REVISED M E M O

TO: Mike

FROM: Bill

DATE: December 13, 1996

RE: Existing Legislation Options for Urban Initiative

I have revised this memo based on comments from Patsy and Tom. See italicized portions.

Tom Corwin, Patsy Mathews, Jack Kristy, Phil Rosenfelt, Kay Rigling and I met this afternoon to discuss whether we could carry out the Department's Urban Initiative proposal under existing authorizations. We looked at whether we could carry out the basic components of the initiative: two rounds of serious reform grants, one (smaller) focused on management and performance reviews, the other (larger) focused on accountability, public school choice, and teacher and principal professional development. **The basic conclusion is that the Urban Initiative could be done under ESEA Title X-J, FIE, or Goals 2000 Urban/Rural**. However, there are drawbacks to each approach.

ESEA Title X-J -- Urban Education Demonstration Grants

- Appropriation would have to be specific to the subsection for the urban portion of this demo; otherwise, half the funds would have to go to rural grants.

- Would have to issue priority notices (a rulemaking procedure) for both first-round and second-round grants, substantially narrowing and defining the range of allowable activities. Would entail opportunity to comment from the field. Could use new exception for first year competition -- but this could draw flak.

- Eligibility provisions, sec. 10952(5) would exclude some smaller urban LEAs; e.g., a district like New Haven would probably be excluded, because it is under 25,000 in enrollment and is not the largest central city in the state; same could be true of Kansas City, *Kansas*. Could not address through regulation, nor (probably) through waivers -- maybe approps.

FIE

- Would be unusual to fund something this large in FIE, but if could get general approp, could issue priority notices defining the program.

- Unlike with ESEA program, could have to define class of eligible applicants through regulation.

- *This is a "such sums" authorization.*

Goals 2000 Urban/Rural

- We did not review this one as carefully, but general sense was that it could be done (if we could ever get approps into Goals 2000 national activities).

- Would need crafted approps language to target funds to urban districts.

- Getting proper focus for the program would require our first "regulations" under Goals 2000 -- although we could still retain our record of not regulating under the main Goals 2000 state grant program.

- *Overall, the Goals 2000 Act's authorization is for "such sums." However, there is a maximum reservation for national activities of 5%. According to Patsy, even at our appeal level, this would give us a maximum of $37 million, and we want part of that money for evaluation. Moreover, language appears to prohibit urban and rural grants to LEAs that are receiving Goals money through their states. Could override with approps language.*

Author: Jonathan Schnur at WDCB01
Date: 12/12/96 10:09 AM
Priority: Normal
TO: Patricia Mathews at WDCT02
TO: Phil Rosenfelt at WDCE04
CC: William Kincaid at WDCT01
TO: Thomas Corwin at WDCT02
Subject: Re: Urban Initiative
---------- Message Contents ----------

I think this is worth pursuing. I will be out of town this afternoon and tomorrow, but I will pick up my messages on voice mail at 401-3598. (I just have had a couple of quick phone conversations with Patsy and Phil. I will share my thoughts here, but the 3 of you shoud talk. Feel free to leave me messgaes at 401-3598).

A few thoughts and questions:

1) If we proposed doing this under existing authority, I would want to be sure that we could award grants based on the kinds of criteria discussed in our urban initiative paper. That is, applicants would be judged on how well they did management and instructional performance reviews, and how likely they are to provide more public school choice, greater accountability, and upgrade the workforce of teachers and principals. I would also want to be sure that we could give out smaller grants solely for the purpose of conducting the instructional and management performance reviews.

My central question: can all of this be done through regulations under the existing authority? Would this best be done with regulations, guidance, priorities?

2) The authority does seem to split the $ between urban and rural. Moreover, it seems to limit eligible urban districts to a fairly small number. Can we use waiver authority to make clear that we are open to applicants from other urban districts that can show how grants would help overhaul their schools and serve the broad purposes of this program?

3) As Bill and I have discussed, I have heard concerns from the WH about the possibility of a voucher proposal getting added. Susan F. and I discussed the idea of trying to do this under existing authority. But have we heard from other sources that this is also a central concern on the part of OMB about the urban initiative? Whether we have or not, I think this is worth pursuing.

-- Jon

Patsy, Jon, and Phil--

Bill will probably be calling on you this afternoon for help on a quickie assignment re: the Department's proposed urban initiative for FY 1998.

The context for the assignment is as follows. OMB does not want to go

forward with the initiative if it will involve new legislation (because, among other things, the Congress would probably add a voucher demo to any urban bill). So Mike and the Secretary are interested in whether we could carry out the initiative under existing legislation.

ESEA Title X, Part J, Subpart 1 authorizes Urban Education Demonstration Grants. The authorization doesn't provide for the sort of reform-oriented initiative that we're interested in, it doesn't provide for expanded public school choice (which is one of our key proposed reforms), and there are probably other problems with it. But the question is: could we reshape it through regulatory priorities to do what we want to do?

The product of this assignment will be a short paragraph in an appeal document. That's not a problem; we could write it in a few minutes. But, before doing so, we need to feel confident that the existing authority would really work for us.

Thanks,

Tom

Author: Thomas Corwin at WDCT02
Date: 12/12/96 8:58 AM
Priority: Normal
TO: Patricia Mathews
TO: Jonathan Schnur at WDCB01
TO: Phil Rosenfelt at WDCE04
CC: William Kincaid at WDCT01
Subject: Urban Initiative
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The product of this assignment will be a short paragraph in an appeal document. That's not a problem; we could write it in a few minutes. But, before doing so, we need to feel confident that the existing authority would really work for us.

Thanks,

Tom

Author: Thomas Corwin at WDCT02
Date: 12/13/96 10:35 AM
Priority: Normal
TO: William Kincaid at WDCT01
CC: Patricia Mathews
Subject: Re: in Portals Friday
---------- Message Contents ----------

Bill--

While I've got this message up, let me give you a few comments on your memo on the urban initiative.

1. Kansas City, MO, with about 35,000 students, would qualify under the ESEA Title X-J program. Kansas City, KS, which is a lot smaller city, and I think less poor and troubled, would not -- or at least it wouldn't have in 1992, when it had 22,000 students.

As for New Haven, the most recent data that I have at hand are for 1990, when the district had about 18,000 kids.

2. FIE has a such sum authorization.

3. Goals 2000 urban and rural grants are supposed to be funded by setting aside at least half of the Goals national programs money, which comes from a 5 percent set-aside from the Goals appropriation. But the Congress has specifically not funded the national programs the last few years. To fund a large urban initiative under this authority would require special appropriations language, which wouldn't be very hard to write. I note, however, that the statute appears to prohibit urban and rural grants to LEAs that are receiving Goals 2000 money through their States. This could also be overridden in the appropriations bill.

Tom

---------- Reply Separator ----------
Subject: in Portals Friday
Author: William Kincaid at WDCT01
Date: 12/12/96 7:13 PM

I will be over in 4050 Portals most of the day Friday at a meeting of the Ed-Flex states. I can be reached through the Goals 2000 Office or you can page me at 1 800 SKYPAGE Pin 570-9039.

-- Bill

Bill
Patsy

M E M O

TO: Mike

FROM: Bill

CC: Tom Corwin
Patsy Mathews
Susan Frost

DATE: December 12, 1996

RE: Existing Legislation Options for Urban Initiative

Tom Corwin, Patsy Mathews, Jack Kristy, Phil Rosenfelt, Kay Rigling and I met this afternoon to discuss whether we could carry out the Department's Urban Initiative proposal under existing authorizations. We looked at whether we could carry out the basic components of the initiative: two rounds of serious reform grants, one (smaller) focused on management and performance reviews, the other (larger) focused on accountability, public school choice, and teacher and principal professional development. **The basic conclusion is that the Urban Initiative could be done under ESEA Title X-J, FIE, or Goals 2000 Urban/Rural**. However, there are drawbacks to each approach.

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- Appropriation would have to be specific to the subsection for the urban portion of this demo; otherwise, half the funds would have to go to rural grants.

- Would have to issue priority notices (a rulemaking procedure) for both first-round and second-round grants, substantially narrowing and defining the range of allowable activities. Would entail opportunity to comment from the field. Could use new exception for first year competition -- but this could draw flak.

- Eligibility provisions, sec. 10952(5) would exclude some smaller urban LEAs; e.g., a district like New Haven would probably be excluded, because it is under 25,000 in enrollment and is not the largest central city in the state; same could be true of Kansas City, ~~Missouri~~ Kansas. Could not address through regulation, nor (probably) through waivers -- maybe approps.

FIE

- Would be unusual to fund something this large in FIE, but if could get general approp, could issue priority notices defining the program.
- Unlike with ESEA program, could have to define class of eligible applicants through regulation.
- Need to double-check tomorrow whether there is a cap on approps for FIE, or whether it is "such sums"--did not discuss.

Goals 2000 Urban/Rural

- We did not review this one as carefully, but general sense was that it could be done (if we could ever get approps into Goals 2000 national activities).
- Would need crafted approps language to target funds to urban districts.
- Getting proper focus for the program would require our first "regulations" under Goals 2000 -- although we could still retain our record of not regulating under the main Goals 2000 state grant program.
- Again, need to double-check tomorrow whether there is a cap on approps, or whether it is "such sums"--did not discuss.

This authority authorizes

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

DRAFT -- October 20, 1996, a.m

Since 1993, communities, states, and the federal government have taken a number of actions designed to raise standards and improve teaching and learning in schools across the country. Nationally, expanding Head Start and other early childhood efforts, providing "seed funds" to improve schools through Goals 2000 and School-to-Work, revamping the Title I program to assist disadvantaged students, and providing 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, urban schools and school districts face unique challenges, and many are not making progress at the same pace as their counterparts serving suburban areas and smaller cities. To help ensure that children attending urban schools fully benefit from the interest nationally in safe schools that stress excellence, a new initiative is needed to address some of the challenges facing urban districts.

There are excellent public schools in virtually every urban public school system across the Nation. However, 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, and are unable to take full advantage of efforts to raise academic standards and improve public education. While the challenges of meeting the educational needs of children in struggling families and neighborhoods are immense, these challenges often seem to have been compounded by large, impersonal systems with poor management practices, insufficient accountability, and an inadequate focus on excellent instruction and choices for families. In many cases, the result has been growing frustration among parents and community members, who are anxious to see that all students can attend high quality schools.

In order to address these concerns, and maximize the benefit of other federal education investments, there is a need for a new national initiative to help improve our urban public school systems. The centerpiece of this 10 year initiative would be a $500 million **"Accountability, Choice, and Excellence in Urban Public Schools" competitive grant program**. The program would award 5 - 7 year grants to 20-25 urban school districts to fund activities that strengthen accountability, parental choice, and excellence and that overhaul troubled public schools. The grants would help these districts improve mange practices, raise academic standards, strengthen teaching and learning, give families more choice among public schools, and develop effective school and system-wide models for other districts to study and emulate.

Grant competitions would be held in two stages. First, preliminary grants would be awarded to participating districts to support in-depth management performance reviews, as well as instructional performance reviews. A second round of grants, entailing significantly larger awards, would assist districts to bring greater accountability, choice and excellence to their schools, drawing on the findings of the performance reviews. School districts that have recently

undergone management and instructional performance reviews that meet the criteria described below, could apply for and receive second-round funds, beginning in the first year of the initiative, without the need for undergoing new reviews. In addition, first-round funds would be available for up to two years.

In order to participate, districts would have to demonstrate widespread support for becoming an ACE District on behalf of parents, teachers, school board members, and other local elected officials.

FIRST ROUND: MANAGEMENT AND INSTRUCTIONAL PERFORMANCE REVIEW

> *Children in urban school districts can achieve to high standards if all of a school system's resources, including its management systems and instructional strategies, are focused efficiently on getting dollars into the classroom and improving teaching and learning.*

First-round funds would support a performance review with two distinct, but related elements. A key feature of the review would be a summary of existing reform efforts already underway and how these efforts fit together to support raising standards and student achievement.

- **Management Performance Review** -- In order to be considered for a second-round grant and designation as an ACE district, all participating districts would first agree to conduct a rigorous management performance review in conjunction with respected independent partners. The review would cover such systems as student tracking, 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 other community, state, and federal resources -- resources including foundation initiatives, or new federal school construction and technology funds, as well as 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 partner would design a strategy for upgrading systems of financial management and reinventing district and school operations, including 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. The management performance review and strategy development would be paid for out of first-round grant funds. For those districts receiving ACE designation, regular review and follow-up activities would be funded under the second-round grant.

- **Instructional Performance Review** -- Participating districts would also agree to hire outside experts to undertake reviews of how effectively they and their schools are

achieving their instructional goals. Reviews would examine, for example, whether the districts and their schools have adopted challenging academic standards, whether their assessments and curricula are challenging and aligned with standards, whether effective classroom instructional practices are used, whether the districts have effective student results accountability systems including benchmarks and timelines for improved student performance, and whether they make the most effective use of currently available funds to recruit and provide professional development to prepare teachers and principals to help children achieve the high standards. The review itself and the development of an action plan to address areas that need strengthening would be paid for with first-round grants. Again, for ACE districts, implementation of improvement plans would be funded by second-round grants, as well as other community, state and federal resources.

SECOND ROUND: ACCOUNTABILITY, CHOICE, AND EXCELLENCE INITIATIVES

Upon completion of the management and performance reviews and strategies developed during round one, districts could apply for designation as ACE districts and 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 fiscal accountability by implementing key improvements identified in the first-round management performance review.

- **Building Systems of Accountability 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 results such as student and school progress toward achieving tougher standards, improving attendance, and reducing 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, or to engage parents and community members in designing school reports to help identify schools that need "fixing." Among other benefits, the resulting accountability systems could play a critical role in expanded school choice strategies.

- **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 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.

- **Taking on Failing Schools and Making Them Work or Replacing Them** -- Finally, ACE districts would develop and implement effective strategies for identifying, assisting, and, if necessary, overhauling or closing failing schools, consistent with state and district accountability efforts. Districts could use grant resources to develop effective technical assistance efforts to intervene with and rapidly improve struggling schools, such as through removing ineffective principals, shifting teaching staff, or overhauling instructional programs, or to develop new, more successful schools when old ones are failing.

IMPROVING STUDENT ACHIEVEMENT THROUGH EXCELLENCE IN TEACHING AND SCHOOL LEADERSHIP

- **Fostering Outstanding Teachers and School Leaders** -- Building on the findings of instructional performance reviews relating to professional development efforts, ACE districts would devise and implement 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, "[e]very 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." In order to insure that urban districts have the professional workforce they need to 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 are familiar with the urban education environment, often possess a language or cultural background that can help them connect with urban students, and possess a strong commitment to their communities. Using similar consortia, urban districts could also work with states to improve pre-service training for teachers bound for urban schools, insuring that new educators have received 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 student learning in urban schools.

  As part of district-wide and school based in-service professional development plans

providing models for excellence and emphasizing academic achievement, ACE districts could also invest in strategies to free up time for teachers and 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 .

Equally important to good teaching is good school leadership. Therefore, districts would also invest in strategies for strengthening leadership among principals and others directly involved with districts' instructional programs. These strategies would assist school leaders to better engage the community and involve parents. Moreover, these strategies would help school leaders continually move school instructional programs forward to support teaching and learning to high standards.

Finally, grant funds could be used to develop and implement district strategies for identifying and rewarding good teaching and 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 either create, or broaden and reinvent, districts' public school choice options, ensuring that all parents at any selected grade levels can choose the public school that their child will attend, with smaller, more personalized learning environments. Districts may 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. Districts could plan or implement parent information, transportation, and other systems necessary to effectuate real public school choice, as well as planning and start-up of new public schools, like charters schools and schools-within-schools, with the ultimate objective of empowering families to have and make meaningful choices of safe, disciplined schools that focus on excellence and achievement.

  Public school choice plans in ACE districts should be driven by some key underlying principles:

  - 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, including charter schools or schools-within-schools with accountability for results.

- Maintain open, fair admissions policies and full compliance with civil rights requirements and other guarantees of equal educational opportunity.

In order to be selected for designation as ACE districts, second-round proposals would have to describe how plans will support districts' comprehensive efforts to raise academic standards and improve teaching and learning for all children in a safe, drug-free environment in schools throughout the city. In addition, ACE districts would conduct a thorough evaluation of their efforts to provide accountability, choice and excellence for their school systems, in order to foster continuous improvement and sharing of successful models with others.

DRAFT

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

DRAFT -- October 18, 1996, 6 p.m.

Since 1993, communities, states, and the federal government have made significant investments in activities designed to raise standards and improve teaching and learning in schools across the country. Nationally, such programs as Head Start and other early childhood efforts, Goals 2000, School-to-Work, the Reauthorized Title I, Charter Schools and Educational Technology are beginning to catalyze tangible results -- more children ready to learn, more challenging academic standards, higher test scores, more innovative public schools, and more classrooms connected to the information superhighway. However, urban schools and school districts face unique challenges, and many appear not to be making progress at the same pace as their suburban counterparts. To help insure that children attending urban schools fully benefit from the Nation's broader school reform efforts, a new initiative is needed to address some of the specific challenges facing urban districts.

There are excellent public schools in virtually every urban public school system across the Nation. However, the dominant perception--and, in many cases, the reality--of urban school systems is that they have been unable to take full advantage of broader efforts to raise academic standards and improve public education. While the challenges of meeting the educational needs of children in struggling families and neighborhoods are immense, these challenges often seem to have been compounded by poor management systems, insufficient accountability, and an inadequately prepared workforce of teachers and principals. In many cases, the result has been growing frustration among parents and community members, who are anxious to see that all students can attend high quality schools.

In order to address these concerns, and maximize the benefit of other federal education investments, there is a need for a new national initiative to help improve our urban public school systems. The centerpiece of this 10 year initiative would be a $500 million **"Accountability, Choice, and Excellence in Urban Public Schools" competitive grant program**. The program would award 5 - 7 year grants to 20-25 urban school districts to fund activities that strengthen accountability, choice, and excellence as a part of comprehensive, standards-based school reform plans. The grants would help these districts raise standards, strengthen teaching and learning, and develop effective school and system-wide models for other districts to study and emulate.

Grant competitions would be held in two stages. First, preliminary grants would be awarded to participating districts to support in-depth management performance audits, as well as instructional performance audits. A second round of grants, entailing significantly larger awards, would assist districts to bring greater accountability, choice and excellence to their schools, drawing on the findings of the performance audits. School districts that have recently undergone management and instructional performance audits, funded through other sources, that meet the criteria described below, could receive second round funds beginning in the first year of the initiative. In addition, first year funds would be available for up to two years. In order to participate, districts would have to demonstrate wide-spread support for becoming an ACE

District on behalf of parents, teachers, school board members, and other local elected officials.

FIRST ROUND: MANAGEMENT AND INSTRUCTIONAL PERFORMANCE AUDITS

First-round funds would support two distinct performance audits. However, to be effective, the two must be tightly integrated with one another.

- **Management Performance Audit** -- In order to be considered for a second round grant and designation as an ACE district, all participating districts would first agree to select a widely recognized and respected management/accounting firm and jointly conduct a rigorous management performance audit. The audit would help insure that each participating district is prepared to take maximum advantage of a much larger ACE grant, as well as other community, state, and federal resources -- resources such as new federal school construction and technology funds, as well as the expected influx of new volunteers under the President's Reading Initiative.

  Together, each district and its partner would design a strategy for upgrading systems of financial management and reinventing district and school operations, including the integration of technology, to improve cost, efficiency and service to better support instruction. The strategy would include service improvement benchmarks, such as targets for increasing the proportion of district funds making it to the classroom and greater levels of parental involvement. The management performance audit and strategy development would be paid for out of first-round grant funds. For those districts receiving ACE designation, regular review and follow-up activities would be funded under the second round grant.

- **Instructional Performance Audit** -- Participating districts would also use first round grant funds to hire outside experts to undertake audits of how effectively districts and schools are achieving their instructional goals. Audits would examine, for example, whether the districts and their schools have adopted challenging academic standards, whether their assessments and curricula are challenging and aligned with standards, whether effective classroom instructional practices are used, whether the districts have effective student results accountability systems, and whether they make the most effective use of available funds to recruit and provide professional development to prepare teachers and principals to help children achieve the high standards. The audit itself and the development of an action plan to address areas that need strengthening would be paid for with first-round grants. Again, for ACE districts, review and implementation would be funded by second-round grants, as well as other community, state and federal resources

SECOND ROUND: ACCOUNTABILITY, CHOICE, AND EXCELLENCE INITIATIVES

Upon completion of the management and performance audits and strategies developed during round one, districts could apply for designation as ACE districts and 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 begin by using use second-round funds to implement key improvements identified in the management performance audit.

- **Building Systems of Accountability for School and Student Performance** -- ACE districts would custom-design and implement state-of-the art 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 aligned assessments, along with high quality data on results such as student and school progress toward standards, attendance, and dropout rates. These systems would help insure that parents and others in the community have meaningful information about the success or failure of district schools. Grant funds could be used, for example, to improve assessments, to establish integrated data systems, to design school reports, or to conduct focus groups with parents and community members. Among other benefits, the resulting accountability systems could improve parental involvement and play a critical role in expanded school choice strategies.

- **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. 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.

- **Taking on Failing Schools and Making Them Work or Replacing Them** -- Finally, ACE districts would develop and implement effective strategies for identifying, assisting, and, if necessary, closing or reconstituting failing schools, in conjunction with state accountability efforts. Districts could use grant resources to develop powerful technical assistance efforts to intervene with and sharply improve struggling schools, such as through removing ineffective principals, shifting teaching staff, or overhauling instructional programs, or to develop new, more successful schools when old ones are failing.

IMPROVING STUDENT ACHIEVEMENT THROUGH EXCELLENCE IN TEACHING AND SCHOOL LEADERSHIP

- **Fostering Outstanding Teachers and Administrators** -- Based on the findings of

instructional performance audits, including findings on professional development efforts, ACE districts would devise innovative strategies for recruiting, training, supporting and retaining talented teachers and principals in order to improve teaching and learning.

