

STATE OF ILLINOIS
BOARD OF HIGHER EDUCATION

A CITIZENS' AGENDA FOR ILLINOIS HIGHER EDUCATION

**THE ILLINOIS COMMITMENT:
PARTNERSHIPS, OPPORTUNITIES, AND EXCELLENCE**

Executive Summary

In July 1998, the Illinois Board of Higher Education (IBHE) began discussions about an agenda for higher education for the coming decade. It was called the "Citizens' Agenda" because its focus was on the needs of the state's students and employers, and on the well being of Illinois residents. Through surveys and focus groups, meetings and interviews, reading and listening, what Illinois citizens want from higher education was clarified. In December, the Board considered a new draft of the Citizens' Agenda, the "Illinois Commitment: Partnerships, Opportunities, and Excellence. The higher education community was invited to provide comments and advice. Many useful suggestions were received and the draft was amended. Described in the attached report, the *Illinois Commitment* comprises the following goals:

1. Higher education will help Illinois business and industry sustain strong economic growth.
2. Higher education will join elementary and secondary education to improve teaching and learning at all levels.
3. No Illinois citizen will be denied an opportunity for a college education because of financial need.
4. Illinois will increase the number and diversity of citizens completing training and education programs.
5. Illinois colleges and universities will hold students to even higher expectations for learning and will be accountable for the quality of academic programs and the assessment of learning.
6. Illinois colleges and universities will continually improve productivity, cost-effectiveness, and accountability.

The staff recommends the following resolution:

*The Illinois Board of Higher Education hereby adopts **The Illinois Commitment: Partnerships, Opportunities, and Excellence** as the goals for higher education for the first decade of the 21st century.*

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February 1999

The Competitive Edge

Illinois' strengths are its diverse economy, rich natural resources, strategic location, and well-trained workforce. With these strengths, Illinois has flourished in good times and survived bad times better than most.

Illinois owes much of its economic success and stability to the strong system of higher education in which it has invested wisely. Higher education, in its turn, owes much to Illinois. Not only has Illinois made substantial investments in its own colleges and universities, it has become the home of ideas that shaped the character of American higher education—the land grant university, the community college, and the general education curriculum. Illinois also has been a pioneer in distance education, student financial aid, and research.

But what about the future? In a world economy based on information resources and electronic communication, natural resources and a central location no longer ensure a competitive advantage. If Illinois is to compete effectively in the 21st century, its economy must embrace technology; its natural resources must include knowledge; it must position itself on major information pipelines; and its workforce must be smart, adaptable and competent. Higher education will be the key.

We know there are problems to be solved and advantages to be gained if higher education acts now to identify and vigorously pursue an agenda that focuses on partnerships, opportunities, and excellence.

We know that the number of high school graduates will increase about 12 percent by 2008 and that they will be more ethnically and culturally diverse than previous generations.

We know that good jobs increasingly require education beyond high school. We know that the disparity in earnings between high school graduates and people with college credentials continues to widen.

We know that better-educated individuals have higher incomes and greater job security and mobility. They also tend to contribute to their communities and participate in civic life.

To be able to achieve the goals of the Citizens' Agenda, to form the partnerships that will be needed, to expand opportunities, and to achieve excellence, higher education will also need strong support. The state's commitment will need to be maintained. Increased investment will allow results to be achieved more broadly and quickly.

Just as centers of commerce sprang up along navigable rivers, around natural harbors, and parallel to railroad tracks and major roads in earlier centuries... the hubs of the next millennium will take root around pipelines that carry torrents of computer data.¹

As the U.S. economy becomes increasingly focused on the processing and creative use of information, the education attainment level of its workforce is thus a key ingredient in the economic well-being of the nation.²

High Approval and Higher Expectations

Illinois citizens, employers, opinion leaders, and students voice strong support for their colleges and universities. Opinion surveys conducted in 1998 found that citizens see a college degree as a passport to future economic success, and a substantial majority approves of spending more on education. But survey respondents agreed that higher education should forge stronger partnerships with business and industry and with elementary and secondary schools. The surveys also revealed that policy-makers must expand opportunities by ensuring that college remains affordable and by opening access to programs and services. They also want excellence—assuring higher quality programs and high expectations for students while the enterprise is run cost-effectively.

