

Memorandum

DATE: February 13, 1997

TO: Secretary Riley

FROM: Jessica Levin for Mike Smith

RE: Policy Priorities for Multi-Agency Action

The White House office of Cabinet Affairs has asked each Agency to consider how its programs and policies can further each of the priorities laid out by the President in his State of the Union Address. They listed 21 priorities in all (See below).

The attached document highlights the Department's efforts under each relevant priority. The descriptions -- which draw heavily on the President's recently released "Call to Action in American Education" -- are not intended to be comprehensive, but rather a functional list that may be helpful to you as you participate in the upcoming meeting with the Domestic Policy Council.

The 21 priorities areas are:

1. Early Learning: 0-3 or Pre-School
2. Literacy
3. Technology Literacy
4. Service
5. District of Columbia
6. Lifelong learning
7. Welfare-to-Work
8. Empowerment Communities
9. Exports/Trade/Open Economy
10. Children's Health
11. Youth Violence and Drugs
12. Family Friendly Policies
13. Science and New Technologies
14. Reinvention
15. Corporate Citizenship
16. Environment
17. Undivided, Peaceful, Democratic Europe
18. Bridge to Asia-Pacific
19. Peace in Regions of Importance
20. Meet New Security Challenges
21. Modern, ready Military/Diplomatic Resources

Policy Priorities for Multi-Agency Action

1. Early Learning: 0-3 or Pre-School

- **America Reads: Parents as First Teachers Challenge Grants.** The America Reads Challenge would include Parents as First Teacher Challenge Grants totaling \$300 million over 5 years. These grants would fund effective and proven local parents as first teachers programs, as well as regional or national networks, that assist parents in helping their children become successful readers.
- Other Department programs that support pre-school opportunities include:
 - **Even Start**, funded at \$102 million in FY1997, which supports over 500 local family literacy programs that combine early childhood education, adult education, and parenting instruction for more than 35,000 low-income families.
 - **Part A of Title I** of the Elementary and Secondary Education Act which funds preschool programs for 140,000 children.
 - **The Preschool Grants program** under the Individuals with Disabilities Education Act (IDEA) which provides formula grants to help provide special education services for preschool age children (ages 3 through 5). **Part H of the IDEA** supports comprehensive statewide systems to make available early intervention services to all eligible children with disabilities, from birth through age 2.

2. Literacy

The America Reads Challenge is now the centerpiece of the Department's efforts to support the reading success of every young child. This challenge will include:

- **Legislation.** As part of the challenge, the Department, in partnership with Corporation for National Service, has developed legislation requesting \$2.75 billion over five years. The Department would administer \$1.75 billion. The majority of funds would support America's Reading Corps of one million tutors to provide individualized after-school and summer tutoring for more than three million children in pre-K through grade 3 who want and need extra reading help (with funds primarily spent on reading specialists to train and supervise the tutors.) Parents as First Teachers programs and activities would also be funded.
- **Work-Study.** A dramatic increase in work-study funds will help colleges and universities meet the President's challenge for 100,000 college work-study students to serve as reading tutors for young children.
- **A new national test in 4th grade reading.** As recently announced in the State of the Union, the Administration will support the development by 1999 of a rigorous national test for use by individual students based on the widely accepted 4th-grade National Assessment of

Educational Progress (NAEP) reading test.

- **Read*Write*Now!** During the summers of 1995 and 1996, Read*Write*Now! focused on encouraging libraries, youth groups, and schools to assist families and caring adults to read with young children for 30 minutes each day to prevent the summer fall-off in reading skills. In 1996 alone, the initiative reached almost one million children.
- **ED programs supporting literacy.** Many of the Department's programs can be used to support literacy efforts for young children. Recently, the Department distributed a document describing a number of these programs, including Title I of the Elementary and Secondary Education Act, the Eisenhower Professional Development Program, Inexpensive Book Distribution Program and programs funded by the Library Services and Construction Act.

3. Technology Literacy

The Department is overseeing a number of initiatives and programs to support the President's technology literacy challenge and his four goals of getting computers into the classroom, linking schools to the Internet, developing effective educational software, and helping train teachers to be technologically literate.

- **America's Technology Literacy Challenge.** The Technology Literacy Challenge is a \$2 billion, five-year challenge designed to catalyze state, local, and private sector partnerships in each state to achieve the four educational technology goals and to spur substantial additional private, state and local investment in education technology. Proposed funding for FY98 is \$425 million.
- **The Technology Innovation Challenge Grants.** In FY97, this program provided \$57 million in competitive grants to school systems in partnership with universities and private businesses to develop creative ways to integrate innovative learning technologies to improve teaching and learning. This program has generated enormous interest with 19 consortia funded in FY95 out of 500 proposals and an additional 24 partnerships funded in FY96.
- **The E-Rate.** After hearing testimony from Secretary Riley and many others, the Federal/State Joint Board on Universal Service, in November 1996, unanimously recommended that schools and libraries receive discounts for telecommunications services, Internet access, and internal connections. Discount would average about 60 percent but could be as high as 80 to 90 percent.
- **NetDays.** The Department has supported the historic efforts of the President and Vice President to mobilize communities of volunteers to connect classrooms to the Internet through NetDays in California and 40 other states. More NetDays are scheduled for this year.

4. Service

- **Work-Study and the America Reads Challenge.** An increase in work-study funds by 50 percent by the year 2000 will enable an additional 200,000 young people to work their way

through college. The President has called for 100,000 of these students to serve as reading tutors for young children.

- **ED program funds.** Funds from a variety of ED programs can be used for community service. For example, community service or service learning is an allowable activity with Title 1 money and with Safe and Drug Free schools money.
- **Recent ED proposal on community service in high schools.** ED has recently submitted a memo to the White House proposing ways to increase the number of high school youth participating in community service.

5. District of Columbia

In 1993, the Department launched the **DC Public Schools Initiative** under which it has sponsored volunteer and other initiatives. In addition to these efforts, the Department is beginning to help the DC school system with its long range plans for systemic education reform while simultaneously taking steps to help address existing concerns in specific program areas.

- **Systemic Reform.** The Department is working with DC schools on their long range planning for systemic education reform, including under Goals 2000 and the charter school legislation. On February 27, we will meet with outside experts and DC educators to continue this planning with a focus on two fronts: 1) adopting challenging standards, performance assessments and professional development; 2) acting to improve a specific number of public schools (ie., 15-20).
- **Specific program issues.** The Department is helping DC schools address existing concerns in specific program areas, particularly their adult education programs, special education programs and bilingual programs.
- **Volunteer activities and other initiatives.** The Department will continue to support the following activities to support the DC schools:
 - **The DC Desk.** This desk provides DC public schools with one-stop access to ED resources, including research, practice-based information and technical assistance.
 - **“Adopt A School” relationship with Amidon Elementary School.** Since 1983, Department staff have volunteered at Amidon, tutoring and mentoring students, judging fairs, supplying food baskets and clothes for needy families, and supporting library and physical education programs.
 - **Tutoring program at Garrison Elementary schools.** In March 1996, Department staff began serving as reading partners for students twice each week for a half hour.
 - **NetDay 97.** This will continue the efforts to wire and connect DC public schools and classrooms to the Internet.

- **Promoting college.** To increase the numbers of DC students who consider college, the Department has started providing training, computers and software, and established a Local Area Network for guidance counselors in DC high schools to ensure that information is available about sources of college financial aid. Department staff also plan to visit every DC high school to speak to students and counselors about Federal loan and scholarship programs.

6) Lifelong Learning

- **Alternatives for students not immediately bound for 4-year colleges.** In implementing the School-to-Work Opportunities Act, the Department has encouraged educational, career, and economic opportunities for graduates through local partnerships among businesses, schools, community organizations, and state and local governments. Its proposal for the reauthorization of the Vocational Education Act also is designed to equip students with the knowledge and skills they need to enter work and post-secondary training.
- **Access to College.** Among the Department's (and Treasury's) efforts to make college education available and affordable for all Americans are:
 - **Pell Grants.** Aid available to students increased by \$12 billion between 1993 and 1997—an increase of 48 percent. In the past 4 years, the maximum Pell Grant has grown from \$2,300 to \$2,700. We propose to increase the maximum award to \$3000.
 - **Direct lending.** Through the Direct Lending Program, we have made college more affordable this year for 2.8 million students who will have access to flexible repayment options, including pay-as-you-earn plans. Over 1,750 schools, representing 50% of the total amount of loans, are expected to participate in the Direct Lending program this year.
 - The **work-study program** provides another form of aid for college. So would the proposed **Presidential Honors Scholarships** which would award one-year, \$1,000 scholarships to the top 5 percent of graduating high school students in every high school in the nation.
 - **HOPE Scholarships** would offer a \$1,500 tax credit each year for two years to students who work hard, stay off drugs and have at least a B minus average in the first year -- essentially making community college free or nearly so for every student. In 1998, this credit is expected to help 4.2 million middle-income students pay for college.
 - **Other proposed tax benefits** for college include:
 - a \$10,000 tax deduction (per family per year) for education and training;
 - an expansion of tax-free treatment for forgiveness of student loans;
 - an extension of tax benefit to employees who receive employer-provided education assistance; and
 - allowing funds saved in Individual Retirement Accounts to be used for postsecondary education expenses free from early withdrawal tax penalties.

- **Adult Education.** To enable more adult Americans to improve their literacy skills and meet the increased demands created by welfare reform, the 1998 budget includes \$382 million for Adult Education State Grants, a 12 percent increase over 1997. The Administration's reauthorization proposal would streamline administration, increase flexibility, strengthen accountability, emphasize program quality and better target funds.

7. Welfare-to-Work

- **Vocational Education and Adult Education Reauthorizations.** ED reauthorization proposals for the Perkins Vocational and Applied Technology Education Act and the Adult Education Act streamline both bills, strengthen their focus on accountability and program results, and better support the training of individuals for jobs as well as upgrading the basic academic skills of welfare workers once they are placed in jobs.
- **Cross-Agency welfare work group.** ED staff are members of a cross-agency work group addressing welfare implementation issues.
- **Guidance to states on education provisions of welfare law.** An internal ED working group has developed (although not yet disseminated) guidance for states on specific provisions in the new welfare law relating to educational programs and the options states have under the law for enhancing educational opportunities for welfare recipients.

8. Empowerment Communities

- **Technical assistance.** The Department is supporting Empowerment Zones/Empowerment Communities by providing technical assistance on a variety of education issues through its national laboratories and technical assistance centers.
- **Priority for discretionary grants.** ED is also giving EZ/ECs preference in a number of discretionary grant competitions (FY97 preferences included School to Work Urban-Rural grants, Safe and Drug Free Schools National Activities, training for parents of children with disabilities, and gifted and talented programs; FY98 preferences are expected to be given in most of these same programs).
- **America Reads** hopes to challenge EZ/EC's to sign up to be total America Reads communities (meaning addressing the K-3 as well as early childhood areas) even before the legislation, with ED providing the TA needed for groups to undertake this task.

9. Exports/Trade/Open Economy N/A

10. Children's Health

- The Department is continuing to work with HHS and with school districts to **increase access to EPSDT** for school-aged children.

11. Youth Violence and Drugs

The Department is using a number of tools available to it to try to make our schools safer, more disciplined and drug-free.

- **Safe and Drug-Free Schools Act.** The Department's Safe and Drug-Free Schools and Communities program supports state and district initiatives to prevent violence and drug use, including teacher training, curriculum and instructions, student support services, and enhanced school security. The Department is supporting research to help make these and other anti-drug and anti-violence programs more effective.
- **Gun-Free Schools.** In October 1994, the President signed into law the Gun-Free Schools Act and issued a Presidential directive later that month to enforce "zero tolerance" in our schools: If a student brings a gun to school, he or she does not come back for a year.
- **Manuals on Uniforms and Truancy.** In addition to our regular programs, the Department has prepared and distributed two informational manuals to all districts, one on school uniforms and the other on combating truancy.
- **Keeping schools open in the afternoons and summers.** The President's budget includes a new initiative to help after-school, summer and weekend programs get started as Community Learning Centers in schools around the country -- thereby providing additional safe havens and extending learning opportunities for children and their families.

12. Family Friendly Policies

The Department has had significant success promoting family-friendly policies and practices both within and outside of the Department of Education over the past 4 years.

- **Partnership for Family Involvement in Education.** Announced by Secretary Riley in the Fall of 1994, the Partnership for Family Involvement in Education now includes more than 2000 national organizations representing families, schools, communities, businesses, and religious groups from denominations representing 75 percent of church-affiliated Americans. Partnership efforts include:
 - **Making Schools Family Friendly:** the Partners pledge to promote family involvement by galvanizing community support for local schools.
 - **Making the Work Site Family Friendly:** Responding to the President's call to provide employees with leave to spend time with their children, businesses around the country have signed the "Employer's Promise for Learning" to promote employee involvement in education, from attending parent-teacher conferences to volunteering in their child's school.
 - **The first "Time Crunch" conference:** This conference, sponsored by Teachers College Columbia University, Working Mother magazine, and the U.S. Department

of Education, awarded Golden Apple Awards in three categories of family-friendly practices: families and schools, community groups, and employers.

