

Part II - Quality Teaching

Outline of Issues--Draft

September 1, 1998

The quality of teaching in our Nation's classroom has come to the forefront of the public's attention with news accounts of teacher shortages, unqualified substitutes receiving full-time jobs, prospective teachers in Massachusetts overwhelming failing the literacy portion of a teacher certification exam, and continual stories about schools hiring emergency certified teachers to fill their classrooms.

In addition to this public coverage of teacher quality problems, research conducted over the past several years has begun to show a trend - the quality of the teacher in the classroom makes a significant difference in student achievement (Ferguson 1991, Ferguson and Ladd, 1996, Darling-Hammond 1996, Snow 1998). These research findings demonstrate that when comparing students exposed to poor teachers over three years compared to students exposed to high-quality teachers over the same period, student achievement can be as great as 50 percentage points on standardized exams (Haycock 1998).

The 1994 reauthorization of the Elementary and Secondary Education Act began to address teacher quality by improving the professional development components of the law. The Eisenhower Professional Development program expanded from math and science to include all core subject areas; focused professional development around student content and performance standards; and, encouraged a variety of professional development activities to promote on-going teacher learning linked to improved student achievement.

With the 1998 reauthorization of the Higher Education Act, the Administration continued to tackle the issues of teacher quality with provision in Title II that addressed teacher preparation, recruitment, and induction with a focus on recruiting minorities and serving our highest poverty urban and rural districts. (NEED MORE)

One of the problems with the Eisenhower Program is that it has tried to do too much with too little. The funds in Eisenhower have been spread thin and Districts have not been able to effectively use the funding to affect ... The assumption behind this proposal is that in order to have a greater impact and provide leverages to local Districts and schools, we need to target this proposal teachers currently in classrooms in our highest poverty schools and Districts. (FINISH WRITING ABOUT WHAT WE HAVE LEARNED ABOUT THE EFFECTIVENESS OF EISENHOWER)

WHAT WE KNOW ABOUT THE STATE OF TEACHER QUALITY:

- Only 500 of 1300 teacher education programs are Nationally accredited through NCATE (NCAFT 1996).
- Over 60% of teachers report that their induction program only lasted several days (unreleased SASS 1998).

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- More than 30 states allow teachers to be hired on a temporary or emergency license without having completed the licensing requirements (Darling-Hammond 1998).
- Most Districts offer incentives to teachers to participate in professional development by allowing them to earn continuing education units in order to receive pay increases along the way. These incentives often lead individual teachers to take classes that fit their schedules and individual interests rather than participating in professional development as part of a systemic plan to improve student achievement (CPRE 1995).

TENETS OF PROPOSAL:

- ▶ Provide incentives for States, Districts, and Schools to develop comprehensive teacher quality plans as an integral part of their plans to improve student achievement;
- ▶ Focus limited resources on ensuring that there are quality teachers in the schools where they are needed most;
- ▶ Ensure that all teachers have access to ongoing-professional development aligned with state content and performance standards;
- ▶ Federal funds should support a research-based theory of professional development not mandate specific activities;
- ▶ Provide instructional supports for teachers, including providing teachers with the tools they need to integrate technology into the curriculum; and
- ▶ Organize schools to enhance effective teaching and learning
 - ▶ Principals as instructional leaders (create and disseminate effective models of principal leadership)
 - ▶ Smaller classes

INCREASING THE NUMBER OF QUALITY TEACHERS IN SCHOOLS THAT NEED IT THE MOST

Background: The nation's school will need two million teachers during the next decade. Additionally, while the U.S. loses about 1/4 of all new teachers during the first 1 - 3 years of teaching, the attrition rate of new teachers in high poverty schools is much greater than in other population areas. Yet schools most impoverished and challenging continue to be the schools where new teachers are assigned, provided heavy teaching assignments and given few resources to meet the challenges of students with the greatest need. (National Commission, 1996; NCES data). There is also expected to be a great need for new principals.

Many teachers lack depth in the subject-matter they teach, mastery of content pedagogy, and sufficient understanding about the diverse students they teach, particularly those in high poverty schools and those students with limited English proficiency. (Shulman, 1987; Darling-Hammond, 1997; Villegas). Twenty-five percent of classes in schools with 50 percent or more poor children are taught by a teacher lacking a major in the field. (Education Trust, Good Teaching Matters, 1998). Sixty-nine percent of teachers nationally reported that they have never participated in professional development activities to help them better address the needs of LEP students or students from diverse culturally backgrounds (unreleased SASS, 1998).

National Options:

- Establish national incentive program to recruit qualified teachers to work in high-need fields and areas (Title I schools) (DO RESEARCH ON HOW TFA AND CNS HAVE RECRUITED QUALITY CANDIDATES TO THE FIELD, BUT COMBINE WITH RETENTION ISSUES).
- Fund a clearinghouse to serve as a resource center to match prospective teachers with jobs openings in high-poverty areas.
- Develop a demonstration program that funds projects demonstrating recruitment activities that draw quality teachers to high-poverty areas, effective professional development models that helped to turn around failing schools, induction programs such as mentoring, models of school principals as instructional leaders, models of schools structured to offer teachers time to reflect on student work, and schools that have used technology as a tool to improve teaching and learning.
- Support national and regional teacher networks, such as the National Writing Project, the Reading Success Network, etc.

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State Options:

Over the past five years, several states have begun to effectively address the issue of teacher quality. Among these States is the State of Connecticut. Connecticut tackled the issues with a comprehensive plan to increase teacher salaries, improve their recruitment efforts, improve pre-service teacher education, licensing, induction, and ongoing professional development. The plan paid off with significant gains in student achievement in reading and math (Darling-Hammond 1998).

How can we spur this type of planning in all States?

Teacher Standards and Licensure

- Reserve funds at State level for alignment among State accreditation, standards for teacher preparation programs, licensure (including alternative routes to licensure) and advanced certification requirements with State content standards.
- Require States to demonstrate that their State licensure requirements are based on

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Increasing the Number of Board Certified Teachers

- Set State goals for increasing the number of Board certified teachers. Allow States to use funds to pay for teachers in high-poverty areas to go through board certification, provide one-time bonuses for teachers upon completion of board certification, or provide percentage increase in salary.
- Provide incentives for Board certified teachers to work in high-poverty areas and serve as mentors to teachers trying to meet the Board certification requirements.

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Change Requirements for Re-Certification or Advanced Career Status

- Provide incentives to States that restructure their recertification requirements to encourage teachers to participate in research-based professional development that improves student learning (e.g. site-based, team planning, networks) instead of incentives to take courses for continuing education credit.

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State Models

- Provide incentives to States to develop a comprehensive plan for teacher quality (Need to develop this idea), including models to use technology as a tool to reach out to teachers in rural areas of the State.

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Use Technology as Tool

- Provide funding for State-level support for the classroom use of technology to further standards-based reform.
 - Mechanisms or services could include lesson plans tied to state standards peer reviewed by colleges and made available on the web (Ohio has an effective model for their middle schools). Lesson plan development could include formal teacher recognition by the State.
 - Collect teacher-researched and maintained URLs with information needed for classroom use in order to create a market for teachers' good ideas that fit into a standards-based reform and are available to all, including students and parents. The research and development work that teachers do and the peer review would provide professional development for teachers.
- Use technology as a tool to disaggregate State assessment data.

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District Options:

District Planning

- Districts should set student achievement goals, based on data, and describe how the use of Part 2 funds for research-based professional development activities will help the district reach the goals.

Note: Currently Eisenhower requires districts and schools to do a needs assessment in order to determine the types of standards-based professional development that is needed to implement standards in the classroom. However, many of these plans are not data-driven nor are they based on research-based approaches for teacher learning.

1) Should Part 2 focus on all teachers or only newly inducted teachers?

Option

Require that all Part 2 funds, allocated to LEAs, be used for on-going standards-based professional development that use only research-based strategies:

2) Should Part 2 focus on funding only specific types of professional development strategies which research suggests are effective?

Discussion:

The current professional development statutes authorize a wide range of uses of funds and encourages funds to be used for activities aligned with standards of effective professional development. However, it appears that while the knowledge base of what constitutes best practices in professional development linked to standards is growing, changes in practice at the local level is not happening to the extent necessary to fully implement standards in the classroom. In part this may be because of limited funds in some districts make it impossible to pay for any professional development on anything other than a limited bases.

Note: A drawback to such an approach would be that it does not allow for incorporating new approaches to professional development that may be developed during the life of the authorization.

Options:

Examples: Peer networking (such as subject matter or grade level networks where teachers can share information and work together to address areas of need), peer coaching/mentoring, curriculum writing activities (including alignment of curriculum with State standards), use of technology to deliver and support professional development, teacher research, strategies that increase time for professional development activities embedded in the every day operation of the school such as reviewing student work, and developing scoring matrixes). (Knapp/ Florio, 1998; Darling-Hammond, 1998; McLaughlin, 1996)

Allow funds to be used for District's to create innovative uses of TIME for teaching and learning, including TIME for teachers to conduct professional discursions around student work, TIME for teachers to hold longer classes with students, work with students over several years, TIME to plan for lessons using technology and the Internet, etc.

This options assumes that preservice issues are addressed in HEA and that current teachers benefit by serving as mentors. This option also assumes that funds for professional development for current teachers will come from other sources such as Title I.

Note: HEA funds colleges for partnerships with LEAs to strengthen professional development. A similar pot of funds at the LEA level would complement the HEA funds and increase the emphasis on shared responsibility for teacher quality.

Questions:

How can we ensure that the HEA and ESEA provisions work together?

Are the HEA provisions for college/LEA partnerships tied to State standards?

Are there issues of district size that would make such as focus on specific strategies unworkable in some cases.

(3) Should Part 2 funds focus on professional development in only certain subject areas?

Discussion: Currently at least $\frac{1}{4}$ of Eisenhower funding supports professional development in mathematics and science and approximately 17 percent may be used for professional development in other core subjects. However, in the majority of States, all funds are used for professional development in mathematics and science. There is a one-year, 7.5 percent set aside for reading. A very few states have requested waivers to use a portion of the mathematics science set aside for reading. Districts use about 60 percent of their Goals 2000 funds for professional development related to standards, however, we have little information about what type and what subject areas the funds are used.

Options:

(A) Require that professional development be on-going and on-site and focused on instruction – curricula and content (Tony Alvarado-Community District 2NY) *Note focus on student curriculum also consistent with Cohen/Hill research) or*

(B) Require that professional development be on-going and focused on: reading, mathematics, the analysis and use of assessment and evaluation data for making classroom decisions (strategies, techniques, curriculum), and the use of technology to support subject matter and pedagogy in the classroom.

4) Should Part 2 funds support capacity building at the district and school level aimed at

curriculum supervisors, staff developers, and principals?

Discussion:

Reports from IRTs suggest that district level staff may not have the knowledge they need to design effective professional development. For example, funds are being used for isolated awareness activities rather than research-based professional development that would assist teachers in changing classroom practice. The capacity building of those who design professional development at the district level has also been identified as a major issue by researchers (Susan Loucks-Horsley; Sparks))

Question: Can principals be part of this or do they need a separate approach?

SCHOOL LEADERSHIP

TECHNOLOGY

Induction:

Authorize a discretionary grant program to consortia of institutions of higher education and school districts that **define a limited set of activities** focused on implementing and supporting the classroom use of educational technology, such as using educational technology in professional development schools, as a subject for action research conducted by prospective and experienced teachers, and as a area of expertise in mentorship programs.

Induction and inservice:

Require **districts** receiving ED educational technology awards to **set aside** a significant portion of their funds (30 percent) for professional development, and further require that at least 10 percent be used in cooperation with an institution of higher education that prepares new teachers, in order to directly connect the preparation of teachers to the needs of schools. Alternatively, authorize **professional development schools** that devote a significant level of resources to the use of educational technology in classrooms.

Inservice:

Authorize SEAs working with content specialists from institutions of higher education and teachers to develop lesson plans and curriculum units using **educational technology and online resources to meet State content and student performance standards**. Make the plans and units available on State web sites as a resource for teachers.

All:

Provide authority for a discretionary program limited to the design and evaluation of professional development programs, both preservice and inservice, to serve as **models for wider implementation**.

FUNDING MECHANISM/ TARGETING ISSUES

Background: Findings from evaluations of professional development in the Eisenhower program indicate that the funds are too limited, and dispersed too broadly to have the needed intensive effect on standards-based professional development.

Threshold question: Should funds be distributed by formula or competitively at the State level? If funds are awarded competitively, should size of grant vary with largest grants going to districts with largest number of poor children?

Option:

- (1) Use Teacher Quality grant, Part II, to improve equity. Funds driven to States and Districts competitively based on high-poverty and quality of comprehensive plan to improve teacher quality.
- (2) A certain percentage of funds would be formula-driven (using Title I formula) to States. States would have supplemental funds that would be awarded competitively to districts agreeing to implement teacher quality improvement efforts at an accelerated pace. State plan/application describes how State and Federal funds would be used together to address four areas.

Alternative A -- Funds in a single pot for all four purposes. State has the flexibility to target the competitive funds to a single area such as professional development when State funds are addressing the need in other areas.

Alternative B -- There is separate funding for each of the four purposes that could be combined at the option of the State--see accountability below.

Alternative C -- There is a single pot of funds, a certain percentage of which has to be spent in each area. The remaining funds can be spent in any area.

Other Issues:

(1) There are districts now that are attempting to connect Professional development with impact on student achievement. This is very difficult to do and the national staff development council is working with a few states to develop processes for developing this link. It is also something that is being sought by State legislators. Should this proposal address this issue?

(2) Teachers often spend their own resources on professional development paying for college sources that lead to advance degrees. These courses and degrees many times are not connected to the teacher's work in the classroom. Is there a way to influence this?

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① Do we want to focus all of our dollars on
high priority (value + time)

① course does
ESEA fit
into the
continuum?

② quantity & quality of funds allocated there

③ How do we want to involve IHE & what role?
Communications, lobby — does it stay on in

④ I) how going to be context-based P.D. — should
target funds in those context areas
if we want (e.g. senior/multi — primary intent
→ focus on T.M.M. & N.A.S.)

⑤ What type of input do we want to be distinct in
type & levels @ distinct level?

⑥ newly included issues

⑦ Reser-bon
N.A.S. Policy

⑦ the whole continuum

⑧ What type of
process — #
of input

⑧ domestic U.S. sources — small DWS
Stronger distinct role

— performance
indicators

⑨ how do you achieve — over cuts, lobby, etc.

— goal

⑩ Understanding — how does it get informed

[DRAFT]

MEMORANDUM FOR MIKE SMITH

From: Carol Rasco
Ann O'Leary

Subject: Options for Integrating Teacher Training, Professional Development, and
Research Dissemination into the America Reads Legislation

Date: July 28, 1997

This memo consists of two sections. The first outlines options for integrating teacher training, professional development, and research dissemination into the America Reads legislation. The second section provides more detail on our recommended option--building on the strengths of Senator Kennedy's proposal by supplementing his plan for teacher training, professional development and research dissemination with existing departmental efforts. Kennedy's bill provides us with a vehicle to keep the core of the America Reads' legislation--providing extended learning time for children through volunteer reading tutors--while addressing the need for effective on-going professional development and research dissemination.

OPTIONS

The following options represent several successful and/or under-utilized Federal programs which the America Reads initiative could leverage in order to strengthen community-based literacy programs. We selected those programs which focus on effective training of reading teachers, on-going professional development, and/or dissemination of current research on best-practices in reading with community-based approaches to promoting literacy among young children.

Teacher training, professional development, and research dissemination would support America Read's goal of ensuring that all children can read well and independently by the end of third grade.

Teacher Training/Professional Development

Pre-Service

- Title V of the Higher Education Act is a \$350 million initiative to "dramatically improve the quality of training and preparation to our future teachers"
 - Included in this bill, is funding for 10-15 national "lighthouses" as models of excellence. These "lighthouses" would highlight exemplary teacher education programs at higher education institutions which would serve as models for other higher education teacher training programs.
 - *AR Option:* The America Reads legislation could dedicate funds to build on this concept by highlighting "lighthouses" which have model teacher training programs for reading teachers.

In-Service

- The National Writing Project: The NWP, started in 1972, guides and operates a national network of local professional development sites. It is a teacher-centered professional development program based on the assumption that successful practicing teachers are the best teachers of teachers. The project includes a professional development summer institute where exemplary teachers ranging from K-university and from English to mathematics share their successful writing programs and learn more about research on effective practices to teach writing, extended in-service programs run by institute graduates at their school or within their school district, and year-round writing services for students and teachers. NWP runs 160 sites based at institutions of higher education in 45 states with 13,651 active teacher leaders in their nationwide network.
limit-b/c it is a system of writing + teachers writing
- *AR Option 1:* Provide a monetary incentive to the NWP to infuse reading into their successful professional development program for writing. Valuable literacy training includes both reading and writing. Thus, this project would be a natural link to effectively train reading teachers. A federal grant could be awarded to the

multiple network of P.D.

NWP to infuse reading into their already active sites.

- *AR Option 2:* A separate professional development program for reading teachers could be modeled on the NWP. NWP receives \$3.2 million annually in Federal grant money. Additional funding for the project comes from university contributions; county, districts, and school contributions; state funds; and private or corporate grants. The NWP could serve as a mentor to a partner reading project. Like the NWP, partial funding would come from the Federal grant with matching funds from “literacy” partners.
- Improving Basic Programs Operated by Local Educational Agencies (Title 1, Part A, Sec. 1119): Professional Development
 - Districts and Title 1 schools can use Title 1 funds to train Title 1 teachers, aides, and parents to “improve the teaching of academic subjects.” Non-Title 1 teachers may also participate in these training and professional development activities if they serve Title 1 students in their classrooms.
 - *AR Option:* Provide incentives to LEAs that are undertaking school-wide programs to participate in professional development activities by providing additional resources or encourage the reallocation of funds specifically for professional development in the area of reading.
 - Eisenhower Professional Development Program: ESEA of 1965, Title II, Part B. First \$250 million is earmarked for professional development in Math and Science, while additional funding may be used for professional development in other core academic subjects. *National Program - pre-serve, in-serve*
state level & local level → *4* *(IHE)*
 - *AR Option:* Provide an incentive to spend the additional funds on *§ 2103* professional development in reading.
 - Individuals with Disabilities Education Act (IDEA), Part C: Early Education Program for Children with Disabilities. IDEA, Part C allows grantees to fund training and professional development programs.
 - *AR Option:* Provide an incentive to districts in order to use the IDEA, Part C, monies to fund reading specialists who could train teachers to work with special needs children.

Research Dissemination and Technical Assistance

- Regional Service Teams and Comprehensive Technical Assistance Centers
- Regional Education Labs Administered by OERI: The goal of these labs is to “link researchers and teachers in activities to learn--in real schools and

classrooms--how research findings can be translated into effective practices.” Each lab has a research focus. Relevant specialties include Brown University and the Southwest Educational Development Laboratory labs on language and cultural diversity, the Southeastern Regional Vision for Education lab on early childhood education, and Mid-Continent Regional Educational on curriculum, learning and instruction.

- *AR Option:* Provide grants to one or more of these regional labs to focus on reading research dissemination.
- Comprehensive Technical Assistance Centers Administered by OESE: The mission of these centers is to “help States, school districts, and schools use grants they receive under ESEA as integral parts of their comprehensive efforts to move all children toward high academic standards.”
 - *AR Option:* To the extent that America Reads is funded as a Title I demo project and States, school districts, or schools incorporate reading into their school-wide programs for higher academic standards, technical assistance to America Reads programs would be part of a mandate carried out by these comprehensive centers.
- Parent Centers (under Title IV Goals 2000)--administered by OESE: Under this provision, grants are made to establish parental information and resource centers that would “increase parent’s knowledge of and confidence in child-rearing activities; strengthen partnerships between parents and professionals in meeting the education needs of children aged birth through five; and, enhance the developmental progress of the children assisted under this program.”
 - *AR Option:* Parent involvement is a key to America Read’s success. Funding could be allocated to these centers to provide resources to parents on reading in the early childhood years.
 - *AR Option to use all three of these centers:* America Reads could provide a grant to these three centers to collaboratively focus on dissemination of reading research.
- The Educational Research, Development, Dissemination and Improvement Act of 1994 directed the Assistant Secretary for OERI to establish expert panels to evaluate educational programs and recommend to the Secretary those programs that should be designated as exemplary or promising.
 - OERI will be awarding a contract for an expert reading panel in a few weeks. Activities will begin in the next fiscal year. A report on exemplary programs, practices, research, etc. will be issued in 1999. The process is ongoing and additional programs will be added in subsequent years.

