

DC Schoolscc: Cohen
Martin
SchnurSandy Battle prepared
- Bill

DC PUBLIC SCHOOLS

This provides information on two important upcoming occurrences that could significantly impact reform of the DC public schools. 1) DC public schools will soon get \$45 million for reform or construction, and 2) the district should have 20 new public charter schools, starting 1998-99. A brief discussion of each issue follows.

DC PUBLIC SCHOOLS WILL GET \$45 MILLION FOR SCHOOL REFORM AND FACILITY CONSTRUCTION AND REPAIRS

Next week, the DC Control Board will have available for the DC Public Schools approximately \$45 million from the Sallie Mae privatization, finalized pursuant to the Student Loan Marketing Association Reorganization Act of 1996. This law directed Sallie Mae to pay \$5 million as compensation for the right to continue using the name Sallie Mae and required Sallie Mae to issue to the Control Board stock warrants that equal to 1 percent of the outstanding shares, as of a specified date. The proceeds from the sale of stock warrants total approximately \$40 million.

The law specifies that these funds will be used for the following: a) to finance public elementary and secondary school facility construction and repair within DC, or b) to carry out the DC School Reform Act of 1995. (The DC School Reform Act addresses a variety of issues including the following requirements: developing of a long-term academic reform plan, implementing of content standards in core academic subjects, having district wide assessments aligned with DC's content standards and core curriculum, having family resource centers that link students and families to local resources in child care, adult education health and social services, job training etc., ending social promotions, establishing of promotion gates, and establishing the public charter schools.)

The \$40 million far exceeds the amount anticipated pursuant to this sale. At share prices in March 1997, the stock warrants were valued at roughly \$15 million.

Earlier this year, the privatization of Connie Lee resulted in the DC Control Board receiving on March 4, 1997, \$18,252,080 (less reasonable costs and expenses) to pay solely for construction and renovation of public elementary and secondary schools. These funds were part of the approximately \$50 million used this summer to fund repair and replacement of more than 50 leaky roofs.

DC PUBLIC CHARTER SCHOOLS

THE DISTRICT WILL HAVE 20 NEW PUBLIC CHARTER SCHOOLS, STARTING 1998-99

There is a groundswell of enthusiasm for charters in the District of Columbia-- which if handled appropriately can help with turning the system around. Interest is sparked across the country, since there are applications from as far away as California and there are well-known entities, like Edison. Sizes of the schools proposed, range from a low of 50 students to more than 1,000.

The DC law provides that two chartering boards may approve up to a combined total of 20 new charter schools in one year. The two chartering boards are reviewing information from approximately 40 interested parties. Based on this high interest, the Department expects that the District of Columbia will have 20 new public charter schools, beginning in 1998-99. We also are confident that the process being used by the two chartering boards will result in a higher quality of approved charter schools. Information on the types of schools being proposed or the names of the applicants follow.

1: DC PUBLIC CHARTER SCHOOL BOARD

The 26 applications in the pool filed with the DC Public Charter School Board fall into the following 5 categories, with schools ranging in size from 50 students to more than 1,000:

- a) General education (K- 12)
- b) Career Preparation\ Adult Education
- c) Response to the needs of students placed at risks, (e.g., alternative school for kids involved with the juvenile justice system)
- d) Special Focus Schools (i.e., Arts, Math, Science and Technology)
- e) Community Responses to specific situations: (3 DC public schools are working to convert to with enrollment of 1,600 -- Paul Junior High School (grades 7-9), Ballou High School (grades 9-12), Whittier Elementary School (pre K-6)

2: DC BOARD OF EDUCATION

The following is a list of the names of organizations\ charter schools with applications before the DC Board of Education:

- a) Character First Charter School
- b) Public Charter Internet School
- c) DC College Readiness Academy Charter School
- d) Elsie Whitlow Stokes Community Freedom Public Charter School
- e) For Sisters and For Brothers Community School
- f) Friends of International Education
- g) The IDEA Academy
- h) The Nuturing Village
- i) The Richard Milburn Academy
- j) The Village Learning Center

We are aware that the Family Urban Institute -- (their goal is to open 5-12 charter sites in Fall 1998) is working with the President of Wal-Mart Discount Stores to purchase 50 available DC public school buildings to house charter schools in DC. In addition, former Redskins player, George Starke is working with Ford Motor Co. to open an Auto Tech Charter School. However,

we cannot identify these schools from the information available.

OTHER CHARTER SCHOOL ISSUES

Experience of charter schools in other states has shown that securing adequate facilities and start-up capital is the greatest hurdle faced by new charter schools. The DC law includes several provisions intended to assist in addressing these obstacles. First, charter schools are to be given preference in the lease or disposition of school buildings no longer in use as DC public schools. Second, charters will be granted for a period of 15 years to permit charter schools to secure loans to renovate or purchase school buildings.

The DC Board of Education's past actions - approving and monitoring charter schools -- provided us with little to instill confidence that the Board can effectively undertake its chartering responsibility. The DC Board of Education -- at a recent congressional hearing -- testified that the Board relied on the DC public school system for help during the first charter schools application cycle-- getting help with application screening was hard to obtain, there was no full quality review of applications and the Board encountered problems in securing resources necessary for monitoring. The DC Board of Education asserts this has all changed. They adopted Michigan's charter process last June, they have put in place a process for effective monitoring and they hired a consultant and three new employees.

Of the 5 schools approved by the DC Board of Education in the Summer of 1996, 2 were opened in the Fall 1996 -- the others are still not open. The DC Public Charter Board -- established in Feb. 1997 -- has not yet approved any schools.

Recently, the DC Board of Education set in motion the procedure for revocation of the charter granted to Marcus Garvey in the Summer of 1996, because of an incident that occurred last winter on school property with a reporter and some DC police officers for which the Principal, the office manager and two teachers were convicted of criminal assault, a misdemeanor. They will be sentenced later this month.



De SAP

FAX COVER SHEET

Number of pages 3
(excluding cover sheet)

Date 10/8

TO: SAP DISTRIBUTION LIST

FROM: OMB LEGISLATIVE AFFAIRS
Phone: 395-4790

SUBJECT OF SAP:

H.R. 2607 - District of Columbia
Appropriations Bill, FY 1998



EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

October 8, 1997
(House Rules)

STATEMENT OF ADMINISTRATION POLICY

(THIS STATEMENT HAS BEEN COORDINATED BY OMB WITH THE CONCERNED AGENCIES.)

H.R. 2607 -- DISTRICT OF COLUMBIA APPROPRIATIONS BILL, FY 1998

(Sponsors: Livingston (R), Louisiana; Taylor (R), North Carolina)

This Statement of Administration Policy provides the Administration's views on H.R. 2607, the District of Columbia Appropriations Bill, FY 1998, as reported by the House Appropriations Committee. Your consideration of the Administration's views would be appreciated.

The Administration strongly opposes section 342 of the Committee bill, which would provide for the use of \$7 million in Federal taxpayer funds for private school vouchers. Instead of investing additional resources in public schools, vouchers would allow a few selected students to attend private schools, and would draw attention away from the hard work of reforming public schools that serve the overwhelming majority of D.C. students. Establishing a private school voucher system in the Nation's Capital would set a dangerous precedent for using Federal taxpayer funds for schools that are not accountable to the public. If this language were included in the bill presented to the President, the President's senior advisers would recommend that the President veto the bill.

While the Administration appreciates the support of the Committee in developing a bill that provides sufficient Federal funding to implement the National Capital Revitalization and Self-Government Improvement Act of 1997 (the Revitalization Act), we strongly oppose a number of the provisions of the Committee bill, as described below. Even if the provision concerning school vouchers were to be stricken, the Committee bill would remain unacceptable. Unless the Administration's concerns are satisfactorily resolved, the President's senior advisers would recommend that the President veto the bill.

Pennsylvania Avenue

The Administration strongly opposes section 159 of the bill, which would require that Pennsylvania Avenue in front of the White House be opened on January 1, 1998. On May 20, 1995, the Department of the Treasury implemented the security action to prohibit vehicular traffic on Pennsylvania Avenue between 15th and 17th Streets. A White House Security Review concluded that there was no alternative to prohibiting vehicular traffic on Pennsylvania Avenue that would ensure the protection of the President of the United States, the first family, and those working in or visiting the White House Complex from explosive devices carried in vehicles near the perimeter. The Committee's action would jeopardize the safety of those inside the White House Complex.

