

**U.S. Department of Education
Office of the Under Secretary, Planning and Evaluation
Service
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Washington, DC 20202**

FAX COVER SHEET

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(Number of pages including cover sheet) 19

FROM: Kathryn Doherty
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NOTES: Bill —

Attached are ^① some articles on summer school
in Durham, N.C.; Denver; Long Beach, CA; Chicago
and Norfolk, VA ^② an article on public
school choice in CSD #3 N.Y. ^③ a few
articles on reconstitution and "redesign".

8/6/97 - Feature: From Denver to Norfolk, School Is in for the Summer [http://www.summerweek.org/html/fastwe...WORDS%26OR%26%28summer%26school%](http://www.summerweek.org/html/fastwe...WORDS%26OR%26%28summer%26school%26)

AUG. 6, 1997

EDUCATION WEEK on the WEB



Features



Read the main
story, "Do or Die."
This Week's News.

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From Denver to Norfolk, *School Is in for the Summer*

For sheer size and the rigor of its requirements, Chicago's mandatory *summer school* program is unequaled in the nation. Nonetheless, it is not unique. This year a number of urban districts have launched *summer school* initiatives that use standardized-test scores as at least part of the criteria for deciding who is required to attend. These systems include Denver; Durham, N.C.; Long Beach, Calif.; and Norfolk, Va.

Meanwhile, districts such as Atlanta; East Baton Rouge, La.; Dayton, Ohio; and St. Louis have introduced summer remedial programs that are not mandatory but are strongly encouraged for students in academic trouble.

Officials in each of the cities with new mandatory programs say they have not explicitly patterned their program on Chicago's. Indeed, none has gone as far as Chicago administrators in tying students' promotion both to *summer school* attendance and to their attainment of specific academic criteria.

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In Denver, this summer marked the debut of a promotion policy that resulted in 2,400 students in grades 3, 5, and 8 being required to hit the books in order to advance to the next grade.

These students were targeted for the remedial classes because of subpar reading scores on standardized tests. For the initial year of the policy, anyway, they are not required to raise their scores to a particular level in order to advance to the next grade. Coming to class is enough.

In the coming year, officials in the 64,000-student district may consider such issues as whether to expand the program to subjects other than reading, and whether to impose criteria for promotion, says district spokesman Mark Stevens.

"We may change the scope of what's offered next year, and we may toughen it up," he says.

Durham, a district of 29,000 students, kicked off a promotion policy this year requiring summer classes for 8th graders who fell below certain scores on a statewide test of reading and math at the end of the school year. As in Denver, the students will not have to boost their scores to those levels in order to advance to 9th grade. But they do have to come; only two absences during the monthlong session are allowed.

In Long Beach, 3rd graders who had failed to become fluent readers by the end of the school year were required to attend five-week tutorial sessions this summer.

The 83,000-student district identified 1,600 students for the mandatory

8/6/97 - Feature: From Denver to Norfolk. School is in for [http://www.edweek.org/htbin/fastwe...WORDS%26OR%26%28summer%26school%](http://www.edweek.org/htbin/fastwe...WORDS%26OR%26%28summer%26school%26)

classes based on their scores on norm-referenced tests and their showing on local reading assessments. Students whose reading skills were still lagging by the end of the program are to receive supplemental instruction in the coming school year.

For next year, the district will consider tying performance in the summer classes to promotion, says Chris Steinhauer, a regional superintendent. "We really want to put some big teeth into it," he says.

This summer was also the first one in which Norfolk lowered the boom on students with academic skills below grade level. Using a combination of nationally norm-referenced tests, portfolios, teachers recommendations, and local criterion-referenced tests, officials required 7,200 students in grades 2, 5, and 8 to attend summer remedial classes in order to be promoted to the next grade. Of those, about 4,700 showed up, says Thomas Lockamy, the district's deputy superintendent for academic affairs and accountability.

"Once the parents realize we really mean business," he says, "I think you'll see a change next summer."

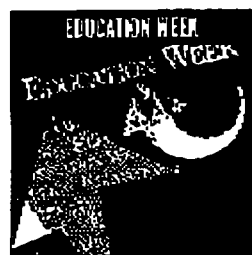
--CAROLINE HENDRIE

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AUG. 6, 1997

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A Busy Summer for Chicago Schools

Chicago's summer bridge program is the centerpiece of a broader push to get students off the streets and into constructive activities. The district has attracted more than 144,000 of its 424,000 students to an array of academic, recreational, and job-training programs this summer, up from about 98,000 last year. The following is a list of available programs and their approximate enrollments.



Read the main story, "Do or Die," This Week's News.

Summer Bridge Program 46,064

Mandatory remediation in reading and/or mathematics for students in grades 3, 6, 8, and 9.

State and Federally Funded Programs 24,301

Academic classes funded by individual schools with state and federal anti-poverty aid.

Social Centers 21,107

School-sponsored recreational and academic activities operating in more than 350 schools.

Extended School Day 9,925

Programs for disabled students at more than 160 schools.

Other Locally Run Academic Programs 9,820

Classes funded by schools from local sources or tuition.

9th Grade Core Courses 9,006

District-funded makeup classes in English, math, social studies, and science for 9th graders who failed those subjects.

Jobs Programs 7,500

Provides jobs in city schools, including tutoring and clerical positions, and vocational internships in businesses and other organizations.

Required Bilingual Classes 5,766

Mandatory instruction in English, and in some cases math, for students with limited-English proficiency in grades 3, 6, 8, and 9.

Camps and Arts Programs 5,400

Camps with sports and other themes, arts education, and a program that pays students for commercial art.

Gifted and Prep Programs	3,016
Classes for the gifted at 16 schools and academic enrichment programs at six college campuses.	
Child-Parent Centers	2,472
District-run preschool and kindergarten program that includes parent training.	
Total Summer Enrollment	144,377

SOURCE: Chicago Public Schools, as of July 24.

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SEPTEMBER 10, 1997

EDUCATION WEEK on the WEB



Across the Nation



See a related story,
["Father Gets His Wish; Md. District Permits Boy To Repeat 8th Grade,"](#)
 in This Week's News.

["A Busy Summer for Chicago Schools,"](#) Aug. 6, 1997.

["Promote or Retain? Pendulum for Students Swings Back Again,"](#) June 11, 1997.

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Chicago Data Show Mixed Summer Gain

By Caroline Hendrie

Chicago officials are hailing their mandatory *summer school* program as an unequivocal success, but a closer look suggests a less glowing picture than the one the school district has put forward.

