

FUTURE OF OUR SCHOOLS

HEARING

BEFORE THE

SUBCOMMITTEE ON EDUCATION AND HEALTH

OF THE

JOINT ECONOMIC COMMITTEE CONGRESS OF THE UNITED STATES

ONE HUNDRED SECOND CONGRESS

SECOND SESSION

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MONDAY, MARCH 23, 1992

**CONGRESS OF THE UNITED STATES,
SUBCOMMITTEE ON EDUCATION AND HEALTH,
JOINT ECONOMIC COMMITTEE,
*Washington, DC.***

The Subcommittee met, pursuant to notice, at 10: 16 a.m., in the auditorium of Benjamin Cardozo High School, Bayside, New York, Honorable James H. Scheuer (chairman of the Subcommittee) presiding.

Present: Representative Scheuer.

Also present: Stephen Baldwin, Camille McFarlane and Peter Woolfolk, professional staff member.

OPENING STATEMENT OF REPRESENTATIVE SCHEUER, CHAIRMAN

REPRESENTATIVE SCHEUER. Well good morning to you all. I'm Congressman Jim Scheuer, and I have the great honor and privilege of representing you all in the Congress of the United States in Washington. I hope very much that some of you will come and visit the Congress some day, and let me tell you about some of its workings and show you around the Capitol.

Today, we're having a hearing on the future of our schools. I wish to welcome you all to this hearing, and I wish to thank the students and staff of Cardozo High School and especially its principal Bertram Linder for making us all welcome here.

It's especially appropriate to be discussing education excellence at Cardozo, which is one of the schools named as examples of education excellence by the United States Department of Education.

The crucial question that we need to find an answer to this morning is how can we provide an excellent education to all the students, not only those who are scheduled for a four-year academic postsecondary educational experience—a college experience—but those who will be entering the world of work after high school or shortly after high school.

This answer of how we provide education excellence to all of our kids seems to be evading us. Our education level is far below those of other developed countries. For example, the math scores of the top 1 percent of America's high school seniors would place them at the 50th percentile,

right in the middle of a class in Japan. The older the student gets, the larger the gap grows.

In science subjects, Americans place 8th in a ranking of 10-year-olds from 15 developed countries. By the time the kids have reached 13, instead of being 8th, our kids are 13th.

Now, some of us have some ideas. We work very much less at school than our counterpart kids do abroad. We spend approximately 180 days a year in school, when there isn't a truancy problem involved, and then we spend 170 or 160 days.

By contrast, Japan spends 240 days and Germany spends 220 days. Japanese kids will do five times the homework that an American kid will do.

Now, that doesn't mean that we ought to copy the Japanese example or the German example. No, we have unique education institutions in America and many of them are here for good reasons. But there are some lessons that we can learn, there's no doubt about it. And we can learn at the bottom of our education picture, in the earliest years we can learn, from the middle years, and we can learn lessons from the top years too.

At the bottom, we have a K-12 system that we started—that means kindergarten to 12th grade—almost a century ago when we were an agrarian society, and we decided back in those days where there was an infinitely lesser level of skills demanded by society on graduates of the school system that a K-12 system would work, kindergarten to 12.

Now, it's perfectly obvious that there are kids in our society who need more education and better education than that. First of all, we know that kids from deprived educationally deprived homes and from low-income areas need an enriched school experience before they go into first grade.

My first year in Congress, 1965, I had the privilege of helping write the Elementary and Secondary Education Act that included the Head Start program. I was on the Education and Labor Committee in my first ten years in Congress. That program has proved a magnificent success in making kids from educationally deprived homes learning ready. Every kid in our society who is at education risk ought to have a Head Start experience. Nationally, about 21 or 22 percent do. How about the other 78 percent?

By refusing to give them a Head Start experience to help jump start them into learning readiness, we, in effect, permit them an almost likely experience of education failure in the school. I think that's a disgrace. We ought to do much better than that.

Nationally, it's 22 or 23 percent. In New York State, to our credit, it's 50 percent. Even in New York, I would have to ask, how about the other 50 percent? So, we ought to extend that K-12 downward, at least two years and maybe three.

In the middle, the way our country treats noncollege-bound youth is a disgrace—it's a true disgrace. In foreign countries, I've been there, they perceive the kids who aren't likely to go to college as essential compo-

nents in their work force, and they lavish training on them with state-of-the-art equipment, machinery and so forth in their shop classes.

The plant foreman in the company spends a year or six months from time-to-time in the schools. And the director of the industrial arts program in the schools will spend six months or a year in a corporation. There is a very close connection between the world of study and the world of work.

And kids routinely work over the summers in a corporation or in a company. And after several years of apprenticeship with the company, the kids segue naturally from the world of education to the world of work. In our country, there's very little of that, painfully little of that. We give the kids a hunting license when they finish school and wish them well. We can do much better than we're doing to develop the talents of the kids who are not likely to go to college, but who will be working in our great industrial establishment.

Harry Truman had set up an education commission in 1948. They made a very significant report. I don't have it with me. What that commission advised President Truman was that, if the education system didn't reach out and provide college opportunities for all of the kids in the society, then we would tend to create barriers, racial barriers, ethnic barriers between kids, and that this would cripple and weaken our country. We have done just that.

I think that what we need to do now is pass a bill providing for free universal postsecondary education for all kids who can take advantage of a four-year college education. Now, society offered me that opportunity. I was part of a model program that tested the principle of telling a particular kid, we're going to give you a passport for all the post-secondary education that you can absorb. And they gave it to me and here we are.

That program, incidentally, was called the G.I. Bill of Rights. It was a terrific program. We applied it first to veterans. We produced an educational cadre of scientists, mathematicians, engineers and plant managers after World War II from that program that projected our country into the post-industrial world.

And, incidentally, these young people, men and women, paid back to the government the cost of their education three times over their earning lifetime. I'd say that that's a pretty good investment.

So, we have to make a number of structural reforms in our education system before it will be capable of doing the job that we want it to do. We have to liberate teachers, for example, and principals to use their experience and their judgment in ways that they think are appropriate for the needs of the kids that they're treating.

We need to increase the pay of teachers so that we can appeal to the very best of the young people coming out of college. In Germany and Japan, they pay teachers \$40-45,000 a year. In our country, we pay them \$25-30,000 a year. They get a better quality of their young people going into teaching than we do.

Now, this was all right 30 or 40 years ago, because we could attract the best young women into teaching because they had few other opportunities. They could go into nursing, or they could go into teaching. Today, a woman can go to law school, she can get her MBA at Columbia, she can go to medical school; there are all kinds of opportunities for talented young women. Teaching should be able to compete with all of those others, but not at the pay scales that we're offering now.

So, we have to upgrade our pay for teachers, and we have to treat teachers like professionals and let them exercise their imagination, their understanding of the kids' needs, and their resourcefulness to do the job that they're very well trained and very well motivated to do.

Well, these are just some ideas off the top of my head. Now, let's hear from the professionals and I'm sure we're going to have a very interesting morning. First, let's hear from Herbert Stupp, the Regional Representative of the United States Department of Education. It's a great pleasure having you here, Mr. Stupp. Please take such time as you may need.

**STATEMENT OF HERBERT W. STUPP,
REGIONAL REPRESENTATIVE,
U.S. DEPARTMENT OF EDUCATION**

MR. STUPP. Thank you. Mr. Chairman, thank you for inviting me to testify on your Subcommittee on Education and Health of the Joint Economic Committee. It is certainly an honor for me to represent the Secretary of Education before your subcommittee.

I also appreciate your selection of Cardozo High School as the site for this field hearing. One of the personal motivations that I have for my involvement in the America 2000 strategy to improve education is my hope for bright future opportunities for my own children in the 21st Century. Here at Cardozo we're a half mile from my son's public school first-grade class, as well as being about a mile from my daughter's Early Childhood program for pre-schoolers, also in Bayside.

Needless to say, the America 2000 strategy is designed to help improve education for all students and to move us toward the six National Education Goals. Our six National Education Goals are, as adopted by the President and all the Nation's governors, and these are goals to be reached by the year 2000: (1) that all children in America will start school ready to learn; (2) that the high school graduation rate will be increased to 90 percent; (3) that American students will leave grades 4, 8 and 12 having demonstrated competency in world class standards in English, math, science, history and geography; (4) that American students will be first in the world in math and science achievement; (5) that by the year 2000 that every adult American will be literate and will possess the knowledge and skills necessary to compete in the global economy; and (6) that every school in America will be free of drugs and violence.

In April 1991, President Bush and Secretary Alexander announced America 2000, a National Education Strategy, which has four tracks to

move us toward these goals. These tracks are: (1) for today's students better and more accountable schools; (2) for tomorrow's students a new generation of American Schools; (3) for the rest of us a nation of students; and (4) America 2000 communities.

Congressman Scheuer, in your letter of March 10th regarding this hearing, you stressed the consideration of school choice as the critical issue in education reform. Track One of the President's National Education Strategy includes the promotion of school choice for parents and students.

In his fiscal year 1993 budget proposal, President Bush has proposed \$500 million for choice grants for America's children, something like a G.I. Bill for children to help states or communities that want to create local scholarships.

Under this program, states or localities applying jointly with states that agree to provide educational certificates to parents of middle and low-income children, redeemable at a variety of public and private schools, would be able to participate as grantees to receive up to \$500 in federal funds per eligible child to be matched by at least an equal amount of state or local funds. The total scholarship would be up to \$1000 per student. The federal match would not exceed \$500 per child, with a maximum family income ceiling of \$40,000.

These grants would promote school choice by helping parents to send their children to any lawfully operating elementary or secondary school, public or private. This proposal would allow some middle- and low-income families to have more of the same choices in schools that wealthy families already have.

The President's fiscal year 1993 budget also calls for \$30 million for low-income school choice demonstration programs which are designed to answer many of the concerns about the viability of providing public and private school choice to low-income families without adversely affecting local education programs.

Also, the President is proposing that Chapter One follow the child program to make this \$6.8 billion request as flexible as possible at the local levels. Chapter One would be amended so that these remedial education funds could follow a child to the school chosen by his parents if a local school choice plan is in place. Here again, the intention is to provide mostly low-income families with options that higher income families readily exercise.

More New York Districts are experimenting with school choices, ranging from the open enrollment plan in East Harlem's Community District 4 and other New York City districts to informal interdistrict choice plans in a rural upstate county. Recently, on his WABC radio program, former New York City Mayor Ed Koch said that the one reform that would do the most to improve schools is to provide parents with vouchers that they could use to send their children to the public or private school of their choice.

More and more American surveys tell us to support the basic concept of parents being able to choose where their children attend school. The President's proposal, while not imposing choice on any district, would create the incentives and flexibility at the federal level for more Americans to enjoy the benefits of public and private school choice.

The proposed reforms and funding requests that I've outlined represent just part of the President's America 2000 legislative request. However, much of America 2000 does not require legislation or funding from the federal level.

The second track of America 2000 is already underway outside the Federal Government through the New American Schools Development Corporation—NASDC—a private, nonprofit organization formed in July at the request of the President to underwrite design teams to create schools that will help American students made a quantum leap in learning.

Essentially, these design teams are asking a question that Peter Drucker has posed: If we weren't doing something today, would we start? Nearly 700 teams from around the country have come together to submit their best ideas for designing new high performance learning environments to transform schools for the next generation of American children.

Forty-eight design team applications are from New York and thirty-three are from New Jersey. Some examples of new learning environments will be submitted with this statement. The President has also asked Congress to authorize funding for New American Schools to be created across the Nation.

Secretary Lamar Alexander has said that what emerges from this design team competition will be the most exciting story in American education in 1992.

The third track in the America 2000 strategy is for the rest of us, that is, for adults to return to school to upgrade their skills, be it an executive returning to hone computer proficiency or to learn a foreign language, or someone struggling to gain basic literacy.

The Secretaries of Education and Labor are collaborating with business on skill standards for industries and career paths, and are encouraging skill clinics where adults can continue learning in their own communities.

The fourth and final track in America 2000 is the one with which I have been much involved, America 2000 communities. Secretary Alexander has pointed out that this is the most fundamental component of the entire National Education Strategy. American education will not improve simply because of an edict or an appropriation in Washington or in a state capitol. Rather, true reforms in learning can only come community by community, state by state.

Congressman Scheuer, I know you would be impressed with the excitement and commitment that I find in local communities and school districts that are considering and often working toward the four-part challenge to become an America 2000 community.

First, communities must develop a broad-based, bipartisan committee. These committees normally include educators, parents, elected officials, business, community based organizations and the media.

Second, a community-wide strategy to make progress on each of the six national goals is required. Often subcommittees for each goal are created. Ideas are important for the community strategy, but so are commitments from each sector to participate and assist the progress in personal and institutional ways.

The most successful America 2000 community efforts are those in which local leaders assume real ownership of a strategy and maintain their commitment to see it implemented.

Third, the community must develop a report card to measure its progress toward its goals each year. Some New York districts have already been reporting to their communities for years on academic achievement and other local goals. The community strategy may be adjusted and refined as the community progresses toward the six goals.

Finally, the community should begin thinking about and planning toward a new American school in their community. The plan could be an adaption of one of the NASDC design teams that I mentioned before, or it could be an original idea spawned in that locality or school district.

Some of the school superintendents and other leaders in Queens and around the metropolitan area have shared with me some of their ideas for new learning environments which reflect the innovative spirit of America 2000 and anticipate Professor Drucker's "would we start" question.

In New York City, there's considerable interest in the America 2000 community concept. City School's Chancellor Joseph Fernandez has begun to develop a city-wide strategy to reach the national education goals. And many of the 32 local Community School Districts and high school leaders have focused on America 2000 in one way or another.

Queens District 30 has an America 2000 committee in place and is strategizing toward the goals. Here in District 26, I met with an America 2000 committee that includes school board members, parents, teachers and administrators. Superintendent Irwin Altman likes the America 2000 community process, especially the collaborative aspects which call for bringing the entire community together to focus on education goals.

In neighboring District 25, I spoke to a meeting of the school board about America 2000, and Superintendent Arthur Greenberg has expressed support for the America 2000 community process. They are thinking about the sort of new American school they would like to create, resources permitting.

In Districts 29 and 27, I've met with administrators who have indicated that they are seriously considering the America 2000 community process.

Elsewhere in our borough, I've spoken with teachers, parents, community groups and business leaders regarding America 2000. Elected officials from both parties have expressed to me their interest in America 2000 communities. Some have suggested potential community leaders, while others want to be catalysts themselves.

Other communities across our city have been working with considerable energy under ambitious yet practical local strategies to improve education and to reach for the national goals. These budding America 2000 communities range from Long Island to the South Bronx, to New Rochelle, to Utica, and to Western New York.

I should mention that some local leaders, often school district superintendents, express sincere interest in competing for one of the new federal American schools outlined in the President's budget request.

In your March 6th letter inviting me to testify today, Congressman Scheuer, you also mentioned that, "Local principals have expressed an interest in the funding proposed under President Bush's America 2000 plan, and a national strategy that proposed the creation of innovative schools in each congressional district as well as ways to improve the existing system."

The President, as you've noted, requested \$535 million in new American schools' grants, at least one of which would be funded by \$1 million in each congressional district. Half of the President's total funding request is for fiscal year 1993 which begins in October.

I can report to you that, as I visit communities and school districts where superintendents and other community leaders question me and express their viewpoints on this matter, they have been virtually unanimous in support of the President's version of the new American schools. Even though they realized that they would be competing with other communities in a congressional district for a new American school grant, these leaders and superintendents expressed their preference for the more local competition rather than permitting decisions in a state capitol to award grants anywhere in a state.

Clearly, it is also important, I think, to link the America 2000 community process with any federal grant monies intended to encourage innovations and, let us hope, break the mold of school designs. This will certainly help to assure the Congress that their investment of federal funds will result in increased focus, energy and community collaboration toward attaining our six national education goals.

If America 2000 is to succeed in moving the Nation to the six national education goals, it will require the efforts and ingenuity of the Nation's educators, parents, businesses, elected officials at all levels, the non-profit sector, the media, and most especially our students.

Congressman Scheuer, I'll be glad to work with you and your staff on any suggestions you may have regarding America 2000 communities in the New York area. Thank you for inviting me to this field hearing and for considering this statement.

[The prepared statement of Mr. Stupp follows:]

PREPARED STATEMENT OF HERBERT W. STUPP

Mr. Chairman, thank you for inviting me to testify before your Subcommittee on Education and Health of the Joint Economic Committee. It is certainly an honor for me to represent the Secretary of Education before your subcommittee.

I also appreciate your selection of Cardozo High School as the site for this field hearing. One of the personal motivations I have for my involvement in the AMERICA 2000 strategy to improve education is my hope for bright future opportunities for my own children in the 21st Century. Here at Cardozo, we are a half-mile from my son's public school first grade class, as well as being about a mile from my daughter's Early Childhood program for pre-schoolers, also in Bayside.

Needless to say, the AMERICA 2000 strategy is designed to help improve education for all students, and to move us toward the six National Education Goals.

Our six National Education Goals, as adopted by the President and all the nation's governors, are:

1. By the year 2000, all children in America will start school ready to learn.
2. By the year 2000, the high school graduation rate will increase to at least 90 percent.
3. By the year 2000, American students will leave grades four, eight and twelve, having demonstrated competency in challenging subject matter including English, mathematics, science, history and geography; and every school in America will ensure that all students learn to use their minds well, so they may be prepared for responsible citizenship, further learning and productive employment in our modern economy.
4. By the year 2000, American students will be first in the world in science and mathematics achievement.
5. By the year 2000, every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship.

6. By the year 2000, every school in America will be free of drugs and violence and will offer a disciplined environment conducive to learning.

In April 1991, President Bush announced AMERICA 2000, a National Education Strategy, which has four "tracks" to move us toward these goals. These tracks are:

- I. For Today's Students: Better and More Accountable Schools
- II. For Tomorrow's Students: A New Generation of American Schools
- III. For the Rest of Us: A Nation of Students
- IV. Communities Where Learning Can Happen (AMERICA 2000 Communities)

Congressman Scheuer, in your letter of March 10th regarding this hearing, you stressed the consideration of school Choice as the critical issue in education reform. Track One of the President's National Education Strategy includes the promotion of school Choice for parents and students.

In his fiscal year 1993 budget proposal, President Bush has proposed \$500 million for "Choice Grants for America's Children," something like a "GI Bill for Children" to help States or communities that want to create local scholarships. Under this program, States, or localities applying jointly with States, that agree to provide educational certificates to parents of middle- and low-income children, redeemable at a variety of public and private

schools, would be able to participate as grantees to receive up to \$500 in Federal funds per eligible child, to be matched by at least an equal amount of State or local funds. The total scholarship would be up to \$1,000 per student. The Federal match would not exceed \$500 per child, with a maximum family income ceiling of \$40,000. These grants would promote school Choice by helping parents to send their children to any lawfully operating elementary or secondary school, public or private. This proposal would allow some middle- and low- income families to have more of the same choices in schools that wealthy families already have.

The President's fiscal year 1993 budget also calls for \$30 million for "Low Income School Choice Demonstration" programs, which is designed to answer many of the concerns about the viability of providing public and private school choice to low income families without adversely affecting local education programs.

Also, the President is proposing the "Chapter One 'follow the child'" program to make this \$6.8 billion request as flexible as possible at the local levels. Chapter One would be amended so that these remedial education funds could follow a child to the school chosen by his parents, if a local school choice plan is in place. Here again, the intention is to provide mostly low income families with options that higher income families readily exercise.

More New York districts are experimenting with school choice, ranging from the open enrollment plan in East Harlem's Community District 4, and other New York City districts, to informal inter-district choice plans in a rural upstate county. Recently, on his WABC radio program, former New York City Mayor Ed Koch said that the one reform that would do the most to improve schools is to provide parents with vouchers that they could use to send their children to the public or private school of their choice.

More and more Americans, surveys tell us, support the basic concept of parents being able to choose where their children attend school. The President's proposal, while not imposing Choice on any district, would create the incentives and flexibility at the Federal level for more Americans to enjoy the benefits of public and private school choice.

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make a quantum leap in learning. Essentially, these design teams are asking a question that Peter Drucker has posed: "If we weren't doing something today, would we start?" Nearly 700 teams from around the country have come together to submit their best ideas for designing new high-performance learning environments to transform schools for the next generation of American children. 48 design team applications are from New York and 33 are from New Jersey. Some examples of new learning environments will be submitted along with this statement. The President has also asked Congress to authorize funding for New American Schools to be created across the nation.

Secretary Lamar Alexander has said that what emerges from this design team competition will be the most exciting story in American education in 1992.

The Third Track in the AMERICA 2000 strategy is for "the rest of us." That is, for adults to return to school to upgrade their skills, be it an executive returning to hone computer proficiency or to learn a foreign language, or someone struggling to gain basic literacy. The Secretaries of Education and Labor are collaborating with business on "skill standards" for industries and career paths, and are encouraging Skill Clinics, where adults can continue learning in their own communities.

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which I have been most involved: AMERICA 2000 Communities. Secretary Alexander has pointed out that this is the most fundamental component of the entire National Education Strategy. American education will not improve simply because of an edict or an appropriation in Washington or in a State capital. Rather, true reforms in learning can only come community-by-community, State-by-State.

Congressman Scheuer, I know you would be impressed with the excitement and commitment that I find in local communities and school districts that are considering and often working toward the four-part challenge to become an AMERICA 2000 Community.

First, communities must develop a broad-based, bi-partisan committee. These committees normally include educators, parents, elected officials, business, community based organizations, and the media.

Second, a community-wide strategy to make progress on each of the six National Education Goals is required. Often, subcommittees for each goal are created. Ideas are important for the community strategy, but so are commitments from each sector to participate and assist the progress in personal and institutional ways. The most successful AMERICA 2000 Community efforts are those in which local leaders assume real ownership of the strategy and maintain

their commitment to see it implemented.

Third, the community must develop a "report card" to measure its progress toward its goals each year. Some New York districts have already been reporting to their communities for years on academic achievement and other local goals. The community strategy may be adjusted and refined as the community progresses toward the six goals.

Finally, the community should begin thinking about and planning toward a "New American School" in their community. The plan could be an adaptation of one of the NASDC Design Teams, or it could be an original idea spawned in that locality or school district. Some of the school superintendents and other leaders in Queens and around the metropolitan area have shared with me some of their ideas for new learning environments, which reflect the innovative spirit of AMERICA 2000 and anticipate Professor Drucker's "would we start?" question.

In New York City, there is considerable interest in the AMERICA 2000 Community concept. City Schools Chancellor Joseph Fernandez has begun to develop a city-wide strategy to reach the National Education Goals, and many of the 32 local Community School Districts and high school leaders have focused on AMERICA 2000 in one way or another.

energy and community collaboration toward attaining our six National Education Goals.

If AMERICA 2000 is to succeed in moving the nation to the six National Education Goals, it will require the efforts and ingenuity of the nation's educators, parents, businessmen, elected officials at all levels, the non-profit sector, the media, and most especially, our students.

Congressman Schauer, I will be glad to work with you and your staff on any suggestions you may have regarding AMERICA 2000 Communities in the New York area. Thank you for inviting me to this field hearing, and for considering this statement.

REPRESENTATIVE SCHEUER. Well thank you, Mr. Stupp. We appreciate that very much.

And now we'll go ahead with the other three witnesses from this panel. We'll suggest to all of the witnesses this morning that they stick pretty close to a five-minute rule. If you go over a minute or two, nobody is going to roll out the hook, but we'll stick to that because we have three large panels—16 or 17 witnesses.

So, now, we'll hear from Dr. Margaret Harrington, Superintendent of Queens High Schools.

**STATEMENT OF MARGARET R. HARRINGTON,
SUPERINTENDENT, QUEENS HIGH SCHOOLS**

DR. HARRINGTON. Thank you so much, Congressman Scheuer for having the Subcommittee on Education in a Queens high school. We are particularly interested in joining today in a discussion of how the Federal Government can support local educational initiatives at the local school site.

As the superintendent of the Queens High Schools, I supervise 26 schools with 63,000 students. Yes, as I listen to my esteemed colleague and the discussion that took place this morning, I really am reminded of the thought, the more things change, the more they remain the same.

And I have some historical points to bring to this conversation. In 1841, the president of Brown University complained that students frequently enter college almost wholly unacquainted with English grammar. In the mid-1870s, Harvard professor Adam Sherman assessed the writing of students after four years at America's oldest college saying, "Every year Harvard graduates a certain number of men, some of them high scholars, whose manuscripts would disgrace a boy of twelve." Certainly, you've heard that recently about education in the urban centers of our country.

Statistics are often used to demonstrate educational decay. Let's consider our illiteracy or literacy crisis through another perspective.

In 1896, 0.7 percent of American 14-17-year-olds were attending high school. In 1978 that number had risen to 94.1 percent. In 1890, 3.5 percent graduated. And by 1970, the number graduating was 75.6 percent. In the Queens high schools last year, our dropout rate was only 6 percent, which means we were graduating 94 percent of our seniors. And that certainly is not something that gets into the papers, even though we hear how terrible our schools are doing.

In the 1930s, functional literacy was defined by the Civilian Conservation Corps as being able to read at the third-grade level. In 1947, they upped it to the fourth grade level, and by 1960, they were saying you needed to read at the eighth grade level in order to be a successful citizen and a thinking person in our society.

Right now, we're saying that the minimum criteria for being able to function in the world of work, and the world of college, and the world of

life beyond high school is a high school diploma. Yet, we have 75 percent of our young people nationwide completing high school.

Contrary to some of the statistics you hear about the international agenda, in Sweden only 45 to 50 percent of the students complete 11th and 12th grade, and in the Federal Republic of Germany, only about 15 percent are enrolled in grade 13.

In 1900, about 4 percent of American 18-22 year olds attended college. By the late 1960s, 50 percent are entered in some form of postsecondary education, and that number rises every year because most of you will be going to schools beyond high school because you understand the need for education in our society.

Is this an educational system on the decline, or is this a system attempting to honor through wrenching change and social decay the many demands of a pluralistic society?

I really believe that our schools do need change and that educators will have to do more if America is going to be successful in the 21st Century. However, the issue is not just K-12 schooling. The issue is that the United States was the number one industrial country in the world that did not have a postsecondary education system for the noncollege bound.

The issue is how do we get the noncollege bound, the traditional student who could find a job in our industrial world, to develop the kind of skills needed.

