wonderful to see how this has been progressing. And then like with everything else that everyone has been talking about today there are the huge challenges. So I realized when I put together my talk I focused—and you'll see the list on the second page—on the hurdles or the barriers or the problems that we've been seeing almost across the board in states and the country when it comes to P-16 or K-16 reform. I use K-16 a lot because what I do focuses really on student transitions from high school to college, be it a community college or four-year. That's my framework, but I do think it's very important to look at it from the P-16 perspective.

So what I'll try to do, I'll walk through some of the problem barrier issues. I'll bring up some examples that we've seen of some success stories and some really positive ways of dealing with some of these issues. One of the problems is there's not that much in the realm of evaluation for these issues and so it's really hard, I think, to find some of the empirical evidence, the facts that people really want to see. And I am concerned that K-16 or P-16 is becoming this sort of panacea term that people are throwing around and not using to create solid systemic K-16 or P-16 reform. I see that happening in Texas, which is exciting that you are doing that, but I think that's been kind of a dangerous thing that's going on in terms of what K-16 or P-16 means nationally right now. I've been going to some conferences where people say they're tired of hearing this because what does it mean? Is it one program? Is it a response to *Hopwood*? Or does it need to be a systemic model? And I come at it from the systemic side.

Alignment of Standards, Assessments and Curricula

So let me talk through a bit of the hurdles that we've seen in almost every state we've been doing research in when it comes to these issues, and one that people have brought up so much are just how standards, assessments, and curricula are developed in separate orbits. I think that's particularly an issue in Texas around higher education issues, and I don't mean to be presumptuous, but I consider myself quasi-Texan since I was here for five years, so I'll venture some advice, but please take it with the knowledge that I was only here for four to five years. Doing research in schools in this area and talking to students, there was so much confusion about what is an A&M system institution? What's a UT system institution? What's Lamar? What do these mean and what does it mean to be in those systems, be related, how do they differ? And I think anything that you can do to be very clear about what the designations are, if you can be, if there's a way to talk about tiers. I know that treads on some political issues, but I think that it's very difficult for students, in particular, to negotiate their way when they don't have a clear understanding of the institutions.

Not only that, but in every state, too, higher education standards are so complex. You have the exit standards from K-12, and everyone knows you have the standards to get admitted, you have the standards to be placed, you have the standards that faculty institute in their own classrooms because they don't trust the TASP or the institutional placement exams. You have the standards for credit level work; you have the standards for graduation. It's so compounded for students and I think any messages that you can get across about what those are, and streamlining those in any way to make it simpler for students would be really helpful.

Understanding your relationships—I know you're doing that with the American Diploma Project and other efforts to understand the relationships content-wise between your standards and assessments. In 1998, we commissioned RAND to do analyses in six states, and Texas was one of them, looking at the content of the TAAS at that time, the exit-level TAAS, the TASP, ACT, SAT. I have those tables here if anyone would like them. They're also on our web site. But being able to understand how they fit together or don't, and it would come as no surprise that what RAND found was there are huge differences between the TAAS, which everyone knew, and the SAT and ACT; between what the TASP was asking students to know and do and the SAT and the ACT. The difficulty levels were huge. So that's my pitch, I guess, for the standards and assessment side of things.

Institutionalizing P-16 Reform

Another big issue we've seen is a problem getting reforms instituted and institutionalized when there isn't a body that's mandated to do K-16 or P-16 reform that has a charge. I've been doing some research in Oregon recently and they have a joint board and it has representatives from all the different tiers and facets in education in Oregon. And like, I think, Kati, you mentioned, one of the big steps was getting people to talk, and that's so important, but the next big step is getting people to act and have the authority to act, and the charge, and the mandate behind their action to really create change. And I believe—Kati, correct me if I'm wrong—that Georgia has been out in the forefront of P-16 reform and one of their stumbling blocks has been how to institutionalize this change, and they're looking, I believe, at institutionalizing it through math through other subject areas, to be able to carry this forth if people end up leaving office or an entity goes defunct, to be able to make sure that it can stick. And that's really about not having a lobby at the state level in each state to make sure that K-16 reform happens.

One thing that's come up a lot is the territorialism, lack of trust among the levels. One thing that just happened in California at a hearing, which was very interesting to me, was a discussion about P-16 data systems and data usage. Someone in the CSU, California State University system said, "Why should we say what our problems are because then we'll lose money and it'll go to UC." And trying to figure out what incentives can be created at the state level to ensure that that kind of territorialism and that kind of need to make sure to cover your back and get the funding and all that can fall by the wayside as much as possible and allow people in institutions and systems to show what's going on and to put the data forth and share it.

Using Data Effectively

The P-16 data and accountability system issue, I don't know if it's still happening, but when I was doing research here about six years ago, UT and A&M sent information back to K-12 schools about how well the students were doing. I believe if they had five students or more in the high school going to the institutions they would send data back. And I remember talking to people in high schools and they said, "Well, we get the information but we don't know what to do with it." So creating incentives there too to figure out how can those data be used to improve curriculum and instruction, making those more public perhaps, and issues

surrounding that. And I think one of the hard issues with an accountability system is having the tension between making sure the teachers are being treated like the professionals that they are, and then acknowledging the need to make sure that there are levers put in there to hold high schools accountable for offering high-level courses. I think the default curriculum that you all are putting into place is just a wonderful step, and I know that folks in California, however much they cringe and say, "We don't want to be like Texas," the competition is there, they're really following what you're doing, and that's exciting to see.

Evaluating the Success of Outreach Programs

The next one that I have on the list, the pre-college outreach programs, Katy brought up, I believe, about how the pre-college outreach programs, I think are doing wonderful things for students overall. One thing that's hard, though, is to tell exactly what's happening because a lot of times there's not enough money for evaluation, and you don't really know what's happening in the programs. Another issue that I think is worth thinking about with pre-college outreach programs is whether they are trying to change systems or whether they're telling students, "Here is a way to conform to a dysfunctional system." And I really would push on making sure that all these efforts are working on changing systems as much as possible rather than changing students to fit into a system that isn't working for them. And I remember learning a lot about the UT and A&M outreach centers, and they were doing wonderful work. If they're still here, I would push for more evaluation. And I really admired how they seemed to be centers that were not vying; they weren't competitive. They seemed to be a place where the institutions would come together and provide information for students to go to any institution in the state, which I think is very admirable.