By the district's accounting, the system's roughly \$34 million investment in its high-profile "summer bridge program" paid off handsomely. More than 15,000 students avoided repeating a grade and thousands more boosted their test scores substantially.

"It's been a tremendous summer," said Blondean Davis, the district's chief of schools and regions. "It's absolutely a great success." The program, part of a campaign to stop pushing unprepared students on to the next grade, drew national publicity this summer as evidence of a tough new approach by the district's popular leadership.

But as school leaders prepare to expand the summer classes next year, district data suggest that the program's contributions may have been overstated. Viewed from one perspective, nearly two-thirds of the more than 40,000 students required to attend because of low test scores had still failed to make the grade by summer's end.

"This *summer school* is great, but it didn't solve the problem," said G. Alfred Hoss, a research professor at the school of education and social policy at Northwestern University in Evanston, Ill. "It's a major step toward solving the problem, but the problem still is large."

Program Focused on Scores

This past summer, the 424,000-student district required students with inadequate test scores, excessive absences, or failing grades in math or reading to attend intensive remedial classes for either six or seven weeks. ("[Do or Die](#)," Aug. 6, 1997.)

The classes started last year for 8th graders only and were extended this year to grades 3, 6, and 9. District officials say that as many as 47,000 students were enrolled in the bridge program at some point over the summer.

Nearly 41,000 students qualified for the mandatory program because their scores last spring on either the Iowa Tests of Basic Skills or the Tests of Achievement and Proficiency fell below cutoff points set by the district. To avoid being retained in the same grade, students needed to meet those original targets on the August retests, although the district granted waivers for some students with scores close to the cutoffs.

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**"Summer School
Booms in Chicago"**
Aug. 7, 1996.

**"In Chicago, It's
Full Speed Ahead
As a New Reform
Team Starts Year
Two,"** Aug. 7,
1996.

Summer School Scorecard	
The Chicago district required nearly 41,000 students with low test scores to attend <i>summer school</i> . Most who failed to show enough improvement in August were required to repeat their grade.	
	Total
☐ Students required to attend based on spring scores.	40,949
☐ Number of those students who were retested in August.	31,715
☐ Students who passed for the first time in August.	14,491
☐ Passing rate for retested students who had failed in the spring.	45.7%
☐ Students who passed in August as a percentage of all students who failed in the spring.	35.4%
SOURCE: Chicago Public Schools.	

substandard spring scores for whom *summer school* was supposed to offer a second chance at success.

"The results are mixed," said Pamelyn Massarsky, the recording secretary of the Chicago Teachers Union. "However, we believe that this is a start of a new era in which students will know what is expected of them and will live up to everybody's expectations."

But some administration critics consider such predictions premature, given a lack of detailed information about the results.

"We would like to see an independent evaluation," said Donald Moore, the executive director of the Chicago-based reform group Designs for Change. "It's particularly important, since Chicago is being looked at as a model, that these things are carefully evaluated."

Detailed Lessons

The most ambitious *summer school* initiative of its kind in the nation, Chicago's bridge program is a central element of the effort to jump-start achievement in the nation's third-largest district.

Many in the city see such a bid as long overdue, pointing to the crippling effects of letting students advance through the grades despite a lack of needed skills. At the same time, many experts predict that holding back large numbers of students will simply worsen the district's already serious dropout problem.

Fewer than 32,000 of the original 41,000 in the four grades took a second stab at the tests last month, a preliminary district report shows.

Officials said they were not sure how to account for the 9,000-student discrepancy. They suggested that the missing students may have played hooky from *summer school*, skipped the retests, or dropped out altogether.

Of the 31,715 students with failing spring scores who were retested in August, 14,491 reached the threshold, for a passing rate of 45.7 percent, district data show.

That number, however, represents just 35 percent of all the students with

Hoping to avoid such an outcome, district officials have launched a series of programs--including *summer school*, after-school tutoring, and regional remedial centers--to help floundering students.

Next summer, district officials intend to extend the mandatory bridge program to the 1st grade. Students will qualify based on their performance on the Iowa tests and teacher recommendations. But unlike students in the other grades, they will not be forced to repeat 1st grade if their scores still fall short at the end of the summer.

For these and other reasons, district officials have a strong interest in making the summer program work--and making sure that it is seen as working.

Against this backdrop, the district released the results of its August retesting in stages, starting with 3rd, 6th, and 8th graders, who took the retests a week earlier than 9th graders.

District Hails Triumph

In a press release titled "Summer Bridge Program Triumphs," the district reported that 44 percent of 3rd graders, 57 percent of 6th graders, and an estimated 65 percent of 8th graders posted passing scores. Officials later amended the 8th grade figure to 62 percent.

"These results prove that hard work and *summer school* pays off," Mayor Richard M. Daley, who appointed the district's school board, said in the statement. "It shows that every child can learn, we just need to work with every child."

The day after their initial announcement, officials issued another, headlined "Eighth Graders Master Promotion Criteria," stressing that nearly 92 percent of all the district's 8th graders had met the cutoff scores by the summer's end--79 percent of them in the spring and an additional 13 percent in August.

Similar figures were offered for 3rd and 6th grades. The actual promotion rates later rose, as a result of 2,159 waivers the district granted to students in grades 3, 6, and 8 who almost reached the cutoffs.

"The summer success is largely attributed to high standards, high expectations, accountability, and a structured curriculum which obviously has resulted in outstanding improvements in the number of students meeting our promotional criteria," Gery Chico, the president of the board of trustees, said in the statement.

'A First Step'

What the releases did not point out was that, according to district data, just 42 percent of the 3rd, 6th, and 8th graders required to attend *summer school* because of substandard spring test scores wound up with passing grades by August.

Last month, the district followed up its 3rd, 6th, and 8th grade results with a statement announcing that 9th graders had "performed

phenomenally well in the summer bridge program."

The statement omitted any mention of the numbers or percentages of 9th graders who boosted their scores to district minimums, instead focusing on the improvement in average scores.

According to the district, the average reading score of the 9th graders retested in August jumped to nearly 7.8--the equivalent of the eighth month of 7th grade, or about two years below national norms--from only 6.3 in the spring. In math, the average rose from 6.7 to 8.0, the district said.

Based on the spring test, nearly 14,300 9th graders were required to attend *summer school*. In August, about 9,300 of them took the retest, and 40 percent of those students passed.

The roughly 3,700 freshmen who passed in August represent only a quarter of those who failed in the spring.

Ms. Davis, the district administrator in charge of the summer program, said "the real story" in the results was the growth in student scores among those who attended. Besides the 9th grade jumps, she cited rates of improvement in other grades that ranged from a low of four months in 3rd grade reading to nearly a full school year in 8th grade reading.