Public Assistance Payments

The Administration opposes section 149 of the bill, which would prohibit the District from increasing public assistance payments under the Temporary Assistance for Needy Families Program beyond the level provided under the District of Columbia Public Assistance Act of 1982. This restriction is inconsistent with the broad flexibility provided under Federal welfare reform and could hinder the District's efforts to invest resources in areas necessary to move individuals off welfare and into work.

Davis-Bacon Act

The Administration strongly opposes section 363 of the Committee bill. As drafted, this provision would permit waiver of the application of the Davis-Bacon Act to construction and repair work for the District of Columbia schools. Waiving these protections would deny payment of locally prevailing wages to workers on Federally funded construction sites. The language must be revised to eliminate the waiver of the Davis-Bacon Act.

Abortion

The Administration strongly opposes the abortion language of the Committee bill, which would prohibit the use of both Federal and District funds to pay for abortions except in those cases where the life of the mother is endangered or in situations involving rape or incest. Further, the Department of Justice has advised that the language would be unconstitutional regarding funds provided to the District of Columbia Corrections Trustee, to the extent the language places an undue burden on a woman's right to obtain an abortion. The Administration continues to view the prohibition on the use of local funds as an unwarranted intrusion into the affairs of the District and would support an amendment, if offered, to strike this prohibition.

Micromanagement

The Administration opposes the provisions of the Committee bill, that would further restrict or otherwise condition management of the District Government and expenditure of funds, thereby undercutting the Financial Responsibility and Management Assistance Authority's (the Authority's) oversight role and responsibility for the District's annual budget.

Specifically, the Administration opposes provisions of the bill that would require the District to direct surplus FY 1998 revenues to a taxpayer relief fund and earmark \$200 million in local funds for deficit reduction. These provisions do not reflect the consensus agreement reached by the Authority, the Council, and the Executive Branch on the FY 1998 budget for the District. Moreover, Congress has given to the Authority the responsibility for guiding the District toward long-term financial health, and that role should not be undercut by unnecessary micromanagement.

The Administration also opposes a provision that would amend the District's tort laws and impose a cap on punitive damages at an arbitrary level. The Administration believes that these

limits undermine the very purpose of punitive damages, which is to punish and deter misconduct. Furthermore, the Administration strongly opposes any differentiation between so-called "economic" and "non-economic" damages. "Non-economic" damages are just as real as economic damages, and limiting them imposes a hardship on the most vulnerable members of our society.

In addition, we oppose House language that would restrict the District's authority to improve its financial management systems. The District has been told by Congress, by the General Accounting Office, and by the Administration for some time that it needs to improve its financial management systems. The DC Chief Financial Officer and the Authority have taken steps to implement the necessary improvements. The Congress should not use this appropriations bill to block those efforts.

Treasury Borrowing Authority

The Committee bill includes language that would prohibit the District from borrowing to finance its accumulated general fund deficit. It is not uncommon for cities recovering from severe cash flow problems to finance accumulated deficits through long-term borrowing. The Revitalization Act allows the District to borrow up to \$300 million from Treasury for deficit financing if the District can show that it does not have private market access. The District needs the flexibility to use the Treasury window for long-term borrowing in case the private markets are not accessible.

D.C. Courts and Offender Services Funding

The Administration strongly opposes language in the Committee bill that provides for funding the District of Columbia Courts and Offender Services through the Office of Management and Budget. The Administration urges the Committee to consider passing funding through stand-alone accounts. The Administration's original proposal called for funding to be passed through the State Justice Institute.

Additionally, the Administration would recommend that the House include language that would make available funds collected by the District of Columbia Courts for necessary expenses, including the funding of pension costs.

The Administration is committed to working with the House to produce a bill that will assist the District in its continued efforts toward financial recovery.



UNITED STATES DEPARTMENT OF EDUCATION

THE DEPUTY SECRETARY

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NUMBER OF PAGES TO FOLLOW, INCLUDING COVER SHEET: 3^{1/2}

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MESSAGE:

The DC Package

MEMORANDUM FOR FRANKLIN D. RAINES

FROM: Marshall S. Smith *MS*
Acting Deputy Secretary

DATE: October 30, 1997

SUBJECT: Memorandum to Assist the District of Columbia Public School System (DCPS)

Enclosed is a memorandum with recommendations on how to best assist DCPS. Although this document is in draft form, it contains information we plan to include in a memorandum from the Secretary to the President of the United States. Thank you for your review and comments.

NO. 959 P. 3/35

DRAFT

October 30, 1997

MEMORANDUM FOR FRANKLIN D. RAINES

FROM: Marshall S. Smith
Acting Deputy Secretary

SUBJECT: Supporting Improvements in the District of Columbia Public School System (DCPS)

Purpose and Executive Summary:

This memorandum lays out options for the Administration to assist the District of Columbia Public Schools (DCPS) in academic reform and with the maintenance and modernization needs of the school facilities. It is important to assist General Julius W. Becton and Chief Academic Officer, Dr. Arlene Ackerman, with their academic plan in addition to establishing a responsible strategy for addressing the problems with school facilities. Indeed the credibility and success of Becton and Ackerman's attempt to reform the DC public schools may rest upon our capacity and willingness to support their proposed reforms.

Below are our recommendations:

1. Invest in Reading, Summer School, Failing Schools, and Standards and Assessments
Invest \$10 million/year for 3 years to help jump-start four DCPS critical reforms: professional development and after-school program to improve reading, summer school for students not promoted, comprehensive whole-school reform to address failing schools, and implement challenging standards, assessments, and an accountability system.
2. Charter Schools
Work with the District to establish an aggressive plan to ensure that charter schools are a real and rich alternative public school choice and involve Federal agencies and local colleges and universities in charter schools across the city. Charter schools would be held accountable to at least the same challenging academic standards as all public schools. DCPS and/or other responsible authorities would ensure true access for all students to charter schools, disseminating information widely and setting up a plan to assist in transportation needs.
3. Long-Term Facilities Plan and Immediate DCPS Assistance for Short-Term Problems
Initiate a short-term strategy to help address the boiler, roof, and other immediate problems. Work with the private sector and the District to establish a Commission that would evaluate long-term needs and suggest sustainable solutions in the long term.
4. Establish a Blue Ribbon Commission to Consider Creating a Community College
Create a commission to consider establishing a focused, structured, and comprehensive two year community college in the District of Columbia. One model would be to have Federal agencies assist the academic program in their areas of specialty.

I. Context

During the 1996-97 school year, DCPS enrolled 78,648 students and operated 157 school buildings, including 97 Title I schools. Education outcomes in DCPS are far below the national norms on standardized tests of student achievement. The District is at the bottom of almost every NAEP state assessment and is the lowest in the nation in average SAT scores. In 1995, dropout rates were nearly twice that of high school students nationwide. During 1995-96 both students and teachers in DCPS were subjected to levels of violence that were twice the national average. Nearly two-thirds of the teachers reported that violent student behavior was a serious impediment to teaching. In 1995, almost 4,000 of the criminal arrests in the District (9% of all arrests) were of school-aged youth.

On November 12, 1996, the District of Columbia Financial Responsibility and Management Assistance Authority (Control Board) temporarily shifted most of the powers of the 11-member elected Board of Education (School Board) to a nine-member Emergency Transitional Education Board of Trustees (Trustees). The Trustees assumed immediate responsibility for the operation and management of the school system until June 30, 2000; General Julius W. Becton, Jr., who serves as one of the Trustees, was appointed CEO-Superintendent for a three-year term. The School Board continues to serve but with few responsibilities.

Although there were and are bright spots in the District's schools, General Becton inherited a dysfunctional organization. The management systems were broken, there were few mechanisms for quality control both in the business and academic components of the organization and, at the bottom line, the students were very badly served.

Yet, even as the District has been racked with seemingly insoluble troubles over issues of school maintenance and construction the General has made inroads in a variety of areas. Among other accomplishments, he has made hard decisions to eliminate 11 schools, taken many steps to improve efficiency and accountability within the administration of the system, injected new talent, and addressed safety in the schools. On the academic side he adopted academic content standards, brought in the Stanford 9 as the test of choice, developed a close working relationship with the New Standards project, established a training program for principals, and put firmly into place research-based comprehensive whole-school improvement efforts at 14 low-performing schools. In addition, with the help of Department of Education staff, he initiated action in several areas to improve the quality of federal program operations and to clear up actual or potential audit problems, and commissioned his own wide-scale financial audit across the system.