The Illinois Commitment

Illinois higher education is committed to meeting the challenges of the coming century. In July 1998, the Illinois Board of Higher Education began discussing a “citizens’ agenda” for the coming decade to focus on the needs of the state and its residents. Through surveys and focus groups, meetings and interviews, reading and listening, the goals for higher education were refined and clarified. It was clear from these discussions that higher education needed to focus on partnerships, opportunities, and excellence and pursue the following goals:

All this is in the hands of children, eyes already set on a land we never can visit—it isn't there yet—but looking through their eyes, we can see what our long gift to them may come to be.³

1. Higher education will help Illinois business and industry sustain strong economic growth.
2. Higher education will join elementary and secondary education to improve teaching and learning at all levels.
3. No Illinois citizen will be denied an opportunity for a college education because of financial need.
4. Illinois will increase the number and diversity of citizens completing training and education programs.
5. Illinois colleges and universities will hold students to even higher expectations for learning and will be accountable for the quality of academic programs and the assessment of learning.
6. Illinois colleges and universities will continually improve productivity, cost-effectiveness, and accountability.

These goals, related actions, and expected results are discussed further below and summarized in Attachment 1.

Unique Contributions and Collective Accountability

The Illinois Commitment respects the diversity of Illinois higher education and the uniqueness of each system and institution. Each college and university will identify the ways it will contribute to achieving statewide goals and fulfilling *The Illinois Commitment*. All colleges, universities, and systems will also select institution-specific results or benchmarks and use them to measure their contributions. Institutions will report results annually, and a statewide “Results Report” will provide collective accountability. If progress toward certain goals is slow, the Board of Higher Education will focus its efforts toward achieving them, seeking new and creative solutions. As new ideas emerge or new challenges arise, the Board will pursue new initiatives.

Goal 1 Economic Growth

Higher education will help Illinois business and industry sustain strong economic growth.

Higher education will be proactive and provide leadership, innovation, and creativity in a rapidly changing economic and social environment. Higher education also will be responsive to the needs of Illinois business and industry and will adapt quickly to change. Education and training programs will provide competencies in communication, problems solving, and teamwork as well as field-specific knowledge and skills

In research, higher education is seen as pushing the outer limits of knowledge and methods—creative, innovative, and resourceful. The benefits of research need to be brought swiftly to business and industry, to school classrooms, and to patients’ bedsides. While Illinois residents, employers, and opinion leaders now overwhelmingly approve the current efforts of colleges and universities, most recognize that higher education must develop new programs more quickly and update existing programs on a regular basis.

Higher education will not only respond to the need for well-trained workers, but also help figure out what those needs are now and what future needs will be. Higher education also will identify promising areas of research and bring together resources to solve scientific, technical, and social problems. The faculty and other professional staff of colleges and universities can provide professional expertise and practical, useful advice, and assist in developing new products and launching new businesses.

Actions

- Update instruction, curricula, and assessment on the basis of regular surveys of employers about what graduates need to know and need to be able to do.

The new millennium... confronts us with a bewildering mixture of promise and threat. If the balance between promise and threat is unclear, what is clear is that the essential key—though not the only key—to human well-being in this daunting new world is knowledge.⁴

- Expand opportunities for work-based learning and clinical experiences.
- Expand business-university partnerships to pursue promising areas of research in technology and other fields.
- Streamline program development and approval processes at campus and state levels to encourage innovation and risk-taking.
- Adjust the capacity of occupational and professional programs to keep the supply of graduates in balance with employment demand.
- Expand opportunities to advance knowledge in a broad range of fields through basic and applied research conducted by institutions with strong research missions.

Results and Accountability

1. Annually increase the number of businesses and industries directly served by colleges and universities through education and training programs, public service, and research.
2. Annually increase the number of graduates with the skills and knowledge needed to meet new or emerging occupational demand.
3. By 2004, all occupational and professional programs will demonstrate through assessment that graduates possess the knowledge and skills necessary for success in the workplace.

Goal 2 Teaching and Learning

Higher education will join elementary and secondary education to improve teaching and learning at all levels.