Improving the Quality of Student Information

One issue that we found when we did research in Texas and obviously elsewhere are the huge inequalities in information that students are facing in terms of information about admissions and placement, information about how to jump into a different curriculum track, those types of issues. Teachers play such a strong role in that and they do not have the information they need, nor do counselors, to be able to give students accurate information about admission and placement and preparation information. We have also across the country found a lot of territorialism in that arena, too, where counselors will say, "Why is a teacher being a counselor? That's my turf." And I don't know if there are ways at the state level, what the state's role can be in providing guidelines for counselor training when it comes to college preparation issues and information for teachers, so they can be involved. We saw teachers consistently who deal and teach honors students very involved in this, but the teachers who taught students who were not seen as honor students were really not involved in college placement, and I think in order to equalize the playing field for students that needs to become more a part of the culture.

A really neat example of that is some work near Los Angeles that Pat McDonough at UCLA was doing, creating schools that have a college culture for middle school on through high school. Having them write essays, college essays, during English class, having them do financial aid spreadsheets during economics, things like that, that's providing a very good model.

Governor Hunt brought up the few incentives in the high school senior year, so I don't want to talk about that too much, but I think some of the issues he brought up and what you're doing around the default curriculum or conditional admission we really need to explore.

Teacher Education

Fourth from the bottom, teacher education—I don't want to imply that having the focus on teacher education in P-16 reform is not a good thing; it's a wonderful thing. But I think a lot of initiatives are focused solely on that or predominantly on that and leave out a bit of the student-focused side of things and some of the really difficult work that needs to be done around assessment, curriculum, standards, alignment, compatibility issues.

One thing that Carol brought up that I want to reinforce is the open enrollment issue. Talking to students around the country, so many students say to us, "Well, I know I can go to college afterwards. I don't really need to prepare. I don't really need to take these tests to do this work because I can go to X, Y, or Z institution." I think making sure, like Carol said, that having knowledge and getting information about the standards of community colleges and here in Texas about the four-year institutions that are basically open enrollment would do students a great service so they know that when they enter the doors they really will have standards that they need to be prepared for.

Incentives to Encourage Greater Higher Education Involvement in K-12

And then lastly, the "biggee," I think, for this group probably is the incentives for higher education to come to the table, and it's great that they're here and working on this for years. We hear around the country that higher education institutions and systems are scared to touch K-12 reform. They don't want to put their toe in that water because they might be held accountable publicly for things. They might get pulled into that public turmoil and debate. And I don't have the answers for how to create as many incentives as need to be there for higher ed, but that's something we're working on and I would love to hear more, too, about what you're doing here to create those incentives and the capacity for everyone to be involved in these reforms.

So that's basically what I had. The last few pages are just some questions, if you're interested, that we've been developing for states that are basically at a more rudimentary stage than you are all in. I think Texas could probably answer these questions very well about whether you have data that goes across the P-16 continuum, whether you have a P-16 accountability system, whether you have college counselors in your schools, those types of issues. We've been providing some technical assistance to states and basically providing them with some questions and lists of things to think about, and this is just a few of those to give you a sense of some of the things we've been doing.

So that's basically my rattled off list of barriers and problems, but I welcome any questions or comments.

WOODY HUNT: Andrea, one thing that hasn't been discussed today is what role parental involvement plays in a successful P-16 program. I just wondered what your research would show in that area?

ANDREA VENEZIA: We've done pretty extensive parent surveys in six states—in California, Texas, Illinois, Georgia, Maryland, and Oregon—we asked parents what do you know, basically, about, say, the TASP, or at the time the exit-level TAAS, the state policy mechanisms, financial aid programs, things like that. And overwhelmingly what we got—we got a lot of surveys back just saying, "Help." We got a lot of comments back saying they'd like to have more direct information. But I know from a state policy perspective that's very difficult. And I also know a lot goes out to parents and students that isn't often times read. I haven't done research directly about what the parent role should be, but we ask parents a lot of questions about— is it your role to help students primarily go to college or is it the school's role?—and those responses, interestingly enough, have been really broken down by income

level, where the parents in higher income brackets have said, "It's my role to help my student prepare for college," and parents in families with less money have said, "it's the school's role." So I can answer that in that way, that's the perception that we've seen breaking out pretty clearly.

WOODY HUNT: Does that indicate a need, perhaps, in areas that are more economically disadvantages for programs and the money to support those programs that would be focused towards parental involvement?

ANDREA VENEZIA: Yes, I would think so—definitely. Particularly around financial aid and cost issues. One thing that I think research across the country shows that parents and students overestimate the cost of going to college and that can be a huge barrier for families, when they think it costs—I mean, we had people guessing in California that community colleges were $5,000 to $10,000 dollars a year. I think when that happens you can price yourself out in your mind pretty quickly. And I think information about applying for financial aid, but also knowing the accurate costs, things like that, would be very helpful.

WOODY HUNT: Any questions for Andrea?

VANCE MCMAHAN: Andrea, you know, there used to be a social consensus that a high school degree was kind of the minimum standard for economic success, and I guess one of the reasons we're here calling this P through 16 is that's no longer true. Florida has a P through 20 program. We call this P through 16. I think the Comptroller of Texas today is coming out with a K through 14 program. Is there a consensus as to what is the new minimum for being competitive in today's economy for a kid in terms of minimum learning experience and where and how we should measure that? Some states are focused on a bachelor's degree; some may be focused on two years out. What are you seeing in the research on that?

ANDREA VENEZIA: Well, I'd be curious to see how other people, Katy, others, want to weigh in on this. I personally always come from the perspective that we should prepare all students for a four-year education after high school and students can choose what to do. And as long as they have the information they need they can choose. I think a lot of states are doing some really interesting research and policy work around driving their systems from a grade 14 perspective, and picking that, and then driving down the system. I know the Education Commission of the States is working on a model where that's the case for P-16 reform, and I think that's a very appropriate way to proceed. I don't know if a definitive answer to your question about grade 14 is the way to go. But I think that because community colleges don't have openly articulated standards, I think from a policy perspective it makes the most logical sense to go the four-year route in terms of getting the information out, because then you can send very clear signals about what's expected, and then students can decide. Does that answer your question? Okay.