Six weeks ago General Becton brought Dr. Arlene Ackerman on board as his Chief Academic Officer and second-in-command. Dr. Ackerman came highly recommended and has moved quickly to develop and publicly announce an academic plan based on challenging standards with a strong one-year performance strategy (see Appendix A). The one-year strategy includes a focus on reading, the improvement of failing schools, and the imposition of high-stakes accountability standards for students, teachers, and principals.

While the details are not yet fully worked out, we believe that the plan is a giant step in the right direction

and should be supported. Indeed the credibility of Becton and Ackerman's attempt to reform the DCPS may rest upon our capacity and ability support their proposed reforms.

II. Possible Investments in the DCPS Academic Reforms

The recently announced academic plan for DCPS provides a structure for new, focused investments beyond those in the existing DC budget. Although in the long run the plan should be able to operate within the core budget of the District, in the first years we expect marginal, targeted resources will be necessary to ensure that the effort has substantial quality. Four particular areas within Dr. Ackerman's academic plan hold promise to directly improve academic quality in the District. Each activity meets three criteria: offer a strong promise of positive effects on academic achievement; address an immediate, substantial problem; and would enable the Administration to support the basic goals of the District's academic plan.

We can significantly support four DCPS activities directly. Appendix B considers these activities in some detail. These activities are:

A. Improve reading for K-3 students. The District plans to announce an aggressive broad-based campaign called "It Takes a Village", to dramatically improve reading instruction and reading achievement for all 24,000 students in K-3. The campaign will include a massive community-wide effort, including after-school tutoring, outreach to parents, intensive professional development for almost all primary school teachers in the District, and an early identification, intervention, and prevention program for low performing students.

B. Summer academic programs for students who do not meet the basic standards in the grades where, according to the academic plan, such students will be retained in grade. Three grades are identified in the plan with as many as 40% or roughly 7,500 students potentially likely to be held back. The program should demonstrate that it is different from the regular academic year program. These programs should be challenging, enriching, and engaging. In addition, DCPS should develop an innovative instructional year for students who are retained in grade for not reaching academic standards. At the second grade, students below a "basic" level on the Stanford 9 will be retained, at the third grade students below a "basic" level in reading and mathematics will be retained, and at the eighth grade a comprehensive assessment will determine who will be retained.

C. An effort to turn around up to 50 failing schools by using research-based, whole school programs. The District will be working with organizations such as New American Schools, and has reached out to the Department's Education Laboratories and other organizations. Twenty-three schools have already been named and efforts at improvement have started in these schools. More schools will be identified in November. After-school tutorials and Saturday Academics will be part of the effort.

D. Sustained implementation of the District's new standards, assessments, and accountability system. The District strategy will emphasize system-wide professional development and school-based efforts to ensure that common challenging standards are being implemented in every school. The District

has been working with the New Standards Project to plan and implement these reforms.

Recommendation 1:

We recommend that the Administration support a targeted \$10 million/year effort for three years to support four DCPS activities focused on improving reading, providing support for students required to attend summer school, turning around failing schools, and implementing challenging standards, assessments and an accountability system. A support strategy would have two components.

1. Allocate \$10 million/year for three years in extra funds through DC appropriations or other means to help accelerate the DC reform efforts. These funds could be used in the immediate future. The specific details of the use of the funds should be worked out with Dr. Ackerman. Ten million dollars per year for the next three years would support, for example, an intensive and sustained professional development effort in teaching reading for all 1,500 K-3 teachers (\$6 million), summer enrichment programs for 5,000 students (\$12 million), and three years of funds to support reform of 50 failing schools (\$12 million). The Administration has already suggested that the \$7 million in the Republican proposal for vouchers in FY98 be used to support comprehensive whole school reform for failing schools and for after-school programs for students.
2. Simultaneously the Department of Education would work closely with DCPS to ensure that they efficiently use their existing Federal program funds to help them accomplish their goals. These programs include Title I basic grants and whole school reform provisions, the new Title I comprehensive school reform funds, Title II professional development funds, Title VI block grant funds, Goals 2000, and technology funds. These funds may be partially diverted to directly support the reform efforts. Work with NSF to see if a five-year \$13.5 million grant for the reform of teaching of math and science could be restored. We would also work to ensure that DCPS knows how to make effective use of the their opportunity to use waivers.

E. Improving the effectiveness of Charter Schools.

Charter schools are not included in the current DCPS plan, at least partially, because the initiation and oversight of DC charter schools are not within General Becton's authority. Appendix C addresses this issue. At present, the DC School Board and a Commission reporting to the Mayor each have the authority to charter 10 new schools each year. Two charter schools currently are operating and four charter schools have been approved, all chartered by the School Board. We expect that there will be 15- 20 new charter schools starting up in Fall 1998 and hope that many of them will be first rate.

DCPS does not have a systematic way to get information to parents about the charter schools that do and will exist throughout the city. Without such information many parents have no means of making informed choices. Moreover, the issue of transporting students from one part of the city to another has not yet been addressed system wide.

In addition, there is no common oversight authority to ensure public accountability and fairness in admissions. Public charter schools should be held to, at least, as challenging standards as students in other public schools. Because the interim CEO and the Trustees have no direct responsibility for charter

schools, they have not taken steps to ensure these minimum procedures. Finally, as far as we know neither the local colleges and universities nor any Federal agencies are sponsoring the new charter schools. This is a great opportunity being missed. These issues all require addressing before charter schools can make the kind of positive impact that we hope they do.

Recommendation 2: We propose that we initiate an aggressive effort to make public choice real in the district by generating an assertive strategy to create charter schools as a rich alternative. This would involve three steps that the Department could work on together with the White House. There is no necessary immediate budget implication of these steps.

1. Propose altering the DC public charter law to establish a single oversight authority to insure that public charter schools are accountable to the public, that admissions are fair, and that charter schools prepare their students to meet at least as challenging standards as other public schools in the District. The School Board and the Mayor's Board would continue chartering schools. In order for a new oversight authority to operate effectively, it must either work closely with the Superintendent and the Trustees or be the Superintendent and Trustees.
2. Work with DCPS and/or other authorities to help establish mechanisms to insure that good information is available and disseminated to all parents and students about choices among public charter schools, such as making flyers available in all public libraries and in community centers. Figure out how to provide transportation to needy students so that they can take advantage of their opportunities. This effort might take some seed money.
3. Initiate an aggressive effort to involve more local DC institutions including Federal agencies such as DOT, the Dept. of the Army, the Smithsonian, the Library of Congress etc. and local colleges and universities in sponsoring public charter schools in the District.

III. Additional Strategies for Improving the DC Public Schools

There are a large number of other issues that the Federal government might address to help the DC public schools and students. I have not included proposals that should naturally flow from other agencies such as non-school based child care (HHS) or strategies for reducing youth violence such as those followed by Boston (DOJ). The following two areas are not as directly aligned with the District's academic plan as the previous proposals. Each of the areas could require long-term investments. They are:

A. School maintenance and modernization needs.

The immediate roofing and boiler problems interfere with the education of many District students, and there may be other short-term problems on the horizon that the District will need assistance to address successfully.

For the long-term planning, two independent reports estimate the construction needs for DCPS. They differ in their estimates by a very large amount (800 million vs. 2 billion over 10 years). Many believe that even the lower estimate is high because of the assumptions used in the analysis. In short, DCPS

needs an objective and legitimate analysis of the future needs and a strategy for dealing with them. See Appendix D for more details.

Recommendation 3: We recommend that we take two immediate steps to address the DCPS facilities crisis.

1. Consider an immediate strategy to use federal resources to help meet the roofing and boiler crisis in the schools so that students can return to their schools. A combination of GSA, Armed Services, and FEMA may be needed to address these problems effectively.
2. Create a blue ribbon committee to develop within the next six months a long-term proposal to address facilities construction, maintenance and modernization needs, and consider ways of meeting the financial burden of bringing the district's building needs to a point where the backlog is eliminated. This proposal could be modeled after the successful planning effort made a few years ago in New York City that brought together a high powered commission that represented the financial and construction communities and residential interests to consider the long term needs and propose a financing strategy. The New York City Commission completed its work without any public funding. The resource implications are modest.