For example, in order to to insure that urban districts have the professional workforce they need to help all children learn to challenging academic standards, urban districts could form consortia with institutions of higher education to facilitate teacher certification of paraprofessionals (particularly minorities), or by developing alternative certification strategies. ACE districts could also invest in strategies to improve the pre-service training of teachers headed for urban environments, to free up time for teachers and administrators to participate in high quality professional development or conduct peer mentoring programs, or to compensate teachers who become nationally certified.

Grant funds could also be used to develop and implement district strategies for identifying and rewarding good teaching and leadership, counseling those who need assistance, and removing those who are incompetent quickly and fairly.

IMPROVING STUDENT ACHIEVEMENT THROUGH PUBLIC SCHOOL CHOICE

- **Empowering Parents and Students to Choose Their Public Schools** -- ACE Districts would use funds to design and implement strategies to either create, or broaden and reinvent, districts' public school choice options, insuring that all parents at any selected grade levels can choose the public school that their child will attend. Districts may pursue either system-wide or partial system-wide public school choice strategies, involving open enrollment, cross-district enrollment, charter schools, magnet schools, alternative schools, schools-within-schools, expanded choices of advanced classes, and postsecondary alternatives for high school students. Districts could use funds to fund planning or implement parent information, transportation, and other systems necessary to effectuate real public school choice, as well as fund planning and start-up of new public schools and schools-within-schools, with the ultimate objective of empowering all families to have and make meaningful choices for their children's education.

  Public school choice plans in ACE districts should be driven by some key underlying principles:

  - Integrate choice with broader efforts to raise standards and improve a district's entire public educational system.
  - Let all parents choose what public school their child will attend.
  - Provide all 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 all students.
- Provide opportunities for teachers and others to start new public schools, including charter schools or schools-within-schools.
- Open, fair admissions policies.

In order to be selected for designation as ACE districts, second round proposals **must** describe how the plan will support a district's comprehensive efforts to raise academic standards for all children. In addition, ACE districts must conduct a thorough evaluation of their efforts to provide accountability, choice and excellence for its school system, in order to foster continuous improvement and sharing of successful models with others.

REINVENTING SCHOOL DISTRICTS:

HIGH PERFORMANCE GRANTS

Why the Need to Reinvent School Districts?

Redtape and unresponsiveness typify the culture of many of our nation's largest school districts. These vast bureaucratic structures have lost sight of their basic mission--that of supporting teaching and learning. Unlike our nation's businesses, there has been no impetus to modernize by incorporating teamwork, new technologies, and total quality management in operations.

What is the Purpose of the High Performance School District Grants?

The High Performance School District Grants Program is designed to stimulate school districts to reinvent their leadership, management, and operations in support of improved teaching and learning.

In this program, districts -- particularly those with high concentrations of low-income students -- would initiate fundamental changes in how they operate to support schools. They would design and implement model management systems and strategies that create a new culture supportive of teaching and learning. To develop these results-driven models, districts would change the ways they lead and manage; in turn, the federal government and the States would give them the flexibility needed to achieve higher levels of performance. A network of these high performance school districts would enable them to share their know-how with school systems across the country.

What Would the Grants Do?

As part of the reauthorization of the Elementary and Secondary Education Act, $50 million dollars a year would be competitively awarded for five-year grants to selected school districts.

These grants would support districts in developing and implementing model systems to achieve greater cost-efficiency and effectiveness through streamlining operations, relying on new technologies, and internalizing quality improvements; promote collaboration across multiple service providers; and provide accountability in exchange for increased flexibility in rules and regulations. These innovative solutions would be expected to help districts create a high-performance culture that values results from administrators, teachers and students.

Through these grants, districts can begin managing for results by:

- Decentralizing school administration to **flatten the bureaucratic pyramid** and encourage participatory government and self-management teams. Removing administrative overhead would **increase resources to the classroom level.**

- **Promoting campus-based management through public school choice and teacher and parent empowerment.** Strategies include **charter schools,** and **management teams** that involve administrators, teachers, parents, business and labor, and other community representatives in organizing and operating schools. Those closest to the classroom

would be empowered to recommend allocation of resources including personnel, equipment and leases at the school level; flexibility in State and local rules and regulations to permit innovative management; and data needs for improved governance.

- Promoting principles of **total quality management** that lead to greater cost-effectiveness in administration and budgeting resources. This would include creating **responsive mechanisms** to effectively assess and meet the needs of school stakeholders, such as consumer hotlines and ombudsmen; complaint tracking systems; needs assessments; employee evaluation of managers; timeliness checks on procurements, personnel, and records transfers; and client surveys.

- Developing a **performance-based system** to assess, continuously inform management for improvements, and report on <u>all</u> district schools to school stakeholders.

- **Integrating services** that have previously been compartmentalized, and **connecting schools to outside services.**

- Forming **community partnerships**, that involve the private sector in innovative school governance, creative funding proposals, and privatization initiatives.

In turn, the federal government and the state would offer widespread regulatory and statutory flexibility in exchange for accountability and performance. Waivers could apply to staff certification to attract new entrants into teaching, scheduling to enable schools to extend learning time, and funding to permit whole school approaches to providing categorical services.

<u>How Would Districts Qualify for the Grants?</u>

<u>Eligibility</u>--Districts serving large concentrations of low-income students would be given funding priority in applying for grants under this national discretionary grant competition.

<u>Duration</u>--Grants would be for five years. In Year 1, grantees would refine their comprehensive plan for the project. When planning is completed, Secretarial review teams would meet with grantees and provide suggestions for implementation. In Year 4, a national evaluation would be conducted on all grant projects funded by this program. Exemplary projects may apply for additional funding to work with other districts in implementing their models at different sites.

<u>Number of awards</u>--Over time, some 50 school districts would participate. In the first year of funding, approximately 10 districts would receive grants; in the second, 15 districts; and in the third, 25 districts.

<u>Applications</u>--All applications would include:

- **A comprehensive plan**--the significant system-wide changes being proposed to current governance and management practice. These would include, in addition to those listed below, proposed staffing and resource configurations, new technologies, feedback mechanisms,

evaluation and accountability systems. Milestones to be accomplished each year would also be outlined.

- **Proposed waivers**--federal, state and local requirements proposed for waiver or increased flexibility, as well as letters of assurance from the Chief State School Officer, and district and school administrators of intended cooperation in permitting such waivers.

- **Commitment**--the involvement of 10% or more of schools in their school district, with letters of commitment from each proposed school.

- **Community support**--proposals for and/or evidence of the involvement of community-wide partnerships in implementing the proposal.

- **Agreement to be evaluated**--written consent to participate in peer reviews and a national evaluation of this grant program.

Peer review of applications--Grantees would be selected through a peer review process involving such groups as the National Academy of Public Administration, the Business Roundtable, and the Association for Quality and Participation.

Evidence of progress--Grantees would cooperate with peer review and Secretarial review teams that would provide continuous review of progress. Peer review teams would visit sites to identify exemplary and problem areas, provide suggestions for improvement, and assist grantees in moving toward their highest performance.

What Issues Need to be Addressed?

Should the grants be limited to the largest school districts?

What should be the role of the States? Should they approve applications? assist on Secretarial review teams?

Should there be a State or local match?

To what degree should the grants and their plans be linked to Goals 2000 efforts?

Expanding Public School Choice as part of as part of an Urban Education Reform Initiative

I. THE NEED

While a large number of U.S. families are satisfied with the public school their child attends, many others, especially in high poverty urban areas, would like wider options in public education. [cite]. Public school choice -- in its various forms -- can help address this desire

Not only does public school choice have the potential to increase family satisfaction with children's school experience, but, choice can also provide incentives for schools to improve teaching and learning. Public school choice can be a preferable alternative to private school voucher plans, promoting more options and competition within the public school system, without draining scarce resources from the public school systems that serve 90% of America's children.

Approximately 11% of all U.S. students in grades 3-12 attend a public school that their families chose, according to a 1993 survey of parents; in one state, Minnesota, the figure is approximately 19%. Public school choice can include within-district plans or plans that allow students to transfer to schools in other public school districts. They can also include magnet schools, which currently serve about 1.2 million students in 2,400 schools nationwide, as well as public charter schools, which number 400 nationally but are growing rapidly. Furthermore, they can include options for students to attend public postsecondary instutions prior to high school graduation.

However, while many locations -- including urban areas -- have explored some aspects of school choice, few seem have choice systems that are thoughtfully integrated with other aspects of education reform,that contain critical elements needed for public school choice to substantially improve teaching and learning, and to provide good choices for all parents.. Too often, existing choice systems place an insufficient emphasis on things like high academic standards, the availability and dissemination of reliable information about student achievement, and parental outreach and counseling. This initiative would assist several urban school districts to explore fully the benefits of comprehensive public school choice as a complement to broader, standards-based reform efforts.

II. BUILDING ON CURRENT ADMINISTRATION EFFORTS TO EXPAND PUBLIC SCHOOL CHOICE

The Clinton Administration has been aggressively supporting a variety of efforts to

pormote more choice within public education. This includes the first federal support for public charter schools, and with the President's leadership, increases in appropriations for this program going up to $51 million in FY97. The Administration has also supported magnet schools, other school imrpovement efforts, and the development of standards and assessments that should be the framework for any good public school choice plan. Goals 2000, for example, provides support for standards and assessment development and other local school improvement efforts -- and in some states, is being used to support the development of charter schools..

The President has also called for states to provide parents with more choices in public education in several visible speeches, including this year's State of the Union Address.

III. New Federal initiative to Expand Public School Choice ("Parental Choice and Public School Competition Incentive Grants"):

We should discuss at least 2 options for a new grant program.

Option 1: **A dedicated, tightly focused new grant program**. This kind of program could be created to support activities related to expanding public school choice in urban school districts. While the program would be focused on activities promoting choice, approved applications would still need to show links to a broad education reform effort.

Option 2: **A broader urban school reform grant program that would include public school choice as one strong component**. Criteria for this kind of urban grant program with a broader purpose could include -- for all or some urban school districts -- the broad expansion of choice for parents in the school district.

Option 1: Overview and Purpose: This initiative would provide 5-10 large urban districts with four-year incentive grants to provide students and their families with maximum choice in public education. This would be a competitive grant program for districts that show how they will use the grant to leverage federal and other funds to provide parents with:

- maximum choice among public schools, including high-quality neighborhood schools, charter schools, and magnet schools responding to the needs of local children and families.

- maximum choice within schools with programs like schools-within-schools and more personalized learning environments.

- maximum choice of advanced classes in local public schools and local colleges.

- maximum choice of after-school programs, mentors and other connections with community institutions like museums, employers, and cultural and scientific organizations.

Proposals must show serious promise to strengthen and improve a district's entire public educational system, and how all children -- particularly those who are disadvantaged -- will benefit.

IV. Core Components of Public School Choice Plans: To be funded under either option,public school choice proposals would need to show how the plan will:

1) Let all parents choose what public school their child will attend. (Depending on the

local plan, parents might be able to choose any public school in the school district, any public school in a particular subzone of a district, or among public schools elsewhere in the state. Local plans could allow all parents in the school district to choose, or target certain grade levels.)

2) Provide all parents with the information and assistance needed to make informed choices about what school and after-school program their child will attend. All parents will need access to relevant and clear information about every school in the district, including information on how well students are making progress toward high academic standards. Information should be provided in many forms, ranging from written materials, videos, and parent visits to schools and parent resource centers.

3) Strengthen and improve a district's entire public educational system. In the absence of serious school improvement efforts, choice plans will not reach their full potential.

4) Ensure adequate transportation for students to get to schools and after-school programs of their choice

5) Provide opportunities for teachers and others to start new public charter schools or schools-within-schools that can compete with existing schools.

6) Develop challenging academic standards and assessments by which parents will be able to judge all schools.

7) Include strong evaluation and research components that will allow schools to learn from the successes of other schools, and other communities to learn from these system-wide public school choice efforts.

8) Leverage federal and other funds to support and institutionalize this effort. This incentive grant program should be the glue that holds a package of federal and other funds together. Other federal funds can be used to develop a supply of good schools and programs, provide information about those schools and programs, and ensure that students and their families have maximum choice among those schools and programs. (Federal funds that can be included in a proposal include Goals 2000 -- for standards and assessment development and school improvement strategies -- and federal programs for charter schools, magnet schools, school-to-work, reading, after-school programs, and educational technology.)

9) Open, fair admissions policies. More discussion is needed here.

Use of Funds: Grants can be used to pay for development and communication of good information and school report cards, the development of parental information and outreach centers, the provision of adequate transportation, the development or adoption of

challenging standards and assessments, resources to support overhaul of (or intervention in) under-performing schools, start-up funds for new schools, and partnerships with local colleges to expand AP and other advanced classes from which high school students can choose.

V. Budget Estimates for Grant Program:

Under development.

VI. Potential benefits of public school choice. Advocates argue that choice can:

1) Provide students and their families with more options in public education. Choice can provide more options of public schools that focus on a particular content area (whether an add-on specialty, or a theme -- like the environment or writing -- infused into the school's entire curriculum), instructional method, size, academic or career interest, location, or simply quality of education. All of these options are offered within a system of public education. (One size doesn't fit all)

2) Cause public schools to change and improve. With the appearance of appealing choices in public education, schools might take serious steps to avoid -- or respond to -- declining student enrollment and funds. Teachers and principals might also respond by doing something that is common to most good schools: developing, communicating, and sustaining a clear vision. (Competition can lead be healthy, leading to school improvement)

3) Lead to greater parental involvement, and give parents a greater say in their child's education. Learning about and choosing a child's school may in themselves be important forms of parental involvement. When parents choose a school for their child, they may develop a greater sense of ownership over their child's education, and a greater commitment to making sure the choice turns out well -- particularly if parents choose a school because they believe in its special mission or focus. The ability to choose may give parents greater confidence is seeking changes at their child's school, and may cause the school to take their ideas and concerns more seriously.

4) Empower teachers and other educators to create effective, creative schools that meet the needs of their students, and/or choose the type of public school they would like to be part of.

5) (Not necessarily intrinsic to public school choice plans, and not an argument we are likely to fully share...) Give schools more leverage over students and their families, giving them power to ask students (and parents) to meet certain expectations or to leave the school.

6) (A complicated argument with many possible permutations, not necessarily intrinsic to public school choice plans, and not necessarily an argument that we would share...)

Free schools up from the demands imposed by all of the constituencies that influence school board decisions, making it easier to respond to the needs of their students and families. This argument seems to gloss over many complicated and important issues relating to the nature of public education. E.G., where do you draw the line between unimportant demands imposed by private interests, and important parameters rooted in public desires for education to serve certain public purposes. Distinguishing one from the other seems to require a much more thoughtful articulation and application of principles of public education. (Widely shared public purposes include providing educational opportunities to disadvantaged children, prohibiting discrimination, fostering racial diversity and tolerance, socializing children to certain American values. Significant but hotly debated purposes include the kind of job protections provided to employees in public schools, and how to address a wide array of students with disabilities and other special needs.)

VII. Potential drawbacks or risks of public school choice. While most critics stress that the details of choice plans will lead to vastly different results, they say that choice plans might:

1) Leave poor, disadvantaged, and minority students behind in schools that have fewer resources to address their educational needs. Some argue that choice will lead to educated, involved parents making active choices to get their children into the best schools, leaving behind the children of less educated, less involved parents. Parents working long hours may have little time to learn about their child's choices, poorly educated parents may not acquire and use information about schools, struggling parents may feel disenfranchised and too preoccupied with other issues to navigate through complicated systems and choices.

Some critics say these problems are most serious in systems where only some parents choose their child's school, where neighborhood schools that serve most students are of low quality, where good transportation is not available, or where schools can pick and chose students (in obvious or not so obvious ways). These concerns have led to choice models where all parents choose their child' school, the creation of parent information and resource centers that provide information to -- and counsel -- parents, good transportation plans, and a focus on equitable admissions policies.

2) Can lead to schools making only cosmetic changes unrelated to real school and student performance, and obscure a lack of attention to fundamental school improvement. Under choice plans, many parents make choices about schools for reasons that may be important to them but are not directly related to the quality of their child's education. Parents may choose a school because it offers a certain extra-curricular program, is in a certain location, or has simply marketed itself well. Some worry that attention to such minor changes will take the place of a focus on what matters in fundamentally improving schools.

Concerns about this problem has led some to recommend that choice plans include a strong focus on school improvement, and understandable information about core educational issues at every school. Also might drive a focus on academic standards and assessments.

3) Can make schools less diverse, with students and families congregating along racial, cultural, or other lines. Some families may choose schools where their children can be with children and families who are most like them in a variety of ways. Some fear that this would deprive students of the ability to learn from a wide array of other students and enjoy the benefits of a diverse environment, as well as limit the nation's ability to live together peaceably and tolerantly in an increasingly diverse society.

Concerns about this problem have fostered "controlled choice" plans that permit choices only when they do not undermine racial diversity in schools, and efforts to get schools to aggressively recruit diverse populations. It also can be important to clearly define public education as a place where a wide array of students of all races and cultures can learn and grow together

VIII. Principles that should drive public school choice plans that can help all students reach high standards

1) All schools participating in a choice plan and receiving public funds should be public schools that meet certain clearly defined public purposes.

2) All parents in a district should be able to choose what public school their child attends.

3) There should be relevant and clear information on every school in the district, with information on core educational issues (test scores, philosophy of education, etc.) and other information that is relevant to parents.

4) Schools should have fair admissions policies.

5) Free transportation should be available to any student who needs it.

6) Schools should be held to high academic standards, and given more flexibility in how to meet these standards.

IX. Examples of different types of public school choice plans:

Cambridge, MA (controlled choice)
Montclaire, NJ (controlled choice)
District 4, New York (development of specialized schools)
Minnesota (open enrollment, post-secondary options, charter schools)
New York City, Milwaukee, etc. (magnet schools)
San Diego, and a couple of small all-charter school districts (charter schools in a district)

X. Some Major Issues to Consider:

1) To what extent should specific kinds of public school choice plans (e.g., controlled choice, interdistrict choice, intra-district choice) be encouraged? Should applicants choose what kind of choice plan they would like to adopt as long as they met certain principles or goals outlined in the new program?

2) Should this be a new, separate grant program? Alternatively, could a criteria for all or some recipients of a larger, broader urban school district grant be the development of quality public school choice plans?

3) Should we consider smaller-scale options for a programs, like simply funding:

- single high-priority items in a public school choice plan, like the development of parent information and resource centers.
- the development of model school report cards.
- research and/ or technical assistance on public school choice plans

4) How should desegregation be handled in this program?

5) Could a public school choice proposal -- or a portion of it -- consist of adding new criteria or a focus for existing federal programs like charter schools, Goals 2000 local grants, Goals 2000 parent resource centers, appropriating funds for community schools program.

Next steps:

1) Meet at 10am on Monday

2) Discuss, brainstorm, rework framework for this and any other options

3) Find information about Cambridge, other examples

4) Review any articles

5) Develop budgets, cost estimates, research summaries.

MEMO

TO: Bill Kincaid

FROM: Roneeta Guha

DATE: December 4, 1996

RE: Summary of Standards Used to Audit Des Moines Community School District

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A Curriculum Management Audit of the Des Moines Community School District

A curriculum audit is designed to reveal the extent to which officials and professional staff of a school district have developed and implemented a sound, valid, and operational system of curriculum management. Such a system, set within the framework of adopted board policies, enables the school district to make maximum use of its human financial resources in the education of it students. The audit is an independent examination of three data sources - documents, interviews, and site visits - which are gathered and corroborated to reveal the extent to which a school district is meeting its goals and objectives. The audit's scope is centered on curriculum and instruction, and any aspect of operations of a school system that enhances or hinders the design and/or delivery of curriculum. While a Curriculum Management Audit is not a financial audit, it is governed by the some of the same principles: technical expertise, independence, objectivity, materiality, and full disclosure.

The Des Moines Curriculum Management Audit used two standards, extrapolated from an extensive review of management principles and practices and applied in all previous Curriculum Management Audits, against which to compare, verify, and comment upon the Des Moines School District's existing curricular management practices. The standards reflect an ideal management system, but not an unattainable one. They describe working characteristics any complex work organization should possess in being responsive and responsible to its clients. A finding within the audit is simply a description of the existing state, negative or positive, between an observed condition or situation at the time of the audit and its comparison with the standards.

The Direction Standard - *The extent to which the school district has established clear and valid objectives for students, comprised of meaningful learning expectations and delivered in an effective and congruent manner for maximum achievement of results. Common indicators include:*

- A clearly established, systemwide set of goals and objectives addressing all programs and courses and adopted by the board of education.
- Demonstration that the system is contextually responsive to national, state, and other expectations as evidenced in local initiatives.
- Operations set within a framework carrying out the system's goals and objectives.
- Evidence of comprehensive, detailed, short- and long-range curriculum management planning

- Knowledge, local validation, and use of current best curricular practices.
- Written curriculum addressing both current and future needs of students.
- Major programmatic initiatives designed to be cohesive.
- Provision of explicit direction for the superintendent and professional staff.
- A framework existing for systemic curricular change.
- Documents/sources revealing internal connections at different levels in the system.
- Allocation of resource flow to areas of greatest need.
- A curriculum clearly explained to members of the teaching staff and building-level administrators and other supervisory personnel.
- Specific professional development programs to enhance curricular design and delivery.
- A curriculum monitored by central office and site supervisory personnel.

A school system meeting this audit standard has established a clear, valid, and measurable set of pupil standards for learning and has set the objectives into a workable framework for their attainment.

The Improvement Process Standard - *How well the school district has used the results from district-designed or -adopted assessments to adjust, improve, or terminate ineffective practices or programs and whether or not the system effectively gathers, analyzes, and responds to feedback about the system's performance. Common indicators include:*

- A formative and summative assessment system linked to a clear rationale in board policy.
- Knowledge, local validation, and use of current curricular and program assessment best practices.
- Use of a student and program assessment plan which provides for diverse assessment strategies for varied purposes at all levels -- district, school, and classroom.
- A way to provide feedback to the teaching and administrative staffs regarding how classroom instruction may be evaluated and subsequently improved.
- A timely and relevant data base upon which to analyze important trends in student achievement.
- A vehicle to examine how well specific programs are actually producing desired learner outcomes or results.
- A data base to compare the strengths and weaknesses of various programs and program alternatives, as well as to engage in equity in analysis.
- A data base to modify or terminate ineffective educational programs.
- A method/means to relate to a programmatic budget and enable the school system to engage in cost-benefit analysis.
- Organizational data gathered and used to continually improve system functions.