CHARLES MILLER: When we first used the K through 16 term going back to 1999 at the University of Texas system and in other state-level areas, nobody really talked about that term. That was actually a brand new discussion to have it that broad. We had a retreat in early 2000 where we brought people like Katy and some other distinguished people—Michael Kirst from Stanford to talk about the alignment of the system, and found out really that at that time there was virtually no state alignment as far as we could tell anywhere, particularly in the passage from high school to college. We talked about the range—we not jokingly said it could be pre-natal through infinity—the range could go as far as you could get it, because everywhere along the line there was some connection, and more and more there would be continuity—adult learning, new technology changing what people need to learn, people coming back, the demographics that we heard earlier, that aging population means we're going to have different

sets of customers in higher education or people there, and of course, the need for early intervention. But the public education system is not set up for pre-K yet. It's starting to and there may be more of it, but actually it's adding something to the equation that should be there and maybe will be there. Maybe there will be a lot of development, but it's not part of the system yet, truly. And past the four-year college, we have such differentiation and such a different advanced degree program in this country than any other place in the world, and there is such a dramatic differentiation that any kind of standard answer for application to us would actually be limiting rather than the other way around, including regulation that got more and more compact on standardization at the higher levels. So just for the record, that is an advantage. We stayed with that belief. For public debate I guess it's important to discuss all those ranges, but it does make a difference to me policy-wise where you do stop and start. And actually, if you take on more than you can do something with, you can sometimes have a hard time getting the core things done.

ANDREA VENEZIA: I think what you can do, too—for example, if a state doesn't have universal pre-school, a state can still collect data on what happens to students who go through pre-school, what happens to them after high school, to start being able to assess needs, even if the state doesn't have the capacity to address those issues, can still include that in the data system to be able to understand what's happening and make decisions in the future.

WOODY HUNT: I'd like to turn to someone from higher education who has been dealing with K through 12, I guess for the last nine years. Is that about right?

ONE MODEL OF EFFECTIVE P-16 PARTNERSHIPS: THE EL PASO COLLABORATIVE

SUSANA NAVARRO: When you said "higher ed," Woody, I thought, "Who is he talking about? I'm not higher ed."

WOODY HUNT: From higher ed. So I thought you could tell us about the El Paso collaborative and try to answer the question on what we should do as a state to increase student participation and success.

SUSANA NAVARRO: Well, this has been very enlightening and it's been very nice to sit here and listen to all of these comments. I just want to tell you a little bit about this El Paso Collaborative for Academic Excellence that we've been working at for now 11 years, and a little bit about how we're structured, because I think that's real important. When Woody said I was from higher ed, I really wondered who he was talking about, because our collaborative is, I believe, a real K-16 partnership. At least we've tried to make it a real partnership. We are based at the University of Texas at El Paso. There is no doubt the visionary leadership of Diana Natalicio, the university president, has had a significant impact on our success. But the collaborative isn't a UTEP entity. We really are more like a stand-alone operation, even though we are based there. And it really speaks to, I think, a critical element in what is going to help make K-16 successful or not, and that is how is it that the university or how is it that post-secondary joins in this partnership? How is it that they become involved? And how do they see their role? In our community it did take a bit of time, I think, for people to really believe and recognize that UTEP wasn't at the table to point a finger and say, "Here's what you've done wrong," though in fairness there are still plenty of professors who still do that to principals and to teachers. But I think that we have begun to turn that around, to really make people aware of the fact that this partnership is about everyone looking at each of our institutions and saying, "What is it that we're doing well? What are our shortcomings? And how are they impacting everyone's ability to make sure that everyone is successful in our community, K-16?" And that's really what brought us together.

The El Paso Collaborative: Background

Back in 1991, I was lucky enough to sit down and have one-on-one conversations with superintendents and post-secondary leaders, asking them how they saw education and where they saw the greatest challenges. Without a doubt everyone was clear about one thing, and that is that academic achievement levels were absolutely unacceptably low. And if people were honest they recognize it wasn't just K-12, but it was post-secondary as well. When they looked at everything from retention rates to graduation rates at the university, when they looked at the rates at the community colleges, but also when they looked at the rates of the students that were completing and not completing high school, prepared for college, I think people were pretty well astounded, and I think that they had run out of solutions at that point.

And when we started talking about systemic reform, I think there was a great interest, and I think that's what brought us together as a collaborative. I think the second thing was that while things were bad across the board in our community in terms of academic achievement levels, they were so terrifically bad among Latino students, among Chicano students that make up, of course, the huge majority of students in our community, and as you move further east from the El Paso Independent School District to Ysleta, and Soccoro and on down the line as you move toward East Texas, which is about 100 miles from the state line between Texas and New Mexico, you start thinking about proportions of Latino students that were absolutely enormous. We had some school districts with 99 percent Chicano students, very few of them graduating from high school and far fewer of them even going on to college.

And so that's really what brought us together, and I think a recognition, as Kati, you were talking about this, and certainly we saw this in California. There was, at that point, a real kind of programmatic mentality about how you fix these things. Well, if we put this program into place, if we put these interventions, if we create these safety nets, and the reality was that very few people were talking about the thing that was most sinful, and that was the core of the academic process in classrooms. What did teachers know? How well did they know those things? About anything—mathematics, science, literacy. What was it that really made up the set of expectations, not just between teachers and students, but between students and teachers, between parents and teachers, parents and the school. And we began really talking about those things as well.

We focused a great deal of our early efforts on building capacity. And I will admit to you that much of our work has taken place at the K-12 level. In part because without a doubt post-secondary is much harder, and I am astounded, though I am one of them now — that is a faculty member —I'm astounded at the range of people that people think fit under academic freedom. It's hard to talk about standards for learning because that infringes upon academic freedom. I've actually had a colleague tell me, "Oh Susanna, how can you talk about standards or accountability for us? I mean, that's fine for K-12, but what about my academic freedom to teach whatever I believe is most appropriate?" Despite our increasing efforts to focus on post-secondary, if we thought high school was hard, whoa! It's nothing compared to community college and university. And that's not to say that there isn't, I think, deep and increasing commitment on the part of the leaders at post-secondary institutions. We have been enormously fortunate to work very closely with the deans of the colleges of science, engineering, education, with the provost, obviously with the university president, who to this day continues to chair the collaborative. But when it gets down to talking to faculty members about how they engage more fully in assessing the quality of their work, and even discussing what would be appropriate accountability for post-secondary institutions, to thinking about how they really commit to improving K-12 teaching and learning, there is little understanding and little willingness to proceed down that path.

Before I go off too far, let me tell you a little bit about who our members are and a little bit about what, in addition to the little I've told you, what we do as an organization. The members of our collaborative include the superintendents of three large school districts. We have had lots of attention from the small school districts. We are now expanding our informal partnership and may, in fact, include the additional nine school districts in the collaborative, but right now we've just included the three large ones that enroll about 135,000 students. The presidents of the El Paso Community College and the University of Texas at El Paso, as I think I mentioned Diana has chaired our board from day one. The executive director of Region IXX Education Service Center, the executive director of EPISO, the largest grassroots community organization in town, the heads of the chambers of commerce, of which there are three in our community, and then the mayor and the county judge. Obviously, our core membership is really sustained by the education leaders who come together in a way that I think is unprecedented in any community. We've been very fortunate. They're committed to this partnership. Sometimes it's very hard. Sometimes I think they dread seeing me at their door for a conversation about data. But nevertheless, they maintain their commitment to this partnership.