- **Parent Information and Resource Centers.** The GOALS 2000: Educate America Act provides funds to state and local partnerships to begin family information centers throughout the country, establishing at least one family resource center in every state by 1998.
- **Ready To Learn Television.** The Corporation for Public Broadcasting has received a \$7 million grant from the U.S. Department of Education to create new family and children's programming of high quality which is being interspersed with educational message breaks.
- **Family-friendly policies in the Department of Education.** The Office of Management has helped the Department expand and emphasize its family-friendly work policies. In addition to expanding the Department's existing day care, elder care, wellness, volunteer, tutoring and parenting programs, the Office of Management has implemented several new initiatives to support working families -- flexiplace, alternative work schedules, telecommuting, violence in the workplace awareness and prevention program, wellness program, and Department-wide Family Fair. On January 7, 1997, the Secretary transmitted to the Vice President a report summarizing Department activities related to implementing Federal Family Friendly Work Arrangements.

13. Science and New Technologies

- **New test of 8th grade mathematics.** The Department will support the development by 1999 of a rigorous national test for use by individual students based on the widely accepted 8th-grade Third International Math and Science Study (TIMSS) test of mathematics.
- **Promoting the TIMSS exam.** The Department, working together with National Science Foundation, the National Academy of Sciences and other organizations, is making the TIMSS exam available to many more states and school districts in the spring of 1997 and 1998. It plans to help those that take the test to learn from the TIMSS findings and compare their standards, assessments, teaching and curricula to world-class standards.
- **Realizing World-Class Mathematics and Science Education.** The Department is planning a range of activities to improve math and science instruction to enable students to achieve to the world-class standards tested by TIMSS. These include a guide for parents, several videotape series explaining TIMSS and its implications for teaching and learning, summer workshops, and a "Toolkit" to help districts compare their practices to national and international standards and practices.
- **Eisenhower professional development.** The first \$250 million in funds appropriated under Title II of the Elementary and Secondary Education Act must support professional development in mathematics and science. Funding for FY97 totals \$310 million.

14. Reinvention

- **Internal management reform.** The Department has taken on the problems a 1993 GAO report identified with the Department's internal management. The Secretary and Deputy Secretary have put a new management structure in place, developed a new strategic plan focused on setting and achieving clear goals, applied business quality principles, and designed performance measurement systems. Specifically, the Department has:
 - established a **comprehensive, Department-wide approach to customer service**, including service standards and a one-stop shopping center for information on publications and correct referrals to Department offices.
 - established an **Internet site** that has logged more than 2.2 million hits from more than 100,000 computers in more than 85 countries.
 - **streamlined our organization** and continue to reduce FTE levels.
 - **reduced managerial layers** and improved supervisory ratios by delayering, restructuring, and streamlining. Our goal by 1999 is to double our employee-to-supervisor ratio to 12:1; we are currently at 6:1, up from 5:1 in 1993.
- **Reducing burden.** To eliminate unnecessary and burdensome red tape from many of our programs, the Department has:
 - **eliminated 118 Department regulations** (612 pages in all), a 46 percent reduction.
 - established a **computer-based system to provide notice of student aid eligibility** to postsecondary institutions, eliminating 4 million paper forms.
 - instituted a **single consolidated application** process for Elementary and Secondary Education Act programs, which reduces the paperwork burden of separate applications and promotes comprehensive planning.
 - developed both the Goals 2000: Educate America Act and Title I of the Elementary and Secondary Education Act to support **schoolwide reform**, including schoolwide programs under Title I.
- **Waivers.** We have increased flexibility for states and districts through waivers.
 - A **Waiver Hotline** was established to offer assistance to states and communities requesting waivers under Goals 2000, School to Work, and the Improving America's Schools Act. As of July 1996, we approved 118 waiver requests.
 - The **ED-Flex program** allows the Secretary to delegate up to 12 states his authority under Goals 2000 to grant waivers of certain provisions of IASA and the Perkins Act. To date, 8 states have been selected for participation in ED-Flex: Colorado,

Maryland, Ohio, Oregon, Kansas, Massachusetts, Texas, and Vermont.

15. Corporate Citizenship N/A

16. Environment

- **The Agenda for Action.** As part of the President's Council on Sustainable Development, the Department led the development of an action plan called *Education for Sustainability: An Agenda for Action*. This plan identifies education initiatives that will lead to a sustainable future. These include activities to integrate knowledge about natural resources, the built environment and social and economic systems into **formal education** at the K-12 and college level, as well as opportunities **outside of the classroom** that enable citizens to learn about sustainability issues as they relate to the private, work, and community lives of individuals.
- The **Globe Project** (Global Learning and Observations to Benefit the Environment) project is illustrative of these efforts. Globe links students, teachers, and the scientific research community in an effort to learn more about our environment through student data collection and observation.

17. Undivided, Peaceful, Democratic Europe N/A

18. Bridge to Asia-Pacific

- **APEC Education Forum.** This forum, now in its fourth year, consists of education ministers from the 18 members of Asia-Pacific Economic Cooperation. Led by the Department for its first three years, the Forum shares education research and promotes the exchange of people and information between the countries. Examples of its efforts include:
 - the development of new information on how different APEC members prepare their teaching forces (which will be released by ED this month in the report *From Students of Teaching to Teachers of Students: Teacher Induction Around the Pacific Rim*);
 - the development of multimedia learning materials (now underway) for teachers of 6th and 7th graders that present the diversity of people and cultures in the APEC region;
 - a series of conferences on monitoring the performance of our education systems

19. Peace in Regions of Importance - N/A

20. Meet New Security Challenges - N/A

21. Modern, Ready Military/Diplomatic Resources - N/A

January 6, 1997

Note to the Secretary

Tomorrow you and Mike Smith will be meeting with Bruce Reed and Gene Sperling. Mike Cohen will also attend. The purpose of the meeting is to discuss what to accomplish on education issues at next weekend's cabinet retreat.

Attached are the following items, which reflect the discussions that took place leading up to and including Friday's conference call that included you, Mike, Mike, Frank, Judy, Terry and others:

1. Draft paper on "Improving American Education During the President's Second Term."

-- Except for one typo, this is the same as what I dropped off at your apartment Saturday.

-- Bruce Reed has seen this and reacted favorably to it, according to Mike Cohen.

2. Draft memo on "New Strategy for National Standards of Educational Excellence."

-- This is the same as what I dropped off at your apartment on Saturday.

3. Mike Cohen's suggested addition/modification to the paper on the standards strategy.

Mike Cohen is going to try to call you tonight to discuss the meeting in more detail. If you need any additional background material, please let me know.

-- Bill Kincaid
205-0704

Improving American Education During the President's Second Term

Draft -- January 3, 1997

In President Clinton's second term, this Administration will have an unprecedented opportunity to improve education in the U.S. This paper provides a brief overview of the structure of and trends within the U.S. education system, outlines some of President Clinton's major education accomplishments to date, and describes some key goals for the next four years.

Background on the Structure of the U.S. Education System

The U.S. has a remarkably decentralized education system. In elementary and secondary education, there are over 2.5 million teachers and over 50 million students -- almost 90% of which attend one of the nation's 80,000-plus public schools. Public schools, in turn, are governed by 14,000 local school boards and the 50 states. At the postsecondary level, over 14 million students are served by over 10,000 postsecondary institutions, public, private, and nonprofit.

While education is primarily a state responsibility under local control, it is also a national priority. Education is critical to sustaining a vibrant democracy and to ensuring economic opportunities for all Americans. Therefore, the federal government has evolved a limited, though significant set of responsibilities in education, including serving as a clearinghouse for statistics and good ideas, insuring full access to education for all Americans, providing support to states, communities and schools to enhance quality and equality, and providing a national voice for excellence and high standards in education. The federal government provides about 7% of all education funding at the K-12 level, but about 25% of all technology funds. At the postsecondary level, the federal funds represent about 2/3 of all student financial aid.

The President has reaffirmed the federal role in education and has established a new level of national leadership, challenging states and communities to upgrade educational opportunities for all students.

Recent Trends

Since 1983, when the Department of Education issued the report A Nation at Risk, continuing through the 1989 education summit in Charlottesville, Virginia, and intensifying during the first four years of the Clinton Administration, there has been a growing effort to improve American education. During this time, there have been some encouraging developments.

Combined math and verbal SAT scores are at their highest since 1974, while the number and diversity of students taking the SAT has increased dramatically. ACT scores have increased or held steady in each of the last four years. The proportion of students taking the core courses recommend in A Nation at Risk has increased from 14 percent in 1982 to 52 percent in 1994. Math and science achievement on the National Assessment of Educational Progress has risen

since the early 1980s and U.S. students have scored near the top on the latest international assessment of 4th grade reading. At the same time, the dropout rate has declined since 1982 (though it has been relatively flat during the 1990s), and over the past decade, dropout rates for whites and blacks have fallen substantially.

Meanwhile, in postsecondary education, over half of all high school graduates enter college right after graduation, and college enrollments are at an all-time high. In 1995, the proportion of persons age 25-29 who have completed four or more years of college reached an all-time high of 24.7 percent.

While there have been some positive trends, the new economy has placed dramatically greater demands on skills and knowledge than ever before, and we remain far from where we need to be as a nation. For example, on the most recently released National Assessment of Educational Progress -- the Nation's Report Card -- 42% of U.S. 4th graders did not attain the "basic" level in reading. Meanwhile, on the 41-nation Third International Math and Science Study (TIMSS) released in November, the U.S. ranked just slightly above average in 8th grade science and below average in 8th grade math. For both subjects, the U.S. is well below its goal of being first in the World. And recent reports indicate that the gap in minority achievement is growing.

As the nation works to raise student achievement, we also need to address other challenges facing our educational system. Public school enrollment is at an all-time high of 51.7 million, and the "Baby Boom Echo" is projected to add almost 3 million additional students by the year 2006. Thirty-three states face rising enrollments in K-12 and college enrollment is expected to increase by 14%. Schools throughout our nation are deteriorating, just as they need to be modernized and connected to the information superhighway. And rising college costs give many families the impression that a postsecondary education is out of reach.

The Clinton Administration Education Agenda: First Term

In light of our rapidly-changing international economy, and the constant need to revitalize our nation's democracy in an increasingly technological society, President Clinton has lifted education to the top of the nation's agenda. He has articulated and invested in a program of expanding preschool opportunities, raising standards for students and teachers, making schools safer and drug-free, preparing students for school-to-career transitions, providing more choice in public education, and expanding access to technology in every classroom in America. The President has also issued an important call for streamlining and improving student financial aid for college, making the dream of postsecondary education available to more and more citizens. At the same time, the President has addressed some of the most deeply held values and concerns of our nation's parents, through advocacy of school uniforms, speaking out on preventing truancy, supporting the V-chip and children's television, and protecting religious expression.

During the first two years of the Clinton Administration, we expanded Head Start and built a powerful framework for high standards-based elementary and secondary education improvements through passing the Goals 2000: Educate America Act, the Improving America's Schools Act, and the School-to-Work Opportunities Act. We also began to reform a cumbersome and costly

student financial aid system, with the enactment of Direct Lending in the Student Loan Reform Act and the reduction of the student loan default rate. During the second two years, education played a pivotal role in the budget battle with Congress, leading to strengthened public support for investing in improvements in K-12 education and in better student financial aid for college.

Second Term

Moving into the second term, we have a solid base for future progress. Across the country, 48 states are developing common standards in core academic subjects, and 42 states either have or are developing assessments to measure student progress towards those standards. In a single year -- from 1994 to 1995 -- the percentage of schools connected to the Internet increased by 43%, and, since 1992, the number of charter schools has grown from 1 to over 400. All 50 states have received grants to develop innovative school-to-career systems integrating high quality academics with work-based learning, and 37 states have made sufficient progress to receive 5-year grants to implement their plans. President Clinton was reelected based largely on his unprecedented level of commitment to improving education at all levels and his strong agenda for reform. And, across the country, the public is reaching consensus on some key priorities for improving education, in reading, math, and teacher quality.

Having consolidated this base, we can move forward aggressively: to challenge states and school districts to further intensify their efforts to improve teaching and provide a world-class education; to modernize deteriorating schools and respond to the demands of the baby boom echo; to address the gap in minority achievement and growing concerns about the quality of urban schools; and to help families meet the rising cost of college.

This Administration will improve education by:

- **Widening Access to Quality Pre-School Education**
 - Continue expanding Head Start to serve all eligible three- and four-year-olds, approximately 2 million students.
- **Helping Students Master World-Class Skills**
 - Recruit and train one million volunteers to make it possible for all four million eight year-olds to read independently by the end of third grade.
 - Raise academic standards in every school to internationally competitive levels, including the establishment of national standards of excellence in reading and math:
 - All fourth graders reach at least the basic reading level on NAEP.
 - All eighth graders learn algebra.

- Assist all 50 states to establish accountability systems based on challenging standards and assessments in core subjects
- Foster high-quality teaching: encourage over one hundred thousand master teachers to attain National Board Certification
- Encourage charter schools and other strategies to expand public school choice, such as magnet schools and schools-within schools:
 - By the year 2000, X% of families should be able to choose the public school their child attends, on the way to the President's goal of all children having this opportunity.
 - By the year 2000, spur the creation of 3000 public charter schools.
- **Helping Communities Develop 21st Century Schools**
 - Wire every American school to the Internet by the year 2000 to make it possible for every child to log on by age 12.
 - Generate \$20 billion of construction to build new schools or repair old ones, modernizing thousands of learning environments.
 - Help all 50 states implement school-to-work systems to increase options for moving from school to careers.
- **Widening Access to Postsecondary Education and Lifelong Learning**
 - Make the first two years of college universally accessible. *② 21st C. Teachers -*
 - Make postsecondary education more affordable for all Americans. *① link up high school (vs inside college)*
 - Make it possible for all Americans to strengthen their skills and improve their earning power throughout their lives.
- **Strengthening the Best of Our American Values and Traditions in Education**
 - Support greater family and community involvement.
 - Make schools safe and drug-free.
 - Through promoting effective models, assist an additional thousand schools to remain open in the afternoons and summers.
 - Support continued expansion of national service opportunities.