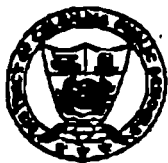
B. DC Community College: Although UDC provides some 2-year degrees, DC residents do not have access to the comprehensive, publicly supported one and two-year academic and vocational post-secondary credentials that most large cities provide for their residents. This penalizes both their opportunities for obtaining good jobs and the District's opportunity to attract industry and businesses to locate in it.

Recommendation 4: We recommend establishing a blue ribbon commission to consider whether and how to establish a new community college in the District. Have the commission consider whether to have the college federally sponsored and supported by the various departments and agencies and how to coordinate its programs with the local and regional industry needs. The commission would also consider the alternative of opening admissions to DC residents of nearby Maryland and Virginia community colleges perhaps by having them establish branch campuses.

The community college could be unique in the training it could provide because of the resources of the Federal government. It could be an extraordinary opportunity for President Clinton to propose a 2-year college of exemplary quality. For example, there could be a Aviation degree, taught and sponsored by the Federal Aviation Agency or a School of Nursing run by Walter Reed Hospital, or a professional degree in child-care run by HHS. The opportunities for a school of this kind is tremendous. The initial resource implications are modest.

List of Appendixes

- A. DCPS One Year Academic Plan and Standards
- B. Details on the DCPS Academic Reforms
- C. Details on a Charter School Plan
- D. Details on a Maintenance and Contruction Initiative

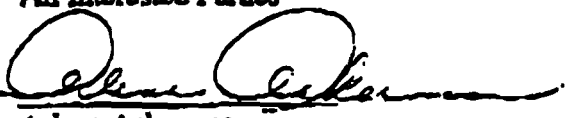


**DISTRICT OF COLUMBIA
PUBLIC SCHOOLS**

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Washington, DC 20004
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MEMORANDUM

TO: All Interested Parties

FROM: 
Arlene Ackerman
Chief Academic Officer

DATE: October 20, 1997

RE: DCPS Academic Plan, Year One (1997-98)—FINAL

I am happy to present to all interested parties the final version of the DCPS Academic Plan for 1997-98. This Academic Plan represents the starting point for DCPS and will allow us to review our progress toward making DCPS an exemplary school district. Although the Plan is final, academic planning is always a work in progress. We will provide regular status updates to the DCPS community and make revisions to the Plan as necessary. The input we received from public hearings have demonstrated to us that such periodic reviews and revisions will be necessary to ensure success.

I thank all of you for your input and continued support. Together, we will help DCPS achieve its academic goals.

attachment

AA:dj

1 ☐ **1997-98 - A Focus on Student Achievement**

2 ☐ **The Vision:**

To make Washington D.C. school system exemplary by the year 2000

3 ☐ **The Mission**

To make dramatic improvement in the achievement of all students today in preparation for their world tomorrow.

4 ☐ **Core Beliefs**

- **Children First**
- **Parents Are Our Partners**
- **Victory is in the Classroom**
- **Leadership and Accountability are the Keys to Our Success**
- **It Takes a Village to Raise a Child**

5 ☐ **The Focus**

- **Implement the Education Plan = Year I**
- **Set Clear Performance Standards and Outcomes**
 - Performance standards for students, teachers and principals
 - Content standards for students
 - New Promotion requirements
- **Build an Infrastructure for Support of Schools**
 - Organizational and fiscal realignment of resources
 - Systemwide accountability
 - Frequent monitoring of student progress
- **Implement Professional Development**
 - Teachers, principals and instructional support
- **Public Engagement**
 - Community forums, standards, promotion requirement, parent

and student surveys, annual school report cards

6 ☐ **First 90 Days - Priorities**

- Implement Fall Testing for Grades 1-11
- Identify District Performance Targets
- Implement a Community-wide Focus on Reading
- Implement New Principal Evaluation Process
- Develop Process for Annual School Review
- Recommend New Promotion Requirements
- Offer First of Four Professional Development Institutes for Instructional Staff
- Identify New Targeted Assistance Schools and Develop Support System/Redesign Process

7 ☐ **Fall Testing**

- Students Tested on Grade Level
- Diagnostic Results Foundation for Instructional Planning
- Re-test in Spring to Determine Gains

8 ☐ **Expected Performance Targets for Schools**

- SAT-9
 - Improvement for all schools
 - 10% Growth Gains in Combined Scores of Reading and Math for Targeted Assistance Schools
- Attendance
 - Elementary - 85%
 - Middle School - 92%
 - High School - 90%

9 ☐ **Benchmark Skills - Grades 3,5,8,11**

- Reading, Writing and Math

10 ☐ **Principal Evaluation**

- Part I: Six Performance Criteria
 - Academic Achievement - 50%
 - School Climate - 10%
 - Parental and Community Involvement - 10%
 - Human Resource Management - 10%
 - Fiscal Resource Management - 10%

- Leadership - 10%
- Part II: Site Visits
- Achievement Plans from All Principals

11 ☐ **Annual Performance Review for Schools**

- Performance Criteria - Year I
 - Academic Achievement
 - Test Scores
 - Writing Sample - Pilot in Year
 - Attendance
 - Dropout Rates (Secondary only)
 - School Climate (As measured by student, staff and parent surveys)
 - School Leadership (As measured by staff and parent surveys)
 - Market Share

12 ☐ **Annual Performance Review: Process and Timeline**

- School Self-Study Teams (June and July)
- District Review Teams (July and August)
- Hearing Review Panel (August and September)
- Schools of Focus Identified (September)
- Exemplary Programs and Practices (September)

13 ☐ **Recommended Promotion Requirements & Safety Net Activities**

- Promotion Requirements
 - Non-promotion of all second graders reading below basic
 - Non-promotion of third graders performing below basic in both reading and math, as well as, input from a school intervention team
 - Comprehensive assessment to determine eighth grade promotion to include reading and math scores, grade point average, attendance and other input from a School Intervention Team
 - Tenth graders performing below basic in reading and math must pass Reading and Math Proficiency Tests before graduation
 - 2.0 cumulative grade point average to graduate (Class of 2002)

14 ☐ **Student Safety Net Activities**

- Year I
 - Mandatory summer school for all students performing below

basic in reading and math

- Quarterly reports on student progress to include school activities to remediate
- Parent notification each quarter for students in danger of non-promotion (Initial notification in November)
- After-school tutorials and/or Saturday Academies in all Targeted Assistance Schools
- Whole school redesign programs in all Targeted Assistance Schools

- Year II

- Year-round schools (strategically located geographically)

15 Professional Development for Staff

- Principal Leadership Institute

- Providing Clear, Positive Direction
- Instructional Leadership
- Accountability and School Management
- Selection and Development of Staff
- Building Positive Relationships (Internal and External)

- Institutes for Instructional Staff (Four)

- Themes
 - Standards, Assessment and Content
 - Instructional Best Practices and Classroom Management
 - Instructional Leadership

- Standards Specialists in Each School

- Provide standards information to building staff and feedback to CAO staff about standards implementation in schools

16 Targeted Assistance Schools

- Process and new schools to be announced in early November 1997
- Intensive intervention strategies and activities under development to be announced early November, 1997

17 It Takes A Village.....

- Reading Campaign - A community-wide effort to ensure that all students are reading by the end of third grade
- Announcement October 28th

18 Vision: To make Washington D.C. school system exemplary by the year

2000.