"We only expected growth of two to four months," she said. "We far exceeded that."

Mr. Hess, a longtime reform proponent and adviser to district Chief Executive Officer Paul G. Vallas, agreed that the improvement rates were encouraging.

"As a first step, that's pretty commendable," Mr. Hess said. "It gets these kids a lot closer to where they needed to be. As a final result, though, it still leaves a long way to go."

PHOTO: Among the more than 40,000 students who attended the *summer school* program in Chicago this year were these 3rd graders at the city's Benjamin Raymond Elementary School.

--Benjamin Tice Smith

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MAY 21, 1997

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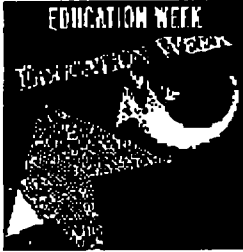
IN CONTEXT

THE ARCHIVES

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SPECIAL REPORT



Commentary

Equity and Choice in a Manhattan District

By Mary Anne Raywid and Robert B. Kottkamp

Skeptics of *public school choice* have over the years issued a number of warnings: Weak students stand to lose under such an arrangement; it would turn education into a sorting machine channeling poor and minority youngsters into one set of schools and the more fortunate into another; there would be no choices for the weaker students; and it couldn't help desegregation because people would just enroll their youngsters in neighborhood schools anyway.

The perfect may be the enemy of the better.



A study we completed recently of Community School District 3 in New York City's Manhattan borough suggests that the dire predictions are misplaced. While our findings don't suggest that choice is a magic wand solving all of schools' problems, they do suggest it is advantaging a lot of youngsters--and that under the right conditions, virtually all families exercise the options made available to them.

Four years ago, District 3 multiplied its several alternative schools and became a "choice" system in which all middle schoolers select the school they will attend. Fifth graders currently have 26 options from which to choose (with four more in the offing, at various stages of design). Eleven of the current total are for special-needs students--six for youngsters with disabilities, four for the English-deficient, and another that serves youngsters with both traits. Five additional schools of choice mainstream handicapped students. Thus, it can hardly be said that those needing special help are being ignored or excluded from the choice arrangement.

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Like most of New York City's community districts, District 3 is a minority district. Moreover, this West Side district contains three fairly distinct population areas: 61st to 96th Streets, with a fair amount of racial and ethnic integration; 96th to 110th, with a large Latino population; and 110th Street and above, which is primarily African-American. Due to these neighborhood patterns, more than half the district's elementary schools (to which, as elsewhere, students are assigned) reflect the strong numerical dominance of one group or another. In more than half, the school population is 70 percent or more Latino or African-American. Fewer of the middle schools show this pattern of racial/ethnic dominance: 37 percent, or 11 schools (of which four exist to aid Latino youngsters needing help with English). Thus, choice has reduced the racial/ethnic isolation of children in District 3 schools. There is evidence that choice is prompting significant numbers of children to attend schools other than the nearest one. So they are exercising their options and increasing the diversity of school populations.

The system is also working in other ways. Large numbers of students

are getting their first or second choice of schools--78 percent in one of the years we studied. The total is lower than that reported by some other choice systems, in part because District 3 deliberately reserves 10 percent of the seats in each school for making adjustments needed in the interests of equity for the system and fairness for individuals. This "system corrective" distinguishes the District 3 choice arrangement sharply from a market system that would bar such intervention. The seats set aside make it possible to extend to youngsters not gaining entry into any of the four schools they had chosen another chance at getting the one they want. It also opens another avenue of help for each youngster in finding the best school match for him or her.

This system demonstrates that choice can benefit weak and poorly motivated students as well as the more accomplished ones. Although more strong students than weak ones get their top preferences as to schools, the figures are substantial for both: Eighty-eight percent of the highest-scoring students get their top choices, while 72 percent of the lowest-scoring do. Some conceptions of equity would condemn the disparity, since it leaves benefits unequal. Compared with an ideal, the situation is less than perfect. But when compared with traditional school-assignment policies, and the only other alternatives to them that we know, choice clearly appears to have enhanced equity in this New York district. It has also bestowed on large numbers of youngsters, including weak as well as strong students, the right to make decisions of lifelong consequence that they would otherwise have had nothing whatsoever to say about. It may also--although our study was not designed to investigate it--have improved a number of the schools these youngsters attend.

Our study was primarily an inquiry into equity. Its findings confirm that District 3 in New York City cannot assure that the advantage gained by every student is identical to that of every other student. What we have learned thus poses the question: Is it most important that we make certain no child gets a benefit that any other is denied? Or is it most important that we offer as many youngsters as we can reach the greatest chance to succeed? Someday we may have strategies assuring maximal success for all children--or for more of them than does anything we know now. Meanwhile, however, this study suggests that choice can render school access more equitable than does the long-prevalent neighborhood-assignment arrangement.

Mary Anne Raywid is a professor emerita, and Robert Kortkamp a professor, in the department of administration and policy studies at Hofstra University's school of education in Hempstead, N.Y.

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Current Events



Read an *Education Week* news story, "At Two Cleveland Schools, Overhauls Mark a Dramatic Response to 'Desperate Times.'" Sept. 24, 1997.

"In S.E. Reconstitutions, Rojas Softens the Blow." June 25, 1997.

"Staffs at 7 Chicago Schools To Be Overhauled." June 18, 1997.

November/December 1997

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Shock Therapy

Once considered an act of near desperation, the practice of ousting a school's staff and starting from scratch--a strategy known as reconstitution--is gaining national currency as a way to resuscitate failing public schools.

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an electronic forum
on improving schools

Newly reconstituted schools opened this year in Cleveland, Chicago, Denver, San Francisco, and suburban Washington, D.C. In Philadelphia, the district tried to reconstitute two high schools this summer but failed in the face of teacher-union opposition. And in New York City, officials used their own less-drastic version of the concept to shake up 10 schools last year and 20 more this summer.

The overhauls come at a time of growing demand for solutions to the seemingly incurable ills of many urban schools. These pressures are prompting more superintendents to look for accountability measures with a capital A. Few fit the bill as well as reconstitution. "Here are these schools that have not only not reformed, but they haven't even met traditional standards," says Frank Smith, a professor of educational administration at Teachers College, Columbia University. "I think people are just losing patience and saying these kids can't wait."

In targeted schools, the entire staffs--teachers, custodians, support workers, and administrators--typically have to reapply for their jobs. The number of teachers who wind up staying range from only a handful to as many as two-thirds, depending on the district and school.