MEMORANDUM ON NEW STRATEGY FOR NATIONAL STANDARDS OF EXCELLENCE
DRAFT - JAN 4, 1996

SUMMARY

Responding to growing public consensus on the importance of national standards of excellence, this memo proposes a national standards strategy that would be a major departure from current policy. The strategy would focus on in **4TH GRADE READING AND 8TH GRADE MATHEMATICS**, thereby building on the now widespread public consensus that children must read independently by 4th grade and be able to master algebra by 8th grade to have academic, and eventually occupational, success. And it would rely on **CHALLENGING NATIONAL STANDARDS ASSESSED BY NATIONAL EXAMINATIONS** to allow not just district, state and international comparisons, but also **INDIVIDUAL STUDENT COMPARISONS** in these two critical areas. This national standards strategy would be consistent with the President's reform priorities and would be designed to avoid pitfalls of prior standards activities.

The final section of this memo presents this proposal in greater detail. The first three sections of the memo set the stage for the proposal by highlighting the current status of the standards movement in American education, explaining how we got where we are, and presenting three possible options for responding to the public's growing desire for national standards of excellence.

I. CURRENT STATUS OF STANDARDS MOVEMENT

The standards movement to date has produced a host of voluntary national standards, state standards in the majority of states and, in some instances, local standards. Specifically:

A) Voluntary National Standards

1) Voluntary national academic and skill content standards:

- Currently, we have **voluntary national content standards** in arts, civics, geography, science, foreign languages, history and English/Language Arts. These content standards -- largely developed by professional associations and funded by ED -- specify what children should know and be able to do in these core subjects. These standards are designed to provide models and benchmarks for states' standards efforts.
- As of March of 1996, there were voluntary **occupational skill standards** in 22 areas.

2) Voluntary national tests: A number of existing -- and voluntary -- national measures that reflect high standards of excellence are gaining greater visibility. These include:

- the National Assessment of Educational Progress (NAEP) -- a national test

given in the 4th, 8th and 12th grades on a sample basis in reading, math and a number of other subjects that provides a snapshot of national and state performance.

- the Third International Math and Science Study (TIMSS) which provides a study of math and science achievement, curriculum and teaching practices in 50 countries, including the US.

3) Private, for-profit voluntary standards. Projects like New Standards have developed a host of content and performance standards that states can incorporate into their own standards.

4) Standards for Teachers: We now have national standards of excellence for master teachers to become National Board Certified.

B) State Standards

1) ED legislation: the Administration's education legislation -- particularly Goals 2000 and the reauthorized ESEA -- emphasizes State standards.

- As a condition of receiving **Goals 2000** funds, states develop challenging state content and performance standards in the core academic subjects. States must also develop a set of assessments aligned to the standards.
- **Title I of the ESEA** requires states to have challenging content and performance standards -- in at least reading and math -- to be used for Title I purposes. These standards must be those the State uses for all other children and *must be in place by the 1997-98 school year.*

2) Additional ED support: Since 1992, ED has made grants to 33 states for the development of content standards, curriculum frameworks (more specific than standards) and/or assessments. Subject areas for these grants include math, science, language arts, history, geography, civics and arts. (Update)

A recent AFT review of State standards showed that 48 states have or are developing academic standards in all core subjects. Almost half of those states have standards in final form; 15 states have standards that are clear and specific enough to lead to a common core curriculum; and 12 states have, at least in part, tried to benchmark their standards to world-class levels. (cite)

C) Local Standards

The Secretary has determined that local standards approved by a state based on challenging criteria can constitute "state standards" for the purposes of Goals 2000 and Title I of the ESEA. This means states need not have one uniform set of state standards. A handful of states (Iowa, Colorado) are taking advantage of this option.

II. HOW WE GOT WHERE WE ARE

- **agreement on need for academic content standards:** Once the National Goals were established following the 1989 Charlottesville summit requiring students to “demonstrate competency in challenging subject matter,” the need for academic standards became clear. Standards were conceptualized as content and performance standards defining what all children should know and be able to do.
- **the debate on national standards:** After Charlottesville, an ongoing issue was: should there be a national set of standards and a national test, and if so, should they be mandatory or voluntary. **By 1992, there was greatest support for voluntary national standards and an aligned set of assessments.**
 - **America 2000** called for New World Standards in the five core subjects and a new voluntary nationwide examination system. (were the standards voluntary?)
 - **The Bush Administration** also began funding professional associations to develop voluntary national standards to serve as models for states. The Clinton Administration continued to support these efforts.
 - **The Congressionally-appointed bipartisan National Council on Education Standards and Testing** released a report, in January 1992, recommending voluntary national content standards and a voluntary system of assessments (some national, some not) linked to the national standards. They emphasized these standards should be national, not federal, and voluntary, not mandatory. **The Council rejected mandatory national standards for fear they would turn into a national curriculum, undermine the traditional federal-state relationship, and stifle local innovation.**
 - **As a Presidential candidate in 1992,** Clinton expressed support for national standards in core subjects in 4th, 8th and 12th grades and a national examination system.
- **The Clinton education legislation shifted the focus from national standards to state standards.** Goals 2000 did recommend voluntary national content and performance standards and the development of a national body -- NESIC -- to certify state standards as world-class. But these national standards were voluntary and states participating in Goals 2000 were to have plans for developing state standards. The shift to state standards was necessitated by the volatile political climate during the Goals 2000 debates -- particularly the organized opposition to national standards, national tests and a national curriculum. Republican Congressmen further eviscerated the national standards thrust of Goals 2000 by eliminating NESIC in 1995.
- **The public is expressing greater interest in national standards and national tests.** The major reason seems to be: the success of the Presidential bully pulpit in conveying the need for every American to have stronger skills to be economically self-sufficient and parents' concerns that their own children succeed in life. Other reasons may include: alarming and widely discussed findings on national and international tests such as NAEP and TIMSS -- ie., 40% of all 4th graders scored below the basic level on the NAEP reading test; greater population movement from state to state; evidence of the difficulty, time and costs states are

facing in developing their own standards; the absence of evidence that state standards are challenging enough and are having a positive effect; and the lack of public clarity about what standards exists.

- **In October, 1996, governors and business leaders followed up on their Summit pledge of March, 1996, by announcing a board of directors for a new national clearinghouse on academic standards, called Achieve. One stated goal is to promote the comparison of standards and assessment tools among states and internationally.**

III. SOME OPTIONS FOR NATIONAL STANDARDS STRATEGY

Below are three ways the Administration could respond to the growing desire for national standards. We recommend Option #3.

Option #1: Advocate a national set of content and performance standards and a national test.

Under this option, already discussed in the early 1990's, there would be National (not federal) content standards in the core academic subjects specifying what all children should know and be able to do and national assessments measuring the extent children have learned what they need to learn. These standards and assessments would be mandatory for all states and districts.

discussion: this option would address the public concerns described above. However, it would likely spark the same opposition and specter of national control that almost brought down Goals 2000. Moreover, our experience thus far developing voluntary national content standards suggests that reaching a national consensus on what all children should know and be able to do in each subject would be far easier said than done.

Option #2: Continue with current course but clarify the range of standards that already exist.

Under this option, we could clarify what voluntary national standards already exist and try to make them more usable for states as they develop their own state standards. We would still not tie any specific measurement strategy to these national standards, however. We also would continue to support state standards development, including making greater efforts to share promising standards of some states with other states. We also could promote more common testing elements across state assessments (ie., through a NAEP market basket approach) to ensure higher standards and greater comparability across states.

discussion: This option would clarify to the public what exists and enable states and locals to make far better use of it. It also would avoid political confrontation. However, it will not satisfy public demands for higher national standards of excellence nor provide the President a vehicle for elevating the issue of standards.

Option #3: Promote a limited number of concrete, highly visible national standards of excellence.

This option takes advantage of the growing consensus on a limited number of highly-visible national standards of excellence and concrete ways that local schools and communities can measure progress toward these standards. These standards -- many of which we have already begun to emphasize and a number of which we created -- could take a number of forms, including:

- results on national tests, including reading results on the National Assessment of Educational Progress (NAEP) and math and science results on the TIMSS;
- technology in every school in the country so that all students have access to the Internet by 8th grade;
- advanced placement courses in every high school to prepare for college;
- an increasing number of teachers certified to challenging standards.

Accountability, as well as incentives and disincentives, could be tied to the use of, and progress in, meeting these standards.

discussion: This option elevates the importance of national standards without either undoing all of the work that has already been done or starting with the controversial question of what kids should know and be able to do. By drawing on measures already in existence in areas the public already supports, it can generate greater activity with far less political backlash. The option also has an accountability emphasis that also has wide public support.

IV. PROPOSAL FOR NATIONAL STANDARDS OF EXCELLENCE IN 4th GRADE READING AND 8th GRADE MATH.

Drawing on Option #3, we propose a dramatically new approach to national standards of excellence. We would begin by focusing only on two areas -- 4th grade reading and 8th grade math (particularly algebra) -- two areas whose importance is undisputed and where there is a lot of consensus about the level of achievement necessary to ensure a student's academic, and eventual occupational, success. And in what would be a major departure from prior practice, we would propose using A NATIONAL TEST AT THE INDIVIDUAL LEVEL to stimulate the achievement of each child to a significant standard, as well as to permit school, district, state, international, and individual student comparisons.

- **The National Assessment of Educational Progress (NAEP) 4th grade reading test** could be used to determine the percentage of children reading at the basic level or above. (Currently 40% of children read below that level.)
- **The Third International Mathematics and Science Study (TIMSS)** could be used to determine the mathematical success of 8th graders, coupled with a challenge to all school districts to make algebra available to all students by 8th grade.

- **Results on these national tests would be available to individual students in the 4th and 8th grades -- thereby enabling comparisons from the individual student to the international level. This would require changes in both tests which now only provide national data and state level results (results exist for 38 states under NAEP and a handful of states under TIMSS).**

Simply making these tests available to individual students would have a profound effect on national expectations and teaching and learning in both reading and math, as well as on our critical equity goals. There are, however, a series of other steps we could take to extend the impact of this strategy that raise a number of implementation issues. For example:

- 1) Would the 4th grade NAEP and 8th grade TIMSS continue to be voluntary or would we make them mandatory in some situations?
- 2) Should we make the use of these tests mandatory in Title I schools/districts and make them available to everyone else? Should we require Title I schools and/or districts to make progress, at least on the 4th grade NAEP, to satisfy Title I accountability requirements?
- 3) Should we condition receipt of any other federal funds on the use of and progress on these measures?
- 4) What other incentives or disincentives might we develop for states to use and improve on these measures?
- 5) What should be the relationship between States' own math and reading standards and these national standards of excellence? For example, should Illinois be able to substitute its own state reading test for NAEP if it demonstrates comparable content and quality?

These questions essentially ask how much we should up the ante on this strategy and how hard of a push would be desirable.

III. OPTIONS FOR NATIONAL STANDARDS STRATEGY

Objective: To build a system of national standards and assessments in targeted subject areas and grade levels (4th grade reading and 8th grade math) that would include tests at the individual level aligned with national standards.

Rationale:

- o These are the right subject areas and grade levels: Early reading and 8th grade math are critical basic skills, providing an essential foundation for success later in school and in the workplace. These are the most important areas in which to develop rigorous standards and measures of individual progress. They are less controversial than most other subject areas.
- o Only individual-level tests tied to national standards will give parents and students the information they need to accurately judge student and school performance, to motivate the best efforts of students, teachers and administrators, and to ensure a basic level of common expectations regardless of geographic location or political jurisdiction.
- o We have the tools to make a significant difference in these subject areas: There are defacto national standards and assessments administered on a sample basis in these subject areas and grade levels. The 4th grade NAEP is widely regarded, more challenging than most state standards, and the basis for President Clinton's America Reads initiative. The 8th grade TIMSS test is an international test that is consistent with NCTM standards for math and allows for international comparisons. Both sets of standards are more rigorous than those in place in most states. Both tests are currently administered on a sample basis only and do not produce scores for individual students.

Below are two options for how the Administration could reach this objective, and a third option, which should be combined with either of the two, for Presidential leadership to advance the larger accountability and reform agenda that is tied to our standards agenda.

Option 1: Build national standards and assessments from bottom up

This option continues the Administration's approach of leaving the primary responsibility for standards and assessment at the state level. It seeks to move toward national standards and assessments by helping states work together to develop common standards and assessments.

- o Continue to support development and use of state standards and assessments through Goals 2000 and Title I.

- o Continue to administer NAEP on state-by-state basis, and make TIMSS available to states as well.
- o In 4th grade reading and 8th grade math particularly, focus attention on a handful of the most clear, challenging and useful standards in existence, whether from states, local communities, private organizations or other countries. Use these examples to prod states to revise and improve their own standards, and to help states coalesce around reasonably common expectations for student learning in these core areas. Where possible, enlist key nonpartisan or bipartisan to work with Administration on this task (e.g., ACHIEVE, NEGP) but go it alone if necessary.
- o Help clusters of states develop and use individual-level tests tied to common, exemplary standards, so that individual student performance can be compared to state and national standards and to performance of students in other states, on a single measure. Once such tests are available and in use, actively encourage additional states to use same assessments, moving toward a nationwide, individual-level standards and assessment system. Federal support for this effort would include financial and technical resources (e.g., OERI funds, technical assistance, use of NAEP and TIMSS), related convening efforts, and the use of the bully pulpit to encourage widespread participation.
- o Highlight efforts of these states and work to build broad use of common standards and assessment among expanding pool of states.