[Whereupon, a brief recess was taken.]

REPRESENTATIVE SCHEUER. We're going to resume the hearing now. For all of you who came in late, this is a congressional hearing and the purpose of a congressional hearing is for the distinguished and expert witnesses to educate the members of Congress and the members of the public, who are in the audience, as to how certain major problems in society can be confronted and managed much better than we're doing now.

We have a very distinguished hearing, and we're going to proceed with the witnesses. And after all of the witnesses are finished, I'm going to ask them a few questions. Dr. Harrington, please proceed. And we're going to ask all the witnesses to stay as close to five minutes as they can. We have a very long schedule today.

DR. HARRINGTON. The issue is how do we get all of our students developing the kinds of "high-class skills" that will assist them in participating in the development of high-tech products, in working with their government, and even developing low-tech products that are created in a high-tech process.

Every industry in America is going to be a high-tech industry. So, it isn't that the schools have failed in their previous goals and commitments, it is that the nature of the world economy and the American position in the world has changed. Therefore, educational needs are changing at the same time.

We are attempting to educate the kids for tomorrow with the teachers of yesterday. So, therefore, we need to look at funding that includes the

involvement of industry within our schools; funding for supporting teachers and upgrading their skills and getting ready for the 21st Century; the professional development of existing and new staff working collaboratively with colleges that have not modernized either; and a greater understanding of the skills that are needed in the world of tomorrow so that we can reconfigure our classrooms to prepare the students of today for being active members of that world tomorrow.

Previously, we worked to create students who had basic literacy and would learn on the job how to work with their hands. These jobs are now gone. America does not need a lot of unskilled people doing jobs that are going to now be done by robots and computers. The skilled worker of the future is going to be sitting behind a computer. The problem for our society, and therefore our schools, is that most of the work force lack these basic skills.

If you want to prepare our current students for that work force, you need to equip all of our classrooms with computers. You need to equip our current faculty with the ability to transcribe these skills and basic knowledges into a computerized environment with a problem-solving focus, and you have to also focus in on the home to support the student in the acquisition of basic skills.

The basic message is that all Americans must pull together in an effort to regain international competitiveness, not only in the world of business or the economic world but also in the world of education. This is a strategy, an economic strategy, that is based on the attempt to move toward the national education goals presented by the previous speaker.

In order to accomplish that, Federal Government programs should include a national apprenticeship mentoring program, increase spending on pre-school and Chapter One compensatory education programs, and a massive effort in adult education. Nothing is going to be accomplished without a massive infusion of funds. Ideas are fine, but money is what makes ideas practical and real on the school level.

The problem today is that everyone wants more from the existing system, us, while they cut the funding to our schools. Financial support to education has been cut on the federal, state and city government, while the demands for more and increased services and the need for increased services for our students increases.

In the President's 1993 budget proposal, education would get a \$1.6 billion net increase. However, the specifics are less inspiring. Our needs of education cannot be achieved under the constraints of the Budget Enforcement Act. These arbitrary spending caps are tantamount to placing a straightjacket on the federal budget, locking in yesterday's budget priorities and ignoring tomorrow's, thus denying the needs of education today and our capacity to respond to the changing world order for tomorrow.

We, as educators, firmly believe that education must be a major component in any president's short-and long-term economic recovery strategy. We, as school people, are convinced that the Nation's schools

are the key to economic growth and to international competitiveness. A virtual freeze in vocational education. A 30 percent cut in impact aid to the cities, a 70 percent cut in libraries, and a 0.4 percent increase in elementary and secondary programs, and a 3.5 percent cut in Chapter One state grants does not address the need for more money, for more services, to provide the students of today with the skills that they need to be the workers of tomorrow.

America 2000 is a wonderful idea which has caused a stir in the educational community, where the conversation begins about how we move forward. But without funding, and funding that opens it up to urban high schools, it is not going to help us do our job.

We are right now, if we compete, in competition with community school districts, and we're in competition with the Chancellor's own plan, which is a centralized plan. We need the language of the legislation, if it is passed with funding, to allow us, as individual schools, to participate in the process, because each of the 26 high schools in the borough of Queens is a community unto itself and needs to have the funding open to that concept.

The Senate also passed a Neighborhood Schools Improvement Bill on January 28, 1992. This bill authorized \$850 million for fiscal year 1993, as it responds to the President's program for school-based restructuring.

I think it is clear that most public educators do not support a federal public school choice program initiative. We believe that we have choice within our schools, and most of our students register to go to a school other than their zoned schools. In the Queens high schools, over 50 percent of the students attending high school have gotten to that school through the option program, through the issuance of choice, and not because they live or reside in that zone.

The language of the Neighborhood School Improvement Act needs to address some of these issues. If the language of the bill says that a school has to be Chapter One eligible in order to apply for funding, it will limit the number of schools that are able to apply.

I suggest to you that if New York City, as a system, is Chapter One eligible that all sections of the city should be deemed eligible. When students use their right of choice to choose a school outside their residential zone, their Chapter One eligibility does not follow them because we use geographic zones to determine Chapter One eligibility.

So, the legislature needs to open up the language of this particular legislation to allow schools within a Chapter One eligible target area, like all of New York City, to apply as individual schools. Without that option, only two high schools in this borough would be eligible for funding under the Neighborhood Schools Act.

I believe that most of my New York City schools would like to be restructured. They would like to better meet the needs of students, and they would like to involve the communities in their schools. However, we are part of a much larger centralized system. And if the language of the legislation does not recognize that individual high school communities in

large urban areas, in fact, form a community, we will be cut out of whatever America 2000 or Neighborhood Schools Act provides because we don't fit the model of the other urban areas.

Most urban areas have a different management structure, a different superintendency structure than ours, and therefore we're concerned that the language would automatically cut us out. If the language is broadened to allow us in, there are a variety of ways to address our concerns and I believe they fall into three categories: funding, a national commitment as well as a local commitment, and the development of supportive services.

We need to support a longer school day, and a longer school year obviously takes funding. Families have to know that children will be taken care of; that schools will be open; that the kids will be safe; that there would be places for mentoring, and for homework assistance, for language acquisition, for practice in the areas in which there is a need for remediation.

Computers have to be available in each of the schools, not just in a selected class but across the day and after school. Libraries have to be open and health services have to be available in the school so that the basic needs of our students are taken care of. We also need to establish and communicate connections to community-based organizations and family assistance programs.

It is very difficult to do all of these in a declining economy where there is a smaller tax base to provide additional services. Our primary commitment as educators is to the educational process. When our money is cut, we put our money in our classrooms. But if we don't put money into the development of buildings, hardware, training, health services, libraries, and supportive services, we're missing the boat, because our kids need more than just 34 kids in a class learning subjects.

Families, businesses and government have to actively say that our children are our future, and that if our children are our future, then they are worth investing in. That commitment starts with money.

From 1980-90, we've had more immigrants into this country than ever before in our history. Many of them reside in the borough of Queens. They have come for the promise of an education for their children and a better life for the generations that come after them.

If we, as a government and as an educational institution, do not respond to these needs and make it better, not only for our new immigrants but for our urban poor, we are not meeting the expectation for public education in America. And we will not be meeting the needs of our society, and therefore our society must fail.

Therefore, we need to increase federal funding for human and environmental needs. Educational dollars should be used for everything from Head Start to adult education. When the Federal Government has 54.6 cents of every federal dollar devoted to the military industrial complex and only spends 2.8 cents of the federal dollar on education, we have an issue that we need to change because education is the future of our country.

Urban schools have a greater share of the educational problems with fewer resources available. In New York City, we have 37 percent of the state's students, 65 percent of the poor, 80 percent of the limited English proficient, 42 percent of the disabled, and yet we only get 36.4 percent of state funds.

REPRESENTATIVE SCHEUER. Will the witness begin to terminate because we're way over the five minutes.

DR. HARRINGTON. OK. Our profiles show that our statistics are up, our attendance is improving, and our dropout rate is declining. We have an expanding population whose needs need to be met. And I believe that, in answer to your earlier question, excellence in education is available in our public schools, that more funding on the local school level will provide that education, and that urban public schools properly funded and allowed to operate are the answer to the education crisis of this country. Thank you.

[The prepared statement of Dr. Harrington follows:]

PREPARED STATEMENT OF MARGARET R. HARRINGTON

The more things change, the more they remain the same.

In 1841, the President of Brown University complained that "the students frequently enter college almost wholly unacquainted with English grammar." In the mid-1870s, Harvard Professor Adam Sherman Hill assessed the writing of students after four years at America's oldest college, "every year Harvard graduates a certain number of men - some of them high scholars - whose manuscripts would disgrace a boy of twelve." In 1896, The Nation ran an article entitled "The Growing Illiteracy of American Boys" which reported on another Harvard study. The authors of this article lamented the spending of much time, energy, and money teaching students what they ought to have learned already.

Statistics are often used to demonstrate educational decay. Let's consider our illiteracy crisis through the perspective provided by another set of numbers. In 1896, .7 percent of American 14-17 year-olds were attending high school; in 1978, that number had risen to 94.1 percent. In 1890, 3.5 percent of all 17 year-olds graduated from high school; by 1970, the number was 75.6 percent. In the 1930's, functional literacy was defined by the Civilian Conservation Corps as a state of having three years of schooling. During World War II, the Army set the fourth grade as the standard. In 1947, the Census Bureau defined functional illiterates as those having fewer than five years of schooling. In 1952, the Bureau raised the criteria to sixth grade. By 1960, the eighth grade was the benchmark, and by the 1970s some authorities were suggesting that completion of high school should be the defining criteria of functional literacy. In the United States, just over 75 percent of all of our young people complete high school. In Sweden, 45 to 50 percent complete the gymnasium (grades 11 and 12). In the Federal Republic of Germany, about 15 percent are enrolled in grade 13. In 1900, about 4 percent of American 18 to 22 year olds attended college; by the late 1960s, 50 percent of 18 to 19 year olds were entered in some form of secondary education.

Is this an educational system on the decline or is this a system attempting to honor through a wrenching change and social decay the many demands of a pluralistic society?

DO OUR SCHOOLS REALLY NEED TO CHANGE?

Of course! Educators will have to do more if America is going to be successful in the 21st Century. However, the issue is not just K-12 schooling. The issue is that the United States was the No. 1 industrial country in the world that did not have a post-secondary education system for the non-college bound. The issue is how do we get the non-college bound to develop the kinds of "high class" skills that will assist them in participating in the development of high tech products and even with low tech products that are created in a high tech process. Every industry in America is going to be a high tech industry; so it isn't that the schools have failed in their previous goals and commitments, it is that the nature of the world economy and the American position in the world has changed; therefore, educational needs are changing.

We are attempting to educate the kids for tomorrow with the teachers of yesterday; so, therefore, we need to look at:

- * funding that includes the involvement of industry with schools
- * teachers upgrading their skills
- * the professional development of existing and new staff
- * the greater understanding of the skills that are needed in the world of tomorrow so that we can reconfigure our classrooms to prepare the students of today for that world.

Previously, we worked to create students who had basic literacy and then would learn on the job how to work with their hands. Those jobs are now gone. America does not need a lot of unskilled people doing jobs that are now going to be done by robots and computers. The skilled worker of the future is going to be sitting behind a computer. The problem for our society, and therefore, our schools, is that most of the workforce lack these skills. If you want to prepare our current students for that workforce, you need to:

- * equip all classrooms with computers
- * equip our current faculty with the ability to transcribe their skills and basic knowledges into a computerized environment.
- * focus in on the home to support the student in basic skills

Students need to feel that education is important and that adults support them in these enterprises. I believe that Dr. David Thornberg from the New York State Business Council said it very well when he said "If Americans are to compete in this new global economy, we must be able to handle jobs which require much high value-added skills such as the ability to process information symbolically, read complicated manuals, interact personally with customers, and master very high degrees of specialization and more. These skills have one common thread -they require that workers be able to work and learn and plan and react independently rather than by rote. Yet independent working and learning is the very thing that our current classroom model in

education has the most difficulty producing. We need to plan for our children's future, not our own past. In the information age of the year 2000 and beyond where 49.5 percent of our jobs are going to be in the area of information (education, communications, government, management, finance, research, and development) some workers still require sixth-grade reading competency, but others require a twelfth-grade.

The basic message is that all Americans must pull together in an effort to regain international competitiveness. This is not just an economic strategy, but it must be based on a national educational strategy. In order to accomplish that, federal government programs should include a national apprenticeship mentoring program, increased spending on pre-school and Chapter I compensatory education programs, and a massive effort in adult education. Nothing is going to be accomplished without a massive infusion of funds. The problem today is that everyone wants more from the existing system while funding is cut. Financial support to education has been cut by the federal, state, and city governments while the demands for more and increased services for students increase. In the President's 1993 budget proposal, education would get a \$1.6 billion net increase. However, the specifics are less inspiring. Our needs of education cannot be achieved under the constraints of the budget enforcement act. These arbitrary spending caps are tantamount to placing a straightjacket on the federal budget, locking in yesterday's budget priorities, and ignoring tomorrow's; thus, denying the needs of education and our capacity to respond to the changing world order.

We, as educators, firmly believe that education must be a major component in any President's short- and long-term economic recovery strategy. We, as school people, are convinced that the nation's schools are the key to economic growth and international competitiveness. A virtual freeze in vocational education, a 30 percent cut in impact aid, a 70 percent cut in libraries, only a .4 percent increase in other elementary and secondary programs, and a 3.5 percent cut in Chapter I state grants does not address the need for more money, for more services, for the students of today, or the workers of tomorrow.

The Senate passed a Neighborhood Schools Improvement Act on January 28, 1992. This bill authorized \$850 million in fiscal year 1993 as a response to the President's program for school-based restructuring efforts including public school choice programs. I think it is clear that most public educators do not support a federal public schools choice program initiative. We have choice within our schools and students register to go to a school other than their zoned school; in fact, 50 percent of students in the public high schools of New York City are in the school of their choice and do not go to a school that is in their zone. However, the language of the School Neighborhood Improvement Bill needs to address some other issues. If the language of the bill says that a school has to be Chapter I eligible, it will limit the number of schools that are able to apply. New York City as a system is Chapter I eligible. Certain sections of the city are more

eligible than others. When students use their right of choice to choose a school outside their residential zone, their Chapter I eligibility does not follow them, so legislature needs to open up the language of the legislation to allow schools within a Chapter I eligible target area to apply. Therefore, all New York City schools could apply for a restructuring effort so as to better meet the needs of students that attend their school, no matter where they live. If you do not open up the language of the legislation, urban high schools, particularly in a centralized system like New York City, may not be able to apply. There are a variety of ways to address our concerns. They fall into three categories:

- funding
- commitment
- supportive services

We should lengthen both the school day and the school year. We are no longer on an agricultural calendar, and, therefore, we need many more days and many more hours of schooling. This, obviously, takes funding. Families have to know that the children will be taken care of, that schools will be open, that they will be safe, and there will be places for mentoring, for homework assistance, for language acquisition, and for practice in the areas in which there is a need for remediation. Computers have to be available in each of the schools so that all of this can occur. Health services have to be available in the schools so that the basic needs of the child are taken care of as well as connections to community-based organizations and family assistance programs. It is very difficult to do this in a declining economy where there is a smaller tax base to provide additional services.

In addition, the society has to turn around and place its values in a different direction. The movies which focus on violence and drugs and the wrong way to make money are mechanisms that tell our students that they should be emulating the negative images on television. Families, business, and government have to actively say that our children are our future and that if our children are our future, than they are worth investing in. Commitment starts with money. Making changes starts in the inner city because the children of our urban schools are going to either make or break the American government and the American future. In 1900 we had many, many people coming to us from many different areas of the world without English skills, without education. We delivered on the American promise of both education and a better life for the next generation and a better society resulted. From 1980 to 1990 we had more immigrants into this country than ever before in our history. They come for the promise of an education and a better life for their children. If we, as a government and as an educational institution, do not respond to those needs and make it better not only for our new immigrants, but for our urban poor, we are not meeting the expectation for public education in America. We will not be meeting the needs of our society, and, therefore, our society must fail.

Therefore, we need to increase federal funding for human and environmental needs. The legislator needs to convert to a national economy that guarantees economic justice, full employment, and job security. Educational dollars should be used for adult education, for language acquisition, and for after-school programs to support the children while the parent or parents work. Schools can take up some of that slack with appropriate quality after-school programs, reinforcing the basic things we do during the day. However, when we only spend 2.8 cents of a federal dollar on education, we have a serious issue which says that we don't live up to our stated commitment to education.

The Urban Burden

Urban schools have a greater share of the educational problem with fewer resources available. If you are to look at New York City, we have:

- 37 percent of the state's students
- 65 percent of the poor
- 80 percent of the limited English proficient
- 42 percent of the disabled
- 70 percent black
- 85 percent Hispanic

yet they only get 36.4 percent of the state funds. Yet, our reading and math scores are up, our dropout rate is down, the profiles of schools statistics show improvement and attendance is up to an all-time high in twenty-five years. We have an expanding population growing every day, and yet we spend less on security, less on maintenance, less on our kids than probably any city in this nation. We have 50 percent fewer libraries and a 50 percent higher class size than any other school district in the state. We are in crisis and we are need of financial support.

The time has come to agree on what we expect of our schools, adversarial relationships must be replaced by cooperation and communication. The federal government can support collaborative arrangements not only by America 2000 or the Schools Neighborhood Improvement Act, but also by providing incentives for businesses to work collaboratively with schools focused in on the development of the state of the art, the needs of schools, and the training that is needed by our staff in order to really prepare kids for the future. Mentoring by people from business with both students and teachers in the schools is also an appropriate compensatory type of activity.

REPRESENTATIVE SCHEUER. Thank you very, very much. At this point, I'm going to do something which is a little unusual. I'm going to take a poll of the kids in the audience. You've heard Dr. Harrington recommend a longer school day and a longer school year.

Abroad, the other developed countries have about two hours per day longer than ours and about 60 days a year additional—about two months, or a little more than two months. Instead of 180 days, they have 240 days. And they also have double the homework that our kids are used to doing.

Now, can I ask the kids in this room to answer a little poll. All those who favor a longer school day, raise their hands. All those opposed. All right, you don't want a longer school day.

How about a longer school year. All those who favor a longer school year raise your hands. All those who oppose a longer school year. Well, you don't want a longer school year.

All of those who would support having approximately double the homework each night, raise your hands, all those who support that. All those who would oppose doubling the homework. Okay. So, you don't want to do more homework either.

Let me say, you kids come from homes that are education factories. Perhaps you don't need the extra hours of the day; perhaps you don't need the extra days of the year; and perhaps you don't need more homework because you are uniquely endowed in coming from homes that are education factories that are a tremendous stimulus to learning.

But your answers, if taken as a gauge for the whole country, are very depressing. It's perfectly clear that we will not catch up with the developed world if these answers are typical of kids around the country. And if parents around the country, and local and state legislators around the country react as you have just reacted, it will be impossible for us to meet the goals of the year 2000.

Where the President says that in science and math that our kids are going to be the best, without a substantially longer day, a longer year and much more homework, that is not even a legitimate fantasy.

These answers, if they're typical across the country, doom us, doom us to becoming a second-rate country. I hope you all understand the implications of the signals that you're sending me. Would you want to react to those remarks, Dr. Harrington? Am I being overly harsh with these young people?

DR. HARRINGTON. No. I think that one of the problems is that, as we look at the kinds of services that we try to provide for students—both educational and otherwise—kids don't always see what's best for them, and that you need to have a lot of discussions about why you are opposed to a longer day and a longer year, and what you might benefit from having a longer day or a longer year.

There are models in place, for example, that would allow kids to opt for certain of those programs. And obviously the students who opt for an after-school program or a summer program are going to progress quicker,

are going to learn more, and therefore are going to be more competitive, whether they go to work part-time, full time, or go to school; and that is the proof of the pudding, and we need to provide those services for our kids.

REPRESENTATIVE SCHEUER. And we must remember that our school hours and school days came from an era a hundred years ago when we were an agricultural country and when kids were needed to bring in the crops, and they worked a couple of hours a day in the winter, and they would take off for three months over the summer when the burden of getting the crops off the land was the greatest. That is how our educational day and educational year got started.

But we're in a whole new timeframe now, with greatly increased competitive demands on us, and if we don't make some very radical changes, and make far more demands not only on the school system but on kids, parents communities, we're going to be in very deep sushi.

All right. Thank you very much, Dr. Harrington. I now see that Dr. Ann Lieberman is bubbling over with questions and whatnot, so I will recognize Dr. Ann Lieberman for five minutes.

**STATEMENT OF ANN LIEBERMAN, CO-DIRECTOR,
NATIONAL CENTER FOR RESTRUCTURING EDUCATION,
SCHOOLS AND TEACHING**

DR. LIEBERMAN. I just want to say that I think one of the things about a longer school day and a longer school year has to be, does it mean doing the same, more of the same, or does it mean that we rethink the way kids are working in school. It could mean going out to the community; it could mean some interesting transitions to work; it could mean doing other things. It doesn't mean kids sitting passively and doing hours of homework. So, maybe, the vote would be different if we also thought about schools as different, and I think that has to be put into the conversation.

I'm professor at Teachers College, Columbia University. I've been involved with school reform for 30 years. And we have had reform movements since the early 1900s, every ten years, and we've tried to change the schools one reform at a time—equity, excellence, math, science, new curriculum, alternative schools, and now the new one is standards. And this fragmentation has never worked. It has never substantially changed schools in the way that I think people are talking today.

The latest fad, I believe, is the "break the mold schools." The assumption that the comprehensive change is somehow magic, that it takes no money, and that anyone who has any kind of an idea from any place, can make it happen. I think everybody agrees with the rhetoric, not only at this table but outside, that we need to restructure schools and transform American education.

I think where we disagree, perhaps—I will speak for myself—with the current Administration is on how we change and under what conditions.

The Administration's view, I believe, is a top down, quick fix, standardized education, national curriculum, national goals, and national tests, under the assumption that somehow we can control the school people and hopefully control those kids, and also deal somehow with the market, as if the market had really helped American industry. Privatism, give the money to private schools, somehow they do it better because they can select their students, and individualism.

But there's another view that, I believe, the educators on my right attest to and, in fact, are engaged in. And that is a continuous struggle for a democratic vision of what schools need to continue to struggle with, and how to have standards and goals at the national level for everybody to go toward, but to have great flexibility at the local level—accountability at the local level—and, in fact, struggle hard for what it means to have universal public education. We are the only Nation in the world that is attempting to do this.

And I think what we need to do is to talk in our schools with an open debate about what that means. What does it mean to have school as a community of learners? What does it mean to have school as a place of inquiry, not just to sit passively, either kids or teachers, but, in fact, to engage in the kind of learning that I think a lot of people are talking about.

Reform is steady work. It is not a quick fix. Those who have been involved—the educators on my right know this—have some very powerful models of fine schools now, and if we could bottle the energy that went into the 700 proposals for the America 2000, we could have done an incredible amount just in our state alone to use that energy to commit to public education.

Let me just say that John Dewey said a long time ago—and since, in my school, we're fond of quoting John Dewey because he taught there and, in fact, was one of the great reformers of all time—that schools should be life themselves, not preparation for life. Which means, it's not only that you go to 9th grade to get into 10th grade, or 12th grade to get into college, but we have to begin to think seriously about what goes on in schools themselves, to engage those of you in schools in exciting kinds of learning.

My kids went to school 25 years ago, and every one of them left school early because, somehow, getting to be a senior was boring because it was 12 years of the same kinds of stuff. And I think part of this reform movement is thinking seriously about how to engage teachers and students in a different kind of learning, a learning where kids are active, not sitting passive, where we have senior institutes where kids go out into the community.

We're the only country in the world that doesn't have a transition to work. All schools are set up the same way. And the reason why I think people are talking about Germany and Japan is not just because they make good computers and people go to school all the time, but because

of the whole notion of taking care of kids in a way that they get experience with what happens once they leave high school.

We have, I think, a lot of terrific models right now. We have a model in New York City and elsewhere of small schools. Who can get to feel like they're a member of a community in a school that has 3,500 kids? Teachers are frustrated. Kids are frustrated because nobody knows their name.

And we have models where we take large schools, break them up into small schools; where we build a real community inside the school as well as outside; where there are student and family supports, community-based services that are not just in the school but outside the school. As Ms. Harrington has said, real professional development for teachers, time, space, ideas, students actively engaged not in learning multicultural curriculum, but also experiencing what it means to live in a multicultural society.

We need shared governance and shared decisionmaking, not because it's the new in thing, but, in fact, because everyone has to be involved in the plans. We have to have public discussion about school work and what it means.

I was in Washington State for three years where high schools have restaurants in the school. They are restaurants that are run by kids, not only to buy pizza and hamburgers, but, in fact, to learn about nutrition, to learn about how you run a restaurant, to learn about how you deal with food. That's what I mean by doing it in school.

Student stores are also run by kids where they order the kinds of things that not only kids want, but kids learn how to run businesses inside the school. These are schools that are academic schools and schools that are preparing kids for work.

So, I think that what we need is to think through two things; that is, how we get schools where kids, teachers and principals are valued and challenged at the same time. And we do that, I think, by rethinking a lot of the things that we have learned from past reform movements that change is local, in this case change has to be comprehensive. It has to involve the people who are both the objects and the subjects of change, not only teachers but students as well.

It has to be done with partnerships, because no school can do it alone. I think Ms. Harrington put it right, we have to have money, not to buy stuff—although that's necessary—but money to buy time for people to learn how to retool and rethink. And if we don't have this, I think it's a big shuck.

One of the best examples of how to use the money turns out to be not only in New York City but in Philadelphia, where with \$8 million, think now, these new schools have \$1 million just to create plans, \$8 million, all the schools in Philadelphia are in the process of being restructured. All the schools are being broken up into small charter schools where students and teachers and parents are forming communities. This, I believe, is where we ought to be spending our money.

Thank you.

REPRESENTATIVE SCHEUER. Thank you very much, Dr. Lieberman. And now we'll hear from Dr. William Shine, Superintendent of the Great Neck United Free School District.

**STATEMENT OF WILLIAM A. SHINE, SUPERINTENDENT,
GREAT NECK UNITED FREE SCHOOL DISTRICT**

DR. SHINE. I'll try to stay within the five minutes. Schools are not grafted on to society, they're invented into society. When we talk about restructuring schools, when we talk about fundamental change, it's not only the schools that we're talking about, we're talking about our society.