The Collaborative's Achievements

What we've done is really provide a huge amount of capacity-building support to schools and districts, in large part that's taken the form of professional development for teachers. Many people have talked about the knowledge level of teachers here and the way that absolutely caps what kids can learn. If teachers don't know key mathematical concepts, how can they possibly share them with their students? So that's a very big part of what we've done. A huge amount of professional development—I think we're getting better and better at it. But we've put a lot of energy into that. We also have done a huge amount of training for principals and district administrators with regard to how they support efforts. And at the district level, the big part is how do you keep district administrators from getting in the way of schools that are trying to do the very best? Katy and I talked about this over 15 years ago in California. It's still a problem. District administrators still stand in the way of schools that are trying to make real improvements, and they hold them back or make life so difficult for them at times that they just lie down and play dead.

Another thing that we've done, and I think this has been very important, has been to propose policies to districts that we push very hard, that we think are significantly going to turn around opportunities for kids. About six years ago we began working on ensuring that all students take the recommended high school program. Early on, about four years ago, we had districts commit to those policies and actually pass them. They were default policies. They said, "Well, you're going to be in this program unless somebody takes you out." The problem with default policies is that in minority and poor schools, we saw kids being waived right and left, and essentially, we did not see huge numbers of students moving into the recommended high school program. We pushed very hard for changes in those policies, and I'm very pleased to say that two out of our three large districts, and we're still pushing the third, have changed their policies to require that all students, in order to graduate, must take the recommended high school program. Districts can waive up to a certain percentage. The two districts that have passed these policies now waive no more than 10 percent of their students. That means that 90 percent should graduate from a recommended high school program.

Another thing that we do is we bring K-12 and post-secondary faculty together to do a variety of different things. We've set our own local standards. We did that about eight years ago and the then governor came out and released the standards for us about six years ago, seven or so. Those standards were important, but we realized that if we were going to make any real headway we were going to have to do our own K-16 alignment. We began that work with the

help of the National Science Foundation and the Pew Charitable Trust. I cannot tell you how astounded I was given that my daughter was in Algebra II last year, but we pulled Algebra II teachers together, and the point that you made, Andrea, about schools in different places teaching the same sorts of things. I say "schools"—teachers across the hall from each other should at least be talking to each other about what they're doing, and the fact is that we found Algebra II teachers in the very same school teaching the very same course, presumably in the same department, teaching wildly different things. Using the same textbook, some had gone by the end of the school year through chapter 11 out of 14, some had gone only through chapter 4. Same school, same district. Obviously, the disparities we found across districts were equally shocking. And what we decided to do was that we put into place a mathematics alignment project, whereby with K-16 faculty, across the board, discussing what was most important to learn, we developed frameworks, but they don't look anything like what most district frameworks look like. We actually have, I think, a 12-page document that teachers are looking forward to eagerly because essentially it says, "These are the things that your kids absolutely must know." It's not a laundry list. These are the things that they must know. And these are the cognitive demands that you should make of your students. That means that if you're teaching Algebra II, it's not just giving kids 40 of the same problems throughout the academic year, and that's how you define rigor. Even if the topics are right, sometimes kids don't really understand the concept. They don't understand how to apply this to novel situations. So we've created a framework that we think is going to turn around Algebra II and ultimately all mathematics teaching and learning in our community. The head of the American Educational Research Association is so excited about it that he talked about it in his presidential address at the annual meeting last month. We believe that it's absolutely crucial to have everyone talking together in the same room and saying, "Here's what I expect if I'm an engineering professor at UTEP, if I'm a math teacher at the community college, if I'm someone that is teaching the required course for beginning teachers," and everyone should be talking across the board so that we can come to some understanding about that. So we've done a lot of work in that area and we've put a lot of energy there as well.

We have put increasing energies at the university level, as I think I indicated. That work continues to be fruitful, but it is certainly more challenging. We have supported the work of the university to transform teacher preparation. That's really crucial in a community like ours because 80 percent of the students that come to the university come from the area districts. About 70 percent of the teachers that are teaching in those districts are prepared by our university. So it's in everyone's interest that we not only look at what's happening at K-12, but that we ensure that there's not only alignment, but that there's a degree of rigor in the preparation, not just of teachers but general education for all students at the university in order for us to fulfill our mission. So we have increasingly focused there. That continues to be a challenge, but we're trying to expand daily to make sure that there are more people that understand what we're trying to do.

Lessons Learned

Let me just tell you a couple of things about what we think, based upon our experience, something that other communities can benefit from, both things that have worked in El Paso and things that have not worked. First of all, I think that there's very much a role for local entities that help build capacity. There is no doubt that state accountability requirements are crucial. I think without those accountability requirements for districts we would not have had as many districts coming to us and saying, "We need your help in preparing teachers." I think that there would not have been the impetus for teacher preparation to reform to the degree that it has. But I think that without the ability to support teachers, and in fact, all K-16 to improve across the board, people will flounder. They won't know where to go. Beyond that, some of the very issues being discussed in this room that I think we take for granted—for example, the fact

that many, if not all students should be prepared for college is something that is still not bought into at a significant degree among many communities. When we first started talking about this—and Woody, you'll remember those preparation sessions for our education summit a couple of years ago—at that point, when we talked about everyone being prepared for college, there was widespread concern that that was not only idiotic, it was simply not doable. At the end of the education summit process, which took a huge amount of time and continues, I think we had far wider acceptance of that notion, but that took, really, a building of an understanding, a sharing of data, and a bringing together of people in conversation to really talk about why that was the case. I think we're far closer to that. I think those kinds of conversations need to happen at the local level, even if they are happening as well at the state level.

I think that we also need to make sure that the accountability mechanisms that we put into place focus squarely on post-secondary as well, and I think that we've begun to see the impact of those in teacher preparation, but I think that they need to be far wider. As we begin to look to higher education for greater involvement, we have to find ways of making sure that faculty, in addition to deans and leadership, understand why it's in their own best interest, that they understand that this is an issue not just of what is in the best interest of the community, but understand that as they go through tenure review process and other processes that this is something that they're going to have to, in fact, be clear about and help everyone understand that they are committed to and that they know what the issues are with regard to improving K-16.