□ In Cleveland, the state-appointed superintendent announced he was cleaning house at two elementary schools just three weeks before the start of school this fall. Despite protests from parents and grievances from the teachers' union, more than two-thirds of the teachers at the schools were replaced.

□ Chicago school officials announced in June that seven of the city's most poorly performing high schools would be reconstituted over the summer. What's more, the 424,000-student district scaled back the job protections of teachers who lose their positions. This, more than the shake-ups themselves, led to the worst breach to date in the largely amicable relationship the district had enjoyed with the teachers' union since Mayor Richard Daley installed the current administration in 1995. Nearly two-thirds of the affected teachers were rehired by their old schools.

□ In Denver, the whole staffs of two elementary schools were ousted, with only a handful of teachers being rehired at each school. Although the teachers' union initially balked when news of the possible overhauls broke last winter, union leaders then took the unusual step of cooperating closely with administrators of the 62,000-student district.

"Six Suburban
Schools in Md. To
Be 'Reconstituted'."
June 11, 1997.

□ Administrators in Prince George's County, a suburban Washington, D.C., district of 125,000 students, ordered the staffs of four elementary schools and two middle schools to reapply for their jobs. In the end, slightly more than a third of the teachers and administrators returned to their original schools. Officials said they were trying to boost achievement at the schools before they became candidates for reconstitution by the state of Maryland, which has put 50 schools in Baltimore on notice.

"Denver Board
Backs
'Reconstituting'
Schools."
Feb. 26, 1997.

□ In San Francisco, the district and the teachers' union agreed last spring on a tentative plan for modifying the district's reconstitution policy. But as talks continued, superintendent Waldemar Rojas reconstituted one high school and an elementary school over the summer. The shake-ups were less sweeping than those at eight other schools in the district since 1994. At the high school, for example, 45 percent of the teachers were allowed to remain, and teachers are being given more say in charting the school's new course.

In all these districts, school leaders are betting that reconstitution will foster a new, student-focused culture in schools where failure had come to be accepted. "It's a drastic and dramatic tool," Rojas says. "But if you've got cancer, you've got to get it all."

San Francisco officials have now revamped 10 schools since 1994 under their district's court-ordered desegregation plan, despite fierce objections from the teachers' union. ["Do Or Die," March.] Over the past five years, San Francisco has seen standardized-test scores districtwide edge upward every year, gains that officials attribute in part to reconstitution. Although experts say the jury is still out on the strategy's effectiveness, Rojas believes this track record is emboldening other educators to take the plunge. "When somebody finds something that has a glimmer of hope and success, they're going to try it," he says.

But now that the idea has caught on, Rojas and other supporters of San Francisco's brand of reconstitution are worried. "I'm concerned that it will be picked up as a panacea and done incorrectly," Rojas explains.

Robert Green, a Michigan State University professor who has been involved in San Francisco's desegregation case, says educators who have tried reconstitution should get together soon to trade notes on what enhances and detracts from its effectiveness. "My fear is that school districts will jump on the reconstitution bandwagon without seriously considering the issues," Green says.

Teachers' unions share his concern. San Francisco teachers have fought the practice from the beginning. And this summer, Sandra Feldman, president of the New York City teachers' union and its national parent, the American Federation of Teachers, weighed in on the issue. While seeking to position the 950,000-member AFT as a proponent of fixing failing schools, Feldman argues that reconstitution, at least the way it is playing out in most cities, is not the way to go about it.

Feldman holds up New York City as a model for how unions and districts can work together on troubled schools. There, administrators and union officials negotiated a process for redesigning schools that have been identified by the state as unacceptable. Under the agreement, such schools can replace roughly half their teachers with newcomers.

Teachers who choose to leave such schools are given priority in seeking other posts. New Yorkers studiously avoid the term reconstitution, as do educators in Denver, preferring to call their shake-ups "redesigns."

In none of the schools reconstituted in the various districts this summer were teachers summarily thrown out of jobs. For the most part, the displaced teachers ended up elsewhere in the systems.

Still, with the exception of Denver, the overhauls are being fiercely resisted by teachers' unions, even in places where labor-management relations have been calm. That is certainly the case in Chicago, where reconstitution comes closest to threatening displaced teachers with unemployment. Teachers who are not rehired will have 10 months to find another job in the system before being taken off the payroll. Moreover, they will be expected to work as substitutes during that time, with one day off a week for job hunting.

The 33,000-member Chicago Teachers Union has filed grievances on behalf of the affected teachers. "We had believed there was a cooperative working relationship, and we have fostered and supported that," CTU official Pamelyn Massarsky says. "But they spit in our face, and we know it's not raining."

Paul Vallas, the district's chief executive officer, downplays the rift with the union. "There are certainly many union activists who are going to grandstand on this," he says. "But the bottom line is, we have 27,000 teachers and we respect their collective bargaining rights."

In Philadelphia, the teachers' union took a stand against reconstitution and won. After superintendent David Hornbeck announced in February that he would transfer up to 75 percent of the faculty at two high schools, the union went to court, charging that the move violated the teachers' contract. In July, an arbitrator ruled in the union's favor.

Although the ruling was a setback for the district, the principals at the two schools began wide-ranging reforms anyway, and many teachers took voluntary transfers. So Hornbeck does not consider his plan to have been entirely thwarted.

Despite union resistance, there are few signs that reconstitution is going away. Christine Johnson, director of the urban initiative of the Denver-based Education Commission of the States, notes that she has recently heard from several states and districts interested in reconstitution. Says Johnson, "There is a public outcry for accountability with teeth."

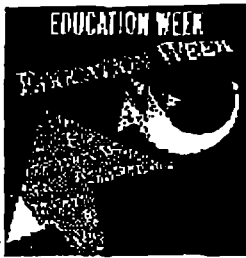
--Caroline Hendrie

PHOTO: Angela Mahoney's kindergartners line up for lunch at Cleveland's Paul Revere Elementary. Over the summer, the district cleaned house at the school, replacing two-thirds of the teaching staff.

--Tony Dejak

FEB. 26 1997

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SPECIAL REPORT

Denver Board Backs 'Reconstituting' Schools

By Beth Reinhard

Across the Nation

Read our story about reconstitution in San Francisco, "S.F. Reforms Put on the Line in Legal Battle," Dec. 11, 1996.

Read our story, "Phila. Plan Links Student Achievement Teacher Pay," Oct. 30, 1996.

The Denver school board has approved a plan to turn around poorly performing elementary schools that allows Superintendent Irv Moskowitz to transfer teachers and administrators who don't pass muster.