A school system meeting this audit standard has a full range of formal and informal assessment tools providing program information relevant to decision making at classroom, building (principals and school-site councils), system, and board levels. The full range of programs are systematically and regularly examined, and assessment data have been matched to program objectives and are used in decision making.

DRAFT
11.15.95

Building Report Card
Proposed Content Items

Name of School, USD Number and Name, Mailing Address, City
School Telephone Number
Current State Accreditation Status

Summary of School Profile
- Enrollment (total and disaggregated by race/ethnicity and gender)
- Percentage of Economically Disadvantaged Students
- Violent Acts Against Students and Teachers (duplicated counts; figures will be listed per 100 students)

Statewide and School Building Indicators/Data
- Results on Statewide Mathematics Assessment
- Results on Statewide Reading Assessment
- Results on Statewide Writing Assessment
- Results on Statewide Science Assessment
- Results on Statewide Social Studies Assessment
- Attendance Rate*
- Graduation Rate*
- Drop-out Rate*

New Sub-Section:
Statewide and School Building Indicators/Data *(These items are locally defined and without a common statewide definition.)*
- Percentage of High School Students Passing Advanced Science
- Percentage of High School Students Passing Advanced Mathematics
- Percentage of Students Mastering Algebraic Concepts

* *Attendance rate, graduation rate and drop-out rate will be defined statewide using the definitions provided in the Quality Performance Accreditation system.*

TITLE: Ailing schools face crucial test
COLUMN: NEWS ANALYSIS // CLASSROOMS IN CHAOS
BYLINE: STEPHANIE ZIMMERMANN
EST. PAGES: 2
DATE: 10/02/96
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(Copyright 1996)

The 109 Chicago public schools placed on academic probation this week can expect some big changes, administrators say:
Financial pros to sort out high school budgets.
Better training - or pink slips - for ineffective teachers.
Teams of university academics, central office administrators, retired principals and others converging on the troubled schools, assessing the problems and seeking solutions.

The moves are dramatic, as they should be, said Barbara Radner, director of DePaul University's Center for **Urban Education**. If nothing else, the entire city has learned that its schools, and perhaps its economic future, are in grave trouble.

"So many factors are responsible for the **education** challenge. . . . To respond other than comprehensively is not to respond," Radner said. "Everybody's paying attention to a problem that is everybody's problem."

The plan, announced Monday, to put 38 high schools and 71 elementary schools on probation came after School Chief Executive Officer Paul Vallas announced that only 15 percent or fewer of the students at those schools met national norms in reading.

It is the first time any Chicago public school has been placed on academic probation.

Probation powers allow the central office to remove incompetent principals, staff or local school councils, or even shut down and completely reorganize a school.

But Patricia Harvey, the schools' chief accountability officer, said that's not the aim.

"We don't want to begin at that point. . . . I think that most schools are going to view this as a positive - a way of getting some help with some very difficult problems," she said.

Next week, the ailing schools will be assigned to eight probation management teams.

The teams will be made up of current or former principals from city, suburban or even parochial schools; the school's current principal; local school council members, and a central office administrator. Each school will be allied with a university or other **education**-related organization.

The four- to 10-member teams will modify each school's improvement plan to make it more relevant. They'll toss out old programs that aren't working. They'll also set long-range goals, looking at the school's leadership, the quality of instruction, staff development, school safety, **truancy**, community input and other factors, Harvey said.

High schools will get a business professional to look at their budgets, with an eye to getting full-time business managers at each high school, Harvey said.

Harvey said no specific principal or staff member has been targeted for dismissal, but "a few" teachers who can't or won't be retrained probably will be fired.

Last year, 28 schools were placed on academic remediation, a less severe sanction. None of those schools made it off the list; one high school and six elementary schools will remain in remediation and 21 were moved on to probation.

An additional three high schools and 21 elementary schools were placed on remediation in this latest announcement, bringing the number of schools on remediation to 31.

Critics of the plan worry that it's a power play by the central office.

"My major concern is that they never set up any system of objective evaluation," said Joan Jeter Slay, associate director of Designs for Change, an advocacy group. "There are all kinds of games you can play with tests and numbers" to try to show improvement.

Harvey said the teams will be expected to set goals and

deadlines. Some, like cutting down truancy, can be judged fairly quickly. Others, like test scores, will take until next year to see results, she said.

Goals will differ for each school, and the minimum standards eventually will go up for everyone, she said. "We're not going to be happy with 15 percent."
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(Copyright 1996)

"The future of our city depends on our public schools--and the future of our kids depends on their **education**." With those words last week, Mayor Richard Daley launched yet another initiative aimed at turning around Chicago's beleaguered public schools.

He could have been speaking for hundreds of mayors across the country, particularly those in big cities, who are grappling with an **education** crisis that is older than most of the students.

But in Chicago, the schoolroom revolution has begun. And it is a propitious stroke of luck that brings the Democratic National Convention, with its politicians and community leaders from across the country, to this city on the eve of what is expected to be a new, improved school year.

In 1988, Chicago Public Schools became the paradigm of a woefully ineffectual **urban education** system--beset by high dropout and truancy rates, low student achievement and crumbling buildings--William Bennett, then Secretary of **Education**, called them "the worst in the nation." He may not have been right, but he could not have been far wrong.

A sweeping state **education** reform law resulted in some improvement but, overall, it was business as usual--and the kids who should have been getting an **education** were getting shortchanged instead.

Just in the last year, however, a new team of executives, appointed by Daley and accountable for the schools' success or failure, has embraced a host of **education** initiatives that hold great promise.

With both Democratic and Republican presidential candidates claiming **education** as a top priority, it's time to commend those initiatives, and a number of others equally deserving of consideration, to the political leadership of the country.

It's up to the states--and every city and town--to assure citizens an opportunity for adequate **education**. Some worthy methods for doing that include:

- Charter schools. Thanks to a state law passed earlier this year, Chicago (along with suburban and Downstate districts) will have an opportunity to experiment with these publicly funded schools that operate largely free of the constraints of a central bureaucracy or state regulations.

In states where they already exist, the best of them are virtual laboratories for learning, with dedicated teachers, involved parents and interested students. Charter schools are judged by how much their students learn, which really isn't such a radical concept.

- Standards. States have an obligation to establish minimum **education** standards that are broad enough to allow local districts to create their own curriculums but narrow enough to make clear what a child at any stage of the educational process ought to know.

Beyond that, achievement tests should be geared to the standards and students required to pass them before moving on to the next grade.

This year, some Chicago students who performed below minimums on standardized tests were required to attend summer school before being promoted, a policy that eventually will be applied to all grade levels.

That will be particularly important in the next couple of years, when the Illinois Board of **Education** expects to have state standards and tests in place.

- Vouchers. Bob Dole called them "opportunity scholarships" when he proposed a $5 billion plan to give poor children a chance to attend the school--public or private--of their choice. But no matter what you call them, they're worth trying.

If children in poor neighborhoods cannot get a decent **education** from their public schools, their parents should be allowed to send them someplace where they can.

As teachers and administrators face the prospect of losing their jobs because families have chosen something better, they may find the will to offer something better themselves.

- Decentralization. True decentralization of the **education** process gives local communities the power to hire the principals who run their schools, having responsibility for everything from hiring teachers and janitors to balancing the budget. District school boards exist as oversight agencies to enforce fiscal responsibility and monitor academic achievement as evidenced on standardized tests.

- Small schools. Though numerous studies have documented the importance to student achievement of small schools, Chicago--like many cities whose schools were built in the post-World War II "warehouse" era--is stuck with schools housing as many as 2,000 students or with smaller buildings that are bursting at the seams.

Besides plans to build more, smaller schools, the school board this year has plans to divide Chicago's high schools into "schools within schools." Freshman academies will help newcomers adjust to high school and provide a core curriculum designed to bring 9th graders up to speed academically.

The schools-within-schools approach is ideal for districts that can't afford to tear down their old structures and build more student-friendly ones, but that also desperately need to forge personal connections between kids, their teachers and their environment.

The problems that plague the nation's schools are intrinsically related to a complex skein of socio-economic problems that are most deeply entrenched in cities like Chicago: poverty, unemployment, drugs, crime, single-parent families.

The schools are further hampered by entrenched bureaucracies that value process over results and unions that view schools as places of employment for adults rather than places of learning for children.

No school can overcome all that. But **education** is, as it always has been, the way up and out of poverty. School districts, working together with community groups, can provide a key piece of the solution, if they are only bold enough to try.

DESCRIPTORS: ISSUE; CHICAGO; **EDUCATION** ; **EDUCATION**
OTHER TERMS: TAG: 9608280064

TITLE: CHANGE IN ORDER AT ENGLEWOOD HIGH BRINGING ORDER TO TROUBLED
ENGLEWOOD HIGH SCHOOL IS PROVING A BATTLE FOR NEW PRINCIPAL TOMMYE BROWN, A VIETNAM VETERAN AND FORMER ASPIRING PRISON WARDEN.
BYLINE: Jerry Thomas ; Michael Martinez, Tribune Staff Writers.
EST. PAGES: 4
DATE: 04/29/96
DOCID: TRIB61200154
SOURCE: Chicago Tribune; TRIB
EDITION: NORTH SPORTS FINAL; N; SECTION: NEWS; PAGE: 1
(Copyright 1996)

Shortly after becoming the new principal of Englewood High School, Tommye Brown decided to have lunch with his students.

Brown, the first outsider in several years to get a hard look inside the South Side high school, sized up the scene in seconds: The cafeteria looked like a rumpus room.

Kids ran from table to table. They shoved and pushed to get burgers and pizza on the food line. Boys played card games like "bid whist." Girls watched soap operas on the lunchroom's four television sets--once used for educational viewing. Students cut class and spent two or three periods there socializing with friends, occasionally shouting profanities.

It was, in short, a free-for-all.

And it had to stop, Brown told his two top aides.

When the students returned from spring break a week later, they found a few suprises.

No more television. No card playing. No loitering.

Students were getting turned away at the lunchroom door if they weren't scheduled for lunch then or didn't have their ID.

The kids were outraged.

"Is this a prison?" 17-year-old junior Michelle Harris shouted to Brown in the lunchroom.

The principal's response was drowned out. He later remarked to visitors: "These kids are not used to order."

Englewood High is going through abrupt change. It is at the ground level of an experiment in **education** that, if successful, could help answer some of the nation's most pressing questions about America's neediest students.

If it fails, chances are that no one else will reach these students before they enter adulthood and become America's outcasts: the working poor, the unemployed, the welfare recipients and the criminals.

The South Side high school, at 6201 S. Stewart Ave., posted the lowest scores on the Illinois Goals Assessment Program. In a system that was once dubbed the worst in the nation, it might well be called the worst high school in the state.

As such, it has become perhaps the most dramatic example yet in the mission of Chicago's new school administration to jolt wayward schools into improvement.

Schools chief Paul Vallas replaced the principal there earlier this month and has vowed that he will halt its long, depressing decline--in some ways putting his own reputation on the line as well.

In this microcosm of the most ghastly ills of **urban education**--students from illiterate households, in a climate of weapons, drugs, blighted neighborhoods and many other familiar roadblocks--the questions are daunting:

Can such a school ever be turned around? What can actually improve test scores? Should academics come first or atmosphere? Are teachers the problem? Parents?

And who can bring about such a metamorphosis?

Vallas has gone with personality in naming Brown, 49, a tall, gregarious man who grew up in the Deep South during the Jim Crow era. He was once a cocky but unsuccessful college baseball player, a Vietnam War veteran and an aspiring prison warden. He replaced Warner Birts, whose 6-year tenure was marked by controversies.

It certainly wouldn't be an understatement to say that Brown may have one of the toughest jobs in America, and a firsthand look at Brown's first days on the job reveals a predictable maelstrom of problems.

But even as the school fulfills many of the stereotypes of chaotic inner-city **education**, there are also quieter snapshots of industry and dedication, faces of pupils who have steeled themselves to the torrential distractions and vowed to get out with an **education**.

In the same school in which a formidable iron gate clangs down each day to separate the gym from the rest of the school--so kids can't cut class and hang out during physical **education** classes--there are honor students who are weighing whether to attend schools such as the University of Iowa or Jackson State University in Mississippi.

For them, Englewood's notorious image has actually made them more determined to succeed.

"When I go to student council conferences and tell them I am from Englewood High School, they look at me like I am crazy," said Marcus McCalab, 18, who plans to attend college this fall. "But I enjoy saying I am from Englewood, because it means Englewood has more to offer than gangs."

Most students, teachers say, do not see the value of **education** in their lives. The teachers assign little homework for fear the students won't return the books.

The day begins at 8:30 a.m., but on a recent Monday students were still coming--in small clusters--through the front door of the school some two hours later.

In Mary Katz's third-period art class, there are 28 students enrolled but only 14 pupils showed up. A 17-year-old junior strolled into the class 20 minutes before the dismissal bell without a note from the principal's office or her parents. She said she had to visit her gynecologist.

"It's either not come to school or come to school late; which one would you choose?" she told Katz.

"They look at us as equals; they don't think I should tell them anything," said Katz, a first-year teacher.

Linda Gardner is a veteran teacher, but she doesn't fare much better in maintaining order in her business law class, which is for "advanced" students.

When students walked into James Schlatter's geometry class, they were asked to immediately take out a pencil and paper to work on a problem that had been written on the board. Out of eight students, only two attempted to work on the problem. Four eventually went to sleep during the class. Two girls were engaged in a private conversation before one decided to work on her hair. Schlatter attempted to interest some of the students in the classwork, but they dismissed him or gave him a mean stare.

"There were 22 students in the class, but they don't come anymore," said one girl, who complained that Schlatter put problems on the board before he explains them. "The teaching isn't fun anymore. They get all F's."

The students in several classes have petitioned school administrators to remove Schlatter, because he has a reputation for failing most of his students.

Schlatter, who has taught at the school for more than 25 years, does not believe his standards are too high. But he acknowledged that he has been ordered to lower his standards.

"I had a principal who told me to pass the students along," Schlatter said.

He added: "I'm basically a sensitive person, so it has been rough. I do care. I want to teach them, and what I do is right for them in the long run."

Parents blame the teachers for the problems at Englewood; teachers blame the parents and the administrators at the feeder schools, who promote the students to high school, even though they have failed to master the necessary skills to graduate.

Students and faculty believe the only thing that can turn the school around is magnetic leadership from Brown and the central office.

Brown's energetic personality--too expansive for the 700-student Yale Elementary School, where he had been a principal for seven years--easily fills the maze-like corridors of 1,300-student Englewood High and adds color to the somber cinderblock and black-and-white interior of the school. Brown agrees with the students that it looks like a juvenile detention facility.

The new principal is credited with bringing Yale, also located in the Englewood neighborhood, out of remediation, the school's process to improve flagging schools. Standing well above 6 feet tall, he says he intends to know all Englewood High students by face and name.

He cuts an impressive athletic silhouette as he confronts students in the hallway.

"What you walking around here with two earrings!" he scolds one student, who keeps walking and ignores him. "Hey, I'm talking to you! You don't respect nothing. Come over here. I want to remember a face with a name. The rule is you take the earrings off."

Brown's top assistants are two former football players turned educators: wide receiver Gloster Richardson, 53, once of the Kansas City Chiefs, a soft-spoken man who ingratiates himself with students by using easygoing conversation, often placing the hand bearing his Super Bowl ring on the lunchroom table.

Joe Washington, 45, was a running back for the Atlanta Falcons during the 1970s whose fireplug physical stature adds to his bearing as a decisive disciplinarian.

This troika at Englewood say they don't glorify professional sports to students, but it's obvious they intend to use the allure to get them to stay in school and learn.

"You've heard the horror stories about Englewood," said Vallas, discussing his plans for the school. "Is there a magic pill solution to the problems of Englewood? There isn't."

In practical terms, his strategy calls for a top-down evaluation of all school staff and retraining for poor performers. If a teacher or other staff member cannot be remediated, he or she may be fired, Vallas said.

Students, too, must meet standards, and if they cannot, then a school program must be in place to help them, Vallas said.

"Say you have a teacher that is flunking 90 percent of his kids. First of all, you have to evaluate that teacher. Is that teacher teaching to standards? If that teacher is teaching to standards, is there a plan in place for dealing with students who have not been prepared to perform to those standards?"

Margeret Golden has been a teacher since 1972, but this is her first year at Englewood. Six weeks into the job, she called the mother of one student who was repeatedly disruptive. Shortly afterward, in class, the female student came up behind her and tried to choke her.

The student ultimately was transferred, but the former River Forest teacher is still puzzled over the reactions to the attack. Students taunt her about the incident, saying they would have finished her off.

Golden, 49, said she thought about moving on but says that would have been the easy way out.

"There are people who would never do what I am doing, just like they would never rent an apartment in Englewood," Golden said. "Usually, there is a sweet, humorous and needy kid besides the bad ones, and if you throw them all in the same basket, you are a fool."

ART: PHOTOS 4 GRAPHIC MAP;
Caption: PHOTO (color): Late arrivals check in at Englewood High School's office under the watchful eye of Principal Tommye Brown. Tribune photo by Carl Wagner.
PHOTO (color): Tommye Brown. Tribune photo by Phil Greer.
PHOTO (color): Tommye Brown, who has been too busy to unpack his belongings, must transform a school that had a 25 percent dropout rate in 1994. Tribune photo by Carl Wagner.
PHOTO (color): Principal Tommye Brown, who recently was appointed at Englewood High School, makes a point while talking to a student in the cafeteria. Tribune photo by Carl Wagner.
GRAPHIC (color): The challenge facing Englwood High School.
- Student attendance rate.
- Annual dropout rate.

TITLE: TEACHER STANDARDS
COLUMN: Voice of the people (letter).
BYLINE: Fred Chesek, Coordinator, Teachers for Chicago
EST. PAGES: 1
DATE: 06/17/96
DOCID: TRIB61690115
SOURCE: Chicago Tribune; TRIB
EDITION: NORTH SPORTS FINAL; N; SECTION: COMMENTARY; PAGE: 14
ORIGIN: CHICAGO
(Copyright 1996)

I read with interest Tracy Poe's letter titled "Teach-22?" that laments the obstacles preventing people with Ph.D.s from entering Chicago's teaching force (Voice, June 8).

Perhaps Ms. Poe is unaware that Chicago is committed to bringing to its children the best possible educators. We believe that a deep understanding of content is imperative, but just as important is a deep understanding of effective teaching practice, children's learning styles and democratic principles. Ours is a profession that requires a commitment to these principles and practices. To assume that a Ph.D. alone makes one a good teacher is an unfortunate logical leap.

Ms. Poe, however, might be pleased to know that Chicago schools are addressing many of her concerns through Teachers For Chicago, designed by Chicago Public Schools, the Chicago Teachers Union, the deans of our area universities and colleges and the Golden Apple Foundation. This program, which recruits doctors, lawyers, engineers and other degreed candidates from around the country, provides people interested in **urban education** with a two-year internship.

In it, accepted candidates are provided a salary, benefits and a fully released exemplary teacher to act as a mentor. Each candidate also enrolls in a master's program designed to address the critical principles and practices necessary for educating urban children. Although we receive many applications, only 10 percent meet our standards and train to become the best we can offer our children

Chicago Public Schools, driven by a commitment to reform **education** and supported in this endeavor by the mayor's office and schools chief Paul Vallas' adminis-tration, wants to hear from all the Tracy Poes who believe they have something to offer.
OTHER TERMS: TAG: 9606170115

Wilbur - Northern

TITLE: TEACHER HELPS PROBLEM KIDS COPE SHE DOESN'T LET AT-RISK STUDENTS GET OVERLOOKED
BYLINE: Jim Sulski. Special to the Tribune.
EST. PAGES: 3
DATE: 02/14/96
DOCID: TRIB60450108
SOURCE: Chicago Tribune; TRIB
EDITION: SOUTHWEST SPORTS FINAL; SW; SECTION: PARK FOREST/RICHTON PARK; PAGE: 10
(Copyright 1996)

It was barely two months into the new school year at Forest Trail Junior High School in Park Forest, and John had missed 27 days of school.

On the days he did show up, the 8th grader would fall asleep in the classroom.

Concerned about his behavior, one of John's teachers alerted Sue O'Halloran, a member of the school's Children at Risk in the Elementary School program, known as CARE. She is a volunteer teacher with the program, which tries to help pupils who are having a hard time in school.

The next day, O'Halloran met John (not his real name) after one of his classes.

"I brought him out in the hall, introduced myself and we talked briefly," O'Halloran recalls. "I told him that a couple of his teachers were concerned that he was missing so much school, and I just wanted to offer my services to him if he needed some help."

O'Halloran recalls that the boy was reluctant at first. "He asked if I was a psychologist or counselor or something," says O'Halloran, who is the school's resources program teacher. In her job, she helps other teachers work with learning-disabled and behavior-disordered pupils and works with those pupils herself.

"I told him I wasn't, that I was just one of the teachers in the building who was worried about him."

John was interested in talking, so she set up a meeting the next day in her office during his lunch break.

Over sandwiches, O'Halloran explained the CARE program and asked him about his classes.

"I kept it very informal because you've got to show the student you're a good listener," she says. "At the start, as long as they keep talking about school, they feel safe.

"This whole program is based on trust," she adds. "Very often, our adolescents don't trust adults in their lives, and you have to build a rapport with a student, which takes a while."

Approximately 75 pupils at the school are helped each year by O'Halloran and the dozen other volunteers with the CARE program. The school has about 660 pupils in 6th through 8th grades.

"It's a very rewarding job in that you get to see kids being allowed to be kids again," O'Halloran says. "What CARE does is recognize that there are students who are coming to us daily with so much excess baggage emotionally. What we try to do is help those kids cope."

By the third meeting between John and O'Halloran, the boy began to open up. He told O'Halloran that his mother had left his father and moved to the Chicago area, bringing him and his two younger sisters with her.