Reference was made here to the G.I. Bill of Rights. And the G.I. Bill of Rights, for the benefit of the students that may not know what it was, was an opportunity after World War II, and then after the Korean War, for returning veterans, not necessarily combat veterans, but anybody who was in the service, to receive a free college education plus a monthly stipend.

When that G.I. Bill of Rights was introduced in this country, James Bryant Conant, who was one of the great educational theorists, said it was going to destroy higher education. Robert Maynard Hutchins, who was president of the University of Chicago, said it was the beginning of the end of the university, that all of these unwashed, all of these illiterate, all of these stupid privates and sergeants and corporals, who went through hell up in Asia, somehow had the humor to think they could go to college.

Well guess what? That was the class of 1949, which *Fortune Magazine* said was the greatest graduating class that ever graduated from the American Universities.

Time and time again, we have proven that, given the right impetus and given the money, and more importantly, given the respect, because when these veterans went to college, they didn't think they were getting a handout, they thought they were being rewarded for their service, and they thought they were being honored. So, their whole attitude changed, the whole direction of their life changed. More important than the free tuition and even more important than the monthly stipend was the respect that they were afforded by the Nation.

In 1957 the Russians launched the Sputnik. We were blamed; it was our fault the Russians launched the Sputnik. American students were dumb, illiterate; they couldn't produce anything. Well guess what, America put a man on the moon; the American public schools have turned out more astronauts than we can possibly use.

There was a bulletin put out called the Saber Tooth Curriculum in 1939, which said that Adolf Hitler's Third Reich, this Hitler youth movement was going to produce better students than the American sloppy, inbred, stupid, indolent, American public school depression ridden. Well, guess what, it didn't happen.

Now, I'm not saying that all is well in America. But what I am saying is that it is probably time for us to stop feeding on ourselves. It is probably time for us to recognize that right here in New York City is, perhaps, one of the greatest and most successful social experiment ever undertaken anywhere in the world.

We're not dealing with a homogeneous nation like Sweden. It reminds me of when Admiral Rickover attacked the public schools because we weren't like Switzerland. Well, how absurd. Of course we're not Sweden, of course we're not Switzerland. We don't need our workers—our lower level workers—and when there's no work, send them back to where they came. We don't have a homogeneous society, we have a heterogeneous society.

We don't even have a rigid common culture. We have an elastic culture. And that elastic culture has been absorbed by the public school system for better and for worse. Now, there are some weaknesses in that elastic culture. One of the weaknesses is violence. There has to be a statement—nationally, statewide, locally—that one of the tenets that we all subscribe to—we may disagree about everything else—but we don't solve our problems through violence, otherwise, we will destroy ourselves.

Second, the country really ought to be ashamed of the fact that it spends less of its gross domestic product on education than any other developed nation. I'm talking about a pre-collegiate education, than any other developed nation in the world. Now, that's pretty sad.

I'm not so sure that there's a big defense dividend, and I don't know much about those things. But I do know that absent money, and if the money is not available, what is needed is pride. We need to tell the young people, you can do it, you will do it. Enough jaw boning, enough rhetoric, enough beating up on the kids and on the people who are trying.

If it's believed that the teachers get too much money, then at the state level, big unions and big government fight it out and leave the schools alone. We are very, very tired of working very hard, seeing good kids come and work hard, looking for a sense of direction and not getting it.

We have a national assessment program. Do you know how it works? There's a random sample of a minuscule number of students who go to some phantom high school somewhere; they happened to come to Great Neck, so I found out how it worked.

Now, these people come into the school, and they give a test, the content of which we're not privy to see because, after all, we're only educators. They score it someplace else, and insult upon insult, they tell the kids that it's not important how well you do; it really doesn't matter, and that's factual.

What other institution in the world would accept such a standard omission? What other institution in the world would sit still and be judged by that criteria?

Thank you very much. I've gone over my time. Thank you.

[The prepared statement of Dr. Shine follows:]

PREPARED STATEMENT OF WILLIAM A. SHINE

Thank you for inviting me to testify before the Subcommittee on Education and Health of the Joint Economic Committee of the United States House of Representatives. My testimony represents my own thinking and not necessarily that of the community which I serve. As requested, I will focus on ways to improve the existing educational system and offer suggestions for educational reform.

Great Neck, a school district in Nassau County, New York, is often cited nationally as a "lighthouse" district. I would like to offer the following profile of its most recent graduating class, perhaps the best reflection of a school district.

Great Neck's Class of 1991, comprising 439 students, represented neither cultural nor economic homogeneity. Of the total class, only 51 percent had attended school in the district since first grade, 68 percent required and received special educational services, 18 percent were foreign born, and 10 percent qualified for free or reduced lunch. Not one student failed to meet the testing requirements for graduation, and the dropout rate was 0 percent.

This diverse group distinguished itself on every objective, external measure of academic preparation.

Its mean SAT Verbal and Math scores of 513 and 578, respectively, were each about 100 points above the national average. This accomplishment grows even more significant in light of the fact that those who sat for the exam represented 92 percent of the total class. In the National Merit Scholarship Competition, there were 38 commendations, 20 finalists, and 3 winners. Three students were named Westinghouse Science semifinalists. Ninety-six percent of the Class of 1991 went on to higher education; 87 percent to four-year colleges.

As impressive as the statistics are, there are those who believe that the mere existence of these "lighthouse" districts bespeaks undesirable inequity. The equity principle embraces a wide spectrum of thought and is generally an existing canon of belief among those who study our public education system. I believe the equity principle to be an important goal, but one that should be understood within the context of our society.

Having been superintendent of schools in two of the districts cited in Jonathan Kozol's recent book, Savage Inequalities, I am acutely aware of the Marxist solution proposed. This solution could work only if all children were prevented from going to private schools and a strong centralized control of education were established with full state funding, no local leeway, and a heavy emphasis on categorical spending for those with special needs or talents. To the extent that such a program would be compatible with our Constitution and the

political wishes of our people it would solve the problem of equity. But, to the extent that it would be obfuscated by funding patterns that were ambiguous and included private schools, it would serve only to destroy successful public schools and replace them with private ones. In my judgment, a more fitting philosophical model would be that of John Rawls whose Theory of Justice to benefit the "least advantaged" could be achieved through categorical aid and a shared-cost system of funding that ties the fortunes of the poor to the aspirations of the rich.

We need to prove constantly that public education can work. If we are to adhere to public education principles, which include open enrollment, due process, teacher certification, tenure, labor democracy, government regulations, and citizen participation, then we must accept the reality that implementing these principles costs money. It is far less expensive to run an autocratic school with minimal due process, strict admissions and expulsion policies, no teacher certification or tenure or labor democracy, minimal government regulations, and a hierarchy of parental control based on contributions and guaranteed adherence to the school's common culture. Horace Mann's justification for public education in the 19th Century is as relevant today as it was when he importuned the Massachusetts Legislature to create public schools to serve as the "balance wheel of the social machinery."

adult role models, a coherent society can never exist. The state's special interest in children should include in its child-abuse laws preventive measures to interdict the hateful message of those who would use the despair of children and youth for violent purposes. It should be a special crime to enlist children and youth in the sale of drugs or dangerous contraband. By the same token, being a child in America should carry with it a special guarantee that society can provide a sanctuary from what may be unsafe and unhealthy conditions at home.

There should be a national assessment of education but it should be one based on reasonable criteria that are understood by the schools and their students. The present system imposes a test--the content of which is unknown to the school--on students who are selected at random but who are told that how well they do does not matter. Results of this test are then used to judge all of American public education. I wonder what other institution in our society would accept such a standard of judgment?

Public education is a state responsibility ostensibly administered by local boards of education. With the exception of the larger cities, it tends to be a small enterprise close to the people and directed by their public representatives. It has, nevertheless, become one of the most heavily regulated activities in our society. Lately there has been a plethora of

decentralization proposals. The rhetoric of decentralization, however, has not fixed the responsibility on locally elected boards, but rather tends to diffuse it through an illusory collection of professional, business, and citizen groups without any clear public grant of authority bestowed on anyone. Clarity in the governance structure is essential.

Unions are as strong in education as in any of our private or public enterprises. Unions' strength, through mandated collective bargaining by tenured employees, should be recognized, not legally or legislatively buttressed by additional state and federal regulations. I am pleased to note that the House has substituted H.R.4323 for H.R.3320, addressing the concerns of the National School Boards Association in this regard.

As our society changes, the school system will change and should grow. It can change but cannot grow if it is under constant attack by uninformed criticism. Where, for example, were the revilers of our schools when graduates distinguished themselves in Desert Storm? Perhaps they were on the same obstinate island of negativism as those who refused to acknowledge that the schools produced astronauts in great abundance after the initial post-Sputnik criticism in 1957. This pattern of disparagement has been constant throughout the brief history of American public education. It has seldom been more virulent than at the present time. If

economic hard times continue, it is likely to get worse. It is now that the children, and the teachers and the parents, need a coherent educational policy. It will not do for our presidents, our governors, and our legislators to offer rhetoric. If economies are needed, spending and salary caps should be imposed at the state level. Big unions and big government should settle big issues in an economic emergency. Conflict resolution of economic issues distracts from the operation of local schools.

We all know what we want for our children. A wholesome environment, safe from physical and emotional harm, and teaching by capable instructors. These simple requirements become infinitely complex, however, when layered with all the social and political concerns working their way through the system. The nation's inability to deal with racial injustice has placed an enormous burden on the New York schools. There is little national recognition of the role New York plays as a point of entry for the children of the world or the role that it has played in accepting the migration of millions from economic or political oppression.

Our nation's schools have continued to attempt to meet the challenge. Important resources are needed. More clarity is needed. Congress should not add to the confusion. It should do the right thing. Fund schools. Have national criteria which are easily understood and measured. Maintain a balance of power between the

teaching force and the community it serves. Empower and require locally elected boards of education to discharge, within clear state guidelines, their fundamental right and responsibility to govern the nation's schools.

The children and youth of our nation have common needs and our system has the capacity to meet those needs. This belief must be shared and willed by those who make our laws and lead our country; at present that belief seems depressingly weak.

REPRESENTATIVE SCHEUER. Thank you very much, Dr. Shine. This has been an excellent panel and very stimulating, and we thank you very much. Now, we'll go on to the second panel.

The second panel Eileen Taylor, James Warren, Monica Miranda and Kevin Crespo. We have two principals and two students in this panel, so we ought to get some very interesting viewpoints. First, we'll hear from the principals. We'll hear first from Eileen Taylor, principal of the Aviation High School, which is a vocational school in Queens.

Please take your five minutes, Ms. Taylor, and we look forward to hearing your views.

**STATEMENT OF EILEEN B. TAYLOR, PRINCIPAL,
AVIATION HIGH SCHOOL**

Ms. TAYLOR. Thank you. I'm representing the three vocational high schools in Queens: Queens Vocational, Steve Serber is the principal; Alan Feuer, who is the principal of Thomas Edison; and myself, principal of Aviation High School in Long Island City.

Americans are concerned about the decline in our country's position in the world marketplace, about the slide from creditor-to-debtor nation, and about our shift from manufacturing to a service economy. We are all aware of the inadequacies of our educational system to keep pace with the demands of industry and the lack of our country's leaders in government, education and private enterprise to work together to ensure a supply of qualified workers. Our position in the world market and our economic security will be severely jeopardized.

Industry needs skilled workers, and it depends on our educational system to provide a work force with a strong academic background, the ability to think critically and creatively, which has mastered occupational/technical competencies. It is essential that today's workers be able to relate new ideas to previous learning and be prepared for continual retraining as the technology and the workplace change.

If America is to regain the competitive edge in the world market, education and industry must join forces to provide all workers with high performance skills. Until vocational education receives the necessary funding, we will continue to fall further and further behind.

Industry must be willing to define the job skill competencies required for entry-level workers so that curricula reflecting those needs can be written. Government can encourage advisory councils, student and teacher mentoring programs, and some internships for retooling professionals' skills. Educators must be informed of current technology and job requirements so that they will be prepared to teach the students relevant skills.

Employers are asking educators to teach more than basic math and language skills. They need graduates with strong skills in oral and written language. They need graduates with the ability to communicate easily, to comprehend technical manuals; and to write clear instructions and reports.

[Whereupon, a brief recess was taken.]

REPRESENTATIVE SCHEUER. Eileen Taylor, principal of Aviation High School in Queens, please proceed.

Ms. TAYLOR. Employers are asking educators to teach more than basic math and language skills. They need graduates with strong skills in oral and written communication, who can comprehend technical manuals, and write clear instructions. Workers need strong skills in analytical thinking, problem solving, decisionmaking and teamwork. Employers are seeking employees who have a strong work ethic, are reliable, conscientious, motivated and self-confident.

Educators are responsible for preparing these students to have these needed skills for the technological and organizational challenges of the 21st Century. Today's youth must have the requisite skills to ensure their employability in the Work Force 2000.

Therefore, the focus of education must be to prepare students to function in a changing, and technical workplace. Young people need specific job skills and occupational training that will meet the goals and mandates of President Bush's America 2000 and Chancellor Fernandez's Work Force 2000.

It is crucial that students must enter the world of work with the appropriate knowledge, skills, attitudes and ethics that are needed. For our society to survive, young people must be trained to meet these mandates. Unless our students become better equipped to the ever changing workplace, the financial future of our graduates, and the economy as a whole, is likely to remain bleak.

All schools must provide students with a strong academic background and the ability to think critically and creatively, and to develop a good work ethic. Vocational/technical schools have an additional responsibility to provide students with current technical training and hands on experience that mirrors work-force requirements.

The government's role is to provide the necessary legislation and funding to enable schools to upgrade their equipment and technology, allowing them to keep pace with the current trends in industry. Likewise, the vocational/technical professionals must be encouraged to upgrade their skills to keep in line with the state-of-the-art technologies and occupational areas.

Legislation with appropriate funding can support these vital linkages and provide benefits for all concerned. Without appropriate funding, educational institutions cannot and will not be able to meet these mandates. America cannot afford to let education continue to lag behind the current state-of-the-art in industry.

Adult education programs should be expanded to provide access to facilities and opportunities for career training. Money is needed particularly in the urban areas for adult education targeted at our new immigrant population.

School administrators understand that schools must be restructured to meet the challenges of our society. New education performance standards

are needed and provisions for certification of mastery of skills at various levels are necessary. Education must be given the flexibility to develop innovative programs to meet the interest, needs and abilities of their students, as well as industry.

Supervisors and teachers in vocational/technical schools are prepared to implement changes necessary for the restructuring of the American school system. They are: Adjust standards to coincide with the industry requirements. Adjust curriculum to meet the upgraded technology and their standards. Promulgate and enforce standards of performance. Increase training and recruitment of professional staff. Upgrade facilities to incorporate the state-of-the-art equipment and materials. Provide innovative courses.

Provide staff development to upgrade skills and keep current as to technology. Prepare programs to keep feeder schools aware of the requirements for entrance into occupational and vocational programs on the secondary level, as well as career information.

Implement in-service training for elementary and junior high school teachers, and particularly guidance staff to provide information about high school sequences and the available vocational/technical opportunities. Establish linkages between middle schools and high schools. Introduce flexible schedules. Explore the pilot that might be used on various educational models that better meets the needs of a particular certification or particular field in industry.

Possibly providing a BOCES center as a training site for students attending an academic high school that cannot provide appropriate vocational training services for its students. A fifth year program for students to complete their certification in a particular vocational/technical area, thus alleviating the necessity of students attending a post-high school vocational training or proprietary school.

A program that admits 11th year students who have already completed most of their academic requirements and who now require or wish an intensive hands-on experience.

To expand the work component programs, such as co-op, TOP program and part-time co-op. Increase access for LEP and Special Education students. Establish linkages with industry and postsecondary institutions. Need for magnet programs, and to improve the job development and the placement services.

We must also dispel the myth that a college degree is the only ladder of success in today's society, and create an understanding that working with your hands is a viable alternative. We must make people understand that mastery in a vocational and technical area leads to a rewarding and personal satisfaction and a high standard of living. Parents and educators must keep an open mind when introducing students to career options, and not turn off the bright, ambitious young people because of too traditional thinking.

Educators are ready, willing and able to meet this challenge, but they cannot do it alone. Business and industry must become partners with

educators to provide the knowledge, information and technology that our students need to effectively join the work force. Legislators must provide the funding.

We are faced with a serious problem of funding the restructuring of our educational system. Present legislation severely restricts the participation of urban high schools, in general, and urban vocational high schools, in particular, in areas like New York City, because the high schools are not part of the community districts and are not included in America 2000. A broader approach to the definition of community is needed. This new language of inclusion would make it possible for all schools to compete in the funding. We need legislation that will support educational initiatives on a local level in urban areas. The largest percentage of our unemployed dwell in our cities. We must address the educational/vocational needs immediately.

REPRESENTATIVE SCHEUER. Is the witness finished?

Ms. TAYLOR. One more paragraph.

REPRESENTATIVE SCHEUER. Okay.

Ms. TAYLOR. I'm sorry. Thank you. It is imperative that we establish a mutually beneficial partnership between business and industry, labor and vocational/technical educators and government to implement a multifaceted, career-orientated program that will prepare our youth to operate on a professional level in the workplace. This collaboration will help us gain the confidence and trust of the American people. I thank you very much.

[The prepared statement of Ms. Taylor follows:]

PREPARED STATEMENT OF EILEEN TAYLOR

Americans are concerned about the decline in our country's position in the world marketplace, about our slide from a creditor to a debtor nation, our shift from a manufacturing to a service economy. We are all aware of the inadequacies of our educational system to keep pace with the demands of industry and the lack of preparation of our youth for the reality of the workplace. Unless our country's leaders in government, education and private enterprise work together to ensure a supply of qualified workers, our position in the world marketplace and our economic security will be severely jeopardized. Industry needs skilled workers and it depends on our educational system to produce a workforce with a strong academic background, the ability to think critically and creatively which has mastered occupational/technical competencies. It is essential that today's workers be able to relate new ideas to previous learning and be prepared for continual retraining as the technology and the workplace change. If America is to regain its competitive edge in the world market, education and industry must join forces to provide all workers with high performance skills.

Until vocational education receives the necessary funding, we will continue to fall further and further behind.

Industry must be willing to define the job skill competencies required for entry-level workers so curricula reflecting these needs can be written. Government can encourage advisory councils, student and teacher mentoring and summer internship programs with industry for teachers. Educators must be informed of current technology and job requirements so they will be prepared to teach students relevant skills. Employers are asking educators to teach more than basic math and language skills. They need graduates with strong skills in oral and written communications, who can comprehend technical manuals and write clear instructions and reports. Workers need strong skills in analytical thinking, problem solving, decision making and teamwork. Employers are seeking employees who have a strong work ethic, are reliable, conscientious and motivated.

Educators are responsible for preparing students who have skills needed to face the technological and organizational challenges of the 21st Century. Today's youth must have the requisite skills to ensure their employability in the Workforce 2000. Therefore, the focus of education must be to prepare students to function in a changing technical workplace. Young people need specific job skills and occupational training that will meet the goals and mandates of President Bush's America 2000 and Chancellor Fernandez' Workforce 2000. It is crucial that students must enter the World of Work with the appropriate knowledge, skills and attitudes allowing them to be flexible workers able to adapt previously-learned skills to the rapidly changing needs of employers

and emerging technology. For our society to survive, young people must be trained to meet these mandates. Unless our students become better equipped to enter the changing workplace, the financial future for graduates -- and the economy as a whole -- is likely to remain bleak.

All schools must provide students with a strong academic background and the ability to think critically and creatively and to develop good work ethics. Vocational/technical schools have an additional responsibility to provide students with current technical training and hands-on experience that mirrors workforce requirements.

The government's role is to provide the necessary legislation and funding to enable schools to upgrade their equipment and technology allowing them to keep pace with current trends in industry. Likewise, the vocational technical professionals must be encouraged to upgrade their skills to keep in line with state-of-the-art technologies in our occupational areas. Legislation with appropriate funding can support these vital linkages and provide benefits for both teacher and industry. Without appropriate funding, educational institutions cannot possibly meet mandates. America cannot afford to let education continue to lag behind the current state-of-the-art in industry.

Adult education programs should be expanded to provide access to facilities and opportunities for career training. Money is needed, particularly in urban areas, for adult occupational education targeted at the new immigrant population. This must include language and the acquisition skills necessary for them to

assimilate into our society.

School administrators understand that schools must be restructured to meet the challenges of our society. New education performance standards are needed and provisions for certificates of mastery of skills on various levels. Educators must be given the flexibility to develop innovative programs to meet the interest, needs and abilities of their students as well as the mandates of industry.

Supervisors and teachers in vocational/technical schools are prepared to implement changes necessary to restructure American schools. They are:

- . Adjust standards to coincide with industry requirements.
- . Adjust curriculum to meet updated technology and standards. Provide innovative offerings in all occupational clusters.
- . Promulgate and enforce standards of performance.
- . Increase training and recruitment of professional staff. Expand the Substitute Vocational Assistant (SVA) program.
- . Upgrade facilities to incorporate "state-of-the-art" equipment and materials.
- . Install "state-of-the-art" equipment in the high schools.
- . Provide for new equipment and materials to implement courses.
- . Provide staff development to upgrade skills and keep current as to technology.
- . Prepare programs to keep feeder schools aware of the requirements for entrance into occupational and vocational

programs on the secondary level as well as career information.

- . Implement in-service training for elementary and junior high school teachers and guidance staff to provide information about high school sequences and available vocational/technical opportunities.
- . Establish linkages between middle schools and high schools.
- . Introduce flexible schedules, extended school day, longer school year.
- . Explore and pilot the use of various educational models to better meet certification requirements of vocational/technical programs and demands of industry, such as:
 - . Providing a BOCES center as a training site for students attending an academic high school that cannot provide appropriate vocational education services for its students.
 - . A fifth year program for students to complete their certification in a particular vocational/technical area; thus alleviating the necessity of students attending post-high school vocational training in proprietary schools.
 - . A program that admits 11th year students who have already completed most of their academic requirements and who are now looking for an intensive hands-on career experience.
- . Expand the work component programs, such as: co-op, part

time co-op and TOP programs to provide more opportunities for meaningful experience.

- . Increase access for LEP and Special Education students.
- . Establish linkages with industry and post-secondary institutions.
- . Need for magnet programs.
- . Improve job development and placement services.

We must dispel the myth that a college degree is the only ladder to success in today's society and create the understanding that working with your hands is a viable alternative. We must make people understand that mastery in a vocational or technical area leads to a rewarding and satisfying careers, one which can provide immense personal satisfaction and a high standard of living. Parents and educators must keep an open mind when introducing students to career options and not close vocational/technical opportunities to bright, ambitious, young people because of too traditional thinking.

Educators are ready, willing and able to meet this challenge but they cannot do it alone. Business and industry must become partners with educators to provide the knowledge, information and technology that our students need to effectively join Workforce 2000. Legislators must provide funding to support these efforts and bring us into the 21st Century.

We are faced with a serious problem of funding the restructuring of our educational system. Present legislation severely restricts the participation of the urban high school in general and the urban vocational/technical high school in particular. In large

urban areas like New York City, high schools are not part of community districts and are not included in the America 2000 proposals. A broader approach to the definition of "community" is needed. This new language of inclusion would make it possible for all schools to compete for this funding. We need legislation that will support education initiatives on the local level in urban areas. The largest percentage of our unemployed dwell in our urban centers and we must address the educational/vocational needs immediately, or risk continually proliferating urban social ills and their attendant cost in money and misery.

It is imperative that we establish a mutually beneficial partnership between business/industry, labor, vocational/technical educators and government to implement a multi-facet career-oriented program that will prepare our youth to operate on a professional level in the workplace. This collaboration will help us regain the confidence and trust of the American people.

History has shown that education is an absolute prerequisite to a viable society. The future of the urban high schools is the future of our city, state, and country. We must educate the youngsters in our cities or our society will fail. This takes money and commitment and our schools need it now!

Prepared jointly by:

Eileen Taylor, Principal, Aviation High School
Steven Serber, Principal, Queens Vocational High School
Alan Feuer, Principal, Thomas Edison Vocational High School

REPRESENTATIVE SCHEUER. Well thank you very much, Eileen Taylor, for your fine testimony.

And now we'll hear from Jim Warren, principal of James Monroe High School in the Bronx.

**STATEMENT OF JIMMIE WARREN, PRINCIPAL,
JAMES MONROE HIGH SCHOOL**

MR. WARREN. First of all, Congressman, let me thank you for inviting me to testify before the Subcommittee on Education and Health of the Joint Economic Committee.

As we're all aware, education is the cornerstone of our existence, the primary reason for our progress as a people, and the basis for our ideals of democracy. It is that one phenomena that allows us as a society to evaluate the past and adequately prepare for the future.

It is expected that in a society such as ours that it's an educator's job to prepare the leaders for the next century and develop young minds that will keep this world of ours spinning on its axis.

Unfortunately, as the Congressman alluded to in his opening statement, society's expectations are not being met. As a result, education has been scrutinized more in the last 10-15 years than it has been in the past 100. We're told that education in our present day society, education as we once knew it, education in the finest tradition of Jefferson, Mann, Dewey, Du Bois is not worth it.

As a result of these various reports, educators and educational institutions have been criticized, ostracized, vilified and maligned. Those who have dedicated their professional lives to helping young people realize their potential and fulfill their goals and aspirations have been accused of failing a generation of kids.

We have, in America, the largest public school system and perhaps the largest educational system on earth, the most expensive colleges, the most expensive curricula, and, yet, upwards of 50-60 percent of our students drop out of school before completing secondary education.

Businesses tell us that new members of the work force are ill-prepared with regard to the most basic and elementary skills. A survey a couple of years ago indicated that a large percentage of American students were unfamiliar with terms and phrases like 1492—the Bill of Rights—and the Civil War era.

However, today's dropout is faced with the burden of securing employment in a world guided by technological advances. Our society has evidenced difficulty in absorbing those who failed to complete their education. The new technology of this age does not allow those who have not achieved the prerequisite for those menial entry-level positions, a high school diploma, to gain meaningful employment.

As a matter of fact, the New York Regents Statewide Steering Committee on Preparation for Employment and/or Postsecondary Education, found that our present education system is not adequately

preparing our diverse student body, even those who do indeed graduate, for the rapidly changing high-tech world.