19 ☐ **The Mission:**

**To make dramatic improvement in
the achievement of all students
today in preparation for their
world tomorrow.**

20 ☐ **Question and Answer Period**

**District of Columbia Public Schools
Year One Academic Plan—FINAL
1997-98**

			Implementation Period												
			1997						1998						
ID	CRITICAL IMPLEMENTATION STEP	Responsible Office	Jn	Jl	A	S	O	N	D	J	F	M	A	M	Jn
GOAL I: IMPROVE STUDENT ACHIEVEMENT															
Standards															
1	Define the elements of a quality educational program for all students and align resources.	CAO / Designee													
2	Implement content standards and New Standards benchmarks.	CAO / Designee													
3	Develop and implement district and school strategies to improve reading proficiency.	CAO / Designee													
4	Develop and implement district and school strategies to improve math proficiency.	CAO / Designee													
5	Develop comprehensive exit criteria for grades 3, 5, 8, and 11; phase-in implementation.	CAO / Designee													
6	Implement a school and community focus on reading and early literacy.	CAO / Designee													
7	Ensure that all schools develop school improvement plans aligned with district and school performance targets.	CAO / Designee													
8	Develop and implement phase-in approach for new graduation requirements.	CAO / Designee													
9	Implement safety, security strategies, programs, and resources to improve school safety.	CAO / Designee													
10	Review and develop current alternative programs and implement the new DC Academy.	CAO / Designee													
11	Develop a strategic plan to integrate vocational and School-to-Work programs.	CAO / Designee													

**District of Columbia Public Schools
Year One Academic Plan—FINAL
1997-98**

			Implementation Period												
			1997							1998					
ID	CRITICAL IMPLEMENTATION STEP	Responsible Office	Jn	Jl	A	S	O	N	D	J	F	M	A	M	Jn
12	Appoint a Task Force to develop and recommend strategies for high school reform.	CAO / Designee													
13	Review and recommend new high school graduation standards.	CAO / Designee													
Accountability															
1	Develop and implement appropriate district and school assessments to monitor student achievement.	CAO / Designee													
2	Develop and implement data-driven accountability systems including performance measures for schools and central office.	CAO / Designee													
3	Establish a cross-functional program placement team to determine all programmatic and facility needs.	CAO / Designee													
4	Implement an annual school report to be disseminated to all parents (which is inclusive of parent, staff, and student survey results).	CAO / Designee													
6	Develop and implement a public engagement strategy that focuses on student achievement, standards, and accountability.	CAO / Designee													
Professional Development															
1	Provide focused professional development for teachers and principals in the following areas: content, New Standards, assessment, best instructional practices, and leadership.	CAO / Designee													
2	Develop a parent advocacy program that provides multiple opportunities for parental engagement.	CAO / Designee													
Special Populations															
1	Review and implement appropriate service delivery and staffing models linked to a new Special Education strategic plan.	CAO / Designee													

**District of Columbia Public Schools
Year One Academic Plan—FINAL
1997-98**

ID	CRITICAL IMPLEMENTATION STEP	Responsible Office	Implementation Period											
			1997						1998					
			Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May
2	Review and recommend for implementation an appropriate service delivery and staffing model linked to a new Gifted and Talented Education strategic plan.	CAO / Designee												
3	Prioritize and implement first year recommendations of diversity task force.	CAO / Designee												
GOAL II: ENSURE QUALITY SCHOOL STAFF														
Standards														
1	Revise personnel recruitment efforts to attract qualified principals, teachers, and other school staff.	CAO / CHR												
2	Establish rigorous standards for hiring all principals, teachers, and schools staff.	CAO / CHR												
3	Ensure that all teachers are certified in their area of instruction.	CAO / CHR												
4	Revise and strengthen alternative certification process for qualified individuals lacking traditional teaching credentials	CAO / CHR												
5	Improve qualifications, training and pay of substitute teachers	CAO / CHR												
6	Establish policies to increase the retention rate of principals, teachers, and school based staff in DCPS.	CAO / CHR												
Accountability														
1	Implement one year appointments for principals.	CEO / CAO / CHR												

**District of Columbia Public Schools
Year One Academic Plan—FINAL
1997-98**

			Implementation Period												
			1997						1998						
ID	CRITICAL IMPLEMENTATION STEP	Responsible Office	Jn	Jl	A	S	O	N	D	J	F	M	A	M	Jn
Professional Development															
1	Provide content-based training sessions for substitute teachers.	CAO / CHR													
2	Train all principals in skills needed for instructional leadership in standards-based system.	CAO / CHR													

GOAL III: INCREASE ACCOUNTABILITY THROUGHOUT THE SCHOOL SYSTEM

Accountability															
1	Re-establish a department of Educational Accountability, Research and Evaluation with the necessary information management system to provide data to schools, the District and community for a variety of purposes.	CAO / Designee													
2	Develop performance measures for schools, teachers, principals, and school staff.	CAO / Designee													
3	Develop annual school report cards based on performance criteria, which includes student discipline and attendance criteria.	CAO / Designee													
4	Develop an annual review process for all schools based on comprehensive data-driven criteria.	CAO / Designee													
5	Develop and implement a clearly defined process for supporting targeted-assisted schools with deadlines for final outcomes.	CAO / Designee													
6	Develop and implement a clearly defined process for identifying, rewarding, and replicating exemplary schools, programs and practices.	CAO / Designee													
7	Develop the necessary support systems and safety net programs for all students in danger of not meeting exit criteria.	CAO / Designee													

**District of Columbia Public Schools
Year One Academic Plan—FINAL
1997-98**

			Implementation Period												
			1997						1998						
ID	CRITICAL IMPLEMENTATION STEP	Responsible Office	Jn	Jul	A	S	O	N	D	J	F	M	A	M	Jn
GOAL IV: PROMOTE SCHOOL RESTRUCTURING, DECENTRALIZATION, and PARENTAL CHOICE															
Restructuring and Decentralization															
1	Ensure that all schools have instructional leadership teams/councils that engage staff in participatory management of schools.	CAO / Designee													
2	Monitor the implementation and active participation of LSRTs in all schools.	CAO / Designee													
3	Expand research based, school-wide program adoption in schools.	CAO / Designee													
4	Develop and implement a new central organizational atructure which is streamlined and designed to provide maximum customer service to schools.	CAO / Designee													
Parental Choice															
1	Evaluate, implement and develop a process for identifying SWS, Enterprise and Charter Schools.	CAO / Designee													
2	Review the process and procedure for out-of-boundary choice and consider recommendations to ensure choice equity among parents.	CAO / Designee													
3	Encourage charter schools with diverse education programs and missions that leverage change within the school system. Provide administrative stewardship for growth of charter schools.	CAO / Designee													

DRAFT

Writing Standards*

End of grade 3	End of grade 5	End of grade 8	End of grade 11
Each student: • writes an effective - personal letter - brief report - story or personal narrative • proofreads for capitals, ending punctuation, and spelling • writes for peer audience • uses technology for some publication • evaluates own writing against specific criteria	Each student: • writes an effective - procedure or set of instructions - business letter - research report - detailed narrative - persuasive essay • proofreads for capitals, commas, ending punctuation, spelling, and paragraphing • writes for peer and adult audiences • uses technology for some publication • evaluates own writing against specific criteria	Each student: • writes an effective - procedure or set of instructions - business letter - research report - detailed narrative - persuasive essay - reflective or evaluative article • applies these forms to real life situations • designs and presents a project which integrates all the language arts and technology • evaluates own writing against specific criteria	Each student: • writes an effective - explanation of a procedure in the student's area of expertise - letter of application and resumé - research report - reflective essay - evaluative essay • designs and presents a real life project which integrates language arts, other curricular areas, and technology • evaluates own writing against specific criteria

* Helping students reach the standards is the shared responsibility of teachers at all levels.

DRAFT

Reading Standards*

End of grade 3	End of grade 5	End of grade 8	End of grade 11
Each student: - reads both fiction and non-fiction at Reader Stage F with accuracy and comprehension - identifies main idea in non-fiction - retells in correct sequence using story elements - predicts and infers with supporting evidence - differentiates between reality and fantasy - locates simple facts using a variety of references - connects text and personal experience - sets goals and evaluates own reading progress	Each student: - reads both fiction and non-fiction at Reader Stage H with accuracy, fluency, and comprehension - recognizes and understands literary devices including simile, exaggeration, and personification - identifies main idea and supporting details in non-fiction - summarizes - interprets and compares text - evaluates author's purpose - differentiates between fact and opinion - reads at least three literary genres and multiple topics of non-fiction - reads and uses directions - identifies, locates, and uses reference sources - applies information from a variety of text - reads and responds to understand different points of view, various cultures, and major themes and issues - sets goals and evaluates own reading progress	Each student: - reads both fiction and non-fiction at Reader Stage K with accuracy, fluency, and comprehension - recognizes and understands literary devices including metaphor, analogy, and irony - summarizes - reorganizes information - compares within and between texts - draws conclusions based on text - evaluates text for fact and opinion, accuracy, and relevancy - generalizes beyond text - selects and reads several sources on one topic - reads at least five literary genres including contemporary and traditional works - reads and responds to understand different points of view, various cultures, and major themes and issues - sets goals and evaluates own reading progress	Each student: - reads both fiction and non-fiction at an adult level with accuracy, fluency, and comprehension - understands how literary devices affect meaning - evaluates text for author's purpose, validity, and effectiveness - reads and responds to a variety of texts to understand different points of view, various cultures, and major themes and issues - explores a theme or concept of personal interest across content areas - self-directs reading to prepare for the future

* Helping students reach the standards is the shared responsibility of teachers at all levels.