"He said that the reason he came to school and fell asleep was that he was up most of the night taking care of a little sister who was sick, as he was in charge of taking care of his two younger sisters.

"I got the impression that the parent was out of the home all night. I also found out that the family was operating on nothing--the mother had no job, no car, no money. The son was trying to hold everything together and be the man of the house."

John said he wanted to stay in school but felt "overwhelmed" by the amount of work he had missed. He also felt that trying to catch up was going to be impossible. O'Halloran told him she would meet with his teachers and see if everyone could compromise on the amount of missing work.

"I then made a plan with each of his teachers," she recalls, "and we prioritized his workload, making it more manageable.

"We targeted one class at a time, and I gave him small amounts of work to do to get him re-established with passing grades.

"He is a very bright young man, and when he saw he was not facing 15 missing assignments but only two or three that he could accomplish--all of a sudden there was a light at the end of the tunnel and he found the energy to do the work."

Once John started catching up, O'Halloran asked if she could contact his mother.

"In almost all of these cases, the home is where the root of the problem is," she notes. "Our goal is to work with the parent or parents or we'll never get these situations corrected."

She met with his mother and put her in touch with a local social-services agency.

"The agency brought in all the family members for some family counseling and also enrolled the mother in a parenting class," O'Halloran says.

In addition, she worked with the mother to ensure that John made it to school and got undisturbed sleep at home.

"He's now coming to school on a regular basis--and he looks much better and healthier," she says.

In the last few weeks, O'Halloran and John's other teachers have been working to get him "up to speed" academically, she says.

"Now that we've got him here, I believe he will catch up," she says.

If it weren't for the CARE program, pupils such as John could "fall through the cracks," O'Halloran says.

"What would have probably happened in his case is that the family would have been taken to court for truancy and have another burden to shoulder," she says. "There would have been some sort of punitive situation, and no one would have known about all the dysfunction going on. The worst-case scenario would be that the family (would be) broken up."

The difficulties faced by pupils range from family problems to psychosis, O'Halloran says.

Two years ago, she worked with an 8th grader who was school phobic. "We could not get him to come to school at all," she recalls. "This student had an actual physical fear of coming out of his home to come to school. It was similar to agoraphobia."

O'Halloran would call him from home in an attempt to get him to come to school.

"We worked with him for three months before we got him here physically," she says. "When he finally came to school, it was a situation where he was physically in tremors. As a result, I had to ease him in. I brought him to school at 6:30 a.m., would take him to my office and just relax with him."

Eventually, O'Halloran and other CARE volunteers were able to get him to attend a half-day. "Then he had a setback at home and went into psychiatric care. It was something that was building over the years."

O'Halloran, who has been at Forest Trail since 1974, has volunteered with the CARE program since it was initiated at the school five years ago. Her CARE work can take up from one to several hours each week, she says. The program exists in each of the five schools that make up Park Forest District 163.

"This program wouldn't exist without the volunteers," Principal Douglas Freehauf says. "People such as Sue O'Halloran add much to the program. By her nature, it's her place to nurture and help the kids who need nurturing."

O'Halloran grew up on Chicago's South Side and graduated from Aquinas Dominican High School (now closed) in 1969. She always knew she "wanted to be a teacher."

She received a bachelor's degree in special **education** from Governors State University in University Park in 1973. After going to work for Forest Trail, she returned to Governors State part-time to get a master's degree in **urban education**. She received it in 1976.

As the resources program teacher, she works with 8th-grade

learning-disabled and behavior-disordered pupils and also provides support for their teachers.

"I consult with the teachers, give them teaching strategies, modify educational materials and assist the students one-on-one, or work with an entire class," she says.

O'Halloran, who lives in University Park, would like to devote more time to the CARE program to see it grow.

"We may see 75 cases each year, but there are probably 300 or 400 kids in this building who need some sort of help," she says.

"I've been in **education** for more than 21 years, and I see kids having more problems than ever thanks to two parents working and parents who don't know how to parent because they're overwhelmed. As a result, the kids need us even more to be there for them.

"That's what our job with CARE is--to ease the burdens that are on the shoulders of the kids and maybe their families."

ART: PHOTO;
Caption: PHOTO: Sue O'Halloran, a volunteer teacher in Forest Trail Junior High School's Children at Risk in the Elementary School Program, counsels a student. The program targets kids having a hard time in school. Tribune photo by Gerald West.
DESCRIPTORS: SUBURB; SCHOOL; INTERVIEW; EMPLOYEE; BIOGRAPHY ; **EDUCATION**;
LABOR & PERSONNEL ISSUES; BIOGRAPHY
OTHER TERMS: TAG: 9602140108

TITLE: School quotas cheat children
BYLINE: Mike Barnicle, Globe Staff
EST. PAGES: 2
DATE: 08/29/96
DOCID: BOGL1248578
SOURCE: The Boston Globe; BOGL
EDITION: City Edition; SECTION: METRO/REGION; PAGE: B1
NOTES: MIKE BARNICLE
(Copyright 1996)

This morning, the first day of a brand new school year in the city, the president of the United States has finally stepped off a train called the 21st Century Express and right into throngs waiting to heave adoration at him in Chicago. The train took Clinton on a journey along the spine of the rust belt -- Kentucky, West Virginia, Ohio -- and contained more promises than stops, but that's fine because election-year commitments make everyone feel momentarily better in a country that has an increasingly limited attention span.

Of course, the train was a promotion, a complete political production, and bears little resemblance to the reality of buses that will pull out at dawn today to collect a cargo of children whose lives will become part of the roulette game called **urban education**. Sadly, in too many instances you have a better shot at winning at the Foxwoods Casino than many boys and girls do in a school system assembled around an endless series of quotas aimed at trying to legislate quality of opportunity at the expense of the quality of outcome.

We have already seen legal results of Latin School color-coding. We have seen teacher and pupil assignments based on skin color rather than skill. And **we** also have the absurdity of penalizing the potential of third graders by telling them they cannot sit in advanced-study programs due to numbers.

Rachel Koepke is a gifted student at the Trotter School in Roxbury. She and her family **sought** to have her enrolled in the advanced work program, which gives kids a leg up on tests that must be taken in later grades to gain entry to city exam schools, like Latin.

Rachel is smart. Rachel gets great scores on the Metropolitan tests all kids take. Rachel gets A's. Rachel got 100 in reading and the top score was 105. Rachel got a score of 74 in math while the top there was 84. Rachel was ranked in the 95th and 94th percentiles as a result of her achievements and, thus, applied for the advanced-study program.

One problem: Rachel Koepke is white. And because she is white, she had to have a rank of 1.39 or higher on something called the Z-Score, a table used by the school system to fill slots in the advanced-study program. Rachel's rank was 1.31.

Naturally, there are different ranks for different colors: The cutoff for black pupils is .92. The cutoff for other children interested in the program is 1.19.

And the numbers change from year to year. Last year, the cutoff was .88 for black students, 1.01 for other and 1.34 for white students. Not many parents ever get an acceptable answer as to how rank is calculated. All they end up with is the realization that their third, fourth or fifth grader lost a shot at legitimate advancement based on brains and diligence because of pigmentation and an obsession with quotas.

This, right here -- the statistical fiddling around with kids not yet 10 -- is why people leave cities and school systems. They do not give up because they are racists, because they are selfish or self-absorbed. They leave because **education** is no longer the highest priority of educators: Pleasing and pacifying numbers-crunchers as well as satisfying the shadow of judicial decrees have become paramount goals.

And the entire national dialogue about public **education** continues to veer toward the ludicrous. At one level, we have a president clearly committed to children announcing a marvelous proposal to throw billions at the goal of making every third grader literate, which is something that provokes questions: What is happening in first and second grade that delays such proficiency, and why are we paying for it if it is a failure?

At another level we have third graders denied opportunities to flourish simply because they happen to be the wrong color. What does that tell kids and their parents? People don't pack up because of potholes. They change zip code because of quotas, bureaucratic inefficiency, institutional indifference and obstacles tossed in a child's path.

For years, schools and teachers have been asked to carry the

weight of so many ugly cultural and social realities -- poverty, poor nutrition, teen-age pregnancy, drug-addicted students, homeless students, students without fathers, hope or the chance to live with someone who actually works for a living -- and as this political campaign leaves the station for its fall cruise around the nation, the huge dilemma of public **education** will not fade and the load will not lighten so long as kids are cheated by quotas, blind to common sense.

TITLE: City to get new pilot-school proposals
Trend called sign of improving system
BYLINE: Karen Avenoso, Globe Staff
EST. PAGES: 1
DATE: 09/20/96
DOCID: BOGL1252005
SOURCE: The Boston Globe; BOGL
EDITION: City Edition; SECTION: METRO/REGION; PAGE: B3
(Copyright 1996)

An award-winning New York City educator, administrators from a Boston branch of Outward Bound and the directors of an Afro-centric private school are applying today to launch pilot schools in Boston.

Pilot schools, like the state's charter schools, operate without school board and union constraints and can choose their own staff and design their own curriculum. But, unlike charter schools, they are part of their local school district and take students only from the district.

Deborah Meier, a MacArthur Award-winning school reformer, hopes to start a pilot elementary school in Mission Hill, according to local educators who have helped write her proposal. Meier is best known for the innovative school she started two decades ago in East Harlem, N.Y., at which college acceptance and graduation rates soared to more than 90 percent.

Meier's school would open in Mission Hill with 80 to 90 kindergartners and first-graders, her partners said. She would also set up a network of pilot schools dedicated to school reform.

The directors of the Paige Academy, an Afro-centric private school in Roxbury, also said they have applied for pilot school status. Their school, founded in 1975, focuses on math, science and the arts, including African dance and drumming.

Educators at Expeditionary Learning Outward Bound, a Cambridge-based company, have applied to start a pilot middle school in the Harbor Point housing development.

Outward Bound's pilot school, which would run in partnership with the University of Massachusetts-Boston and the Center for Innovation for **Urban Education** at Northeastern, would begin with 60 6th-graders and focus on project-based learning, said Scott Hartl, a schools designer for Outward Bound.

The principal of the Josiah Quincy Elementary School, a popular, high-scoring public school in Chinatown, also hopes to open a pilot school next fall. Bak Fun Wong, the Quincy School's principal, said he applied to start a school for sixth to 12th graders. The school, he said, would provide continuity for Josiah Quincy students and be open to other city students.

The School Department has not set a cap on the number of pilot schools it will approve, said Jane Feinberg, the system's director of communications.

"The selection will be based on the quality of the proposal and the budgetary implications," she said.

Neil Sullivan, executive director of the Boston Private Industry Council, hailed the number of applications from talented educators.

"This demonstrates that the charter school concept can thrive within a public school system," said Sullivan. "This also shows that Boston public schools in 1996 can attract the country's best educational talent. And this is new and important."

A vote by the School Committee about the new pilot schools is expected in November.

TITLE: Misplaced mixing
EST. PAGES: 1
DATE: 05/10/96
DOCID: BOGL1232636
SOURCE: The Boston Globe; BOGL
EDITION: City Edition; SECTION: EDITORIAL PAGE; PAGE: 20
(Copyright 1996)

The city of Cambridge has survived endless putdowns of its liberal politics and aspersions on its municipal mental health. More often than not, the city gets the last laugh. Still, there's something over-the-top about the school department's latest proposal to introduce diversity by economic class into its school assignments.

By **urban education** standards, Cambridge already has a good, racially balanced system. Its principal weakness is low achievement in five schools with high numbers of poor children. At the Harrington School in East Cambridge, for example, 83 percent of students are eligible for subsidized school lunches. It ranks 14th of 15 schools in average reading scores in first grade.

That might argue for better socioeconomic mixing in the classroom of the future. But it definitely argues for greater efforts now to correct problems at the Harrington and other poorly performing schools, including the Kennedy, Fitzgerald, Fletcher and Maynard. The big fix for all grades is more important than any long-range tinkering with the assignment process beginning with kindergarten in 1997.

Cambridge must also guard against middle-class hemorrhaging, which it has avoided better than most cities. More than 90 percent of Cambridge parents, according to the school department, now get their first choice for kindergarten. If that falls off even 5 or 10 percentage points under the new economic desegregation scheme, parent dissatisfaction is almost sure to swell. And even a few dozen discouraged parents in an activist city like Cambridge can shake the system, as evidenced recently by minority parents who strongly embraced a state charter school.

Cambridge has wisely undertaken a comprehensive evaluation of its school system that includes the need to replicate schools that already serve poor children well and to weed out educational programs that never fulfilled their promise. And the economic desegregation concept is almost sure to generate some good debate on the positives and pitfalls of seeking racial and economic diversity in schools.

But healthy debate already comes cheaply in Cambridge. It's quality **education** that is dear. The best course is to concentrate on improving the inadequate schools without creating risk or uncertainties in the others.

Teacher recruitment - from college / high school

TITLE: Building better teachers
2 programs praised
Future educators nurtured in urban setting
BYLINE: DANA DiFILIPPO
CREDIT: The Cincinnati Enquirer
EST. PAGES: 2
DATE: 06/06/96
DOCID: CINC323852
SOURCE: The Cincinnati Enquirer; CINC
EDITION: EAST; SECTION: Metro; PAGE: B01
(Copyright 1996)

When Cincinnati Public Schools administrators began examining ways to attract more and better teachers a decade ago, their effort was exhaustive.

They researched other schools' programs. They called educational experts nationwide. They created commissions and sought outsiders' input.

Their answer was simple.

They decided to grow their own.

Now, five years after two programs were implemented to build better teachers, administrators are gearing up to reap the benefits. And educators from across the country are taking note.

college

The first program - the Cincinnati Initiative for Teacher **Education**, or CITE - requires University of Cincinnati undergraduates studying **education** to take five years of classes instead of four, with students spending their final year as teaching interns in Cincinnati Public Schools.

CITE's first graduates - about 80 of them - will collect degrees at UC Friday.

Recruiting high school students

The second program is the High School for Teaching Professions at the Hughes Alternative Center in Clifton. The co-op program, which includes about 200 students, allows high-schoolers interested in teaching to assist real teachers.

Both programs are in partnership with UC and the Cincinnati Federation of Teachers.

A national study released last month highlighted problems in **urban education** - specifically, a shortage of teachers.

The study - done by Recruiting New Teachers Inc., a nonprofit, Boston-based group - found that three-fourths of inner-city districts often hire non-certified teachers to ease shortages, especially in such critical subjects as math and science.

It also pointed out diversity problems. Only 38 percent of teachers nationwide are minorities, compared to more than 75 percent of students.

In Cincinnati, the statistics are similar. Almost 70 percent of Cincinnati's 50,000 students are minorities, compared to only 29 percent of the teachers.

Such trends can be changed, Cincinnati educators believe. District administrators say their new programs prepare would-be teachers to more ably handle the rigors of urban educating.

"Teaching teachers is no longer taking place in the isolation of the classroom," said Sue Taylor, who serves as a liaison between the UC CITE and Hughes programs. "You can't come into our program and shut your door. It's very much more student-centered and hands-on."

Under the CITE program, the UC student-teachers work with a team of regular teachers, peers and UC professors. That gives them someone to ask questions of, bounce ideas off of, learn techniques from - and vent to after a frustrating day, said UC student Laura Jenike, 33, of East Walnut Hills.

Regular teachers also benefit because the UC students "have so much enthusiasm and energy that it's contagious," said Sandy Luebbe, a CITE coordinator.

And the program gives the district a hiring edge, because it allows them to see soon-to-be teachers in action, said Bob Yinger, UC's CITE director.

With the Hughes program, preparing high schoolers better for college isn't the only end administrators are aiming for.

Administrators hope to put more minorities at the chalkboard. That goal is what lured some students to Hughes.

"Some teachers, you can tell that they didn't have the experience that we had," said Subrina McClendon, 16, an 11th-grader from Madisonville. "Some of them are out-of-touch. I think my experiences will help me relate more to my students. I'll know where they're coming from."

Without programs like those at Hughes and UC, **urban education** probably will worsen, said David Haselkorn, president of Recruiting New Teachers Inc.

A graying teacher population and growing student enrollment create a double demographic whammy that will mean an unprecedented demand for teachers in upcoming years - particularly in urban schools, Mr. Haselkorn said.

"It's a difficult job these days being a teacher in an urban setting," agreed Janet Bass, spokeswoman of the Washington, D.C.-based American Federation of Teachers.

"They have to be social workers, guidance counselors, school nurses, disciplinarians and cops, while being under the constant pressure of improving students' intelligence."

ART: The Cincinnati Enquirer - Saed Hindash;
Caption: Jill Stautberg, a University of Cincinnati student, works with Patrice Sanders, a student at Vine Street Elementary, in the Children's Garden along Rice Street in Mount Auburn.
DESCRIPTORS: LOCAL; TEACHERS

TITLE: Yes for CPS
Too much is at stake for region to risk damage of defeated levy
EST. PAGES: 2
DATE: 03/10/96
DOCID: CINC312744
SOURCE: The Cincinnati Enquirer; CINC
EDITION: ALL; SECTION: Editorial Page; PAGE: F02
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(Copyright 1996)

On March 19, voters in Cincinnati will be asked to renew an 8.8-mill operating levy for city schools. Without it, Cincinnati Public Schools, will lose $46 million - 15 percent of the budget for our area's largest district.

Levy-weary voters passed two last fall - a $19 million renewal and $26 million in new money. But without this renewal, more deep cuts could shove CPS down the same doomed slope as bankrupt Cleveland schools.

And if CPS sinks like a stone, the ripples will rock our entire region, driving down property values, speeding downtown decay and increasing crime, dropouts, social problems and welfare costs.

The survival and health of this 50,000-student system is vital.

The five-year renewal on the March 19 ballot will not raise or lower property taxes. If it fails, CPS will cut $23 million in 1996-97, and the rest later if it is refused again next fall.

Despite last fall's victories, public trust is still wobbly. Many voters remember how CPS overspent and under-performed for years.

The 1991 Buenger Commission of business and civic leaders slashed the bloated bureaucracy and ordered long-term reforms that are bringing CPS back toward respectability.

In the past three years, $50 million has been cut, while adding higher academic and discipline standards, excellent magnet schools and a world-class training academy for teachers.

"We've created pockets of excellence and we need the financial stability in order to replicate them throughout the district," said Superintendent Michael Brandt. "We believe we can do that in the next few years."

Levy opponents criticize high costs and low performance compared to suburban schools. But a better comparison is to other urban districts that must cope with poverty, violence, drug abuse, and other social problems, yet also offer academic programs good enough to keep high-performing students and middle-class taxpayers from fleeing to the suburbs. Middle-income flight - black and white - exacerbates segregation and decline in a district with 43 percent poverty and 68 percent minority students.

CPS is the only lifeline for thousands of kids.

"I am committed to making Cincinnati Public Schools the most innovative and reform-minded large-city school district in the country," says Mr. Brandt. It's possible. Among Ohio's "big eight" urban districts:

CPS is second only to Akron in dollars spent in the classroom.

Achievement test scores are higher than average for Ohio's "big eight" city districts.

A deplorable 9.1 percent, or 54 percent cumulative dropout rate still is lower than rates in Columbus and Cleveland.

IBM, Panasonic, the National Science Foundation and others working to remake **urban education** have chosen Cincinnati as a laboratory. The innovative Mayerson Training Academy attracts national attention. If urban schools can be saved, experts say Cincinnati can do it.

Losing $46 million now could pull the plug on promising reforms and drive CPS into a downward spiral of crisis cuts and urban upheaval.

But renewal is not a blank check. A shallow reservoir of public trust dwindled when board members decided to "save" $6 million from the last levy for inflation, rather than spend it to restore programs and make sure students have enough textbooks.

DATE: 08/16/96
DOCID: SEPI62290099
SOURCE: Seattle Post-Intelligencer; SEPI
EDITION: FINAL; SECTION: NEWS; PAGE: B1
NOTES: *****CORRECTION ran on August 17, 1996, as follows:***** Information in a chart accompanying a Seattle schools story that began on Page B1 yesterday came from statistics made public during a School Board retreat. The chart was mislabeled.
(Copyright 1996)

[redacted] the School Board learned at a retreat yesterday.

"That's a disaster for a city," said board member Don Nielsen. **The latest** dropout statistics came up during a full day of discussion about the school district's ongoing reform efforts and about what improvements are still needed in student and staff performance.

Widespread unhappiness with both middle and high schools, reflected in a recent parent survey as well as in growing dropout rates, was a major topic of concern.

[redacted] district administrators said.

High school students drop out because they are bored with school or because they would rather work or make money on the streets, said Joan Butterworth, former Sealth High School principal and newly appointed high school coordinator.

The 25 percent dropout rate represents the percentage of students who belonged to the graduating class of 1996 and who did not graduate, take additional classes or show up in another school district, said Mike O'Connell, who presented the data.

In the previous school year, 22 percent of the graduating class dropped out. The 1993-1994 dropout rate was 20 percent, O'Connell said.

In monitoring dropouts, the district starts tracking students four years before they are due to graduate. The dropout rates encompass all students who drop out during any of the four years, not just those who miss the last year.

In Seattle and other school districts throughout the state, dropout rates are viewed as imprecise, partly because districts don't always notify each other when a student has transferred. Also, students technically have several extra years - until they're 21 years old - to graduate from high school.

Still, Seattle board members viewed the dropout trend with alarm. And **Superintendent John Stanford** said the district needs to look more closely at why so many students are abandoning school.

Finding the answer "is a big research study in itself," O'Connell said. "The question of what to do about it is even murkier."

[redacted] schools more attractive to students and parents.

[redacted] market and less oriented to college preparation - an effort that administrators said is already in the works.

Also, board members Ellen Roe and Nielsen [redacted] more [redacted] in the afternoon or evening to accommodate students who work day jobs or who learn better in later hours.

"A lot of teen-agers cannot get up" in the morning, Roe said.

There also was talk about [redacted] high school classes more challenging.

[redacted] that the [redacted] work [redacted] and high school

The survey also showed that **middle and high schools generally** rank significantly lower than elementary schools in nearly every category, including satisfaction with teachers, principals, safety and academic standards.