This failure to succeed often leads to frustration on the part of our young people. It is not unusual for young students, seeing the doors of opportunity close shut, to seek other less acceptable means of gaining self-respect, opportunity and acceptance by peers. This, coupled with the young people who are affected by severe handicaps—emotional, mental and physical—as well as economic deprivation, lack of support of a nurturing home, and negative peer influences, makes for a significant population of young people whose potential may never be realized.

Given the conditions of our schools and the plight of our youngsters, it is clear that reform is needed so that the necessary adjustments can be made which will allow our educational systems to adapt to a change in the world with changing students who have changing values.

There's an old African proverb that says, "If you don't know where you're going, any road will take you there." Too many of our young people are haphazardly traveling roads with no direction in mind. I think it is apparent that our students are not reaping the full benefits of their engagement in our various educational systems.

However, the problems of education cannot be tackled only inside the classroom and corridors of learning institutions, nor just the edifices housing doors of education. Reform cannot be limited to the interaction between student and teacher. Reform must address all levels of education in the community; students, pedagogues, administrators and civic leaders.

And one constituency that receives the least attention, but probably plays the greatest role in the educational process is parents. The process of educating a child is still a joint venture between the school and the child's home. The child receives maximum benefit from the school experiment when the school and home work together. But parents need help.

It is well documented that parents cannot effectively deliver educational services without the expertise of the educational community. It is equally documented that schools have difficulties in developing young people to realize their full potential without the active support of the home. Therefore, it is essential that the school and home together attempt to affect changes in the attitudes and behaviors of students toward schools.

We, as educators, must make every effort to enlist parents as partners in the educational process. Reform should focus on devising strategies that would encourage and obligate parents to be involved with their children's education. And parent involvement does not simply mean joining the Parents' Association, or donating cakes for cake sales, or visiting teachers on open school days.

Parent involvement means appreciating the correlation between education and success after school. Responding to the concerns expressed by the school regarding behavioral problems, academic matters, absenteeism, etc.; offering children direction concerning their future goals;

engaging children in discussion regarding school activities and educational progress; and insisting that students take advantage of the opportunities offered by institutions of learning.

States and our local school districts should be encouraged to develop grants that would allow them to create parent involvement programs that would serve as vehicles for our young people to achieve at higher levels.

Additionally, so many of our young people are at risk, those who live in suburbs, those who live in rural areas—those who live in cities, and particularly those who live in inner cities. And we know about their problems, their hardships, their struggles for survival. Are we aware that many of our young students do not make a conscious decision not to go to school, not to be successful, not to give it their best shot.

Potential dropouts or at risk students usually exhibit one or more of the following characteristics: unmotivated, socially and emotionally troubled, low performance, poor self-image, drug and/or alcohol abuse, and early parenthood.

We need to develop programs whereby these individuals engage in (1) basic curriculum work on necessary skills as needed on an individual level; (2) career education awareness, field trips, and speakers who serve as positive role models; (3) remediation and enrichment as needed; and (4) socialization skills.

Students often drop out when they fail to see any relevancy between what they're learning and what they are or will be doing. Our young people are not realizing their full potential. They're not even formulating goals and objectives, nor are they achieving many of their aspirations.

A new decade is upon us. A new century is just around the corner. If we are to prepare leaders for the 21st Century, we must restructure the process by which we motivate youngsters to learn. Schools should be institutions brimming with positive activity and vitality that is generated by input from staff, parents, students and community, as well as energy that is designed to stimulate and challenge its students to reach great heights.

Inherent in the policies and programs of schools should be the belief that every child has the ability to achieve and the potential to be successful. The educational community has an obligation to help each child identify and capitalize upon his or her strength by offering programs and experiences designed to expand knowledge and stimulate the desire to learn more.

Furthermore, schools have the responsibility to help young people develop positive self-images and the desire to succeed in order to become contributing and productive members of our society.

The government must pass legislation that addresses all of the various components of a child's education. Retraining the teachers and administrators, as suggested in the America 2000 plan, should effectively prepare pedagogues to educate children for the 21st Century.

However, making youngsters ready to learn, gaining competency in the 4th, 8th, and 12th grades, becoming number one in science and math, and

achieving universal literacy are not accomplished by simply saying that's the way it should be. A plan that specifically deals with students and their parents is much more in need. And that plan requires massive sums of money from the government.

Thank you.

[The prepared statement of Mr. Warren follows:]

PREPARED STATEMENT OF JIMMIE WARREN

As we are all aware, education is the cornerstone of our existence, the primary reason for our progress as a people and the basis for our ideals of democracy. It is that one phenomenon that allows us, as a society, to evaluate the past, and adequately prepare for the future. It is expected that a society such as ours would educate its young, prepare the leaders for the next century and develop young minds that will keep this world of ours spinning on its axis. Unfortunately, society's expectations are not being met. Education has been scrutinized more in the last ten to fifteen years than it has in the past 100 years. What with all of the reform movements of the 1980's and 90's, we are told that education in our present day society, education as we once knew it, education in the finest tradition of Jefferson, Mann, Dewey, Dubois, -- is not working. As a result of these various reports, educators and educational institutions have been criticized, ostracized, vilified and maligned. Those who have dedicated their professional lives to helping young people realize their potential and fulfill their goals and aspirations, have been accused of failing a generation of kids.

We have in America the largest public school system and perhaps the largest educational system on earth, the most expensive colleges, the most extensive curriculum, -- and yet, upwards of 50% - 60% of our students drop out of school before completing secondary education. Businesses tell us that new members of the work force are ill prepared with regard to the most basic and elementary skills, and a survey a couple of years ago indicated that a large percentage of American students were unfamiliar with terms and phrases like "1492," the "Bill of Rights," and the "Civil War era." And while today's dropout rate is must lower than it had been in the past, those who do indeed dropout fare far worse than dropouts of past generations. Today's dropout is faced with the burden of securing employment in a world guided by technological advances. Our society has evidenced difficulty in absorbing those who failed to complete their education. Jobs were available for those who dropped out in the past. The new technology of this age does not allow those who have not achieved the prerequisite for the most menial entry level positions (a high school diploma) to gain meaningful employment. As a matter of fact, the New York Regents Statewide Steering Committee on Preparation for Employment and/or Postsecondary Education found that our "present education system is not adequately preparing our diverse student body, even those who do indeed graduate, for the rapidly changing 'high tech' world." This failure to succeed often leads to frustration on the part of our young people. It is not unusual for young, at-

risk students -- seeing the doors of opportunity closed shut -- to seek other, less acceptable means of gaining self-respect, opportunity and acceptance by peers. This, coupled with the young people who are affected by severe handicaps -- emotional, mental, and physical, as well as economic deprivation, lack of a supportive and nurturing home, and negative peer influences -- makes for a significant population of young people whose potential may never be realized. Our future is being robbed of some of today's greatest minds. When we look at the young men and women walking through the doors and halls of our schools, we may be looking at someone who may have the potential to find a cure for cancer, aids, sickle cell anemia or any of the other afflictions that have baffled our world. But today so many of our young minds are wasting away, without being nourished, cultivated or trained so that they may be productive contributors to our nation and the world. These are youngsters who often dropout and become burdens on society.

Given the conditions of our schools and the plight of our youngsters, it is clear that reform is needed so that the necessary adjustments can be made which would allow our educational systems to adapt to a changing world, with changing students who have changing values. There is an old African proverb that says, "If you don't know where you are going, any road will take you there." Too many of our young people are haphazardly traveling roads with no direction in mind. I think that it is apparent that our students are not reaping the full

benefits of their engagements with our various educational systems.

However, the problems of education cannot only be tackled inside the classrooms and corridors of a learning institution, nor the edifices housing boards of education. Reform cannot be limited to the interaction between student and teacher. Reform must address all levels of the educational community - students, pedagogues, administrators, civic leaders and parents.

The constituency that receives the least attention but probably plays the greatest role in the education process is parents. The process of educating a child is still a joint venture between the school and the child's home. The child receives maximum benefit from the school experience when the school and home work cooperatively. But parents need help. We must institute a system whereby parents receive orientation concerning the value of education and how it is the key to success. We must initiate the creation of parent groups that will serve as a support system for parents in general. It is well documented that parents cannot effectively deliver educational services without the expertise of the educational community. It is equally documented that schools have difficulties in developing young people to realize their full potential without the active support of the home. Therefore, it is essential that the school and home work together in an effort to affect changes in the attitudes and behaviors of students toward school. We as educators must make every effort to enlist

parents as partners in the education process.

Reform should focus on devising strategies that would encourage and obligate parents to be involved with their children's education. Parent involvement does not simply mean joining the Parents Association, donating cakes for cake sales, or visiting teachers on open school days. Parent involvement means appreciating the correlation between education and success after school, responding to concerns expressed by the school regarding behavioral problems, academic matters, absenteeism, etc., offering children directions concerning their future goals, engaging children in discussions regarding school activities and educational progress, and insisting that students take advantage of the opportunities offered by institutions of learning. States and/or local school districts should be encouraged to develop grants that would allow them to create parent involvement programs that would serve as vehicles for our young people to achieve at higher levels.

Additionally, so many of our young people are at-risk, -- those who live in the suburbs, those who live in rural areas, those who live in cities, and particularly those who live in the inner cities. Do we know about their problems, their hardships, their struggles for survival? Are we aware that many of our students do not make a conscious decision not to go to school, not to be successful, not to give it their best shot? Potential dropouts or at-risk students usually exhibit one or more of the following characteristics: unmotivated; socially and/or

emotionally troubled; low performance; poor self-image; drug and/or alcohol abuse; early parenthood. We need to develop programs whereby these individuals engage in 1)basic curriculum work on necessary skills as needed on an individual level, 2)career education awareness, field trips, and speakers (role models), 3) remediation and enrichment as needed, and 4)socialization skills.

Students often dropout when they fail to see any relevancy between what they are learning and what they are or will be doing. Our young people are not realizing their full potential. They are not even formulating goals and objectives, nor are they achieving many of their aspirations. A new decade is upon us, a new century is just around the corner. If we are to prepare leaders for the 21st century, we must re-structure the process by which we motivate youngsters to learn. Schools should be institutions brimming with positive activity and vitality generated by input from staff, parents, students and community, as well as energy that is designed to stimulate and challenge its students to reach great heights.

Inherent in the policies and programs of schools should be the belief that every child has the ability to achieve and the potential to be successful. The educational community has an obligation to help each child identify and capitalize upon his or her strengths by offering programs and experiences designed to expand knowledge and stimulate the desire to learn more. Furthermore, schools have the responsibility to help young people

develop positive self-images, and the desire to succeed, in order to become contributing and productive members of society. In addition, learning is fostered in a warm, supportive and safe atmosphere in which young minds are stimulated to form and ask questions, explore life/career options, develop respect for mind, body and other people, and acquire the skills needed to find answers to questions independently.

The government must pass legislation that addresses all of the various components of a child's education. Retraining teachers and administrators, as suggested in the America 2000 plan, should effectively prepare pedagogues to educate children of the 21st century. However, a plan that specifically deal with students and their parents is much more in need.

REPRESENTATIVE SCHEUER. Normally it's not encouraged for the audience at a congressional hearing to clap, but I must say that Mr. Warren's testimony was absolutely superb and inspirational, as also was the testimony of Eileen Taylor. We're very grateful to both of you to set such a high standard of testimony and challenge to our young people. You were both marvelous.

Now, we'll hear from two representatives of our student group. We're going to hear from Monica Miranda, who is a student at this school, Cardozo High School, and then we're going to hear from Kevin Crespo, a student at John Bowne High School, also from Queens. So, first, Monica, chat with us. And don't be nervous. Just imagine that we're all sitting in a living room, you've just kicked your shoes off, you're sitting there comfortably, and you're about to express your opinion about the educational needs and challenges of 1992.

So, relax. Whenever you're ready, start talking to us for five minutes.

**STATEMENTS OF MONICA MIRANDA, STUDENT,
BENJAMIN CARDOZO HIGH SCHOOL; AND KEVIN CRESPO,
STUDENT, JOHN BROWNE HIGH SCHOOL**

Ms. MIRANDA. Thank you. Good morning ladies and gentlemen. My name is Monica Lee Miranda and I am a senior here at Benjamin Cardozo High School. I have been active in Student Government as an officer and I presently chair the Queens Superintendent's Student Advisory Council.

MR. CRESPO. My name is Kevin Crespo. I am a junior at John Bowne High School in Flushing, and I serve on my own Student Government and also represent Queens on both the Chancellor's and Superintendent's Student Advisory Councils.

We are pleased to have this opportunity to give testimony, which we feel reflects concerns of students in high schools across the Nation.

Ms. MIRANDA. Young people represent 24 percent of our population, yet, they are 100 percent of our future and, therefore, must be our number one priority. If we examine the federal budget, it is clear that the amount spent on education is a small fraction of the amount spent on defense, foreign aid, and even the prison system. Statistics show that in the United States that we spend an average of \$16,000 per year on housing criminals. Yet, students in our schools are allocated only \$4,600 per year.

The present focus on education stems from a competitive angle, not a reform approach. As Americans we need to look at our own system—the good and the bad—and make real movements toward change, realizing that a multi-ethnic, multi-faceted population cannot be compared to other nations that share a common culture, language and value system.

Americans pride themselves on diversity, not unitarianism. We must recognize the value of diversity, applaud it, and not look to make our education uniform. In other nations, as early as 8th and 9th grades, a person's future career is determined. We have the freedom of continuing

education for our entire life. Currently, my mother, who is a secretary, is pursuing her bachelor's degree at the age of 47. This opportunity would not be available in many other countries.

MR. CRESPO. The President's America 2000 plan recognizes the need and value of innovation in schools, but to restrict innovation to one school per congressional district is to deny all other students in that district the opportunities that creative, innovative schools provide.

Thomas Jefferson, another President, who was an avid proponent of education, said that, "The government that governs best, governs least." Government policies which attempt to control schools by linking funding with long detailed regulations on how funds must be allocated deter the educational process.

School communities, that is parents, teachers, and students who are responsible for carrying out school programs, are given no voice in the design. For example, if a school received funds for textbooks, these funds may not be altered and spent on field trips. These field trips may even be a more valuable experience for a particular school than buying books, but since books can be counted and listed, that becomes the focus.

MS. MIRANDA. Under our present system of disseminating funds, only the items that can be measured on a test are significant. If students cannot take a test and prove that they know something, then monies are rarely available for affective learning experiences. An illustration of this would be students who cannot attend conferences, competitions, or buy equipment due to the regulations which fail to recognize that these expenditures are valuable, but not necessarily measurable.

Schools must be encouraged to measure and evaluate themselves. The school communities need more autonomy so that the curriculum offerings, extracurricular activities, and the decisionmaking are the responsibility of the parties involved. These are the individuals who make school successful. They must be empowered.

William Butler Yates said, "Education is not the filling of a pail, but the lighting of a fire." The system of assessment that we use constantly focuses on the pail. In the pail are the SATs, PSATs, ACTs, RCTs, Regents, Lab Tests, LEP Tests and any and all other standardized tests that merely reduce education to a statistical game.

Schools are judged on the basis of how students perform on these tests and are allocated money based on the scores. The test is the only barometer for evaluating students and programs. Someone like myself, who is an A student, might perform poorly on standardized tests, and, therefore, my school could lose credibility and funds because I failed to meet the expectation determined by the testing company or some government agency.

Tests are rarely used as educational tools to identify needs. They are only used to determine the contents of the pail. Activities which spark students to draw a picture, volunteer to work with the elderly, write a song, perform a dance, or score a basket are therefore disregarded as insignificant or unimportant because they cannot be measured by a test.

Schools need the freedom to draft new systems for evaluating themselves and their students' achievements.

MR. CRESPO. Another area of real concern for students and teachers is the public image of the American educational system. The press takes one piece of garbage and make it into a dump; hence, a school with a single violent incident is labeled as an at-risk school. This employs the optimist/pessimist approach to evaluating schools.

The students in any high school are analogous to the glass of water which is either half full or half empty. The pessimist, such as the media and at times the government, constantly focus on what is missing in institutions and in the students. The negative, such as failure to produce high-test scores, number of young people involved with drugs and gangs, seem to be the only data used to judge effectiveness

What they fail to recognize is what the water does represent, which is students who do come to school, give service to the community, work hard and develop into responsible, caring individuals. These students rarely get the headlines, are seldom the feature on television, but they continue to struggle in spite of a lack of recognition that they receive.

If government wants to do something, then give the schools the freedom to design their own plan for motivating and serving their populations. Give schools an opportunity to reward underclassmen so that we cultivate the importance of academic achievement.

If we honor students who improve at all levels; for example, a student who is failing three classes and is now passing all subjects needs to be commended, as does the student who continues to maintain straight A's. Motivation is the key. I use this term in the broad sense to include recognition and appreciation, which are as vital as financial rewards.

This concept is also applicable to the teachers who serve in our schools. School systems and governments that neglect to recognize the contribution which teachers make to our country are ignoring the very people who make schools successful. Corporations recognize that, when their employees are educated, the company benefits. Yet, the government which requires teachers to pursue advanced degrees fails to provide financial assistance to enhance teaching skills. The government constantly looks for the support of teachers to initiate new curricula, but rarely involves them in the design of such curricular.

MS. MIRANDA. The schools of the future need the freedom to explore their own course of action. Alternative educational options need to be offered. The present system only permits options after required courses are completed. Very often students become turned off before they ever get to select an elective. Ninth and tenth graders seldom have any room in their programs for classes which might help them grow as human beings.

These effective course offerings are often nonexistent because they are not part of the state mandated curriculum and are not easily evaluated by means of a test. The cognitive courses which are more easily measured and tested are seldom eliminated. There is very little room for experimen-

tation in the field of vocational and occupational education within the regular academic high schools.

Another effective tool which could be employed would require all high school students to perform mandatory community service. This would expose all young people to the different needs in our communities, and the opportunity to see that we have to help remedy some of these societal ills. The student who may volunteer in a nursing home becomes more sensitive to the problems of the elderly. This reduces some of the tension between generations.

MR. CRESPO. It is imperative that any attempt to improve schools address the issue of local control. Legislation must include provisions for individual differences which occur between rural and urban schools. If the Neighborhood Schools Improvement Act is to be effective, it must eliminate some of the state and federal mandates which discourage schools to engage in real reform.

Governmental mandates for comprehensive plans across the state seem to be a contradiction to the name of the bill. Neighborhoods, as defined by Webster, is a district or locality with reference to its character or inhabitants. Broad legislation fails to include this definition. As a student, I find it difficult to understand how including several levels of bureaucracy will facilitate real reform.

I only know from experience that, when my teachers and I are planning an activity to enhance our school programs and we are forced to deal with many approvals and explanations, we become disheartened and discouraged. It becomes difficult and, at times, impossible to attempt anything innovative. It seems that legislation promotes this paper game.

MS. MIRANDA. We hope that any legislation that is enacted will address the concerns of the students as we expressed them today: (1) Education must be a national priority and funded accordingly. (2) Schools must be given greater autonomy in designing their own programs. (3) More attention must be paid to giving recognition to teachers in the areas of achievement and motivation.

(4) Alternative systems of assessing schools and students must be developed with less emphasis on the cognitive skills, which standardized tests attempt to measure, and more emphasis on the effective learning which is far more important for the individual. And last, but certainly not least. (5) If the initiatives called for in reform legislation are to be real, then freedom to explore other possibilities in the way of course offerings must be granted to the individual schools.

We thank you for recognizing the value of our opinion in the area of educational reform and for involving us in the democratic process.

[The prepared statements of Ms. Miranda and Mr. Crespo follow:]

**PREPARED STATEMENTS OF MONICA LEE MIRANDA AND
KEVIN CRESPO**

Good morning ladies and gentlemen. My name is Monica Lee Miranda and I am a senior here at Benjamin Cardozo High School. I have been active in Student Government as an officer and I presently chair the Queens Superintendent's Student Advisory Council.

My name is Kevin Crespo. I am a junior at John Bowne High School in Flushing and I serve on my own Student Government and also represent Queens on both the Chancellor's and Superintendent's Student Advisory Councils.

We are pleased to have this opportunity to give testimony which we feel reflects concerns of students in high schools across the nation.

Young people represent twenty four percent of our population, yet they are one hundred percent of our future and therefore must be our number one priority. If we examine the federal budget, it is clear that the amount spent on education is a small fraction of the amount spent on defense, foreign aid and even the prison system. Statistics show that, in the United States we spend an average of \$16,000 per year on housing criminals, yet students in our schools are allocated only \$4,600 per year. The present focus on education stems from a competitive angle, not a reform approach.

As Americans, we need to look at our own system, the "good" and the "bad" and make real movements toward change realizing that our multi-ethnic, multi-faceted population cannot be compared to other nations who share a common culture, language and value system. Americans pride themselves on diversity, not unitarianism. We must recognize the value of diversity, applaud it and not look to make our education uniform. In other nations as early as eighth and ninth grades a persons future career is determined. We have the freedom of continuing education for our entire life. Currently, my mother, who is a secretary is pursuing her bachelor's degree at the age of forty-seven. This opportunity would not be available in many other countries.

The President's America 2000 plan recognizes the need and value of innovation in schools but to restrict innovation to one school per congressional district is to deny all other students in that district the opportunities that creative, innovative schools provide. Thomas Jefferson, another President, who was an avid proponent of education said, "The government that governs best, governs least." Government policies which attempt to control schools by linking funding with long, detailed regulations on how funds must be allocated deter the educational process. School communities, that is parents, teachers and students who are responsible for carrying out school programs, are given no voice in the design. For example, if a school receives funds for textbooks, these funds may not be altered and spent on field trips. These field trips may even be a more valuable experience for a particular school than buying books. But since books can be counted and listed, that becomes the focus.

Under our present system of disseminating funds, only the items that can be measured on a test are significant. If students cannot take a test and prove that they know something, then monies are rarely available for affective learning experiences. An illustration of this would be students who cannot attend conferences, competitions, or buy equipment due to regulations which fail to recognize that these expenditures are valuable but not necessarily measureable. Schools must be encouraged to measure and evaluate themselves. The school communities need more autonomy so that the curriculum offerings, extra-curricular activities and the decision making are the responsibility of the parties involved. These are the individuals who make schools successful. They must be empowered. William Butler Yeats said, "Education is not the filling of a pail, but the lighting of a fire." The system of assessment we use constantly focuses on

the pail. In the pail are the SAT's, PSAT's, ACT's, RCT's, Regents, Lab Tests, LEP Tests and any and all other standardized tests which merely reduce education to a statistical game. Schools are judged on the basis of how students perform on these tests and are allocated money based on the scores. The test is the only barometer for evaluating students and programs. Someone like myself who is an A student might perform poorly on standardized tests and therefore my school could lose credibility and funds because I failed to meet the expectation determined by the testing company or some government agency. Tests are rarely used as educational tools to identify needs. They are only used to determine the contents of the pail. Activities which spark students to draw a picture, volunteer to work with the elderly, write a song, perform a dance, or score a basket are therefore disregarded as insignificant or unimportant because they cannot be measured by a test. Schools need the freedom to draft new systems for evaluating themselves and their students' achievements.

Another area of real concern for students and teachers is the public image of the American educational system. The press takes one piece of garbage and make it a dump, hence, a school with a single violent incident is labeled as an at-risk school. This employs the optimist-pessimist approach to evaluating schools. The students in any high school are analogous to the glass of water which is either half full or half empty. The pessimist, such as the media and at times the government, constantly focus on what it missing in institutions and in students. The negative, such as failure to produce high test scores, number of young people involved with drugs and gangs, seems to be the only data used to judge effectiveness. What they fail to recognize is what the water does represent which is, students who do come to school, give service to the community, work hard, and develop into responsible, caring individuals. These students rarely get the headlines, are seldom the feature of a television show but they continue to struggle in spite of the lack of recognition they receive. If government wants to do something, then give schools the freedom to design their own plan for motivating and serving their populations. Give schools the opportunity to reward underclassmen so that we cultivate the importance of academic achievement. If we honor students who improve at all levels, for example a student who is failing three classes and is now passing all subjects needs to be commended as does the student who continues to maintain straight A's. Motivation is the key. I use this term in the broad sense to include recognition and appreciation which are as vital as financial rewards.

This concept is also applicable to the teachers who serve in our schools. Schools systems and governments which neglect to recognize the contribution which teachers make to our country are ignoring the very people who make schools successful. Corporations recognize that when their employees are educated the company benefits, yet the government, which requires that teachers pursue advanced degrees, fails to provide financial assistance to enhance teaching skills. The government constantly looks for the support of teachers to initiate new curricular, but rarely involves them in the design of such curricular.

The schools of the future need the freedom to explore their own course of action. Alternative educational options need to be offered. The present system only permits options after required courses are completed. Very often students become turned off before they ever get to select an elective. Ninth and tenth graders seldom have any room in their programs for classes which might help them grow as human beings. These affective course offerings are often nonexistent because they are not part of the state mandated curriculum and are not easily evaluated by means of a test. The cognitive courses which are more easily measured and tested are seldom eliminated. There is very little room for experimentation in the field of vocational and occupational education within the regular academic high schools. Another affective tool which could be employed would require all high school students to perform mandatory community service. This would expose all young people to the different needs in our communities and the opportunities that we have to help remedy some of these societal ills. The student who may volunteer in a nursing home becomes more sensitive to the problems of the elderly. This reduces some of the tension between generations.

It is imperative that any attempt to improve schools address the issue of local control. Legislation must include provisions for individual differences which occur between rural and urban schools. If the Neighborhood Schools Improvement Act is to be effective it must eliminate some of the state and federal mandates which discourage schools to engage in real reform. Governmental mandates for comprehensive plans across the state seem to be a contradiction to the name of the bill. Neighborhoods as defined by Webster is a district or locality with reference to its character or inhabitants. Broad legislation fails to include this definition. As a student, I find it difficult to understand how including several levels of

bureaucracy will facilitate real reform. I only know, from experience, that when my teachers and I are planning an activity to enhance our school programs and we are forced to deal with many approvals and explanations, we become disheartened and discouraged. It becomes difficult and at times impossible to attempt anything innovative. It seems that legislation promotes this paper game.

We hope that any legislation that is inacted will address the concerns of the students as we expressed them today.