- *AR Option:* This panel could be used to evaluate programs that extend the learning time for reading, e.g. after-school tutoring programs. It could also be used to focus on models of reading programs that effectively train teachers and/or disseminate reading research.
- New Reading Research facility: The Department of Education has dedicated \$2.5 million to launch a new reading center to research and disseminate best practices. This center will focus its research on the intersection of schooling and family, early reading and ways to promote literacy. Three-quarters of its funds will go towards research and one-quarter towards dissemination.
- *Note: The grant for this reading lab has not yet been awarded. Once it has been awarded, America Reads could learn more about the dissemination aspect of the center.*
- Technology
 - Technology Innovation Challenge Grants. This program supports collaboration between educators, local businesses, and community organizations to develop innovative, high-quality applications of technology, with an emphasis on improving access for disadvantaged students.
 - Star Schools. These grants support partnerships among educational and telecommunications agencies, and demonstrate the use of distance learning technologies to improve instruction, create learning opportunities, and serve disadvantaged students.
 - Regional Technology Education Consortia (RTEC). These six regional consortia provide technical advice and training to educators about the use of advanced technologies to improve teaching and student achievement.
 - *AR Option:* Any or all of these programs could be tapped to facilitate the dissemination of reading research through technology or develop more effective reading software.
- Family Involvement Partnership for Learning. This partnership is comprised of more than 2,000 national, educational, community, parent, religious and business organizations. The Partnership supports family involvement in children's learning school-by-school and community-by-community.
 - *AR Option:* This partnership could be used to strategically disseminate information on family involvement in early childhood reading through these nation-wide partners.
- READ*WRITE*NOW: 583, 808 basic kits have been distributed by the U.S. Department of Education as of July 12, 1997. These kits were distributed through pilot sites and over

25,000 individual calls to the Department's information line, 1-800-USA-LEARN.

- *AR Option:* This effective dissemination practice should be expanded through additional pilot sites and funds to increase the capacity of calls handled by the information line, 1-800-USA-LEARN.

A Proposal Which Incorporates Teacher Training and Research Dissemination

- Senator Kennedy's Literacy Bill - In addition to a component on extended learning time through volunteer reading tutors, this bill provides for teacher training and research dissemination which would build on existing programs or create new programs where necessary.
 - Teacher training and professional development would be coordinated and conducted through a reading specialist with a team of reading resource teachers within a district. The reading specialist, an individual with a higher degree in teaching reading, would advise teachers on the latest research and most effective teaching methods.
 - *AR Option:* This reading specialist could possibly be used to train both teachers and tutors in order to have consistency in the reading program.
 - Research Dissemination and Resource Centers. Grants would be awarded to public agencies or institutions to act as resource and dissemination centers on the best-practices in reading.
 - *AR Option:* Build on existing ED resource centers--comprehensive technical assistance centers, regional labs, and new reading research center.

RECOMMENDATION

Senator Kennedy's bill gets at the heart of the America Reads Challenge by proposing the development of a strong volunteer tutoring program with well-trained tutors and classroom teachers to support the effort. Kennedy recognizes that a stand-alone tutoring program is not enough to fulfill the goal of the America Reads Challenge to ensure that every child can read well and independently by the end of the third grade. Instead, a successful tutoring program would coordinate with teachers that receive on-going professional development in the area of reading, as well as parents and caregivers who were provided with information on the best-practices for teaching reading.

Teacher training, professional development, and research dissemination could potentially drain funds away from the tutoring program, however, so that we were left with only a patch-work bill that was short on funding on all accounts. Instead of developing new programs to address these concerns, the Department should build on existing programs to supplement a strong volunteer tutoring program.

- **Teacher Training and Professional Development**

Pre-Service

- It is our recommendation that we support the designation of "lighthouses," which successfully train reading teachers, under Title V of the Higher Education Act as outlined above.

In-Service

- It is our recommendation that we provide supplemental funds to the National Writing Project, as outlined above, to build on this successful cost-effective professional development program. The National Writing project has spent 24 years developing an exemplary program. A Federal grant could be awarded to the NWP to infuse reading into their national professional development network. Currently, the NWP receives \$3.2 million annually in Federal funds. An additional grant to work on reading would be a cost effective way to ensure effective in-service training in the area of reading.
- The NWP project sends its institute graduates back to their schools to train their fellow teachers. Many graduates also conduct after-school writing programs for students. Under Kennedy's bill, reading specialists could participate in the training institute, and go back to their schools to train both teachers and tutors in effective reading practices. A reading specialist that trained both teachers and tutors would add to the consistency in a child's reading program.

Research Dissemination

- Kennedy's bill allows for the Secretary to award grants to public agencies and institutions to act as resource and dissemination centers.
- Instead of awarding new grants, we recommend that current Comprehensive Technical Assistance Centers, regional educational laboratories, and the new reading research center collaborate to provide dissemination and technical assistance to America Reads sites. The newly formed board of experts could inform this collaboration on their findings of successful dissemination practices. A small grant may be needed to stimulate this collaboration, but it would be a cost-effective option that would build on the strengths of the existing departmental infrastructure.

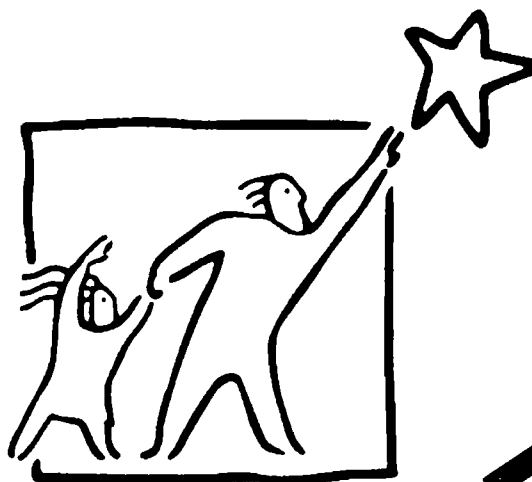
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EXPLORING RAPID ACHIEVEMENT GAINS IN NORTH CAROLINA AND TEXAS



NATIONAL
EDUCATION
GOALS
P A N E L

EMBARGOED Until 11/5/98

David Grissmer and Ann Flanagan

November, 1998



Lessons
from the States

“Ready, READ!”

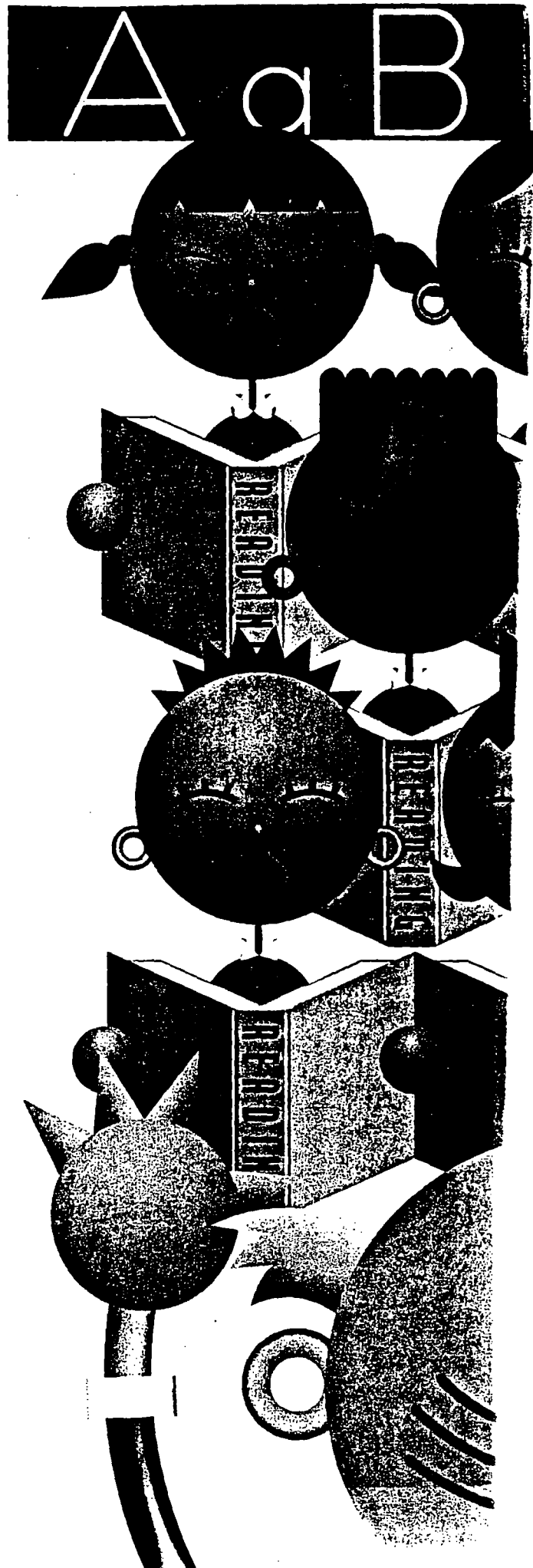
by NICHOLAS LEMANN

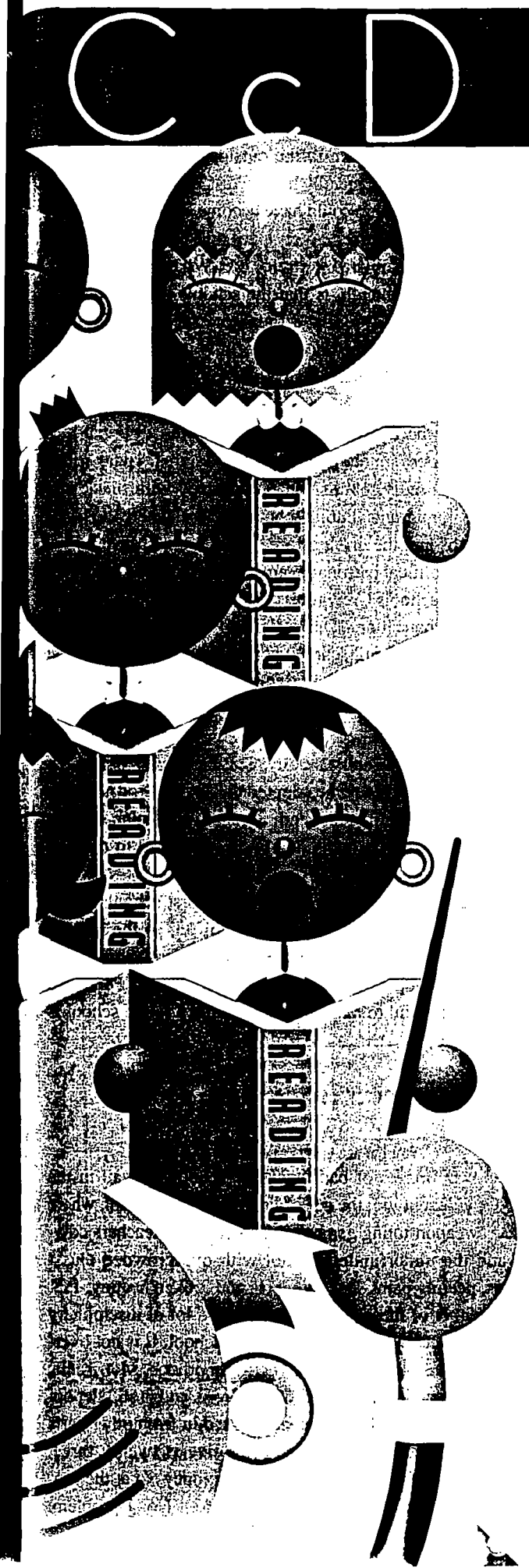
*A new solution to the problem of
failing public schools
is emerging: takeover by outside
authorities, who prescribe a
standardized, field-tested curriculum.*

*This runs counter to our
long-standing tradition of autonomy
for local schools and teachers,
but it works*

MOST discussion of public education in the United States begins with the premise that big, government-run school systems no longer work. The way to provide a good education to all children, especially poor children, is to turn over control of public schools to smaller, more local, and possibly private operators—to decentralize authority. At the center of the debate is a contest between two ideas: vouchers and charter schools. Vouchers are checks from the government that are issued to parents and earmarked for education; they are redeemable at both private and public schools. Charter schools are new public schools operated by independent groups. “We must . . . bring more choice and competition into public education,” President Bill Clinton said last year, in calling for the establishment of 3,000 charter schools. Both ideas address the problems in public education by walking away from them.

The rhetoric of failure is simply wrong. There are 87,000 public schools in this country, with 45 million students—a sixth of the U.S. population. Enrollment is increasing rapidly. The best measure of public schools’ performance, the National Assessment of Educational Progress, has shown modest but steady overall gains since it was first adminis-





tered, in 1970. One has to belong to the small but disproportionately influential subculture that interacts only with private education to believe that public education—rather than specific public schools—has failed. The total enrollment in private, nonsectarian schools where the annual tuition is more than \$5,000 is about 400,000—less than one percent of public school enrollment. Catholic-school enrollment is 2.5 million. Public education is by far the largest and most important function performed by government in this country. In no way is it in systemic crisis.

In the public schools that can fairly be described as having failed, most of which are in poor urban neighborhoods, what is actually taking place is a great and largely unremarked centralization of authority. The trend is diffuse, and its precise dimensions are difficult to limn. In at least a thousand American public schools, it is safe to say, outside control has replaced local autonomy during the 1990s. This has affected many more schools and students than has the devolution of authority through voucher programs or charter schools.

During the 1980s many states began imposing measurements of performance on their public schools, usually in the form of obligatory standardized tests in reading and math. (Bill Clinton first gained national attention by doing this in Arkansas.) In this decade, when individual schools or entire districts have persistently turned in poor scores on these tests, outside authorities have often moved in. The school systems of Chicago, Hartford, Cleveland, Baltimore, Washington, D.C., and three cities in New Jersey, among other places, are no longer under the control of the municipal school superintendent. The Pennsylvania legislature is threatening to take over Philadelphia's system. In other cities, such as San Francisco and San Antonio, the school superintendent has imposed "reconstitution" on the worst-performing schools, meaning that the entire staff has been required to reapply for employment and the school has been "redesigned."

In many of these cases, after the change in authority the schools have adopted one of about a dozen national school designs that cover such areas as governance, relations with parents and the neighborhood, teaching techniques, and, especially, curriculum. Many schools that have not been taken over or reconstituted (for example, dozens of schools in Memphis and Miami) are also using these "whole school" designs. Of the three most popular—Success for All, Accelerated Schools, and the School Development Program, all designed by university professors—the first two have each been adopted by more than a thousand schools across the country, and the third by 700.

The outline emerges of a future in which schools that aren't doing their job will lose their independence and will have to adopt a standard mode of operation that has demonstrated good results. This is not what most people think of as the direction in which public education is moving. Even Clinton's constant calls for national education standards

mean the setting of goals for what all students should know, not dictating the day-to-day operations of schools. If failure in the public schools is resulting not in decentralization but in the imposition of a template, then we should know it—and think about whether this is a good idea.

American public schools have never been as local as politicians claim to want them to be. In a country as big as ours it would be impractical to leave education entirely in the hands of 14,800 school boards that operate independently. So we have a strange hybrid: a system rhetorically committed to decentralization but in fact centralized in a patchwork, unde-liberate way. We have national standardized tests, national teachers' unions, national textbook publishers, and national laws, regulations, and funding programs for schools. No school is free of their influence. But they influence most schools in a haphazard fashion.

The great majority of public schools muddle along fairly successfully. It is students at bad public schools who are the main losers in the patchwork system, and a consistent national standard for how to operate bad schools ought to be considered with their interests in mind.

RECENTRALIZING AUTHORITY

AT the end of the nineteenth century New York City, cobbled together out of smaller cities and towns, created the country's biggest centralized public school system. In 1969, following a long, famous, resonant battle, New York dropped centralization in favor of a policy of "community control" and created thirty-two local school boards. This was not an unqualified success, and the move back toward centralization began. In 1989 the New York State commissioner of education created a new status, called "registration review," for persistently low-performing schools, most of which were in poor sections of New York City. The schools were under a threat of having their state registration revoked and being shut down. In 1996 the state legislature essentially rescinded community control, by giving the chancellor of New York City's schools the power to fire principals and school-board superintendents. (Chicago's school system went through much the same cycle, but faster: dramatically decentralized in 1988, recentralized in 1995.) The state commissioner kept up the saber-rattling, and in 1996 New York City's new chancellor, Rudy Crew, took direct control of nine of the worst registration-review schools—six elementary and three middle schools—in the hope of turning them around.

Fifteen percent of the registration-review schools in New York State were in a single school district—Community School District Nine, in the Bronx, the most consistently problematic school district in New York City. Its test scores have always been low, its board has twice been disbanded after the discovery of job-selling and kickback schemes, and

in the most notorious incident a school principal was arrested for possession of crack cocaine.

If you drive around District Nine, which is in the collection of neighborhoods known to the outside world as the South Bronx (although it is actually in the West Bronx), you can see how the school system could have become so bad. The neighborhoods are, of course, largely poor and nonwhite, and remote from the mainstream of city life. What is really striking about them, though, is that the schools in them are the biggest buildings. Three- and four-story factory-style brick palaces, built before the Second World War, they tower over the landscape like cathedrals in medieval villages. In its heyday District Nine was a white ethnic working-class residential area; in the late 1960s and 1970s it was a burned-out, abandoned, desperately poor, all-minority area. Today it has been substantially rebuilt and repopulated with black and Hispanic immigrants. Public schools are still where the money and jobs are: the driving force of this school district has long been political patronage, not education.

The nine schools Crew took over are collectively referred to as "the Chancellor's District"; they have been operating separately for two full school years. At the beginning of the first year Crew replaced the principals of all nine schools. At the end of that year three of the schools had actually gotten worse on the crucial measure of reading scores, and only three had improved substantially. Crew replaced four of the nine new principals, and he adopted the Success for All reading program. This time the reading scores at all nine schools (and at three other schools that had been added to the district) rose significantly.

Measured by test scores, one of the worst schools in the Chancellor's District is Public School 63, in the Bronx. We'll stop there for a moment before moving on to the dramatically improved Public School 114, a short distance away. It is helpful to have a sense of what a failed school is really like.

ONE FAD ON TOP OF ANOTHER

TWO images of bad inner-city schools prevail in the wider culture: the out-of-control violent school, where weapon-toting gang members rule and teachers cower; and the underfunded school with overcrowded classrooms, peeling paint, leaking pipes, and broken heating. P.S. 63 is neither of these. To be sure, it has a lot of disciplinary problems, but it is only an elementary school. It is not overcrowded, because the surrounding neighborhood, Morrisania, hasn't been part of the revival of the Bronx and is still depopulated. Every day 240 students are bused in from other parts of the Bronx, and the average class size is twenty-three. Chancellor's District schools get extra money, so at the moment an insufficient budget is not P.S. 63's No. 1 problem.

Overall, P.S. 63 seems more like a child-care facility than a school—a relatively benign and happy place, where an overall program of instruction was somehow never put in place. When I visited, the school was being run by a young woman named Gillian Williams; she was the fourth principal at P.S. 63 in six years. The New York City teachers' union has proposed to take over the school's management, and if it does, there will probably be a fifth principal, because the

head of the union has all but promised publicly to fire Williams. Teacher turnover has also been high. Williams brought in eighteen new teachers, out of sixty-eight, for the 1997–1998 school year.

Control over curriculum in New York City schools has traditionally been diffuse: the state and the city set various standards and benchmarks that schools are expected to meet, although it is not clear what happens if they don't. Otherwise the schools establish their own instructional methods. Sometimes the superintendent selects the textbooks, readers, and worksheets; sometimes the principals do. During P.S. 63's first year in the Chancellor's District it was redesigned and given the name Author's Academy,

to demonstrate its commitment to making students literate. The principal bought a new reading curriculum, which teachers were supposed to use to guide their students to basic literacy. The problem, Williams told me, was that the publisher didn't make good on its shipping date. All year long the curriculum materials arrived in bits and pieces, and the reading program had no structure at all. The school's reading scores dropped drastically.

The following year Williams came in as principal. On orders from the Chancellor's District she adopted the Success for All reading program, which is extremely demanding. The school also adopted a new math curriculum that year and, because Williams considered Success for All to be insufficient, two other new reading programs. As a result most of the students were taking three separate and quite different reading classes every day. In third grade, for example, a student would learn one technique in the Success for All class for charting

the structure of a story, based on Venn diagrams; another technique in the second reading class, based on "story maps"; and another technique in the third reading class, based on "character maps." The rest of the school day consisted of one math class and one period in the afternoon into which everything else was wedged. And this was just for the students in the main instructional program. A fifth of the school population was in special-education classes, and a fourth in "limited-English-proficient" classes. The school was a library of education vogues and special noncurricular functions.