Many Seattle parents simply leave the public school system at

the middle school level.

"We have an amazing problem with middle schools," Nielsen said.

Board President Linda Harris said she doubts that middle **schools** will be able to **improve** dramatically during the school year beginning Sept. 5. But she and other board members agreed that middle school reforms should be a higher priority.

Stanford said his reform efforts at Meany Middle School on Capitol Hill can be a model for the rest of the district. He created a math, science and art magnet program at Meany, appointed a new principal and developed an entirely new staff as part of an effort to boost the school's historically bad image.

In other developments yesterday:

-- Board members agreed that their poor ratings in the parent survey highlight the need for better communication with the public. And Stanford vowed to explore findings in a recent Post-Intelligencer computer analysis of the survey results, which determined that equal respect for all children and safety were the top two factors in overall parent satisfaction with individual schools.

-- The board learned that 18 percent of high school students, 7 percent of middle school students and 1 percent of elementary students were truant at least once during the last school year, the first year for which data was collected.

-- Deputy Superintendent Arlene Ackerman announced that Garfield High School Principal Ammon McWashington will become the district's new athletic coordinator.

His job is one of six newly created positions designed to attract more private money for school programs. The other new coordinators will focus on school-to-work, visual and performing arts, language and culture, special education and academic achievement programs.

The retreat concludes today at the offices of the National Oceanic and Atmospheric Administration at Sand Point.

Parents survey

Figures are for grades 9-12 for each graduating class.

	Class of 1994	Class of 1995	Class of 1996
Percentage of students who graduated	62%	60%	58%
Percentage of students who dropped out	20%	22%	25%
Percentage who continued taking high school classes beyond the usual four years	18%	18%	18%

Source: Seattle Public Schools

DESCRIPTORS: CITY; SCHOOL; STATISTIC

TITLE: SEATTLE SCHOOLS, TEACHERS UNION AIM FOR UNUSUAL CONTRACT THAT CUTS TO THE CHASE
BYLINE: DICK LILLY
CREDIT: SEATTLE TIMES STAFF REPORTER
EST. PAGES: 3
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SOURCE: The Seattle Times; SETL
EDITION: FINAL; SECTION: NEWS; PAGE: A1
(Copyright 1996)

In bargaining set to start tomorrow, the Seattle School District

and its teachers union will embark on a course that may give them a place in labor history and, they hope, dramatically **improve** the city's public **schools**.

During contract talks, **Superintendent John Stanford** and his counterpart - Roger Erskine, the Seattle Education Association's executive director - say they want to dump most, if not all, of the present contract governing the district's 4,600 teachers, teachers' aides and office personnel.

In place of roughly 300 pages of documents, Erskine wants a contract of about 25 pages, similar to the precedent-setting contract between General Motors and the United Auto Workers now in use at the Saturn automobile plant.

If the two leaders are successful during the coming year, Seattle would lead the nation in union reform.

"Seattle could very well be the place, which has the first real breakthrough in this area of collaboration," says Linda Harris, president of the seven-member Seattle School Board.

"I can't think of any other agreement in an urban (school district) that will be quite like it," agrees Jim Seibert, executive director of the Washington Education Association (WEA), the 65,000-member union representing nearly all public-school teachers statewide.

The basis for the high hopes is an eight-page Trust Agreement approved recently by the union's membership and the School Board that commits both parties to a "collaborative partnership," and calls for more movement away from centralized decision-making to an "authentic role" for teachers in making decisions in individual schools.

Above all, the Trust Agreement puts everything on the table. "The parties agree that they will begin negotiations with the understanding that all contract provisions are open (to change) and that all contract provisions in the new agreement must directly flow from our mutual interests," it says.

A total of 13 days of negotiations are scheduled before school starts, and the district and union hope to have a new contract drafted by Feb. 1, long before the present contract expires at the end of August 1997.

Stanford: Flexibility is key

What Stanford and Erskine share is a vision of schools run through a collaborative process that gives teachers a real role in decision-making but leaves principals, at Stanford's insistence, with the final authority.

In exchange for such collaboration, Stanford expects the new contract will drop pages and pages of detailed restrictions on management's authority. His oft-repeated code word for the changes he wants is "flexibility."

Flexibility in class size, which is now set by the contract, is one example, according to Joseph Olchefske, the district's chief financial officer. For example, he said, last year, because just 14 youngsters in various schools pushed a number of classes over the 28-student contractual limit, the district had to hire a half-dozen teachers at a cost of $350,000.

Flexibility in such examples is essential because school budgets are shrinking, says Stanford. Erskine agrees that tight budgets are among the driving forces behind the need for a collaborative contract.

Stanford also wants allows a principal to [illegible] of [illegible] The superintendent [illegible] to be able to choose their staffs with the least possible constraint from union rules.

On that subject, Erskine says, "what we're doing here is almost light years ahead of any other urban (school district) in the country in terms of th[illegible]y. The waiver is to enable buildings to [illegible] into the mix of teachers) that they have.

Because such changes may sound threatening to rank-and-file union members, Stanford is quick to say he's not proposing anything that would reduce teachers' job security. "That is the basis for which the union exists," he says. "That is not an issue we will ever succeed in changing.

"We're not working to take anything away from teachers," says Stanford. "We want them to succeed. We share the same vision. This Trust Agreement lets us get to that vision."

Worries about protections

But the final contract will be up to the SEA membership, and plenty of teachers have their doubts about a dramatically shortened document. They're worried it would erase the written protections they now enjoy from [illegible] principals.

Nor are they all ready to follow Erskine into the promised land. "Roger needs to look back at where his troops are," says John Dunn, an Eckstein Middle School social-studies teacher who's just finished a term on the union's board.

[illegible] when that part of the contract language, says Paul Fretheim, a second-grade teacher at Wing Luke Elementary School.

[illegible] up through the years, end up setting a teacher's career," according to Dunn.

At the same time, these teachers are [illegible] what goes on in their schools - exactly what Erskine wants to accomplish through the new contract. Maybe that would work, agrees Dunn, "if it provided the buildings with honest-to-goodness decision-making power, . . . and it was clear what our part in the decision-making process was."

Another serious problem for teachers is whether their bosses have the training they need to accept more responsibility.

"I have some real concerns about site-based management with principals as CEOs (chief executive officers) because none of our principals have had any training to be a CEO," says Edith Ruby, librarian at Ingraham High School and a member of the union executive committee.

Site-based management, including parental and community involvement, is already a goal of Seattle schools and many already have site councils with varying, though limited, roles.

One of Ruby's fears is that weak principals would let their staffs become Balkanized over little issues, and teachers who don't spend time on lunchroom politics will be the losers. "[illegible] for the worst of times. [illegible] more guaranteed [illegible] return," Ruby says.

According to John Borga, a third-grade teacher at West Woodland Elementary School, the kind of [illegible] management that Erskine and other union leaders want - already used to some degree in many Seattle schools - has another worrisome downside. It's time consuming.

"Sometimes, we have meetings every morning for a week or two, and then vote" says Borga. "Sometimes doing these things gets in the way of planning and teaching," he says, adding that at his school, teachers spent 40 hours in meetings before hiring a new teacher.

Borga also wonders whether union members have really given their approval to the leadership's direction, because only about 300 union members were present for the vote last month approving the Trust Agreement.

At the heart of the shift he envisions, [illegible], is that the union [illegible] more responsibility for the quality of instruction.

But is the membership ready to move away from unions' more traditional role of job protection?

"That's probably the scary part of the question," says the WEA's Seibert.

"I'm not absolutely certain they are. Our membership's in a state of change. Some of the older folks will have trouble with it. The new folks are virtually [illegible]

Tightening up teachers' labor contract

The Seattle School District and the Seattle Education Association begin bargaining tomorrow to dramatically shorten the contract covering teachers, office staff and teachers' aides. Here is an example of wording in the current contract that is a likely target for change.

Current Contract

Extract from Article VIII, Section A, "Annual Performance Evaluation":

1 (e) The building principal/program manager or supervisor shall:

1) Observe all continuing employees on at least two (2) separate occasions for a total period of not less than sixty (60) minutes per year.

2) Utilize the observation criteria checklist for certified classroom teachers or the appropriate observation criteria checklist for certified support personnel as determined by titles shown in Appendix H.

3) Complete two (2) copies of the appropriate observation criteria checklist (Appendix H) within three (3) working days after the observations referenced in Item 2) above.

a) One (1) copy shall be retained by the building principal/program manager or supervisor to be used to complete the annual performance evaluation form (Appendix I).

b) One (1) copy shall be given to the employee within three (3) days following the observation. Either the observer, the classroom teacher or the certified support person may request a conference regarding the observation criteria checklist.

c) The teacher or the certified support person may respond to the observer regarding the observation criteria checklist (Appendix H) in writing within three (3) days of its receipt.

A new approach:

The Trust Agreement between the school district and teachers' union appears to commit both parties to replacing detailed, limiting language like this with broader, more collaborative language. For example, on the subject of performance evaluation, the Trust Agreement calls for "an evaluation process for administrators and staff which focuses on student learning."

ART: PHOTO;
Caption: 1) ROGER ERSKINE
2) ROGER ERSKINE -- EXECUTIVE DIRECTOR SEATTLE EDUCATION ASSOCIATION
3) JOHN STANFORD -- SUPERINTENDENT SEATTLE SCHOOL DISTRICT
OTHER TERMS: TIGHTENING UP TEACHERS' LABOR CONTRACT (SEE END OF TEXT)

TITLE: SCHOOL LOVEFEST CONTINUES; PRICKLY PEN JOINS THE CREW
COLUMN: MINDY CAMERON
BYLINE: MINDY CAMERON
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EDUCATION WEEK

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Cincinnati Eyes Top-to-Bottom Restructuring

By Caroline Hendrie

Fed up with an academic scorecard that even its superintendent describes as pitiful, the Cincinnati public school system has set out to rebuild itself from the ground up.

Under a far-reaching plan that experts say is unusual and even unique, the 50,000-student district wants to rip up its organizational blueprint and replace it with one that officials hope will bring quick and lasting improvement.

"We're not a Cadillac that just needs a little fine-tuning," said Superintendent J. Michael Brandt. "If we only tweaked around the edges, we'd be sitting here five years from now and the results would be even worse."

Other cities have reached similar con-

Continued on Page 13

Cincinnati Considers 5-Year, Top-to-Bottom Restructuring

Continued from Page 1

clusions, and elements of the Cincinnati plan can be found in school-reform efforts in Chicago, Miami, Philadelphia, and Memphis, Tenn.

What makes Cincinnati's efforts rare, experts say, is the extent of its intended shakeup. At the same time the district is reconfiguring its 80 schools and redefining the central office's role in overseeing them, it also wants teachers and principals to rethink their responsibilities.

"Cincinnati is a special case," said Cheryl M. Kane, the director of strategy for New American Schools, a reform group based in Arlington, Va. "I think it's unique in its scope."

Outlines in Place

In August, the school board adopted a draft of a five-year strategic plan known as "Students First," which is now under review by teachers, parents, and the public. The board intends to vote on a final version in December.

Highlights of the plan include:

• Replacing the typical single-teacher-classroom approach with teams of teachers who take responsibility for a single group of students for two to four years at a stretch.

Four multiage groupings affecting all but the last two years of high school would be created: K-3, 4-6, 7-8, and 9-10. Teams would have authority to decide how to spend money in such areas as textbooks, software, equipment, and even support services such as counseling and truant officers.

• Eliminating middle schools, which have been plagued by discipline problems and poor student achievement. Except for a few specialized programs, the system would become a network of K-8 schools and high schools—a structure that is highly unusual in urban public education and that runs counter to the trend toward separate middle schools.

• Requiring all nonmagnet schools to embrace a model for whole-school change. The models include but are not limited to the designs offered through New American Schools, a business-backed nonprofit corporation that is testing a menu of reform programs in two states and eight cities, including Cincinnati. *(See Education Week, May 1, 1996.)*

• Setting annual targets for test scores, dropout rates, attendance, disciplinary actions, and other areas that the teaching teams and schools would be expected to meet. For example, 75 percent of entering 9th graders would be expected to graduate after four years by 2000-01, instead of only 46 percent in 1995-96.

• Giving lump-sum per-pupil allotments to schools and then letting them decide how to spend the money. Schools would be encouraged to devote as much money as possible to the teacher teams, reducing the use of specialized staff members such as art, music, and computer teachers.

The teams would take on many of the functions of those specialists, as well as the duties of social workers, instructional aides, and remedial-education specialists. Schools would also have more authority over hiring.

Trial Runs

The systemwide structure spelled out in the strategic plan builds on a handful of reforms already in place in Cincinnati. Team teaching and multiage student grouping are being tried in 29 schools, for example.

In a change consistent with that approach, the district ended so-called social promotion in 1991 and adopted a new standards-based system for determining when pupils may progress to the next level.

Standards in math, reading, science, and social studies were set for each of three multiage levels—primary (K-3), intermediate (4-6), and middle (7-8)—and students must meet them before advancing.

And as part of a "pilot mini-district" of 10 schools that began in 1991, six schools have converted to K-8 neighborhood schools.

In support of its proposal to abolish middle schools, the district points to figures showing lower suspension rates and better attendance in those schools than in middle schools.

Among 7th and 8th graders in the K-8 pilot schools, the district reported 32.8 suspensions per 100 students and an 89 percent attendance rate last year, compared with 87.7 suspensions per 100 students and attendance of 81.8 percent in the middle schools.

"Our middle schools are not working," Monica S. Curtis, the district's director of public affairs, said. "We really believe that by putting 7th and 8th graders into smaller, more nurturing environments that they will first come to school, and then behave better when they're there."

The district is swimming against the tide by abandoning its middle schools, said Sue Swaim, the executive director of the National Association of Middle Schools, an advocacy organization based in Columbus, Ohio. For the past quarter-century, she said, many districts have sought to address the distinctive needs of 10- to 14-year-olds in stand-alone schools.

But she said her group is less concerned about a school's grade span than about whether its staff follows practices that have been shown to help young adolescents. "Merely changing the grade configuration is not what will make the difference," Ms. Swaim said.

Teachers Wary

The Cincinnati Federation of Teachers has yet to take a formal position on the plan.

But the move to K-8 schools is one of the features that provoke the most skepticism among teachers, according to Tom Mooney, the union's president. A recent union survey showed city teachers almost evenly split over whether K-8 schools would ease discipline problems, boost achievement, or cut the dropout rate.

In general, most teachers feel the reforms are on the right track, reflecting the cooperative relationship between teachers and the district in recent years.

But as they enter talks on a contract to replace the one that expires Dec. 31, union leaders have complained that the plan demands more sacrifices from union members than administrators.

Training Needs Cited

Margaret Holbert, the president of the Cincinnati branch of Parents for Public Schools, an advocacy group based in Jackson, Miss., said many parents believe the plan will improve a district that already has many unsung strengths.

But she said some parents view it as ironic that the district's top brass is seeking to impose massive structural changes, all in the interest of devolving authority to the educators who are closest to the children.

The only way that strategy will work, said Allan Odden, an education professor at the University of Wisconsin-Madison, is if the district delivers on its promise to do away with bureaucratic impediments to local autonomy and innovation. On that front, he said, so far so good.

"It's at the cutting edge of districts trying to figure out how to organize to get higher performance," said Mr. Odden, who has been advising district officials as they draw up their plan.

Another authority on school restructuring, Ann Lieberman of Teachers College, Columbia University, cautioned that an agenda so sweeping must be accompanied by extensive retraining.

"The big idea in theory is quite impressive," said Ms. Lieberman, an education professor and a co-director of the National Center for Restructuring Education, Schools, and Teaching. "I hope the process for getting there is equally impressive."

District officials say they've addressed those concerns. Though some teachers criticize the district for failing in the past to give them enough training to meet evolving standards, the superintendent vowed that will not be the case this time.

But Mr. Brandt added that he does not have the luxury of waiting until everyone is fully on board before making changes.

"You have to make decisions based on what's good for kids, not adults," he said. "We just can't wait for everybody to say, 'I'm ready to ride the train.'"

Council of the Great City Schools

urban Educator

The Nation's Voice for Urban Education

Vol. 5, No. 8 October 1996

What Works in Urban Schools?

What's working in urban school reform, student achievement, teacher development and other areas of operation in the nation's big-city schools?

To find out, an assembly of urban school superintendents, board members and educators will convene to discuss "Urban Education at Work: Achieving Success" — the focus of the Council of the Great City Schools' Annual Fall Conference, Oct. 23-27, in Minneapolis.

Highlights of the areas to be discussed:

- *Systemic Reform* — Philadelphia, Boston and Tucson education initiatives
- *District Governance* — private management in Minneapolis, state management in Newark and mayoral management in Chicago

Council to Hold 40th Annual Conference — Speakers on page 10

- *Student Achievement* — "The San Francisco Story," Memphis' "Urban Systemic Initiative" and New York City's "High School Math and Science Achievement Program"
- *Teacher Recruitment* — programs presented by deans of the colleges of education from the University of Toledo, University of Ne-

continued on page 10

High Court Overturns Order to Pay Philadelphia Schools

State Supreme Court Seizes Case for Review

Just three weeks after a Commonwealth Court judge ordered the state of Pennsylvania to pay the Philadelphia School District millions of dollars to improve minority student education, the state's Supreme Court overturned the ruling.

In a new twist to a case spanning 25 years, Judge Doris Smith's Aug. 20 ruling awarding the school district $45.1 million was reversed in an unusual action by the high court, whose jurisdiction allows intervention in cases the court deems urgent. The Supreme Court assumed jurisdiction in the case last July at the request of state officials.

Fueling the long-running court case was the issue of the state's constitutional responsibility to provide a quality education to all students, regardless of economic standing. Judge Smith, presiding over the case since 1992, ruled the state financially liable for deficiencies in Philadelphia's public school system, although substantially reducing the district's request for $120 million during the 1996-97 school year. Under Smith's order, the state would have to pay additional sums to the school district in succeeding years.

How the school district will secure the funds it claims are necessary to raise the level of its educational services remains to be seen; the Supreme Court will review the case and hear arguments from both sides before making a ruling. Judge Smith no longer retains authority in the case, which began as a racial discrimination legal action filed by the Pennsylvania Human Relations Commission against the school district in 1971.

City and school officials expressed optimism that the latest turn of events will ultimately benefit the district. "I think that the case for the children of Philadelphia is very strong, and I look forward to having the Supreme Court address the issue," said Philadelphia Schools Superintendent David Hornbeck in the *Philadelphia Inquirer.*

"We're fairly confident that if the Supreme Court analyzes the same material that Judge Smith analyzed, that they will reach the same, or similar, opinions," added David Cohen, chief of staff for Philadelphia Mayor Edward Rendell.❖

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Inside the Council

L.A. Gears Up for Big Bond Issue Vote

A $2.4 billion bond issue for the repair and renovation of schools goes before Los Angeles voters next month, potentially setting new records in the city's and the nation's history.

If the bond passes, it will not only herald the first school bond issue put before Los Angeles residents in more than 20 years, but it will be the largest — by far — school bond issue ever to be passed in the nation.

Most of the district's school buildings are between 30 and 70 years old and in need of repairs and upgrades to electrical, heating and air conditioning systems, roofs and earthquake retrofitting. District officials stress the importance of looking ahead to the next 25 years of building use and to upgrading facilities before repairs become more serious and costly.

Passage of the bond measure requires a two-thirds, or 66 percent, voting majority. The average cost for property owners will be about $40 a year over the life of the bond for each $100,000 of assessed property value.

Detroit's 1994 $1.5 billion bond issue for school renovation and construction currently reigns as the largest such voter-approved measure in the country.

A poll conducted for the Los Angeles district last spring by Fairbank, Maslin, Maullin & Associates indicated that 73 percent of voters would support the upcoming bond issue.

Seventy-nine percent of voters "believe that passing this measure will help improve our economy and help reduce crime, making Los Angeles a better place to live for everyone," according to the survey.❖

Richmond Administrators Take Time Out for Classes

On Tuesday mornings, where are administrators of Richmond Public Schools? Many of them are not at their posts in central administration, known as the Support and Accountability Center (SAC).

More than 200 SAC officials, including the superintendent and her senior administrators, report to schools throughout the district to roll up their sleeves and get directly involved in educating public school students in Virginia's capital city.

They spend a minimum of two hours every Tuesday morning in classes, working with students and teachers in all areas of academic enhancement in the SAC volunteer mentoring/tutoring program.

Superintendent Patricia C. Conn began the program last October, after taking the reins of the 28,000-student school system in July, 1995.

"The SAC volunteer program connects the central office with the schools in a way that transforms the ivory tower myth or the 'us and them' syndrome," says Conn. As a result of their volunteer work, SAC employees become closer to the school staffs and students, she points out. "Now, when carrying out routine assignments, they can envision how their work connects to and supports teaching and learning. It's a win-win situation for everyone, especially the children."

SAC employees are called volunteers because, technically, they are not on the job when they're working with students at the schools. They work an additional two hours each week to compensate for the time missed at work while volunteering, says Bettye A. Bellamy, executive assistant to the superintendent.

"Now, when carrying out routine assignments, (administrators) can envision how their work connects to and supports teaching and learning."—Supt. Patricia Conn

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At the schools, SAC employees work directly with students to enhance their academic and social skills from October through May of the school year. Central administration workers without transportation ride school buses to school facilities. And SAC volunteers are given training before going out to the schools.

As the program begins its second year, the superintendent notes that, one by one, SAC employees are buying into the notion that *all* Richmond schools can serve children well. "We will never be satisfied with a few outstanding schools," she emphasizes. "We are accountable for effectively educating *all* of our children."

By administrators "practicing what we preach," says Bellamy, the program sets an example for community involvement in the district's 46 public schools. Stresses Superintendent Conn, "We are helping to establish a mentality that says every adult has a responsibility for the healthy development of Richmond's children."❖

109 Chicago Schools Placed on Probation

Running out of patience for improvement, Chicago Public Schools recently placed nearly one-fifth, or 109, of its 557 schools on academic probation — the first time it has ever invoked such aggressive action.