Pro's:

- o logical extension of current strategy which fits political climate, and which is least likely to generate a new round of opposition to federal intrusion.
- o helps states capitalize on best standards available, in the mode of states as laboratories of American Democracy
- o allows states to coalesce around common standards and assessments without specter of federal imposition

Con's:

- o This is an incremental approach which will take a while before the first students and parents see test results, and which may never reach all children and all states. Many states may continue to rely on lower-level standards which will demonstrate state improvement over its own baseline, but which will leave its students significantly disadvantaged compared to students elsewhere in the nation.
- o Determining which standards to highlight as exemplary will leave the Education Department open to the charge again of

being a "national school board". There aren't obvious nonfederal candidates with the stature, independence and capability to do the job.

- o This strategy doesn't provide much of a foundation for visible Presidential leadership.

Option 2: National tests for 4th grade reading and 8th grade math
(from ED draft)

Option 3: Use standards to promote broader accountability and reform agenda

The President's overall standards message has to include continued efforts to promote a broader message of accountability and reform linked to standards, largely as articulated in his 1996 Education Summit speech, focusing on issues such as:

- o **Student Accountability:** Continue to challenge states and school districts to require students to demonstrate they have met rigorous standards before graduating from high school and before being promoted from elementary to middle school and from middle school to high school.
 - o work with (challenge) business leaders to determine how to use high school transcripts and other evidence of academic performance in employment decisions, to reinforce a message that "performance counts".
 - o challenge institutions of higher education to raise college entrance requirements and align them with state/national standards
 - o highlight effective local approaches to requiring students to meet standards before promotion to next level of schooling, and produce ED guidebook that addresses key issues in this approach.
- o **Teacher accountability:** Continue to challenge states and districts to recognize outstanding teachers, to identify weak teachers and provide them help or counsel them out of the profession, in the context of a high quality comprehensive approach for promoting excellence in teaching.
 - o continue to support and highlight the work of the National Board for Professional Teaching Standards
 - o highlight effective local peer intervention approaches (e.g., NYC, Toledo) that show local board and union

responsibility for teachers who need help.

- o highlight other teaching initiatives tied to Teaching Directive
- o School accountability: Continue to challenge states and school districts to reward schools for improvement and intervene in schools that are failing.
 - o ED guidebook (or maybe a conference???) on what we know about effective approaches to rewarding improvement and effectively intervening in low performing schools
 - o To Be Determined
- o Public School Choice and Charter Schools: (We should incorporate what we are already doing and planning here)

1:15
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②

Technology

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④

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- Many universal access to others
- And ability to upgrade skills

Spring

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Kevin

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Appellate Title I legal attorney

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A TIME FOR PRESIDENTIAL LEADERSHIP IN AMERICAN EDUCATION

More than A Decade of Reform -- Intensified During The Clinton Administration -- Has Led to Important Improvements, but Progress is Mixed

- Course-taking of more rigorous subjects up significantly.
- Combined math and verbal SAT scores at their highest since 1974 -- number and diversity of test-takers up dramatically.
- Math and science scores up on NAEP, but international tests show U.S. 8th grade students only slightly above average in science and below average in math.
- U.S. students near top on latest international assessment of 4th grade reading, but over 40% of 4th graders below NAEP basic level; recent gains in reading and writing small and inconsistent.
- Achievement gap between whites and minorities apparently widening again, after declining since the 1970s.
- Dropout rate has declined since 1982, but relatively flat during the 1990s.
- Percentage of high school grads enrolling in college at an all-time high, but college dropout rate unacceptable and may be increasing.

New Challenges and Opportunities Face Our Nation's Public Schools

- Public school enrollment at an all-time high -- 51.7 million.
- "Baby Boom Echo" projected to add almost 3 million more students by 2006.
- 48 states developing core academic standards.
- Over 500 Charter Schools created since 1992.
- 50% of schools connected to the Internet; up 43% from 1994 to 1995.

Strong Public Support for Bold Action to Improve Public Education

- Most parents give good grades to local public schools, but express serious concern about the quality of schools nationally.
- Over 75% of Americans favor higher standards in core academic subjects.
- Over 90% consider basic reading, writing and math skills "absolutely essential."
- Americans consistently support increased spending to improve education.
- In November, voters gave the President a 62% margin on his handling of education.

Author: Jessica Levin at WDCT01

Date: 1/6/97 2:45 PM

Priority: Normal

TO: William Kincaid

Subject: Content standards for 4th grade NAEP reading and 8th grade T

----- Message Contents -----

Bill -- this is Mike's e-mail to Pat - Jess

Forward Header

Subject: Content standards for 4th grade NAEP reading and 8th grade T

Author: Mike Smith at WDCT01

Date: 1/4/97 12:29 PM

Folks:

Do we have copies of the 4th grade NAEP reading and 8th grade TIMSS math content standards? Can we get them? I would like to see copies.

Also, Could we have some quiet analysis of how difficult, costly and long it would take to create an individual assessment that tracked the the fourth grade NAEP reading assessment -- by tracked I mean that would allow an individual assessment of whether a student reached the basic level ...

Could you look at the same thing for the TIMSS math assessment -- that is replicating it with an individual level assessment. Also have you given any thinking to setting performance standards for TIMSS -- presumably by using international comparisons.

QUIET QUIET !! ASAP

thanks

Mike

January 4, 1997

Note to Secretary Riley

Following up on the conversation you had Friday with Mike S., Judy, Terry, Frank, Mike C., and for your use in preparing for the the upcoming cabinet retreat, attached are the following:

1. Draft paper on "Improving American Education During the President's Second Term." As you know, Bruce Reed and Gene Sperling are expected to work on planning the education component of the cabinet retreat this weekend. This paper, prepared by ED staff, draws on your Dec. 6 memo to the President on the Department's accomplishments and vision for the future, as well as Friday's discussion and a paper by Terry. It has been provided to Mike Cohen as a working document so that he can share it with Bruce and Gene, as appropriate, to help insure that our ideas are in the hopper.

Note that this paper lists more by way of specific goals for the second term than the December 6 memo; some of these goals have previously been announced, while others have not, so you may want to take a careful look at them. The paper was intended to be useful as a resource for any briefing material Bruce and Gene may prepare for the President, as well as for anything that they distribute to other cabinet members at the retreat (thus the background information on the U.S. education system).

2. Draft memo on "New Strategy for National Standards of Educational Excellence." This draft discussion memo -- also prepared by ED staff -- follows through on Friday's exchange about how to give effect to the President's call for "national standards of excellence," including the concept of using NAEP 4th grade reading and TIMSS 8th grade math as national standards. This also has been provided to Mike Cohen as a working document.

3. Materials on Urban Initiative. Based on Friday's discussion, it occurred to me that you might not have had much of a chance to review the details of the Urban Schools Initiative that the Department proposed in its FY 98 budget submission to OMB. The initiative was a competitive grant program for urban districts ready to make serious reform efforts focused on improved management, strengthened accountability, public school choice, and excellence in teaching and principal leadership. While this initiative has not been accepted for ED's budget, if the President and others express renewed interest in some sort of initiative targeting urban schools, you might want to raise this again. (Note that there was some concern that the initiative would require new authorizing legislation that might attract voucher riders, but we believe we could pursue the initiative under existing legislation).

I have attached three parts of the submission we provided to OMB: the executive summary, a lengthier paper explaining the initiative, and selected examples of urban school improvement efforts that embody the key principles of the initiative.

-- Bill Kincaid

cc: Mike Smith
Judy Winston
Frank Holleman
Terry Peterson

Executive Summary: Accountability, Choice, and Excellence (ACE):
An Initiative to Help America's Cities Make Their Public Schools More Effective
November 5, 1996

The Need for an Urban Schools Initiative:

Since the 1980s, communities and states have undertaken reform efforts to raise standards and improve teaching and learning. However, urban schools and school districts face serious challenges, and many are not making progress at the same pace as their counterparts serving suburban areas and smaller cities.

Meanwhile, just as the nation is demanding more from our schools and children, far too many urban public schools and school systems need serious improvement in order provide a quality education to our children. The urban schools initiative is designed to place national attention squarely on this challenge: helping America's cities to restore confidence in urban public schools and school systems and to provide children with the education they need for work, college, and productive citizenship

How the New Initiative Would Work:

To help ensure that urban schools can fully benefit from promising educational reforms, the ACE urban schools initiative would place a special focus on the challenges facing urban districts, and provide extra support and funding for urban districts prepared to take up the challenge. This initiative would accelerate the boldest education reforms, supply fresh support and energy to urban communities prepared to turn around troubled public schools and school systems, and spur other communities to take up the challenge:

Round 1 of the initiative would provide preliminary \$1 million competitive grants to help participating urban districts -- working with respected educators and outside organizations -- to conduct reviews of their management and instructional performance, and to strengthen their capacity to make effective use of local, state, and federal resources.

Round 2 of the initiative would provide much larger multi-year grants -- ranging from \$10 million to \$25 million per year -- to districts that undergo the intensive review of management and instructional performance, and that develop serious and credible strategies for ensuring good management, rigorous but fair accountability, public school choice, and excellence in the district's workforce of teachers and principals. Round 2 grants would support comprehensive reform efforts aimed at raising academic standards, and continued receipt of these funds would be linked to demonstrable progress toward goals set in the initial application.

Districts that already have completed comparable reviews may bypass the first round, applying immediately for a second-round grant.

This initiative would complement other efforts to improve urban public education:

A critical aspect of the ACE urban initiative is to help ensure that federal, state, and local funds are thoughtfully and efficiently spent on improving teaching and learning, so that urban districts can take maximum advantage of existing and new sources of funding. Indeed, the fundamental improvements carried out by ACE districts would enhance the ability of any educational program or reform to make an enduring difference in the lives of children. Schools will simply perform better and students will learn more -- under any reform effort or program -- in school districts with good management, empowered parents, high-performing teachers and principals, and accountability for results. Moreover, evidence of these kinds of fundamental change would help to restore public confidence in urban public schools, and to sustain public support for other efforts to improve urban education generally.

Just as this initiative would ensure better use of existing funding, ACE would also complement -- and maximize the potential of -- other new federal investments in urban education:

- Improving America's High Schools -- The Improving America's High Schools initiative would provide concentrated support to high schools to carry out whole school improvement efforts, with a strong emphasis on implementing school-to-work systems at the school level. High schools have often been overlooked as school districts focus reform efforts at the elementary and middle school levels. This initiative would help ensure that urban high schools are full participants in standards-based reform.
- The President's Reading Initiative -- The reading initiative will play a critical role in improving the reading level of urban children -- 47% of whom scored below the basic level on the 1994 NAEP. Funds will be used to support individualized tutoring programs after school, on weekends, and in summers. The President's work study proposal -- calling for half of all new work study funds to support community services, with 100,000 reading tutors -- provides a unique opportunity for college students to be involved in teaching needy children how to read under the America Reads Challenge, with an added benefit of additional mentoring and community service.
- Title I Concentration Grants -- School districts in high-poverty urban centers will receive large increases in funds because of a 49% increase in Title I Concentration Grants in FY 1997. These grants provide formula funds to school districts with high numbers or percentages of poor children -- 68 percent of the FY97 increase for Title I LEA Grants went to Concentration Grants.
- Urban Community Service -- The Department has requested a substantial increase in funding for the Urban Community Service program. This program supports college and university-based projects aimed at improving the quality of elementary and secondary education in urban areas. Colleges and universities establish linkages with school districts to work jointly on solving locally-identified educational problems.

Accountability, Choice and Excellence (ACE): Urban Public Schools For the Twenty-First Century

November 5, 1996

The future of urban children -- and therefore the future of our cities -- depends significantly on whether students attend well-managed public schools with demanding academic standards, high-quality teachers and principals, and a safe, disciplined, and drug-free environment. The urban schools initiative would place national attention squarely on this critical challenge, helping cities to restore confidence in their public schools and to provide children with the education they need for work, college, and productive citizenship.

Targeting the special challenges facing urban public school districts and building on existing reform efforts, the urban schools initiative would provide communities with funding and encouragement to accelerate existing reform efforts and to shake up troubled public schools and school systems. The initiative would help communities tighten urban school system management, strengthen accountability for results, improve the quality of teaching and school leadership, broaden public school choice, and commit to long-term improvements that will improve their schools and raise academic standards for all students.

A Sharper Focus on Improving the Quality of Urban Public Schools

Communities, states, and the federal government have been working hard to raise standards and improve teaching and learning in schools across the country. Nationally, an expanded Head Start and other early childhood efforts, "seed funds" to improve schools through Goals 2000 and School-to-Work, a revamped Title I program to better assist disadvantaged students, and new start-up funds for charter schools and educational technology are beginning to generate results -- more challenging academic standards, higher college entrance scores, more innovative public schools, and more classrooms connected to the information superhighway.

However, just as new demands are being placed on our educational system and our young people, many urban schools and school districts are facing special challenges and are not making progress at the same pace as their counterparts serving suburban areas and smaller cities. In many urban districts, test scores lag, dropout rates remain high, and many students leave school without receiving the education they need in an economy that is demanding substantially higher levels of education, skills and knowledge than ever before.