A final small point—I think that as we begin to think about how we make sure that more, particularly of our low-income and minority students are focused on college, we can't lose sight of the fact that as Andrea and others have said, there are far too few students as well as counselors, teachers, and school administrators, who know what it takes to get into college today, who know, for example, in this state that we have the terrific Texas Grant Program, virtually—well, there are very, very small numbers of teachers who know about the Texas Grant Program. There are small number of teachers and administrators who know how to speak to students as well as to parents about financial aid, about preparing for college, not just about the course requirements, but everything else that makes for a successful candidate. We're pulling together a Think College Now initiative that we're going to put into place widely which is really aimed at making sure that irrespective of what your job is, you have a tool kit that includes a speech that you can give to students. It tells you when to give various speeches to students, it provides you brochures about everything from Texas Grant to everything else that's required, and that really takes the thinking out of it for teachers and counselors. We plan to provide that information to school administrators in a way that makes it readily accessible and that gives them a chance to reach out to students, to parents, and to the full community about this as a burning issue.

I don't know what else to say. The community has achieved huge gains in student achievement. The achievement gap has begun to close in very significant ways. We look forward to further improvements, particularly at the post-secondary level, but across the board.

WOODY HUNT: Do you have any questions?

MARINA BALLANTYNE-WALNE: How successful have you been—I should know this—in decreasing your dropout rate and increasing your graduation rate?

SUSANA NAVARRO: We actually—because of the problem at the ninth grade that somebody mentioned, we look closely at persistence from middle school on, and as we've

tracked it, we're not thrilled with our dropout rates, but they are far better than every urban community across the state. Our retention rates are at about 75 percent now. That we're still losing one in four students, we're not pleased with that, but it is a far better rate of retention than the other urban areas across the state.

WOODY HUNT: Any other questions? Thank you very much. I'd like to turn now to Charles Miller to help bring a conclusion.

Standards and Accountability in a P-16 System

CHARLES MILLER: Thank you, Woody. I'll try to cover a territory that other people haven't covered. I thank you for putting this group together. It's just a wonderful collection of some of the most brilliant minds in America. When we were asked to help Governor Bush launch his reading initiative in 1996, Darv Winick and I hosted what we called a pre-summit summit to talk about how to teach reading. Little did I know I was an innocent about the reading wars. So we went around the world and found anybody who we thought had done research on reading. We brought them to Houston at the University of Houston. We found Barbara Foreman, a top researcher who was very unpopular in her own school. We put together a series of plans out of that summit. We brought some media people in; we brought principals; we got as many sets of ideas and people as we could put together. Naiveté has a big value that way sometimes. We produced a record of it and I think—how many copies?

DARV WINICK: Somewhere over 20,000.

CHARLES MILLER: The Reading Summit led to some interesting things. I think this meeting will, too. Don't underestimate what this group can do to get new ideas together, and then persisting with those ideas, as Governor Hunt said, is a big factor.

I think implementing public school accountability was one of the most difficult tasks we've ever faced. I don't think it was easy. I don't think it's necessarily easier than changing higher education. I don't know how to make a comparison. I feel like I'm in midstream and maybe in ten years I'll have an answer if I'm still allowed to be around. I know that the biggest obstacles to public school accountability were the people in education. The district superintendents you named or teachers as a group or people who knew the answers but wanted to have the freedom in the classroom. They don't call it academic freedom in public education, but the freedom to teach what they think children should know. The thing we did was to do create systemic reform, as Kati said earlier — to essentially wire around the obstacles. The central bureaucracy said they couldn't trust local districts, because of these yahoos who are on school district boards, and I still can't dispute that. It's probably some of the poorest governance in America, and yet we say we want local control, and I believe in it. We put a system in place that allowed us to change the paradigm—while it's trite to say that—and go from inputs, which include teachers and quality and money, to the performance, the results. This change allowed us to take the central bureaucrats out of the mix and say, "You can't tell us what to do. We'll find a way to do what we want." We put in place a system of accountability which included consequences and it has changed our ability to affect the system. Really, the best way is have the system correct itself. I think it's still in place. I may be like the mythological character that pushes that stone up the hill and feels like he's making progress and somewhere near the top it goes back down. But I feel like we're a long way. I'm not pessimistic about education in Texas regardless of what the demographics seem to imply. In fact, I feel just the opposite. If we can educate our people and get productivity improvement, along with technological investments, economic growth will happen.

Most of the industrial part of the world is not like us. Europe has an aging population. They have an immigration problem that's different from the U.S. They've separated immigrants from their system. They give them social welfare benefits but not part of the other system. Japan has some of the same problems. It's a homogeneous population that doesn't have immigration. It's a wealthy population. They have a system of educating people that people accept. There is a fair amount of consistency and standardization there, and they're having trouble. It's an economy that hasn't grown for 12 years and they're radically trying to change their own education system. We have the opposite. Ours is a dynamic system and it has a chance to self-adjust, and we have advantages that those other societies don't. And when I look at Texas we have some of the same advantages relative to other states. So comparatively, because we've started with the K through 12 system. I think we have a big advantage for higher ed.

Continuing K-12 Progress is Key to Improving Access

I want to say that unless we do the right things in K through 12, nothing we do in higher education will fix the access problem. The number of disadvantaged students who are well prepared for college is far too small. We must do what we can. We can do a lot in teacher preparation programs, but the K-12 system has to product—period. We can't say that remediation—a little here, a little tweak there, is going to solve the access problem.

Using Data to Improve Performance

We can do things better once students enter college. We are working hard at that in the UT System. We're recognizing that problem. There are general academic components in our non-academic institutions. We've put together institution accountability portfolios. One of the things is to standardize the collection of data to make it usable in the sense that it does have a specific definition. We'll be able to compare one set of institutions with another. I think it's helped the higher ed coordinating board in strategy and policy setting to look at what might be needed to follow students from high school or from lower schools, not only to our own universities, but to other places and back. Good data is much more important in this era of a different population of students than we had before. Once we get students, wherever they come from, we have to learn to adjust to their background. We don't have an Ivy League system anymore. It's not going to be anything close to four years and out, they're top students, they know where they're going. It's a "Harvardization" concept that in higher education has been harmful for us. We do really have a different mix. We're going to continue. We need to find a way to adjust.

At UT, we've put together many kinds of statistics, and this is just an early stage of something that will be an ongoing process. We start with a mission statement. If you don't have something like that in higher education, you won't be able to do the things you need to do because there's a lot more differentiation in higher education. I think in that sense, public education had things we could standardize. We defined from the state level what kids should learn when they go through each grade. We set the standards and we tested them with standardized tests. But in higher education we begin to get a lot more differentiation. And with differentiation we have to have a lot more flexibility in information and ways to measure results.