The 62,000-student district's "redesign" plan resembles similar efforts in cities such as Philadelphia and San Francisco, where overhauling a school is called reconstitution.

The plan announced this month gives Mr. Moskowitz several options to intervene in elementary schools that don't improve by the end of the school year.

He could impose a longer school year, longer school days, or add extra staff members. Teachers and administrators could be transferred, or entire schools could be turned into charter schools. The plan also allows for the possibility that some schools could be turned over to the for-profit Edison Project.

"I've been waiting a long time to get after some schools that seem to languish in the doldrums," board member Lynn Coleman said last week. "They may need to start from scratch."

Though no schools have been identified for intervention yet, the evaluation process has already begun, school officials said.

As in San Francisco and elsewhere, the Denver plan quickly raised the ire of the local teachers' union, which says it was excluded from the development process. Teachers also argue that they cannot control crucial influences over children's learning such as poverty and parental involvement.

"It's singling us out as if we are the only ones responsible for kids' learning," said Bruce Dickinson, the executive director of the 3,000-member Denver Classroom Teachers Association, an affiliate of the National Education Association.

Limited Success

The clean-slate approach to failing schools has gained currency in recent years. Last week, in his annual address on the condition of education, U.S. Secretary of Education Secretary Richard W. Riley bluntly said that schools that aren't performing should be closed or restaffed.

"It's certainly catching on in terms of the number of school districts who are writing it into policy," said Susan Fuhrman, the dean of the graduate school of education at the University of Pennsylvania in Philadelphia. "The problem is we don't have a lot of experience at it to

Read U.S. Secretary of Education Richard Riley's Fourth Annual State of American Education Address, of Feb. 18, 1997, from the U.S. Department of Education Web site.

Philadelphia. "The problem is we don't have a lot of experience at it to say whether it works."

Iowa Test of Basic Skills defined.

San Francisco has been reconstituting schools the longest, starting in 1983 under a court order that required the district to improve academic progress among minorities. A court-appointed committee said in 1992 that the six schools transformed in 1983-84 had raised achievement among African-American and Hispanic children, but subsequent and less far-reaching overhauls were not successful. ("S.F. Reforms Put on the Line in Legal Battle," Dec. 11, 1996.)

In Denver, board members say it's time to stop making excuses in a district in which more than 75 percent of elementary school children score below average on standardized reading tests.

They say the redesign plan is starting at the elementary level because those early years lay the foundation for future achievement and because elementary schools are adjusting to the end of a desegregation plan, which bused many poor children out of their neighborhoods.

Schools will be evaluated on a dozen criteria, including scores from the Iowa Test of Basic Skills and other tests, parental involvement, the number of suspensions, participation in the district's gifted and talented program, building maintenance, and allocation of resources.

Denver Model

Board member Laura Lefkowitz said schools would be overhauled only after a careful examination of all criteria. She pointed to the city's Mitchell Elementary School as a model of what starting over can accomplish.

A magnet program was moved out of the school last year to make way for a new principal, new teachers, and new students, many of whom had formerly been bused elsewhere. Principal Lynn Spampinato said she has hired teachers who are dedicated to working with disadvantaged children.

The school has integrated technology, the arts, and health into its curriculum and has nurtured before- and after-school programs, the principal added. Although the students' standardized-test scores in September were among the lowest in the district, Ms. Spampinato said she's not intimidated by the redesign plan.

"We don't buy that if you're poor, you can't learn," she said. "If this school doesn't improve, somebody should take my place."

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JUNE 18, 1997

EDUCATION WEEK on the WEB



Across the Nation



Read our story,
["Chicago Board To Consider Plan To Overhaul High Schools,"](#) March 5, 1997.

["Chicago Hope,"](#)
 Oct. 23, 1996.

["Leadership Standards Target Teaching, Learning,"](#) Sept. 4, 1996.

IN CONTEXT

THE ARCHIVES

TEACHER MAGAZINE

THE DAILY NEWS

SPECIAL REPORT

Staffs at 7 Chicago Schools To Be Overhauled

By Caroline Hendrie

Hoping to breathe new life into chronically low-performing schools, Chicago education chief Paul G. Vallas announced plans last week to overhaul seven troubled high schools by dramatically shaking up their staffs.

Under the "reconstitution" plan--the first of its kind in the city--all employees at the schools would be required to reapply for their jobs. In a few cases, district administrators expect to remove the principals, while in others the principal would remain and get the chance to rebuild the school's staff.

"These schools are simply not doing the job," Mr. Vallas, the district's chief executive officer, said in a statement. "Failure has gone on for years, with no sign of improvement. For the sake of the children in these schools, we must take drastic action."

Although it marks a first for Chicago, a growing number of school systems have resorted to such action in recent years.

San Francisco has made the most aggressive use of reconstitution, overhauling 16 schools since the 1980s. (["S.F. Reforms Put on the Line In Legal Battle,"](#) Dec. 11, 1996, and ["S.F. Mulls Retreat From 'Reconstituting' Schools,"](#) May 28, 1997.)

In Philadelphia and Denver, officials this year announced plans to reconstitute two schools each. And Prince George's County, Md., recently targeted six schools for reconstitution in what is believed to be the first use of the tactic by a major suburban district.

Long-Standing Problems

Mr. Vallas' plan requires approval by the district's reform board of trustees, a panel appointed two years ago as part of an emergency four-year plan to turn around the 424,000-student system. The trustees are scheduled to act on the plan June 25, after targeted schools have had a chance to present their views in hearings this week.

The seven high schools identified last week have a history of sub-par test scores and high dropout rates, and were among 109 schools placed on probation in October as part of a broader academic-accountability plan. The high schools are DuSable, Englewood, Harper, Martin Luther King, Orr, Phillips, and Robeson.

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Town Meeting
 an electronic forum
 on improving schools

"In Chicago, It's Full Speed Ahead As a New Reform Team Starts Year Two," Aug. 7, 1996.

District evaluators have chronicled wide-ranging shortcomings at the schools. Still, teachers at the schools complain that they are being unfairly blamed for failings that are rooted in a lack of community support for high achievement.

In announcing the shake-ups, Mr. Vallas stressed that he had stopped short of fully embracing the recommendations of an outside advisory board. The business-dominated Chicago Academic Accountability Council had called for the staffs of some of the targeted schools to be fired en masse, a district spokesman said.

"Can the Chicago Reforms Work?" May 22, 1996.

The panel also recommended action against an eighth high school, Marshall, but Mr. Vallas said he wanted to give the new principal there a year to turn things around.