While there are excellent schools in virtually every urban public school district across the nation, the dominant perception -- and, in many cases, the reality -- of urban school systems is that they have been overwhelmed with the combined problems of child poverty, drugs, safety and student discipline. Moreover, the challenges of educating children from struggling families and

neighborhoods often seem to have been exacerbated by large, impersonal school systems with poor management practices, insufficient accountability, and an inadequate focus on excellent instruction and choices for families. The result has been that many urban districts have been unable to take full advantage of efforts to raise academic standards and improve public education, feeding a growing frustration among parents and community members anxious to see all students attending good schools.

There is much at stake in how well this nation's public schools prepare urban children for the 21st century. Unlocking the potential of urban children is the key to providing opportunity for those willing to work for it. Furthermore, it is only with revitalized urban public schools that cities can attract employers and jobs, rejuvenate economically, provide an attractive and safe place to live for all families including the middle class, and place the American dream within reach for our cities' children and families.

To help ensure that children attending urban schools fully benefit from broader school improvement efforts, a new initiative is needed to place a special focus on some of these challenges. This initiative would provide extra support and funding for those urban school districts prepared to address the challenges head-on.

Overview of the New Initiative

The centerpiece of this initiative would be a new ten-year competitive grant program: **"Accountability, Choice, and Excellence in Urban Public Schools" (ACE)**. The program would help accelerate the boldest urban education reforms, supply fresh support and energy to urban communities prepared to shake up and turn around troubled schools and school systems, and spur other districts to take up the challenge. The grants would fund activities to improve management, strengthen accountability, expand public school choice, and help teachers and principals meet high standards of professional excellence. These activities would be central elements in reforms targeted at raising academic standards, and improving teaching and learning throughout a school district.

Grant competitions would be held in two stages. First, preliminary grants would be awarded to participating districts to support in-depth reviews of management and instructional performance. A second round of grants, entailing much larger awards, would help districts draw on findings from their reviews to bring greater accountability, choice and excellence to their schools. School districts that have recently undergone comparable management and instructional performance reviews could bypass the first round, and apply immediately for second-round funds without undergoing new reviews.

In order to participate, districts would have to demonstrate widespread support from parents, teachers, school board members, superintendents and other local officials for becoming an ACE District and raising academic standard. Districts would set measurable goals for carrying out their reform strategies and for improving such results as student achievement, drop-out rates, and attendance. Continuation of ACE funds would be linked to making demonstrable progress toward many of these goals.

Appropriation Levels and the Grant Program

In order to catalyze serious urban education reform benefitting a large number of America's neediest children, the ACE program would provide substantial four-year competitive grants to urban school districts willing to take up the challenge. **Under the preferred option**, ACE funding would start at \$500 million in FY98, climb to \$950 million, then come back down to about \$100 million in FY2007. *See Attachment A for detailed budget analysis of all 5 options.*

- ▶ **Preferred Funding Option: Catalyze serious education reform in 92 urban school districts over 10 years.** Over the 10-year life of the program, ACE would provide 92 urban school districts with four-year grants averaging \$15 million per year. Grant sizes would vary based on student enrollment, need, and quality of proposal -- ranging from \$10 million-\$25 million a year, large enough to provide significant incentives and encouragement for districts to boost accountability, broaden public school choice, and improve the quality of the workforce of teachers and principals.

Under the preferred funding option, ACE grants could catalyze needed reforms in districts serving 43% of the nation's poor children. Most of the lower-cost alternatives described below would diminish the initiative's impact on America's cities, substantially reducing the number of children served, and/or reducing the potential of these grants to catalyze serious reform in individual school districts.

- ▶ **Funding Option 2: Reduce the number of districts receiving reform grants from 92 to 54, while leaving intact the average grant amount at \$15 million per year.** Under this option, funding begins at \$250 million in FY98, climbing to \$570 million before dropping back down to \$130 million in FY2007. Preserving the average grant size would enable ACE to catalyze real reform in each district, but would scale back the number of cities benefitting from reform of their school systems. This lower-cost option would still be a viable urban reform strategy.
- ▶ **Funding Option 3: Reduce the number of districts receiving reform grants even further, providing only 31 grants over the life of the program.** Under this option, funding would begin at \$100 million in FY98, scaling up to \$320 million before coming back down to \$90 million in FY2007. While average grant size would remain at \$15 million per year, the benefit of the initiative would be further reduced. Preserving the average grant size would again enable ACE to catalyze real reform in each district, but would significantly diminish the initiative's national impact and further scale back the number of cities benefitting from reform.
- ▶ **Funding Option 4: Preserve funding to about 90 urban school districts, but dramatically reduce the average grant size.** Under this option, the grants would be converted into "glue money" to help bring together and upgrade existing reform efforts and programs. Criteria for awarding these funds could include the quality of

a district's local consolidated plan under IASA. Under this option, funding would begin at \$100 million in FY98, scaling up to \$210 million before coming back down to \$40 million in FY2007. The average grant size would be reduced to \$3 million per year. While this option would preserve limited funding for a large number of districts, the ability of this program to catalyze serious change in individual school districts would be substantially diminished. Instead, this program would provide potentially helpful "glue money" to support district efforts to better coordinate an array of existing reforms and programs; it probably wouldn't catalyze the kind of fundamental changes and improvements needed in most urban districts.

Possible link to the local consolidated plan. Receipt of grant funds under this option could be tied to the strength of a district's local consolidated plan under IASA. This strategy could stimulate greater school district attention to the development of high-quality consolidated plans for federal program funds, thereby encouraging better use of federal funds to support local school improvement efforts. On the other hand, tying this program to local consolidated planning risks placing too great an emphasis on simply making better use of federal program funds, rather than catalyzing change throughout district schools.

While the Department intends for local consolidated planning to support broader local reform efforts, our experience so far suggests that a broader strategy is needed to bring about critical and difficult changes in urban school districts.

- ▶ **Funding Option 5 -- Provide a mix of larger reform grants to 30 districts and "glue money" grants to about 90 more districts over 10 years.** Under this option, funding would begin at \$200 million in FY98, scaling up to about \$500 million before coming back down to about \$120 million in FY2007. This would provide major reform grants averaging \$15 million per year to a limited number of major urban districts over the 10-year life of the program, and "glue money" to others. This approach might be responsive to different situations of school districts interested in participating in this program. However, this approach might also wind up providing smaller -- and perhaps inadequate -- "glue money" grants to 2nd-tier applicants that are the most in need of major new funding to leverage real change.

See table on page 8 for a comparison of all five options.

FUNDING OPTIONS-Urban Schools Initiative

	FY 98	Total Approp, over 10 years, FY98-FY2007	Average size of annual grants	Number of urban districts awarded major reform grants over 10 years	Number of urban districts awarded "glue-money" grants over 10 years	Number of poor students in urban school districts awarded major reform grants	% of nation's poor students in urban school districts awarded major reform grants	Total number of students in urban school districts awarded major reform grants
Option 1	\$500 million	\$5.8 billion	\$15 million	92	0	4 million	43%	9.7 million
Option 2	\$250 million	\$3.5 billion	\$15 million	54	0	2.3 million	25%	5.7 million
Option 3	\$100 million	\$2.1 billion	\$15 million	31	0	1.3 million	14%	3.3 million
Option 4	\$100 million	\$1.3 billion	\$3 million	0	96	-	-	-
Option 5	\$200 million	\$3.4 billion	Mix of \$15 million and \$3 million	40	40	1.7 million	18%	4.2 million

FIRST ROUND: MANAGEMENT AND INSTRUCTIONAL PERFORMANCE REVIEW

First-round grants would support a performance review with two distinct, but related, elements. A key feature would be a summary of existing reforms, and how they fit together to support raising standards and student achievement. Competitive grants would be awarded after peer reviewers assess the depth and breadth of local commitment to rigorous performance reviews and reform.

- **Management Performance Review** -- In order to be considered for a second-round grant and designation as an ACE district, participating districts would first conduct a rigorous management performance review in conjunction with respected independent organizations. The review would cover such systems as student accounting, budgeting, personnel, payroll, acquisition of materials and equipment, transportation, food service and facilities planning and maintenance. The review would help ensure that each participating district is prepared to take maximum advantage of a much larger ACE grant -- as well as resources from foundations, business, higher education, and other state and federal programs including new federal school construction and technology initiatives and the expected influx of new volunteers under the President's Reading Initiative -- and harness those resources to improve teaching and learning.

Together, based on the results of the review, each district and its partners would design a strategies for upgrading systems of financial management and reinventing district and school operations. These strategies would involve the use of technology to improve cost, efficiency and service to better support the district's instructional mission. The strategy would include improvement benchmarks, such as targets for increasing the proportion of district funds making it to the classroom and greater levels of parental involvement.

- **Instructional Performance Review** -- Participating districts would also agree to bring together their best teachers, principals, and outside experts to undertake a review of how the schools and school system are achieving their instructional goals. A review would examine, for example, whether a districts and its schools have adopted challenging academic standards and whether assessments and curricula are challenging and aligned with standards. A review could also examine the effectiveness of instructional practices in the classroom, as well as the effectiveness of district systems for results-based accountability -- including benchmarks and time lines for improved student performance. A review could also examine how effectively a district and schools use available funds to recruit and provide professional development to prepare teachers and principals to help children achieve high standards. Finally, districts could compile and review data on truancy, safety, and discipline, examine current strategies to deal with these issues, and conduct parent, teacher, and student surveys to better understand how to address them.

Performance reviews and the development of an action plan would be conducted with support from first-round grants. For districts receiving an ACE designation, regular review and follow-up activities would be conducted with support from second-round grants.

SECOND ROUND: ACCOUNTABILITY, CHOICE, AND EXCELLENCE INITIATIVES

Once districts have completed performance reviews and initial strategy development, they could apply for designation as ACE districts to qualify for second-round funding. Building on and implementing the performance findings and strategies developed in round one, districts would use second-round grants to address each of the following areas:

IMPROVING STUDENT ACHIEVEMENT THROUGH IMPROVING MANAGEMENT AND INCREASING ACCOUNTABILITY

- **Implementing Strong Management Practices** -- ACE districts would strengthen management and fiscal accountability by implementing key improvements identified in the first-round management performance review.
- **Building Systems of Rigorous and Fair Accountability, with Consequences for School and Student Performance** -- ACE districts would custom-design and implement effective school performance and information systems, including school report cards, in order to hold teachers, schools, and principals accountable for student achievement. Systems would be anchored on challenging academic standards and assessments aligned with those standards, along with high-quality, disaggregated data on student and school progress toward achieving tougher standards, and other measures such as improved attendance, discipline, safety, and dropout rates. These systems would help parents and others get involved in improving education by ensuring that they have meaningful information about the success or failure of district schools. Grant funds could be used; for example, to improve student assessments to make sure students are prepared for college and promising careers, to establish integrated data systems, to engage parents and community members in designing school reports, and to help identify schools that need "fixing." Grant funds could also be used to place school report cards on the Internet, as the President has suggested. Among other benefits, the resulting accountability systems could play a critical role in expanding public school choice.

Rewards and interventions discussed in the next sections could be triggered under rigorous but fair systems of accountability.

- **Rewarding Successful Schools** -- ACE districts would develop and implement fair and attractive incentives to acknowledge and reward successful schools based on progress toward challenging academic achievement objectives and other measurable results such as reduced dropout rates, student and teacher attendance, and improved preparation for college and careers. Incentives should be based on whether all student groups within a school are staying in school and progressing, including minority, LEP, disabled and low-income students, and the students who previously have been lowest-achieving. In addition to providing extra encouragement to teachers and principals working together to help all children learn, public incentives will also help parents make more informed

choices about the quality of options for their children's schooling. Reward strategies -- described in a district's grant application -- could include greater school autonomy, financial incentives, and the provision of release time or well-trained substitutes to enable teachers and principals to visit and learn from their peers in other successful schools.

- **Taking on Failing Schools and Making Them Work or Replacing Them** -- Finally, ACE districts would develop and implement fair and effective strategies for identifying, assisting, and, if necessary, overhauling or closing failing or unsafe schools, consistent with state and district accountability efforts. Districts could use grant resources to develop effective technical assistance efforts, including the provision of intensive professional development and sharing of best practices. Districts could also intervene in struggling schools, removing ineffective principals, shifting teaching staff, or overhauling instructional programs. They could use ACE funds to develop new, more successful schools when old ones are failing, including the development of public charter schools. Districts would describe intervention strategies in applications for second-round grants.

IMPROVING STUDENT ACHIEVEMENT THROUGH EXCELLENCE IN TEACHING AND SCHOOL LEADERSHIP

- **Fostering Outstanding Teachers and School Leaders** -- Building on the findings from instructional performance reviews relating to professional development efforts, ACE districts would devise and carry out effective strategies for recruiting, training, supporting and retaining talented teachers and principals in order to improve student learning.

As the President wrote the Secretary on September 12, 1996, "every child needs -- and deserves -- dedicated, outstanding teachers, who know their subject matter, are effectively trained, and know how to teach to high standards and to make learning come alive for students." To help achieve this goal, ACE districts can:

- ▶ Recruit paraprofessionals for teacher certification. In order to develop a professional workforce that can help all children achieve to higher levels of performance and improve discipline, urban districts could form consortia with institutions of higher education to facilitate certification of outstanding paraprofessionals (particularly minorities) to become teachers. Such paraprofessionals often are familiar with the urban education environment, possess a language or cultural background that helps them connect with urban students, and possess a strong commitment to their communities.
- ▶ Improve teacher preparation and alternative routes to certification. Using similar consortia, urban districts could work with states to improve pre-service training for teachers bound for urban schools, ensuring that new educators receive rigorous preparation for teaching to high standards in an urban environment. Districts may also use ACE funds to develop alternative routes to teacher certification for

persons with valuable knowledge and experience, perhaps from a first career, that could enrich teaching and learning in urban schools.