Thirty-eight high schools and 71 elementary schools are now on probation because fewer than 15 percent of their students perform at grade level on standardized reading tests. These are students who scored below the national norms on the Iowa Test of Basic Skills (ITBS) in elementary schools and the Tests of Academic Proficiency (TAP) in the high schools.

Moreover, the nation's third largest school system, enrolling 413,000 students, placed 31 additional schools on remediation for poor academic performance, a less stringent corrective measure.

Chicago Public Schools' dramatic move to put troubled schools on probation, however, is not unique. Other cities, such as New York and Milwaukee, have turned to probationary tactics as a way to upgrade student performance. But the Chicago action is "larger than usual," Michael Casserly, executive director of the Council of the Great City Schools, told *The Washington Post.*

In a blunt statement, Gery Chico, president of the Chicago School Reform Board of Trustees, said, "The people of Chicago have no more patience for schools that are failing our children, and neither does the Board of Trustees. We are saying to failing schools, 'We will help you, but we insist that you do what it takes to earn the trust of the parents and students who expect you to provide a solid education.'"

Over the next two months, eight "school support teams," made up of district educators, will work with each probation school to assess problems and put forth measures to improve student performance. Overseeing the principals and their external partners will be a team of "probation managers," composed of current and former principals with proven track records.

"We want every action taken in these schools measured against one simple criterion: does this improve classroom performance?" said school system Chief Executive Officer Paul Vallas. "We want academic results, and this is the length we're prepared to go to get them."

Probation may last a year, but can be extended if deficiencies still exist. Each school's status will be reviewed at least once a year, school officials indicate.

To be removed from probation, a school has to raise student performance above the 15 percent level, but still that's no guarantee. If a school does not improve, Chicago Public Schools can exercise broad powers of action, including removal of staff.

Unlike schools on probation, the four high schools and 27 elementary schools on remediation are left to resolve problems on their own. If the leadership fails to improve student performance, the school is placed on probation.❖

From the Director...

Michael Casserly
Executive Director

The half-life of reality in Washington is often short, but it was briefer than usual this year when it came to federal support of education. What a difference a few months made. We began 1996 with the January blizzard and the specter of unprecedented congressional cuts in education spending; we ended the fiscal year September 30 with sunshine and record spending increases. What happened?

The turnaround was really due to a combination of forces — some predictable, some not. First, schools and kids were blessed to have a president and a secretary of education who made

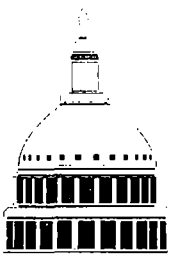
"In all the negotiations on the budget...the White House never wavered on its stand that no budget was acceptable that cut education spending."

education their highest priority. And it showed beyond the rhetoric. The Administration was particularly vocal on its own initiatives, but its outspokenness eventually spread to other more long-standing programs. In all the negotiations on the budget, lasting nearly 15 months, the White House never wavered on its stand that no budget was acceptable that cut ed-

continued on page 12

Clear Victory, Clear Challenge for Education Funding

The 104th Congress accomplished the legislative equivalent of a half gainer with a full twist by significantly increasing federal education funding for fiscal year 1997 during its final days in office. Rather than repeat the budget cutting fiasco which shut down the federal government last year, the congressional Republicans entered into an unlikely bidding war with the congressional Democrats and the White House over who could increase education spending the most. The ultimate winners in this bidding war are the nation's children, particularly urban children who will benefit from an unprecedented increase in Title I Concentration Grants.



LEGISLATIVE COLUMN

The bidding scenario played out in an unusually civil fashion. The Senate Democrats proposed their traditional appropriations amendment to increase education and other selected social programs by nearly $3.2 billion. This amendment earmarked $2.2 billion for education, similar to the Clinton Administration's original budget request. The Republican majority countered with a proposed $2.3 billion education appropriations amendment. Each proposal had differing priorities and emphases.

The Democrats started with substantial increases in Title I, Special Education (IDEA), Title II, Bilingual and Immigrant Education, Education Technology, Goals 2000, and College Student Aid. The Republican proposal came in without increases to Goals 2000, School-to-Work, or Bilingual Education, and somewhat lower in College Student Aid and Education Technology. However, the Republican amendment proposed higher increases in Title I and a historic increase of $750 million for IDEA. The Administration then restructured their request to nearly $3 billion in education which would match or exceed the Republican proposal in each area. During negotiations on the competing proposals, the House, Senate and White House negotiators agreed on the highest or even further increases for nearly every item.

The result is a $3.5 billion or 15 percent increase in overall federal education funding for fiscal year 1997. Half of this increase is in federal aid to elementary and secondary school programs with Title I increasing by almost $500 million, IDEA increasing by over $750 million, Safe and Drug Free Schools increasing by $90 million, Emergency Immigrant Education increasing by $50 million, Vocational Education increasing by $50 million, Impact Aid increasing by $37 million, Title II and Title VI each increasing by $35 million, and Goals 2000 increasing by $136 million. Of particular importance is that over two-thirds of the Title I increase was targeted to Concentration Grants, which now reaches nearly the $1 billion funding level for this Council of the Great City Schools-designed formula.

A cautionary note: this hard-fought victory in education funding after the proposed draconian cuts over the last two years does not mean that the battles are over. Conservative House members, including appropriators, have stated on the record that they could revisit and scale back the enacted increases in the upcoming 105th Congress. It would require a rescission bill to be passed by the next Congress and signed by the president. Lest we forget, such a rescission occurred in the first six months of the 104th Congress. Education has won this battle, but the funding war will continue!❖

COMPARATIVE EDUCATION APPROPRIATIONS

	Current FY96	New FY97
ESEA Title I Basic Grants	$6.04 billion	$6.195 billion
ESEA Title I Concentration Grants	$684 million	$999 million
Safe and Drug Free Schools Grants	$466 million	$556 million
Prof. Dev. (math/sci)	$275 million	$310 million
ESEA Title VI (old Chapter 2)	$275 million	$310 million
Vocational Education	$1.08 billion	$1.131 billion
Bilingual Education/Emerg. Immig.	$188 million	$262 million
Magnet Schools	$95 million	$95 million
Goals 2000	$350 million	$491 million
Impact Aid	$693 million	$730 million
IDEA Part B	$2.3 billion	$3.107 billion

Philadelphia Cracks Down On School Personnel

A new "professional responsibility" policy in the Philadelphia School District will hold teachers and administrators accountable for student performance through monetary rewards and technical assistance to low-achieving schools.

To begin the process, future test scores will be compared to Spring 1996 scores; schools will be notified of achievement goals this month. While schools will not be rated until the summer of 1998, progress reports will be issued at the end of the current school year.

Those schools that receive high achievement marks in the five-category rating system may receive $1,500 per teacher for extra school expenditures. For low-performing schools, unsatisfactory teachers may be denied raises and provided professional assistance through a peer intervention program.

In announcing the new policy, Superintendent David Hornbeck cited poor graduation and attendance rates as unacceptable conditions in addition to a lower than 20 percent proficiency rate in reading, math and science for grades 2, 4, 6 and 11.

"Professional responsibility means that school administrators and teachers are responsible for their performance on the job, just as anyone who holds a job is responsible for his or her performance," said Hornbeck. "Our children deserve no less, and the taxpayers who pay our salaries should expect no less."

As the more stringent checks on teacher and administrator performance take effect, the district finds itself embroiled in legal battles to obtain more funds to raise the quality of services provided to its students.

"We know that money alone will not get the job done," stated Hornbeck. "The position of the School District of Philadelphia is that successful schools and students require both resources and professional responsibility."

Compensation for Hornbeck and his top administrators already hinges on performance evaluations. That "pay for performance" system will broaden to include student performance beginning next year.❖

Black Education Encyclopedia Published

A comprehensive resource for information on issues, policies, organizations and institutions focusing on African-American education in the United States can now be found in the *Encyclopedia of African-American Education,* recently published by Greenwood Press.

The 575-page book, edited by Faustine C. Jones-Wilson et al., features a section on the Council of the Great City Schools, which represents school districts that educate more African-American students than any other ethnic group. Jones-Wilson is professor emerita of education at Howard University and the former editor of the *Journal of Negro Education.*

Several hundred entries offer an overview of events, laws, people and theories related to African-American education from America's early years to present day. To order, call 1-800-225-5800.❖

Urban Academy Created in Columbus

Ohio State University's College of Education and the Columbus Public Schools have teamed up to launch an urban academy to educate students while training teachers in the latest practices and technologies for education in the 21st century.

They have created the Urban Academy for Professional Development and School Renewal in two elementary schools this fall, and plan to expand to one middle school and a high school in 1997.

In a joint statement, Columbus Schools Superintendent Larry Mixon, Columbus Education Association President John Grossman and Ohio State College of Education Dean Nancy Zimpher emphasized, "Today's children will lead our nation tomorrow.... It is our duty as stewards of their education to bring together the collective wisdom, energy and resources we represent."

Also affiliated with the academy will be an educational technology center located on the Ohio State campus. It will allow teachers to receive hands-on training.

The urban academy is expected to contribute to school reform throughout the Columbus system. The school district's strategic plan, *Steps of Change,* notes that the academy will "provide the opportunity for teams of teachers and administrators to be involved in intense, long-term professional development activities that will have been customized to meet the needs of the specific school."

By focusing on the individual need of each school, concentrating on teaching and learning as well as infusing technology into the curriculum, school officials believe the urban academy will help prepare Columbus Public Schools for the next century.❖

$17 Million Awarded in School-to-Work Grants

The federal School-to-Work Opportunities Office, administered jointly between the U.S. Departments of Education and Labor, recently announced $17 million in grants to help disadvantaged urban and rural students ease the transition from high school to post-graduation work or training.

Thirty-two business and education partnerships will receive Urban and Rural Opportunities Grants under the second phase of a federal initiative that awarded $10 million to 21 partnerships in 1994.

Nine of the 32 grant recipients are member districts of the Council of the Great City Schools: Oakland, Denver, Broward County, Fla., Chicago, New York City, Oklahoma City, Philadelphia, Fort Worth and Seattle.

"Every year in America, of the millions of teens who start high school, many will graduate without the academic preparation to succeed in higher education, or the skills to get a good-paying job," said Secretary of Education Richard Riley. "These grants address the lack of resources, opportunities and role models that may place young people in high poverty areas at additional risk."

Over the last two years, the School-to-Work Opportunities Act has provided all 50 states with a grant of between $200,000 and $750,000 to develop plans for school, business and community partnerships.❖

"These grants address the lack of resources, opportunities and role models that may place young people in high poverty areas at additional risk."—Education Secretary Riley

In Rochester School, 'Hospital' Trips Typical

Quite a "typical" day of school this year for many students at one Rochester, N.Y., high school may involve a trip to the emergency room, operating room and intensive care unit.

No, they are not going as the result of fights or other altercations. They will be learning what it takes to become health care professionals.

As part of an innovative work-based learning program, a classroom at Benjamin Franklin High School has been permanently transformed into a mock "mini-hospital" — complete with gurneys, monitors, EKG machines and other hospital equipment and instruments. Students, dressed in hospital gowns, caps and gloves, learn the health care profession alongside doctors, nurses and other medical professionals.

The program is a joint project of Benjamin Franklin High School, Rochester General Hospital and InterVol, a non-profit organization that provides recyclable medical supplies to local, national and international groups.

InterVol volunteers, who consist of doctors, nurses, emergency medical technicians and other health professionals primarily from Rochester General Hospital, provide hands-on instruction and work to spark students' interest in health careers, says hospital spokeswoman Christine Roth in a news release.

On Oct. 7, legislators, school representatives and community leaders were invited to the school for a classroom demonstration of a surgery. Instructed by InterVol President Ralph Pennino, M.D., and a team of volunteer medical professionals, such as nurses and an anesthesiologist, students learned about how a typical surgery is performed, including pre- and post-operative procedures.

Throughout the year, faculty in Franklin's Bioscience and Health Careers Academy teach students a specially designed curriculum that complements the practical experience. Students apply what they've learned at Rochester General Hospital.

"Work-based learning experiences such as those offered through Franklin's partnership with Rochester General are vital to helping our young people make the transition from school to meaningful careers," says Rochester Schools Superintendent Clifford B. Janey.

InterVol President Ralph Pennino, M.D., says his organization initiated the relationship with Franklin because of the school's strong bioscience focus and its high level of commitment to school-to-work initiatives. "It's kind of like a shop class for students who have an interest in health care," he stresses. "It's a creative way to enrich students' understanding and broaden their career outlook."❖

Community Programs Recognized

USA TODAY's Coalition on Educational Initiatives recently named eight national winners in its third annual *Community Solutions for Education* program, which recognizes outstanding community programs that improve learning opportunities for youngsters.

Five of the winning programs help students in school districts represented by the Council of the Great City Schools:

- *School to Work* provides world-of-work orientation to elementary students in Florida's Dade County Public Schools;
- *Omaha Work Keys* prepares Omaha public high school students for the work place;
- *4-H After-School Program* provides tutoring and learn-by-doing activities for urban elementary and middle school students in Los Angeles;
- *PROUD Partnership Project* promotes safety, nonviolence and discipline for students of all grades in Florida's Dade County Public Schools; and
- *Right Moves for Youth* provides alternatives to violence and school dropout in North Carolina's Charlotte-Mecklenburg public schools.

Launched in 1993, the *Community Solutions for Education* program was designed, in part, by an advisory group of national education, youth and health organizations, including the Council of the Great City Schools.❖

Physicians Rate School Meals

Some public school districts do better than others at delivering healthy, low-fat meals to their students, according to the Physicians Committee for Responsible Medicine (PCRM).

In the committee's ranking of 20 school districts, the top five belong to the Council of the Great City Schools: Dade County (Fla.), New York City, Houston, Atlanta and Charlotte (N.C.).

Dade County, at the top of the list, offers low-fat side salads, fruit plates and vegetarian entrees daily as well as salad bars in all high schools.

Located in Washington, D.C., PCRM promotes preventive medicine and may be reached for further details at 202-686-2210.❖

New Orleans Launches Alumni Association

High school and college reunions are one thing, but New Orleans Public Schools Superintendent Morris Holmes had something much larger in mind with the recent formation of an alumni association for the entire school district.

A local marketing campaign, a full staff and funding started this year to construct a network of past graduates. The Office of Alumni and Development will help to garner alumni contributions for facility improvements and programs at risk of losing funding.

Believed to be one of the few and largest such organizations in the country, the New Orleans Public Schools Alumni Association selected U.S. Education Assistant Secretary Norma Cantu, who heads the Office of Civil Rights, as speaker for its first reunion last month.❖

Architects Teach City Students

Architectural literacy is making its way into public education.

Through a classroom program sponsored by the American Institute of Architects, students at varying grade levels are learning how the fundamentals of architecture apply to standard academic study such as science, geometry and algebra. While they continue their regular coursework, they gain conceptualization skills by applying classroom theories to buildings.

"Architects in the Schools," an eight-week course, brings architects into the classroom once a week and differs from city to city. For example, New York students took walking tours to solve local community issues. In Philadelphia, students created dried pasta buildings that supported the weight of 11 bricks as they studied the properties of load-bearing structures.

Teachers work with architects to design a program that teaches children "both to understand and appreciate the physical world that surrounds them," according to the Institute.❖

Two Big-City Principals Honored

When the nation's top elementary and middle school principals from each state were named recently, two hailed from urban public school districts represented by the Council of the Great City Schools.

At a Washington, D.C., ceremony, Jeffrey Raison of Minneapolis' Dowling Environmental Learning Center and Nancy Shannon of the District of Columbia's Merritt Elementary Extended School stood among 59 1996 National Distinguished Principals. They were honored by the U.S. Department of Education and the National Association of Elementary School Principals, which also recognized school leaders in several private and overseas schools.

"School principals are often the unsung heroes of American education," said Samuel Sava, NAESP's executive director. "It is no doubt one of the most difficult jobs in America," stressed Education Secretary Richard Riley.

"School principals are often the unsung heroes of American education." —principal association's Samuel Sava

Raison returned to Minneapolis to student accolades. He is the second principal from Minneapolis Public Schools to receive the high honor, and school officials believe the district is the only one in the state with that distinction. The nation's outstanding principals program began in 1984.❖

Chicago Launches Freshman Academies

Goal to Ease Ninth-Grade Transition to High School

Thirty-five academies for ninth-grade students open this fall in the Chicago Public Schools in response to dramatic evidence of academic struggle for high school freshmen.

According to the school district, about 22 percent of ninth-graders fail every class in the first quarter. Last year, 8,700 of the district's high school graduates were more than two years behind in reading and math. Each year about 15 percent of eighth-graders switch to private or parochial schools.

"Our goal is to assist ninth-grade students in their transition to high school," said Powhattan Collins of the school district's Office of High School Services. "Studies show that ninth-grade is the most critical period for at-risk students."

Officials expect the academies, which provide smaller, more personalized settings and longer class periods, to improve attendance and achievement levels. The district will open an additional 26 academies next fall.

"There is a critical need to address serious deficiencies in high school academic programs," said Gery Chico, president of the Chicago School Reform Board of Trustees. "Far too many of our students are graduating unprepared for college or employment."❖

Districts Boost Bilingual Education

As the Chicago Public Schools expands its bilingual education program to include an additional 85 teachers this fall, the Minneapolis public school system will make use of a $2.5 million federal grant to help its limited English proficient (LEP) students achieve academic standards.

Chicago's LEP student population has doubled over the last 10 years, representing 16 percent of enrollment. Bilingual education in 18 different languages is offered by the 413,000-student school district.

"Our primary goal in the bilingual education program is to promote the mastery of English as well as the development and maintenance of students' native languages," says Alice Perez Peters, director of language and cultural education.

Meanwhile, Minneapolis, with an enrollment of about 46,000, serves students speaking seven languages other than English, over half of whom speak Hmong. The five-year federal grant will go toward strategies that, like Chicago's approach, value bilingualism. Models will be developed in the grant's first year to track LEP students as they progress from one grade level to the next.

Spanish-speaking students comprise the fastest growing limited English proficient group in the school system.

Other features of the grant program include staff development, increasing parent involvement and introducing more technology into the curriculum.❖

San Francisco Professors Rescue Failing School

Two professors at San Francisco State University have applied "job sharing" in a novel way. In addition to their university faculty positions, they jointly serve as principal of the city's John Muir Elementary School.

What they bring to Muir, with 300 students, mostly African American and Latino, exceeds a "two for one" leadership approach. Over the course of two years, they have brought minority students from the university's College of Education to serve as teaching interns at an elementary school in much need of role models and staff assistance.

The intern program, called MATE (Muir Alternative Teacher Education Project), allows future teachers to earn teaching credentials while getting classroom experience.

For a once troubled school marked by high suspension rates, low achievement, disciplinary problems and deflated teacher morale, the team of co-principals Cecelia Wambach and Virginia Watkins has made its mark. Test scores are up, behavioral problems are down and teachers are included in the policy making process.

The partnership between the university and the school district also reflects a particularly close tie between the two institutions with Muir's leadership holding posts in both places.

"We're getting into each other's pots and stirring them up," said Wambach in *The Chronicle of Higher Education.* "This is the way we can change teacher education and the state of education."❖

SPEAK OUT

Parents: We Can't Do It Without Them

by Sidney A. Thompson, Superintendent, Los Angeles Unified School District

Sidney Thompson

Two years ago, the Los Angeles Unified School District formalized what had often been talked about as a "missing ingredient" on the long road to boosting student achievement.

I recommended to our Board of Education that we set aside funding to establish a Parent Community Services Branch as a means of building on what many of us already knew deep down from decades of experience as teachers and school principals and district administrators: 1) that next to good teachers, parents are a school district's best hope — and largest untapped resource — for creating the environment for success our students need, and 2) that many parents, particularly those whose children attend schools in large, urban districts with a high percentage of low-income families, are both unsophisticated in their perception of how much they can do for their children and untrained in how they can help.

Those two areas of need are specifically addressed with the formation of our Parent Community Services (PCS) office. While the Los Angeles district already had a certain segment of parents involved in many ongoing committees — some required by government and private grants, others set up by our district on an optional basis — the participants tended to be the same activist, dedicated people again and again — the ones who are well-known at their local schools or through frequent interactions with staff at headquarters and field offices as representatives of the usual parent groups.

Now, through PCS, staffed with an assistant superintendent and other administrative, training and clerical personnel, we have a structure for responding to the needs and concerns of a much broader-based group of parents.

We can answer their questions and advise them how to organize parent groups on a local level. We offer training programs to help them become more effective in translating their interest in their own children's educational achievement into action that can make a difference — at their local schools, at the district level and, most important, at home.

We set goals to identify what we wanted to accomplish to support schools in their parent involvement efforts, and then we set out to reach those goals. The Board of Education approved a $1 million budget for Parent Community Services in 1995-96 — indeed a large amount, but only a tiny fraction of a percent of our district's overall budget (a similar amount for PCS continues in1996-97). Here's some specifics from the past year:

- allocated $600,000 to establish 109 new parent centers at school sites (almost

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Speak Out. . .

half of our schools have them now), and continued our support to existing parent centers.

- allocated another $300,000 for parent centers within our 27 field clusters of schools.
- provided over 2,000 parent education workshops to thousands of parents.
- conducted monthly parent meetings.
- drafted a districtwide Parent Involvement Policy.
- organized a parent collaborative to work alongside mandated districtwide committees.
- expanded parent-to-parent comunication capabilities by establishing a regular publication (*The Parent Press*) and a site page on the World Wide Web (lausd.k12.ca.us/pcs).
- gave parents information and access to community support services.
- continued our communitywide focus on the importance of learning.

Is all of this working? On parent survey comparisons from 1994-95 to 1995-96, parents told us they were satisfied with our efforts to communicate more frequently and effectively (91.6% in 1995-96 - up 30.1% in one year), satisfied with our instructional program (80.7% up 28.8%), satisfied with our district's efforts toward safety, welfare and guidance (80.7% - up 32.7%), satisfied with our efforts to bring all "stakeholders" into the school picture (86.7% up 9.8%) and satisfied with our processes of collaboration (73.5% - up 13.9%). Overall satisfaction climbed from 71.2% to 84.3%.