Teachers' Fate Uncertain

Mr. Vallas' plan would allow employees who are not rehired at their old schools to remain on the payroll while seeking slots elsewhere in the district. An estimated 700 teachers work in the affected high schools, as do an additional 300 to 400 other employees, a district spokesman said.

"Report Calls for Personal Touch in High School," Feb. 28, 1996.

Estimates of how many employees would lose their posts at the reconstituted schools varied last week.

Beverly Tunney, the president of the Chicago Principals and Administrators Association, said she expected that principals would fill at least 40 percent of a school's teaching slots with new blood. Mr. Vallas, however, was reported as pegging the proportion at between 10 percent and 20 percent. Thomas H. Reece, the president of the Chicago Teachers Union, offered an even lower prediction of 5 percent to 15 percent.

"Chicago Plan Seeks To Improve Achievement, Bolster Accountability," Feb. 21, 1996.

Under current district policy, teachers displaced by reconstitution would be given two school years to land another post before being laid off. Mr. Vallas said last week, however, that he was considering recommending that the time period be shortened.

Preserving the existing protections is a high priority of the historically combative teachers' union, which has generally cooperated with the administration in its drive to improve the district.

Mr. Reece said last week that the cooperative relationship would be damaged if the board were to significantly diminish the job protections of teachers displaced by the reconstitutions. But he predicted that no such erosion would take place.

"This is not a blame-the-teacher kind of thing," Mr. Reece said. "The difference in Chicago is that for the last couple of years there's been an effort to improve without scapegoating."

On the Web

For background and Web links, see our Issues Page on School-Based Management.

The Urban Educator, a newsletter by the Council of the Great City Schools, offers recent articles on urban districts.

6/18/97 - News: Staffs at 7 Chicago Schools To Be Overhauled

<http://www.edweek.org/ew/vol-16/38chic.h>

Urban School Restructuring and Teacher Burnout. While school restructuring, the latest reform measure, can break down bureaucracy and empower teachers, it also can seem distant from the day-to-day problems of most teachers, and even increase burnout among some. This digest comes from the ERIC Clearinghouse on Urban Education.

Downsizing Schools in Big Cities. This digest briefly reviews the current movement to downsize urban schools to help educators decide whether and why to pursue such a move, and to indicate which models appear most promising. This report comes from the ERIC Clearinghouse on Urban Education.

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FAX COVER SHEET

Fax Number: 202-401-3036

TO: Bill Kincaid

FAX NUMBER: 456-5581

(Number of pages including cover sheet) 24

FROM: Kathryn Doherty
Phone number: 202-401-0264

NOTES: Bill: Attached are two documents —

- 1) summary of peer mentoring programs in Toledo, Cincinnati, Rochester, N.Y.C., Minneapolis
- 2) pieces of a document from the National Commission on Teaching and America's Future on mentoring and development recruitment & removal.

MEMORANDUM

TO: Mini-institute Participants

FROM: Joan Baratz-Snowden, Ed Issues

DATE: July 25, 1997

RE: Peer Review and/or Mentoring Systems

The attached memorandum reviews the New York City, Cincinnati, Rochester, New York, Toledo, and Minneapolis peer review programs concerning the scope of their activities. The first program was initiated by Toledo in 1981 and the most recent (and extensive) program is in Minnesota, where it will be fully operable in the 1997-98 school year.

All mentor programs:

- were created through collective bargaining agreements
- involve joint decisions of teachers and administrators
- provide assistance to new teachers and teachers who are at risk of termination due to poor performance
- have a process for identifying outstanding teachers to provide peer assistance
- have resources dedicated to implementing the program
- are more stringent than previous administrative efforts regarding granting of tenure
- are more effective than the prior teacher evaluation programs they replaced in improving teacher performance or effecting the efficient termination of non-performing teachers.

Programs vary in regard to:

- the extent and kinds of services provided by the peer assistance program
- whether the peer assistance is confidential
- whether peer assistance is mandatory
- whether terminated employees automatically are provided with counsel
- whether mentors evaluate teachers
- whether mentors make recommendations regarding termination or continued employment.

Several programs have been involved in litigation regarding duty of fair representation. In all cases, the union programs have prevailed.

PEER MENTORING AND/OR EVALUATION PROGRAMS

Introduction

Attacks on teacher tenure result from diverse motives. Some critics attack tenure in an effort to break unions, others because they are anti-public education. Still others are concerned with issues of downsizing and with the misguided belief that tenure equals "a job for life, regardless of performance." But many critics of tenure are outspoken because of their concerns relating to teacher quality. One effort to address this issue, that is intimately related to issues of tenure, relates to peer assistance programs. Beginning in the early 1980's, teacher unions began collective bargaining for such peer review and assistance programs. As Kerchner, Koppich and Weeres¹ observed:

...peer review brings higher standards to teaching. It significantly changes the conception of teaching work by recognizing the importance of engagement and commitment as well as skill and technique. It recognizes a legitimate role for teachers in establishing and enforcing standards in their own occupation. For unions, it represents both a radical departure from established industrial norms and a rediscovery of traditional craft and guild union functions. Under peer review, the union's role balances protection of individual teachers with the protection of teaching. As Albert Fondy, president of the Pittsburgh Federation of Teachers notes, 'a union is not conceived with the primary mission of protecting the least competent of its members.' (p.63)

Below we briefly describe six peer assistance programs currently in operation in AFT locals.

Program Summaries

Toledo

The Toledo Plan was established in 1981.

Purpose: There are two purposes:

- (a) to assist teachers who are new to the profession, and
- (b) to intervene when teachers experience "difficulty in the performance of their professional classroom duties" unrelated to other factors such as substance abuse, absenteeism, etc.

¹ Kerchner, C.T., Koppich, J.E. and Weeres, J.G. *United Mind Workers: Representing Teaching in the Knowledge Society*. Jossey-Bass: San Francisco, 1997.

Teacher Participants: All probationary teachers (those hired for four consecutive semesters) are subject to peer evaluation that is **not confidential**. Participation for "interns" (first-year teachers) is mandatory, but is voluntary for second year teachers. The evaluations of all interns and second year teachers are filed with the office of personnel.

Intervention is designed to assist and evaluate non-probationary teachers who have been identified by a school staff as performing in a way so unsatisfactory that either termination or improvement is imperative. Assistance is **not voluntary or self-initiated**; it occurs when the building principal and the federation building committee both recommend professional assistance for the teacher. The teacher may appeal the decision that intervention is needed to an arbitrator who is a law professor at the University of Toledo law school. The arbitrator does not evaluate the teacher's performance, but does decide whether the intervention is the most appropriate remediation in the circumstances.