- ▶ Promote peer mentoring, release time, and National Board certification. As part of district-wide and school-based professional development, ACE districts could also invest in strategies to free up time for teachers to participate in high-quality training or peer mentoring programs, or to compensate teachers who become certified by the National Board for Professional Teaching Standards .
- ▶ Systematically nurture the development of outstanding principals and good school leadership. Equally important to good teaching are good principals and effective school leadership. Considerable experience and research over the past decade has shown the central role of outstanding leadership in creating and sustaining successful schools. Districts could invest in strategies for recruiting, and supporting good principals as well as providing ongoing professional development to strengthen leadership among principals and others directly involved with districts' instructional programs. Strategies would help principals provide good instructional leadership, manage budgets and decision-making (needed especially in charter schools and other schools assuming greater roles in decision-making), engage the community, and involve parents. These strategies would help school leaders continually move school instructional programs forward to support teaching and learning to high standards.
- ▶ Develop systems of rewards and consequences linked to effective teaching and school leadership. Grant funds could be used to develop and implement district strategies for identifying and rewarding good teaching and school leadership, counseling those who need assistance, and removing those who are incompetent quickly and fairly.

IMPROVING STUDENT ACHIEVEMENT THROUGH PUBLIC SCHOOL CHOICE

- **Empowering Families to Choose Their Public Schools --** ACE Districts would use funds to design and implement strategies to create, broaden, or overhaul districts' public school choice options. These public school choice strategies would ensure that all parents at any selected grade levels can choose the public school that their child will attend, with a focus on creating smaller, more personalized learning environments. Districts might pursue either system-wide or public school choice strategies in surrounding neighborhoods, involving open enrollment, cross-district enrollment, charter schools, magnet schools, alternative schools, schools-within-schools, expanded choices of advanced classes, and postsecondary options for high school students.

ACE Districts could also use funds to plan or start up parent information and outreach centers, transportation, and other systems needed to effectuate real public school choice.

They could also use funds to plan and start-up of new public schools, like charter schools and schools-within-schools. All of these strategies would be aimed at empowering families to make meaningful choices among safe, disciplined schools that focus on excellence and achievement.

Public school choice plans in ACE districts should be driven by key underlying principles, geared to expanding high-quality choices for all students and their families.

- Provide more family choice of schools within broader efforts to raise academic standards and improve a district's entire public educational system.
- Let all parents choose what public school their child attends.
- Provide parents with the information and assistance needed to make informed choices about what school and after-school program their child will attend.
- Ensure adequate transportation for students.
- Provide opportunities for teachers and others to start new public schools, such as charter schools or schools-within-schools with accountability for results.
- Maintain open and fair admissions policies, and full compliance with civil rights requirements and other guarantees of equal educational opportunity.

BUILDING LONG-TERM CAPACITY TO IMPROVE TEACHING AND LEARNING

In order to be considered for designation as ACE districts, second-round proposals would have to describe how districts will sustain activities begun or accelerated with support from ACE after the grant expires. Districts must show how they will develop a capacity to continue these activities, and how carrying out their proposal will support long-term, comprehensive efforts to raise academic standards and improve teaching and learning for all children.

ACE: National Activities

The new initiative would also contain a small amount of funding for national activities targeted at evaluation, sharing of best practices and lessons learned, and other critical strategies for accelerating reform in urban school districts around the nation.

- **Evaluation.** A thorough and independent evaluation would be conducted examining and comparing ACE district efforts to ensure accountability, public school choice and excellence throughout their school systems, as well as the effect of these efforts on

measurable goals including student performance. The evaluation would document best practices, costs, conditions for success, and unanticipated results. The evaluations would be designed not only to measure the effectiveness of the reforms, but also to foster continuous improvement and sharing of successful models with others.

- **Dissemination and Sharing of Best Practices.** Results from the reforms and the evaluation would be shared in a variety of ways. National activities would include ongoing opportunities for educators, parents, and community leaders in ACE districts and their schools to learn from one another, and to share lessons learned with others in a variety of ways -- including documents, well-structured workshops, a carefully developed and updated web page, and a moderated list-serves on selected topics (e.g., teacher evaluation systems and networking, or rewards for schools).
- **Other Critical National Leadership Activities.** Other possible strategies to bolster ACE reform efforts include support for world-class principal academies, funding for the development of an assessment for initial teacher certification, model school report cards, guidebooks for parents on how to choose a public school, and other activities targeted at boosting accountability, choice, and workforce excellence. Leading educators and reformers in ACE districts would help design these strategies over the life of the program.

Expected results

The project will maintain a clear focus on boosting student achievement and achieving other tightly focused goals. Districts will use a portion of their funds to document and assess progress toward goals such as:

- Improved student achievement, reduced dropout rates, reduced discipline and safety problems, and improved student and teacher attendance.
- Increased postsecondary enrollment, retention, and completion.
- Higher proportions of students attaining advanced-placement credits, completing a challenging core of academic courses at the high school level (i.e., algebra I & II; geometry, chemistry, biology and computer and technology applications), and completing the classes needed in middle school to be prepared for this work
- Improved management practices, more dollars directed to the classroom, serious accountability strategies for schools, teachers, and students, and improved quality of teachers and principals.

Attachments

Selected Examples of Current Efforts to Promote Accountability, Choice, and Excellence in Urban Public Schools: Pushing Ahead With Critical Reforms

November 1, 1996

The proposed urban initiative can help districts build on existing examples of accountability, excellence and choice, broadening their reach to affect many more urban public schools and students. The following examples illustrate the kinds of reform needed in many urban districts to regain public confidence and improve student achievement.

Higher Standards

- In 1993, the chancellor of the **New York City** Schools required all students to take math and science at the level of the state's Regents honors exam. In 1995, State Education Commissioner Richard Mills announced that all students would be required to take Regents-level classes starting with this fall's freshman class (the graduating class of 2000). Since the City University of New York (CUNY) began its College Preparatory Initiative with the district, the number of New York City freshmen with four years of English has risen by 59 percent, the number of students passing CUNY math entrance exams has increased by 7.5 percent, and the number of Hispanic and black students who passed the science test has more than doubled. Entering freshmen at the City University of New York are reportedly the best prepared academically in two decades.
- The **San Diego** Unified School District has developed a set of curriculum frameworks and high achievement standards for students in grades 4, 8, and 10 based on rigorous model standards developed by the New Standards Project. By this fall, the district is expected to have examples of student work and performance that meet the standards in all 12 grades.

Accountability for Results

- In **Cincinnati**, school district administrators' pay raises are now linked to job performance, with automatic cost-of-living adjustments and salary rates being replaced with new criteria, including performance on several measures such as student test scores and graduation rates. For students, promotion is now based on specific standards designed to prepare students to graduate.
- Under its Comprehensive School Improvement Plan (CSIP), the **San Francisco** Unified School District reconstitutes failing schools, replacing the entire staff with a new principal, teachers, and support personnel. Under CSIP, the district places low-performing schools on a one-year probationary period, during which they are expected to improve student performance. At the end of that year, a team consisting of the superintendent, two assistants, and a former principal review the

school's test scores, attendance and suspension rates, student portfolios, improvement plan, and other measures before selecting those that will be reconstituted. The Board hires a new principal, who in turn hires a new teaching staff as well as janitorial and cafeteria personnel. The new team must then put together an improvement plan to raise student achievement and other outcomes. Since the beginning of CSIP, eight schools have been reconstituted.

- The **Charlotte-Mecklenburg** school system distributes to parents easy-to-read student learning goals at the beginning of the school year. The district then follows up with school report cards on student attendance and performance that are distributed to parents and every household in the district, and are published in the newspaper. The district also gives financial rewards to schools where student achievement improves, with special incentives for schools that raise achievement among their lowest performing students.
- In **Chicago**, 109 public schools were recently placed on probation due to low student achievement. These schools will be targeted for aggressive intervention strategies by the district, such as providing intensive help and training from expert teams of educators, or, where necessary, replacing ineffective principals and teachers. In the event of persistent failure, the district may shut down and reorganize the schools. This year, 6,700 students who performed below minimum standards were required to participate in a seven-week "SummerBridge" program and pass a test before moving on to the next grade.

Better Management and Focusing More Resources on the Classroom

- In **Seattle**, the school district has substantially shrunk its central administrative staff and is working to help principals cut through unnecessary red tape and expand their authority to hire their own staff. The school district and the teacher's union recently agreed to an innovative 8-page "trust agreement" that commits both to a collaborative partnership and to move towards school-based decision-making. They hope to replace 300 pages of documents with a 25 page contract.
- **Cincinnati** created a new position to handle the school district's daily administrative duties, freeing up the superintendent to focus on broad efforts to improve education. The district also streamlined its central office, reducing staff by 70 percent. Now Cincinnati is preparing to shift resources and decision-making to individual schools and teams of teachers to custom-make programs to meet the needs of their students.
- Under **Philadelphia's** Children Achieving initiative, "communities of learners" in each school are being formed throughout the district's schools. The

communities provide the foundation for a new organizational structure in which teachers, students, parents, community members, and principals will make decisions together and assist students in meeting high academic standards. The district plans to restructure its central office to provide services purchased by these school communities and ensure accountability, equity, and responsiveness to the public.

High Quality Teachers and Principals

- **New York City's** Community District 2 places an unusually strong emphasis on providing ongoing opportunities for teachers to build skills and learn from one another. For example, the district has created a laboratory in which visiting teachers observe and practice with a highly accomplished teacher for three weeks while their classrooms are taught by another experienced teacher. District 2 registered the second highest standardized test scores in math and reading in the city.
- In **Cincinnati**, the district has worked with outside partners to develop a world-class training academy for teachers, the innovative Mayerson Training Academy. The school district is also working hard to help recruit and prepare future urban teachers, with programs like the High School for Teaching Professions, and the Cincinnati Initiative for Teacher Education, in which college students spend a fifth undergraduate year as interns in the city's public schools.
- In **St. Paul**, the school district is collaborating with the teachers' union and the University of Minnesota on Project 20/20 to support teachers through the National Board for Professional Teaching Standards (NBPTS) certification process. The district pays the application fees and the university and other partners develop and conduct professional support programs for the candidates.

Empowering Families to Choose Their Public Schools

- In **Boston**, all parents choose their child's public school, and have a wide array of options ranging from neighborhood schools, magnet schools, and pilot and public charter schools which operate under performance contracts that provide them with greater autonomy and accountability for results.
- The **San Diego** school district has helped parents, teachers, and principals create more than a dozen public charter schools that stay open only as long as they do a good job. These are all schools of choice, publicly accountable and open to students from around the school district.
- **Cambridge** allows every family to choose a public school for their child. The school district provides information on every school and has created parent centers to help parents learn about and choose a public school for their child. More than 90% of parents get their first choice of kindergarten for their child, and most get

one of their top picks at all grade levels.

III. OPTIONS FOR NATIONAL STANDARDS STRATEGY

Objective: To build a ^{limited} system of ^{widely accepted} national standards and assessments in targeted subject areas and grade levels (4th grade reading and 8th grade math) that would include tests at the individual level aligned with national standards.

Rationale:

- o These are the right subject areas and grade levels: Early reading and 8th grade math are critical basic skills, providing an essential foundation for success later in school and in the workplace. These are the most important areas in which to develop rigorous standards and measures of individual progress. They are less controversial than most other subject areas.
- o Only individual-level tests tied to national standards will give parents and students the information they need to accurately judge student and school performance, to motivate the best efforts of students, teachers and administrators, and to ensure a basic level of common expectations regardless of geographic location or political jurisdiction.
- o We have the tools to make a significant difference in these subject areas: There are defacto national standards and assessments administered on a sample basis in these subject areas and grade levels. The 4th grade NAEP is widely regarded, more challenging than most state standards, and the basis for President Clinton's America Reads initiative. The 8th grade TIMSS test is an international test that is consistent with NCTM standards for math and allows for international comparisons. Both sets of standards are more rigorous than those in place in most states. Both tests are currently administered on a sample basis only and do not produce scores for individual students.

*This seems
more a
just part
of the
strategy
NAEP for
the
national
for state
system*

Below are two options for how the Administration could reach this objective, and a third option, which should be combined with either of the two, for Presidential leadership to advance the larger accountability and reform agenda that is tied to our standards agenda.

Option 1: Build national standards and assessments from bottom up

This option continues the Administration's approach of leaving the primary responsibility for standards and assessment at the state level. It seeks to move toward national standards and assessments by helping states work together to develop common standards and assessments.

- o Continue to support development and use of state standards and assessments through Goals 2000 and Title 1.

- o Continue to administer NAEP on state-by-state basis, and make TIMSS available to states as well.
- o In 4th grade reading and 8th grade math particularly, focus attention on a handful of the most clear, challenging and useful standards in existence, whether from states, local communities, private organizations or other countries. Use these examples to prod states to revise and improve their own standards, and to help states coalesce around reasonably common expectations for student learning in these core areas. Where possible, enlist key nonpartisan or bipartisan to work with Administration on this task (e.g., ACHIEVE, NEGP) but go it alone if necessary.
- o Help clusters of states develop and use individual-level tests tied to common, exemplary standards, so that individual student performance can be compared to state and national standards and to performance of students in other states, on a single measure. Once such tests are available and in use, actively encourage additional states to use same assessments, moving toward a nationwide, individual-level standards and assessment system. Federal support for this effort would include financial and technical resources (e.g., OERI funds, technical assistance, use of NAEP and TIMSS), related convening efforts, and the use of the bully pulpit to encourage widespread participation.
- o Highlight efforts of these states and work to build broad use of common standards and assessment among expanding pool of states.