At the University of Texas at Austin, when we said pick your peer institutions to make comparisons, we didn't pick other Texas institutions. Not that there aren't a few that match Austin—there are. Peer institutions, though, 15 of them might be California Berkeley, Washington Seattle, Ohio State, and so on. So when we make comparisons about what we're doing in each of our areas, which includes research, one of our missions, or community service, which is another mission, or learning, which is the other mission—we can compare to

each of these institutions. We couldn't do it just as a Texas institution. There's no boundary here that's a state boundary if we do this job right. For this institution, the mission isn't a state of Texas mission by itself. It's something broader.

Accountability Challenges in Higher Education

Nationally, state support is going down for higher education, the percentage is going down everywhere. It's the same in Texas, yet the increase we've had in the last decade has been pretty substantial. The cost factor is something we're going to have to deal with. So the access part is one from K through 12, but we also have to deal with the economics. The model of current or traditional higher education is not economical. Costs are growing at too fast a rate. The same thing happened in medical care, where the costs kept getting bigger for whatever unit and we imposed a lot of restrictions and limitations on first hospitals, and then doctors, and then HMOs, and then on the customer. Each one of those squeezed some part of the system out and we rationed care. We're doing the same thing in higher education and we're destined to do it more if we don't find a model to allow the system to adjust. This probably means less regulation or better regulation, some control of programs and the use of them, and the like. We have started toward some program accountability. It's been a hard thing to put in place. Susana, the people that run programs have a hard time understanding that anybody might have an idea of a different program than they do.

We have started a learning accountability system and we did hear initially all the arguments for not having any way to measure learning. It's too complicated, there are too many tests, my academic freedom, etc. We talked about it for two years before we did it at the system level. Ed Sharp pushed and pulled, and finally we got one person to write a policy. We then heard the screams from the faculty, but finally put a learning accountability system in place. The faculty is designing it and we're going to have our first assessment this year in writing. We're going to work on mathematics next year. The fundamental things—because again, we need to be able to tell the people that come to the school what they are supposed to learn and not just what somebody may have thought about it in one of the classrooms, academic freedom or not. We can't just give students a certificate and say they've learned. The rest of the world out there is going to know the difference. With the cost pressures we have, if we don't have some kind of standards, we're going to keep reducing the quality. So we'll get grade inflation, we'll get certificate inflation, we'll say, "Sure, we can give you a four-year degree. Give us the money and there will be a certificate that says that." But we have to have another way to find out what people are learning. And is it what's needed to learn and so on?

The Need for Greater Autonomy and Flexibility

To do all that we need to do, higher education is going to need more freedom and flexibility, more competition and less uniformity, and standardization. So in our area I think it's a different approach than in public education. I think our state government is going to have to learn that. We're going to need more money but I don't know that we can depend on state governments to give us relatively more money. We're going to have to make better use of the money we can get. Our research dollars could be substantial, we could get private endowment money that's substantial, we can get more tuition and fees if we allocate the money from the ones that can afford to pay to the ones that can't. If we have better systems of collecting students from community college, more efficiency in doing what we do, we can develop a model for the student that wants to take ten years to graduate. If we do the economics right, we can get the support from other entities, not just from the state. But we're going to have to hold ourselves accountable. So we're pressing in several different areas—program accountability, and general institution accountability. We're pushing for deregulation or less regulation and

more freedom for the people who manage while holding ourselves accountable, because unless we changethe economic model there is ultimately going to be a failure.

At the top institutions it's very easy for the excellence to be bled off because of the pressures for access— politically and otherwise, it is going to be severe. And yet, the community is going to have to learn that without the excellent institutions, we won't be able to do the other things, and the state or the region or the country is going to suffer. The best analogy to that is from an economist. He's also an academic. He looked at a communist system. A food store in Moscow was the best example. They had cheap prices for food, but when customers went there they found the magic answer—there wasn't much food. You can't get quality on the cheap. You can't get excellence merely by squeezing the system to get access. So we're going to have to answer from an accountability standpoint. If you have excellence on your list of objectives—most of the talk today I think has been on access and graduation, but I think we really need to make sure we don't lose the excellence or quality part of higher education in the process.

DON BROWN: Well, we can't achieve success in low quality programs.

CLOSING REMARKS

WOODY HUNT: Thank you, Charles. Any questions for Charles Miller? Okay. I'll make a few comments. There's been a lot of inflow of data over a five-hour period of time and I appreciate everybody's willingness to give their time.

I guess, a quick summary, without going into a lot of details, because, as I've said, we've had a lot of detail today. There is no free lunch out there. The message is we need good policies, and at the core is accountability, teacher standards, student standards, good data streams, systematic change that's institutionalized, alignment, all students ready to go to college whether they decide to go or not. It's their decision, but it should be our focus to get them to that point. We do have a significant parity gap that creates urgency, particularly in this state, in light of our projected demographic changes, but those same demographic changes that create a lot of projections of population growth, are as Charles says, a great opportunity. It's an opportunity that a lot of other states and nations don't have. It's up to us to capture that opportunity with good policy and political will.

We do have a balancing act between participation and success and excellence. You'll find in this country that there are no highly rated public universities in states that have low per capita income. It just doesn't exist. So somehow we've got to be able to have participation and success, and the income that comes along with it without diluting our excellence, the leadership that we need. So that's the Texas challenge. I appreciate everybody's input today. As Darv said, I hope we will be able to circulate at least 20,000 copies of the transcript here, that there will be that kind of demand. But I would like any final comments from anybody that's here today, particularly those that traveled from out of town. We are highly appreciative of your services.

DARV WINICK: Thank you all for coming, but Dwayne Matthews, he's from out of town, he's been very quiet all day. Nobody let him speak. [laughter] I want to give you a shot at some impressions from Dwayne from Education Commission of the State. What did we leave out?

DEWAYNE MATTHEWS: Well, thanks very much. I don't know what you left out. The discussion, which is focused so much on a K-16 or P-16 approach has been really amazing. It's very clear to me that Texas is well into a next generation of thinking about P-16 education where you're building on a base of what has been accomplished in K-12 reform, and taking

that into higher education. That has to happen. That absolutely has to happen. In terms of what's been left out? There is another piece. I think that there is something else in higher education that we need to think about. It has been brought up, so it hasn't necessarily been left out, but there is the fact that states are increasingly going to need higher education as an integral part of the state's economy. We are talking about a system of lifelong learning. You can call it "just in time," "just in place education." More and more states are figuring that out, that they have to figure out a way to provide education not just to people when they finish high school, but throughout their lives, wherever they may live, and that no community in a state can be left out from that availability. That's an enormous challenge. It's in some ways a somewhat different challenge than what do you do for students who are coming out of high school and making sure that they have opportunities to move on into higher education. Probably none of us are going to escape from the education system. We're always going to be going back. We're always going to be needing continuing education, and that is simply a part of the reality of life and part of the emerging economy.