Staff Intervenors: Staff intervenors, called "consulting teachers," are excellent teachers with five or more years experience. They must apply for the position. Excellent oral and written skills are required. Applications include letters of recommendation from the candidate's principal, federation building rep and three teacher colleagues.

Consulting teachers:

- discuss supervision, evaluation and goal setting process with teacher
- observe and make assessment of teaching performance
- establish specific performance goals, per a "Performance Goals Form"
- allow the teacher time to follow through on goals agreed upon
- observe the teacher again (twice for interns, and once for second year teachers)
- hold conferences with the teacher (and principal?) within five school days after an observation, at which time the principal will make a written summary of the observation
- complete "Summary Evaluation Form" using the performance goals established previously
- **determine when an intervention is no longer necessary.**

Governing Panel: The governing panel, or "Intern Review Panel," consists of five appointees by the Toledo Federation of Teachers and four appointees by the Toledo Board of Education.

The panel

- hires the consulting teacher
- reviews the evaluations for interns and recommends "future employment or termination to the superintendent of schools"
- at the request of the intern consulting teacher, approves of the choice of an outside peer to evaluate a teacher's content knowledge
- receives status reports from the consulting teachers regarding intervention efforts with non-probationary teachers in intervention.

Relationship to Termination Decisions: The consulting teacher makes reports each semester to the Intern Review Panel. The consulting teacher decides when the intervention candidate has successfully met the standards that triggered the intervention, when more intervention might be useful, or when further intervention is uncalled for but the teacher is still not meeting the standards. The consulting teacher makes such a status report to the Review Panel. Management and the federation also receive this report.

Management may then decide to terminate a teacher. Information in the status report regarding lack of sufficient improvement may be used in making this decision. If the teacher to be terminated requests assistance from the union to challenge the termination decision, the following steps occur:

- the teacher files a grievance with the Toledo grievance committee
- the grievance committee reviews the facts and interviews both the consulting teacher and the claimant
- the grievance committee then makes a recommendation to the seven officers of the union regarding whether the union should provide support
- the seven person union reviews the case, including the materials from the grievance committee and takes a vote to decide whether to support the claimant or not.

The union was sued re failure to provide duty of fair representation by one claimant whom they chose not to represent. The union prevailed.

Results: The Rand Corp., in 1984, recognized the Toledo plan as one of the four best teacher- evaluation programs in the country. More recently, the National Commission on Teaching and America's Future issued a report in September 1996 praising the Toledo Plan.

About 10% of the new teachers are not rehired through this peer evaluation process as compared to about 1-2% not being hired when this was solely a management function. Approximately one third of the teachers referred to intervention each year have left teaching by the end of the year through resignation, retirement or dismissal.

Cincinnati

The Cincinnati Peer Assistance and Evaluation Program began in 1985.

Purpose: The program has two purposes: induction, to assist teachers who are new to the Cincinnati system and second (intervention) to assist tenured teachers (three or more years of service in Cincinnati) who "exhibit serious teaching deficiencies."

Teacher Participants: Principals recommend teachers for intervention after two observations. A consulting teacher checks out the referral and makes a recommendation and report to a Peer Review Panel team composed of a teacher and a principal. The full

panel then acts on the recommendation. It appears that intervention participation is not voluntary, or self-initiated in Cincinnati. Nor is it confidential.

Staff Intervenor: Staff intervenors, called "consulting teachers", are experienced, "lead teachers." These consulting teachers

- determine the eligibility of teachers recommended for the intervention program
- plan programs of intervention for them
- evaluate the performance of the teachers with whom they are intervening
- make recommendations regarding that performance to the principal and to the peer review panel
- **make recommendations whether to declare intervention a success and cease work with participating teacher; to recommend dismissal; or to continue the intervention process**
- provide documentation on intervention and evaluation to participating teachers, the principal and the personnel office.
- serve a two year term.

Governing Panel: The governing panel, called the Peer Review Panel, consists of ten members -- five teachers and five administrators. The panel:

- selects, oversees, trains and evaluates consulting teachers (appraisers)
- determines the process for selecting participating teachers (appraises)
- reviews the reports and recommendations of consulting teachers
- accepts or rejects consulting teacher recommendations
- considers and acts on appeals of appraisees regarding consulting process
- **makes recommendations concerning evaluation of teacher competence to the superintendent**

Relationship to Termination Decisions: The participating teacher may appeal the recommendation of the consulting teacher or the Peer Review Panel. Furthermore, "teachers appraised through Peer Assistance and Evaluation retain all rights afforded to them by the Collective Bargaining Contract between the Cincinnati Federation of Teachers and the Cincinnati Board of Education."

Results: Roughly one-third of the teachers referred to intervention each year have left teaching by the end of the year through resignation, retirement or dismissal. The other two-thirds improved their performances substantially. During the first five years of the program, 61% of teacher dismissals for performance reasons resulted from peer review, as compared with 39% from evaluation by administrators. Five percent of beginning teachers under peer review were dismissed, as compared with 1.6% of those evaluated by principals.

Rochester, NY

The Rochester Career in Teaching (CIT) Program is a broad-reaching professional development program which began in 1988. CIT includes provisions from the Peer Assistance and Review (PAR) Program which ran from 1986-1988.

Purpose: The program addresses professional improvement needs of three categories of teachers: new teachers, tenured teachers with serious performance problems, and tenured teachers who want additional help.

1. New teachers (interns), are assigned a Lead Teacher who is their mentor and evaluator. Participation is **mandatory**, granted there are enough lead teachers available.
2. Peer evaluation can occur in the form of intervention for tenured teachers who are experiencing "serious difficulties in performance of their professional responsibilities." Entry into intervention is **voluntary** for the teacher.
3. Tenured teachers are eligible for "Professional Support." Professional Support is a **self-initiated and voluntary** way for teachers to seek peer assistance and support. The evaluations of all teachers are kept confidentially in their CIT file.

Teacher Participants:

1. Interns are any "newly employed teachers with less than one year full-time teaching experience in their certification area in New York State."
2. Intervention recommendations begin when a school principal and/or appropriate supervisor reports to the CIT Panel that a tenured teacher is experiencing "serious" difficulty. The CIT panel then reviews the recommendation and determines whether intervention is appropriate. Teachers accepted by the panel for intervention have the option of declining to participate.
3. Tenured teachers seeking professional support must request participation.

Staff Intervenors: There are two main types of staff intervenors: mentors and intervention specialists.