A SCHOOL THAT WORKS

I SPENT a good deal of time recently in one of the Chancellor's District schools at the opposite (that is, better) end of the spectrum—enough time to move beyond the Potemkin-village phase of marveling at an inner-city school that works. A description of what happens there should convey what this particular way of fixing a broken school means, what the disadvantages are, and what kinds of opposition must be overcome if these schools are to succeed.

Public School 114 is in a neighborhood called Highbridge, which runs along the Hudson River behind Yankee Stadium. In its glory days, the 1920s, it was a lower-middle-class paradise populated mostly by Jews and Irish-Americans. Even Yankees could and did live proudly in the grand Art Deco apartment buildings along Jerome Avenue and the Grand Concourse; the humbler buildings on the cross streets were for cabbies and shopkeepers. P.S. 114, which was built in 1940, was considered a first-class school that put its students firmly on an upward sociological trajectory.

The neighborhood changed in the mid-1960s, when the Freedomland amusement park on the other side of the Bronx was torn down and the enormous Co-Op City apartment complex was built in its place. Whites left Highbridge for Co-Op City, and blacks moved in from Harlem, and then Puerto Ricans; the student population of P.S. 114 changed, first from all white to mostly black, and then to mostly Puerto Rican. The school's official name, which nobody uses, is Luis Llorens Torres Children's Academy, after the national poet of Puerto Rico. Today P.S. 114 is mostly Dominican. The surrounding neighborhood is populated by a polyglot ethnic working poor. It feels crowded and scruffy but safe; there aren't many empty buildings. Stores are filled with a wide variety of specialty items from the Caribbean, Africa, and Latin America. The elevated train on River Avenue rumbles by every few minutes.

P.S. 114, a large three-story building, has more than a thousand students, which is a third more than its official capacity. When the state's registration-review list was created, P.S. 114 was placed on it. The school's particular problem was that it had turned into a bilingual-education patronage machine. Students with Hispanic last names—which is to

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say most students—were assigned to “bilingual” classes taught in Spanish, often by non-English-speaking teachers. The school generally didn’t test students or seek their parents’ consent before putting them on the bilingual track, and it rarely moved anybody out of bilingual education, because that would have meant losing job slots for bilingual teachers. All of this was and is in violation of the state and city regulations governing bilingual education, but administrative supervision of P.S. 114 was so lax that the regulations weren’t enforced. From 1989 to the creation of the Chancellor’s District, in 1996, the school suffered no negative consequences for its extremely low reading scores—in fact, the consequences were arguably positive, because the low scores qualified it for special funding. The school adopted a popular and well-regarded reading program, Reading Recovery. But the program was only nominally implemented and didn’t have much effect.

Eileen Mautschke, the current principal of P.S. 114 and a thirty-year veteran teacher and administrator in District Nine, describes the condition of the district years ago this way: “The district controlled things. There was so much corruption! Money went into the school board’s pockets. Decentralization gave people control over a tremendous amount of money, and very little got down to the schools. District Nine was one of the worst offenders in that respect. There were warehouses elsewhere in the city full of supplies that didn’t get to the kids.”

In the first year of the Chancellor’s District all the elementary schools devoted a ninety-minute period every morning—9:00 to 10:30, the meatiest part of the school day for young children—to reading instruction. Rudy Crew had made an arrangement with the teachers’ union under which every school in the district would be allowed to replace half the teachers by transferring them to other schools. (The union was cooperative because it feared that if the Chancellor’s District didn’t work, the state would hire a private company to run the schools—one that didn’t use union teachers.) The schools were told to redesign themselves.

Mautschke took over at P.S. 114 in the middle of the 1995–1996 school year, just before the creation of the Chancellor’s District. After off-loading a third of the teachers and hiring new ones, most of them very young, she led the staff through a lengthy series of discussions. At the end of these P.S. 114 was divided into three mini-schools, called the Author’s School, the School of Environmental Studies, and the School of World Discoverers. She began cleaning up the bilingual mess. At the end of her first full year P.S. 114’s third-grade reading score—the number that had gotten it into trouble—had risen moderately.

During the first year Rudy Crew realized that the Chancellor’s District, though an experiment in centralizing authority, was not centralized enough. He brought in a new superintendent, Barbara Byrd-Bennett (who, ironically, had

begun her career thirty years earlier as a Harlem teacher fighting for community control), and replaced more principals. Most important, at the heavy prodding of the teachers’ union, Crew adopted the Success for All reading curriculum.

THE PARRIS ISLAND APPROACH

THE inventor of Success for All is Robert E. Slavin, an education researcher at Johns Hopkins University who gives off the sweet-and-sour, casual-intense air of a perpetual graduate student. Slavin has been studying education in elementary schools for twenty-five years. In 1987 the Baltimore public school system asked him to try to figure out a way to prevent inner-city schoolchildren from falling permanently behind during their first few years in school. Slavin set up a program of tightly controlled reading instruction, which began at one school in Baltimore in the fall of 1987. The idea was to devise a system that could be transported from school to school. Although during the past decade Success for All has lost its contract with the Baltimore school system, it has grown rapidly elsewhere. By the end of this school year the Success for All organization will have a budget of \$30 million and will operate in more than 1,100 schools all over the country. Among its customers are the Edison Project, which is private; the state of New Jersey; and the cities of Houston, Memphis, and Miami.

There are two reasons for Success for All’s quick spread. Of all the school curricula it comes closest to guaranteeing the result that state education commissioners want: high reading scores. Although it is quite expensive—about \$70,000 per school in the first year, and \$25,000 a year thereafter—the program is usually paid for by Title I, the federal compensatory-education program, so there is no direct cost to school districts. Because Title I targets schools with high percentages of children from poor families, Slavin says, “high-poverty schools can afford us, low-poverty can’t.” Success for All is used almost exclusively in poor schools. Most school designs offer testimonials and anecdotes to prospective customers on their effectiveness. Slavin has statistical comparisons of reading scores from schools that use Success for All and similar schools that don’t. “There’s nothing on most of these programs,” he told me. “No data! Organized research with control groups and reports every year, no matter what the data show—that just doesn’t happen.” The prevailing criticism of Success for All is that it is designed to produce higher scores on a couple of tests chosen by Slavin for which the control-group schools don’t train their students; the gains it produces, according to critics, are substantial only in the first year of the program. Whether or not this is true, Slavin is right when he says that the other leading national programs for elementary schools can furnish almost no data at all on the results they produce.

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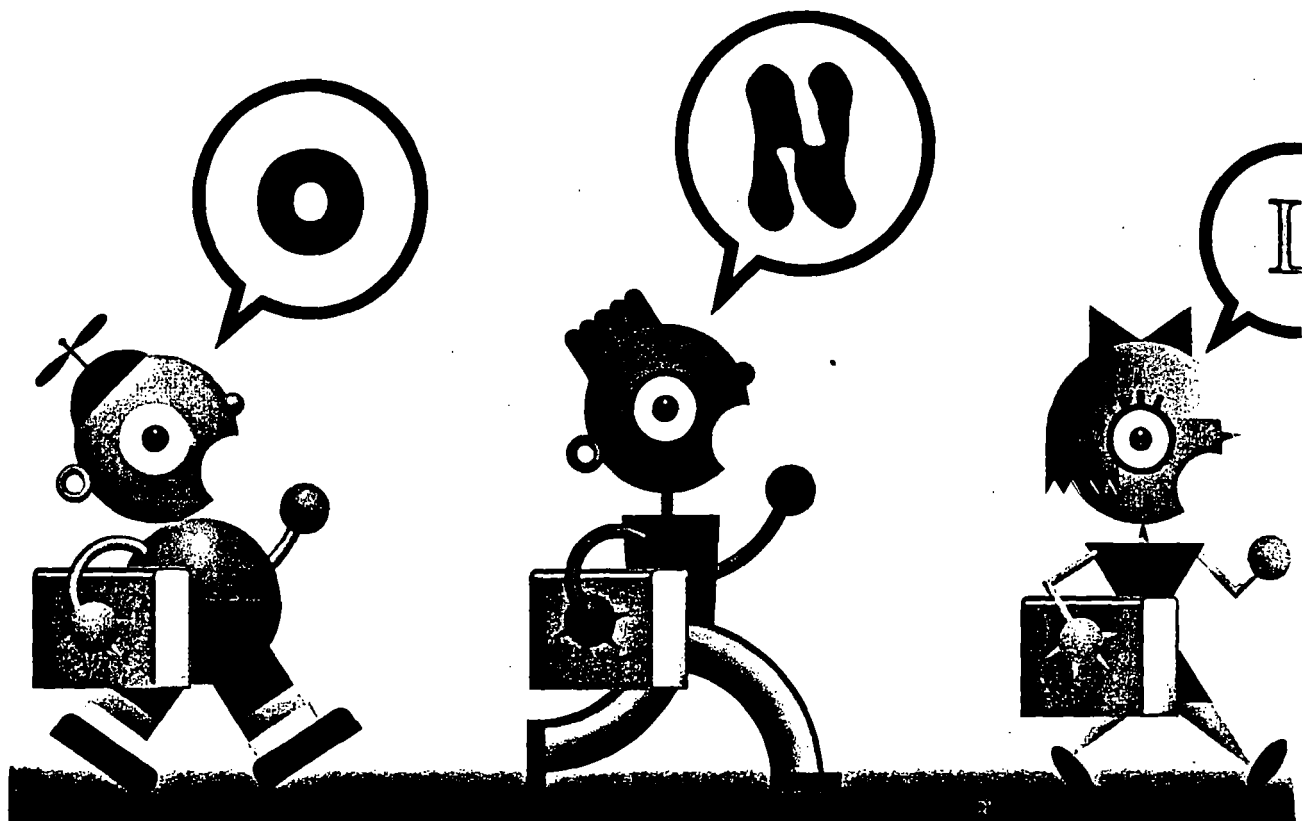
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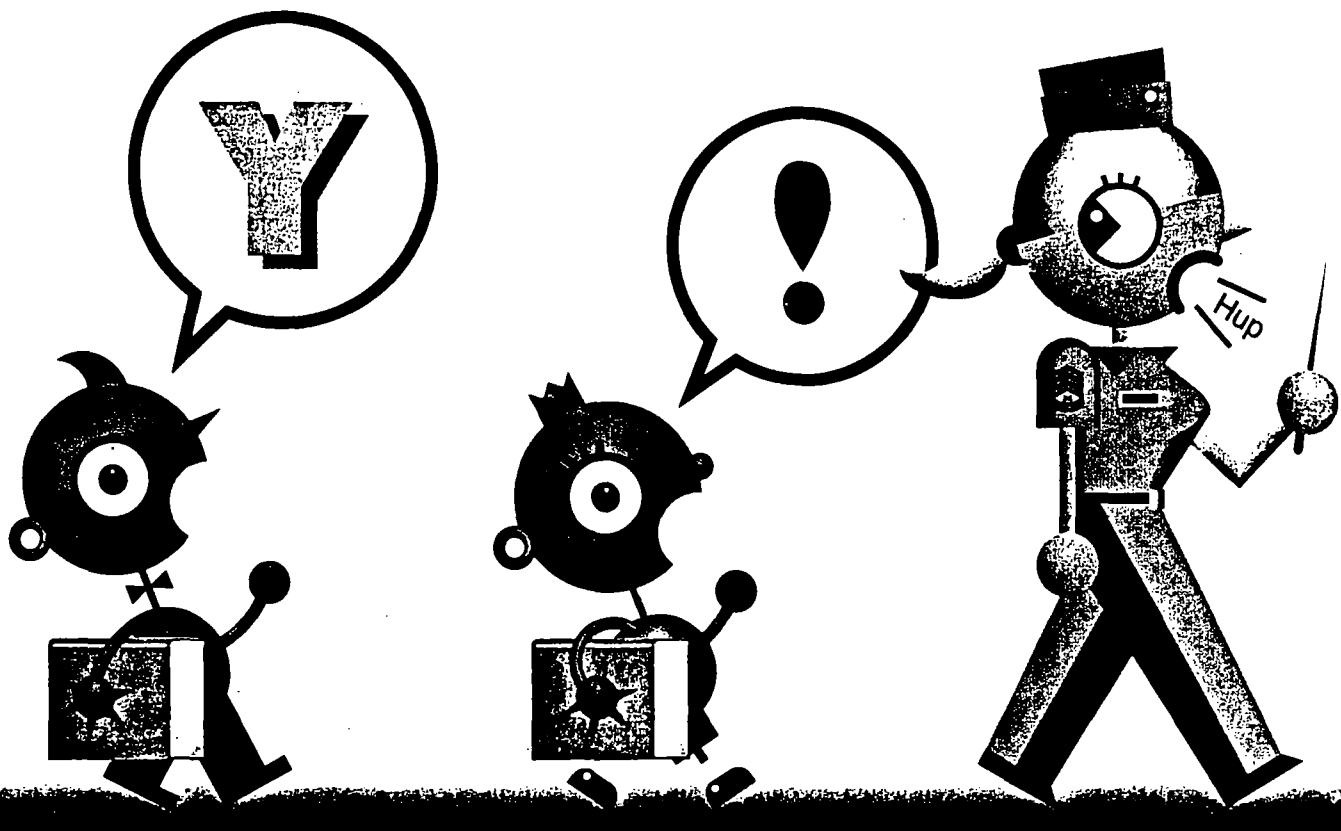
It's not difficult to see why Success for All is so much quicker than the other programs to generate quantifiable benefits. The next two most popular programs for elementary schools—Accelerated Schools, devised by Henry Levin, of Stanford University; and the School Development Program, devised by James Comer, of Yale Medical School—are essentially planning and organization tools that give individual schools great latitude in choosing instructional methods. Success for All tells schools precisely what to teach and how to teach it—to the point of scripting, nearly minute by minute, every teacher's activity in every classroom every day of the year.

When a school adopts Success for All, its top administrators go for a week of intensive training at Slavin's headquarters. Then Success for All personnel come to the school to provide all the teachers with three days of training. The school must designate a full-time Success for All "facilitator" and a full-time parent "coordinator." Success for All representatives visit the school three times a year. Each student takes a Success for All reading test every eight weeks. Teachers must use a series of catch phrases and hand signals developed by Success for All. In kindergarten and first grade every piece of classroom material (readers, posters, tapes, videos, lesson plans, books—everything) is provided by the program. Afterward, Success for All's grip on what goes on in the classroom isn't quite as complete, because other companies' textbooks are incorporated. But it's still tight: at every level Slavin's programs greatly reduce teacher autonomy, through control of the curriculum. Slavin has developed curricula in math, science, and social studies. People

usually describe Success for All with terms like "positive," "highly structured," and "teacher-proof"; Slavin to use the word "relentless." One education researcher spoke with called it "Taylorism in the classroom." Frederick Winslow Taylor, the early-twentieth-century efficiency expert who routinized every detail of factory

The theoretical foundation of Success for All is simply cooperative learning, meaning that students are put in small groups or partnerships and help one another. That is true as far as it goes, but it fails to convey the full flavor of a Success for All classroom. The students do work in groups, but they don't work independently. Cooperative-learning sessions are frequent but strictly time-limited and tightly defined. One purpose the sessions clearly serve is to prevent students from drifting off during the times when the teacher is leading the whole class. A bit less obvious in the Success for All literature is that it teaches reading primarily through phonics (learning a word by decoding it, rather than deducing its meaning from context), which is not as popular as cooperative learning in the liberal education world. Students are tested, put into groups based on their skill level, drilled in reading skills, tested again, regrouped, and so on. The ones who are furthest behind receive individual tutoring. But everybody is supposed to learn to read.

A few minutes in a Success for All classroom convey a Parris Island feeling of the program better than any description could. It is first grade—the pivotal year. The students sit at their desks holding copies of a story called "Zen." The teacher stands at the blackboard and says, "Let's get ready for our shared story. Ready, read!" The



dents read the first page of the story loudly, in unison. The teacher says, "Okay, next page. Finger in place, ready, read!" After a few minutes of this the students have finished the story. Not missing a beat, the teacher says, "Close your books, please. Let's get ready for vocabulary." She moves to a posted handwritten sheet of words and points to herself. "My turn. Maze, haze, hazy, lazy. Your turn." She points to the class. The students shout out the words in unison: "Maze! Haze! Hazy! Lazy!"

Then the teacher announces that the students are going to do "red words"—Success for All lingo for words that students can't decode from their phonemic components. "Okay, do your first word," she says. The students call out together, "Only! O [clap] N [clap] L [clap] Y [clap]. Only!" After they've done the red words, the teacher says, "Now let's go to our meaningful sentences." The students read from a sheet, loudly and in unison, the definitions of three words, and then three sentences, each of which uses one of the words. The teacher sends the students into their cooperative-learning groups to write three sentences of their own, using each of the words. "If you work right, you'll earn work points for your work team! You clear?" Twenty voices call out, "Yes!"

RIGOR AND ROUTINE

SUCCESS for All can't work unless a school's principal and teachers cooperate. Partly for that reason, and partly to avoid having the program appear to be imposed from without (though in truth it usually is), Slavin will not sign on with a school unless 80 percent of its teachers

have voted by secret ballot in favor of his program. At P.S. 114 in the spring of last year teachers twice voted it down, even though a third of the teachers were brand-new and the Chancellor's District, the union, and Eileen Mautschke were all pushing hard for Success for All. Then the principal arranged for the teachers to go on a field trip to an elementary school in Brooklyn that used Success for All. On the third and final vote the program passed.

The teachers' reluctance is understandable. Success for All takes over a school and substantially limits teachers' freedom. At P.S. 114 the Author's School, the School of Environmental Studies, and the School of World Discoverers are gone—not to mention the previous, teacher-chosen reading curriculum, which involved more student creativity and less drilling. All over the school are exhortatory posters. A veteran teacher who felt that she had accumulated wisdom over the decades about how to reach children would find that Success for All, in its insistently nice way, was now telling her that everything she thought she knew should be jettisoned in favor of lesson plans from Baltimore.

The atmosphere of the school, though, is cheerful and purposeful, not grumpy. Every morning, as the children stream in, Eileen Mautschke stands in the main hallway presiding over a scene that is impressive for not being completely chaotic: more than a thousand children, at least a third of whom don't speak English and every one of whom is poor enough to qualify for the federal free-lunch program, briefly assemble in a foyer that is far too small to hold them. Last year, when I was there, the school was phasing in uniforms; this year all the students have been asked to wear

them. Mautschke, a middle-aged woman with an air of genial, slightly weary unflappability, does not have the strutting disciplinarian aspect of effective inner-city principals in the movies. If you told her that a tidal wave was about to hit P.S. 114, she would smile resignedly, say "Okay," and figure out what to do about it. But she plainly has the school under control. As she cruises the hallways during the day, she greets most of the children she passes by name.

After everyone has arrived and settled down, the hour and a half of Success for All begins. All the teachers in the school, even gym and music teachers, have been pressed into service as reading instructors, to bring down the size of the classes—not to the ideal fifteen but at least to twenty-four. Because there are forty-six reading groups and only thirty-two classrooms, groups meet in every nook and cranny: on the stage of the auditorium, in the library and the gym, in an oversized

supply closet, even on the floor at the ends of hallways. It's not a scene of squalor, but it's not a scene you would encounter in a school for the children of the prosperous. P.S. 114 has been spruced up a bit since its worst days. It has the utilitarian look of a big, indestructible public facility—clayey coats of paint, clean linoleum, smudged grated windows, fluorescent lights.

P.S. 114 goes only through the fourth grade. For children that young, and for their teachers, an intensive ninety-minute morning class is so consuming that it uses up most of the school's daily energy supply, not to mention its money. P.S. 114 doesn't do anything else nearly so elaborately as it does reading instruction. Adminis-

trators and parents (a parent representative helps in the school full time, without pay) must supervise the overcrowded lunchroom; teachers are exempted by their contract from that duty, to compensate for the length of the Success for All classes. Subjects such as science and social studies are relegated to shorter, later time slots. Not even math gets nearly so much time. Low reading scores got P.S. 114 into trouble with the state; thus reading instruction gets extra funds, staff, training, and time.

In addition to the hour and a half of Success for All, P.S. 114 devotes half an hour of every school day to preparation for state-required standardized reading exams. These classes are a junior version of a Stanley Kaplan or a Princeton Review course, in which students take old tests for practice, drill vocabulary words, and learn little tricks—for example, that guessing on a question is better than giving up. The test that originally landed P.S. 114 on the state registration-review list and then in the Chancellor's District is called the DRP, Degrees of Reading Power; it was until recently given to third-graders annually in May. The DRP is exactly the kind of test that education reformers most dislike. Children read a series of passages in which every seventh word is left blank and pick from a multiple-choice menu a word to fill in each blank. They are being quizzed more on vocabulary than on understanding. For that reason New York State has since dropped the DRP in favor of another test. But during the time I spent at P.S. 114 enormous energy went into preparing students for the test—a test that teachers felt should not even be used, and that would in fact no longer be used in New York City public schools after the end of that school year.