The preparation of teachers for Illinois elementary and secondary schools is among the most important contributions that higher education can make to the well being of the state and its citizens. Research shows that the single most important factor in increasing student learning is the quality of the teacher—what students learn depends on what their teachers know. To improve the preparation and continuing professional development of teachers, higher education needs to form local partnerships with schools to develop support programs for new teachers and to provide opportunities for experienced teachers to update their skills and knowledge.

A second priority for all of education is the preparation of high school students for postsecondary training and education and for careers. Students who are poorly prepared for college are likely to spend more money and more time completing their degrees, if they even persist in their studies. They are more likely to be required to take remedial courses and less likely to succeed in college. This is higher education's problem. Higher education must now provide the remedial and developmental courses for students who are poorly prepared. Because higher education prepares the teachers

For many decades, the United States education system has tried to improve student achievement by tinkering with various levers in the great machinery of schooling....No other intervention can make the difference that a knowledgeable, skillful teacher can make in the learning process.⁵

who teach the students, it shares the responsibility when students haven't learned.

Actions

- Provide high school students access to high quality college-preparatory, Tech-Prep, and AP courses and dual enrollment opportunities.
- Jointly develop measures of student achievement that are useful to students, parents, schools, colleges, and universities.
- Collaboratively raise standards for the initial preparation and continuing professional development of classroom teachers.
- Expand and support programs that foster higher educational aspirations and achievement among minority students.
- Increase student and teacher access to learning resources through high quality, high speed Internet connections and other technologies.

Results and Accountability

1. Annually increase the number of high school students who complete the courses needed to prepare for college and for work, who complete Tech-Prep and AP courses, and who participate in dual enrollment programs.
2. Annually reduce the number and percent of recent high school graduates who need remedial courses at colleges and universities.
3. Annually increase the number of new teachers and improve the qualifications and skills they bring to the teaching profession.
4. Annually increase the number of Master Teachers in Illinois, increasing from 36 in 1998 to 500 by 2002.

Goal 3 Affordability

No Illinois citizen will be denied an opportunity for a college education because of financial need.

Students and families make great sacrifices to attain the benefits of higher education. While students have a responsibility to prepare for college both academically and financially, higher education will assure that tuition and fees are in line with students' ability to pay.

Actions

- Ensure that net costs to students rise no faster than their ability to pay.
- Increase efforts to inform parents, students, and potential students of ways to save for college, of college costs, and of available student aid.
- Develop schedules, programs, and incentives to assure that students can achieve their academic objectives in a timely manner.

The sadder truth is that as markets come to play an increasingly dominant role in higher education, an even smaller proportion of at-risk students who enter the front door of institutions will likely achieve educational success.⁶

- Support efforts to shift the emphasis of federal student financial aid programs from loans to grants.
- Develop a consumer information system to help students make good educational choices.

Results and Accountability

1. The net cost to students will increase no faster than their ability to pay.
2. Annually increase retention and graduation rates while maintaining high academic standards.
3. Annually increase the number of students enrolled from the lowest income categories.

Goal 4 Access and Diversity

Illinois will increase the number and diversity of citizens completing training and education programs.

Illinois must become one of the best-educated states in the country. Educated citizens nurture business and industry and attract new enterprises. New businesses and industries attract better-educated individuals into the state—spiraling educational attainment and economic development upward. Educated states invest in the future—better schools, improved health care, and increased economic development. They can spend more on education and economic development because they spend less on corrections, welfare, and social services.

The demographic “wave” of students over 40 could overwhelm the current infrastructure of traditional higher education institutions, especially when combined with the baby boom “echo” of students who will begin enrolling around the year 2000.⁷

Capacity will be expanded to provide traditional college experiences for increasing numbers of recent high school graduates. Within the next decade, Illinois high school graduates are projected to increase by over 12 percent. Colleges and universities have frequently accommodated high and low tides of traditional students. However, meeting the diverse needs of so-called nontraditional students—people over 25, employed and unemployed; the poor; minorities; and non-English speakers whose ranks are growing faster than the traditional college-age population—is as important as meeting the needs of increased numbers of traditional students. Higher education will serve increasing numbers of both traditional and non-traditional students.