Pros:

- o logical extension of current strategy which fits political climate, and which is least likely to generate a new round of opposition to federal intrusion.
- o helps states capitalize on best standards available, in the mode of states as laboratories of American Democracy
- o allows states to coalesce around common standards and assessments without specter of federal imposition

Cons:

- o This is an incremental approach which will take a while before the first students and parents see test results, and which may never reach all children and all states. Many states may continue to rely on lower-level standards which will demonstrate state improvement over its own baseline, but which will leave its students significantly disadvantaged compared to students elsewhere in the nation. *in Washington*
- o Determining which standards to highlight as exemplary will leave the Education Department open to the charge again of

being a "national school board". There aren't obvious nonfederal candidates with the stature, independence and capability to do the job.

- o This strategy ~~doesn't~~^{less} provide much of a foundation for visible Presidential leadership.

Option 2: National tests for 4th grade reading and 8th grade math
(from ED draft)

*should include how on downside, include great
politicization of NAEP (TIMSS).*

Option 3: Use standards to promote broader accountability and reform agenda

The President's overall standards message has to include continued efforts to promote a broader message of accountability and reform linked to standards, largely as articulated in his 1996 Education Summit speech, focusing on issues such as:

- o Student Accountability: Continue to challenge states and school districts to require students to demonstrate they have met rigorous standards before graduating from high school and before being promoted from elementary to middle school and from middle school to high school.
 - o work with (challenge) business leaders to determine how to use high school transcripts and other evidence of academic performance in employment decisions, to reinforce a message that "performance counts".
 - o challenge institutions of higher education to raise college entrance requirements and align them with state/national standards
 - o highlight effective local approaches to requiring students to meet standards before promotion to next level of schooling, and produce ED guidebook that addresses key issues in this approach.
- o Teacher accountability: Continue to challenge states and districts to recognize outstanding teachers, to identify weak teachers and provide them help or counsel them out of the profession, in the context of a high quality comprehensive approach for promoting excellence in teaching.
 - o continue to support and highlight the work of the National Board for Professional Teaching Standards
 - o highlight effective local peer intervention approaches (e.g., NYC, Toledo) that show local board and union

and revise teacher education programs!

responsibility for teachers who need help.

- o highlight other teaching initiatives tied to Teaching Directive
- o School accountability: Continue to challenge states and school districts to reward schools for improvement and intervene in schools that are failing.
 - o ED guidebook (or maybe a conference???) on what we know about effective approaches to rewarding improvement and effectively intervening in low performing schools
 - o To Be Determined
- o Public School Choice and Charter Schools: (We should incorporate what we are already doing and planning here)

→ incorporate material from Tennessee; event
never

December 20, 1996

MEMORANDUM TO SECRETARY RILEY
BRUCE REED
FRANK HOLLEMAN
JUDY WINSTON
MIKE SMITH
MIKE COHEN

FROM: TERRY K. PETERSON

SUBJECT: POSSIBLE NEW FORMULATION OF NATIONAL STANDARDS OF
EXCELLENCE TO ENABLE THE CLINTON ADMINISTRATION TO ACT NOW

If we are to compete in the international economy and keep our democracy vibrant in a diverse nation, we must strive toward excellence in education. One of the major challenges of President Clinton's Administration is to raise excellence in education to the top of our agenda from the school house to the court house to the state house and to the White House to make this a national priority.

We know that students, teachers and schools respond to high expectations of excellence. We also know that in America, education is a local and state responsibility, with daily decisions about how to operate schools, hire teachers and buy textbooks best left in local hands. Yet, Americans want to know what are the national standards of excellence that they should aim for in their schools, communities and states to navigate during these changing times and information age.

In several areas of education, for the first time, we have a growing consensus of national standards of excellence and concrete ways that local schools and communities can measure progress toward these standards. The combination of this consensus and having comparable information across the country is a new breakthrough in education. This combination can be deployed as a powerful tool to mobilize schools, communities, and states to prepare our children to enter the 21st century while strengthening the best of America values in education.

The following five areas provide a solid foundation to begin a drive for excellence in education.

- ▶ **READING.** There is a national consensus that children should read well and independently by the end of 3rd grade. From Chancellor Rudy Crew in New York City to Governor Bush in Texas there is agreement that reading well and independently by the end of third grade is the most basic of learning skills. If the entire nation made this a priority we can meet the President's "America Reads Challenge." Student achievement information in reading is often available at the local and state levels and could be connected to the fourth grade reading scores on the National Assessment of Educational Progress to inform communities and states where they stand in order to make needed improvements in reading.
- ▶ **SCIENCE AND MATH.** In math and science, we now know for the first time what it takes to be both nationally and even internationally competitive, especially at the 8th grade level. Over the next year, we will have information about how the 4th grade and 12th grade measure up internationally on math and science achievement. The data available on 8th grade math and science should be used now by local and state leaders and math and science teachers to upgrade math and science teaching to national standards of excellence.
- ▶ **ADVANCED PLACEMENT COURSES IN HIGH SCHOOL TO PREPARE FOR COLLEGE.** Advanced Placement courses and tests reflect national standards of excellence across America to help 11th and 12th grade students prepare to enter and succeed in college. That is why many colleges and universities accept these high school courses for college credit if students score well in them. We need actions now to enable many more students and high schools to fully participate in AP courses.
- ▶ **TEACHER QUALITY.** For the first time, we now have national standards of excellence for master teachers who demonstrate exceptional performance to become National Board Certified. These rigorous teacher standards can be used to identify and reward outstanding teachers by schools, districts and states. These exceptional teachers could also be employed during the summer to strengthen other teachers skills, especially beginning teachers and those who need their skills updated.

- ▶ **BRING THE CHOICE OF SUCCESSFUL SCHOOL MODELS TO THE COMMUNITY.** For the first time, parents now have available the opportunity to choose from seven successful approaches to schooling being used in community and states across the nation. After 6 - 7 years of research and development, the non-profit New American Schools Corporation has tested seven different models of organizing schools and delivering instruction. Instead of making children travel across a city to choose a school, these new American Schools can be brought to the neighborhoods giving families real choices of successful education programs that are easily accessible to them.

In the second term, the Clinton Administration could travel this great country encouraging schools, communities and states in their own way to strive for these national standards of excellence. We could help invest in the start-up and expansion of local and state efforts. We could provide research about successful ways to boost achievement in these critical areas. If local communities and states request assistance in order to accomplish national standards we could supply information to them so that they can compare their achievement against other states and even other countries, where available.

In those areas where there isn't as wide spread consensus or comparative data available, we could urge the many important groups working in these areas to build a consensus and find ways to strengthen or develop assessment data so that local educators, parents and family and state leaders can use them. Many national groups, states and school districts have been working to develop better academic standards for students. In almost every core subject area, we are better off today due to their efforts to define the essential knowledge, skills and understanding subjects - from math and science to the arts, civics and geography, thousands of educators, parents and business community leaders have worked to define the "core" that needs to be learned well. Occupational standards are also being developed. In History and English the initial proposals were not well received and lacked consensus. Now is the time to speed up our efforts to gain a bottoms-up consensus in these other core subjects, with the help from organizations such as the governor's and business effort, ACHIEVE, as well as New Standard Projects, Council on Basic Education and the various subject standard committees found at the state and national levels.

At least in the five areas where there is a growing national consensus on excellence in education and where we have comparative data, we ought to apply this valuable information, now, to improve teaching and learning and parental choice. At the same time, we need to aggressively move to build a similar consensus and develop assessments in other core subjects and areas of education.

WHAT DO YOU THINK OF THIS APPROACH?

FOR THE SECRETARY'S BRIEFING BOOK

Five-pager on National Standards (probably not for distribution) [Jessica drafting, with help from Jennifer and others]

Short **Questions and Answers** on hot topics

- National Standards
- Public School Choice and Charter Schools
- Vouchers
- College Cost controls *Michelle*
- Why put money into Hope scholarships rather than Pell grants? *Michelle*
- Ebonics
- What is the Administration doing to improve the DC schools?

Issue: Is this a good opportunity to raise the possibility of agencies sponsoring charter schools or engaging in other significant partnerships with DC schools?

- ED's budget
- Basic findings of TIMSS and ED's response

Additional possible topics:

- *Key issues in welfare reform?* *Jon Weintraub*
- *Bilingual education?*
- *What is Administration doing to improve urban education?*

One-pager on status of major new initiatives:

- America Reads *Jess*
- School Construction *Tanya*
- Hope Scholarships *Tom S.*

Improving American Education During the President's Second Term

President Clinton has lifted education to the top of the nation's agenda. He has articulated and invested in a program of expanding preschool opportunities, raising standards, improving teaching, making schools safer and drug-free, preparing students for school-to-career transitions, providing more choice in public education, and expanding access to technology in every classroom in America. The President has also issued an important call for streamlining and improving student financial aid for college. At the same time, the President has addressed some of the most deeply held values and concerns of our nation's parents, through advocacy of school uniforms, support for family friendly businesses, and commitment to protecting religious expression.

During the first two years of the Clinton Administration, we expanded Head Start and built a powerful framework for elementary and secondary education improvements through passing the Goals 2000: Educate America Act, the Improving America's Schools Act, and the School-to-Work Opportunities Act. We also began to reform a cumbersome and costly student financial aid system, with the enactment of Direct Lending in the Student Loan Reform Act and the reduction of the student loan default rate. During the second two years, education played a pivotal role in the budget battle with Congress, leading to strengthened public support for investing in improvements in K-12 education and in better student financial aid for college.

Moving into the second term, we can build on this foundation, drawing on the momentum of the President's campaign emphasis on improving education, to challenge states and school districts to significantly intensify their efforts to provide a world-class education. This Administration will improve education by:

- **Widening Access to Quality Pre-School Education**

- Continue expanding Head Start to serve X million students.

all eligible 3 and 4 year olds - approximately 2 million

- **Helping Students Master World-Class Skills**

- Recruit and train one million volunteers to make it possible for all ~~X~~ million eight year-olds to read independently *by the end of third grade - as measured by the basic level on NAEP*
- Raise academic standards to internationally competitive levels, including the establishment of national standards of excellence in reading and math

- Assist all 50 states to establish accountability systems based on challenging standards and assessments in ~~all~~ core subjects

- Foster high-quality teaching, with ~~X~~ thousand teachers receiving National Board Certification

over 100 million

- Foster charter schools and other models of public school choice -- by the year

about 4%

every school

25
2000, assist X% of students to choose the public school they attend and spur the creation of 3000 public charter schools. ^{to age}

- **Helping Communities Develop 21st Century Schools**

- Make it possible for every child to log on to the Internet by age 12
- Assist X ¹⁰⁰⁰ ~~communities~~ ^{modernize} schools to build new schools or repair old ones
- Help all 50 states implement school-to-work systems to increase options for moving from school to careers

- **Strengthening the Best of Our American Values and Traditions in Education**

- Support greater family and community involvement
- Make schools safe and drug-free
- ^{Provide - 1000} Assist an additional X schools to remain open in the afternoons and summers

- **Widening Access to Postsecondary Education and Lifelong Learning**

- Make the first two years of college universally accessible
- Make postsecondary education more affordable for all Americans
- Make it possible for all Americans to strengthen their skills and improve their earning power throughout their lives

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- **Widening Access to Quality Pre-School Education**
 - Continue expansion of Head Start
- **Helping Students Master World-Class Skills**
 - Make it possible for every eight year-old to read independently
 - Raise standards to internationally competitive levels
 - Foster high-quality teaching
 - Expand public school choice and charter schools

- **Helping Communities Develop 21st Century Schools**
 - Make it possible for every child to log on to the Internet by age 12
 - Assist communities to build new schools or repair old ones
 - Increase options for moving from school to careers
- **Strengthening the Best of Our American Values and Traditions in Education**
 - Support greater family and community involvement
 - Make schools safe and drug-free
 - Keep school open in the afternoons and summers
- **Widening Access to Postsecondary Education and Lifelong Learning**
 - Make the first two years of college universally accessible
 - Make postsecondary education more affordable for all Americans
 - Make it possible for all Americans to strengthen their skills and improve their earning power throughout their lives

Materials for Cabinet Retreat -- January 2, 1997

FOR DISTRIBUTION OR POSSIBLE DISTRIBUTION

One-pager on what we expect to accomplish in education over the next four years (requested from all participants?) *Drawn from Dec. 6 memo to the President.* [Bill drafting]

- **Issue:** Do we want to do more with specific goals -- and if so, what should they be?
- Drafts of two possible approaches attached

Five-pager use in conjunction with breakout session on education *accomplishments and goals drawn from Dec. 6 memo to the President:* [Bill drafting]

-- Background, including basic facts, trends, and info on the structure of the U.S. education system, e.g.:

- limited federal role
- 90% of kids in public schools
- Baby boom echo
- college-going
- technology
- achievement (including TIMSS)

*90,000 public school
25 million teacher - total*

-- The Clinton Administration Education agenda

*Dec. 6 memo A dev. → more capex
→ ↑ standards
repealed laws -
standards
assess
aligned
way on rest of
system to get it
together.*

-- Major accomplishments of the last four years (primarily legislative/programmatic)

- Goals
 - Standards/reform activity in the states
- STWO (with DOL)
 - Establishment of state systems
- ESEA
 - including Title I, Charter Schools
- Direct Lending
- Budget

*STW
HPR GW
DOL
Budget 4*

-- What we expect to accomplish over the next four years (should track one-pager)

- raise standards
- improved reading and math achievement
- more choice/charter schools
- increased college-going
- etc.