The answer to that has a lot to do with new systems of organization of higher education, and that's something else I would put on the table, which has been mentioned, but I think has to perhaps be explicitly addressed. Higher education is somewhat different, perhaps, than K-12 education in that the restructuring issue is so important and is so directly on the agenda. Higher education has a system of organizations which is, well, let's just say it's historic. And whether it is still appropriate or not is arguable. Technology will have a lot to do with the ways in which these issues get played out, and new systems of organization, which the University of Phoenix, for example, represents, not just what they do, but the way in which they are organized to do what they do, in some ways enabled by technology is really, really important. So I would just toss those two issues out as you continue along. Not that they should take the place of anything, but that they simply have to be added to that debate. Figuring out how to incorporate that into the success that the state has had up until this point, I think gives you a tremendous advantage, and I would just echo the comments about how the states that can figure this out are going to have an incredible advantage in the future.

WOODY HUNT: Thank you. Any other questions, any other contributions?

MIGUEL NEVARES: Mr. Hunt. I just had a thought. Back in, I guess, the middle '80's the coordinating board put together a group to look at a rising junior test and after some study that group came back and didn't recommend a rising junior test for higher education, but recommended a diagnostic entrance test that could be used to place, and that's how the TASP [TAAS] got started, but the idea was that once that was in place that it would be good to look at a rising junior test. Not only that, it would be a way to look at accountability, at least in the core curriculum in higher education by, again, getting groups together and looking at rising junior tests.

CHARLES MILLER: Thank you. That's a good idea.

DON BROWN: You weren't asking for a response? [laughter]

CHARLES MILLER: I don't know how it was supposed to be an assessment and a rising junior test. That's what TASP ended up being, being asked to perform both of those functions. Some people would argue that it hasn't performed either one of them the way that it was hoped. It was also supposed to be a device that would send a message back to all those people in K-12, as we saw it then, to get them straightened out, Felipe, so they would raise the standards to meet the expectations of higher education, but something happened in the communication links. [laughter] Some how it wasn't seen that way. But the TAAS offers a possibility of getting it right. I don't know about whether going on to a rising junior test,

whether that makes sense or not, but TAAS certainly gives us an opportunity to try again, to get some expectations aligned here, a whole lot greater between—

DON BROWN: Well, that could lead to the elimination of the TASP.

CHARLES MILLER: That's right. It could be a really good phase-out, at least for students who are coming out of high school. You still have to have some kind of assessment which could be it or something else, for older students.

LEO SAYAVEDRA: I'd like to make one last comment. I think that beyond all of the great things that have occurred here in the state over the last 10, 15 years, accountability, and so on, I think that perhaps one of the most useful processes that has occurred is the fact that we are actually talking about this together. To have Felipe Alanis, and Don Brown, and Ed Sharpe, and Bill Reeves, these people actually coming together to talk about what it is that we're going to do in education, not higher education versus public education. And I think we have made a lot of attempts at bringing together people from all facets of the system, and clearly, the Business Council is going to be an enormous motivator here. Clearly, when you speak, people listen. You're like—what is that commercial? E. F. Hutton? So people listen. I think as we continue to address this issue we have to expand the discussions that have gone on here, and to that, I look to my colleagues, Dr. Alanis and Dr. Brown, to be a catalyst, and then, of course, the likes of Ed Sharpe, myself, and Ken, can bring some of the troops that ultimately must be willing to do this.

You know, we talked a lot about the kinds of changes that need to take place in higher education. Susana talked about the struggles and the frustrations of trying to convince faculty people within our campuses to grasp this and be as enthusiastic as she is, and they should be, but in order to do that, we have to do a lot of work ourselves, and we have to come up with a slightly different system of assessment and how we reward people. We have to have a reward system that rewards people for doing the kinds of things that ultimately are going to enable the state to reach those goals. And unless we're willing to address those kinds of issues, I think we can talk about this a great deal, but ultimately we have to hit those faculty people that are the ones that actually make this thing happen. That's basically my comment, that no group can do it by itself, that we have to continue to work together, the public school people as well as the higher education people.

WOODY HUNT: Any other closing comments from anybody? Here's your chance to be recorded for posterity.

MARINA BALLANTYNE WALNE: That was a good closing comment.

WOODY HUNT: Okay. Then I guess we'll officially close, and once again I thank everybody for being here.

Felipe T. Alanis, a former teacher, administrator and state-level education leader, became the Texas Commissioner of Education April 1, 2002. Alanis becomes the ninth commissioner of education since the position was created by the Gilmer-Aikin Act of 1949 and the first Hispanic Texan to serve in that role. Governor Rick Perry appointed Alanis to fill an unexpired term of office, which ends in January 2003. The appointment is subject to confirmation by the Texas Senate. In his role as the state's education commissioner, Alanis will oversee a public education system that includes 4 million students, 1,040 school districts and about 200 charter schools. As commissioner, Alanis heads the Texas Education Agency and serves as executive secretary of the State Board of Education. He makes major educational policy decisions, is responsible for developing the state's testing and accountability system, oversees the distribution of state funding to public schools and carries out numerous other duties. Alanis, who was born October 6, 1948, holds a doctorate in educational administration from the University of Texas and a master's degree and Bachelor of Science degree from Pan American University, now the University of Texas - Pan American. The commissioner's wife, Gracie, teaches home economics in the Austin Independent School District. They have four children who were educated in Texas public schools.

Don W. Brown serves as the Texas Commissioner of Higher Education, a position he has held since September 1997. He has served as Deputy Commissioner for the Coordinating Board, 1988-1997; Assistant Commissioner for Special Programs, 1987-1988; Assistant Commissioner, 1984-1986; and Program Director, 1983-1984. Dr. Brown earned a BA (honors) in Government at The University of Texas at Austin; MA and PhD, Political Science, University of Wisconsin, Madison. Former Activities - Visiting Associate Professor of Government and Visiting Associate Professor of Public Affairs from the University of California, Riverside to The University of Texas at Austin, 1982-1983; Assistant and Associate Professors of Political Science, University of California, Riverside, 1971-1983. Author and co-author of numerous articles for professional journals and books.

Carol D'Amico was sworn in as the Assistant Secretary for Vocational and Adult Education at the U.S. Department of Education, on July 30, 2001. Secretary Paige noted that she has "taken on the vital mission of helping Americans keep pace in the rapidly changing global economy." She has extensive experience in advising corporate and government leaders on how to strengthen the American economy through educational policy and workforce development strategies. Prior to her appointment, she served as Dean for Workforce Development at Ivy Tech Community College of Indiana; she also worked as a policy and planning specialist for the Indiana Department of Education, and senior program analyst for the Indiana General Assembly. She co-authored Workforce 2020: Work and Workers in the 21st Century, during her tenure as a senior fellow at the Hudson Institute. D'Amico earned an Ed.D. in leadership and policy studies and a master of science degree in adult education from Indiana University.