1. Education must be a national priority and funded accordingly.
2. Schools must be given greater autonomy in designing their own programs.
3. More attention must be paid to giving recognition to students and teachers in the areas of achievement and motivation.
4. Alternative systems of assessing schools and students must be developed with less emphasis on the cognitive skills which standardized tests attempt to measure and more emphasis on the affective learning which is far more important for the individual.
5. If the initiatives called for in reform legislation are to be real then freedom to explore other possibilities in the way of course offerings must be granted to the individual schools.

We thank you for recognizing the value of our opinion in the area of educational reform and for involving us in the democratic process.

REPRESENTATIVE SCHEUER. Well I want to thank you two students. You sought to testify jointly, so I want to thank you jointly for your perfectly splendid presentation of the issues. You faced up to the problems and possibilities of young students very honestly and courageously and came forth with very lucid suggestions. And I want to thank you both for your outstandingly fine testimony.

Ms. MIRANDA. You're welcome.

REPRESENTATIVE SCHEUER. All right. That completes the testimony of the second panel. And I want to thank all of you, Eileen Taylor, Jim Warren, and these two wonderful students, who we just heard from. Thank you very, very much, all four of you.

And now we'll hear from the third panel. We have five witnesses in this third panel. Don Singer, Cindy Brown, Fred Breithut, Tom Murphy and Patty Farnan, if you can come up.

The first witness will be Don Singer, the President of the Council of Supervisors and Administrators. Since this is a large panel and we're running way overtime, I'm going to ask all of the witnesses to stick to a five-minute limitation. I will say also that your prepared remarks will appear in full at the point in the record at which you testified. Okay? So, let's hear from Don Singer.

STATEMENT OF DONALD SINGER, PRESIDENT, COUNCIL OF SUPERVISORS AND ADMINISTRATORS

MR. SINGER. I thank you, Congressman, and it's a pleasure to testify to say that congressmen are beginning to listen to the practitioners and taking our advice, in terms of how schools should be restructured in the future. It's a very refreshing change.

We all know the problem facing public education today, and we know that the problem, in many respects, is related to funding. But before we talk about funding, let us just state some of the things that we, as practical educators, know work in education.

We know, for example, that children need a school with a safe and secure environment. We know that children need teachers who like children. We know that parent involvement in the school helps to create a better learning environment. We know that smaller class size enables teachers to provide individualized instruction, and that helps to improve learning.

We know that effective school leadership and teacher involvement in school planning help to create an optimum learning environment with schools. We know that the effective leadership of the members whom we represent are essential to the growth of any educational program. Leadership is among the crucial elements in educational success.

We know that schools need ample funds to purchase a variety of materials. We know that every school needs a well stocked library. We know that every school should have a pupil personnel staff. We know that

schools are a labor-intensive workplace where we do not make optimal use of our professional staff. We know that we need smaller schools.

We know that we are asking schools to take on additional tasks and provide additional services. We ask schools to be responsible for immunization, AIDS teaching, family life, sex education, condom distribution and other tasks which formerly were family responsibilities and completed by parents at home.

While schools are asked to take on these additional tasks, and most we do, and we must do that, the schools are not given additional time in the school day or additional personnel to complete the additional responsibilities. The school day is still six hours and twenty minutes, and the curriculum and responsibilities expand each year. We know that we need a longer school day and/or longer school year.

REPRESENTATIVE SCHEUER. Or both.

MR. SINGER. Or both. We know that we need equity of funding for all schools and that at present that we have a large disparity in the per pupil expenditure among different schools in the state and in the Nation.

We know that we must have an expanded program of pre-school education that starts at birth. We know that Head Start and day-care programs work. We know that our Nation must redefine education as a process that begins at birth, recognizes that the potential for learning begins even earlier and encompasses the physical, social, emotional and cognitive development of children.

We continue to search for the panacea for American public education, and do not recognize the known effective programs which are presently in use in many schools, this school in particular. We are confronting the austerity crisis in both the city and state. The same crisis confronts schools in the entire tri-state region and, I know, across the Nation.

And unless this Nation is ready to look inward and mobilize its resources, we cannot implement known and proved educational programs which work. We are dooming another generation. There is no substitute for adequate funding. We need an Operation Save Our Children, Save Our Schools. We know what works. We need much less rhetoric and more funding.

A nation which placed a man on the moon, a nation which funded Operation Desert Storm, and a nation which funds programs for all displaced people has the resources, intelligence and funding to educate our youth. We know what works. Do we have the will, the desire and the funds to implement the known effective programs?

In an attempt to earn the title The Education President, George Bush has announced a plan to improve America's schools. The plan is vague in a number of vital areas of concern. It calls for an expenditure of a mere \$230 million in public funds, and will allow parents to opt for subsidies.

Secretary of Education, Lamar Alexander's America 2000 will be the national blueprint for education. It states that all children in America will

start school ready to learn. Can this happen if pre-school programs continue to be cut?

However, it is heartwarming to note that there is a bill—that I'm sure you're aware—that has just been introduced in both the House and in the Senate called the Conyers Bill, which will begin to mandate that monies saved because of our war economy would be used toward a peace economy. And we hope, sir, that you would use your influence to see to it that this is just the beginning of this conversion.

REPRESENTATIVE SCHEUER. Just for your information, I am a co-sponsor of the Conyers Bill, and I will be one of the lead speakers in support of it when the House considers the bill this next year.

I might also say that I have co-sponsored with Congressman Dale Kilvey of Michigan, a leading member of the Education Committee, a bill providing for the full funding of Head Start by 1994.

MR. SINGER. Excellent. Thank you.

REPRESENTATIVE SCHEUER. This bill was passed; it was signed by the President; and it is law. It is providing the authorizations. Now, what we have to do is to make sure that the appropriations follow so that the money is actually appropriated, not just authorized. Thank you. Please continue.

MR. SINGER. I just wanted to conclude that I could not hear any better news than what you just stated. But the trillions of dollars that we spend in terms of our military economy, the cold war is over, it is time that we took the leadership and converted that to a war for education and for other social needs in the United States. Because, sir, if we don't, we are truly going to lose a generation, and that's a much greater cost than any other war that we have to fight. Thank you very much.

[The prepared statement of Mr. Singer, together with attachment, follows:]

PREPARED STATEMENT OF DONALD SINGER

I believe that it is most important for us to be exploring ways to improve our educational system as we face a new set of priorities for the 90's.

Today I will share with you what we at the New York State Federation of School Administrators feel should be included when formulating an agenda dealing with education and training. However, before I do, let me share with you some revealing statistics.

New York has the third highest illiteracy rate in the nation and only 62% of New York's adults have attained a high school diploma. I become hard pressed for an answer as to why this exists, particularly when I consider that New York State ranks as the 4th wealthiest state in the nation. The only conclusion I can come to is that it is not how much we spend, but rather how we spend our money, and this concept is not specific to New York State. The entire nation must refocus on what our priorities should be and how we should invest our monies in order to insure human resources and support of basic human needs.

In preparing for the 90's, we have to recognize that many of the programs that are presently in force work and should be retained. Let's not make the classic mistake of "throwing the baby out with the bath water" or attempting to "re-invent the wheel." Rather, let us selectively delete those programs that don't work and retain those that do work.

We know that children need a school with a safe and secure environment in the school and in the surrounding neighborhood. We know that children in urban centers must be able to be safe and secure on the way to school and on the way home from school in public transportation and on the streets. We know that in the school order and discipline precede learning.

We know that children need teachers who like children; who are well trained; who are motivated; and who believe that children can learn.

We know that parent involvement in the school helps to create a better learning environment. We know that parent support at home, to provide a quiet area to complete homework, to provide a good diet for children and to provide praise and support for children help children to learn. We know that children must feel wanted and loved.

We know that smaller class size enables teachers to provide individualized instruction and this helps to improve learning. We know that smaller classes enable teachers to know the strengths, needs and weaknesses of each individual student. Why do all of the prestigious private schools such as Dalton, etc. have class sizes of fifteen to twenty?

We know that effective school leadership and teacher involvement in school planning help to create an optimum learning environment in schools. Chester E. Finn, Assistant Secretary of Education in the Reagan Administration said in

response to the question- What one thing could be done today to improve the schools? (quote)"I would hire the best principal I could find and then give that person ample authority and heavy responsibility.." and he concluded, "Leadership is among the crucial elements in educational success." (unquote)

We know that schools need ample funds to purchase a variety of instructional materials. We know that schools should have audio visual materials such as overhead projectors, camcorders and VCR's. We know that computers are an essential aid to instruction and that a variety of programs are available in all subject areas. The present textbook allocation in New York City is \$25.00 per child. One math, science or social studies textbook has a price tag of \$30 to \$35.

We know that every school should have a well stocked library and a librarian to make books available to all students. The library should be open all day for students.

We know that every school should have the pupil personnel staff to meet the needs of students - guidance counselors, social workers, psychologists, speech teachers and other providers of related services.

We know that schools are a labor intensive workplace where we do not make optimal use of our professional staff. We have professional staff members completing clerical tasks unrelated to classroom teaching rather than using competent clerical staff to complete these chores and free the professional staff to work with children.

We know that we need smaller schools and that schools with a student population of four to five thousand are too large and impersonal. We know that even in smaller schools, on the middle and high school level we need houses or teams which will work with groups of one hundred to one hundred fifty students to provide a smaller family nurturing relationship.

We know that we are asking schools to take on additional tasks and provide additional services. We ask schools to be responsible for immunization, aids teaching, family life and sex education, condom distribution and other tasks which formerly were family responsibilities and completed by parents at home. While schools are asked to take on these additional tasks and must do so, the schools are not given additional time in the school day or additional personnel to complete the additional responsibilities. The school day is still six hours and twenty minutes and the curriculum and responsibilities expand each year. We know that we need a longer school day and/or longer school year.

We know that we need equity of funding for all schools and that at present we have a large disparity in the per pupil expenditure among different schools in the state.

We know that we must have an expanded program of preschool education that starts at birth. We know Headstart and Project Giant Step work. We know that "Children reared in poverty suffer a multitude of debilitating health, emotional, social and family problems that can impede learning. These children usually start school poorly prepared for formal school work, and most school based remedial strategies have proven less than successful in bringing them up to par. Once in school, many disadvantaged children fall farther and farther behind until poor performance, low self esteem, alienation and frustration cause them to drop out. First the nations must redefine education as a process that begins at birth, recognizes that the potential for learning begins even earlier, and encompasses the physical, social, emotional, and cognitive development of children."

The only thing that we must keep in mind is that the preparation that we give our youth today must be preparation that will prepare them for the very difficult, highly technical

world of tomorrow. Our thrust and our curriculum must be in that direction. We cannot afford to dwell in the past.

We continue to search for "the panacea" for American public schools and do not recognize the known effective programs which are presently in use in many schools. We are now confronting the austerity crisis in both New York City and New York State schools. The same financial crisis confronts schools in the entire tri-state region. Our inadequate educational funding will be further depleted. Unless this nation is ready to look inward and mobilize its resources, we cannot implement known and proved educational programs which work. We are dooming another generation. There is no substitute for adequate funding. We need an OPERATION SAVE OUR CHILDREN, SAVE OUR SCHOOLS. We know what works. We need less rhetoric and more funding. A nation which placed a man on the moon, a nation which funded Operation Desert Storm and a nation which funds programs for all displaced people such as the Kurds, has the resources, intelligence and funding to educate our youth. We do know what works. Do we have the will, the desire and the funds to implement the known effective programs?

In an attempt to earn the title "The Education President," George Bush has announced a plan intended to improve America's schools. The plan, while notably vague in a number of vital areas of concern, is lamentably specific in several others. It calls for an expenditure of \$230 million of public funds and would allow parents to opt for subsidies or tuition vouchers to pay for private schools.

Secretary of Education Lamar Alexander's "America 2000" will be the national blueprint for education. It states that all children in America will start school ready to learn. Can this happen if pre-school programs continue to be cut? However, it is heartwarming to note that the Senate voted just this week, and overwhelmingly passed an \$850 million Democratic Education Bill

that would channel money to schools in poor communities and schools trying experimental improvements. We could hope that the House will also approve this bill.

We are encouraged that the Senate rejected Mr. Bush's plan which would have provided federal money to a limited number of poor parents wishing to send their children to private schools. This action, had it gone unchecked, could easily have sounded a death knell for public education across the country.

A second goal states that the high school graduation rate will increase to at least 90%. How do we hope to accomplish this goal in the absence of guidance service and career programs? (A report by Lester Golden, CSA High School Director, entitled, "Improving the Delivery of New York City Vocational-Technical Education" addresses this problem. As the report is too lengthy for me to read here, I have attached it to my testimony in order that it be printed in the hearing record).

The plan further calls for U.S. students to be first in the world in science and mathematics achievement. Is this a realistic goal in light of increasing class size and reductions in instructional supply monies?

The plan calls for every adult American to be literate and possess the knowledge and skills needed to compete in a global economy. The plan also states that every school in America will be free of drugs and violence and will offer a disciplined environment conducive to learning. These are wonderful goals, but they cannot be achieved without a conscious, direct infusion of new resources for schools.

"America 2000" promotes parental choice, call for "new world standards" in the five core subjects, and calls the country's 50 Governors to designate America 2000 communities that will pledge themselves to achieve the six national education goals and to establish "New American Schools" as models of organization and practice.

Are these objectives achievable if the Federal government commitment remains the same? Probably not!!

Can we expect success if the large cities are left to flounder in the abyss of fiscal instability? Probably not!!

Can we hope for progress if monies are not forthcoming for establishing built-in systemic training programs for school professionals? Probably not!!

Can we hope for some degree of success? Yes, if the Federal government owns up to its responsibility of adequately supporting public education across the country.

We at the Federation hope to see a day when other countries across the globe once again point to the United States as having a model educational system. A day that I'm sure we will all be proud of.

IMPROVING THE DELIVERY OF NEW YORK CITY
VOC-TECH EDUCATION

Lester Golden
High School Director
Council of Supervisors and Administrators

To say that America is in need of trained, skilled workers is to understate what is quickly becoming a critical problem if the United States is to maintain its world economic and political leadership. America's economic strength is rapidly being dissipated while other nations challenge our leadership and move ahead in production of machines, equipment and consumer products that were once the hallmark of this nation's industrial base. Whereas in the past the United States was able to be "the arsenal of Democracy," today, we are more and more the producers of services and the consumers of goods and services... the goods coming from elsewhere. Although statistics and testimony can be compiled to support this view, one really has to go no further than his/her own home to find a foreign car in the garage or on the street, foreign-made clothes in the closets, and foreign manufactured audio, video and household appliances in every room. The shortage of skilled labor goes beyond the manufacturing process. Many of us have experienced the shortage of carpenters, plumbers and electricians when we sought to have repairs made in our homes. Suffice it to say, the need for trained skilled workers is critical yet little is being done to satisfy the need. What should be a top priority item in educating American youths for the future is, instead, one of the low priority items in seeking to reform American education (See Albert Shanker's column, "Why Are We So Far Behind?" in the New York Times, Sunday, April 23, 1989).

In his article, "The Continuing Need for Vocational Education" in Education Week, head of the department of vocational and industrial education at Pennsylvania State University, Frederick G. Welch, stated, "Not all students are cut out for college; some prefer to learn a trade and enter the working world. If we try to force these students into an academic mold, they are likely to become frustrated and drop out of high school...But we must remember that American schools serve a wide range of students and that the future needs of the non-college-bound deserve equal attention. In the interest not only of equity but also of economic growth, we must maintain effective vocational education program."

A fourteen year old child, living in New York City, is in the process of completing one of the most trying educational periods of his or her life - intermediate school. Many of the youngsters are not prepared, educationally or socially, to move on to high school. Indeed, many moving on are doing so as a result of social promotion rather than academic achievement. With or without the assistance of a guidance counselor, the graduating middle school youngster must make a choice regarding his or her future high school and education program. At the age of fourteen, the adolescent is called upon to make a decision that could very well impact on the remainder of his or her life.

In 1987, New York State, with 62%, ranked 46th in the percent of its high school freshmen who graduated. Of the approximately 270,000 students in the various city high schools, the majority who are in zoned academic/comprehensive schools will receive a program that ranges from honors to modified. Of these, more than 30% will drop out before completing the 12th year. However, in the vocational sector, the picture is a little different. There are 19 vocational/technical schools in New York City. In 1987, approximately 35,000 students applied to them for admission; some 9,000 were accepted. Overall, the dropout rate for vocational/technical schools is one third to one half of what it is for academic/comprehensive schools. It is also worth noting that many vocational high school graduates go on to higher education. This year, a vocational high school produced one of the finalists in the prestigious Westinghouse Science competition. Vocational/technical high schools can be proud of their achievements.

It might be assumed that vocational high schools are accepting only those students with superior ability. This would be an incorrect assumption! On a bell curve, students entering the vocational high schools would generally fall into the average and below average range

in academic standing. What most students do possess is an interest in learning a skill. Under the tutelage of a skilled tradesperson in the "shop" environment, this interest can be developed and refined. There are a significant number however, who, although not truly interested in vocational education, enter to avoid attending zoned high schools which are reported to be unsafe or unable to maintain decent educational standards. Since many of these students ultimately return to their zoned high school because of a lack of interest in the programs available, the scarce resources of the voc/tech school have been wasted.

The following factors negatively impact on the delivery of vocational education programs in New York City:

1. Repairs of existing equipment and/or installations of new equipment are difficult, often impossible tasks.
2. Central offices have not been given the responsibility to accredit vocational programs in vocational high schools and in academic/comprehensive high schools to assume validity.

3. Voc-tech schools are under the supervision of high school borough superintendents and are dealt with and evaluated using the same criteria as the twenty-odd other schools each superintendent supervises.
4. There is no K-12 plan for the continuum of delivery of vocational education.
5. There is little articulation regarding voc-tech programs between guidance personnel in the intermediate schools and the high schools.
6. The high school admissions policy and procedures result in the placement of students in schools with programs that are of little interest to them.
7. Voc-tech schools have a large proportion of students who have difficulty graduating because they cannot pass the RCT's. The Regents Action Plan has not addressed this problem. In many cases, student programs are modified to prepare the student to meet rigid graduating criteria at the expense of adequately preparing them to enter the world of work.
8. There is no vocational or technical person contributing to the formulation of policy at the chancellor's level.

9. Vocational programs in NYC high schools have not been standardized making it difficult for students to transfer from one school to another. Superintendents and most principals do not have content expertise to supervise the curriculum mandates of Regs 100.
10. The high school division has people classified as "occupational specialists" who lack broad based vocational training and, indeed, may never have worked in private business or in industry.
11. The high school division clusters need to be redesigned if they are to continue. Most principals tolerate this centrally imposed initiative only because it is a mandate.
12. In voc-tech high schools, the ninth and tenth year students have problems because they have not been adequately prepared by feeder schools. As in academic high schools, the failure rate in these grades is high.
13. Remediation classes and other mandates such as the Introduction to Occupations course, foreign language requirements and the additional credit in social studies have intruded on the school's ability to prepare students for entry level jobs.

14. Coop arrangements do not benefit students when the structure demands that students work on an alternate week basis or when the work experiences are not appropriate or valid.
15. Guidance counselors are permitting students to drop the 12th year vocational subject because the minimum time requirement, as specified by NYS, has been satisfied. Unfortunately, the most technical portion of the sequence is included within these 12th year subjects. This negatively impacts on the students ability to gain employment and advance in their chosen vocation.
16. There is not enough articulation between schools and business/industry.
17. There is no process in place to train and update vocational teachers in their content specialty. Staff development is offered on a "catch-as-catch-can" basis and reaches only those teachers willing to pursue professional development.

18. Vocational programs exist in a variety of high schools throughout NYC. Little though is given to planning for future employment trends or to implementing programs that are needed in a particular borough. For example, the borough of Manhattan does not offer any vocational programs in automechanics or automotive body repair while other boroughs have a surplus.

If the quality of New York City education is to be improved, it will be done so by providing for those students who are dropping out because schools are failing to provide for their needs. To a great extent, those needs will be satisfied by restructuring and reforming high school vocational and technical education. Even today, the vocational high schools have value but, to preserve and increase their value, there must be a commitment to their priority in the overall plan for secondary education. The following changes, reforms and restructurings are needed:

1. Create a BOCES-like structure within the vocational high schools so that students from all schools can be given the opportunity to pursue vocational education on a shared-day basis. BOCES-like schools should exist centrally in each of the city's boroughs

2. Place all vocational high schools under the leadership of one assistant superintendent who would be responsible for providing direction and serving as a advocate for voc-tech education.
3. Allow the Director of Trade and Technical Education, the licensed content specialist, to function in support of the superintendent to accredit programs and provide the needed city-wide direction. Strengthen this office so that it can develop linkages, provide technical support to clusters and develop procedures that will address the many problems and issues previously listed.
4. Develop a diploma endorsement that gives recognition to students who successfully complete the more demanding vocational sequence requirements.
5. Provide greater flexibility in determining diploma requirements so that high school completion is based on knowledge and skill rather than time and credits.
6. Establish an office within the new school construction agency or in the division of school buildings that would have as its sole

responsibility, the construction and updating of vocational shop facilities. Each school is to have state-of-the-art equipment so that graduates can make an easy adjustment from school to industry.

7. Amend policy that allows students to be removed from voc-tech classes for the sake of academic remediation.
8. Establish linkages between middle school technology programs and high school voc-tech programs to provide a smooth continuum.
9. Mandate one unit of occupational education for all high school students. At a minimum, all high school students should be given a life experience course such as Home Maintenance, Food and Diet, etc.
10. Increase programs for training and updating vocational teachers. Develop programs to train vocational teachers with leadership skills to become voc-tech department heads and principals.
11. Streamline the process by which skilled tradespeople can enter teaching from industry. Provide the needed salary incentives.
12. Establish a centralized job placement office for students graduating from voc-tech schools.

13. Establish a functioning advisory committee on voc-tech education and include vocational administrators and supervisors, as well as representatives from business and industry.
14. Publish a voc-tech professional periodical that would publicize exemplary programs and advertise staff development opportunities.
15. Review and modify the criteria for rating vocational high schools. Include items such as job placement, linkages and staff development initiatives.
16. Provide for outside of school student apprenticeship and internships.
17. Develop working relationships with labor unions, business and industry for support and job placement.
18. Develop working relationship with city, state and federal government for support and job placement.
19. Review and revise academic course content so that it satisfies student needs for a productive life and involved citizenship.
20. Clarify distinction between earning credits and live work. After proper evaluation, credit students who work in industry or business. Colleges do it; so should high schools!
21. Investigate the possibility of opening up school for training of unskilled young adults and drop outs who desire to return to school. Provide vocational training for students leaving high school for GED programs.

Today, while the industrial nations of the world are preparing their young adolescents to enter the industrial and business workplace with skills they learned in schools and work-experience cooperatives, New York City's voc-tech education program is awash in problems that few in the highest levels of the school system's administration appear to be addressing. While youngsters see no relationship between schooling and their needs, abilities and goals and drop out at alarming rates; while large numbers of adolescents and adults sit idle or hold dead-end jobs; and while more and more skilled jobs are being filled by out-of-town or foreign workers, the need for leadership in vocational and technical education goes unfilled.

The new Chancellor and High School Division leadership afford voc-tech education and the students of New York City a unique opportunity to bring about a resurgence of this vital sector of education. We hope that the new administration, together with industry, labor and pedagogues, will unite in a cooperative effort that will provide youngsters with educational options which will allow them to work with their hands as well as with their minds and, in doing so, enter adulthood with skills that

will make them economically self-sufficient and productive citizens. Improve vocational-technical education in New York City, and New York City public school education, overall, will improve!

Lester Golden

Director of High Schools
Council of Supervisor and
Administrators
April 26, 1990

Now's time to pick fastest-growing jobs of '90s

Which are the fast-growth occupations for the 1990s? The rapid-growth industries — the ones that will add the most jobs in the next 10 years — will include health care (outpatient care, physicians offices), business services (accounting, consulting, personnel supply), and computer and data processing.

Most jobs in manufacturing (with some notable exceptions such as making of scientific or medical instruments) will be cut.

One key for planning a career for the '90s is to zero in on employment opportunities with firms in rapidly growing industries.

But in addition to knowing where to focus, you'll also need to know which occupations are scheduled to have the fastest job growth over the next 10 years.

When it comes to choosing fast-growth occupations, you have two long lists from which to choose. There are 20 occupations likely to have the fastest percentage growth through the year 2000.

Occupations with the highest percentage change in employment from now to the year 2000 include:

Jobs	Change in percent
Paralegals.....	75
Medical assistants.....	70
Home health aides.....	68
Radiology technicians.....	66
Data processing equipment repairers.....	61
Medical record technicians.....	60
Medical secretaries.....	58
Physical therapists.....	57

Surgical technologists.....	56
Operations research analysts.....	55
Securities and financial service sales representatives.....	55
Travel agents.....	54
Computer systems analysts.....	53
Physical therapy assistants.....	53
Social welfare aides.....	52
Occupational therapists.....	49
Computer programmers.....	58
Human services workers.....	45
Respiratory therapists.....	41
Correction officers and jailers.....	41

The occupations with the largest numerical change in employment by 2000 are:

Jobs	Change
Retail salespeople.....	730,000
Registered nurses.....	613,000
Janitors/cleaners.....	556,000
Writers/waitresses.....	551,000
Managers/executives.....	479,000
General office clerks.....	455,000
Secretaries.....	385,000
Nursing aides.....	378,000
Truck drivers.....	369,000
Receptionists.....	331,000
Cashiers.....	304,000
Guards.....	256,000
Computer programmers.....	250,000
Food-counter workers.....	240,000
Food preparation workers.....	234,000
Licensed practical nurses.....	229,000
Secondary-school teachers.....	224,000

Job Talk GARY DESSLER



Computer systems analysts.....	214,000
Accountants.....	211,000
Elementary-school teachers.....	208,000

If you're still planning a college education, here are the occupations that are growing fastest, either in percentage terms or in absolute numbers:

Jobs	Jobs
Physical therapists	Operating research analysts
Financial service sales	Actuaries
Computer systems analysts	Occupational therapists
Computer programmers	Employment interviewers
Electrical engineers	Recreational therapists
Managers/executives	Grade-school teachers
Accountants	Lawyers
Food/lodging managers	Physicians

Interested in getting a high school diploma plus some training, but not necessarily a college degree?