*won a big battle.
Consolidated Gov. schools
politicians*

*POTUS has laid out agenda -
now agree
→ doing by out 5 points -
the go into some in new detail*

*→ this is to have
agreement - public is
behind us.*

Improving American Education During the President's Second Term

Draft -- January 3, 1997 -- 3:20 pm

Background on the Structure of the U.S. Education System

The U.S. has a remarkably decentralized education system. In elementary and secondary education, there are over 2.5 million teachers and over 50 million students -- almost 90% of which attend one of the nation's 80,000 public schools. Public schools, in turn, are governed by 14,000 local school boards and the 50 states. At the postsecondary level, over 14 million students are served by over 10,000 postsecondary institutions, public, private, and nonprofit.

While education is primarily a state responsibility under local control, it is also a national priority. Education is critical to sustaining a vibrant democracy and to ensuring economic opportunities for all Americans. Therefore, the federal government has evolved a limited, though significant set of responsibilities in education, including serving as a clearinghouse for statistics and good ideas, insuring full access to education for all Americans, providing support to states, communities and schools to enhance quality and equality, and providing a national voice for excellence and high standards in education. The President has reaffirmed this unique role and has established a new level of national leadership in improving education, challenging states and communities to upgrade educational opportunities for all students.

Fed provide about 7% of all Ed dollars at K-12 level.

but about 25% of all technology

Fed \$ represent 2/3 of all student loans.

Current Trends

Since 1983, when the Department of Education issued the report A Nation at Risk, continuing through the 1989 education summit in Charlottesville, Virginia, and intensifying during the Clinton Administration, states and school districts have been working to improve their educational systems. During this time, there have been some encouraging developments.

? (hard to believe).

SAT scores are at their highest in over two decades, and ACT scores have increased or held steady in each of the last four years. The proportion of students taking the core courses recommend in A Nation at Risk has increased from 14 percent in 1982 to 52 percent in 1994.

Math and science achievement on the National Assessment of Educational Progress has risen since the early 1980s and U.S. students have scored near the top on the latest international assessment of 4th grade reading. At the same time, the dropout rate is down since 1982 (though it has been relatively flat during the 1990s), and over the past decade, dropout rates for whites and blacks have fallen substantially.

All this has ~~been~~ happened against the backdrop of an increasingly diverse student population.

Meanwhile, in postsecondary education, over half of all high school graduates enter college right after graduation, and college enrollments are at an all-time high. In 1995, the proportion of persons age 25-29 who have completed four or more years of college reached an all-time high of 24.7 percent.

While there have been some positive trends, we remain far from where we need to be as a nation in terms of student achievement. For example, on the most recently released National

new test It is important to note that this is much more difficult and that the U.S. is 2nd in the world in terms of literacy.

Assessment of Educational Progress -- the Nation's Report Card -- 40% of U.S. 4th graders did not attain the "basic" level in reading. Meanwhile, on the 41 nation Third International Math and Science Study (TIMSS) released in November, the U.S. ranked just slightly above average in 8th grade science and below average in 8th grade math. For both subjects, the U.S. is well below its goal of being first in the world. *In addition the "gap" between minority achievement which began to close in the mid-1990's is now once again widening.*

At the same time as we work to raise student achievement levels, we also need to address other challenges facing our educational system. Public school enrollment is at an all-time high, and the "Baby Boom Echo" is projected to stretch many schools to the seams through the year 2006. Schools throughout our nation are deteriorating, just as they need to be modernized and connected to the information superhighway. And rising college costs give many families the impression that a postsecondary education is out of reach.

add over a million students by 2006.
33 states face rising enrollments and (K-12) and college enrollment is expected to increase by 14%.
TO DATE:

The Clinton Administration Education Agenda

In light of our rapidly-changing international economy, and the constant need to revitalize our nation's democracy in an increasingly technological society, President Clinton has lifted education to the top of the nation's agenda. He has articulated and invested in a program of expanding preschool opportunities, raising standards, improving teaching, making schools safer and drug-free, preparing students for school-to-career transitions, providing more choice in public education, and expanding access to technology in every classroom in America. The President has also issued an important call for streamlining and improving student financial aid for college, making the dream of postsecondary education available to more and more citizens. At the same time, the President has addressed some of the most deeply held values and concerns of our nation's parents, through advocacy of school uniforms, speaking out on preventing truancy, supporting family friendly businesses, and protecting religious expression.

The V-chip, setting aside 3 hours of children's TV.

During the first two years of the Clinton Administration, we expanded Head Start and built a powerful framework for high standards-based elementary and secondary education improvements through passing the Goals 2000: Educate America Act, the Improving America's Schools Act, and the School-to-Work Opportunities Act. We also began to reform a cumbersome and costly student financial aid system, with the enactment of Direct Lending in the Student Loan Reform Act and the reduction of the student loan default rate. During the second two years, education played a pivotal role in the budget battle with Congress, leading to strengthened public support for investing in improvements in K-12 education and in better student financial aid for college.

As we begin the second term, four factors define the American

ed agenda
Delebe
Moving into the second term, we find ourselves with a solid base for future progress. Across the country, states and school districts are upgrading teaching and are developing accountability systems based on challenging academic standards (connected to student assessments that measure progress toward those standards). States are also making progress in building innovative school-to-career systems integrating high quality academics with work-based learning. President Clinton was reelected based largely on his unprecedented level of commitment to improving education at all levels and his strong agenda for reform. And, across the country, the public is reaching consensus on some key priorities for improving education, in reading, math, and teacher quality.

Having consolidated this base of achievement and public support, we can move forward aggressively to challenge states and school districts to further intensify their efforts to provide a world-class education. This Administration will improve education by:

- **Widening Access to Quality Pre-School Education**

- Continue expanding Head Start to serve all eligible three- and four-year-olds, approximately 2 million students.

- **Helping Students Master World-Class Skills**

- Recruit and train one million volunteers to make it possible for all four million eight year-olds to read independently by the end of third grade.

- Raise academic standards in every school to internationally competitive levels. *is this needed.*
including the establishment of national standards of excellence in reading and math:

- All fourth graders reach at least the basic reading level on NAEP.

- ~~eliminate dead-end math courses & expose many more young people to algebra & geometry by the end of 8th grade.~~

- Assist all 50 states to establish accountability systems based on challenging standards and assessments in core subjects

- Foster high-quality teaching; *Encourage* with over one hundred thousand ~~master~~ *teachers to become* ~~receiving~~ National Board Certification *process*.
"master teachers" ~~through the~~

- *Encourage school choice* ~~Foster~~ charter schools and other models of public school choice, such as magnet schools and schools-within schools:

- *(2)* By the year 2000, assist 25% of families to be able to choose the public school their child attends and spur the creation of 3000 public charter schools.

- **Helping Communities Develop 21st Century Schools**

- *Wire every American school to the Internet by the year 2000*
~~To~~ Make it possible for every child to log on to the Internet by age 12.

- Generate \$20 billion of construction to build new schools or repair old ones, modernizing thousands of learning environments.

- Help all 50 states implement school-to-work systems to increase options for moving from school to careers.

As the President prepares for his second term five broad factors define the American educational agenda:

(1.) despite a decade of sustained effort the impact of the national standards movement remains limited and the pace of school reform remains haltingly. What can be done to increase the pace of this reform movement?

(2.) Our nation's elementary and secondary schools face record enrollment increases during the next ten years. Baby boom stuff

(3) schools are deteriorating just as they need to be modernized and connected to the Superhighway and respond to the demand of the baby-boom (build 6,000 new schools)

(4) ^{the} gap in minority achievement ^{is} now growing again ~~again~~ ^{against a backdrop of} ~~again~~ ^{many men about schools in urban areas.}

(5) college costs etc.

Improving American Education During the President's Second Term

Draft -- January 3, 1997 -- 3:20 pm

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While education is primarily a state responsibility under local control, it is also a national priority. Education is critical to sustaining a vibrant democracy and to ensuring economic opportunities for all Americans. Therefore, the federal government has evolved a limited, though significant set of responsibilities in education, including serving as a clearinghouse for statistics and good ideas, insuring full access to education for all Americans, providing support to states, communities and schools to enhance quality and equality, and providing a national voice for excellence and high standards in education. The President has reaffirmed this unique role and has established a new level of national leadership in improving education, challenging states and communities to upgrade educational opportunities for all students.

Current Trends

Since 1983, when the Department of Education issued the report A Nation at Risk, continuing through the 1989 education summit in Charlottesville, Virginia, and intensifying during the Clinton Administration, states and school districts have been working to improve their educational systems. During this time, there have been some encouraging developments.

SAT scores are at their highest in over two decades, and ACT scores have increased or held steady in each of the last four years. The proportion of students taking the core courses recommend in A Nation at Risk has increased from 14 percent in 1982 to 52 percent in 1994. Math and science achievement on the National Assessment of Educational Progress has risen since the early 1980s and U.S. students have scored near the top on the latest international assessment of 4th grade reading. At the same time, the dropout rate is down since 1982 (though it has been relatively flat during the 1990s), and over the past decade, dropout rates for whites and blacks have fallen substantially.

Meanwhile, in postsecondary education, over half of all high school graduates enter college right after graduation, and college enrollments are at an all-time high. In 1995, the proportion of persons age 25-29 who have completed four or more years of college reached an all-time high of 24.7 percent.

→ And increased demand for many postsecondary education, high level of skills, knowledge, education than ever before.

While there have been some positive trends, we remain far from where we need to be as a nation in terms of student achievement. For example, on the most recently released National

Assessment of Educational Progress -- the Nation's Report Card -- 40% of U.S. 4th graders did not attain the "basic" level in reading. Meanwhile, on the 41 nation Third International Math and Science Study (TIMSS) released in November, the U.S. ranked just slightly above average in 8th grade science and below average in 8th grade math. For both subjects, the U.S. is well below its goal of being first in the World.

At the same time as we work to raise student achievement levels, we also need to address other challenges facing our educational system. Public school enrollment is at an all-time high, and the "Baby Boom Echo" is projected to stretch many schools to the seams through the year 2006. Schools throughout our nation are deteriorating, just as they need to be modernized and connected to the information superhighway. And rising college costs give many families the impression that a postsecondary education is out of reach.) +n

The Clinton Administration Education Agenda

In light of our rapidly-changing international economy, and the constant need to revitalize our nation's democracy in an increasingly technological society, President Clinton has lifted education to the top of the nation's agenda. He has articulated and invested in a program of expanding preschool opportunities, raising standards, improving teaching, making schools safer and drug-free, preparing students for school-to-career transitions, providing more choice in public education, and expanding access to technology in every classroom in America. The President has also issued an important call for streamlining and improving student financial aid for college, making the dream of postsecondary education available to more and more citizens. At the same time, the President has addressed some of the most deeply held values and concerns of our nation's parents, through advocacy of school uniforms, speaking out on preventing truancy, supporting family friendly businesses, and protecting religious expression. (for students and teachers?)

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Moving into the second term, we find ourselves with a solid base for future progress. Across the country, states and school districts are upgrading teaching and are developing accountability systems based on challenging academic standards (connected to student assessments that measure progress toward those standards). States are also making progress in building innovative school-to-career systems integrating high quality academics with work-based learning. President Clinton was reelected based largely on his unprecedented level of commitment to improving education at all levels and his strong agenda for reform. And, across the country, the public is reaching consensus on some key priorities for improving education, in reading, math, and teacher quality.

Having consolidated this base of achievement and public support, we can move forward aggressively to challenge states and school districts to further intensify their efforts to provide a world-class education. This Administration will improve education by:

Bringing people together around high-quality education and core American values

- **Widening Access to Quality Pre-School Education**

- Continue expanding Head Start to serve all eligible three- and four-year-olds, approximately 2 million students.

- **Helping Students Master World-Class Skills**

- Recruit and train one million volunteers to make it possible for all four million eight year-olds to read independently by the end of third grade.
- Raise academic standards in every school to internationally competitive levels, including the establishment of national standards of excellence in reading and math:
 - All fourth graders reach at least the basic reading level on NAEP.
 - All eighth graders learn algebra and geometry.
- Assist all 50 states to establish accountability systems based on challenging standards and assessments in core subjects
- Foster high-quality teaching, with over one hundred thousand master teachers receiving National Board Certification
- Foster charter schools and other *strategies to expand* models of public school choice, such as magnet schools and schools-within schools:
 - By the year 2000, *enable* ~~assist~~ 25% of families to be able to choose the public school their child attends and spur the creation of 3000 public charter schools.

- **Helping Communities *revitalize and modernize their* ~~Develop 21st Century~~ Schools**

- Make it possible for every child to log on to the Internet by age 12.
- Generate \$20 billion of construction to build new schools or repair old ones, modernizing thousands of learning environments.
- Help all 50 states implement school-to-work systems to increase options for moving from school to careers.

- **Strengthening the Best of Our American Values and Traditions in Education**

- Support greater family and community involvement.
- Make schools safe and drug-free.
- Through promoting effective models, assist an additional thousand schools to remain open in the afternoons and summers.
- Support continued expansion of national service opportunities.

- **Widening Access to Postsecondary Education and Lifelong Learning**

- Make the first two years of college universally accessible.
- Make postsecondary education more affordable for all Americans.
- Make it possible for all Americans to strengthen their skills and improve their earning power throughout their lives.