Kati Haycock currently serves as Director of The Education Trust in Washington, DC. She is one of the nation's leading child advocates in the field of Education. Before coming to The Education Trust, Haycock served as Executive Vice President of the Children's Defense Fund, the nation's largest child advocacy organization. She founded and served as President of The Achievement Council, a statewide organization that provides assistance to teachers and principals in predominantly minority schools in improving student achievement in California. Prior to, she served as Director of the Outreach and Student Affirmative Action programs for the nine-campus University of California system.

Governor Jim Hunt is a nationally recognized leader in education and has led his state through twenty years of dramatic economic change. Serving a historic fourth term as Governor of North Carolina, he has been at the forefront of education reform in his state and in the nation. His Smart Start program is a nonprofit, public-private partnership rooted in each of the state's one hundred counties providing quality child care, health care, and family support for each child who needs it. Governor Hunt has devoted much of the last fifteen years of his life to excellence in teaching in the United States. In 1985 he co-chaired with David Hamburg the "Committee of 50" which led to the Carnegie Forum on Education and the Economy and eventually, to the National Board for Professional Teaching Standards. Governor Hunt also serves as the chairman of the National Commission on Teaching and America's Future at Stanford University. In addition, Governor Hunt serves on the Board of Trustees of the Carnegie Corporation of New York. A strong supporter of high standards in public schools, Governor Hunt has served as chairman of the National Education Goals Panel and vice chairman of the board of Achieve, Inc. He has put into place in North Carolina one of the nation's most rigorous approaches to measuring student performance, requiring mastery of promotion and graduation and providing assistance to turn around failing schools.

Woody L. Hunt is a sixth-generation Texan and life-long resident of El Paso. Mr. Hunt graduated with honors from The University of Texas at Austin with a bachelor's degree in finance in 1966 and an MBA in finance in 1970. He earned an MA in management from the Claremont Graduate School in Pomona, California, in 1989. Mr. Hunt is chairman and chief executive officer of Hunt Building Corporation, a privately owned development, construction and property management company based in El Paso. The company specializes in multifamily housing for private and governmental clients and is the largest builder of military housing in the United States. The company is also active in real estate development in several Southwestern cities. In February of 1999, Governor George W. Bush appointed Mr. Hunt to a six-year term on the Board of Regents of The University of Texas System, where he serves as a Vice Chairman of the Board and Chairman of the Finance and Planning Committee. He is a member of the Governor's Business Council, where he is a member of the Executive Committee and chairs the Higher Education Task Force. Mr. Hunt is married to the former Gayle Loree Greve, a 1966 graduate of U.T. Austin. They have five children.

Charles Miller is Chairman of Meridian National, Inc., a private investment company. Mr. Miller is Chairman of The University of Texas System Board of Regents; Director Emeritus of the Greater Houston Partnership, the largest business organization in Texas; Santa Fe Institute; Texas Water Foundation; Japan-American Music Foundation and the Texas Governor's Business Council. He also serves on the boards of the Charter School Resource Center of Texas and the Financial Foundation for Charter Schools of Texas. He has been honored by the American Leadership Forum, Downtown Houston Association; Houston Hispanic Chamber of Commerce; Multicultural Education and Counseling through the Arts (MECA); National Jewish Center for Immunology and Respiratory Medicine; Neighborhood Centers Inc.; Houston Hispanic Chamber of Commerce; the University of St. Thomas; Texas Monthly Magazine; and the United Negro College Fund.

Steve H. Murdock is Professor and Head of the Department of Rural Sociology at Texas A&M University and State Demographer of Texas. He holds a Ph.D. in Sociology with a specialization in Demography and Rural Sociology from the University of Kentucky. He is the author of ten books and more than 100 articles and technical monographs on the implications of current and future demographic, socioeconomic and natural resource change. Among his most recent books is *The Texas Challenge: Population Change and the Future of Texas.*

M. Susana Navarro graduated from UTEP with a major in political science in 1968. After working at the U.S. Commission on Civil Rights in Washington on a landmark study of Mexican American education, she began her graduate studies at Stanford University, where she received her Ph.D. in educational psychology in 1980. She worked with the (MALDEF) Mexican American Legal Defense and Education Fund for five years as National Director of Research and Policy Analysis. From 1985 until early 1991, she worked with the Achievement Council, a statewide non-profit organization in California which she helped create, as Associate then Executive Director. She returned to El Paso, where she founded the El Paso Collaborative for Academic Excellence, an organization which she has headed since its inception.

Sally L. Stroup currently serves as the Assistant Secretary for Postsecondary Education for the U.S. Department of Education. She has been the Director of Industry and Government Affairs for the Apollo Group Inc./University of Phoenix. She has also been a professional staff member for the U.S. House of Representatives Committee on Education and the Workforce and served as staff counsel, Senior Vice President of Legal Services and Chief Counsel for the Pennsylvania Higher Education Assistance Agency. She received a bachelors of arts from Indiana University of Pennsylvania and her Law Degree at Loyola University School of Law.

Andrea Venezia is director of the K-16 projects at the Stanford Institute for Higher Education Research (SIHER). Her work focuses on education policy research and analysis, particularly as related to student transitions from K-12 to postsecondary education. Prior to joining SIHER, Venezia was an Associate Program Director at the Texas Higher Education Coordinating Board, an Associate Research Scientist at the Charles A. Dana Center at the University of Texas at Austin, a Policy Analyst at the National Education Goals Panel, and a Research Associate at the American Institutes for Research. Venezia earned a Ph.D. in Public Policy from the LBJ School of Public Affairs at The University of Texas at Austin, a Master's in Education Administration and Policy Analysis from Stanford University, and a Bachelor's in English from Pomona College.

John L. Winn is currently Deputy Secretary for Accountability, Research, and Measurement with the Florida Board of Education. He came to this position following serving as the Education Policy Coordinator for the Executive Office of the Governor and Executive Director of the Education Governance Reorganization Transition Task Force. He earned his undergraduate degree from Florida State University in 1970 and an MA from the University of Florida in 1973. In the Department of Education, he has served as the Director of the Office of Policy Research and Accountability, Education Policy Director, and Director of the Prevention Center. In addition, Dr. Winn has taught at the Elementary, Middle, and High School levels, and been an instructor at the Community College level. He has been a major contributor to education reform efforts in Florida.

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