The occupations that will grow fast include.

Jobs	Jobs
Paralegals	Registered nurses
Medical assistants	Licensed practical nurses
Radiology technicians	Maintenance repairers
Data-processing repair	Carpenters
Medical records technicians	Cooks
Surgical technologists	Blue collar worker supervisors
Physical therapy assistants	Electronic technicians
EEG technologists	Automobile mechanics
Occupational therapy aides	Medical assistants
Respiratory therapists	Electricians

Will you stop your education with high school or less? These jobs can generally be learned in short-term, on-the-job training or through education, and are growing fast:

Jobs	Jobs
Home health aides	Retail sales workers
Travel agents	Janitors and cleaners
Subway/street car operator	Writers/waitresses
Social welfare aides	General office clerks
Human services workers	Secretaries
Correction officers	Nursing aides
Receptionists	Truck drivers
Flight attendants	Cashiers
Bakers	Guards

Of course, there are a lot of other factors to consider when choosing an occupation, such as what you enjoy and what you're best at. But choosing an occupation (and industry) in which the job prospects are promising should contribute to a more satisfactory career.

□ Gary Dessler, professor at Florida International University, is a syndicated columnist.

REPRESENTATIVE SCHEUER. Well thank you for that very fine testimony. And now we'll hear from Cindy Brown, President of the Queens Confederation of High School Parents' Associations.

Cindy Brown, please proceed.

**STATEMENT OF CINDY BROWN, PRESIDENT,
QUEENS CONFEDERATION OF HIGH SCHOOL PARENTS' ASSOCIATIONS**

Ms. BROWN. Thank you. The Confederation of Queens High School Parents' Association is a borough-wide organization, comprised of the presidents of the Parent's Associations in each one of our 26 high schools. Our organization represents the parents of approximately 63,000 children. Thank you for this opportunity to voice our opinion and concerns on the suggestions for improving schools.

From the material that has been made available in both proposals, it becomes apparent that the government is anxious to see educational reforms for a variety of reasons, not the least of which are economic. It is also a politically viable item in this election year. Whether it continues to be after November 1992 remains to be seen.

Generally speaking, there is little to disagree with, insofar as the goals prescribed to an America 2000 and NSIA. However, I would like to comment on the following items in funding. Both Acts appear to provide some dollars for school improvement.

America 2000 suggests allotting \$1 million, or 690 million overall, to each congressional district for the purpose of designing a new and innovative institution in the community. NSIA would have states submit proposals for a five-year program of reform. NSIA would also provide for a stakeholder's panel to determine grant recipients, and this appears to be an intelligent approach, provided, of course, that the panel would be equitably composed.

I believe we should keep in mind that New York and California both have State Board of Regents and the power to make many of the decisions that would now be assumed by this body. We don't need organizations duplicating efforts for the same purpose. I am also concerned that funding be for new monies and not simply a redirection of funds currently committed to education.

On a definition of terms. The term "community" is used in America 2000 without a definition of what determines a community. This concerns me because the "how to" of obtaining improvement appears to come from the community. This is a very broad term. America 2000 directs funds to each congressional district, but each district encompasses more than one school board and, in some instances, more than one county.

Who or what will determine which community or district receives the funding? In New York City, the high schools are governed directly by the New York City Board of Education.

[Whereupon, a brief recess was taken.]

REPRESENTATIVE SCHEUER. We'll ask Ms. Cindy Brown to continue.

Ms. BROWN. Who or what will determine which community or district receives the funding? In New York City, the high schools are governed directly by the New York City Board of Education, with a superintendent in each borough. These schools are not part of the community school districts. Will the Central Board of Education decide which community within the congressional district receives the monies, or will it be a political decision?

It is important to distribute funding as equitably as possible to prevent pitting one school against another. Questions such as these should be resolved before any action is taken.

Regarding testing, America 2000 suggests a national testing system to determine skills knowledge. While this will not necessarily strengthen skills, it will certainly take up classroom time as teachers prepare to admit the tests.

At this point in time, I don't believe our children need more tests. Parents, students and teachers are spending inordinate amounts of time on test preparation. If national tests are implemented, even more class time will be taken up teaching to the these tests rather than teaching the curriculum.

However, should national testing become inevitable, please consider giving exams that assess subject knowledge and mastery of the curriculum. Trying to set a norm for the entire country may be a very difficult task unless everyone is studying the same material at the same pace.

Of all the goals presented for school improvement, perhaps the most important one is that all students should come to school prepared to learn. No one would disagree with this premise, yet, children from all walks of life and all ages come to school unprepared every day. I believe that this is a reflection of our society and the times in which we live rather than a shortcoming on the part of the educational system.

Nowhere is this more important than in large urban areas, such as New York City, where societal problems sometimes threaten to overwhelm schools, rendering teaching very difficult. The very poor people and uneducated, whose children would benefit the most from reforms, seldom have a voice.

At present, the formula for state aid to education for New York City is less than that to other areas of the state because of the formula used. Small districts, as compared to New York City, on Long Island and upstate, have long been protected by provisions and have power to raise additional monies for their schools. This creates great disparity between districts, with some spending far more dollars per student than others.

While these school districts do not necessarily need an influx of dollars, as they already provide and often deal with a different student body. Until very recently, most of these areas have not had to suffer through a series of severe budget cuts that cities have experienced.

You must understand that the problems confronting suburban schools are seldom the same as those faced in the city schools. When educational goals are set, idealistically, they should be the same for everyone.

Realistically, we all realize that many schools are nearer to achieving suggested goals and, indeed, are reaching those goals.

One must look at the student population that one is dealing with. A middle- to upper-class community demands more and has higher expectations of its school system because parents know their rights. Their standard of living permits them to pay attention and participate in schools, and they are taxpayers.

Many inner city children, who come from a poor environment, frequently do not have parents who can prepare them for school. Their parents often have more basic needs, such as food and housing. Few children from these types of families will come to school prepared to learn, if they come to school at all.

The last 20 years has seen a radical change in the makeup of the typical American family. There are as many children coming from single-parent homes as not, and the influx of immigrants from Asia, South America, and a myriad of other countries has given us and placed non-English speaking children in the school system at all grade levels.

If it is the desire of government to improve education for all children, then the gap between what we envision as the traditional classroom and what has become the traditional classroom must be dealt with. If schools are to be all things to all people and change the face of society, then the schools must be equipped with the proper tools.

Classes must be small, especially in the most difficult schools. Health services must be available in each and every school three days a week. Psychologist, psychiatrists, nutritionists, counselors, security and police officers should be on staff to deal with problems which prevent children from learning. Teachers have to be free to teach.

There is very little wrong with the curriculum in New York State; the problem lies in implementing it. If you really want to see schools turn around, then you must take into consideration all the support services that have to be provided by other than teachers. There will always be room for improvement and more strenuous curriculums, but our educational system has been an orphan too long for one quick fix, such as an innovative school or program here and there. The entire system must be fixed where it is broken.

Public schools cannot be charged with correcting all the problems that now face society. When we should have put monies into schools, we looked the other way. When budgets were cut, schools got cut ahead of all other essential services. The message was clear to educators and children; education is not a priority. I only hope that these proposals are a sincere request for change. Thank you.

[The prepared statement of Ms. Brown follows:]

PREPARED STATEMENT OF CYNTHIA BROWN

The Confederation of Queens High Schools Parents Associations is a borough-wide organization comprised of the presidents of the parents associations in each one of our twenty-six high schools. Our organization represents the parents of approximately 63,000 children. I am appreciative of the opportunity to voice our opinion and concerns on the suggestions for improving schools as proposed in the above named documents.

From reading the material that has been made available on both proposals it becomes apparent that government is anxious to see educational reforms for a variety of reasons, not the least of which are economic. It is also a politically viable item in this election year. Whether it continues to be after November, 1992 remains to be seen. Generally speaking there is very little to disagree with insofar as the goals proscribed in in American 2000 and NSIA. However, I would like to comment on the following items:

FUNDING - Both acts appear to provide some dollars for school improvement. America 2000 suggests allotting \$1,000,000 dollars (\$690,000,000 overall) to each congressional district for the purpose of designing a new and innovative institution in the "community" and NSIA would have states submit proposals for a five year program of reform. NSIA would also provide for a stakeholders panel to determine grant recipients and this appears to be the more intelligent of the two approaches -- provided of course that the panel is equitably composed. I believe you should keep in mind that both New York and California have a State Board of Regents empowered to make many of the decisions that would now be assumed by this body. We don't need organizations duplicating efforts for the same purpose. I am also concerned that funding be new monies and not simply the redirection of funds currently committed to education.

DEFINITION OF TERMS - The term "community" is used in America 2000 without a defini-

tion of what determines a community. This concerns me because the "how to" of attaining improvement appears to come from the community. This is a very broad term: American 2000 directs funds to each congressional district but each district encompasses more than one school board, and in some instances, more than one county. Who or what will determine which community/district receives the funding? In New York City the high schools are governed directly by the New York City Board of Education, with a superintendent in each borough. These schools are not part of the community school districts. Will the central board of education decide which "community" within the congressional district receives the monies or will it be a political decision? It is important to distribute funding as equitably as possible to prevent pitting one school against another. Questions such as these should be resolved before any action is taken.

TESTING - America 2000 suggests a national testing system to determine skills knowledge. While this will not necessarily strengthen skills, it will certainly take up classroom time as teachers prepare children for this test. At this point in time I'm not sure our children need more tests. Parents, students and teachers are spending inordinate amounts of time on test preparation. If national tests are implemented, even more class time will be taken up teaching to these tests rather than teaching the curriculum. However, should national testing become inevitable, please consider giving exams that assess subject knowledge and mastery of the curriculum. Trying to set a norm for the entire country may be a very difficult task unless everyone is studying the same material at the same pace.

GOALS - Of all the goals presented for school improvement, perhaps the most important one is that all students should come to school prepared to learn. No one would disagree with this premise yet children from all walks of life and all ages come to school unprepared every day. I believe that this a reflection of our society and the times in which we live rather than a shortcoming on the part of our educational system. No where is this more apparent than in large, urban areas such as New York City where societal problems sometimes threaten to overwhelm schools making teaching very difficult. The very people -- the poor and uneducated, whose children would benefit

the most from reform -- seldom have a voice in suggesting improvement. At present the formula for state aid to education for New York City is less than that to other areas of the state because of the formula used. Small school districts (small compared to NY City's districts) on Long Island and upstate have long been protected by save harmless provisions and have the power to raise additional monies for their schools. This often creates great disparity between districts with some spending far more dollars per student than others. Wealthy school districts do not necessarily need an influx of dollars as they already provide a better school climate and they often deal with a more homogeneous student body. Until very recently most of these areas have not had to suffer through the severe budget cuts that have hit the cities. You must understand that the problems confronting suburban schools are seldom the same as those facing city schools.

When educational goals are set, idealistically they should be the same for everyone. Realistically we all realize that many schools are nearer to achieving suggested goals, indeed are reaching those goals. One must look at the student population one is dealing with first. A middle to upper class community demands more and has higher expectations of its school system because parents know their rights; their standard of living permits them to pay attention and participate in schools; and, they are taxpayers. Many inner city children who come from a poor environment frequently do not have parents who can prepare them for school. Their parents often have more basic needs, such as food and housing. Few children from these types of families will come to school prepared to learn if they come to school at all.

SOCIETAL CHANGES AND THE NEED FOR OTHER THAN EDUCATIONAL SERVICES - The last twenty years has seen a radical change in the makeup of the typical American family. There are as many children coming from single parent homes as not and the influx of immigrants from Asia and South America and a myriad of other countries has placed non-English speaking children in the school system at all grade levels. If it is the desire of government to improve education for all children then the gap between what we envision as the traditional classroom and what has become the typical classroom must be dealt with. If schools are to be all things to all people, and change

the face of society, then they must be equipped with the proper tools.

Classes must be small, especially in the most difficult schools. Health services must be available in each and every school at least 3 days/week. Psychologists, psychiatrists, nutritionists, counselors and security/police officers must be on staff to deal with the problems which prevent children from learning. Teachers have to be free to teach. There is very little wrong with the curriculum in New York State -- the problem lies in implementing it. If you really want to see schools turn around then you must take into consideration all the support services that have to be provided by other than teachers.

There will always be room for improvement and more strenuous curriculums but our educational system has been an orphan too long for one "quick fix" such as an innovative school or program here and there. The entire system must be fixed where it is broken. Public schools cannot be charged with correcting all the problems now facing society. When we should have put monies into schools, we looked the other way. When budgets were cut, schools got cut ahead of all other essential services. The message was clear to educators and children -- education was not a priority. I only hope that America 2000 or NSIA are a sincere request for change.

NSIA appears to be a step in the right direction and better thought out than America 2000. I hope Congress sees fit to pass an education reform package as soon as possible.

REPRESENTATIVE SCHEUER. Thank you very much, Ms. Brown.

And now we'll hear from Fred Breithut, President of the School-Business Partnership of Long Island.

**STATEMENT OF FRED BREITHUT, PRESIDENT
SCHOOL-BUSINESS PARTNERSHIP OF LONG ISLAND**

MR. BREITHUT. Thank you very much, Congressman Scheuer, panelists, students entering, students sitting down. My organization is a little bit different than, I think, most of the organizations that have appeared here, because we don't come from a big organizational background, power or money. Our slogan is, "Let's do it."

My statement will close within five to seven minutes, and I ask for your indulgence. I think it's an important statement because over the last 12 years, the top 20 percent of income earners in the United States has increased their real wages by about 12 percent. The bottom 80 percent have fallen steadily behind. If this trend were to continue, America for the first time could become a two-tier society.

Now, ironically, it's the top 20 percent that is being drawn away from its American roots to an increasingly closer affiliation with an international economy. That's the circle in which these people increasingly do business. The bottom 80 percent, on the other hand of the workers, continue to search for the American dream, even as their career opportunities are eroded in low-paying, dead-end jobs.

The American dream cannot persist if 80 percent of the work force languish in their unpreparedness to meet the demands of the American economy, much less the demands of the international economy.

To further support the reality of the crisis, and this is important, I think, for the students coming in, demographic studies are projecting that by the year 2000 that only 15 percent of the American-entry labor force will be white males. The problem for the country is not that change, it is that their replacements are among today's minority teenagers, the least educated and, in many cases, the least skilled of our population across this country.

School-Business Partnerships of Long Island, and I will refer to it from here out as SBPLI, my organization is a nonprofit organization—and I think most times it's not for expenses, too—addresses this problem by dedicating itself to helping school districts start to restructure through School-Business Partnerships. Part of our record is 60 major Long Island businesses, partners with their school districts for the last several years. We have affected 12,000 student in that period of time.

What can and are businesses and schools doing to help change schools to meet the demands of the modern marketplace. One, businesses and schools are redefining the basics that the schools have to teach in order for students to develop employable skills. The fundamental basics, yes, they're still being instructed, but they're being brought to include

problem-solving and symbolic analytical skills for all students, not just for those going to college.

Two, businesses and schools are stressing the need for schools to teach students to be team players, not only on the playing field, but in the classroom on problem-solving teams. Competition is coupled, therefore, with cooperation to create a healthy and productive learning environment.

Three, businesses and schools are stressing the needs for classrooms to be learner centered, not teacher dominated, although teachers will forever be important in the structure of students, but increasingly they will work with students in these teams, and they will help to direct and be a resource to the student's work experiences.

Four, businesses and school believe that although traditional testing will continue and must continue to have some value that increasingly student evaluation will be determined by team problem solving. And individual progress, although measured in part by the standardized tests which were so graphically stated a while ago, will best be measured by research, portfolios, diaries, schedules and experiments. The emphasis on the standardized tests—the SATs or anything else—are important but increasingly should be replaced, as some of the students up here suggested, by these kinds of experiences.

Business itself is restructuring the workplace along these same four principles, although in the schools, the targets of our partnerships are students, staff and curricula in order to prepare the future work force. In the business workplace, School-Business Partnerships with Long Island Partnerships target the present work force by using the resources of the school district to upgrade the skills of the present employees.

Once recent example that will illustrate this reciprocity from among hundreds of places is the following. SBPLI, in collaboration with both Nassau and Suffolk County executives, recently developed and distributed a Long Island employability skills survey to 7,000 Long Island employers.

In that survey, we asked the employers to identify the most critically needed skills by their new-entry employees. One of SBPLI's partnerships, the Carle Place School District and Frequency Electronics, had been working closely to implement the survey's findings. For example, Frequency's employees are working with Carle Place's teachers and students to adapt work skills to new technologies and understand the use of computer technology. Well that's being done. Frequency has donated two computerized billing machines to the Carle Place School District, and then they train Carle Place teachers to use those machines.

In turn, students are now being instructed in the use of that high- tech equipment. What we're saying is that this is a direction, that this one business is supplying the skilled needs for that section of that school district through a business and school collaboration.

Another example. A Frequency employee and a Carle Place teacher have recreated a company laboratory in the school. Students are now able to replicate the production of quartz crystals, which is the company's forte, in a real setting, but within the school.

Now, on the reciprocal side—remember all of our partnerships are reciprocal—Frequency needs things too. One thing that it needs and is working on is its current employees should be able to communicate in the language in which the business is conducted. A Carle Place teacher is instructing a 15-week English course to company employees for whom English is a second language.

A final example is the manager of one of Frequency's high-tech department has designed and will be instructing Carle Place's staff on what a high-tech industry needs from its entry level employees. Certainly, the data collected, and it will be shared with those employees, will enhance our own survey of employers on the Island.

Another two minutes. I'd like to share with you just a couple of things that our staff thinks is very important for you to know about a school-business partner. Public school students are being educated for a future in a predominantly free enterprise, private initiative economy, but with little practical experience in the requirements of that economy because their curriculum, their instruction, indeed, the ambience of their 12 years, is within the tradition of a publicly owned and operated institution.

School-Business Partnerships bring more of the real competitive, private initiative world to that school setting. The gap between the private sector's needs, and the public product aimed at filling those needs, is enormous, and our partnerships are starting to close that gap.

School-Business Partnerships provide opportunities for systemic growth of schools. The programs of our organization target students, curricula and staff development of the partner's school district so that things are now able to be motivated amongst students and teachers that transcend the stifling atmosphere that occasionally you find in the public arena.

And remember the reciprocal relationship. Many partnerships across our country are one-directional. All of the resources of business flowing to the school and the school forever being grateful for the largess of the company. To be most successful, a mutual meeting of those needs must take place. Our partnerships are reciprocal, while businesses work with students, staff and curricula of a school to improve the quality of the future work force, the primary goal, the schools' resources are shared with a partner business to help improve its current work force that's necessary and important.

We finally believe that given patience and support that partnerships will achieve their goals with minimum disruption and no threat to the existing democratic ideals of this public school system. A dismemberment of the public school system, with regard only to meeting a time line of change to satisfy fragments of our society, we think would be catastrophic to an institution that is more than able, indeed it wants and is anxious to meet society's needs.

School-Business Partnerships of Long Island believes that schools will meet those needs best and most expeditiously if they work with the business community to satisfy its skill and competency requirements.

Now, we recognize that many social and economic problems are outside the solution capability of School-Business Partnerships. We know that broken homes of families and substandard living conditions, drug, crime, and the list goes on and on, are all critical to the success or failure of our culture. However, we have decided that we did not want to be an observer of problems, we wanted to do something about them.

So, we decided not to become too broadly focused, because we know that wide-angle vision can become counterproductive to targeted action. So, we concentrated on a belief and a commitment to help in our own special way. Our partnerships do special things for two of our Nation's most important institutions—schools and businesses. No one proposal or effort will solve the problems that have been a generation of building.

But our program, like many others, targets on its own goals, and are in a right direction, and that direction is to motivate and infuse American youth with the one ingredient that will satisfy their personal and our critical economic needs as a nation, a highly skilled motivated work force in a society that values and supports effective public education.

Thank you.

[The prepared statement of Mr. Breithut follows:]

PREPARED STATEMENT OF FRED BREITHUT

SCHOOL-BUSINESS PARTNERSHIPS OF LONG ISLAND, INC. (SBPLI) is dedicated to helping school districts start to re-structure by bringing modern workplace skills and competencies to the students, staffs and curricula of its schools through the cultivation of close working relationships with its partnered businesses.

Founded in 1984, SBPLI is a 501 (c) (3) corporation that started school-business partnering on Long Island, leading that effort today with more than 60 major businesses partnered with local school districts. To our knowledge, we are the only private initiative in the country to devote itself exclusively to closing the mismatch gap between the skill needs of business and the product of the schools.

SBPLI programs are non-sectarian and are based on the belief that all students need modern workplace skills if they and the country are to be successful in the emerging global economy. Although we prioritize our efforts in the Island's least-resourced school districts, we know that all districts' students - indeed, all teachers as well as current business employees from CEO's to the production floor and classroom - need skill re-orientation and training.

In that connection, SBPLI's partnerships are unique in that they are reciprocal programs. School personnel and materials are shared with the partnered business to upgrade and enhance company needs - part of that effort is directed toward making the company's workforce more competent.

THE SCHOOL TO BUSINESS PROBLEM

All of the agencies of government and business concerned with education are telling us the same thing: more than 50% of our young people leave high school without the knowledge or foundation necessary to find and hold career-type jobs in today's information-based, technology-driven, speed-propelled, internationally-oriented world economy.

Or to put it another way: over the past 12 years, the top 20% of income earners in the United States have increased their real wages in the neighborhood of 12%. The bottom 80% have fallen steadily behind. If continued, America could become a two-tier society. Ironically, it is the top 20% that is being drawn away from its American roots to its increasingly closer affiliations with the world economy while the 80%, falling steadily behind, seeks the American success story as its career opportunities are eroded and its career work time is absorbed in low-paying, dead end jobs.

The American dream cannot persist with 20% well-educated, successful and globally-oriented while 80% languish in their unpreparedness to meet the needs of the American economy much less the demands of international competition. An aim of the American people should be to at least double the well-educated category. It is interesting to not that Japan's highest-educated percentage of the total population is about 40%.

Part of the reason, but not the blame, for America's predicament is that America's education system still prepares students to meet the needs of an earlier industrial revolution. Those earlier needs were and are well-met by today's schools. The emphasis is still on following directions while passively completing individual work assignments that are routinely made. Teachers talk to classes of students fixed at work stations focused on the teacher who tests at the end of units of work to see if the material was learned. Even the architecture and classroom cells for students are more conducive to future life in a closely confined and regulated job station where a whistle used to blow to end the work day. The whistle is long since gone. So are most of the other features of the work place of the early 1900's.

Compounding the problem are the demographic studies that sustain many observers' conclusions that although in 1992 white males account for 50% of the 25 million entrants to the labor force, by the year 2000 only 15% of the new entrant labor force will be made up of white males. The day is not far off when the white male will be among the American minority. The problem is that his replacements, today's non-white males, are among the least educated and unskilled part of our population.

SCHOOL-BUSINESS PARTNERSHIPS - A DIRECTION FOR THE PRESENT AND FUTURE

School-business partnerships, of the kind created and developed by SBPLI, can start to make a difference. They are a part of the solution - certainly they are in the right direction.

What can businesses and schools provide for students?

1. Basic fundamentals? Yes, but now there is a need to teach higher order thinking: problem-solving and reasoning skills - for all students, not just those that are college-bound.
2. Individual, independent work? Yes, but supplemented with an environment that develops skills allowing students to work effectively in teams to solve problems.
3. Teacher-dominated classes? Yes, as needed, but more and more, the classroom will be learner-centered, teacher-directed, and there will be many instances in which the students and teacher will work together, as a team, to find the correct solution and/or a better way to do something.
4. Testing as a final exercise to evaluate learning? Some, but increasingly, assessing learning will be an ongoing activity as what is evaluated takes on the shape of problem-solving by teams of people and individual accomplishment is measured by research, reports, portfolios, diaries, schedules, experiments.

Although schools will re-structure to teach these and many other marketplace skills, SBPLI's position is that the product will be much more effectively achieved if carried out in collaboration with the business community.

SBPLI's partnerships are offered in evidence of that being true. We encourage partnered businesses and schools to target three components of a school system - the students, the staff, the curricula - for development. Here are three examples from among hundreds:

1. A major electronics firm is targetting staff development. Through a series of lecture-seminars at the company, business executives are presenting the firm's organization, skills, resources and industry problems to appropriate members of the high school staff. That having been completed, the school and company staffs have entered level two - working together in teams to update the school's curricula. When level three, the implementation stage, is begun, the personnel and material resources of the company will help to instruct and enrich designated parts of the curriculum with hands and heads on problem-solving opportunities for the students at the company site.

2. Ten high school seniors who are marketing students were integrated into the company's marketing department. They not only met with marketing personnel, they were assigned responsibilities with deadlines. Working as a team and individually, they involved the rest of the marketing class at school and eventually the entire student body in surveying, analyzing and presenting final, oral and written reports to the company marketing staff.

Their work was so well received that several of their findings and ideas were incorporated into improvement of the company's marketing strategy, and the company has now opened its advertising department to another group of students. On the school side, the impact of that one project has had significant ripple effects on curriculum and instruction not to mention that another whole section of marketing had to be opened up because of student interest.

3. A large insurance company is in the process of agreement to install personal computers in the rear of a business education classroom. They will be connected by modem to the company. Every day, after school, students will be trained by the company to do company work; they will be paid during the training period and will be assured most favorable consideration for employment after graduation.

The staff involvement on both sides in planning this program is, in itself, a distinct advantage of partnering.

Starting recently, a significant overlay to the original programs' targets is being instituted. Working with the US Department of Labor and its Commission on Achieving Necessary Skills and complemented by a joint survey conducted by SBPLI, Nassau and Suffolk Counties Executives to assess the employee skill needs of 7,000 Long Island businesses, the SBPLI staff is currently meeting with and requesting that each of the partnerships stress the need to fine tune the targetting of specific skill achievements as part of their programs.

The following two pages of this report are given over to a letter from one of the partnerships as it reports on compliance with the above request. As you will see, work place skills that were and are being addressed in our partnerships are now being documented and highlighted.

And, importantly, note, too, that the resources of the school district are being used to upgrade the skills of the current work force at the partnered company.