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What Works. . .

braska at Omaha and California State University at Fresno

- *Dropout Prevention and Student Retention* — "Project SOAR" (University of Arizona at Tucson), "Model School Adjustment Program" (Broward County Public Schools), "Alternative Schools" (Pittsburgh Public Schools) and "City As School" (New York City Schools)

Also at the conference, hosted by the Minneapolis and St. Paul public school systems, the 1996 urban educator of the year will be awarded the Richard R. Green Award by the Council and the ServiceMaster Company. Further, the coalition of the nation's largest urban school districts will celebrate its 40th anniversary.❖

By proactively welcoming parents and providing the resources to help them do what only parents can do for and with their children, we've been walking the walk that educators are forever talking about. We've been able to increase parents' understanding of the home as an extension of the learning environment, their self-confidence in their parenting skills, their knowledge of child development and their ability to monitor their own children's progress. In a district as large and diverse as L.A. Unified, these are not small accomplishments.

Parent Community Services has been an official - and an effective - start to bringing parents to the education table as true partners, and we're confident we'll see the results in increased student achievement.❖

(Supt. Thompson will retire at the end of this school year after 41 years of service in the Los Angeles Unified School District.)

Conference Speakers

Oct. 24 — Harvard University's William Julius Wilson, professor of social policy in the John F. Kennedy School of Government, on the role of public schools in the inner city

Oct. 25 — U.S. Deputy Secretary of Education Marshall "Mike" Smith on "Building a National Agenda for Urban Education"

Oct. 25 — Jonathan Kozol, author of *Amazing Grace* and *Savage Inequalities: Children in America's Schools*, on "Why Urban School Success is Key to the Nation"

Oct. 25 — Author, poet, playwright, actress and professor Maya Angelou presentation

Conference News

This year's daily conference newsletter will come in the form of a special, limited edition of the *Saint Paul Pioneer Press*, which will be delivered to conferees at the Hyatt Regency Hotel in Minneapolis — site of the Council's 40th Annual Fall Conference.

High school students from St. Paul and Minneapolis public schools will write for the special edition, working with communications professionals from both school districts and *Pioneer Press* staff.

Complete conference coverage will be captured in the November edition of the *Urban Educator*.❖

Inside the Council

urban Educator

A newsletter published by the Council of the Great City Schools, representing some 50 of the nation's largest urban school districts

Newsletter Staff:

Executive Director
Michael Casserly

Editor
Henry Duvall

Associate Editor
Claire McIntyre

Council Officers:

Chair
Franklin Smith
Superintendent
Washington, D.C.

Chair-Elect
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Toledo

Secretary-Treasurer
Waldemar Rojas
Superintendent
San Francisco

All news items should be submitted for consideration to:

Urban Educator
Council of the Great City Schools
1301 Pennsylvania Avenue, N.W.
Suite 702
Washington, D.C. 20004

(202) 393-2427
(202) 393-2400 (fax)

Home Page: www.cgcs.org
Editor's E-mail: hduvall@cgcs.org

Teachers Below Par, Says Report

A recently released report on teaching in the United States reveals a profession mired in haphazard hiring practices, low certification standards and inadequate mechanisms to retain and reward good instructors.

"What Matters Most: Teaching for America's Future," a study by the National Commission on Teaching & America's Future, cites smaller resources and support devoted to teachers in the U.S. versus their counterparts in Europe and Asia.

Diversion of resources away from instruction and classroom activities joins a list of systemic deficiencies highlighted by the report. For example, a low emphasis on professional development results in insufficient support and training for teachers, contributing to an attrition rate of up to 30 percent for those in the first few years of their career. In addition, teachers exhibiting expertise and advanced skill are not rewarded for their performance.

Acknowledging the existence of many good educational programs on the local level, the Commission points to a failure to replicate those strategies systemwide, leaving graduation and achievement rates woefully low.

"Access to competent teaching must become a new student right. Access to high-quality preparation, induction, and professional development must become a new teacher right," says North Carolina Governor and Commission Chair James Hunt Jr. in the preface.

"This thoughtful report is an important roadmap for improved education in the nation. I hope the follow-up is as energetic as the analysis," observed Michael Casserly, executive director of the Council of the Great City Schools.

The report recommends that each state form professional standards boards, require professional accreditation for all schools of education, and close ineffective schools of education.

Other recommendations from the Commission, comprised of government policy makers and educational leaders from universities, advocacy groups and public schools, include:

- placing increased emphasis on professional development and teacher evaluation
- retooling hiring and recruiting practices to meet more stringent standards
- providing incentives for teaching in areas most in demand
- rewarding knowledge and expertise
- devoting more resources to teachers and less to non-teaching positions and activities
- removing incompetent teachers

Copies of the report are available from The National Commission on Teaching & America's Future, P.O. Box 5239, Woodbridge, VA 22194-5239.❖

Inside the Council

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From the Director. . .

ucation spending. It established a fire wall that advocates of cuts got burned touching. We owe the president and his staff our thanks.

Second, the American public was equally clear through the polls, calls and letters to Congress that education was vital to their interests, much less to the interests of the nation. Those voices came in large enough numbers and high enough volume to make it clear that education spending was a critical priority. Congress, for all its strong egos and loud voices, is still a representative assembly, and it does listen to the people.

Third, educators and education groups were unusually focused and coordinated. About the only thing that most education associations agree upon is stronger investment in schooling. That consensus and the threat of cuts were sufficient to galvanize a lot of groups that normally sit by passively and let others do the work.

Finally, education returned as a bipartisan concern. The 104th Congress began with a party split on education that we see only rarely in Washington. Most often, Republicans and Democrats are separated only by degrees with some notable exceptions like vouchers—which also is not entirely partisan. Call it political expedience or "death-bed conversion," but what eventually made the day was that both sides saw it in the national interest to support education.

Congress also ended its session applying the adage "do no harm." Both the reauthorizations of Vocational Education and the Individuals With Disabilities Education Act (IDEA) died quietly—and deserved to. There were many good features in both bills that the Council had worked hard to secure, like the in-state poverty-based distribution mechanism in vocational education and the streamlining of IDEA. But on balance, both bills simply substituted one set of problems for another. They will be back next year.

In the reality that is Washington, education fared very well this year. I hope that next year and the years beyond we all remember why.❖

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Baltimore	Nashville
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Boston	New Orleans
Broward Co.	New York City
Buffalo	Norfolk
Charlotte	Oakland
Chicago	Oklahoma City
Cleveland	Omaha
Columbus	Philadelphia
Dade Co.	Pittsburgh
Dallas	Portland
Dayton	Providence
Denver	Richmond
Detroit	Rochester
El Paso	St. Louis
Fresno	St. Paul
Ft. Worth	San Antonio
Houston	San Diego
Las Vegas	San Francisco
Long Beach	Seattle
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Marshall "Mike" Smith
Deputy Under Secretary
US Department of Education
600 Independence Avenue, SW
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Table 92.—Enrollment of the 130 largest public school districts: Fall 1993

Name of school district	State	Rank order [1]	Enrollment, fall 1993	Name of school district	State	Rank order [1]	Enrollment, fall 1993
1	2	3	4	1	2	3	4
New York City	N.Y.	1	1,005,521	Cincinnati City	Ohio	66	52,381
Los Angeles Unified	Calif.	2	639,129	Oakland Unified	Calif.	67	51,748
City of Chicago	Ill.	3	409,499	Knox County	Tenn.	68	51,742
Dade County	Fla.	4	308,465	Caddo Parish	La.	69	51,255
Philadelphia	Penn.	5	207,667	Fulton County	Ga.	70	50,190
Houston ISD	Texas	6	200,445	Sacramento City Unified	Calif.	71	49,997
Broward County	Fla.	7	189,862	Ysleta ISD	Texas	72	49,388
Hawaii Public Schools	Hawaii	8	180,529	Cumberland County	N.C.	73	49,247
Detroit Public Schools	Mich.	9	173,295	Arlington ISD	Texas	74	48,667
Clark County	Nev.	10	145,327	Santa Ana Unified	Calif.	75	48,407
Dallas ISD	Texas	11	142,652	Cypress-Fairbanks ISD	Texas	76	48,252
Fairfax County	Va.	12	135,413	Buffalo City	N.Y.	77	48,128
Hillsborough County	Fla.	13	135,104	Chesterfield County	Va.	78	47,919
San Diego City Unified	Calif.	14	127,258	San Juan Unified	Calif.	79	47,650
Palm Beach County	Fla.	15	122,145	Lee County	Fla.	80	47,390
Duval County	Fla.	16	119,785	Anchorage	Alaska	81	47,340
Prince George's County	Md.	17	115,918	Wichita Unified	Kans.	82	47,132
Orange County	Fla.	18	113,638	Newark	N.J.	83	46,835
Montgomery County	Md.	19	113,429	Indianapolis Public Schools	Ind.	84	46,656
Baltimore City	Md.	20	113,354	Seattle	Wash.	85	45,159
Memphis City	Tenn.	21	105,978	Charleston County	S.C.	86	44,883
Pinellas County	Fla.	22	100,135	Prince William County	Va.	87	44,881
Baltimore County	Md.	23	96,402	Escambia County	Fla.	88	44,641
Milwaukee City	Wis.	24	95,259	Minneapolis Special	Minn.	89	44,533
Jefferson County	Ky.	25	93,529	San Bernardino City Unified	Calif.	90	43,933
Albuquerque	N.M.	26	92,697	Washoe County	Nev.	91	43,715
Orleans Parish	La.	27	85,983	Omaha City	Neb.	92	43,609
Charlotte-Mecklenburg	N.C.	28	82,842	Aldine ISD	Texas	93	43,539
Jefferson County	Colo.	29	82,760	North East ISD	Texas	94	43,122
DeKalb County	Ga.	30	81,468	Birmingham City	Ala.	95	42,847
D.C. Public Schools	D.C.	31	80,678	Corpus Christi	Texas	96	42,374
Granite	Utah	32	79,746	Shelby County	Tenn.	97	41,994
Cobb County	Ga.	33	77,563	Fort Bend ISD	Texas	98	41,981
Long Beach Unified	Calif.	34	76,783	Garden Grove Unified	Calif.	99	41,664
Gwinnett County	Ga.	35	76,482	Alpine	Utah	100	41,601
Fresno Unified	Calif.	36	76,349	Tulsa	Okla.	101	41,341
Virginia Beach City	Va.	37	74,880	Saint Louis City	Mo.	102	41,213
Cleveland City	Ohio	38	73,633	Garland ISD	Texas	103	41,134
Wake County	N.C.	39	73,263	Jefferson County	Ala.	104	40,733
Nashville-Davidson County	Tenn.	40	72,483	Pittsburgh City	Penn.	105	40,107
Fort Worth ISD	Texas	41	72,114	Brownsville ISD	Texas	106	39,402
Austin ISD	Texas	42	71,664	Pasadena ISD	Texas	107	39,265
Jordan	Utah	43	70,256	Saint Paul Independent	Minn.	108	39,239
Polk County	Fla.	44	69,718	Toledo City	Ohio	109	39,238
Anne Arundel County	Md.	45	69,020	Forsyth County-Winston Salem	N.C.	110	38,609
Mesa Unified	Ariz.	46	67,639	Pasco County	Fla.	111	38,265
Mobile County	Ala.	47	66,580	Oklahoma City	Okla.	112	38,052
El Paso ISD	Texas	48	64,141	Clayton County	Ga.	113	37,961
Columbus City	Ohio	49	63,877	Anoka Junction	Minn.	114	37,777
Boston City	Mass.	50	63,738	Kansas City	Mo.	115	36,599
East Baton Rouge Parish	La.	51	63,179	Norfolk City	Va.	116	36,450
Denver	Colo.	52	62,673	Rochester City	N.Y.	117	35,568
Brevard County	Fla.	53	62,556	Richmond County	Ga.	118	35,422
San Francisco Unified	Calif.	54	61,631	Chatham County	Ga.	119	35,358
Tucson Unified	Ariz.	55	60,529	Montgomery County	Ala.	120	35,244
San Antonio ISD	Texas	56	59,544	Plano ISD	Texas	121	34,956
Atlanta	Ga.	57	59,244	Henrico County	Va.	122	34,952
Davis County	Utah	58	57,933	Harford County	Md.	123	34,775
Jefferson Parish	La.	59	57,270	Howard County	Md.	124	34,416
Northside ISD	Texas	60	54,992	Calcasieu Parish	La.	125	34,373
Guilford County	N.C.	61	54,451	Stockton City Unified	Calif.	126	34,337
Portland	Oreg.	62	54,073	Mt. Diablo Unified	Calif.	127	34,110
Volusia County	Fla.	63	53,972	Riverside Unified	Calif.	128	33,655
Greenville County	S.C.	64	53,280	Kanawha County	W.Va.	129	33,644
Seminole County	Fla.	65	52,688	Akron City	Ohio	130	33,495

[1] Public school districts ranked by size of enrollment in fall 1993.
ISD=Independent School District.

SOURCE: U.S Department of Education, National Center for Education Statistics, Common Core of Data survey. (This table was prepared August 1995)

Nation's 250 school districts with the most poor children

State	Agency ID	Agency	Number of children in poverty	Percentage of children in poverty	Total enrollment
NY	3620580	NEW YORK CITY SCH DIST	433,029	30.5	962,289
CA	0622710	LOS ANGELES UNIF SCH DIST	254,506	28.0	636,964
IL	1709930	CITY OF CHICAGO SCH DIST 299	207,611	33.6	409,731
MI	2612000	DETROIT PUB SCH DIST	116,213	45.1	169,320
FL	1200390	DADE CO SCH DIST	97,504	24.4	304,554
PA	4218990	PHILADELPHIA SCHOOL DISTRICT	97,086	30.4	195,735
TX	4823640	HOUSTON IND SCH DIST 912	83,737	33.8	196,689
TX	4816230	DALLAS IND SCH DT 905	55,607	30.7	137,746
LA	2201170	ORLEANS PARISH SCH DIST	54,260	46.0	79,874
WI	5509600	MILWAUKEE CITY SCH DIST	53,400	36.9	93,381
MD	2400090	BALTIMORE CITY SCHOOLS	48,921	32.3	110,325
OH	3904378	CLEVELAND CITY SCH DIST	48,556	41.7	70,019
TN	4702940	MEMPHIS CITY SCHS	47,548	34.3	105,005
TX	4838730	SAN ANTONIO IND SCH DIST 907	36,493	46.5	59,848
CA	0634320	SAN DIEGO CITY UNIF SCH DIST	35,484	21.6	123,591
GA	1300120	ATLANTA PUBLIC SCHOOLS	33,158	42.0	59,905
CA	0614550	FRESNO UNIFIED SCH DIST	33,110	37.7	74,693
MO	2929280	ST LOUIS CITY BD OF EDUCATION	33,025	39.2	40,956
FL	1200180	BROWARD CO SCHOOL DIST	32,564	15.1	170,032
FL	1200870	HILLSBOROUGH CO SCH DIST	32,046	18.8	127,439
TX	4818300	EL PASO IND SCH DIST 902	30,265	38.1	64,728
KY	2102990	JEFFERSON CO SCH DIST	28,500	20.3	91,879
AL	0102370	MOBILE CO SCH DIST	28,308	30.0	67,523
OH	3904380	COLUMBUS CITY SCH DIST	28,050	30.3	63,723
OH	3904375	CINCINNATI CITY SCH DIST	27,933	34.1	50,914
FL	1200480	DUVAL CO SCH DIST	27,129	18.4	115,940
MA	2502790	BOSTON CITY SCH	26,020	28.5	60,922
NY	3605850	BUFFALO CITY SCH DIST	25,468	38.3	48,241
CA	0622500	LONG BEACH UNI SCH DIST	25,152	25.7	74,048
NJ	3411340	NEWARK SCH DIST	24,820	37.0	48,374
DC	1100030	DC PUBLIC SCHOOLS	24,690	25.4	80,618
TX	4819700	FORT WORTH IND SCH DIST 905	24,439	26.5	71,224
IN	1804770	INDIANAPOLIS PUBLIC SCHOOLS	24,278	30.3	47,136
TX	4811680	BROWNSVILLE IND SCH DIST 901	23,931	57.2	37,974
CA	0628050	OAKLAND UNIF SCH DIST	23,171	30.2	51,698
CO	0803360	DENVER SCH DIST 1	22,924	27.3	60,552
NM	3500060	ALBUQUERQUE SCH DIST	22,017	19.0	90,155
LA	2200540	E BATON ROUGE PARISH SCH DIST	21,980	24.8	60,704
LA	2200840	JEFFERSON PARISH SCH DIST	21,765	21.0	54,527
FL	1201440	ORANGE CO SCH BOARD	21,695	16.2	106,619
NV	3200060	CLARK COUNTY SCH DIST	21,637	14.4	129,233
FL	1201500	PALM BEACH CO SCH DIST	21,524	15.3	110,599
LA	2200300	CADDO PARISH SCH DIST	21,225	34.2	48,385
AL	0100390	BIRMINGHAM CITY SCH DIST	20,478	35.5	42,082
PA	4219170	PITTSBURGH CITY SCH DIST	19,707	31.6	40,384
CA	0633840	SACRAMENTO CITY UNIF SCH DIST	19,263	28.4	50,804
FL	1201560	PINELLAS CO SCH DIST	19,187	14.8	96,333
TX	4846680	YSLETA IND SCH DIST	19,102	31.1	50,036

State	Agency ID	Agency	Number of children in poverty	Percentage of children in poverty	Total enrollment
TN	4703180	NASHVILLE DAVIDSON CO SCHOOLS	18,903	19.4	69,103
OH	3904490	TOLEDO CITY SCHOOL DISTRICT	18,526	29.7	39,720
MS	2802910	MERIDIAN MUN SEP SCH DIST	18,502	32.9	7,755
TX	4808940	AUSTIN IND SCH DIST 901	18,501	22.0	67,937
MN	2721240	MINNEAPOLIS SPEC SCHOOL	18,336	30.0	41,597
AZ	0408800	TUCSON UNIFIED SCHOOL DISTRICT 1	17,955	22.6	56,764
NY	3624750	ROCHESTER CITY SCH DIST	17,954	37.1	33,792
CA	0634170	SAN BERNARDINO CITY UNIF	17,449	31.8	43,016
MO	2916400	KANSAS CITY SCH DIST 33	17,277	33.6	35,227
OK	4022770	OKLAHOMA CITY SCH DIST 89	17,120	30.5	36,097
SC	4501440	CHARLESTON CO SCH DIST	16,250	26.3	44,262
FL	1201590	POLK CO SCH DIST	16,060	19.1	66,841
OH	3904384	DAYTON CITY SCH DIST	15,891	38.0	27,738
MI	2614520	FLINT CITY SCH DIST	15,670	43.3	26,733
TX	4826790	LAREDO IND SCH DIST 901	15,624	55.9	23,731
TX	4815270	CORPUS CHRISTI SCH DIST 904	15,502	29.0	41,797
CA	0638010	STOCKTON CITY UNIFIED	15,338	34.5	33,457
CA	0609620	COMPTON UNIFIED SCH DIST	15,197	36.1	28,282
OK	4030240	TULSA SCH DIST 1	14,907	25.3	41,180
CA	0635310	SANTA ANA UNI SCH DIST	14,509	23.8	47,700
OH	3904348	AKRON CITY SCH DIST	14,368	31.2	34,150
NJ	3407830	JERSEY CITY SCHOOL DISTRICT	14,352	30.1	28,585
FL	1200510	ESCAMBIA CO SCH DIST	14,292	25.5	44,086
MN	2733840	ST PAUL INDEPENDENT	14,161	26.0	34,265
OR	4110040	PORTLAND SCH DIST 1J	13,849	19.3	54,496
VA	5102670	NORFOLK CITY SCHOOLS	13,807	28.6	37,323
CT	0901920	HARTFORD PUBLIC SCHOOLS	13,752	42.4	25,716
NC	3702970	CHARLOTTE-MECKLENBURG SCHOOLS	13,659	13.1	77,746
IN	1803870	GARY COMMUNITY SCH CORP	13,004	42.3	24,906
NJ	3402640	CAMDEN CITY SCH DIST	12,774	48.1	19,648
TX	4807710	ALDINE IND SCH DT 902	12,602	24.9	42,404
AL	0102430	MONTGOMERY CO SCH DIST	12,546	25.4	35,316
NE	3174820	OMAHA CITY SCH DIST 1	12,514	19.6	42,536
NC	3700011	CUMBERLAND COUNTY SCH	12,450	21.9	46,097
GA	1301020	CHATHAM COUNTY	12,432	25.4	34,414
VA	5103240	RICHMOND CITY SCHOOLS	12,370	35.7	27,611
TN	4702220	KNOX CO SCH DIST	12,090	18.6	50,788
KS	2012990	WICHITA UNIFIED SCHOOL	11,688	17.8	47,222
MA	2511130	SPRINGFIELD CITY SCH	11,810	33.8	24,041
WA	5307710	SEATTLE SCH DIST 1	11,740	17.4	44,423
CA	0603630	BAKERSFIELD ELEM SCH DIST	11,623	35.9	25,892
CA	0625150	MODESTO CY H S DIST	11,610	21.5	0
GA	1301740	DEKALB CO SCH DIST	11,610	11.7	76,587
UT	4900360	GRANITE SCH DIST	11,499	12.2	80,330
GA	1304380	RICHMOND CO SCH DIST	11,202	25.6	34,155
IL	1713320	E ST LOUIS SCH DIST 189	11,037	58.3	14,801
RI	4400900	PROVIDENCE CITY SCHS	10,980	34.3	21,747
CA	0625470	MONTEBELLO UNI SCH DIST	10,937	25.9	33,241