In a changing world, people need to continue learning forever, moving back and forth between education and work. Employers now emphasize the mastery of skills and knowledge—competency rather than degrees—while employees continue to seek credentials that they can carry from one job to another. While degrees and certificates are significant milestones in an *individual’s* academic career and good measures of a state’s education levels, continuous or lifelong learning, whether or not a credential is earned, is increasingly important for career advancement, civic involvement,

The U.S. system [of higher education] is peculiarly wedded to the technologies of real time teaching and to the outmoded idea that quality in education is necessarily linked to exclusivity of access and extravagance of resource.⁸

and personal enrichment, as well as for increased productivity in the workplace.

Actions

- Create the technology infrastructure, new types of institutions, and new partnerships to expand access to education and training programs and services.
- Expand access to services, training, and academic programs particularly for non-traditional students—the employed, minority and older students, and economically disadvantaged.
- Identify “what works” for non-traditional students and support expansion of effective programs.
- Routinely conduct surveys of Illinois citizens and current students to identify and address their needs for programs and services.
- Smooth the transitions from high school to college and from one college to another.
- Study the migration of college students and the migration of well-educated workers into and out of Illinois.
- Adjust capacity and program options to accommodate a 12 percent increase in high school graduates and a large increase in nontraditional students.

Results and Accountability

1. Annually increase the percentage of the Illinois population that has achieved each successive level of education and the percentage of minority graduates at each level of attainment.
2. Annually increase the college-going rates of Illinois high school graduates.
3. Annually increase the number of college and university students who earn a certificate or a degree and who do so in a timely manner, as appropriate to their circumstances and academic programs.
4. Annually expand the number of Illinois adults enrolled in credit programs and non-credit training.

Goal 5 High Expectations and Quality

Illinois colleges and universities will hold students to even higher expectations for learning and will be accountable for the quality of academic programs and the assessment of learning.

Higher education will hold its students to even higher expectations and assess achievement of these higher standards. Assessment results will be used to improve teaching and learning and to help students find the academic assistance they need.

As higher education uses technology to extend access and develops programs to meet emerging needs, new ways of maintaining and

protecting the quality of instruction and the academic integrity of programs will be developed.

As quality is enhanced and expectations raised, colleges and universities will be more responsive to students and their needs. Teaching and learning will be the focus of redesigned administrative and academic services.

Actions

- Provide support and incentives for development of assessment tools, benchmarking, and quality assurance processes.
- Develop a new definition of quality that requires all programs to be state-of-the-art and relevant to life and work, as appropriate to the academic discipline.
- Integrate awareness of civic and professional ethics and responsibilities into programs, courses, and work experiences.
- Create new programs and revise existing programs in response to societal, student, and workforce needs.
- Improve each institution's ability to attract and retain high quality faculty and staff, including individuals from diverse backgrounds.
- Encourage and support programs that enhance understanding of diverse cultures and international perspectives.
- Increase the ability of faculty to effectively use technology in teaching and learning.

Results and Accountability

1. By 2004, all academic programs will systematically assess student learning and use assessment results to improve programs.
2. Annually increase the pass rates of Illinois students on nationally standardized tests and licensure examinations.
3. Annually increase the placement of graduates in careers appropriate to their education and training.
4. Increase the satisfaction of employers with the job preparation of graduates.

Goal 6 Productivity and Accountability

Illinois colleges and universities will continually improve productivity, cost-effectiveness, and accountability.

The Priorities, Quality, and Productivity (PQP) initiative provides the foundation for *The Illinois Commitment*. Although some institutions used PQP more effectively than others, colleges and universities strengthened quality, enhanced distinctiveness, and improved flexibility. On most campuses, the elimination of lower priority programs and activities is no longer a radical idea but a necessary strategy for now and the future. Institutions refined their own priorities and aligned them more closely, more consciously,

Probably the most important revolution on higher education's horizon is the shifting from processes to outcomes—from asking "What courses did you take and pass when you were in college?" to asking "What do you know and what can you do?"⁹

with statewide priorities. PQP was the right thing to do and the right time to do it. It is now time to build on PQP and pursue an agenda that focuses on the needs of the state and its citizens, employers, and communities.

Because of the PQP initiative, Illinois colleges and universities are well positioned to pursue aggressively the goals of *The Illinois Commitment*. Each college, university, and system will identify the best ways it will contribute to the goals, and will reallocate resources from activities of lesser priority.