Standards for Number and Numeration

K-2	3-5	6-8	9-12
The learner: • demonstrates an understanding of the meaning of numbers and the ways that they are used. • represents numbers with pictures and manipulatives. • relates counting, grouping, and place value concepts each to the other. • estimates the number of objects in a set and represents that number symbolically. • models, explains, and demonstrates whole number operations. • uses estimation to determine when numerical results are reasonable.	The learner: • demonstrates an understanding of the meaning of numbers and the ways that they are used. • recognizes and represents whole numbers, fractions, and decimals with manipulatives, pictures, and symbols. • demonstrates an understanding of place value in whole numbers and decimals. • investigates and describes the relationship among whole numbers, fractions, and decimals. • models, explains, and demonstrates basic operations and properties. • uses a variety of methods for estimating to solve problems and check the reasonableness of results. • selects and uses appropriate computational methods (i.e., paper-pencil, mental, calculators, and computers).	The learner: • demonstrates an understanding of the meaning of numbers and the ways that they are used. • represents and uses equivalent forms of rational numbers as appropriate. • demonstrates an understanding of ratio, proportion, percent and their applications. • investigates and demonstrates an understanding of number theory concepts. • uses rules of order for operations to simplify expressions. • estimates and computes with rational numbers. • selects and uses appropriate computational methods (i.e., paper-pencil, mental, calculators, and computers). • uses integers to demonstrate an understanding of properties and operations of the rational number system.	The learner: • demonstrates an understanding of the meaning of numbers and the ways that they are used. • demonstrates understanding of operations and their applications in solving problems. • recognizes and uses properties of number systems. • investigates and demonstrates an understanding of number theory concepts. • selects and uses the most efficient computational method (i.e., pencil-paper, mental, calculator, computer). • knows when estimation is an appropriate response in terms of the task at hand. • determines the appropriate degree of accuracy and completes the associated computation.

District of Columbia's Charter School Initiative

I. Description of Initiative and Problems Being Addressed

A. The Initiative

The Department proposes to initiate an aggressive effort to make public school choice a tangible opportunity in the District of Columbia (DC) by ensuring that public charter schools are an easily accessible and high performance alternative for all students. To maximize the impact of these new schools and to make sure that this effort is effective in offering a real choice to parents and students throughout DC will require a focused Initiative in the early years of the DC charter schools' operation. This Initiative would build on the initial efforts in DC to establish charter schools, and would involve three steps that the Department would work on together with the White House, the Office of Management and Budget (OMB) and DC officials. The steps have little or no necessary immediate budget implications. The steps are as follows:

1. Develop a legislative proposal to amend the DC public charter schools law (the DC School Reform Act) to establish a clear, single authority to ensure that the review of charter school petitions are fair and effective; that public charter schools are fully accountable to the public; that admissions are open and fair; that charter schools prepare their students to meet at least as challenging academic standards as those established for other DC public schools; and that the review, revocation, and renewal of charter is reasonable. In order for such an authority to operate effectively it must either work closely with the Chief Executive Officer and the Control Board or be vested initially in the Chief Executive Officer and the Control Board. The legislation would clarify who has oversight authority over charter schools, and create a clear authority that oversees and coordinates the chartering authorities, and further clarify the existing oversight authority of the chartering authorities, and other DC entities.

2. Work with the DC Public Schools (DCPS) and other authorities to establish mechanisms to ensure that complete information is available to all parents and students about choices of public charter schools and to help determine how to provide transportation to students so that they can take full advantage of their charter school opportunities. This effort to arrange for transportation might take some seed money.

3. Initiate an aggressive effort to involve more local DC institutions including Federal agencies such as the Department of Transportation, the Department of Defense, the Smithsonian Institution, and the Library of Congress and local colleges and universities in sponsoring or supporting public charter schools in the District. While some local institutions have become involved in establishing charter schools, substantially more involvement would enhance the charter schools.

B. The Problems That Would Be Addressed

The three step Initiative on the DC charter schools is designed to improve the

effectiveness, accountability and accessibility of the charter schools. At present, the DC School Board (DC School Board) and a Public Charter School Board (PCS Board) responsible to the Mayor each have authority to charter 10 new schools each year. Two charter schools currently are operating, each chartered by the DC School Board. There is likely to be 15 to 20 new charter schools starting up by the Fall of 1998. Currently, no single official or body appears to have clear oversight authority over the charter schools to ensure that they are being implemented in accordance with their charter and are effective in having their students meet challenging standards. While the DCPS' application approved for the Department's Public Charter School program funds provides for oversight by an Office of Educational Accountability, authority for some monitoring and oversight is also split between the two chartering authorities. There appears to be some lack of clarity on who has oversight authority, and what authority they have, which may be causing the existing authorities to be exercising oversight authority less vigorously.

There should be clear oversight authority to insure public accountability and fairness in admissions. Students attending public charter schools should be held to at least as challenging standards as students in other DC public schools. Because the interim Chief Executive Officer and the Control Board appear to have limited responsibility for charter schools, they have not taken steps to insure these minimum procedures. There also appears to be limited information provided about charter schools to parents and students, and no transportation for students who are considering charter schools in areas not near their homes. These shortcomings make it difficult for parents and students to make effective school choices. To maximize the impact of these new schools and to be effective in offering real choice to parents and students throughout the district will require a focused effort in the early years of the schools' operation to ensure effective operation. Finally, few of the local colleges and universities or federal agencies are involved in any of the plans for a new charter school. These issues all require addressing before charter schools can make a substantial positive impact.

C. Background Information. Below is general background on the issues discussed concerning improving the operation of the District of Columbia's charter schools:

1. Accountability and Oversight

- Under District of Columbia School Reform Act of 1995 (the D.C. Reform Act), two existing entities are authorized to issue charters for the establishment of public charter schools: (1) the DC School Board; and (2) the PCS Board. The D.C. Reform Act also authorizes the D.C. Council to designate a third "eligible chartering entity." The seven-member PCS Board was appointed by Mayor Barry in accordance with section 2214(b) of the D.C. Reform Act. The DC School Board is an elected body.

- The DC School Board and the PCS Board, as eligible chartering authorities under the D.C. Reform Act, are responsible for "monitoring the operations" of each public charter school to which each entity grants a charter, and for ensuring that such charter school complies with

applicable laws as well as the provisions of its charter. The D.C. Reform Act also requires the eligible chartering authority to monitor the progress of each school to which it issues a charter in meeting the student academic achievement expectations specified in the charter granted to the school. The chartering authorities can revoke charters and have wide latitude in determining the academic standards that students at public charter schools are required to meet. These chartering bodies, however, have few resources for such efforts. Additionally, for a "State" charter school program, such as D.C.'s program to receive funds under the Department's Public Charter School Program under Title X of the Elementary and Secondary Education Act, it must describe in its application "how the program will enable all students to meet challenging State student performance standards...."

- Although the DC School Board and the PCS Board are required to submit annual reports to various city and Federal entities; including the Mayor, the Secretary, and Congress; the D.C. Reform Act does not identify any one entity as having oversight responsibility over the eligible chartering authorities. To the contrary, the D.C. Reform Act specifically prohibits any governmental entity, elected official, or D.C. employee from intervening in a chartering authority's decision to approve or deny a petition to establish a public charter school. It is unclear whether under current law, a single DC official or board has oversight authority over public charter schools in D.C. The District of Columbia Financial Responsibility and Management Assistance Authority (unofficially referred to as the Control Board) has been granted broad authority under the D.C. Financial Responsibility and Management Assistance Act of 1995 (the D.C. Financial Assistance Act), to take whatever action it deems appropriate to carry out the purposes of the D.C. Financial Assistance Act. Legislation would be helpful to clarify not only the Chief Executive Officer's authority, or lack thereof, over public charter schools, but also, whether the proper administration of D.C.'s public charter schools program falls within the scope of the Control Board's authority.

2. Federal Agency Involvement in DC Charter Schools

- The D.C. Reform Act "encourages" several Federal agencies, including the Library of Congress, the Department of Defense, the National Science Foundation, the Smithsonian Institution, and the United States Department of Education, to explore the feasibility of establishing one or more public charter schools. The Department of Education's authority to sponsor a public charter school is limited by the Department of Education Organization Act. There are currently only very limited efforts underway to involve Federal agencies and local colleges and universities in assisting or sponsoring D.C. charter schools.