The fate of the entire Chancellor's District was heavily dependent on what these third-grade reading scores, which had not risen sufficiently in the district's first year, would be. The message had been forcefully communicated to the principals. As the date of the DRP approached, Mautschke and her teachers bore down with remarkable concentration. Every week the school's administrators met in a supply depository off the gym. These meetings were substantially devoted to test-prep matters. All the third-graders were given a pre-test in March. The worst performers were parceled out to the administrators, including Mautschke herself, to be given half an hour a day of one-on-one tutoring in addition to the regular test-prep class.

A leitmotif of the administrative meetings was the complaints of the school's consultant on teaching techniques, Deborah Fuhrer, about the overwhelming focus on test prep; Mautschke, without rancor but firmly, would overrule her. At the final staff meeting before the day of the test Mautschke outlined a program of concentrated memory drills on certain vocabulary words thought likely to appear on the test. Fuhrer said that this was a bad idea: it was imparting a trick, not a skill. One of the words the students would be taught was "anxiety." "This will increase their anxiety, that's all!" Fuhrer said. "What would you suggest?" Mautschke asked her evenly. "What would I suggest? Prayer. Prayer works well."

The third-graders did their vocabulary drills. When the test results came back, in June, 80.5 percent of the third-graders at P.S. 114 had scored at or above the state minimum level on the DRP. The school's scores are now above the average for all New York City public schools.

Of course, the score increase is a product of test prep, but not only that. P.S. 114's scores on the Success for All reading

People usually describe the Success for All curriculum with terms like "prescriptive," "highly structured," and "teacher-proof"; its inventor likes to use the word "relentless."

tests and the third-grade reading test that the state will use next year instead of the DRP (which has been given purely for diagnostic purposes for several years) also went up impressively. Last May the school was taken off the state registration-review list. On the day parents were to register their children to enter kindergarten, people started lining up outside P.S. 114 at 3:30 A.M. Later registrants had to be assigned to another school, because P.S. 114 could not accommodate anywhere near the number of students whose parents wanted them to go there. The Chancellor's District as a whole registered by far the largest rise in scores on the new reading test of any district in the city. At P.S. 114 most of the students are now learning to read. Only a few years ago that was not the case.

CONTROL WHERE IT'S NECESSARY

DRAWING lessons from inner-city education successes (and, for that matter, from failures) can be perilous. An improved school has a Rashomon aspect: the moral of the story depends on who's telling it. Whatever supposedly causes a school to turn around is bottled and exported to other schools, where it may or may not work. The successful school may sink back into desuetude in a year or two. Schools are often accumulations of shiny new reform ideas that have been jammed into the same small space and don't fit together particularly well.

Nonetheless, it seems clear that although several factors were at work in the improvement of P.S. 114, including a good new principal, a higher budget, a turnover in the teaching staff, a cooperative union, better staff training, physical improvements to the building, more parental involvement, and smaller class sizes, the key was the imposition of a tightly defined, proven reading curriculum. The most important thing in education is what the teacher does with students in the classroom. To direct that requires control of the curriculum. Structural changes, supposedly the essence of education reform, can have amazingly little effect if they do not alter what teachers actually teach. The importance of Success for All is less the particulars of how the program works than the general idea that if one method can be proved to work better than any other, nonperforming schools should be required to use it exclusively. Given the paramount importance of reading in a student's education and later life as a citizen and worker, shouldn't we try to identify the best method of reading instruction, demonstrate its superiority, and then require it for children who aren't learning to read? This would inescapably require some centralization of authority over public education.

Airline safety offers a good analogy for what I'm suggest-

because so far the federal government has been reluctant to challenge local control. Vouchers and charter schools offer students a way out of bad public schools, but neither option assures decent education for all. Children with unmotivated or unsophisticated parents are left behind, in unacceptable conditions. Control of the curriculum from without—not for every public school, only for failed ones—is the way for the country to ensure a good education for every child.

Centralization is actually occurring fairly rapidly, but rhetorically it is still quite unpopular. We are generally in an anti-bureaucratic phase, and within education there is no organized, powerful force for centralization. Most politicians don't want to do the work of persuading voters that they should be taxed more in order to educate other people's children. Local school boards don't want to give up their power. Christian conservatives are afraid that centralization in the public schools will lead to liberal indoctrination. Economic conservatives want to privatize education as much as possible. Unions resist the teacher-evaluation systems that come with centralization.

From a philosophical standpoint the main force working against centralization is a progressive, humanist, anti-utilitarian view of the purpose of education. Most popular books about the education of young children—*Summerhill*, *Thirty-Six Children*, *Death at an Early Age*—take this view. Children are inherently creative, curious, and democratic; inspirational teachers and supportive schools can awaken and nurture these qualities; grim, factory-like traditional schools can extinguish them. Although progressive education rarely involves the kind of crude ideological brainwashing of which it is often accused, it does operate on an implied social critique: Education should counterbalance the commercial, regimented nature of adult working life. A school should be an arena for open discourse about values, not a job-skills training center. Schoolteachers—smart, hardworking people who aren't paid much and are rarely celebrated—are natur-

The outline
emerges of a
future in which
failed schools
will have to
adopt a
standard mode
of operation
that has
demonstrate
good results

What I encountered at P.S. 114 would deeply affront the progressive sensibility in education. Success for All turns teachers into drill instructors. The atmosphere is palpably one of preparing children to become workers. When I was there, Mautschke instituted a system of "scholar dollars," given to students for good behavior and redeemable for trinkets at the school store. The connection between what goes on in school and the economic world could hardly be clearer. And then there is the preoccupation with using children to generate test-score statistics that will propitiate state bureaucrats and keep the money flowing.

Probably the most celebrated progressive educator in the country is Deborah Meier. In 1974 Meier started a public school in East Harlem called Central Park East, which for the two decades she ran it was a remarkable success. Meier must be the only public-school principal to hold honorary degrees from Harvard and Yale and to have received a "genius grant" from the MacArthur Foundation. She recently left New York to start a public school in Boston, partly because she didn't like the direction in which the New York City schools were moving. Meier had helped to raise foundation money in order to "create a different kind of Chancellor's District," one that operated a string of schools on a progressive model of teacher and principal autonomy. But it was clear to her that Rudy Crew wasn't interested in that kind of thing.

I went to see Meier and ask what she thought of the district's adoption of Success for All. Of course she was extremely skeptical. She said it was natural that reading scores in the district were going up—the children were being taught how to do better on tests. "If kids are surrounded by grown-ups who don't have authority, who follow orders, how could they learn to question, to discuss ideas?" And, a little later in the conversation: "It's shameful that we've come to the point of test scores as the end of education. It's critical to do more for the intellectual side of the lives of disadvantaged kids, to introduce them to ideas. School's the only place they'll get that."

The hard nub of disagreement is over what the first task of schools should be—to impart intellectual curiosity or to impart a body of skills and knowledge. What would doubtless strike Meier as the worst excesses of the Chancellor's District and P.S. 114 are not, however, by-products of emphasizing skills over curiosity. They are by-products of decentralization.

True, Success for All and programs like it are the enemies of teacher autonomy. But almost every school that uses Success for All previously had a greater degree of teacher autonomy and was failing to teach its students well. Autonomy is hard to defend where it is demonstrably not working. It is also true that Success for All tilts a school toward reading instruction to the exclusion of other subjects—but if there has been a tilt, it should be toward reading.

curriculum covering all subjects and the entire school in other words, more centralization, not less. This is the heart of the whole-school reform movement, the chief promise of which, a private organization called New American Schools now has more than a thousand member schools that follow among eight designs, one of them developed by Richard M. Slavin. New American Schools persuades public school districts to abandon the usual impulsive way of reforming schools and adopt an all-encompassing design that has worked elsewhere. Even without committing themselves to New American Schools, however, many school districts have moved toward whole-school reform on their own.

Testing excesses are another consequence of decentralization. Every school gives tests. The problem lies in tests that are made enormously consequential even though they have nothing to do with what should go on in the classroom and can be prepared for with trick-pony exercises. If there were a nationally agreed-upon curriculum, regular classroom instruction would be the only test prep students would need.

I'm not suggesting that we impose a required curriculum on the great bulk of American public schools, which are functioning just fine on their own. I am suggesting, however, that nonperforming schools be put into the hands of higher authorities—up to and including the federal government—until they start performing. By far the best and most humane means for turning these schools around would be to impose a prescribed curriculum that has been carefully researched, field-tested and has been proved to work.

Liberals have long dreamed of using the federal government to fix bad schools. The chief means has been the Education Improvement program, passed in 1965, which gives more than \$7 billion a year to schools in low-income areas. The money is spent on instruction, but not on any particular kind of curriculum. We are moving toward a better and more direct use of Title I funding, which now pays for nearly every other Success for All program. Last year Congress passed a law that sets aside \$120 million of Title I funds for a variety of whole-school designs, with the idea of tilting the Title I program toward them if the results are promising. Many of the cities and states that have taken over bad schools have put together money from Title I and other federal education programs to pay for new curricula that are more cohesive and imposed.

Changes of this kind are punitive to local school principals, and teachers—but they had it coming. Taken-over schools aren't being punished; they're getting genuine education, and hence a chance in life that would otherwise be denied. No reform that lets students out of the public school system, or lets individual schools redesign themselves in the absence of guidance, can possibly ensure a minimum standard of education for every American child. Only central control of the curriculum

Pre-empting the Holocaust

by LAWRENCE L. LANGER

*Secular and religious moralists, the author writes,
"co-opt mass murder for noble ends" in seeking to assimilate into universalist
schemes of hope and meaning that which cannot be assimilated*

THE unshakable conviction that the Holocaust contains a positive lesson for all of us today unites the three figures—the intellectual, the artist, and the cleric—whose ideas I plan to examine here. Each unfolds a vision of that event consonant with his or her world view. When I speak of pre-empting the Holocaust, I mean using—and perhaps abusing—its grim details to fortify a prior commitment to ideals of moral reality, community responsibility, or religious belief that leave us with space to retain faith in their pristine value in a post-Holocaust world.

Although I find this strategy both misleading and presumptuous, I have no corrective vision to provide other than the opinion that the Holocaust experience challenged the redemptive value of all moral, community, and religious systems of belief. A life more shrouded by darkness than radiant with light—one inevitable bequest of the mass murder of European Jewry—is not necessarily a hopeless one, but only the least sensitive among us could celebrate a return to normalcy after such chaos. Indeed, another major legacy of that event is the defeat of the words that try to describe it, since after such abnormalcy our very definitions of the normal seem flaccid and weak. A generic term like "chaos" cannot begin to portray the moral and spiritual anarchy of those grievous times

vinced that all efforts to enter the dismal universe of the Holocaust must start with an unbuffered collision with its starkest crimes. Recently I watched the testimony of a survivor of the Kovno ghetto, in Lithuania. He spoke of the so-called Kinderaktion, in which the Germans rounded up all the children (and many of the elderly) and took them to the nearby Ninth Fort—a killing site outside Kovno—for execution. The witness was present in the room when an SS man entered and demanded from a mother the one-year-old infant she was holding

in her arms. She refused to surrender it, so he seized the baby by its ankles and tore the body in two before the mother's eyes.

Whenever I hear a story like this, which is, unfortunately, not exceptional but illustrative of hundreds of similar incidents, I react with the same frozen disbelief. I try to imagine the response of those in attendance—the mother, the witness, and the

killer—but even more I ask myself what we can do with such information, how we can inscribe it in historical or artistic narratives that will try to reduce to some semblance of order or pattern the spontaneous defilement implicit in such deeds. Where shall we record it in the scroll of human discourse? How can we enroll such atrocities in the human community and identify them as tendencies toward evil inherent in all humankind?



to contain them, and we need a definition of the *inhuman* community to coexist with its more sociable partner. In their absence we turn by default to more-traditional forms of expression. The results may be comforting, but what price must we pay for such ease? The alternative is to begin by accepting a reality that escapes the bounds of any philosophy or system of belief that we have cherished since our beginnings, and to pursue the implications of this unhappy admission wherever they may lead. Consider, for example, this fragment of testimony from a former inmate of Auschwitz and Plaszow.

We never knew . . . who would come back from roll call. Those who were "selected" for the "action" had to first dig their graves, then after stripping and placing everything they were wearing on the ground—in proper order: clothes on one side, underwear on the other—they had to kneel at the edge of the ditch and wait for the bullets in the back. Bullets that the Germans made the Jewish "leaders" of the camp pay for. Economizing on ammunition meant that the work was often botched, and cries rose from the ditches for hours after the execution. During large "actions" things moved too fast. There was no question of burying the bodies, they were simply covered with sand, so you could no longer tell whether you were walking on bones that were old or recent. Everything happened so fast that you didn't even have time to see your mother or sister vanish. We were no longer capable of suffering, or of being scared or surprised. Death is only frightening to the living. We hadn't been that for a long time.

It is fearful enough to have to live through the death, or more exactly the murder, of those one loves, some of whom have been buried while still breathing. But it is also agonizing to have to live through one's *own* death, as this witness insists she did, embracing an anguish beyond suffering that lifted her experience out of the realm of the familiar and deposited it in a limbo whose boundaries have yet to be clearly defined. We have the option of accepting the Holocaust as an event in quest of a concept to contain it or a language to express it—a phenomenon alien to our usual patterns of speech or belief. Or we can assume that it only threatens but does not subvert the virtue, the vision, and the loving kindness that my intellectual, my artist, and my cleric affirm. They do so as they venture to face the Holocaust with a universalizing vocabulary and imagery that never trouble to ask what it might mean to be dead while one is still alive. Which path we choose to follow depends on a

complex tension between the stable instincts of our nature and a reality that tramples on those instincts with contemptuous disdain.

Recovering the Human

IF we fail to master the past," Tzvetan Todorov writes in *Facing the Extreme: Moral Life in the Concentration Camps* (1996), echoing both a famous German formulation and an overquoted aphorism from George Santayana, "it may master us." But it is not some abstract force called the past that the Holocaust challenges us to master; it is the mass murder of European Jewry. It is an SS man tearing a Jewish infant in two, or the German and Lithuanian murderers at the Ninth Fort in Kovno who didn't even bother to learn whether their victims were all dead before they ordered them to be covered with sand. How one goes about mastering such atrocities as one of the murderers, or as a surviving member of the burial detail, or even as a detached reader today, I have no idea; I don't even know what "mastering" means in this context. But I suspect that it doesn't help much to secrete such moments beneath a blanket of bland and evasive phrasing. What one faces when one faces the extreme of genocide is less important to Todorov than the assurance that moral life was still possible in the camps for both victims and murderers, in spite of what went on there. He is not much interested in the specific agonies of the victims or the precise brutalities of their killers. He prefers instead to rescue both from the precincts of extremity and return them to the landscape of what he calls ordinary situations.

Todorov admits that many who lived through the camps and ghettos have written and spoken eloquently if bitterly about the selfish ways of behaving that were forced on them by the need to stay alive. But he is unwilling to accept this as a prevailing or even a requisite norm. It may seem odd that an intellectual as renowned as Todorov still finds it necessary to confirm the possibility of moral life even in the concentration camp (espe-

WHEN I SPEAK OF PRE-EMPTING
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OR RELIGIOUS BELIEF.

cially after Terrence Des Pres defended the same idea so eloquently in *The Survivor* in 1976). I suppose, given the history of our indecent century, the impulse to defend the decency of the human species must surface periodically to counterbalance the darker view.

But when such an effort is based on a dubious opposition between ordinary virtue on one hand and what Todorov calls "the principles of immorality expressed by the survivors" on

the other, the resultant dichotomy leads us astray and blurs the tangled issue of who behaved how, and why. Polarities, of which Todorov is unduly fond, quickly disintegrate in the atmosphere of a place like Auschwitz. For example, I have never heard a single survivor refer to the "principles of immorality" that governed his or her conduct in the camps. This locution is Todorov's invention, designed to strengthen a contrast between moral and immoral that may never have existed. He admits—and he really gives the game away through this admission—that "as a project, interpreting evil appeals less to me than does understanding goodness." As a result, he devotes most of his considerable intellectual energy to recovering the human, in both victims and their oppressors, from the midst of the inhuman, and then expanding the circle of those reassured to include his readers and himself.

Todorov's book is one of three recent examples of universalizing the Holocaust that I address in this inquiry. Todorov believes that what happened in Nazi Germany and Stalin's Russia—he speaks of them interchangeably—might have been done to, or done by, all of us. Experience, he says, is a contest between ordinary virtues (dignity, caring, and the life of the mind) and ordinary vices (fragmentation, depersonalization, and the enjoyment of power). The Holocaust was not much more than a drastic example of this modern conflict, and once we understand that, we will be in a better position to combat the totalitarian form of suppression of which the Holocaust was a not so singular example. This is a concise summary of Todorov's argument.

And where does all of this lead us—or Todorov? Well, it leads him to some extraordinary statements and some even more extraordinary conclusions. For example, "It is worth noting that the great majority of survivors have fallen victim to depression or trauma. The rate of suicide among this group is abnormally high, as is the prevalence of mental and physical illness." Or "Life in the camps had been arduous in the extreme, and precisely because of this, there had been something exalting in it. After the intensity of this experience, everything seemed colorless, futile, false." If the unexamined life is not worth living, what are we to say of these unexamined obiter dicta? Imagine their impact on the uninitiated reader in search of authoritative accounts of the Holocaust.

"Camp inmates," Todorov asserts (he seldom refers to Jews), "were made to know the far limits of human experience; it became their duty to humanity to report, in all honesty, what they saw and what they felt, for even in the most horrible experience there is some possibility for mankind's enrichment; only total oblivion calls for total despair." Because many victims were still alive at the end of the war, obviously we are not dealing with total oblivion. Hence the truth of their ordeal as they transmit it should not only enlighten and instruct but also enrich us. One truth of their ordeal is as follows: A doctor at Mauthausen, in training to serve at the front as a physician with an SS unit, liked to am-

putate the arms or legs of Jews to see how long it would take them to bleed to death. After all, this would be useful medical information for his subsequent military career. Once, when he was not thus professionally engaged, showing admirable initiative because he clearly was not ordered to do this, he took two young Jews from an arriving transport, killed them, cut off their heads, and boiled the flesh off the skulls, which he used as desk trophies for himself and a colleague. After the war he married another doctor and together they set up a gynecological practice in Germany. How this confirms Todorov's theoretical conviction that even in the most horrible experience there is some possibility for humankind's enrichment must forever remain a mystery to most of us—though in a gruesome sense it does ratify his opinion that "no life is lived in vain if it leaves behind some trace of itself."

I suppose anyone can excavate from the rubble of mass murder a piece of testimony to support his or her philosophy or system of belief or critical point of view. Many of us who explore the terrain of atrocity are occasionally guilty of that—but not, one hopes, at the price of distorting the truth. Nothing is more threatening to the integrity of the historian than to allow facts to play him or her false for the sake of a thesis. Yet this is the trap to which Todorov succumbs through his unempirical approach to the Holocaust. "To know, and to let others know," he proclaims, "is one way of remaining human." But the rhetorical force of this idea so consumes his energy that he neglects the accuracy of the details that presumably lead to such knowledge.

So committed is Todorov to the notion that responsibility for the murder of the Jews lay with a bureaucratic system rather than a collection of individuals who were enthusiastically pledged to destroy them that in one crucial and damning instance the forest blinds him to the real contribution of the separate trees. He designs a chain image to suggest the fragmentation of the killing process in Auschwitz, each link leading impersonally to the next. Hitler, of course, makes the initial decision; Reinhard Heydrich "never sees a single suffering face"; the policeman "merely carries out a routine order to arrest and expedite" (but never, presumably, to tear Jewish babies in two). Then we have Adolf Eichmann, whose "purely technical job" is to see that the trains leave and arrive on time. After him is Rudolf Höss, the commandant, who oversees the emptying of the trains and the transfer to the gas chambers. Finally, Todorov writes, comes "the last link: a group of inmates, a special commando that pushes the victims into the gas chambers and releases the lethal gas." Before we have recovered from this breathtaking and infamous error, the author feels obliged to add to our knowledge: "The members of this commando are the only people who kill with their own hands." Having been enlightened by the information that the only people *directly* involved in the murder of Jews in the gas chambers of Auschwitz were Jews

themselves, we are relieved to learn that "they quite obviously are victims themselves, not executioners."