Actions

- Build new programs upon distinctive strengths of individual colleges and universities and partnerships among institutions.
- Support new programs and services and improve quality through internal reallocation and cost savings, as well as through state support and tuition and fees.
- More creatively use existing facilities, new technologies, and partnerships among institutions to expand access and quality.
- Continuously streamline and improve the efficiency and responsiveness of administrative and support functions.

Results and Accountability

1. Reallocation of base budgets from lower to higher priority programs and services will be expected and reported annually. Such reallocations should exceed one percent of the base budget.
2. Specific objectives, expected results, and accountability measures will accompany any request for new resources, either from the state or from students.
3. New state resources will be allocated by institutions to activities that support statewide goals, productivity, and cost-effectiveness.
4. Colleges and universities will identify their contributions to achievement of statewide goals and productivity improvements, and annually report specific evidence of their accomplishments.

Conclusions and Next Steps

The Illinois Commitment respects the diversity of Illinois higher education and the uniqueness of each system and institution. The Board of Higher Education will set directions, provide budget support, and monitor results. Ultimately, it will be the colleges and universities that take the actions and achieve the results outlined in *The Illinois Commitment*. Each institution will identify the appropriate contribution it can make to achieving the goals and fulfilling the commitment.

Each college, university, and system will identify the specific results or benchmarks that it will use to measure contributions to statewide goals and be accountable for that contribution. Each institution will report its unique contributions annually.

The Board of Higher Education will publish a “Results Report” that will provide collective accountability. This report also will provide the opportunity for the Board of Higher Education to assess fulfillment of *The Illinois Commitment* and proactively pursue goals that need further attention.

¹ Markoff, John, “Will Commerce Flourish where Rivers of Wire Converge?” *The New York Times*, December 9, 1997.

² National Center for Higher Education Management Systems, *An Agenda for Policy Research in Higher Education*, February 1998.

³ From “Of History and Hope” by Miller Williams.

⁴ Rhodes, Frank T., The Glion Declaration: The University at the Millennium, *The Presidency*, Fall 1998

⁵ Darling-Hammond, Linda, *Doing What Matters Most: Investing in Quality Teaching*, NY: National Commission on Teaching and America’s Future, November 1997, pp. 7-8.

⁶ National Center for Public Policy and Higher Education, *A Very Public Agenda*, April 1998.

⁷ The Institute for Higher Education Policy and The Education Resources Institute, *Life after Forty: A New Portrait of Today’s—and Tomorrow’s—Postsecondary Students*, October 1996.

⁸ Sir John Daniel quoted in “The British are Coming, the British are Coming” by John Palatella, *University Business*, July/August 1998.

⁹ National Center for Public Policy and Higher Education, *A Very Public Agenda*, April

Attachment

The Illinois Commitment: Partnerships	
Goal 1 Economic Growth	Goal 2 Teaching and Learning
Higher education will help Illinois business and industry sustain strong economic growth.	Higher education will join elementary and secondary education to improve teaching and learning at all levels.
Actions	
Update instruction, curricula, and assessment on the basis of regular surveys of employers about what graduates need to know and need to be able to do.	Provide high school students access to high quality college-preparatory, Tech-Prep and AP courses and dual enrollment opportunities.
Expand opportunities for work-based learning and clinical experiences.	Jointly develop measures of student achievement that are useful to students, parents, schools, colleges, and universities.
Expand business-university partnerships to pursue promising areas of research in technology and other fields.	Collaboratively raise standards for the initial preparation and continuing professional development of classroom teachers.
Streamline program development and approval processes at campus and state levels to encourage innovation and risk-taking.	Expand and support programs that foster higher educational aspirations and achievement among minority students.
Adjust the capacity of occupational and professional programs to keep the supply of graduates in balance with employment demand.	Increase student and teacher access to learning resources through high quality, high speed Internet connections and other technologies.
Expand opportunities to advance knowledge in a broad range of fields through basic and applied research conducted by institutions with strong research missions.	
Results and Accountability	
Annually increase the number of businesses and industries directly served by colleges and universities through education and training programs, public service, and research.	Annually increase the number of high school students who complete the courses needed to prepare for college and for work, who complete Tech-Prep and AP courses, and who participate in dual enrollment programs.
Annually increase the number of graduates with the skills and knowledge needed to meet new or emerging occupational demand.	Annually reduce the number and percent of recent high school graduates who need remedial courses at colleges and universities.
By 2004, all occupational and professional programs will demonstrate through assessment that graduates possess the knowledge and skills necessary for success in the workplace.	Annually increase the number of new teachers and the improve qualifications and skills they bring to the teaching profession.
	Annually increase the number of Master Teachers in Illinois, increasing to 500 by 2002.