3. Public Information on D.C. Charter Schools

- We are unaware of any coordinated effort to disseminate information about public charter schools in D.C. or to ensure that public charter schools are a realistic and practical choice for all students. Although the D.C. Reform Act requires a petition to establish a public charter school to include a description of how parents have been involved in the design and will continue

to be involved in the implementation and operations of the proposed school, it does not require any affirmative action to inform the community of the proposal to establish a public charter school or the existence of the public charter school after it has been established.

4. Transportation for Students

- The D.C. Reform Act does not require public charter school operators to make any provisions for transporting certain classes of students (e.g., very young , low-income, or elementary school students) to and from a charter school. While we are aware that there are discount programs available for D.C. public school students using public transportation, this will not help younger students whose parents may wish them to attend charter schools that are not close to their homes.

II. How the Initiative Will Be Managed

The Initiative will be largely accomplished through legislation and technical assistance. The Department will work in cooperation with OMB, the White House, and DC officials in designing legislative amendments that are needed and in arranging for technical assistance.

III. Expected Costs

The only part of the Initiative that could involve a substantial amount of costs is the transportation. This may involve some start up costs and depending on the solution, may involve a continuing cost to DCPS. The establishment of a single oversight authority may also involve some salaries and expenses, or could be assigned to volunteers or an existing group or individual. Additionally, the dissemination of information on charter schools to the public may also involve some expenses.

IV. Measuring Results

Through this Initiative we are hoping to maximize the positive impact and effectiveness of these new schools. As a result, charter schools in DC must offer a real choice to parents and students throughout the district, must provide an opportunity for all students to attend the charter schools, must be fair in admissions and accountable to the public, and students must achieve to high standards. The Department will develop an evaluation plan to measure the success of the Initiative.

Construction Initiative in Washington, D.C.

Why a D.C. construction initiative?

The D.C. Public Schools (DCPS) have seriously deteriorated over the past few decades:

- A June 1996 GAO study found that 91 percent of D.C. public schools had at least one inadequate building feature, such as its roof, frame, plumbing, or electrical power.
- Parents United, an education advocacy group, filed suit in 1992 to force D.C. schools to comply with fire codes.
- Judge Kaye Christian ruled in the summer of 1997 that students and staff could not occupy 49 schools while roofs are replaced.
- In response to the Judge's order prohibiting access to buildings where roof work was being done, General Becton decided delayed the opening of all 146 schools for 3 weeks.
- Other persistent problems include lead paint, lack of air conditioners, windows that are nailed shut, sprouting mold spores in water-damaged kitchens, missing or broken fire extinguishers, improperly stored chemicals, and malfunctioning boilers.

The primary cause of these problems is that D.C. failed to fund the maintenance of its buildings for a period of 25 years:

- Since estimates of per-pupil expenditures for DCPS are relatively high -- ranging from \$7,230 to \$10,180 over the last five years -- a lack of education funds in total cannot explain the serious deterioration of facilities.
- DCPS has consistently under-budgeted for school maintenance and failed to maintain a quality maintenance staff. A likely contributing factor is the lack of quality DCPS staff in finance and contracting, as evidenced by overpayments to contractors and an inability to meet critical deadlines.

Addressing these problems will be expensive, but it is unclear just how much money is needed to rectify them. Existing ten-year estimates by the non-profit organization 21st Century School Fund and the General Services Administration (GSA) for repairing and modernizing D.C. schools are \$970 million and \$2 billion, respectively.

Options

Several options available to the President would support the school repair and maintenance efforts of the DCPS. Policy options and estimated cost ranges of three initiatives are detailed below:

- **Option A: Funding and supporting a commission to assess needs and estimate costs of DCPS repair and maintenance and develop a long-term plan.** This option would address the need for better information on the scope of the problem and the cost of resolving it. In response, Federal funds would support a commission comprised of volunteer business leaders, city government officials, representatives from the 21st Century School Fund, engineers, building managers, parents, educators, and GSA staff. The commission, chaired by a prominent D.C. business leader, would:

- Assess the school facility repair and maintenance needs and management practices of DCPS. The DCPS stakeholders on the commission would work together in an effort to assess comprehensively the construction needs and management practices in the DCPS in order to formulate and implement a cohesive plan for the repair and continued maintenance of DCPS.
- Estimate associated costs. Although two estimates already exist, the more than 100-percent difference between the two suggests the need for a new, independent assessment of funding needs. The new cost estimate would take into account such factors as projected changes of the student population and the growth of charter schools in the District.
- Develop and implement a long-term plan of school repair and continued building maintenance based on a set of school construction standards. The plan would derive from the commission's assessment of needs and management practices and include provisions to develop a DCPS facility management information system (MIS), and ensure that all D.C. public schools have the physical infrastructure needed to make use of modern instructional technologies.

The commission would help ensure that a coherent plan is developed and implemented. It would be modeled after a similar commission that assessed and reported on the school infrastructure needs in New York City. The individuals who served on New York City's commission served on a pro bono basis, which suggests this initiative can be inexpensive.

Development of additional Federal initiatives to help meet the costs of the actual repairs and renovations could follow completion of the Commission's report, but without information on the scope of the problem, it is difficult to determine the most appropriate role in solving it. However, it may be difficult to sell this approach to General Becton, because he is already in the process of implementing his own plan for school facility repair.

The cost of this option would be approximately \$200,000 to \$600,000. The \$200,000 initiative would involve the Commission working on refining the two existing cost estimates and the \$600,000 initiative would include a comprehensive independent cost estimate.

- **Option B: Matching or otherwise subsidizing DCPS repair and maintenance costs.** As a first step, a Federal agency would be brought in to provide DCPS with assistance replacing roofs and boilers and making other emergency repairs. A number of Federal agencies could provide this assistance, including the General Services Administration, the Army Corps of Engineers, and the Office of Engineering Services within the Department of Health and Human Services. The most logical choice among these alternatives may be the Army Corps of Engineers, which has experience working on construction projects for various Federal agencies, including the Department.

Federal funds would be targeted to improve the school infrastructure to a point where the District can meet its annual maintenance and renovation needs through its general

revenues and appropriations. One approach could be to match D.C. outlays that are greater than the average capitol outlays that urban districts require to keep buildings in good repair, up to a specified amount. The assistance under this type of option could be provided through a direct targeted appropriation or, alternatively, through bond subsidization, provision of tax credits, or similar approaches. Any direct involvement of the Federal Government in renovations or improving the management of capitol facilities would be the responsibility of the same Federal agency that initially provides the District with assistance. In addition, the Department would coordinate the technical assistance we provide D.C. on education technology with the assistance on renovations and facilities management.

This option would directly support the DCPS repairs currently underway, and would likely be the most palatable assistance to city officials. However, technical assistance efforts going beyond provision of financial subsidies would be needed to ensure that DCPS changes its management practices in a way that would avoid such crises in the future. Further, a substantial Federal match or other subsidy would be expensive.

If we were to finance, over a 10-year period, one-half of the cost of addressing D.C.'s school facility problems above what DCPS should normally spend each year to keep its buildings in good repair (estimated \$47 million in net present value per year), we anticipate that the total Federal cost would fall between \$250 million (26 percent of the 21st Century School Fund estimate of \$970 million) and \$765 million (38 percent of the GSA total cost of \$2 billion). The net present value of a similar interest subsidy would be approximately equal.

- **Option C: Funding a commission and subsidizing current DCPS efforts.** A combination of the above options could also be supported with Federal funds. GSA would oversee the implementation of the commission's plan for repairing and maintaining the DCPS in order to ensure that spending and management practices were in accordance with the plan. Such a hybrid approach could simultaneously achieve the cooperation of D.C. officials as well as assurances that management and planning practices are improved.

What are the anticipated results?

Depending on the option chosen, the following outcomes are possible by the end of 2007:

- An accurate ten-year cost estimate and management plan for DCPS school repair and maintenance will be completed;
- DCPS will have repaired its school facilities, and
- DCPS school facilities staff will be implementing the school repair and maintenance plan formulated by the commission.