PARTNERSHIPS:**Bridging the Gap between School and Workplace**

by Dr. Mary Ellen Freesley

Assistant Superintendent for Curriculum, Instruction and Personnel

Carle Place UFSD

- . The Bush Administration's "America 2000" plan called for education reform to make schools more relevant to the workplace...
- . A recent report from the U.S. Labor Department concluded that what students learn in school and what they need to know to succeed in the workplace have little in common...
- . In the New Compact For Learning, Commissioner Sobel stated that schools alone cannot bring about the improved education results we need; he stressed the importance of school/business collaboration to help specify the skills, knowledge and values which students should acquire...
- . The recent "Long Island Employability Skills Survey" sponsored by SBPLI and the Stony Brook Small Business Development Center asked Long Island Employers to describe the skills necessary for new employees...

With these studies, documents, and commentaries as a back-drop, we believe that our partnership, with one of Long Island's high tech corporations -- Frequency Electronics, is beginning to bridge the gap that exists between school and workplace.

In particular, a number of items on the SBPLI Employability Survey are being addressed by our joint efforts. For example, Frequency employees have been working closely with Carle Place teachers and students to "adapt work skills to new technology" and "understand and use computer technology" as evidenced by the following:

- . Frequency donated two computerized milling machines to the Carle Place Industrial Arts program...
- . Al McDougall, a Carle Place teacher was trained at Frequency and then in the High School setting by Colin Scott, a Frequency employee, on the use of this sophisticated equipment...
- . In turn, Mr. McDougall now uses the machinery to teach a course topic on mass production

Another Frequency employee, Whitney Brown, has been working with Carle Place teacher, Bob Tonner, and all of the students in the Computer Assisted Design course; since the High School CAD lab, with its computer networked system and drafting tables, offers students an environment that is analogous to the work environment at Frequency, it provides a "real world" learning opportunity

With regard to employers' desire to have employees able to communicate in "the language in which business is conducted," another of our partnership efforts is especially successful. Frank Curran, Social Studies and Foreign Language Supervisor at Carle Place, is teaching a 15-week English course to Frequency employees who are not native English speakers.

The survey also sought to determine the importance of employees being able to "use specialized knowledge when necessary to get the job done." The Frequency/Carle Place partnership has made great strides in this area. Frequency's scientist, Bruce Goldfrank, has been working with Chuck Hyman, Carle Place Science Supervisor; Rose Sapelli, Chemistry teacher and John Caifa, Physics teacher, to create a specialized lab on quartz crystals. Students will experience the lab in the High School and then visit Frequency to see it applied in their high-tech setting.

Finally, Jerry Cogen, Manager of Frequency's Hi-Rel Lab, has designed a 15-hour inservice course that he and his colleagues will offer to the Carle Place staff. It will include among other topics, sessions on what industry "needs" from entry level employees. Certainly, the data collected in the Employability Survey will be a valuable enhancement to Frequency's perception of these expectations.

It is fascinating that our partnering company, Frequency Electronics, has to its credit the development of the precision timing device used so successfully in the Patriot missile during the Persian Gulf Crisis. It is also extremely challenging! Certainly, we want no less for all Carle Place students -- that they leave us with accurate and dependable skills that will enable them to hit the target and make their mark without fear of failure.

We believe that our flourishing partnership will be key in helping us achieve that goal!

**SOME HIGH PRIORITY THOUGHTS ABOUT PARTNERING FROM
THE SBPLI STAFF**

1. Public school students are being educated for a future in a predominantly free enterprise, private initiative economy with little practical experience in the requirements of that economy because their curriculum, instruction, indeed the ambience of all of their school experiences, is steeped in the tradition of a publicly-owned and operated institution. School-business partnerships bring more of the "real" world to the school setting, freeing students and faculty, in many instances, to be creative and to work together to solve real problems of our contemporary society.

Example: all successful businesses go to their customers to find out how better to improve their goods or services to please those customers. Schools never go to their customers, the businesses that purchase the skills and competencies of the schools' products, to find out how to improve that product.

The gap between the private sector's needs and the public domain's product aimed at filling those needs, is enormous. School-business partnerships are successfully closing that gap.

2. School-business partnerships are at once, visionary and pragmatic. The future needs of the American work force are not being met by the product coming from today's schools. Satisfaction of that need is in the hands of pioneers who are fashioning the schools of tomorrow with completely new approaches to education, today. Tomorrow's preparatory institutions are in the hands of today's social pioneers. These men and women, by and large, work outside the framework of today's institutions where, unfettered by policy and tradition, they may create new approaches to meeting the work force skill needs of the world economy.

School-business partnerships are in the visionary, pragmatic vanguard of those pioneers.

3. School-business partnerships provide opportunities for systemic growth of schools. The programs of SBPLI target students, curricula and staff development of the partnered school district. When a business shares its resources and expertise in those areas of a school's life, slow and profound changes start to take place in the entire school system. Freedom to become creative thinkers and problem-solvers in the real world replaces the stodgy and stifling atmosphere of artificiality in the public arena.

4. School-business partnerships are most successful where they develop mutually reciprocal relationships. Many partnerships across the country are uni-directional - all of the resources of the business flow to the school and the school is eternally grateful for the company's largesse. To be most successful, however, a mutual meeting of needs must take place. All of SBPLI's partnerships are reciprocal

While businesses work with students, staff and curricula of a school to improve the quality of the future work force, the school's resources are shared with the partnered business to help improve its current work force.

5. SBPLI believes that given patience and support, partnerships will achieve their goals with minimum disruption and threat to the existing democratic ideals of the American public school system. A dismemberment of the public school system with regard only to meeting a timeline of change to satisfy fragments of our society would be catastrophic to an institution that is more than capable of necessary change - it wants to meet society's needs. SBPLI believes that it will meet those needs best and most expeditiously if it works with the business community to satisfy its skill and competency requirements.

6. SBPLI recognizes the many social and economic problems outside the solution capability of school-business partnerships. We know that broken homes and families, sub-standard living conditions, drugs, crime and the list goes on and on - all are critical to the success or failure of our culture. However, early on, SBPLI decided that we did not want to be only an observer of the problems; we wanted to do something about them. We decided to not become too broadly focused knowing that such vision can become counterproductive to effective action. We concentrated on a belief and a commitment to help in our own special way. SBPLI partnerships do special things for two of our nation's most important institutions - schools and businesses.

REPRESENTATIVE SCHEUER. Mr. Breithut, thank you for that truly excellent set of remarks. I only wish that we could clone you and produce more business leadership like yours across the length and breadth of America. I wish you weren't so unique in the quality of your leadership. We need many more of your high-quality thinking and ambitions for goals for our young people.

And now we'll hear from Thomas V. Murphy, Director of Political Action for the United Federation of Teachers. When you're ready, please take your five minutes and chat with us.

**STATEMENT OF THOMAS V. MURPHY, DIRECTOR
OF POLITICAL ACTION FOR THE UNITED
FEDERATION OF TEACHERS**

MR. MURPHY. Thank you, Congressman. Congressional consideration of the Neighborhood Schools Improvement Act, as a response to the President's proposals on America 2000, offers opportunities as well as danger. The danger is that rhetoric can take the place of substance, and noble-sounding experimentation can lead the public to think that shallow programs offer real progress.

Greater opportunity lies in the ability of Congress to offer expansion and development of tested and proven programs. The American Federation of Teachers is affiliated with the New York State United Teachers and also with the American Federation of Teachers nationwide, and with the AFL-CIO.

The programs that the AFT is recommending have track records of success and provide the first steps toward substantive rebuilding of the American educational system. I'll give you just some of the highlights. We have included in the testimony ten points that we're focusing on. But rather than go through them all, in the interest of brevity, I'll just talk about a couple of them.

First, is a billion dollar increase in Chapter One funding. And second, increasing through Chapter One for full day, early childhood education for four to five year olds. I know you mentioned earlier the Conyers Bill. I know that the students who are sitting out here, probably in their economics classes, learn about opportunity cost, and if you take one of those bombers that they're still building and compare that in cost—each one is a billion dollars—that would solve the early childhood problem right there. And having an artificial wall between defense and domestic spending at this point just doesn't make sense to us anymore, so we fully support removing those walls.

Some of the other programs that we're talking about have to do with Head Start, increasing funds for Medicaid that can be used for elementary school guidance and counselors—\$2.5 billion increase for health clinics. We're also talking about the initiation of a public works program to build school buildings and to rebuild them.

The next item is something that Sandra Feldman is particularly interested in—I think it affects this borough of Queens probably more than almost any other borough in the city—and it has to do with special programs for emergency immigration education. And I think even in your own district, you know how much we have.

We have an increase in student population that just boggles the mind at this point with immigrants coming into the country, and we maintain that that is not a city problem, that it is a national problem and ought to be addressed by the Nation.

And it's difficult to imagine any of us coming into work hungry and going to school ill, but for many of our students, that is the actual reality. For such children school needs to be an oasis, the place where there might be help. Teachers and support service educators—stressed and distressed—are charged with and have been trying to answer those needs for years on top of all their other responsibilities. This is becoming more and more difficult as education budgets keep getting chopped down.

Inside the country today, there is a disaster taking place that holds dire implications for the future of our Nation. It's the plight of more than 20 percent of American youngsters who live below the government's designated poverty line.

At a recent news conference, the American Federation of Teachers turned the spotlight on what they call children in crisis. They asked the President to declare a state of emergency that would enable Congress to use funding from the peace dividend to rescue these children.

In this country, and as an industrialized nation, every 53 minutes a child dies because of poverty in this country; 100,000 children are homeless; every eight seconds of a school day a child drops out; every 67 seconds a teenager has a baby, who are in the city; and nearly 10 million children have no medical insurance at all.

Our great wealth, our ample resources, cannot guarantee our place in the world unless there are Americans who know how to use what we have with what we have. We are seeing yet another generation of Americans being given short shrift by the very people chosen to guard them.

I have a whole bunch of statistics here, but I think what I'd like to point to, just to personalize it a little bit, if you were to ask any of the educators in this room whether they are UFTs, or administrators, or paraprofessional, or supervisors—whoever they are—you go back to the mid-1980s when we started to recover from the financial crisis of 1975-76.

Around 1985 and 1986 the course, I might say, of joint legislative lobbying between the Board of Education and UFT, we go up to Albany every year. And in those years, we were seeing a dramatic increase in state aid. It allowed us to institute all sorts of programs. And I think you can talk to anyone in this room who has been in this system for the last 10 or 15 years, in those days, in the 1980s, we were feeling progress; I mean there was beginning to be hope again. We began to feel that maybe

we could restructure, maybe we could do something that would begin to take the gloom away from everybody.

And what's happening right now—for the last two years, especially—we have something like almost a billion dollars in cuts in New York City aid in the last two years from state and city aid, and now we're cut down to the bone. And all of us have cooperated in this. We've tried to pare down to the very bare minimum what we're doing in the system. And in spite of some of our differences that we might have on the administrative levels, I think we found, primarily in this crisis, that we're together on this.

And now the state can't really help us, the city can't really help us. And if we think back to the 1960s and what happened in the John Kennedy and Lyndon Johnson years, what this program really is and what we're really asking is for this Nation to commit itself again to the future of the children, who are the destiny of the next century.

And when the President talks about America 2000, a lot of it is just very glib talk. And we think that the program we offer—and I've read through the bills that you're considering—we think that those programs offer real meaty substance to, at least, get a start on it.

And there's one other thing I wanted to mention. We, as a union committed to public education, are opposed to any kind of private-school voucher. Now, I know that when this bill passed the House back in November or December that there was a provision in it that permitted this.

When it went to the Senate, the Senate considered some of those amendments and they overwhelmingly rejected them. And the bill, now going back to the House, has been rewritten and has taken out that provision. And we would urge the Congress to continue to leave that out. We think that the future of the money is that the Federal Government has to go to public education.

And just in closing, I'd like to thank the Committee for its hearing. I know that we're in the middle of a Presidential year and that everybody is talking about education, and some view that as political gain, but we think that, at least, it's raising the agenda. And I simply hope that when you go back to your consideration that you take a look at the AFT program that we're presenting. We think it's very practical; we think it's doable, and we hope that you'll consider it.

[The prepared statement of Mr. Murphy follows:]

PREPARED STATEMENT OF THOMAS V. MURPHY

Congressional consideration of the Neighborhood Schools Improvement Act, as a response to the President's proposals on America 2000, offers opportunity as well as danger! The danger is that rhetoric can take the place of substance. Noble sounding experimentation could lead the public to think that shallow programs offer real progress.

Greater opportunity lies in the ability of Congress to offer expansion and development of tested and proven programs. The American Federation of Teachers is recommending programs that have a track record of success and provide first steps toward substantive rebuilding of the American educational system.

The following are highlights of the union's 10-point Children in Crisis program. These are programs that can be utilized now, without new legislation or program planning.

- o \$1 billion increase in Chapter 1 compensatory funding. This would serve an additional one million educationally disadvantaged students
- o \$1 billion increase in other funding under Chapter 1, earmarked for full-day early childhood education for 4- and 5-year olds
- o \$800 million increase to the Education for All Handicapped Children Act, to improve the education of children with physical and/or mental disabilities

- o \$1.75 billion increase in Head Start, the successful preschool program for income-eligible children. The additional monies should be used to increase enrollment by at least 50% and expand the number of eligible children
- o Use Medicaid funds for elementary school guidance counselors and clinicians to help children with temporary problems to prevent inappropriate placement of children into special education programs
- o \$2.5 billion increase for health clinics at or near schools to provide primary and preventive care for 15 million children
- o \$500 million (first-year cost) for a five-year, \$8 to \$10 billion public works program to rebuild school buildings that are too small or dilapidated
- o \$100 million for other special-needs programs such as Education of Homeless Children and Youth and Emergency Immigration Education, including bilingual education and English-as-a-Second Language
- o \$2.5 billion increase for child care, prenatal care and preventive health care programs
- o \$100 million increase to expand training programs for elementary and secondary school math and science teachers

Those of you here today cannot imagine going to the job so hungry that you can't concentrate on your work. Nor would you go to the office feeling so ill it blocks out all thought. But in many of our schools, children do come from home hungry and hurting. For such children, school needs to be an oasis, the place where there might be help. Teachers and support service educators, stressed and distressed, were charged with, and have been trying to answer these needs for years on top of all their other responsibilities. But this is becoming more and more difficult as education budgets keep getting chopped, hewn, whittled and squeezed.

Inside the country today, there is a hardly heralded disaster taking place that holds dire implications for the future of our nation. It is the plight of more than 20% of American youngsters who live below the government's designated poverty level. At a recent news conference, the American Federation of Teachers turned the spotlight on our "children in crisis." They asked the President to declare "a state of emergency" that would enable Congress to use funding from the peace dividend to rescue these children.

Our nation's standing with regard to child welfare throughout the industrial world is dismal. In America:

-Every 53 minutes a child dies because of poverty.

-Everyday, 100,000 children are homeless.

-Every eight seconds of the school day, a child drops out.

-Every 67 seconds, a teenager has a baby. (More here than in any other industrial nation.)

-Nearly 10 million children have no medical insurance.

Our great wealth, our ample resources cannot guarantee our place in the world unless there are Americans who know how to use or work with what we have.

We are seeing yet another generation of Americans being given short shrift by the very people chosen to guard

their interests. In New York City alone there are more than 700,000 kids who live in poverty. Schools throughout the country are being asked to take on more of the functions that were traditionally handled in the home. But budget cuts are decimating the guidance counselors, school nurses, social workers, and psychologists who are needed to provide the most basic assistance.

We say our future rests in our children; this statement should set alarm bells ringing! For these youngsters -- more than one in every five nationwide, double that in this city -- the only opportunity to succeed, indeed the only avenue to any kind of a decent productive life, is through education. And that option is being diminished as we speak.

Today we have less of everything positive to work with than we had just ten years ago. Fewer teachers, fewer counselors, fewer books and supplies, fewer school health facilities, less space, less security. About 50% of New York City's school buildings are more than 50 years old and in serious disrepair. In less than 20 years we've lost 3500 classrooms while the school population has increased by thousands -- some 100,000 in just the past three years. And there are 2500 fewer teachers this year than last. In short, there are fewer educational options and programs to respond to increasing numbers of students with ever greater needs and demands.

In light of these mind-boggling facts, one would imagine an all-out government effort to combat this horror. You know, we've seen this kind of effort succeed. Head Start and all-day kindergarten have helped millions of deprived youngsters catch up with more fortunate peers. Smaller class sizes in New York City schools meant fewer failures in the early grades, and subsequently, fewer failures and dropouts later on. Recent gains show that nearly 61% of students tested at or above grade level in math last year, reading achievement rose for the first time in three years (children in the bottom quartile improved by 10 percentage points). Attendance improved across the board.

In fact, graduation figures were just beginning to rise during the last few years, thanks to various kinds of remedial programs and summer classes. Special education classes brought more and more handicapped children into learning situations that enabled them to lead productive lives. It's no secret that all of this took money.

There are lessons that should have been learned from the disastrous school cuts made in the '70s. A generation of school children was irreparably damaged by the loss of school supports, and the tenor and tone of the entire city and country changed - for the worse. And cutbacks like the ones we're facing today will have the same kind of long-term

consequences. Cutting three-quarters of a billion dollars from this city's education budget has already slashed away at the heart of system that is mandated to serve nearly 1,000,000 children now. And projections show the school population growing rapidly, from rising birth and immigration rates. Bilingual needs alone will require a whole added level of services from the system. But while we're looking for doctoring we see someone coming at us with a knife. More cutting can leave us moribund.

The President has painted a wonderful picture of what education will look like in the year 2000. For the most part it proposes unproven approaches like private school choice. But without funding the picture lacks color and substance. Talk is the only thing that's cheap and lip service won't do it. If we, as educators and advocates of education, truly wish to bring whole scale reform to the American educational system, we have outlined tangible and practical policies to pursue.

The United Federation of Teachers, as a 110,000 member local of the American Federation of Teachers, helped develop and strongly supports adoption of the "Children in Crisis" recommendations. It is an essential step toward a national education agenda that can truly address the needs of New York City's schools.

REPRESENTATIVE SCHEUER. Well I thank you very much for your testimony, Mr. Murphy. I think it's painful that the President should engage in this higher sanctimony of saying that by the year 2000 that we're going to be first in science and math, when we're way at the bottom of the industrial world, and where the President has nothing to contribute in the way of training more science and math teachers for high school, for general supportive elementary and secondary education. You know, the goal posts don't even stand still.

By the year 2000, the Japanese and the Germans and the industrialized countries of Europe are going to be doing better than they're doing now. So, we're going to have to run like hell and make significant progress just to maintain the present disparities, the present disparities.

If we sincerely hope to catch up to them in science and math performance by elementary and secondary school students, we are going to have to make prodigious, herculean, massive efforts. And there's absolutely no evidence, not a trace of evidence, not a scintilla of evidence that the President and this Administration mean to put resources at the disposal of the system so that people like you, leaders like you, can use these resources, in your own discretion, to build motivation and performance among students, especially in the field of science and math.

I think the soft soap that the Administration is feeding the American public by just announcing goals, we're going to be first by the year 2000 in science and math, that does us a terrible disservice, as if enunciating the goal provides practical help in achieving the goal. It does not. Enunciating the goal provides a challenge—a moral and ethical challenge—to this Administration to make good on its pretensions. Otherwise, they're just pious platitudes that are going to mire us in disappointment and bitterness; bitterness, if we don't meet those goals eight years from now.

And there is not, as I say, a scintilla of evidence that the Administration is putting its money where its mouth is, in terms of any real help in meeting those goals. I really and truly think that it's a moral and ethical failure of this Administration to which it ought to be held responsible.

Now, I didn't mean to come and politicize this meeting, far from it. But you did enumerate the goals that the administration has announced. And I think it's up to some of us to say, hey, just talking about goals that say we're going to be first in science and math by the year 2000 is not enough, Mr. President, Mr. Lamar Alexander, Secretary of Education, who happens to have done a hell of a good job in his own state before he came to Washington.

But there is such a thing as responsibility for the goals that you announce. And I don't think this administration has begun to make good on its moral and ethical responsibility to provide the wherewithal for meeting those goals.

If any of the panel members want to react to me and criticize me for responding so harshly or so actively, I'd be happy to open up the panel.

MR. BREITHUT. I'd like to support it and in this way, Congressman Scheuer. In my opening statement, I said that 20 percent of our labor force is in the upper salary and income brackets. There's no future for this economy from where we sit and analyze the scene on Long Island, unless by five years from now that 20 percent becomes 40 and 50 percent, because right now the Japanese and German labor force has 40 and 50 percent of its income earners in a higher upper-echelon salary bracket.

We are 20 percent—we pride ourselves on that—but that's not enough. We have to get more highly educated students right over there to take seriously the job of going to college and becoming the best that you can be, not for yourselves only, for this country. And if you don't do it, we're in big, big, but I mean big trouble, as an economy. If you think you're going to get your standard of living up without going to college, and without doing the job and knowing that the Japanese, Germans and others in western Europe are doing it already, you're lost, guys; you have to get with it. And so I support your statement, Congressman Scheuer.

REPRESENTATIVE SCHEUER. Don Singer.

MR. SINGER. May I add to that, Congressman, that we must realize that education is a service industry. You don't gain greater productivity by increasing class size; you gain greater productivity by decreasing class size, and it is sincerely a matter of money. We, in public education, see Lamar Alexander and President Bush being very well aware of the money issue and realizing that if privatization and private schools get into the public school business that there's money to be made for the private enterprise.

We are advocating public education, and that costs money. And the best way for our agenda to get across—I've traveled across the city and state, and I just came back from Washington, D.C.—is to elect officials in the U.S. Congress, elect officials in the White House, and in the Governor's office, and in the Mayor's office, who are pro-public education. As a group, what greater service can we do in this room than to begin to mobilize the 25 people out there who are directly affected by public education, and I think then the public agenda will turn to what we need, in terms of a peace dividend.

MR. MURPHY. And, Congressman, just to add quickly, I guess I injected the partisan nature of the discussion. I just wanted to say that we here in the city and state have a line on good people of both political parties who have been very helpful. And I think that what we have to do is to present an agenda to those who are in office with those who are campaigning, and hope that they adopt it.

And I would think that both political parties can present the urban agenda to the rest of the Nation, and say that that's what's important. So, I think we can work politically across-the-board to achieve these goals.

REPRESENTATIVE SCHEUER. Thank you. Now, we'll hear from our last witness on our last panel, Ms. Patty Farman, representing the American Legislative Exchange Council.

**STATEMENT OF PATRICIA FARNAN,
LEGISLATIVE EXCHANGE COUNCIL**

Ms. FARNAN. Thank you, Mr. Congressman. I just want to give you some background on myself. I'm here representing the American Legislative Exchange Council, which is the largest voluntary bipartisan organization of state legislators.

Our organization is made up of state legislators and private-sector members. We have members on our Education Task Force of which I'm a director, from all 50 states, and Pat Rooney is now our state and private-sector chairman. If you know anything about the program in Indianapolis that he began, it is a \$1.2 million program in which he provides vouchers to low-income children to attend schools of their choosing. And this \$1.2 million is not from the Golden Rule Insurance Company, but from his own private pocket. He's very energetic and enthusiastic and very dedicated to school reform.

I'm glad to be here on their behalf to speak to you today on some of the state-level initiatives regarding school reform. We have heard from a number of our panelists, both in the earlier two panels and also up here, about the state of the educational system today. I don't think I need to go through the data and the statistics one more time. I think we're all aware of the fact that not only are we behind now, but we are potentially facing even greater challenges come the year 2000, as is sort of the watch word these days.

At the same time, we see a precipitous rise in our bureaucracy. Right now, nonclassroom personnel is increasing seven times faster than our teachers. Our teachers are receiving less and less dollars in the classrooms, and students are receiving less and less dollars in the classrooms. There's obviously a systemic failure, both in terms of where our students are going in outputs and also in terms of how efficiently we're using our resources in the academic system.

What we've discovered, if you look at some of the programs and plans that have been in place, is that incentives for reformed competitive system, and giving the parents the ability to select the schools that most appropriately fit the needs of their children have worked, and have worked much more effectively than some of the other programs that we've put into place.

If you look at the Milwaukee program—some of you may or may not be aware of that program; it's a low-income, targeted at low-income families—it provides a voucher to those families to attend any school of their choosing, a nonsectarian school, I should say.

The most recent evaluation of that program shows intense parental and student satisfaction with the program. Although not very much in terms of student achievement, at least of yet. It's only been in place for one single year.

At the same time, participation in the program has doubled this year. The Supreme Court in Wisconsin has just recently upheld it and has said,

in effect, that not only did it pass constitutional muster but, and I quote here: "That the parental choice preserves accountability for the best interest of the students in Milwaukee."

Basically what we're talking about, in terms of parental choice programs in the states, is parents having accountability over outputs. Parents having the ability to say, this is not the right and most successful program for my child. In allowing parents the ability to design programs, to have input into curriculum and to select the school that best suits the needs of their child. At the same time, allowing greater teacher flexibility to design programs, to design curriculum that fits the needs of the students in their classrooms, and principals to set the tone for the building.

I think, at the same time that we talk about school choice, and we talked about parental accountability, we need to be very serious about deregulation; we need to be very serious about taking federal controls off the schools, local controls, and state controls off the way we design our curriculum and our classrooms.

I provided for you a state-by-state legislative update of the kind of innovation that's going on at the state level. I implore the Congress to remember that education is basically a state function and that federal involvement should be less regulation and control over the schools.

In my opinion, Congress should be, and also in our state legislators' opinion, Congress should be more involved in freeing up funds like Chapter One to follow students from school-to-school, deregulating some of the system, and allowing the state legislators a lot larger voice in how to set the tone for educational reform.

Again, I thank you for your attention here today. The state-by-state update will give you a preview of what's going in the different states, including those states which have already passed such kinds of programs. Thank you.

[The prepared statement of Ms. Faman, together with attachment, follows:]

PREPARED STATEMENT OF PATRICIA FARNAN

I am pleased to appear before the Subcommittee on Health and Education of the Joint Economic Committee on behalf of the American Legislative Exchange Council to speak to the important issue of school improvement, and the valuable role of state legislators in promoting educational reform. The American Legislative Exchange Council is the nation's largest bipartisan, voluntary membership organization of state legislators, with more than 2,400 members representing all 50 states, Puerto Rico and Guam.