How was this mistake possible, and what lies behind it? Certainly no malice, overt or covert: Todorov's tone is compassionate throughout. But the most elementary student of the Holocaust knows that Zyklon B was dropped into the gas chambers by the SS; how could Todorov have been guilty of such a lapse? If his aim had been to *represent* atrocity during the era of the Third Reich, he would have been more scrupulous in his research. But his intent from the beginning was to *universalize* the event we call the Holocaust, implicating all of humanity as potential participants in genocide. There is a bizarre logic to his blunder which highlights the danger of any effort to schematize mass murder; it fits in with his earlier admission that "what interests me are the banal sources of exceptional actions, the ordinary attitudes that could make 'monsters' of us, too, were we to have to work in a concentration camp." The writer and Auschwitz survivor Primo Levi felt that such issues were irrelevant: we were victims, he said, and the Germans killed us. The rest was distracting speculation. History is not written about what men and women might have done but did not.

One of the guilty parties in this confusion about truth is language itself. As long as we regard the Holocaust as an "exceptional action" instead of naming its specific inhuman content, we face the danger of losing contact with its reality. Todorov does not traffic in atrocities but is devoted to the ideal of "the common membership of all in the human community." This leads to a reverse principle, which he offers with equally fervent conviction when he speaks of "the fear one can feel in discovering that evildoers are not radically different from oneself." If by evildoers we mean the Germans and their collaborators who tore babies in half and buried human beings alive or, as in the case of the Mauthausen doctor, "operated" them to death, then we may be excused for believing that in some dimension they *are* radically different from ourselves, though this need not be either a statement about personal virtue or an explanation of a kind of behavior we may never understand. Indeed, the humble admission that we may never understand the conduct of the people we hide behind the name of perpetrators could turn out to be the most exasperating legacy of all from the multitude of crimes clustered under the abstract rubric of genocide.

Exasperation, of course, is not a very fruitful legacy, and perhaps this is why in the end Todorov chooses to distinguish between literal and exemplary memory. Having exhausted the historical roles of the functionalists (who believe that the Holocaust evolved gradually from particular situations) and the intentionalists (who argue that Hitler had decided to exterminate the Jews long before his accession to power), we may now turn to their successors, the literalists and the exemplarists. For Todorov, literal memory of the

ordeals of individual survivors, spreads "the consequences of the initial trauma over all the moments of existence." The results may be "true," but they are not very useful, in the sense that they create no new unity, no avenue for pursuing the future with fresh vigor and hope. Thus, Todorov confesses, literal memory is a "potentially risky endeavor."

But there is another way of approaching the "recovered event," as Todorov calls it, and that is paradigmatically through exemplary rather than literal memory. This, he insists, is "truly liberating." Since it is a view of the Holocaust shared by my artist and my cleric, it is worth dwelling on for a moment. Why literal memory is a potentially risky endeavor Todorov does not say, but presumably he means that it may lead us into a dark cave of disenchantment from whose shadows we may never entirely escape. This is not a cheerful prospect—but neither was the murder of European Jewry. He is much more explicit, however, about the value of exemplary memory, which goes by the name of justice and involves "generalizing from the particular and applying abstract principles to concrete offenses." Anyone reading his book will see how easily this definition allows him to gloss over the concrete offenses for the sake of a higher principle. The exemplarists can tolerate the Holocaust only if it can be used as "an instrument that informs our capacity to analyze the present. . . . Only then can we tell ourselves that, at least from the viewpoint of humanity, the horrible experience of the camps will not have been in vain, that it contains lessons for us, who think we live in a completely different world."

Todorov has given me a label: in the sphere of memory I am a literalist, not an exemplarist. I feel no impulse—not the slightest—to reclaim meaning from Holocaust atrocity or to embrace a Lincolnesque rhetoric seeking to persuade us that "the horrible experience of the camps will not have been in vain." There is nothing to be learned from a baby torn in two or a woman buried alive. But Todorov does unwittingly provide some helpful insight into the motives and strategy of my second example of pre-empting the Holocaust: the artist Judy Chicago, the title of whose multimedia exhibition and later book, *Holocaust Project: From Darkness Into Light* (1993), gives us an unsubtle glimpse of the trajectory of her thought.

Hope Amid Despair

CHICAGO, too, is an exemplarist: she could not conceive of a Holocaust project subtitled "From Light Into Darkness." But her antecedent agenda is quite different from Todorov's. "My interest in issues of gender certainly prefigured my interest in the Holocaust," she admits, following this with a more dubious pronouncement that nonetheless gives us a further clue about what led her to venture into the realms of mass murder: "Most people," she

fects of the Third Reich were *all* men." Any inquiry that begins with a fixed premise and then seeks evidence to support it risks lapsing into a blinkered view of history. We shall have to see whether Chicago's belief in a link between patriarchy and mass murder, masculinity and Nazi ideology, entices us into further darkness or greater light.

Judy Chicago is perfectly frank about the tabula rasa of her mind as she began her investigation of the Holocaust, and thus her education is enormously instructive. It may surprise us to learn that a grown woman, an artist, was "ignorant" of the Holocaust as recently as 1985, but because millions of Americans share her unawareness, it would not be fair to charge her with anything more than a negligence of history. And her procedure for trying to remedy the defect is commendable: she watched Claude Lanzmann's film *Shoah* and taped survivor testimonies, read a library of standard Holocaust works, and together with her photographer hus-

band visited many sites of the disaster. Her initial response was far from trivial; indeed, to anyone who has tried to initiate students into the subject, it is both honest and familiar.

After a while, I realized that some of my reactions grew out of the fact that my basic assumptions about people and the world were being profoundly challenged by the information I was encountering. I had always trusted people and believed the world to be a relatively fair and just place. Of course, I knew that terrible events happened, but I tended to see those as isolated phenomena. Confronting the Holocaust brought me face to face with a level of reality beyond anything I'd experienced before: millions of people murdered, millions more enslaved, millions made to suffer, while the world turned its back on the implementation of the Final Solution. I couldn't take it all in; it was too painful, and I was a long way from understanding what it meant about human beings and the world in which we live.

BROOKLYN SNAPSHOT

There—over there—beside the iron fence.

Holding on for dear life.

Each cell of her flesh a clear crystal

Waiting for a cut, which could be another facet of

Experience in the life ahead, or a crack.

A flaw in what comes next—or to *cut out* though she doesn't

Know yet about

Exits—

Nor does she know that cousins, aunts, uncles, grandparents

In the old country will be gassed in a few years—and she will

Never have spoken with them, never have touched them or smelled

Garlic on their breath. She doesn't know as she poses how the camera's

Expertise negates the future and absolves the past, that her playground

Yellows while rutabagas rot in distant basements and extraordinary

Events ooze poison against reason, against history—houses, fields

Outraged by fire. Blue claws of flame strangle foreign premises.

Final solutions are at hand while official denials spangle the airwaves.

Dear child of the snapshot taken in Brooklyn, eternally in place.

Arms wrapped around your Polish doll—

of the there that is nowhere—

You, burning to get out to scald the world with reasons to be.

Author: Ann O'Leary at Wdcb04
Date: 11/14/98 04:25 PM
Priority: Normal
TO: Wendy New at WDCJ02
CC: Susan Wilhelm at WDCJ03, Judith Johnson at WDCJ03
Subject: Re: schoolwide paper

Wendy Jo -

Thank you for passing this along. I have read it and am now passing it on to Mike to read. I will get back to you shortly with his comments.

My comments:

I think it is a very good paper that raises the right issues. I still have some question about the capacity of States and external providers' ability/capacity to provide the type of technical assistance and support that schoolwides need, but I think this issue should be addressed in our technical assistance paper. I know you will be in Denver when we meet with the t.a. group, but I will raise this issue.

A couple of other brief comments:

(1) In the recent Wong/Meyer article on schoolwides, they cited research that over 50% of schoolwides take less than 6 months to plan.

Would it be possible/desirable to provide eligible schoolwides with funding for planning to conduct the needs assessment and develop the plan for a comprehensive research-based design with continuous improvement?

ok but
in 6 mos. a
problem? -
How long
does it
take?

(2) They also cited that schools that received information from States and Districts on eligibility and initial information about implementation, were more likely to begin ~~and~~ schoolwide program and were more likely to demonstrate characteristics of successful schoolwides. I think it would be helpful to specifically require States to provide initial information to ALL eligible schoolwides.

Wendy

(3) One question that I had was whether the option to create a Comprehensive School Reform Challenge Fund would replace and build upon CSRD or would be in addition to CSRD.

(4) On the issue of whether schoolwides are effectively serving special populations, e.g. LEP students, you mention that you are consulting with OBEMLA and OSERS. This issue is one that seems to be coming up consistently as we talk to folks and in articles that I have read. It also seems that with the political focus on how we serve LEP students that this issue will be a hot one. Is someone from OBEMLA/OSERS (and OERI) assigned to this issue? Although, I know the research is very limited, I think it would be helpful for us to read about/see models of schoolwides that are effectively serving special populations. Do we have such examples? And, if so, can we draw upon them to inform this issue?

Co-ordinator
will help -
Some real
dissing might,
hence, with
don't
read
show?

Thanks for all of your hard work. I will get back to you soon with Mike's comments. In the meantime, let me know if there is anything I can do to help.

-Ann

J & L
& M
Wt H
(SAP)
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A

SCHOOLWIDE PROGRAMS AS A STRATEGY FOR REFORM

Title I schools with at least 50% poverty are eligible to conduct schoolwide programs, as authorized in section 1114 of Title I. Schoolwide programs are intended to address the educational needs of children living in impoverished communities by supporting comprehensive strategies for improving the whole school so every student, including the lowest achieving students, achieves high levels of academic proficiency.

The 1994 reauthorization of ESEA gave schools serving low-income students greater flexibility to systematically assess the whole school's educational needs and design schoolwide solutions.

- This increase in flexibility was justified based on earlier findings that Chapter 1 was operating as an add-on program that worked on the margins; that as a supplementary program, Chapter 1 had little effect on the regular program of instruction; that Chapter 1 did not contribute to high-quality instruction; and that Chapter 1 was not tied to state and local reform efforts. [See IASA Prospectus, p. Title 1-4 and 5]
- This flexibility has also resulted in a remarkable growth in schoolwide programs. In 1994-95, 5,050 Title I schools operated schoolwide programs (projects) [Chapter 1 participation report]. By 1997-98 the total grew close to approximately 16,000 of all Title I schools [Follow-up School survey (draft)]. [Note: Some work is currently underway to get more accurate numbers for operating and eligible schoolwides.]

Finally, schoolwide programs may combine most Federal education program resources with state and local resources to upgrade the effectiveness of the entire school program. Schools are not required to identify children as eligible for particular services or track the combined federal resources to particular children or services. Rather, they may use the combined resources to improve the school's educational program while meeting the intent and purposes of the programs for which funds are allocated.

Overall assumptions and questions:

Schoolwide programs for high poverty schools are viewed as the option that will best allow for comprehensive school reform and better educate children attending such schools, particularly the targeted populations for whom Federal funds are allocated. We support the notion of challenging standards for all children. We support comprehensive school reform. How can the legislation strengthen schoolwide programs as a tool for reform? Is there some lever that can be incorporated in the legislation to encourage best (better) practice?

ok

The current legislation on schoolwide programs incorporated what was learned about effective school practice and from the evaluation on past schoolwide projects. The schoolwide components and plan reflect these lessons and are attached for reference. [See section 1114 of

Title I]

Recent research supports an emphasis on schoolwide programs by demonstrating that the goal of academic success for all students requires special support that comes when resources, practices, and procedures are coordinated across an entire school. Common characteristics of effective schoolwide programs include: [all cited from Vol. 1 of the SWP Idea Book, pp. 9-11]

- Comprehensive planning, which reflects the priorities of the school community and is informed by data regarding student needs and achievement (SWP Idea Book, Vol.1),
- Attention to specific curriculum improvement in all academic subjects, which is coupled with comprehensive planning efforts and support for instructional staff (Fashola and Slavin, 1998 and Herman and Stringfield, 1997-CRESPAR, Johns Hopkins Univ.; and Wang, Haertel and Walberg, 1997, Mid-Atlantic Laboratory for Student Success, Temple University),
- A commitment to seeing that all students achieve at their fullest potential (Charles Dana Center/Joe Johnson, 1997), and
- Accountability and a process for continuous improvement (SWP Idea Book, Vol. 1).

The full potential for schoolwide programs to incorporate comprehensive strategies designed to support all students in reaching high standards has not been fully realized. [93% of principals report using Title I funds to improve the entire educational program in a school yet we do not yet have evidence that they are implementing the strategies for school reform, and 83% use funds to provide professional development. Schoolwide programs also use Title I funds for more traditional strategies, including: serving targeted children in a pull-out setting--51%; serve targeted children in an in-class setting--81% (same % as TAS); use Title I funds to support extended time learning--49%. (Draft tabulations, Follow-up Survey of Schools--school year 1997-98)]

1 Issue: Should schoolwide program eligibility be availed only to schools above a certain poverty threshold, or should all Title I schools be eligible?

Status: Under Chapter 1, schools that had at least 75% poverty were allowed to conduct schoolwide projects. By the end of the Chapter 1 authorization, approximately 8,000 schools were operating schoolwide projects. Under the current law, the poverty threshold for eligibility was lowered to 60% for the 1995-95 school year and to 50% for subsequent years. According to our latest information, there are approximately 22,000 Title I schools now eligible to conduct schoolwide programs with approximately 16,000 of those that have chosen to operate them.

In 1997-98, 80% of the highest poverty schools (w/75 or >% children eligible for free/reduced lunch) and 66% of schools (w/50-74.9% of children eligible for free/reduced lunch) operated

schoolwide programs.

RECOMMENDATION: Maintain the current schoolwide eligibility threshold at 50% poverty. [Although Core Group agreed with this recommendation, it still warrants a conversation with Mike and Mary Jean at the table.]

Pro: Schoolwide programs were intended for very high poverty schools with the rationale that the higher the concentration of poverty, the higher the likelihood of a high degree of educational deprivation. Therefore, it seems to make less sense to target funds and separate services on a very large population of students rather than improving the entire educational program in a school for the entire population, including low-achieving students.

Pro: Concentrating on making existing schoolwide programs successful can have a positive influence on other Title I and non-Title I schools by interesting them to become part of a comprehensive reform effort.

Pro: There is not enough evidence to demonstrate that the number of schoolwide programs currently operating are having the intended impact—increased student achievement for our neediest population.

Pro: The existing capacity to provide meaningful assistance and support to schools currently operating schoolwide programs is inadequate.

Con: 35% is considered a poverty cut-off for Title I general eligibility purposes so some could argue that it should be considered so for schoolwide programs, as well.

Con: Schoolwide programs provide the most flexible opportunity for schools to use Federal education funds with state and local resources to comprehensively reform a school.

Con: By moving to a schoolwide approach, more schools will do comprehensive needs assessments and develop programs that address those needs. Presumably, special strategies would have to be identified for students with the greatest needs. Allowing funds to be used in schoolwide programs gives schools the greatest flexibility to target their funds in ways that make the most sense for addressing the needs of the school.

2 Issue: Are there ways in which the legislation can be improved by building on some of the promising aspects of the Comprehensive School Reform Demonstration (CSRD) Program legislation?

Status: The CSRD program is authorized by Public Law 105-78, the FY 1998 Department of Education Appropriations Act. The purpose of the program is to provide financial incentives for schools that need to substantially improve student achievement, particularly Title I schools, to implement comprehensive school reform programs that are based on reliable research and...

effective practices. CSRD programs are intended to stimulate schoolwide change covering virtually all aspects of school operations, rather than a piecemeal, fragmented approach to reform. Likewise, schoolwide program legislation is also intended for Title I high poverty schools to comprehensively upgrade the effectiveness of the entire school program to raise the achievement of each student, particularly low achieving students, to reach the challenging standards. CSRD legislation builds on the schoolwide program concept currently authorized in ESEA. In fact, most of the components included in schoolwide program legislation and CSRD are very similar. The following recommendation builds on both pieces of legislation to provide an approach that will better produce the intended impact of schoolwide programs.

RECOMMENDATION: Along with the other recommendations in this paper, this recommendation focuses on central themes of schoolwide programs and presents key elements to comprise the body of the schoolwide program legislation.

Central Themes of the Schoolwide Proposal

1. Clarifying that schoolwide programs are for overall comprehensive reform, particularly for improving the achievement of our lowest-achieving students in high poverty schools. This proposal emphasizes the need for the schoolwide plan to cover the whole school operation, not just a particular grade, subject, or teacher. The plan would be the guiding document the school would use in articulating its vision for short-term and long-term operation. *oh*

2. Upgrading the quality of schoolwide programs through emphasizing data-based decision-making, research-based programs with evidence of effectiveness, ensuring that schoolwide plans will improve the core academic program for the entire school, ongoing external assistance for every school, evaluation as a tool for continuous improvement, and peer review and approval. *yes*

3. More clearly focusing the SEA role as one of providing technical assistance in data-based needs assessment and program evaluation, dissemination of information on research-based approaches to improving teaching and learning, and approval of schoolwide program plans. *also to disseminate info. to potential eligible schools*

4. Strengthening the district role of assisting schools to adopt research-based strategies that match the needs of the school, allocating district resources to support schoolwide programs, and working with schools to ensure continuous improvement.

5. Ensuring that schoolwide programs will receive ongoing support and assistance from external sources and networks, rather than relying as heavily on the SEA school support team structure.

Key Elements of Schoolwide Proposal

PLAN: Plan Requirements – 3 Parts (Needs Assessment; *Time for planning?* Comprehensive Research-Based design; Continuous improvement)

- Within two years of the passage of the legislation, these requirements must be met by all schoolwide programs, including new schoolwide programs and those currently operating*:

I. Comprehensive Data-Based Needs Assessment: A school will conduct a comprehensive data-based needs assessment reflective of the entire school's impact on student achievement, including factors such as:

- Academic performance of students in relation to the state standards, including the needs of special populations in the school such as children with limited English proficiency and children with disabilities;
- First graders' reading skills as assessed through a diagnostic evaluation;
- Attendance; Dropout rate; Mobility of student population;
- Staff quality and training related to student needs;
- Classroom and school management.
- School climate; Environment; Safety and discipline;
- Class size;
- Financial and other resources;
- Technology;
- Parent and community involvement and characteristics.

II. Comprehensive, Research-Based Design With Aligned Components

- The plan must have a comprehensive design, based on the results of the school's comprehensive needs assessment, to improve teaching and learning throughout the school including, but not limited to, curriculum, instruction, assessment, classroom management, continuous professional development, parental involvement, technology and school management.
- The elements of the program must be aligned into a schoolwide reform plan designed to enable each student in the school -- including students from low-income families, students with limited English proficiency, and students with disabilities -- to meet challenging State content and student performance standards.
- The plan must:
 1. Utilize effective, research-based, methods and strategies*, based on data-based needs assessment, aligned with challenging state standards.
 2. Strengthen the core academic program in the school, and may include high quality extended learning opportunities beyond the regular school day or year.
 3. Address the transition of students to and from the gradespan the schoolwide program serves.
- The design for each plan shall include:

mostly
the
a
page
exercise!
the
to me
make it
need?
A

pull out
plan - document
to all parents -
hand around to be
all our parents

This all
should be
Gardner
legislation
not
legislation

Effective, research-based methods and strategies: The plan must describe how the schoolwide program employs methods for student learning, teaching, and school management that are based on reliable research and effective practices and are appropriate for the grade span served.

Instruction by highly qualified professional staff: The plan must demonstrate that the school will employ professional staff that are most qualified to teach the skills and subjects required for all students, particularly low-achieving students, to meet the state's standards.

Professional development: The plan must describe the high-quality and continuous staff development and training, including leadership training for the principal. Such professional development will be aligned with the needs of the school determined through the needs assessment.

School support: The plan provides evidence that the schoolwide program has the informed support of the principal, school faculty, and other administrators.

Parent and community involvement: The plan must describe the meaningful involvement of all groups of parents and the local community in the planning and implementation of the schoolwide program activities. ***[Suggestion to make the language in law consistent in this and the school support component above—meaningful inv. v. informed]***

Ongoing external assistance: The plan must describe how the school, in the development and implementation of its plan, will utilize ongoing high-quality external support and assistance from educators or educational organizations with experience in schoolwide improvement, which may include universities.

Use of resources: The plan must describe how all significant resources available to the school (local, State, Federal, and private, if applicable) will be used to support and sustain the school's comprehensive improvement effort.