Nation's 250 school districts with the most poor children 13

State	Agency ID	Agency	Number of children in poverty	Percentage of children in poverty	Total enrollment
NY	3620580	NEW YORK CITY SCH DIST	433,029	30.5	962,289
CA	0622710	LOS ANGELES UNIF SCH DIST	254,506	28.0	636,964
IL	1709930	CITY OF CHICAGO SCH DIST 299	207,611	33.6	409,731
MI	2612000	DETROIT PUB SCH DIST	116,213	45.1	169,320
FL	1200390	DADE CO SCH DIST	97,504	24.4	304,554
PA	4218990	PHILADELPHIA SCHOOL DISTRICT	97,086	30.4	195,735
TX	4823640	HOUSTON IND SCH DIST 912	83,737	33.6	196,689
TX	4816230	DALLAS IND SCH DT 905	55,807	30.7	137,746
LA	2201170	ORLEANS PARISH SCH DIST	54,260	46.0	79,874
WI	5509600	MILWAUKEE CITY SCH DIST	53,400	36.9	93,381
MD	2400090	BALTIMORE CITY SCHOOLS	48,921	32.3	110,325
OH	3904378	CLEVELAND CITY SCH DIST	48,556	41.7	70,019
TN	4702940	MEMPHIS CITY SCHS	47,548	34.3	105,005
TX	4838730	SAN ANTONIO IND SCH DIST 907	36,493	46.5	59,848
CA	0634320	SAN DIEGO CITY UNIF SCH DIST	35,484	21.6	123,591
GA	1300120	ATLANTA PUBLIC SCHOOLS	33,168	42.0	59,905
CA	0614550	FRESNO UNIFIED SCH DIST	33,110	37.7	74,693
MO	2929280	ST LOUIS CITY BD OF EDUCATION	33,025	39.2	40,956
FL	1200180	BROWARD CO SCHOOL DIST	32,564	15.1	170,032
FL	1200870	HILLSBOROUGH CO SCH DIST	32,046	18.8	127,439
TX	4818300	EL PASO IND SCH DIST 902	30,265	38.1	64,728
KY	2102990	JEFFERSON CO SCH DIST	28,500	20.3	91,879
AL	0102370	MOBILE CO SCH DIST	28,308	30.0	67,523
OH	3904380	COLUMBUS CITY SCH DIST	28,050	30.3	63,723
OH	3904375	CINCINNATI CITY SCH DIST	27,933	34.1	50,914
FL	1200480	DUVAL CO SCH DIST	27,129	18.4	115,940
MA	2502790	BOSTON CITY SCH	26,020	28.5	60,922
NY	3605850	BUFFALO CITY SCH DIST	25,468	38.3	48,241
CA	0622500	LONG BEACH UNI SCH DIST	25,152	25.7	74,048
NJ	3411340	NEWARK SCH DIST	24,820	37.0	48,374
DC	1100030	DC PUBLIC SCHOOLS	24,690	25.4	80,618
TX	4819700	FORT WORTH IND SCH DIST 905	24,439	26.5	71,224
IN	1804770	INDIANAPOLIS PUBLIC SCHOOLS	24,278	30.3	47,136
TX	4811680	BROWNSVILLE IND SCH DIST 901	23,931	57.2	37,974
CA	0628050	OAKLAND UNIF SCH DIST	23,171	30.2	51,698
CO	0803360	DENVER SCH DIST 1	22,924	27.3	60,552
NM	3500060	ALBUQUERQUE SCH DIST	22,017	19.0	90,155
LA	2200540	E BATON ROUGE PARISH SCH DIST	21,980	24.8	60,704
LA	2200840	JEFFERSON PARISH SCH DIST	21,765	21.0	54,527
FL	1201440	ORANGE CO SCH BOARD	21,695	16.2	106,619
NV	3200060	CLARK COUNTY SCH DIST	21,637	14.4	129,233
FL	1201500	PALM BEACH CO SCH DIST	21,524	15.3	110,599
LA	2200300	CADDO PARISH SCH DIST	21,225	34.2	48,385
AL	0100390	BIRMINGHAM CITY SCH DIST	20,478	35.5	42,082
PA	4219170	PITTSBURGH CITY SCH DIST	19,707	31.6	40,384
CA	0633840	SACRAMENTO CITY UNIF SCH DIST	19,263	28.4	50,804
FL	1201560	PINELLAS CO SCH DIST	19,187	14.8	96,333
TX	4846680	YSLETA IND SCH DIST	19,102	31.1	50,036

State	Agency ID	Agency	Number of children in poverty	Percentage of children in poverty	Total enrollment
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MS	2802910	MERIDIAN MUN SEP SCH DIST	18,502	32.9	7,755
TX	4808940	AUSTIN IND SCH DIST 901	18,501	22.0	67,937
MN	2721240	MINNEAPOLIS SPEC SCHOOL	18,336	30.0	41,597
AZ	0408800	TUCSON UNIFIED SCHOOL DISTRICT 1	17,955	22.6	56,764
NY	3624750	ROCHESTER CITY SCH DIST	17,954	37.1	33,792
CA	0634170	SAN BERNARDINO CITY UNIF	17,449	31.8	43,016
MO	2916400	KANSAS CITY SCH DIST 33	17,277	33.6	35,227
OK	4022770	OKLAHOMA CITY SCH DIST 89	17,120	30.5	36,097
SC	4501440	CHARLESTON CO SCH DIST	16,250	28.3	44,262
FL	1201590	POLK CO SCH DIST	16,060	19.1	66,841
OH	3904384	DAYTON CITY SCH DIST	15,891	38.0	27,798
MI	2614520	FLINT CITY SCH DIST	15,670	43.3	26,733
TX	4826790	LAREDO IND SCH DIST 901	15,624	55.9	23,731
TX	4815270	CORPUS CHRISTI SCH DIST 904	15,602	29.0	41,797
CA	0638010	STOCKTON CITY UNIFIED	15,338	34.5	33,457
CA	0609620	COMPTON UNIFIED SCH DIST	15,197	36.1	28,282
OK	4030240	TULSA SCH DIST 1	14,907	25.3	41,160
CA	0635310	SANTA ANA UNI SCH DIST	14,509	23.8	47,700
OH	3904348	AKRON CITY SCH DIST	14,368	31.2	34,150
NJ	3407830	JERSEY CITY SCHOOL DISTRICT	14,352	30.1	28,585
FL	1200510	ESCAMBIA CO SCH DIST	14,292	25.5	44,086
MN	2733840	ST PAUL INDEPENDENT	14,161	26.0	34,265
OR	4110040	PORTLAND SCH DIST 1J	13,849	19.3	54,496
VA	5102670	NORFOLK CITY SCHOOLS	13,807	28.6	37,323
CT	0901920	HARTFORD PUBLIC SCHOOLS	13,752	42.4	25,716
NC	3702970	CHARLOTTE-MECKLENBURG SCHOOLS	13,659	13.1	77,746
IN	1803870	GARY COMMUNITY SCH CORP	13,004	42.3	24,906
NJ	3402640	CAMDEN CITY SCH DIST	12,774	48.1	19,648
TX	4807710	ALDINE IND SCH DT 902	12,602	24.9	42,404
AL	0102430	MONTGOMERY CO SCH DIST	12,548	25.4	35,316
NE	3174820	OMAHA CITY SCH DIST 1	12,514	19.6	42,536
NC	3700011	CUMBERLAND COUNTY SCH	12,450	21.9	46,097
GA	1301020	CHATHAM COUNTY	12,432	25.4	34,414
VA	5103240	RICHMOND CITY SCHOOLS	12,370	35.7	27,611
TN	4702220	KNOX CO SCH DIST	12,090	18.6	50,788
KS	2012990	WICHITA UNIFIED SCHOOL	11,688	17.8	47,222
MA	2511130	SPRINGFIELD CITY SCH	11,810	33.8	24,041
WA	5307710	SEATTLE SCH DIST 1	11,740	17.4	44,423
CA	0603630	BAKERSFIELD ELEM SCH DIST	11,623	35.9	25,882
CA	0625150	MODESTO CY H S DIST	11,610	21.5	0
GA	1301740	DEKALB CO SCH DIST	11,610	11.7	76,587
UT	4800360	GRANITE SCH DIST	11,499	12.2	80,330
GA	1304380	RICHMOND CO SCH DIST	11,202	25.6	34,155
IL	1713320	E ST LOUIS SCH DIST 189	11,037	58.3	14,801
RI	4400900	PROVIDENCE CITY SCHS	10,980	34.3	21,747
CA	0625470	MONTEBELLO UNI SCH DIST	10,937	25.9	33,241

	1996	1997	1998	1999	2000	2001
94 States	$64,500,000	$43,000,000	$21,500,000	$0	$0	$0
95 States	$147,950,000	$110,962,500	$73,975,000	$36,987,500	$0	$0
96 States	$56,600,000	$113,200,000	$84,900,000	$56,600,000	$28,300,000	$0
96 D States	$3,000,000	$0	$0	$0	$0	$0
97 States	$0	$56,600,000	$113,200,000	$84,900,000	$56,600,000	$28,300,000
Locals	$14,000,000	$0	$0	$0	$0	$0
UROGs	$35,600,000	$40,000,000	$35,000,000	$20,000,000	$10,000,000	$20,000,000
Native Amer.	$1,800,000	$2,000,000	$1,800,000	$1,000,000	$500,000	$250,000
National Activities	$26,000,000	$30,000,000	$10,000,000	$15,000,000	$8,000,000	$4,000,000
Total	$349,450,000	$395,762,500	$340,375,000	$214,487,500	$103,400,000	$52,550,000

1995 STATES	YEAR I (95)	Year II (96)	Year III (97)	Year IV (98)	Year V (99)	Total
Alaska	$1,300,000	$2,600,000	$1,950,000	$1,300,000	$650,000	$7,800,000
Arizona	$3,600,000	$7,200,000	$5,400,000	$3,600,000	$1,800,000	$21,600,000
Colorado	$4,000,000	$8,000,000	$6,000,000	$4,000,000	$2,000,000	$24,000,000
Florida	$9,100,000	$18,200,000	$13,650,000	$9,100,000	$4,550,000	$54,600,000
Hawaii	$1,700,000	$3,400,000	$2,550,000	$1,700,000	$850,000	$10,200,000
Idaho	$1,950,000	$3,900,000	$2,925,000	$1,950,000	$975,000	$11,700,000
Indiana	$5,300,000	$10,600,000	$7,950,000	$5,300,000	$2,650,000	$31,800,000
Iowa	$3,750,000	$7,500,000	$5,625,000	$3,750,000	$1,875,000	$22,500,000
Maryland	$4,200,000	$8,400,000	$6,300,000	$4,200,000	$2,100,000	$25,200,000
Nebraska	$2,500,000	$5,000,000	$3,750,000	$2,500,000	$1,250,000	$15,000,000
New Hampshire	$2,125,000	$4,250,000	$3,187,500	$2,125,000	$1,062,500	$12,750,000
North Carolina	$5,000,000	$10,000,000	$7,500,000	$5,000,000	$2,500,000	$30,000,000
Ohio	$9,000,000	$18,000,000	$13,500,000	$9,000,000	$4,500,000	$54,000,000
Oklahoma	$3,200,000	$6,400,000	$4,800,000	$3,200,000	$1,600,000	$19,200,000
Pennsylvania	$6,500,000	$13,000,000	$9,750,000	$6,500,000	$3,250,000	$39,000,000
Utah	$2,400,000	$4,800,000	$3,600,000	$2,400,000	$1,200,000	$14,400,000
Vermont	$1,750,000	$3,500,000	$2,625,000	$1,750,000	$875,000	$10,500,000
Washington	$4,300,000	$8,600,000	$6,450,000	$4,300,000	$2,150,000	$25,800,000
West Virginia	$2,300,000	$4,600,000	$3,450,000	$2,300,000	$1,150,000	$13,800,000
TOTAL	$73,975,000	$147,950,000	$110,962,500	$73,975,000	$36,987,500	$443,850,000

1994 STATES	Year I (94)	Year II (95)	Year III (96)	Year IV (97)	Year V (98)	Total
New Jersey	$6,000,000	$12,000,000	$9,000,000	$6,000,000	$3,000,000	$36,000,000
Michigan	$8,000,000	$16,000,000	$12,000,000	$8,000,000	$4,000,000	$48,000,000
Wisconsin	$4,500,000	$9,342,000	$6,750,000	$4,500,000	$2,250,000	$27,342,000
New York	$10,000,000	$20,300,000	$15,000,000	$10,000,000	$5,000,000	$60,300,000
Maine	$2,000,000	$4,000,000	$3,000,000	$2,000,000	$1,000,000	$12,000,000
Oregon	$3,000,000	$6,000,000	$4,500,000	$3,000,000	$1,500,000	$18,000,000
Kentucky	$4,000,000	$8,000,000	$6,000,000	$4,000,000	$2,000,000	$24,000,000
Massachusetts	$5,500,000	$11,500,000	$8,250,000	$5,500,000	$2,750,000	$33,500,000
	$43,000,000	$87,142,000	$64,500,000	$43,000,000	$21,500,000	$259,142,000

Estimated Implementation Award Amounts
Current Development Grant States

State	Year I Target	Year II	Year III	Year IV	Year V	Total
Alabama	4,200,000	8,400,000	6,300,000	4,200,000	$2,100,000	$25,200,000
Arkansas	2,800,000	5,600,000	4,200,000	2,800,000	$1,400,000	$16,800,000
California	21,900,000	43,800,000	32,850,000	21,900,000	$10,950,000	$131,400,000
Connecticut	3,300,000	6,600,000	4,950,000	3,300,000	$1,650,000	$19,800,000
Delaware	1,600,000	3,200,000	2,400,000	1,600,000	$800,000	$9,600,000
District of Columbia	1,600,000	3,200,000	2,400,000	1,600,000	$800,000	$9,600,000
Georgia	5,900,000	11,800,000	8,850,000	5,900,000	$2,950,000	$35,400,000
Illinois	9,000,000	18,000,000	13,500,000	9,000,000	$4,500,000	$54,000,000
Kansas	2,800,000	5,600,000	4,200,000	2,800,000	$1,400,000	$16,800,000
Louisiana	4,300,000	8,600,000	6,450,000	4,300,000	$2,150,000	$25,800,000
Minnesota	4,000,000	8,000,000	6,000,000	4,000,000	$2,000,000	$24,000,000
Mississippi	3,200,000	6,400,000	4,800,000	3,200,000	$1,600,000	$19,200,000
Missouri	4,600,000	9,200,000	6,900,000	4,600,000	$2,300,000	$27,600,000
Montana	1,600,000	3,200,000	2,400,000	1,600,000	$800,000	$9,600,000
Nevada	1,900,000	3,800,000	2,850,000	1,900,000	$950,000	$11,400,000
New Mexico	2,200,000	4,400,000	3,300,000	2,200,000	$1,100,000	$13,200,000
North Dakota	1,600,000	3,200,000	2,400,000	1,600,000	$800,000	$9,600,000
Puerto Rico	4,100,000	8,200,000	6,150,000	4,100,000	$2,050,000	$24,600,000
Rhode Island	1,900,000	3,800,000	2,850,000	1,900,000	$950,000	$11,400,000
South Carolina	3,800,000	7,600,000	5,700,000	3,800,000	$1,900,000	$22,800,000
South Dakota	1,600,000	3,200,000	2,400,000	1,600,000	$800,000	$9,600,000
Tennessee	4,700,000	9,400,000	7,050,000	4,700,000	$2,350,000	$28,200,000
Texas	13,600,000	27,200,000	20,400,000	13,600,000	$6,800,000	$81,600,000
Virginia	5,600,000	11,200,000	8,400,000	5,600,000	$2,800,000	$33,600,000
Wyoming	1,400,000	2,800,000	2,100,000	1,400,000	$700,000	$8,400,000
	113,200,000	226,400,000	169,800,000	113,200,000	56,600,000	$679,200,000

Amounts shown above are ESTIMATES ONLY. This chart was created soley for Congressional Budget purposes.

UNITED STATES DEPARTMENT OF EDUCATION
Office of Elementary and Secondary Education
600 Independence Avenue, S.W. - Portals
Washington, D.C. 20202-6100

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Cincinnati Eyes Top-to-Bottom Restructuring

By Caroline Hendrie

Fed up with an academic scorecard that even its superintendent describes as pitiful, the Cincinnati public school system has set out to rebuild itself from the ground up.

Under a far-reaching plan that experts say is unusual and even unique, the 50,000-student district wants to rip up its organizational blueprint and replace it with one that officials hope will bring quick and lasting improvement.

"We're not a Cadillac that just needs a little fine-tuning," said Superintendent J. Michael Brandt. "If we only tweaked around the edges, we'd be sitting here five years from now and the results would be even worse."

Other cities have reached similar con-

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Cincinnati Considers 5-Year, Top-to-Bottom Restructuring

Continued from Page 1

clusions, and elements of the Cincinnati plan can be found in school-reform efforts in Chicago, Miami, Philadelphia, and Memphis, Tenn.

What makes Cincinnati's efforts rare, experts say, is the ex- of its intended shakeup. At the s time the district is reconfiguring its 80 schools and redefining the central office's role in overseeing them, it also wants teachers and principals to rethink their responsibilities.

"Cincinnati is a special case," Cheryl M. Kane, the director of strategy for New American Schools, a reform group based in Arlington, Va. "I think it's unique in its scope."

Outlines in Place

In August, the school board adopted a draft of a five-year strategic plan known as "Student First," which is now under review by teachers, parents, and the public. The board intends to vote on a final version in December.

Highlights of the plan include:

• Replacing the typical single-teacher-classroom approach with teams of teachers who take responsibility for a single group of students for two to four years at a stretch.

Four multiage groupings affecting all but the last two years of high school would be created: K-3, 4-6, 7-8, and 9-10. Teams would have authority to decide how to spend money in such areas as textbooks, software, equipment, and even support services such as counseling and truant officers.

• Eliminating middle schools, which have been plagued by discipline problems and poor student achievement. Except for a few specialized programs, the system would become a network of K-8 schools and high schools—a structure that is highly unusual in urban public education and that runs counter to the trend toward separate middle schools.

• Requiring all nonmagnet sch[illegible]s to embrace a model for whole-school change. The models include but are not limited to the designs offered through New American Schools, a business-backed nonprofit corporation that is testing a menu of reform programs in two states and eight cities, including Cincinnati. (*See Ed[illegible]ion Week, May 1, 1996.*)

• Setting annual targets for test scores, dropout rates, attendance, disciplinary actions, and other areas that the teaching teams [illegible]ools would be expected to meet. For example, 75 percent of entering 9th graders would be ex[illegible]d to graduate after four years by 2000-01, instead of only 46 percent in 1995-96.

• Giving lump-sum per-pupil allotments to schools and then letting them decide how to spend the money. Schools would be encouraged to devote as much money as [illegible]le to the teacher teams, reducing the use of specialized staff members such as art, music, and computer teachers.

The teams would take on many of the functions of those specialists, as well as the duties of social workers, instructional aides, and remedial-education specialists. Schools would also have more authority over hiring.

Trial Runs

The systemwide structure spelled out in the strategic plan builds on a handful of reforms already in place in Cincinnati. Team teaching and multiage student grouping are being tried in 29 schools, for example.

In a change consistent with that approach, the district ended so-called social promotion in 1991 and adopted a new standards-based system for determining when pupils may progress to the next level.

Standards in math, reading, science, and social studies were set for each of three multiage levels—primary (K-3), intermediate (4-6), and middle (7-8)—and students must meet them before advancing.

And as part of a "pilot mini-district" of 10 schools that began in 1991, six schools have converted to K-8 neighborhood schools.

In support of its proposal to abolish middle schools, the district points to figures showing lower suspension rates and better attendance in those schools than in middle schools.

Among 7th and 8th graders in the K-8 pilot schools, the district reported 32.8 suspensions per 100 students and an 89 percent attendance rate last year, compared with 87.7 suspensions per 100 students and attendance of 81.9 percent in the middle schools.

"Our middle schools are not working," Monica S. Curtis, the district's director of public affairs, said. "We really believe that by putting 7th and 8th graders into smaller, more nurturing environments that they will first come to school, and then behave better when they're there."

The district is swimming against the tide by abandoning its middle schools, said Sue Swaim, the executive director of the National Association of Middle Schools, an advocacy organization based in Columbus, Ohio. For the past quarter-century, she said, many districts have sought to address the distinctive needs of 10- to 14-year-olds in stand-alone schools.

But she said her group is less concerned about a school's grade span than about whether its staff follows practices that have been shown to help young adolescents. "Merely changing the grade configuration is not what will make the difference," Ms. Swaim said.

Teachers Wary

The Cincinnati Federation of Teachers has yet to take a formal position on the plan.

But the move to K-8 schools is one of the features that provoke the most skepticism among teachers, according to Tom Mooney, the union's president. A recent union survey showed city teachers almost evenly split over whether K-8 schools would ease discipline problems, boost achievement, or cut the dropout rate.

In general, most teachers feel the reforms are on the right track, reflecting the cooperative relationship between teachers and the district in recent years. But as they enter talks on a contract to replace the one that expires Dec. 31, union leaders have complained that the plan demands more sacrifices from union members than administrators.

Training Needs Cited

Margaret Holbert, the president of the Cincinnati branch of Parents for Public Schools, an advocacy group based in Jackson, Miss., said many parents believe the plan will improve a district that already has many unsung strengths.

But she said some parents view it as ironic that the district's top brass is seeking to impose massive structural changes, all in the interest of devolving authority to the educators who are closest to the children.

The only way that strategy will work, said Allan Odden, an education professor at the University of Wisconsin-Madison, is if the district delivers on its promise to do away with bureaucratic impediments to local autonomy and innovation. On that front, he said, so far so good.

"It's at the cutting edge of districts trying to figure out how to organize to get higher performance," said Mr. Odden, who has been advising district officials as they draw up their plan.

Another authority on school restructuring, Ann Lieberman of Teachers College, Columbia University, cautioned that an agenda so sweeping must be accompanied by extensive retraining.

"The big idea in theory is quite impressive," said Ms. Lieberman, an education professor and a co-director of the National Center for Restructuring Education, Schools, and Teaching. "I hope the process for getting there is equally impressive."

District officials say they've addressed those concerns. Though some teachers criticize the district for failing in the past to give them enough training to meet evolving standards, the superintendent vowed that will not be the case this time.

But Mr. Brandt added that he does not have the luxury of waiting until everyone is fully on board before making changes.

"You have to make decisions based on what's good for kids, not adults," he said. "We just can't wait for everybody to say, 'I'm ready to ride the train.'"