Despite varied reform education efforts launched throughout the last decade, America's students continue to slide down the scale of academic performance -- relative to both their parent's generation, and their own contemporaries around the world. The average SAT combined score in 1991 was a full 75 points lower than in 1963. A high school senior ranked at the 50th percentile on the SAT today would have ranked around the 33rd percentile in 1963. The National Assessment of Educational Progress (NAEP) trend data in Science, Mathematics, Reading and Writing released this year, reports that: science achievement in 1990 for 17 year-olds was lower than in 1969; the average performance in mathematics was at the same level in 1990 as in 1973; and for 9-year-olds, reading performance improvements in the 1970s were offset by declines in the 1980s. Internationally, America's students are also falling behind in critical economic fields like math and science. In a comparison of industrialized countries, the United States was not even listed among the top ten performers in either of these vital areas.

For some of America's students in our urban areas future prospects for a quality education are even worse. Urban high schools, which serve disproportionately large numbers of poor families, fail to graduate nearly half of their students; high school nationwide graduate about four-fifths of theirs. On average, Black students score nearly 200 points lower than whites on the SAT.

As achievement has declined, the school bureaucracy has grown. Less than half of those employed by local districts are full-time teachers, while instructional expenditures -- meaning dollars reaching the classroom -- have fallen below 60 percent of local school expenditures. Administrators now account for over 15 percent of those on the local educational payroll; the total number of non-classroom personnel is growing at a rate seven times that of classroom teachers.

National attention on the failure of our schools has brought many changes -- but, on balance, inputs are far exceeding the modest changes in outputs. Annual real expenditures per pupil have tripled since 1960, climbing over \$5,500 in 1991. Today, more than half of our teachers hold masters' degrees, as compared to less than a quarter in 1970. The student-teacher ratio has also decreased on average by about 30 percent. In contrast, the nation's average SAT score rebounded by only 15 points, hardly making up for the 90 point drop between 1963 and 1980. The gap between Black and other minority group SAT scores and those of whites has also narrowed, but only marginally. And as NAEP data demonstrates, most progress appears to be in rote-learning, computation, and basic skills rather than in problem solving and other higher-order learning skills.

What studies and experience has shown us is that school performance and student achievement are simply unrelated to conventional school improvements, including higher student expenditures, better educated teachers, or a lower student-teacher ratio. What we have discovered is strategies for improvement which rely on accountability over outputs, incentives for reform, and a competitive system which gives parents the ability to choose appropriate schools for their children produce better results in terms of student performance and family satisfaction. According to John Chubb, and other scholars of school improvement, "effective schools" are distinguished by such attributes as a clear sense of purpose, strong leadership by principals toward achieving defined education goals, a sense of professionalism and teamwork among teachers, and high academic expectations for all students.

What's more, decision's regarding education must be made by those closest to the students. Parents must be permitted to evaluate and select the best suited learning environment for their child; teachers must have the flexibility to tailor instruction to meet the needs of the children and families being served; and principals the power to orientate the school around a them or mission which captures the imagination and dedication of students and teachers. Parents, not the government, must have ultimate accountability over results. Greater school autonomy, balanced with parental accountability, will provide greater academic productivity.

Allowing greater autonomy at the school-site, while placing the final word on performance in the hands of parents by extending to them the right to "vote with their feet" through choice will inject healthy competition into our falling system. And the benefits of choice -- for all income groups -- are no longer simply a matter of rhetoric. The data continues to show that the autonomy-accountability balance can be designed to meet the needs of our school communities.

The evaluation of Milwaukee's Parental Choice Plan is the most recent and telling example of what choice can do for our families -- especially our low-income families. Participation in the Milwaukee program -- a low-income voucher plan which enables eligible students to attend any public or private non-sectarian school in the city -- doubled in the 1991-92 school year. The first independent evaluation of the program confirmed high parental satisfaction with the program, and recommended its continuation. According to the decision recently handed down by the Wisconsin State Supreme Court, not only did the plan pass constitutional

scrutiny, but "parental choice preserves accountability for the best interests of the children."

According to a study released last spring by the RAND Corporation, students in inner-cities especially benefit from attending "effective schools," as defined by Dr. Chubb and others. The RAND study of 13 schools in inner-city neighborhoods located in New York and Washington, D.C. found that students in Catholic and special-purpose public schools, or "focus schools," of choice graduate at a much higher rate than students in schools where assignment was designated by student residence, or "zoned schools." Graduation rates were 55 percent for zoned schools, 66 percent for focus schools, and 82 percent for students in Catholic schools. The vast majority of graduating seniors in the Catholic and focus schools also take the SAT for college entrance, while less than one-third of the same group take the SAT on the zoned school. In addition, students in Catholic and focus schools score higher on the SAT than those in zoned schools. The average combined SAT score was 642 for the zoned public school, 715 for focus school, and 803 for the Catholic school students.

Public opinion in support of choice -- to include both public and private schools -- is also growing. According to the 1991 Gallup/Phi Delta Kappa Poll, choice of public schools is supported by 62 percent of the public, 69 percent of non-whites, 70 percent of inner-city dwellers, 71 percent of 18-29 year olds, 63 percent of Democrats, and 48 percent of Republicans.

The 1991 Gallup/Phi Delta Kappa Poll shows strong and growing support for vouchers -- 50 percent of the public, up from 44 percent in 1989. Fifty-seven percent of non-whites, 57 percent of inner-city dwellers, 60 percent of 18-29 year olds, 52 percent of Democrats, and 48 percent of Republicans favor vouchers.

Well-designed choice plans reduce the power of the state over education, and limit the need for a large, ineffective, and expensive bureaucracy to oversee the schools. Dollars have a greater potential for reaching the classroom, benefitting students and teachers alike.

State legislators have already recognized the critical importance of school choice in the education reform debate. If Congress is really interested in improving schools and student performance, it would be well advised to listen to the growing voice of public support and note the innovative proposals advanced by state legislators. Education reform efforts whose focus is national, and whose strategy is centralized will continue to fail. Top-down directives from Washington, D.C. are ineffective in realizing the needs of local communities. Congressional policies should support state efforts to bring greater educational opportunities to all Americans, particularly those denied access to good schools because they are economically limited in their choices.

The attached Legislative Update prepared by the American Legislative Exchange Council reviews the most recent state activity.

Thank you for your attention to this important state-level reform initiative.



Legislative Update

CHOICE IN EDUCATION

Nationwide efforts to secure greater choice in education continue to develop at a phenomenal rate; state campaigns close to success last year have mobilized for the current legislative session, while other states mount new efforts to promote choice legislative and ballot initiatives. To date, EVERY STATE LEGISLATIVE INITIATIVE TO PROMOTE GREATER CHOICE IN EDUCATION HAS BEEN INTRODUCED BY A MEMBER OF THE AMERICAN LEGISLATIVE EXCHANGE COUNCIL. ALEC will continue to update this report on state activity -- including information on committee and sub-committee happenings -- on a regular basis throughout the legislative sessions. Currently, state activity on school choice is as follows:

ALABAMA

Representative Al Knight has introduced the "Demonstration Choice in Education Act" to permit, where districts have agreed, students to attend the public school of their choosing, and any participating private school at state expense. Under the provisions of the plan, a the district would establish a Choice Office to provide information to families and administer the \$2,000 scholarship program. Alabamians for Quality Education and the Alabama Family Alliance have endorsed the measure.

ARIZONA

The preliminary recommendations of Governor Symington's Task Force on Educational Reform endorsed the concepts of school choice and open enrollment as a means to improve schools in the state. The Barry Goldwater Institute for Public Policy, based in Flagstaff, has criticized this report for its "internal inconsistencies" especially in recommendations concerning private schools. Copies of the Goldwater Institute's analysis of the Task Force's report are available through ALEC.

CALIFORNIA

The Excellence Through Choice in Education League (EXCEL) filed their Parental Choice in Education Amendment with the state Attorney General in late October, with circulation of the petition to place the initiative on the 1992 ballot beginning in early December of 1991. The group has not yet collected sufficient signatures to place the measure on the November ballot. Businessmen Joseph Alabrandi and Everett Berg are co-chairing the group; the advisory board includes former U.S. Secretary of Education William Bennett, former Democratic U.S. Senator John Tunney, and Nobel Prize-winning economist Milton Friedman.

The California choice proposal includes a scholarship provision (valued at 50 percent of the total state and local government spending per student during the preceding fiscal year calculated on a state-wide basis) for use at scholarship redeeming schools, including private schools. For students enrolled in schools costing less than the scholarship amount, the difference would be placed in a state trust fund for the student until the age of 26. Participating schools would not be required to accept a certain percentage of low-income students or to provide a sliding-fee scale. Supplemental funds will be available to assist low-income families with transportation costs, and to serve the needs of students with physical impairments or learning disabilities.

Private schools can opt-into the program by agreeing to redeem the government scholarship; teachers may convert traditional public schools into scholarship redeeming schools to participate in the program. The scholarships would be available to all children except those already attending private schools, beginning with the 1993-94 school year. Under the proposal, the state board of education could require scholarship redeeming schools to administer student achievement tests that reflect national standards, although no "onerous regulation" could be inflicted on participating private schools. No school with fewer than 20 students is eligible to participate, unless the legislature permits an exception. Scholarships will be issued directly to parents.

There are also three legislative measures currently pending in California to extend greater educational opportunities to families in the state. The first introduced by Assemblyman Ferguson establishes the New Opportunities Scholarship Program which directs the county offices of education to annually allocate 10 pupil scholarships at each public school that ranked in the lowest 15 percent of public schools in the state in average school performance in reading and mathematics under the California Assessment Program. Senator Leonard has also introduced two measures: the first permits students failing to meet standard assessment and graduation criteria to attend any participating private nonsectarian school within the district at state expense; the second requires that the State annually grant a scholarship to each resident school age child to apply to the cost of attending an eligible private elementary or secondary school.

COLORADO

Representative Patricia Miller has introduced a measure which authorizes the apportionment of state and local tax dollars in the form of vouchers for use at kindergarten, elementary and secondary education. The voucher can be used at public, non-governmental and home schools. Senator Bill Owens has also introduced pilot education voucher legislation.

CONNECTICUT

A limited "charter school" proposal is being considered by the legislature which would allow teachers to create "charter" public schools independent of the local school boards. Charter schools provide educational alternatives to parents, and greater variety in the school system.

DELAWARE

Former Governor Pete DuPont has been talking with business and community leaders about establishing a Golden Rule type program to provide scholarships to low-income residents to attend private schools in the state.

FLORIDA

On February 10 ALEC sponsored a focus event on school choice in Tallahassee, Florida to inform legislators of the value of choice, and explore some of the critical issues raised during legislative debate in other states. The House Public School Committee announced that the sub-committee considering the school voucher bill sponsored by ALEC member Representative Tom Feeney would hold a hearing on the measure the day after the ALEC event. This announcement was particularly surprising because the full Committee Chairman, Representative Douglas (Tim) Jamerson had vowed at the start of the legislative session that no choice bill would be heard in this legislative session. Representative Jamerson attended the ALEC event.

ALEC's Executive Director Samuel Brunelli opened discussions, and Representative Tom Feeney moderated the panel. Panelists included: Clint Bolick (Institute for Justice), Don Eberly (Commonwealth Foundation), Debra-Burston Wade (U.S. Department of Education, Office of Civil Rights), Timothy Erhgott (Golden Rule Insurance), Stanley Marshall (Floridians for Educational Choice) and Mike McCarron (Florida Catholic Conference).

The sub-committee hearing on Representative Feeney's certificate bill was controlled by the anti-choice sub-committee Chairman Representative Charles Roberts. Chairman Roberts limited discussion to the merits of the bill being considered, and would abruptly stop testimony which spoke to the benefits of school choice. Despite the limits on the scope of the testimony, Patricia Farnan, Director of Education and Empowerment Policy at ALEC, was able to make a significant contribution to the discussion by emphasizing the merits of Representative Feeney's legislation, and informing the Committee of ALEC's decision to consider using Representative Feeney's bill as the basis for ALEC's model voucher legislation.

The Chairman of the full Public School Committee, Representative Jamerson attended the sub-committee hearing -- a somewhat unusual event in the Florida legislature. As a strategy to have some form of choice passed in Florida this year, Representative Feeney attempted to amend his certificate bill with a proposal for a Task Force to study choice, and the establishment of a choice low-income demonstration project rather than a statewide choice system. On the initial count, the proposal to amend was defeated. Representative Daryl Reeves then requested a reconsideration of the proposal; Representative Reeves changed his position from against the proposal to amend, and the second vote ended in a tie. Committee Chairman Jamerson intervened to break the tie and defeated the proposal to amend. After discussion, the sub-committee voted down Representative Feeney's certificate measure, but not without a firm promise to study choice through this year and seriously consider choice legislation in the next session.

Despite the failure of the legislative measure, the progress of school choice has taken a significant step forward in Florida. As Representative Feeney stated in his remarks to close the sub-committee hearing, the issue of choice simply will not go away. He has vowed to keep up the fight in the legislature, and if he continues to have the door to reasonable consideration of his measure closed at the sub-committee or committee level, to assist concerned citizens secure greater choice in education through the referendum process.

Florida has other choice bills still pending in the legislature: companion bills which would establish a Study Commission on choice, and a bill to establish public school open enrollment and charter schools in the state.

GEORGIA

The Georgia Public Policy Foundation, a free-market policy research group in Atlanta, is gathering support to introduce school choice in Georgia. The proposal, as currently drafted, would allow every school-age child to receive an educational scholarship to attend any participating school within the boundaries of the child's school district.

HAWAII

Representative Gene Ward has introduced an interdistrict public school choice bill, and Senator Richard Reed has proposed legislation to amend the State Constitution to exempt any income tax credit offered to families with children in private school from the prohibition of appropriating public funds for the support or benefit of any sectarian or private education institution.

ILLINOIS

TEACH America, a citizen and business coalition dedicated to promoting choice, announced at a press conference on November 18 their plans for continuing to pursue greater choice -- including state-wide open enrollment, vouchers for use at private schools, a Golden-Rule type initiative for low-income families, a postsecondary options proposal, and alternative certification for teachers -- in the state in the 1992 legislative session. Last year's efforts by the group resulted in a very strong legislative showing in support of choice. Representative Bob Bugielski intends to draft voucher legislation for the use at public and private schools to be introduced in the 1992 legislative session.

INDIANA

Pat Rooney, Chairman of the Board and CEO of Golden Rule Insurance, has started a \$1.2 million voucher program enabling low-income parents to send their children to private schools with a voucher worth 50 percent of tuition, with the support of the state's private. Almost 10 percent of all parents with children in public elementary schools requested an application for the scholarship program. Within the first three day after the announcement of the program Golden Rule had received 621 requests for applications, and by the end of February, had distributed more than 2,000 applications. In this school year, 705 students were awarded vouchers by Golden Rule to attend private schools. The number of vouchers awarded is

temporarily limited by the availability of space in the private schools; the response of the private school sector to the increased demand created by the Golden Rule program will inevitably increase the supply of enrollment places.

IOWA

Senator Henry Ray Taylor has introduced legislation to extend the open enrollment program in the state to include private schools.

KANSAS

Senator Eric Yost proposed legislation to establish a pilot educational choice program.

KENTUCKY

Representative Pat Freibert is awaiting action on an intradistrict choice measure by the House Education Committee. Once the bill is posted, the Committee will conduct hearings on the legislation.

LOUISIANA

Efforts continue by the Louisiana Association of Business and Industry, headed by Jackie Ducote, to promote greater parental choice in the state and inform the public of the value of allowing parents to select from among government and non-government schools for their children. The Right to Learn Committee, a citizen's coalition promoting choice in the state, has informed legislative efforts aimed at passing voucher measures to include private schools during the last two sessions. Legislative initiatives will be reported on after the start of the legislative session in mid-March.

MAINE

Senator Linda Brawn introduced a bill in the last legislative session to extend school choice in the state through a voucher program. Due to state regulations that prohibit the introduction of the same bill in consecutive years, Senator Brawn will not propose the legislation in 1992; she has, however, pledged to reintroduce the bill in the 1993 legislative session.

MARYLAND

Three educational voucher bills were heard by committee in Annapolis on February 13. Two of the three under consideration were sponsored by Delegate Ellen Sauerbrey. One of Delegate Sauerbrey's two bills would offer parents who send their children to private schools a voucher worth up to 65 percent of the amount the state spends per pupil to educate a child in a given jurisdiction. In no case would the value of the voucher exceed 90 percent of the cost of the student's private school tuition. The second Sauerbrey measure, the Equal Opportunity for Education Act, would allow low-income families to attend any public school or participating private school. A voucher issued for the 1992-93 school year would be valued at 50 percent if the state's share of the per pupil basic current expenses; in the 1993-94 school year at 55 percent; in the 1994-95 school year at 60 percent; and in 1995-96 and after at 65 percent.

MASSACHUSETTS

Representative David Lionett has introduced a bill to provide an education income tax exemption for parents of students attending private schools. A number of bills have been introduced relating to structuring the funding of the school choice open enrollment program in the state. Most recently, Senator Arthur Chase has refiled a petition pertaining to structuring transportation and funding for the open enrollment program. Hearings on the Chase measure are set for March 10.

MICHIGAN

TEACH Michigan, a citizen and business coalition group in the state, is working toward proposing a statewide ballot initiative on choice in 1994. Currently, the group is conducting an aggressive citizen-based public relations campaign to educate the public on the value of public and private school choice.

1992 Legislative Initiatives include a public school open enrollment bill introduced by Representative Claude Trim, and a measure to allow direct or indirect financial aid to nonpublic schools introduced by Senator Doug Carl.

MINNESOTA

In November of 1991, a private Montessori school in rural Minnesota cleared a key hurdle on its way to becoming the nation's first "charter" school, able under state law to receive public funds while remaining free from most outside controls. Under the charter school measure passed by the legislature in May of 1991, school boards can authorize one or more licensed teachers to create new public schools that would be free from most current rules and regulations. The law enables existing private or public schools to become private schools. Such schools must only meet state standards of what students should know, and can not screen students, charge tuition, or have a religious affiliation. The state provides up to \$3,050 per student. The law permits up to eight schools statewide.

MISSISSIPPI

Representative Tom Cameron informed ALEC's Education Task Force that new Governor Kirk Fordice was considering commissioning a School Choice Task Force to study the issue. Senator Mike Gunn introduced a post-secondary options bill currently under consideration by committee. Senator Gunn is also encouraging the education committee to include an open enrollment provision in their comprehensive education package to be voted on in this session.

NEVADA

Senator Ann O'Connell reported to ALEC's Education Task Force that Governor Robert Miller commissioned report on educational choice had recently been released. No legislative activity is pending to date.

NEW HAMPSHIRE

Senator Roger Heath, Chairman of ALEC's Education Task Force, stood firmly behind his school choice principles in his refusal to support his own sponsored legislation after the Senate Education Committee amended the measure beyond recognition. The final draft from Committee, although called a "choice" bill was so narrow in scope

that it allowed less than 500 students in New Hampshire to qualify for the program, and required that two districts agree to interchange students before a student could attend a school of his choosing. Senator Gordon Humphrey also proposed school voucher legislation which was defeated.

NEW YORK

Senator Joseph Galiber introduced legislation to allow 4 districts to participate in a demonstration education voucher program. The bill also funds an evaluation of the students participating in the program, and establishes a Board to monitor the progress of the program.

NORTH CAROLINA

Representative Steve Wood introduced a bill in the 1991 session authorizing a school choice program in counties with a population of more than 300,000 people and in which there is more than one local school administrative unit in the 1991 session. Representative Wood will continue to promote greater choice in education when the 1992 session convenes.

OKLAHOMA

Legislation proposed by Representative Danny Williams' would authorize a \$1,000 income tax credit for tuition and other related fees paid by parents of a child attending a non-public school. Senator Jerry Pierce also introduced a bill in the 1991 session to permit parents to send their children to private schools. The bill died in the Education committee. In the same session, Senator Gerald Wright introduced a bill to permit public school choice.

OREGON

TEACH Oregon (Toward Educational Accountability and Choice) is completing final drafts of a school choice ballot initiative scheduled to be launched in 1994. The measure would provide state scholarships for students attending public and private schools. The plan would be phased in over a four year period, provide an open enrollment public school option, and be made available to students enrolled in private schools or schooled at home. ALEC is currently reviewing the proposed ballot initiative for TEACH Oregon. ALEC member Representative Carolyn Oakley also informed the Education Task Force of an interim study of choice underway in the state.

PENNSYLVANIA

On November 26, 1991, the Pennsylvania Senate approved a school choice/voucher measure by a vote of 28 to 22. The bill, sponsored by ALEC member Frank Salvatore, provided greater choice among public schools, and a \$900 voucher for use at the state's private schools.

On December 10, 1991 the House Education Committee tabled a similar version of the voucher bill, and issued a report recommending limiting choice to public schools only, urging the House to reject choice plans which include private schools. The committee did report a school code bill to which the controversial voucher amendment was proposed.

Proponents of the voucher amendment in the House agreed to add a means test to the Senate version of the plan, making families with

\$75,000 or more in taxable income ineligible for the voucher. In addition, the House voucher amendment made parents liable for only 10 percent of any non-resident tuition, and allowed districts to reject "choice" students if it required additional space or teachers.

The House defeated the proposed amendment on a procedural vote of constitutionality, voting the measure down by a 114 to 89 margin. Opponents also claimed that the cost to implement the choice program, which they estimated at \$300 million, was more than the state could afford. Opponents were supported by a major anti-voucher campaign launched by the state's teacher's union. Pressure from the unions prompted key supporter, some who had co-sponsored the original choice legislation in the House, to withdraw their endorsement of the proposal.

SOUTH CAROLINA

Representative Michael Jaskwich and Senator Michael Rose introduced companion legislation to authorize students to attend any public or private schools in the student's district. Senator Rose's measure passed the Senate and is pending in the House. Representative Jaskwich's bill remains in the Education and Public Works Committee.

SOUTH DAKOTA

A citizen's coalition is currently drafting a school tax abatement initiative to be placed on the 1992 ballot. ALEC is currently reviewing the initiative, and will provide greater details when the group goes public with the measure.

TENNESSEE

Representative Frank Niceley has introduced a measure to allocate scholarships of 70 percent of the per pupil expenditure amount for the state's poorest families to use at private schools, where state and local dollars would follow the student. Within five years, the program will be expanded to include all income levels, but scholarship amounts will decrease inversely with family income, down to a minimum of 10 percent of the per pupil expenditure amount. Scholarships for existing private school students will be funded only to the extent of savings generated by transfer of students from public to private schools. The bill also includes a charter school provision, where teacher groups, community organizations, and others (e.g. a museum, an university, the Salvation Army or the NAACP) may organize nonprofit charter schools that contract with the State Board of Education to operate a public school; a post secondary enrollment option for students in grades 11 or 12 to receive high school credit for courses completed at eligible Tennessee colleges and universities, the cost of which will be paid by the state; and the extension of greater autonomy to public schools, permitting school governance by a council of teachers, the principal and two parent representatives.

TEXAS

Proponents of school choice in Texas are working to have a school choice resolution placed on the both Democratic and Republican party platforms in the March 10 primary. A citizen coalition group has organized in Texas to educate the public on the value of school choice as a reform initiative. The group, the Texas Foundation for Education

Options, is headed by Barbara Galley, P.O. Box 1438, Lewisville, Texas, 75067-1438 (1-800-388-STUDY).

UTAH

Representative Byron Harward introduced legislation to establish a Choice in Education Task Force to study issues related to choice in education programs. The legislation passed both the House and Senate. A voucher bill was introduced in this session by Representative Phil Uipi but was not considered by the Education Committee.

VIRGINIA

Representative Phil Hamilton has introduced an intradistrict choice measure to allow students to select from schools within their residential districts.

WASHINGTON

Senator Tim Erwin introduced a bill early in the 1991-92 session to provide scholarships to all resident school-age children for use at any public or private school deemed as a scholarship-receiving school.

WEST VIRGINIA

Delegate John Overington of West Virginia's proposal to allow a tax credit for private and home schooling was granted a hearing on January 29. The bill is still pending in Committee.

WISCONSIN

A decision from the State Supreme Court on the legality of the low-income voucher program in Milwaukee found in favor of the low-income parents and students taking part in the program. In a reversal of the Court of Appeals decision the State Supreme Court found that the "Milwaukee Parental Choice Program passes constitutional scrutiny in all issues presented before this court" and "parental choice preserves accountability for the best interests of the children" enrolled in the program. Quoting from the brief filed by the lead attorney supporting the Milwaukee choice program, Clint Bolick, Judge Louis J. Cecil opened his concurring opinion with the statement: Let's give choice a chance!

Participation in the program more than doubled this year, with 534 pupils enrolling at six schools in September of 1991. Due largely to uncertainty surrounding the decision of the State Supreme Court, and possible resident transfer from the city, 86 of the 249 students who were enrolled in choice schools last June failed to return. The first independent evaluation of the program confirmed parental satisfaction with the program, and recommended its continuation. There is yet no strong indication that the the choice program has boosted student achievement. Copies of the evaluation are available through ALEC.

Governor Tommy Thompson's post-secondary options plan, which allows high school juniors and seniors to enroll in college classes, was enacted by the legislature in the 1991 session.

Legislators in Arkansas, Colorado, Iowa, Massachusetts, Minnesota, Ohio and Utah have already enacted statewide open enrollment legislation.

In the 1990 legislative session Vermont amended its tuition law to permit elementary and secondary school students to attend private schools at state expense where towns lacked a public school.

For more information or copies of pending legislation please contact:

Patricia Farnan, Director of Education and Empowerment Policy, American Legislative Exchange Council.

Cinamon Watson, Legislative Assistant, Education Task Force, American Legislative Exchange Council.

American Legislative Exchange Council, 214 Massachusetts Avenue, N.E., Washington, D.C. 20002. (202)547-4646

REPRESENTATIVE SCHEUER. Thank you for your truly outstanding testimony, Ms. Farnan, I appreciate it very much. And you all helped us make a wonderful record, a printed record, on the basis of which we're going to legislate toward the goals that you announced.

This is the completion of the third panel, the third of three. I want to thank all of you for having rendered truly fine and thoughtful testimony. And I want to thank the kids and adults in the audience for having been a very solid participating audience, who realized the value and the content of the evidence and testimony that you have heard.

So, this is the termination of the hearing. Thank you all. The hearing is adjourned.

[Whereupon, at 1:05 p.m., the Subcommittee adjourned, subject to the call of the Chair.]

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