The Illinois Commitment: Opportunities	
Goal 3 Affordability	Goal 4 Access and Diversity
No Illinois citizen will be denied an opportunity for a college education because of financial need.	Illinois will increase the number and diversity of citizens completing training and education programs.
Actions	
Ensure that net costs to students rise no faster than their ability to pay.	Create the technology infrastructure, new types of institutions, and new partnerships to expand access to education and training programs and services.
Increase efforts to inform parents, students, and potential students of ways to save for college, of college costs, and of available student aid.	Expand access to services, training, and academic programs particularly for non-traditional students—the employed, minority and older students, and economically disadvantaged.
Develop schedules, programs, and incentives to assure that students can achieve their academic objectives in a timely manner.	Identify “what works” for non-traditional students and support expansion of effective programs.
Support efforts to shift the emphasis of federal student financial aid programs from loans to grants.	Routinely conduct surveys of Illinois citizens and current students to identify and address their needs for programs and services.
Develop a consumer information system to help students make good educational choices.	Smooth the transitions from high school to college and from one college to another.
	Study the migration of college students and the migration of well-educated workers into and out of Illinois.
	Adjust capacity and program options to accommodate a 12 percent increase in high school graduates and a large increase in nontraditional students.
Results and Accountability	
The net cost to students will increase no faster than their ability to pay.	Annually increase the percentage of the Illinois population that has achieved each successive level of education and the percentage of minority graduates at each level of attainment.
Annually increase retention and graduation rates while maintaining high academic standards.	Annually increase the college-going rates of Illinois high school graduates.
Annually increase the number of students enrolled from the lowest income categories.	Annually increase the number of college and university students who earn a certificate or a degree and who do so in a timely manner, as appropriate to their circumstances and academic programs.
	Annually expand the number of Illinois adults enrolled in credit programs and non-credit training.

The Illinois Commitment: Excellence	
Goal 5 High Expectations and Quality	Goal 6 Productivity and Accountability
Illinois colleges and universities will hold students to even higher expectations for learning and will be accountable for the quality of academic programs and the assessment of learning.	Illinois colleges and universities will continually improve productivity, cost-effectiveness, and accountability.
Actions	
Provide support and incentives for development of assessment tools, benchmarking, and quality assurance processes.	Build new programs upon distinctive strengths of individual colleges and universities and partnerships among institutions.
Develop a new definition of quality that requires all programs to be state-of-the-art and relevant to life and work, as appropriate to the academic discipline.	Support new programs and services and improve quality through internal reallocation and cost savings, as well as through state support and tuition and fees.
Integrate awareness of civic and professional ethics and responsibilities into programs, courses, and work experiences.	More creatively use existing facilities, new technologies, and partnerships among institutions to expand access and quality.
Create new programs and revise existing programs in response to societal, student, and workforce needs.	Continuously streamline and improve the efficiency and responsiveness of administrative and support functions.
Improve each institution's ability to attract and retain high quality faculty and staff, including individuals from diverse backgrounds.	
Encourage and support programs that enhance understanding of diverse cultures and international perspectives.	
Increase the ability of faculty to effectively use technology in teaching and learning.	
Results and Accountability	
By 2004, all academic programs will systematically assess student learning and use assessment results to improve programs.	Reallocation of base budgets from lower to higher priority programs and services will be expected and reported annually. Such reallocations should exceed one percent of the base budget.
Annually increase the pass rates of Illinois students on nationally standardized tests and licensure examinations.	Specific objectives, expected results, and accountability measures will accompany any request for new resources, either from the state or from students.
Annually increase the placement of graduates in careers appropriate to their education and training.	New state resources will be allocated by institutions to activities that support statewide goals, productivity, and cost-effectiveness.
Increase the satisfaction of employers with the job preparation of graduates.	Colleges and universities will identify their contributions to achievement of statewide goals and productivity improvements, and annually report specific evidence of their accomplishments.