Long-term educational outcomes:

- Improving the conditions of school buildings would contribute to improved student achievement and behavior as well as the health and safety of teachers and students. A 1991 study of 52 D.C. schools found that controlling for students' background

characteristics, students in school buildings in poor condition had standardized test scores that were 6 percent below students in schools in fair condition and 11 percent below students in schools in excellent condition. Studies in other communities have identified similar outcomes.

Activities of the DC Academic Improvement Plan

The DC Academic Improvement Plan

Context

The DC schools are failing to teach students the most basic skills. The 1997 Stanford 9 results for DC show that approximately 40 percent of second- and third-grade students score below basic on the reading assessment. Among eighth-graders, 34 percent score below basic in reading and 72 percent, below basic in math.

The new DCPS plan for improvement is founded on increasing student achievement, especially in reading, through clear standards, organizational change and accountability, frequent monitoring of student progress, professional development, and parent and community involvement. Included in the plan are performance targets and benchmarks for reading; special activities aimed at students performing below basic in reading and in math, such as mandatory summer school, after-school tutorials, and frequent progress reports to parents; as well as whole school redesign for failing schools. Professional development in standards and instructional practices is also key to the plan.

Given our knowledge of effective instructional practices, there is no reason why all schools and all students in DC cannot improve in academic achievement. Through a coordinated districtwide effort, the federal government has an opportunity and a responsibility to support the DCPS in the implementation of its new plan.

Options

Several options available to the President would support the plan. Two kinds of activities are described -- districtwide activities and activities specifically focused on the failing schools in DC.¹ Estimated costs are presented below for support of the following components of the DCPS plan:

- A. Improve reading for K-3 students through:
 - Professional development for all elementary teachers
 - After-school programs with reading tutorials in targeted failing schools
- B. Summer academic programs for students at risk of non-promotion
- C. Whole school reform for targeted failing schools

See page four for summary table of components and estimated costs. These components illustrate what activities in the DCPS plan could receive federal support. Ultimately, use of any federal funding would be determined in cooperation with Dr. Ackerman and General Becton.

¹Twenty-three elementary schools have been identified for intensive assistance, and more elementary and secondary schools will be identified in November 1997. For the purpose of estimating costs, assume that 50 schools will be identified as failing and in need of intensive assistance.

● **Component A: Improve reading for K-3 students**

Two of the critical components and primary costs of the broad-based reading campaign to be launched in DC are professional development to support implementation of a well-designed reading program and after-school programs with reading tutorials for students in grades K-3 who are having difficulty in reading.

-- Strategy 1: Improve reading through districtwide professional development in reading instruction for K-3 teachers

According to the DCPS plan, all schools will be working to implement challenging standards in reading and other core academic areas through professional development in standards and assessment and in effective instructional practices. To help implement challenging standards in reading, the school could employ a master teacher, lead teacher, or other reading specialist. Knowledgeable in the latest research and strategies from the U.S. Department of Education, NICHD, and others, the lead teacher would provide ongoing professional development and technical assistance to reading instructors and other teachers through observation in the classroom, collaboration during planning periods, and inservice opportunities. In addition, assistance would be provided to families in helping their children learn to read. Annual cost per school is \$50,000 to employ a master or lead teacher in reading or to support implementation of the school's professional development plan in another way.

Cost options of professional development in reading instruction in all 103 elementary schools:

COST PER SCHOOL: \$50,000

TOTAL ANNUAL COST: \$5,150,000

-- Strategy 2: Improve reading through after-school programs with reading tutorials in failing DC schools

Given DCPS plans for non-promotion of second- and third-grade students based, in part, on reading achievement, DCPS plans to establish after-school programs and Saturday Academies in targeted failing schools to provide extended learning time and individualized assistance to help all students learn to high standards. A reading teacher, employed through the after-school program, could supervise tutoring in reading, provided by a cadre of trained volunteers, for students in grades K-3 who are having difficulty in reading. Typical enrollment in an after-school program is about one-third of the student body. The annual cost per school to operate an after-school program for these students is an estimated \$175,000.

Cost options for improving reading through after-school programs with reading tutorials in failing DC schools (assume participation of 50 elementary schools):

COST PER SCHOOL: \$175,000

TOTAL ANNUAL COST: \$8,750,000

- **Component B: Summer academic programs for students who do not meet the basic standards in the grades where, according to the academic plan, such students will be retained in grade**

The DCPS plan establishes student achievement in reading and math on the Stanford 9 as a determining factor in promotion for students in grades 2, 3, and 8. In addition, DCPS intends to operate mandatory, intensive summer academic programs for all students in those grades at risk of non-promotion.

The summer tutoring program model, based on the Chicago Public Schools' summer program, assumes three hours of intensive reading and math instruction every day, five days a week, for six weeks during the summer. Assisted by trained volunteers, an instructor would work with 10-12 students. The annual cost per child is \$810.

Based on 1997 Stanford 9 results, at least 40 percent of students in grades 2, 3, and 8 would require extra assistance. With an estimated 18,750 students in those three grades, approximately 7,500 students would participate in the summer academic programs.

Cost options for summer academic programs to serve approximately 7,500 students at risk of non-promotion districtwide

TOTAL COST PER SUMMER: \$6,075,000

- **Component C: An effort to turn around the targeted failing schools by using research-based whole school programs**

While reading in the early grades is a major priority in the DCPS improvement plan, whole school reform is an overarching strategy to turn around failing DC schools at both the elementary and secondary levels. Whole school reform models focus on helping failing inner city schools improve through organizational and instructional change, intensive professional development, and ongoing technical assistance. Depending on the model, an on-site advisor may provide instructional leadership, an external assistance provider may perform extended consultations, or another means of technical assistance may be implemented. The federal government would provide technical assistance to help identify effective models of whole school reform and

strategies for successful implementation. Annual cost per school to implement a whole school reform program is \$80,000.

Cost options for assistance in whole school reform in failing DC schools (assume participation of 50 schools)

COST PER SCHOOL: \$80,000

TOTAL ANNUAL COST: \$4,000,000

Summary Table of Cost Options for DC Academic Improvement Plan

Components	Cost per school	Total annual cost
A: Improve Reading for K-3 Students		
-- Strategy 1: Professional Development (in all elementary schools)	\$50,000	\$5,150,000
-- Strategy 2: After-School Programs (in failing schools)	\$175,000	\$8,750,000
B: Summer Academic Programs (for all 2nd-, 3rd-, and 8th-graders at risk of non-promotion)	NA	\$6,075,000
C: Whole School Reform (in failing schools)	\$80,000	\$4,000,000
TOTAL ANNUAL COST	\$305,000	\$23,975,000

What are the anticipated results?

Depending on the options chosen and the additional efforts undertaken by DCPS, the following outcomes are possible:

- DCPS will achieve the performance targets set in its plan for gains in percentages of students moving to increasingly higher levels in reading and math achievement.
- Each year, an increasing percentage of DC students, particularly those in second, third, eighth, and tenth grades, will show achievement at or above basic level in reading and math.

DC (ARROPS)
(Chairs)

On Page 3, Lines 18-22 beginning with "of which not less than" and insert:

"Of which not less than \$294,900,000 is available for transfer to the Federal Prison System, as authorized by section 11202 of the National Capital Revitalization and Self-Government Improvement Act of 1997, provided not less than \$73,725,000 is available for housing inmates sentenced felons in private contract facilities, as authorized by section 11201(c)(1) of the National Capital Revitalization and Self-Government Improvement Act of 1997."

On page 9, Lines 17-25 beginning with "\$1,235,000" and page 10, Lines 1-2 and insert:

"\$3,480,000 from local funds for public charter schools: Provided, That \$1,050,000 be available to newly created public charter schools: Provided further, That \$350,000 be available to the D.C. Public Charter School Board for administrative costs: Provided further, That if the entirety of this allocation has not been provided as payments to one or more public charter schools by May 1, 1998, and remains unallocated, the funds will be deposited into a revolving fund for newly created or current public charter schools: Provided further that the D.C. Public Charter School Board shall take into consideration the capital needs of each public charter school when providing funding to public charter schools; Provided further that the District of Columbia Public Schools give preference to newly created D.C. Public Charter Schools for vacant school property; \$71,842,000 (including \$35,546,000 from local funds, \$12,804,000 from Federal funds, and \$23,492,000 from other funds) for the University of the District of Columbia;"

BambackTed
Judith
Koffler

Handwritten notes and signatures at the bottom of the page, including "D.C. Public Charter School Board" and "University of the District of Columbia".