III. Continuous Improvement:

The plan must include measurable goals and benchmarks that include timelines against which progress will be measured in the annual review under (1116) in order to continually improve the program design and its implementation. (Law might include examples of what these would be.)

IV. Peer Review and Approval

Each schoolwide plan must be peer reviewed by a (advisory) panel of persons who are external to the school including persons independent of the LEA or SEA but may include persons from the LEA or SEA, and who are knowledgeable about school reform and successful schoolwide programs, including strategies for working with low-achieving students and the different types

of students to be served by the program. It is expected that the peer review would be distinctly separate from the ongoing technical assistance that a school should receive (see components).

Schoolwide program plans for schools identified as in need of improvement must be approved by the SEA (see State Role).

STATE ROLE: To prepare schools for becoming effective schoolwide programs, the state will:
Initial information dissemination to eligible schools
Assist schools with conducting and using a data-based needs assessment.

Disseminate information and research on effective practices and improving high-poverty and low-performing schools.

For those schools that have been identified as in need of improvement, approve schoolwide plans, taking into account feedback from the peer review and after schools have had an opportunity to make any necessary adjustments suggested by the peer review. [States have claimed that without specific authority to approve schoolwide plans, they are not easily able to require schools to upgrade their plans and programs when necessary. Furthermore, States are required to ensure proper and efficient administration of Title I funds. With such a flexible strategy, States must ensure that a schoolwide program's purpose is realized. Finally, a more formal State role will help to build a stronger, linked system—of schools, districts, and states--of support for schoolwide programs. However, State capacity is not adequate in many states to carry out an effective approval process for all schoolwide plans. Furthermore, presumably, schools that are making adequate yearly progress and that have gone through the process of developing a plan in consultation with the LEA, and have gone through a peer review process will more likely have a promising schoolwide program if implemented as designed. Therefore, this proposal now limits state approval to those schools identified for improvement.

Provide sustained intervention for schoolwide programs most in need of improvement consistent with the accountability section in the law.

DISTRICT ROLE:

The schoolwide program plan must be developed (in consultation) with the LEA.

To prepare schools for becoming effective schoolwide programs, for all schoolwide eligible schools, the district shall:

Provide information and research on effective strategies for strengthening entire schools (including rigorous curriculum and instructional and organizational practices);

Assist schools with matching research-based school reform strategies with the specific identified needs of the school (based on school and student achievement and other data), and with state standards and district goals and objectives;

Assist schools in identifying and securing appropriate, high-quality external assistance;

Support schools in allocating and using financial, personnel, and other resources available to the schoolwide program school that will enable the school to successfully implement the schoolwide plan.

Assist schools in carrying out ongoing evaluation and continuous improvement of schoolwide plans for raising student achievement.

[LEA CONSOLIDATED PLAN] This is presented here to be read with this proposal yet will be placed in an appropriate legislative section and title.

In its consolidated plan, the district must describe how it will serve as a support to schools in the development of school improvement plans, including how it will:

Assist schools with conducting and using a data-based needs assessment.

Disseminate information and research on effective practices and improving high-poverty and low-performing schools.

Assist schools with matching instructional strategies with identified needs.

Assist schools with using evaluation as a tool for continuous improvement.

Allocate federal program resources, including and in addition to Title I.]

[NOTE: PER OCTOBER 8 CORE TEAM MEETING

Overall approach/vision is acceptable. More specific items to be discussed in more depth are: Should there be a distinction in law between already existing (about 16,000) v. new (a potential of about 6,000+or – more schoolwides in terms of how much of this would apply to them?

How can the law be structured to more deliberately address the notion of “ongoing improvement” v. the perception that schools have to continually “overhaul” their school operations? We have proposed a lot of front end stuff but perhaps need to focus more on what happens once schoolwide are operating.

We refer to research-based effective practices. A potential problem could arise when the various research findings conflict.

*Peer review—How to address the capacity (possible cost) problems that might arise?
Structured to be a body of people that at least includes some outsiders. What if a school board wants to be that body? OK? Big authority/role issue.]*

2a Issue: What incentives and assistance will be provided to schoolwide program schools to fully address the new, more rigorous requirements proposed for schoolwides.?

INCENTIVES AND START-UP ASSISTANCE

Proposal: As a companion to the new schoolwide requirements, establish a **Comprehensive School Reform Challenge Fund** that will assist up to 10,000 schools over 5 years to initiate research-based comprehensive reform efforts. The fund will play a role very similar to that currently played by the CSRD demonstration – providing an extra incentive and start-up assistance to schools that need to raise achievement and that commit to implementing genuinely high-quality, comprehensive schoolwide reform programs based on evidence of effectiveness.

Rationale: This paper proposes changes in the requirements for all schoolwide programs that reflect the more rigorous requirements of CSRD. Further incentives and support should be provided, however:

- Based on anecdotal reports from States and local school officials, the \$50,000+ per school award (per year, for up to three years) in the existing CSRD legislation appears to be serving as a surprisingly potent inducement for many districts and schools to take a fresh, methodical look at research-based, comprehensive school reform – and at what they are doing with the resources they already receive. In fact, some states are finding the approach so useful that they are developing state school improvement programs or awarding Goals 2000 funds using the CSRD criteria. Relative to the existing level of Federal investment in schoolwide programs, the leveraging impact of this additional \$50,000+ per year is a bargain, and, given its success to date, should be continued in some fashion in the reauthorization.
- Many schools will accept the new, more rigorous schoolwide requirements simply in order to retain (or obtain, for the first time) enhanced flexibility in use of funds at the building level. However, many other schools will need an extra to fully embrace the more stringent provisions. The Comprehensive School Reform Challenge Fund would hold out the promise of extra help for those that need it and develop the most rigorous proposals for improvement.
- RAND research indicates that, while the costs of designs vary considerably, “assuming effective resource allocation, the addition of \$50,000 in Obey-Porter funds will allow most Title I schools to implement comprehensive reform without needing additional resources.” Consistent with other objectives, we should continue to provide supplemental

60/100
with =
1,000 schools
center
50 million

1.5 billion over
5 years

9				
200	200	200		
	200	200	200	
		100	100	100

10,000 schools

funding to assist schools with start-up costs.

- Given the Department's overall emphasis on encouraging comprehensive reform based on evidence of effectiveness, it is important to include a funding initiative that devotes substantial resources to this strategy.

Method of Distribution; Selection Criteria

As with CSRD, Comprehensive School Reform Challenge funds would be provided to states on a formula basis, with subgrants awarded by the State, in a competitive process. Awards would go to districts on behalf of specific schools proposing to implement specific comprehensive reform programs.

A critical feature of this initiative is that funds would be provided competitively, rather than to all schoolwide programs. This feature is necessary in order to motivate schools and their districts to do a rigorous job in developing their reform proposal for strengthening the entire school and for using other resources available to the school. The funds should not be viewed as an entitlement, or as a part of the base funding available to the school.

Finalists would be recommended based on the peer review process to be established by the State for all schoolwide programs, with final selections made in a process to be determined by the SEA.

Selections would be made based on the quality and coherence of the school's reform proposal, as related to the new criteria for all schoolwide programs, together with:

- The school's need for reform (focusing on student achievement in core subjects under the state's assessment/accountability system).
- Evidence of the district's commitment to provide ongoing support for comprehensive reform.
- Preference for schools that propose to work together to implement the same or similar reform efforts.

Amount of Funding, Allowable Uses

Schools (or consortia of very small schools) would receive a minimum of \$50,000 per year, up to a total of \$100,000 per year, renewable for up to three years if the school is making substantial progress in implementing its reform effort, based on implementation benchmarks described in the school's reform plan and agreed to by the State.

Schools would be allowed to use funds for the initial implementation of a comprehensive reform

program, including reform programs that the school has begun to implement within the academic year that the award is made. The state and district may not reduce their commitment of funds to support the school's reform effort as a result of the school's award.

Structure; Eligibility and Distribution of Awards:

The main part of the program (part A) would be authorized under Title I, with eligibility limited to schools that are eligible to be schoolwide programs under Title I, and that have been approved by the state to operate as schoolwides. (Schools below 50% poverty that are operating as schoolwide programs under a waiver are not eligible for Part A, but would be eligible for part B).

A parallel authority (part B) would be established under the reauthorization proposal's new reform and innovation authority or teacher quality authority. The funds under part B would be open to other Title I eligible and non-Title I schools, in order to encourage districts to support entire-school reform for schools that need it across entire districts. The basic requirements and selection process and criteria would be the same.

As with current provisions for CSRD, LEAs (or consortia of LEAs) could apply on behalf of individual schools or consortia of schools. For a consortia involving multiple very small schools, the \$50,000 minimum would apply to the consortium so long as it serves no more than 500 students.

Additional features

[Option -- The **Comprehensive School Reform Challenge Fund** could include a national leadership section, providing funding for such things as the development of state and local networks around comprehensive school reform, and funding for ongoing research and development to address the need for more and better models serve the needs of all grade levels and student populations. This could be placed in Title I or in the research and innovation portion of the proposal.]

[Option -- The **Comprehensive School Reform Challenge Fund** could also include a national competition for [10-20] **school districts** with substantial numbers/percentages of low-achieving students that want to assist their entire district, or large clusters of schools within the district, to implement research-based school reform programs. This competition would acknowledge and model the district leadership role in helping move comprehensive reform beyond "victory gardens" to more systemic improvements in local school systems. This could go in the Title I or research and innovation portion of the proposal]

3 Issue: Should persistently low-performing targeted assistance Title I schools that are eligible to conduct schoolwide programs be required to use the approach in Recommendation 2?

[Will continue to be discussed in the context of general Title I accountability.]

Pro: This would require low-performing schools to undergo a comprehensive needs assessment and get appropriate technical assistance to redesign the school by incorporating strategies that will better educate the students.

Con: Requiring this effort without adequate buy-in from the staff and community and commitment to implement the schoolwide plan will not necessarily improve the school. Without this, it could, in fact, even result in Title I having a worse impact on low-achieving students.

4 Issue: How should the ESEA legislation put more emphasis on encouraging LEA personnel and/or schoolwide programs to combine most of the Federal education program resources administered by ED with their local and State resources for the purpose of more effectively educating all students through a comprehensive design?

Status: The underlying rationale for combining resources in schoolwide programs has been that it gives schools more flexibility to operate coherent educational programs and also reduces Federal reporting burden by removing requirements that apply to individual Federal programs. Although some schoolwides have combined Federal resources to some extent and there is some indication that more are considering it (based on verbal comments made by State and district coordinators), the majority of schoolwide programs are primarily relying on Federal Title I, Part A resources. Not only does the law provide the authority combining most Federal education funds with state and local resources, but we have issued regulations, a Federal Register Notice, lengthy nonregulatory guidance that is easy to read and contains some examples, Crosscutting ESEA Guidance: Companion Document (all of this is on the Internet), are issuing Schoolwide Idea Books, and have had many conferences throughout the country that included schoolwide programs as a topic, etc. Furthermore, the Individuals with Disabilities Education Act Amendments of 1997 (IDEA 97) specifically authorized the use of a proportionate amount of IDEA funds for schoolwide programs.

Despite these efforts, a survey of schoolwide programs serving migrant children found that only about one-third combined Migrant Education Program funds with other federal, state, and local resources. Schools that combined MEP funds in their schoolwide programs were much more likely to address the needs of migrant students specifically in their schoolwide program plans. Key reasons identified by schools for not combining MEP funds in their schoolwide programs include:

- Most MEP funds were spent at the district level and were not available to individual school;
- The amount of MEP money available to schools was too small to make much of a difference in the overall educational program of the school;
- Migrant program staff and school administrators were concerned about maintaining

accountability for MEP funds; and

- Migrant program, district and school staff were hesitant to eliminate all categorical “separate” services for students in need because they were concerned that their needs might be overlooked. [Meeting the Needs of Migrant Students in Schoolwide Programs, draft.]

The above identified issues are not necessarily unique to the Migrant program. The same finding could be true for Titles II, IV, and VI. Later this Fall, we will have data to inform us of this.

Maybe it is OK for special pops - LEP, MEP - needs
Obstacles to reform: *evidence & research synthesis by Wong & Meyer suggest that student needs in need to address issues might not be getting involved*

Combining resources in schoolwide programs continues to be perceived as a Title I program feature, rather than as a general mechanism for using Federal funds more effectively.

Perception/fear that special needs of specific populations will not be addressed within schoolwide programs. *→ how can we address this problem?* *OK*

Perception that needs of students with few or no Federal program funds need not be included in comprehensive schoolwide planning.

Lack of a consistent message from ED to the field.

Fear of audits even though the audit compliance supplement is very clear about what auditors will look at with respect to schoolwide programs.

Independent auditors (and otherwise) not using the audit compliance supplement.

State and local laws, regulations, and policies that impede implementation of schoolwide programs.

The flexibility argument for combining funds is sometimes outweighed by other aspects; i.e., perception that amounts of Federal funds to combine are too small.

State and/or district accounting systems that have not been updated to accommodate schoolwide programs.

Lack of leadership in some states and districts to support schoolwide programs.

Perception that schoolwide programs serve a useful purpose as only an administrative convenience.

RECOMMENDATIONS:

Maintain current legislation with the suggested refinements. Additionally, give schoolwide programs more visibility in ESEA legislation by including complementary provisions (beyond a cite) referencing schoolwide programs in other program legislation besides Title I (e.g., stating that the different program funds may be combined with local and state resources for the schoolwide program effort). Include in the purpose statement of the legislation a strong statement supporting schoolwide programs.

- Pro:** The legislation is sound--based on research and past schoolwide project practice--and in terms of provisions, this would better balance the entire legislation to comprehensively support comprehensive reform.
- Pro:** From initial findings, implementation-not legislation-appears to warrant additional effort.
- Pro:** Efficiency of scale is realized when many pots of money are used collectively for an overall program and purpose.
- Pro:** The placement of authority to conduct schoolwide programs will make clear that they are a strategy option for Title I schools.
- Con:** Because most of the legislative provisions are placed in Title I, the programs are viewed only as Title I-funded programs.
- Con:** Without altering more of the legislation, the risk is high that progress will remain status quo.
- Con:** Depending on one's role at an SEA or LEA (or ED), the entire law is not necessarily read and understood which is necessary when complementary provisions are placed throughout the law.

5 Issue: Should there be an accountability requirement for schoolwide programs separate from the State's accountability system linked with standards and assessments?

Status: Under Chapter 1, section 1015(e) required schoolwide project schools to meet a specific accountability requirement at the end of a three-year period in order to continue as schoolwide projects for another three-year period.

Under Title I, section 1114(c) states, "A schoolwide program under this section shall be subject to the school improvement provisions of section 1116." Therefore, schoolwide programs are currently subject to the same accountability requirements that apply to Title I targeted assistance schools, not to a separate schoolwide program requirement. The current law removed the

separate schoolwide accountability provision anticipating that schools in need of improvement would receive sufficient support to design and implement a program that would best meet the needs of the children. Therefore, rather than having a low-performing schoolwide program revert to a targeted assistance strategy, States and districts (and other outside technical assistance providers) are to help low-performing schoolwide program schools to improve their schoolwide design.

- 50% of principals in schoolwide programs reported that they utilize assessments to a great extent that are used for school accountability and continuous improvement. This compares with 38% of principals in targeted assistance schools. [Follow-up school Survey]

Obstacles to reform:

State systems of support, required under section 1117, have not been sufficiently established to carry out their role--to provide information and assistance to schoolwide programs and to assist them in providing an opportunity to all students to meet the State's student performance standards.

States that have fully established systems of support do not have the capacity--funds, time, people-- to provide full assistance to all schoolwide programs. *> will extend periods?*

Many schoolwide programs are poorly designed and have little promise of producing improved student achievement. In theory, school support teams will have helped the school design a "schoolwide" plan. In reality, this is not always possible and there is no direct plan approval authority in the legislation.

State and local laws, regulations, and policies that are more restrictive than the flexibilities provided to schoolwide programs through federal legislation have impeded schools' ability to fully implement schoolwide programs.

RECOMMENDATION:

Maintain the general applicability of the Title I accountability requirements for schoolwide programs.

Pro: This will support the standards, assessment, and accountability approach established in the law while helping to ensure a schoolwide program plan is designed to better assist the lowest achieving students.

Pro: This supports a single standards, assessment, and accountability system established by the State for all schools, including those that operate schoolwide programs.

Con: Without specified targeted support for particular targeted populations, it has not been simple to demonstrate schoolwide programs are having a positive impact on the intended beneficiaries.

6 Issue: How can the legislation be improved to better ensure that schoolwide programs more specifically address the needs of special populations--e.g., LEP and special education students? ✓

Note: By the time this law is enacted, states are to have final assessment systems in place. Therefore, **disaggregation of achievement data** by various targeted groups of children will (should) be available since it will be a requirement.] [In 1997-98, 68% of principals in schoolwide programs reported that their schools' reading results are disaggregated by race/ethnicity; 54% reported that they are disaggregated by poverty; 57% reported disaggregation by LEP status; and 53% reported disaggregation by disabling condition. [Follow-up Survey]] and build in an improved process for ensuring quality schoolwide program plans.

Title I serves approximately 1.2 million (94-95 data) LEP children, most of whom are Hispanic. The second largest LEP group being served through Title I are Asians/Pacific Islanders. LEP students represented almost 1/3 of Title I participants and the number is rising.

Information on services provided to LEP students (as well as others) in schoolwide programs is limited because disaggregation requirements have not yet kicked in. However, preliminary information from some advocacy groups indicates that services to LEP students in schoolwide programs are not necessarily meeting their needs.

Legislative Options: We are discussing with OBEMLA and OSEP if legislative language is necessary or if this is a technical assistance issue.

7 Issue: Should a maintenance of effort requirement be included for schoolwide programs?

Status: Currently, there is no schoolwide program school maintenance of effort requirement. Under Chapter 1, there was a 100% maintenance of effort requirement that applied to schoolwide project schools. This requirement was included to ensure that from year to year, schoolwide projects received at least 100% of the funds they received in the previous year for providing free public education to children. There have been reports (yet no evidence) that districts are shifting some local/State funds from schoolwide program schools to other schools because the districts believe the schoolwide schools are getting enough federal resources and flexibility and other schools are not.

RECOMMENDATION:

Do not include a maintenance of effort requirement for schoolwide programs.

Pro: ED does not have evidence that schoolwide program schools are being provided less resources than nonschoolwide schools.

Pro: The comparability and supplement, not supplant provisions in Title I are designed to address this issues.

Pro: A maintenance of effort requirement for schoolwide programs would not necessarily ensure that schoolwide program schools are provided the same level of resources as other schools from year to year if the school got too few resources the prior year compared to other schools.

Con: Although no evidence has been provided to us, some State Title I Coordinators have indicated that a maintenance of effort is needed.

8 Issue: Should Title I targeting provisions be revised to allow LEAs to allocate more funds to schoolwide program schools if warranted by the needs assessment and schoolwide plan?

Status: Under Chapter 1, LEAs allocated Title I funds to schools based on the number and needs of educationally deprived children. This provision resulted in schoolwides receiving more funds than targeted assistance schools because all educationally deprived children in the schoolwide schools were counted. Currently, LEAs allocate Title I funds to all Title I schools on the basis of the number of poor children in the school. As a result, the funding formula treats targeted assistance schools and schoolwide program schools the same. This formula may disadvantage schoolwide programs, however, that need more funds to implement schoolwide reforms.

Legislative Option:

Allow LEAs to allocate more funds to schoolwide program schools if warranted by the needs assessment and schoolwide plan.

Pro: In order for schoolwide programs to be effective, they must have sufficient funding. Because they are reforming the whole school, they need more than targeted assistance programs.

Con: Title I alone should not be considered as the only funding source of the schoolwide program. The schoolwide program must be willing to commit other state and local resources as well in order to truly upgrade the school's program for all of its students.

[Decision was made to keep targeting as is and have this allowable through waiver.]

REVISED TESTIMONY ON ESEA REAUTHORIZATION

Rein
Good morning Mr. Chairman and Members of the Committee.

I appreciate this opportunity to present the Administration's views on the upcoming reauthorization of the Elementary and Secondary Education Act (ESEA). The Administration is working on a detailed reauthorization proposal that we plan to submit for your consideration sometime next month. Today I will focus on the principles guiding our reauthorization efforts, as well as some of the specific ways we propose to apply those principles to major ESEA programs.

Background and Accomplishments

This is, of course, this Administration's second opportunity to work with Congress on improving the ESEA. The 1994 reauthorization—the Improving America's Schools Act—was aimed at transforming a Federal role that for too long had condoned low expectations and low standards for poor children. Along with the Goals 2000: Educate America Act, the 1994 reauthorization reflected a bipartisan effort to raise expectations for all children by helping States and school districts to set high standards and establish goals for improving student achievement. The 1994 Act included provisions to improve teaching and learning, increase flexibility and accountability for States and local school districts, strengthen parent and community involvement, and target resources to the highest poverty schools and communities.

There is strong evidence that these changes, particularly the emphasis on high standards, have helped States and school districts carry out the hard work of real education reform. States that led the way in adopting standards-based reforms—like Kentucky, Maryland, North Carolina, Oregon, and Texas—found new support from Federal programs that helped them to raise reading and math achievement. In other States, the new ESEA and Goals 2000 encouraged and supported improvements in teaching and learning tied to high standards. For example, in a very positive report on Goals 2000 by the General Accounting Office (GAO), State officials described Goals 2000 as “a significant factor in promoting their education reform efforts” and a “catalyst” for change.

Partly as a result of changes at the Federal level and our new partnerships with the States, nearly every State has set higher standards for public schools, and there are promising signs of real progress toward meeting those higher standards. The National Assessment of Educational Progress (NAEP), for example, has shown significant increases in the percentages of 4th grade students scoring at both the basic and proficient achievement levels in mathematics, particularly among students in high-poverty schools. The National Education Goals Panel reported that between 1990 and 1996, 27 States significantly increased the percentage of 8th graders scoring at either the proficient or the advanced level on the NAEP math test.

Tomorrow the National Center for Education Statistics will release our national report card on reading, and I believe we will see some improvement. Over the past few years a strong, bipartisan consensus has emerged on the importance of helping all children to master reading as the key prerequisite for all further learning. Last year, Congress passed the

Reading Excellence Act to strengthen State and local efforts to improve reading in the early grades, and with your support we now have some 20,000 Work-Study students serving as reading tutors.

Individual States have made notable progress in a very short period of time. Texas, for example, increased the percentage of its 4th grade students scoring at the proficient or advanced levels on the NAEP math test from 15 percent in 1992 to 25 percent in 1996. North Carolina more than doubled the percentage of its 8th graders reaching the same standard in mathematics achievement, from 9 percent in 1990 to 20 percent in 1996.

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The National Education Goals Panel examined the North Carolina and Texas experience and found that the “most plausible explanation” for the test score gains was an “organizational environment and incentive structure” based on “an aligned system of standards, curriculum, and assessments; holding schools accountable for improvement by all students; and critical support from business.” As I will explain shortly, we will be trying through reauthorization to put these same elements to work in other States.

The 1994 reauthorization also brought real change to the way we do business at the Department of Education. We have worked hard to eliminate paperwork and red tape so that States, schools, and teachers are free to focus on what really counts: educating students. Only five of the programs included in the 1994 ESEA reauthorization required regulations. That helped us to eliminate a full two-thirds of the regulations covering elementary and secondary education over the past three years.

Another major improvement was the adoption of a single, consolidated application for the majority of ESEA programs. Moreover, States submit their single plan just once during the life of the authorization cycle. Not surprisingly, States reported in fiscal year 1996 that the consolidated application slashed paperwork requirements by 85 percent, saving an average of 318 hours in staff time per State. I should add that the consolidated applications also encourage a comprehensive approach to planning for the use of Federal funds.

The Department also has vigorously implemented waiver provisions that were included in the 1994 reauthorization, which permit States, school districts, and schools to request waivers of statutory and regulatory requirements that present an obstacle to innovative reform efforts. We set up a Waiver Hot Line and provided comprehensive waiver guidance at our site on the World Wide Web.

Since the reauthorization of ESEA in 1994, the Department has received 630 requests for waivers from States and local districts and, as of October 1, 1998, granted a total of 335 waivers. Overall, the Department has approved 54 percent and disapproved 8 percent of all waivers requested. The waiver authority has also demonstrated that ESEA is relatively flexible even without the authority. In fact, thirty-one percent of waiver applications were withdrawn largely because districts learned that they had sufficient latitude under existing law to proceed without a waiver.

The most extensive approach to flexibility is the ED-FLEX demonstration, which allows the Department to give State-level officials authority to approve waivers of certain Federal statutory and regulatory requirements that stand in the way of effective reform at the

local level. Under this pilot project, only twelve States have been authorized to participate. With the success of **this demonstration**, we have proposed expanding ED-FLEX to allow all eligible States to **participate**. I believe such an expansion should be considered in the context of reauthorization and should include an examination of how it fits in with the need for accountability for results. ED-FLEX can be a ^{useful} powerful tool for accelerating the pace of real reform in our schools, but it must be done thoughtfully.

One final issue I want to touch on is the Department's performance in getting Federal education dollars to the local level where they can do the most good. There have been a number of so-called "dollars to the classroom" proposals over the past two years based on the claim that the Department of Education retains a significant portion of Federal elementary and secondary appropriations to pay for administrative costs.

The truth is that nearly all of the costs of administering Federal elementary and secondary programs are paid for by a separate administrative appropriation. The result is that over 95 percent all the dollars appropriated by Congress for Federal elementary and secondary programs already goes to local school districts. If that number sounds familiar, it is because some of those proposals I mentioned promise to send 95 percent of Federal dollars to the classroom. This is a worthy goal, but it is one we have already achieved.

I recognize that some may argue about whether the "local level" is the same as "the classroom," but my view is that once the funds reach the local level, it is up to local officials to decide how best to spend them.

Kevin's
revision of this
lecture

I believe that these accomplishments—widespread adoption of standards, the beginning of achievement gains nationally and even more improvement in “leading edge” States, along with new flexibility and efficiency at the Department—show that we were on the right track in 1994. The evidence demonstrates a clear connection between raising standards and raising student achievement. The record also shows, however, that many States and districts are still phasing in the 1994 reforms. Taken as a whole, this experience provides a compelling argument for the Administration and Congress to keep working together to get high standards into the classroom, and to push for improved incentives and strengthened accountability mechanisms to ensure that these reforms take hold.

The Next Step: Getting High Standards into the Classroom

As we begin the process of reauthorizing ESEA it is important to place the reforms we are proposing in a broader context. In 1994, we broke sharply with the past and made a significant policy shift in putting an end to the practice of giving students a watered down curriculum. I have strongly believed that the tyranny of low expectations -- and it is tyranny -- has been one of the great flaws of American education. We vigorously oppose the idea of dumbing down American education. Instead of dumbing down, we want to achieve up.

To support this effort we have developed a comprehensive three part strategy of (1) targeted investments with particular attention to the early years of schooling (2) improved teacher quality and (3) real accountability. All these pieces need to fit together if we want to raise achievement levels.

Targeted investments: The Reading Excellence Act, our efforts to reduce class size, getting technology into the classroom, and our after-school initiative -- to name a few programs -- are all part of our effort to get teachers and principals the resources they need to raise achievement. We have put a real emphasis on early years of schooling because research and common sense tells you that if a young person can “masters the basics” early on they get off to a much better start in their education. We want to improve academic achievement for all students, with a special emphasis on closing the gap between poor and minority students and other students. This is why, for example, we are such strong supporters of reducing class size in the early grades. Research from the Tennessee “Star” experiment demonstrated that reducing class sizes in the early grades led to higher achievement for all students, with poor and minority students showing the greatest gains.

Teacher Quality: the second part of our broad strategy is a strong emphasis on improving teacher quality. John Stanford, the inspiring school superintendent of Seattle who recently passed away, had a marvelous slogan that summed up his philosophy, “ the victory is in the classroom.” If we are going to achieve many more victories in the classroom we simply have raise teacher quality and get many more certified teachers into our Title I schools. This is why we asked the Congress to fund a strong teacher quality initiative in

reauthorizing the Higher Education Act last year. Our intent here is to make high standards part of every teachers daily lesson plans. I will discuss this in greater detail later on in my testimony.

Accountability: improved accountability is the third part of our broad strategy of improvement. We believe that effective accountability measures – what business leaders call quality control measures – can make sure that these many new investments are used wisely and we actually see results. It seems to me that if a school district doesn't act to raise achievement levels and squanders taxpayers dollars the only responsible thing to do is to begin withholding the money. Here it is important to recognize that we are not talking about more regulations. We want better results. There is both a moral and a fiscal dimension to being more accountable. We cannot afford to lose the talents of one child, and we cannot waste the substantial resources entrusted to us by American taxpayers.

We recognize that a complete accountability system should be multi-dimensional and include high expectations and accountability for everyone in the system. All of us are responsible for ensuring that all students reach high standards. The accountability measures in our reauthorization proposal are designed to (1) focus on continuous improvement; (2) hold students, teachers, schools, and districts to high standards; and (3) ensure that school districts and states provide students with a high quality education.

It is important to note that our proposed accountability measures reinforce and build on similar provisions approved in 1994. For example, the underlying structure of the Title I accountability provisions is sound. States have not fully implemented this structure yet and must accelerate their work. We are proposing several measures to speed up the process.

First, we would retain the current law requirement that States establish content and performance standards and assessments aligned to the standards by the 2000-2001 school year. States should also define adequate yearly progress for Title I schools and local school districts in a manner that would result in continuous and substantial progress toward meeting State standards within a reasonable time frame.

Second, we would require annual report cards at the State, district, and school levels as a condition of receiving ESEA funds. The report cards should emphasize improvement over time and include information on student achievement and other indicators, such as teacher quality, class size, school safety, attendance, graduation requirements and even allow parents to compare their child's school to other schools in the district. The report cards should be easily understood by and widely distributed to parents and the public. While 36 States already require report cards, most parents and the majority of teachers say that they have never seen the report cards.

I assure you, if parents find out that their children are going to an unruly or unsafe school there will be standing room only at the next school board meeting and that is a very good thing. If parents discover that test scores are down at their school but up at a similar school they will start asking questions and spark reform. In short, a good, honest report card

gives parents a real accountability tool that allows them a difference in the education of their children.

Third, States would be encouraged to take immediate corrective action to turn around the lowest performing schools. Currently, there are over 6,500 schools and 1,300 school districts designated under Title I as in need of improvement. These schools and districts were placed in school improvement status after making little or no improvement over a period of three years. Many of these schools are still showing no improvement despite receiving additional support. We are saying that enough time has passed with our children in low-performing schools—it is time to take action now.

If these schools continue to show no improvement, States are being strongly encouraged to take prompt action to bring about improvement. This can take many forms: putting a new principal in charge, creating a new rigorous academic program, even reconstituting the school or closing it down. The goal here should be clear – do not be passive in the face of failure; do not allow these key years in a child's schooling to be lost because of indifference or delay. This is why the Department's 2000 budget request includes a \$200 million set-aside to help jumpstart this process of State and district intervention in the lowest performing schools.

Fourth, all States receiving ESEA funds are being encouraged and really should end the practice of social promotion. I want to be clear that we are against both a policy of social promotion and a policy of retaining students in grade. We are for a policy of preparing children to achieve to high standards and that is why we have pushed so hard for programs

like Class Size Reduction and the Reading Excellence Act, which invest in the early years and help to minimize the number of children at risk of retention in grade.

The President's call for an end to social promotion is designed to tell students that "performance counts," and to encourage districts and schools to take aggressive action to help all students meet promotion standards on time. We would encourage states to target their efforts at key transition points, such as the 4th, 8th, and 10th grades. Strategies to end social promotion include early identification and intervention for students who need additional help, extended learning time for students who need extra help, and intensive intervention designed to prevent a student from having to repeat an entire grade. States would be given four years to phase in the requirement to end social promotion.

Fifth, we would encourage States and school districts to do more to ensure teacher quality. I know the Members of this Committee share our concern about teacher quality, and we want to work with you to address that concern. Our research shows that qualified teachers are the most important in-school factor in improving student achievement. Far too many classrooms are led by teachers teaching "out of field," individuals granted "emergency" certificates who do not meet State certification standards, and even teacher aides with no more than a high school diploma. All of these individuals are trying to do their best but as long as they do not have the teaching skills of a proven teacher we are short changing our students.

High-poverty urban schools are most likely to suffer from unqualified teachers. In Los Angeles, for example, 60 percent of the new teachers hired last year did not have a teaching license. Even when urban districts succeed in hiring qualified teachers, attrition rates

during the first five years often reach 50 percent. Partly as a result of difficulties in recruiting and retaining teachers, Title I schools are hiring teacher aides at twice the rate of certified teachers, and an increasing number of aides are providing direct instruction without a teacher's supervision.

Our ESEA reauthorization proposal would begin to address these problems by encouraging States to adopt challenging, standards-based examinations for all new teachers that would include assessments of subject-matter knowledge. We would work to end the over-reliance on the use of teacher aides as instructors in Title I schools and require States to make significant progress in reducing both the number of teachers with emergency certificates and the number of teachers teaching subjects for which they lack adequate preparation.

We made a good start, as I said earlier, in improving teacher quality last year when Congress passed—with strong bipartisan support—the new teacher recruitment provisions in Title II of the reauthorized Higher Education Act. Our ESEA reauthorization plan would build on this success by providing resources to help states strengthen teacher certification standards and develop new ways to evaluate and compensate teachers. It also will include increased investment in the high-quality professional development teachers tell us they need to help all students meet challenging new State standards.

Program-Specific Recommendations

By now I hope our basic approach to reauthorizing the ESEA has become clear. The Administration proposal would build on the previous reauthorization by emphasizing accountability for helping all students to reach high standards. I have described some of the

key, cross-cutting accountability measures included in our plan. Now I would like to outline some program-specific issues and recommendations.

Title I

Title I of the Elementary and Secondary Education Act is the largest Federal investment in elementary and secondary education, with a 1999 appropriation of nearly \$7.7 billion that reaches more than 45,000 schools in over 13,000 school districts. With the expansion of schoolwide projects following the last reauthorization, the program now serves over 11 million students. In the 1996-97 school year, 36 percent of the children served were white, 30 percent were Hispanic, and 28 percent were African-American. Seventeen percent of the children served were limited-English proficient.

Historically, Title I has been the single largest source of federal funding targeted to raising the achievement levels of students in high-poverty schools and helping to close the achievement gap between these children and their more advantaged peers. The 1994 reauthorization focused on helping children in high poverty schools reach the same high standards expected of all students through several specific approaches. In particular, States were required to develop content and performance standards in reading and math, with aligned assessments to measure student progress toward meeting the standards.

The 1994 act also improved targeting of resources, expanded the schoolwide approach, and strengthened the focus on parental involvement. With regard to targeting, the GAO recently reported that nationally, Federal programs provided five times the extra

resources per poor student when compared to the States. With regard to schoolwide programs, the 1994 Act permitted schools with poor children making up at least 50 percent of their enrollment to use Title I funds in combination with other Federal, State, and local funds to upgrade the instructional program of an entire school. To date, the number of schools implementing schoolwide programs has more than quadrupled, from 3,500 to approximately 16,000. And a growing number of parents are more fully involved in their children's education through the use of parent compacts encouraged by the 1994 Act.

Unlike data collected prior to the last reauthorization showing that Chapter I needed structural changes to support increased student achievement, preliminary data gathered for this reauthorization suggest that States that have implemented the Title I standards and assessment provisions generally are seeing increased achievement levels in high-poverty schools. The State-level data is particularly encouraging since final assessments are not required to be in place until school year 2000-2001. Additionally, as I mentioned earlier, students have shown improved achievement in math on the National Assessment of Educational Progress.

I would be the first to agree that Title I can and should do more to assist State and local efforts to raise the educational achievement level of poor and minority children. The Department is actively working with States and districts as they continue the process of implementing the 1994 changes.

Building on what we have learned since 1994, our reauthorization proposal would continue to hold at-risk children in high-poverty schools to the same high standards expected

of all children, to tie Title I to State and local reforms based on high standards, to target resources to areas of greatest need, to support flexibility at the local level to determine instructional practice, and to encourage more effective implementation of schoolwide programs.

In addition to the accountability provisions which apply across the ESEA, we would improve Title I by targeting additional resources to help the lowest achieving schools and by phasing in a mandatory set-aside for professional development aligned to standards. We also would strengthen the schoolwide authority by borrowing some of the successful features of the Comprehensive School Reform Demonstration program, such as basing reforms on solid research about what works. And in response to a key recommendation of the reading study conducted by the National Research Council, we are proposing annual assessments for language proficiency and the use of diagnostic assessments in the first grade to ensure the early identification of children with reading difficulties.

Separately, we support the continuation of the Comprehensive School Reform Demonstration program, which we believe is generating some good models for improving the effectiveness of the broader Title I program.

“High Standards in the Classroom” Initiative

To give States and school districts a powerful new tool to continue the work of getting high standards in our schools, we are proposing a new initiative that would succeed three current programs: Goals 2000 State grants, the Title II Eisenhower Professional Development

State grants, and the Title VI Innovative Education Program Strategies State grants. This initiative would both increase and more tightly focus the Federal support available to help States and school districts bring standards into the classroom. Funds would be used to improve teacher quality through professional development and to continue the work of aligning curricula with new standards and assessments.

Funding for this initiative would be allocated by formula to the States, with States retaining approximately 10 percent of their allocations to continue the development of standards and assessments and other State-level activities. The remaining funds would be awarded to school districts through a competitive process based on district plans to implement standards in schools and to invest in professional development in core academic subject areas, with a priority on science and mathematics. States would be required to design their grant competitions to ensure that high-poverty districts receive a fair share of program funds. Similarly, districts would be required to give priority to high-poverty and low-performing schools in distributing funds at the local level.

In part, these funds would be used to support State and local efforts to meet new ESEA teacher quality requirements related to the implementation of competency-based assessments for initial licensure, the reduction of the number of teachers on emergency credentials, and the reduction of the number of teachers teaching out of field.

Safe, Disciplined, and Drug-Free Schools

The Administration's plans for reauthorizing the Safe and Drug-Free Schools and Communities Act have actually taken shape over the past few years in our annual budget requests. These proposals have been designed to strengthen the program by improving accountability and by targeting funds to local educational agencies with significant drug and violence prevention problems and high-quality, research-based programs to address those problems.

Our reauthorization proposal would build on these earlier efforts by emphasizing a schoolwide approach to drug and violence prevention. All school districts receiving funds would be required to develop a comprehensive Safe and Drug-Free Schools plan to ensure that they have a drug-free, safe, and disciplined learning environment. These plans would have to reflect the recently established "principles of effectiveness," including the adoption of research-based strategies and setting measurable goals and objectives for drug and violence prevention.

Program funds would be distributed in larger, more effective grants by requiring States to award competitive grants to a limited number of high-need districts. Program evaluations have consistently found that the current practice of allocating funds by formula to all districts spreads funds too thinly to have a significant impact in most districts.

Finally, we will propose a new provision authorizing the Department to provide emergency services—especially mental health and counseling services—to schools affected by the kind of violence or severe trauma we saw last year in Arkansas and Kentucky.

Educational Technology

Since the creation of Title III in the last ESEA reauthorization, the Federal government has helped States and school districts make significant progress in bringing technology into the classroom. With the support of Congress, the Department has delivered over \$1 billion to States through the Technology Literacy Challenge Fund, while the E-Rate is helping to connect all schools and libraries to the information superhighway. With more and more hardware and connections in place, the challenge is to align technology with curricula and make sure that teachers are prepared to use it to improve teaching and learning.

Toward this end, the reauthorization proposal for Title III will focus on putting educational technology behind State and local efforts to raise standards, improve teacher quality, and increase accountability for higher student achievement.

In particular, we want to increase access to educational technology for high poverty, low-performing schools and eradicate the "digital divide" that threatens to widen the achievement gap between disadvantaged students and their wealthier peers. We will propose to strengthen the targeting provisions of the Technology Literacy Challenge Fund to continue to reduce the disparity between technology-rich and technology-poor districts.

Our reauthorization plan also will support greater innovations in integrating educational technology with a focus on classroom level improvements, particularly in creating useful models for improving professional development, teacher preparation, instructional

materials, and distance learning resources. In particular, these activities will be designed to take into account the educational needs of rural areas.

Innovation in Public Education

As I travel around the country visiting schools I continue to see the spark of innovation and creativity. Public education is changing quite rapidly at the ground level and offering parents many more options in the terms of the type of schools that children can attend. Magnet schools have given parents new options for many years.

This Administration has worked very closely with this Congress to encourage a public school charter movement that is creative yet accountable. Charter schools are adding a new strategy to raising achievement and provide promising models of standards based reform. Our proposed budget for FY2000 will allow the Department to support 1,700 charter schools and keeps on target of reaching the President's goal of supporting 3,000 of these innovative schools.

As we encourage the charter school movement we also seek to find a balance between encouraging innovation and making sure that some off-the-wall ideas about what constitutes good education does not damage the growth of charter schools. There is some extraordinary good work being done by charter schools and we do not want this hard work to be diminished by a few bad apples. The Administration worked very hard with the Congress last year in developing strong accountability provisions that make a good deal of sense.

This Administration is a strong advocate of public school choice. We seek to encourage and stimulate the creative efforts of many schools districts to give parents the opportunity to find a school that best fits the needs of their children. Often the public discussion about choice gets reduced to the idea that there is only choice outside of public education. Well, that is an assumption that I want to challenge because it really has no basis in fact.

You can go to school district after school district and find schools-with-in-schools, school-to-work initiatives, high schools that have collaborations with local colleges, option and theme schools that focus in on specialized fields like the environment, the visual and performing arts, communications & technology, back-to-basics, classical studies, marine science, accelerated learning, the international baccalaureate, and career academics dedicated to finance, medical sciences, just to name a few.

There a great deal of variety in public education at the local level from alternative schools, to community based learning efforts, to schools-without-walls, to public schools that focus in on the core knowledge approach to education. There are public school districts in this nation like Seattle that have a complete open choice model and many other school districts that offer intra-district choice, inter-district choice and controlled choice. Critics of

public education would do well to recognize that many of public school districts are far more in touch with parents than they think and they are giving parents the choices they seek.

I want to stress that the most important choice that parents can make about a child's education is the choice of subjects and not schools. The best schools in America -- whether they are public, private or parochial -- all share something in common -- they place a strong emphasis on a rigorous academic program. This is what makes these schools distinctive. This Administration has spent six year years advocating the idea that by raising standards and putting quality teachers into every classroom we can raise achievement for many, many more of our students.

While the Clinton Administration strongly opposes efforts to divert public funds to private schools through vouchers or similar proposals we want to foster the many types of innovation now taking place at the local level. This why we are considering, the possibility of a new choice activity that would help us identify and support new approaches to public school choice.

We are interested in promoting choice programs in which the schools and programs are public and accountable for results, that are genuinely open and accessible to all students, that promote high standards for all students, and that provide models for improving low-performing schools and strengthening public education generally.

Conclusion

These are some of the highlights of a reauthorization proposal that will span 14 titles affecting nearly every area of Federal support for the Nation's elementary and secondary schools. I encourage you to give careful consideration to our full proposal when it is completed next month, and I look forward to discussing the specific details of our plan as your work on your legislation.

I will be happy to take any questions you may have.

**State of the Union
Education Accountability Act
Question and Answers**

**FOR INTERNAL USE ONLY
January 20, 1999**

Q. Why is the President proposing these new accountability requirements now?

A. Later this Spring, the President will send to Congress his proposal to reauthorize the Elementary and Secondary Education Act (ESEA). This is the right time to make changes in federal education policy by accelerating the pace of reform and strengthening accountability for the entire school community – administrators, teachers, principals, and students.

In preparation for the reauthorization of ESEA, the Education Department has undertaken a review of education policy and performance nationwide, and of the ways in which federal education programs can be strengthened. Based on this analysis – confirmed by an independent report released last week by the trade publication *Education Week* – we know that states and school districts have made great progress in raising academic standards for students, but have not made the same progress in making these standards count, for students, schools or educators.

For example, only 26 states require students to pass high school graduation exams, and far fewer have policies preventing unprepared students from being promoted. Only nineteen states have policies in place to intervene in low performing schools, and take responsibility for turning them around. Every year, approximately 50,000 individuals teach on "emergency" certificates, which means that they do not meet the standards states themselves have set for beginning teachers.

The President is convinced that the only way that students will be able to meet the higher standards that have been set for them is if educators, schools, school systems, states and the students themselves are held accountable. That is why he is proposing these requirements now.

Q. Does this proposal mean that states that do not adopt these policies will lose their share of federal education funds?

A. By requiring these accountability mechanisms – providing school report cards, ending social promotions, ensuring that teachers meet state standards and intervening in failing schools – as a precondition for receiving funds under the Elementary and Secondary Education Act, we fully expect that states will adopt them. States have already demonstrated their work in this area by complying with accountability requirements in Goals 2000 and the current ESEA to adopt academic standards and measure student

performance in meeting the standards. As noted in the recent *Education Week* report, many states and districts have begun the hard work of implementing these policies, and our proposals, if enacted into law, will speed up that process and spread it to all states.

Q. But what if they do not comply? What will you do then? Will the Education Department withhold federal education funds?

A. Again, we think these are reasonable requirements, and we expect states to comply. As with any other domestic grant program, the federal government is able to, and must, attach conditions to the grant to ensure that the funds are spent effectively and achieve the intended results. These accountability requirements are intended to do just that.

If States do not comply, there are a range of options available to the Secretary of Education to ensure compliance. Often working with state officials or using the bully pulpit is an effective way to gain compliance. In addition, the Secretary always has the ability to deploy a graduated series of sanctions, including withholding funds the State or district uses for administering these programs, withholding a portion of the program funds, or, ultimately, withholding all of the funds.

Q. Wouldn't these sanctions amount to a federal takeover of education?

A. No. These are accountability requirements – many of which state and local school systems are already implementing or considering – that are necessary to ensure that federal funds have their intended effect. In all cases, the Federal role is to hold States and districts accountable for providing a quality education to all children. After all, Title I funds, targeted to disadvantaged schools, cannot provide the full measure of help if states and districts allow schools to fail year after year, permit unqualified candidates to become teachers, and pass students along with no consideration of whether they are meeting high academic standards.

Q. Are you concerned that the requirement to end social promotion will lead to an increase in retention rates, especially for minority youngsters? Won't you have a problem with the civil rights community on this issue?

A. This proposal is about ending the current practices of social promotion *and* retention – moving students ahead who have not met high standards or holding students back without consideration of how to alter instructional services to give them another chance to reach high standards. Our policy will require that states and school districts phase in this requirement and use that time to implement both preventative measures and support mechanisms. State and districts policies will need to include strategies for early identification and intervention to diagnosis those students who need additional help and/or alternative instructional strategies; strengthened learning opportunities in classrooms with clear standards, small classes with well-prepared teachers, high quality professional development, and use of proven instructional practices; extended learning

time for students who need extra help, including after-school and summer school; and, a serious action plan to give students who still do not meet the standards intensive intervention with appropriate instructional strategies, rather than simply having them repeat an entire grade.

Over the last five years, the President has made a tremendous investment in policies and programs that can and will support States in their efforts to end the practice of passing students along the system without a check on whether they are meeting high academic standards. This Administration has increased the investment in Title I, invested in improving reading in the early grades, reduced class-sizes, increased opportunities for extended learning time through the 21st Century Community Learning Centers and the investment in over 1,000 colleges that are now sending America Reads Federal Work-Study tutors into schools and communities; and, much more.

The FY 2000 budget will help, by tripling funding (from \$200 to \$600 million) for after-school and summer-school programs that can provide extra help to students who need it.

Q: Will all 21st Century Community Learning grant recipients be required to have policies in place to end social promotion as a condition of receiving FY2000 funding?

No. The FY2000 grant competition will include a priority for those grantees that do have in place or are moving towards implementing policies to end social promotion. In addition, the ESEA reauthorization proposal will include a requirement that all States and districts receiving any ESEA funding implement policies to end social promotion over time.

Q. Many of the school systems that hire teachers on emergency credentials are big cities – which have a hard time attracting teachers at all let alone more qualified teachers. What will they do to find teachers if you end that practice?

A. First, our biggest cities – and our poorest rural areas – have the greatest difficulty attracting fully qualified teachers, and are therefore most likely to hire teachers on emergency credential. Our most disadvantaged students suffer the most from this practice, because they get the least qualified teachers. That is why it is so important to end this practice.

It is not feasible to end it immediately. That is why we would require that the practice be phased out over five years.

We also provide help for school districts to phase out this practice. For example, the President's proposal to reduce class size allows school systems to use up to 15% of the funds to recruit and better train teachers – so they can hire fully certified teachers in the first place, or give them the training to bring them up to standards after they are hired.

And creating smaller, more manageable classes will make it easier to attract good people into teaching. The President's budget will contain an increase in funding for teacher recruitment programs included in last year's Higher Education Act, a program that provides scholarships to prospective teachers who commit to teach in high poverty communities.

Ultimately, though, while the federal government can and will help, this is a state and local responsibility. They set the standards for entering the profession, and they hire the teachers. By hiring teachers who do not meet the standards, our most disadvantaged students are hurt the most. States and local school systems will have to find additional ways to make it more attractive for good teachers, with salary increases, better working conditions, or whatever it takes. When there is difficulty getting qualified doctors to urban or poor rural hospitals, no one accepts the idea of hiring unqualified doctors. We should not accept less for the education of our children.

Q: Last night in the SOTU, the President said that the Federal government would require States and districts to shut down schools if they continued to be low-performing schools. This rhetoric seems to indicate a new, more heavy-handed, role for the Federal government. How will it play out?

The policy to turn-around low-performing schools does not stray far from current law, but it does ensure that the law is strengthened and the pace is accelerated. Currently under Title I, States are required to identify low-performing school districts and districts are required to identify low-performing schools to place in school improvement status. There are approximately 1,300 school districts and 6,000 schools that have been designated low-performing and are getting assistance from States and districts to turn around. Under current law, the State and district can wait to sanction these schools until final State assessments are in place.

The President is saying that we cannot afford to wait for years and years while generations of children pass through our failing schools. These policies will require States and districts to accelerate the pace of support and action. If after two-years of intensive technical assistance and support, schools are still failing then something drastic must happen – the school must be reconstituted, the principal must be removed, funds must be withheld, students must be allowed to transfer out of the school, or – as a last resort – shut down. In addition, we are including \$200 million to support these efforts through our FY2000 budget.

Q: These policies are often described as the carrot-stick approach to improving schools. It seems, however, that you are holding out the stick without the carrot. Are there any rewards for schools that do turn around?

As part of our ESEA reauthorization package, we will include a reward system to ensure that States, school districts, and schools are rewarded if they show significant progress in

turning around the lowest performing schools.

Q: How will the FY2000 \$200 million Title I accountability funding be used to support low-performing schools?

The money will be allocated to States as part of the Title I formula. States will be required to identify districts with the highest percentage of low-performing schools that have not demonstrated improvement over time – many of these schools and districts will already have been identified through Title I school improvement. States will then be required to provide funding – with the \$200 million – to districts in order to give districts the capacity to provide intensive support to help the schools improve. States and districts will also be able to use the funds for corrective action for those schools that have remained in school improvement for over two years and for those districts in school improvement.

Q: The President also mentioned that his accountability package would include a requirement that all States and districts adopt discipline policies to ensure that schools are places of learning. Does this have any implications for your policies on discipline in IDEA?

No. We remain firm in our policy.

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- even good ones*



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**Education Accountability Act
Question and Answers**

FOR INTERNAL USE ONLY

January 20, 1999

Q. Why is the President proposing these new accountability requirements now?

A. Later this Spring, the President will send to Congress his proposal to reauthorize the Elementary and Secondary Education Act (ESEA). This is the right time to make changes in federal education policy by accelerating the pace of reform and strengthening accountability for the entire school community – administrators, teachers, principals, and students.

In preparation for the reauthorization of ESEA, the Education Department has undertaken a review of education policy and performance nationwide, and of the ways in which federal education programs can be strengthened. Based on this analysis – confirmed by an independent report released last week by the trade publication *Education Week* – we know that states and school districts have made great progress in raising academic standards for students, but have not made the same progress in making these standards count, for students, schools or educators.

For example, only 26 states require students to pass high school graduation exams, and far fewer have policies preventing unprepared students from being promoted. Only nineteen states have policies in place to intervene in low performing schools, and take responsibility for turning them around. Every year, approximately 50,000 individuals teach on “emergency” certificates, which means that they do not meet the standards states themselves have set for beginning teachers.

The President is convinced that the only way that students will be able to meet the higher standards that have been set for them is if educators, schools, school systems, states and the students themselves are held accountable. That is why he is proposing these requirements now.

Q. Does this proposal mean that states that do not adopt these policies will lose their share of federal education funds?

A. By requiring these accountability mechanisms – providing school report cards, ending social promotions, ensuring that teachers meet state standards and intervening in failing schools – as a precondition for receiving funds under the Elementary and Secondary Education Act, we fully expect that States will adopt them. States have already demonstrated their work in this area by complying with accountability requirements in Goals 2000 and the current ESEA to adopt academic standards and measure student performance in meeting the standards. As noted in the recent *Education Week* report,

many states and districts have begun the hard work of implementing these policies, and our proposals, if enacted into law, will speed up that process and spread it to all states.

Q. But what if they do not comply? What will you do then? Will the Education Department withhold federal education funds?

- A. Again, we think these are reasonable requirements, and we expect states to comply. As with any other domestic grant program, the federal government is able to, and must, attach conditions to the grant to ensure that the funds are spent effectively and achieve the intended results. These accountability requirements are intended to do just that.

If States do not comply, there are a range of options available to the Secretary of Education to ensure compliance. Often working with state officials or using the bully pulpit is an effective way to gain compliance. In addition, the Secretary always has the ability to deploy a graduated series of sanctions, including withholding funds the State or district uses for administering these programs, withholding a portion of the program funds, or, ultimately, withholding all of the funds.

Q. Wouldn't these sanctions amount to a federal takeover of education?

- A. No. These are accountability requirements – many of which state and local school systems are already implementing or considering – that are necessary to ensure that federal funds have their intended effect. In all cases, the Federal role is to hold States and districts accountable for providing a quality education to all children. After all, Title 1 funds, targeted to disadvantaged schools, cannot provide the full measure of help if states and districts allow schools to fail year after year, permit unqualified candidates to become teachers, and pass students along with no consideration of whether they are meeting high academic standards.

Q. Are you concerned that the requirement to end social promotion will lead to an increase in retention rates, especially for minority youngsters? Won't you have a problem with the civil rights community on this issue?

- A. This proposal is about **ensuring that students have received a quality education that means something. This will require** ending the current practices of social promotion *and* retention – moving students ahead who have not met high standards or holding students back without consideration of how to alter instructional services to give them another chance to reach high standards. Our policy will require that states and school districts phase in this requirement and use that time to implement both preventative measures and support mechanisms. State and districts policies will need to include strategies for early identification and intervention to diagnose the learning needs of those students who need additional help and/or alternative instructional strategies; strengthened learning opportunities in classrooms with clear standards, small classes with well-prepared teachers, high quality professional development, and use of proven instructional

practices; extended learning time for students who need extra help, including after-school and summer school; and, a serious action plan to give students who still do not meet the standards intensive intervention with appropriate instructional strategies, rather than simply having them repeat an entire grade.

Over the last five years, the President has made a tremendous investment in policies and programs that can and will support States in their efforts to end the practice of passing students along the system without a check on whether they are meeting high academic standards. This Administration has increased the investment in Title I, invested in improving reading in the early grades, reduced class-sizes, increased opportunities for extended learning time through the 21st Century Community Learning Centers and the investment in over 1,000 colleges that are now sending America Reads Federal Work-Study tutors into schools and communities; and, much more.

The FY 2000 budget will help, by tripling funding (from \$200 to \$600 million) for after-school and summer-school programs that can provide extra help to students who need it.

Q: Will all 21st Century Community Learning grant recipients be required to have policies in place to end social promotion as a condition of receiving FY2000 funding?

No. However, the FY2000 grant competition will include a priority for those grantees that already have in place or are moving towards implementing policies to end social promotion. In addition, the ESEA reauthorization proposal will include a requirement that all States and districts receiving any ESEA funding implement policies to end social promotion over time.

Q. Many of the school systems that hire teachers on emergency credentials are big cities – which have a hard time attracting teachers at all let alone more qualified teachers. What will they do to find teachers if you end that practice?

A. First, it is true that our biggest cities – and our poorest rural areas – have the greatest difficulty attracting fully qualified teachers, and are therefore most likely to hire teachers on emergency credential causing our most disadvantaged students to suffer the most. It is for this reason that it is so important to end this practice.

While it is not feasible to end this practice immediately, we would require that the practice be phased out over five years.

We will also provide help for school districts to phase out this practice. For example, the President's proposal to reduce class size allows school systems to use up to 15% of the funds to recruit and better train teachers – so they can hire fully certified teachers in the first place, or give them the training to bring them up to standards after they are hired. And creating smaller, more manageable classes will make it easier to attract good people

into teaching. The President's budget will contain an increase in funding for teacher recruitment programs included in last year's Higher Education Act, a program that provides scholarships to prospective teachers who commit to teach in high poverty communities.

Ultimately, though, while the federal government can and will help, this is a state and local responsibility. They set the standards for entering the profession, and they hire the teachers. By hiring teachers who do not meet the standards, our most disadvantaged students are hurt the most. States and local school systems will have to find additional ways to make it more attractive for good teachers, with salary increases, better working conditions, or whatever it takes. When there is difficulty getting qualified doctors to urban or poor rural hospitals, no one accepts the idea of hiring unqualified doctors. We should not accept less for the education of our children.

Q: In his State of the Union address, the President said that the Federal government would require States and districts to shut down schools if they continued to be low-performing schools. This rhetoric seems to indicate a new, more heavy-handed, role for the Federal government. How will it play out?

The policy to turn-around low-performing schools does not stray far from current law, but it does ensure that the law is strengthened and the pace is accelerated. Currently under Title I, districts are required to identify low-performing schools to place in school improvement status and States are required to identify low-performing school districts. There are approximately 1,300 school districts and 6,000 schools that have been designated low-performing and are getting assistance from States and districts to turn around. Under current law, the State and district can wait to sanction these schools until final State assessments are in place.

The President is saying that we cannot afford to wait for years and years while generations of children pass through our failing schools. These policies will require States and districts to accelerate the pace of support and action. If after two-years of intensive technical assistance and support, schools are still failing then something drastic must happen – the school must be reconstituted, the principal must be removed, funds must be withheld, students must be allowed to transfer out of the school, or – as a last resort – shut down. In addition, we are including \$200 million to support these efforts through our FY2000 budget.

Q: These policies are often described as the carrot-stick approach to improving schools. It seems, however, that you are holding out the stick without the carrot. Are there any rewards for schools that do turn around?

As part of our ESEA reauthorization package, we will include a reward system to ensure that States, school districts, and schools are rewarded if they show significant progress in turning around the lowest performing schools.

Q: How will the FY2000 \$200 million Title I accountability funding be used to support low-performing schools?

The money will be allocated to States as part of the Title I formula. Each State will be required to reserve 2.5 percent from its Title I allocation to take immediate action to improve low-performing schools. The funds will be used in districts with low-performing schools that have not demonstrated improvement over time. Many of these schools and districts already have been identified through Title I school improvement. The additional funds will help States and districts implement a range of interventions, including intensive technical assistance, to help the schools meet the State goals of continuous improvement.

States and districts will also be able to use the funds to immediately implement corrective actions for those schools that have remained in school improvement for over two years and for those districts in school improvement. Corrective actions include a range of options from reconstituting or removing the staff of a school to withholding funding from a school to allowing students to transfer out of the failing school.

Q: The President also mentioned that his accountability package would include a requirement that all States and districts adopt discipline policies to ensure that schools are places of learning. Does this have any implications for your policies on discipline in IDEA?

No. Most school districts have policies relating to discipline – we want to make sure that parents, students, teachers and administrators are aware that the policies are in place and that the policies are being enforced with a sense of fairness and consistency.

(NEED ANSWER TO IDEA REFERENCE)

Q: Will the policy of ending social promotion lead to high stakes testing and therefore require a different type of assessment than the ones States are currently developing for school accountability?

A: The current system promotes the use of multiple measure in the State assessment system. Some of those may be appropriate for high stakes purposes, while other will not. The policy of ending social promotion will be phased in so States can sort through the issues associated with using multiple measures in their assessment system.

Q: The policy of ending social promotion may have the unintended incentive for states to lower their standards. How will the Department ensure that standards are rigorous?

A: Under current law this issue has been a challenge for the Department since the Federal

government is not allowed to review the quality of State standards. We will continue to promote the work of outside groups such as Achieve, the CBE, and the AFT who review the quality of State standards and create public knowledge and pressure about improving standards. We will also use NAEP as a national means of promoting rigorous standards.

Q: How will the Department support the development of state and district capacity to support low performing schools?

A: The ESEA reauthorization proposal will focus strongly on building the capacity of States and districts to support low performing schools. The president is jump-starting this process by requesting \$200 million in FY 2000 to support interventions and corrective actions in low performing schools. Our other proposal around teacher quality and strengthening technical assistance will also focus on building district and state capacity.

Q: What kinds of supports will kick in to help low performing schools?

A: Low performing schools will get immediate access to ongoing expert assistance to turn around.