Mentors: There are three types of mentors: Lead Teacher as Mentor, School-Based Mentor, and Special Area Mentor. The Lead Teacher as Mentor is the traditional mentor, and has a caseload of four interns, or three interns and one intervention. School-Based Mentors provide assistance and support to one intern in their own school. Special Area Mentors provide support to one intern teacher in their certification area, but not necessarily in their school.

Mentors:

- are permanently certified and tenured teachers with at least seven years classroom experience who have been chosen through an application and interview process.
- assist and evaluate interns as well as teachers who volunteer to participate in intervention
- **judge whether an intern should continue to be employed by the district**
- report to the CIT Panel.

Intervention Specialists:

- are permanently certified and tenured teachers with at least ten years classroom experience who have been chosen through an application and interview process.
- direct the implementation of the CIT Panel's plans for assistance for teachers who choose to participate in intervention
- submit intervention status reports to the CIT panel twice each semester
- submit a final report at the end of the second full semester of intervention, or when intervention is terminated
- make judgments as to the success/failure of the intervention effort, and recommendations for continued or additional support to the CIT panel.

Governing Panel: The governing panel, called the CIT Panel, is comprised of equal numbers of administrative members appointed by the Superintendent of Schools and teacher members appointed by the Rochester Teachers Association (RTA) President. The Panel:

- assigns Lead Teachers
- reviews intervention status reports
- **makes a recommendation for continuation or termination of an intern's employment to the Superintendent of Schools and the RTA President**
- reviews and acts upon intervention recommendations
- determines the duration of intervention
- determines whether intervention was successful
- **issues a written report to the Superintendent of Schools and the RTA President as to the success or failure of intervention.**

Relationship to Termination Decision: The participating teacher may respond to the CIT panel at the time of recommendation and/or attach a response to the written report of the CIT panel. Participants also have access to the grievance process.

"Intervention has been incorporated into the revised Due Process Guidelines for Supervisors to Follow in Counseling, Supervising and Evaluating Teachers Whose Performance Does Not Meet District Standards."

Results: Most teachers in the intervention program improved. Ten percent of the 60 teachers assigned to the intervention program since 1988 have left the profession. In addition, more than 100 teachers per year have accessed Professional Support.

New York City

The New York City Peer Intervention Program began in 1988.

Purpose: To provide assistance on a **voluntary, confidential** basis to veteran, tenured teachers who "are in trouble in the classroom" -- trouble is related to teaching competence, not to other factors --i.e., substance abuse, personal problems, absenteeism and the like.

Teacher Participants: Tenured teachers make application for assistance, indicating instructional issues that they wish to have assistance with. Staff intervenors screen prospective applicants and decisions are made in concert with the panel as to whom to serve. Many teachers who apply have received unsatisfactory ratings from their principals or have been warned of possible formal proceedings.

Staff Intervenors: Staff intervenors

- are experienced (at least 10 years), exemplary teachers who have been chosen through an elaborate process that includes formal application, letters of recommendation, role playing, "in-box" assessments and interviews.
- serve a four year renewable term
- provide assistance
- **make no evaluative judgments**
- receive special staff development re working with adults
- assist in counseling out of teachers who agree with intervenor that a career change might be a good idea
- report to a nine member governing panel composed of six individuals nominated by the union and three nominated by the Chancellor.

Governing Panel: The governing panel

- hires intervenors and other peer intervention staff
- designs programs
- evaluates the components of the program.

Relationship to Termination Decisions: If intervention is unsuccessful, participating teacher may accept counseling out services (during or after intervention process), or some other settlement, or reject intervenor advice. Principal may initiate dismissal procedures.

If teacher participant is subject to dismissal

- all intervenor documents, including teacher's participation are confidential and may not be subpoenaed or used in any way in the dismissal procedures.
- **teacher participants who are then involved in dismissal procedures "may exercise any constitutional, statutory, regulatory or contractual right otherwise provided by law, regulation or contract."**

Results: According to data collected for the 1995-1996 school year, 76% of teachers who participated in Peer Intervention Program (PIP) received "Satisfactory" ratings in the Spring of 1996--ten of whom were rated "Unsatisfactory." In contrast, only 47.5% of the teachers who were on a waiting list of PIP received "Satisfactory" ratings in Spring 1996. Many more of the unserved teachers were pressured about resigning or taking a leave of absence and ended up out of the classroom "serving time" at 110 Livingston Street while procedures relating to their dismissal inches along.

Minneapolis

The Minneapolis Professional Development System was initiated in 1992, following several years of planning. By 1997, it is expected that all teachers will have an individual Professional Development Plan and a Professional Development Team for assistance in implementing the plan.

Purpose: The peer assistance program is an extensive professional development plan that has three peer components: teacher assessment and improvement (Professional Development Plan Process -- PDP, and Professional Support Process-- PSP) and intervention for teachers with severe problems (Intensive Assistance Process).

Teacher Participants: All Minneapolis teachers participate in the PDP which, beginning in July 1997 will be their right and responsibility by contract. Tenured and probationary teachers must develop a PDP plan each year, determining their own strategies. The teachers then select their own PDP Teams (including peer coaches, if so desired).

Only tenured teachers participate in the Professional Support Process. The PSP component offers help to two groups of teachers:

- one group consists of teachers is self-initiated and involves teachers who are interested in further development of new skills or in-depth assistance with skills that they would like to strengthen.
- the second group consists of teachers who have been recommended to the process by their team because they are experiencing difficulty in meeting overall performance requirements. Tenured teachers who are not successful during the PSP receive Intensive Assistance which typically lasts three to six weeks.

PSP is confidential and is available for both tenured and non-tenured teachers. Intensive Assistance is only for tenured teachers.

Staff Intervenor: There is no particular individual responsible for peer evaluation, but rather a panel, or "Team."

Governing Panel: Rather than one person being responsible for peer intervention, a PDP or PSP Team of 4-6 individuals is formed.

PDP Teams:

- include the teacher and the principal, and anyone else the teacher feels would be helpful (parents, peers, student, friend, community member, etc.).
- review the PDP
- establish meeting and provides critical feedback to teacher
- sign off on plan/program report
- keep their efforts confidential, unless the team agrees it can be shared with others
- review probationary teachers three times a year
- **assess success or failure to reach PDP Plan goals, and make recommendations for PSP**
- submit progress reports to school, keeps one copy and the school sends one copy to Human Resources Department.

PSP Teams:

- include the principal, the teacher, any member of the PDP team a Career-In-Teaching mentor (if requested by a team member), and other resource people deemed necessary
- write a support plan for PSP teachers that includes Professional Support Goals (PSG) that focuses on the areas where improvement is needed
- submit copies of the PSP Plan to the teacher, the school office and the Human Resources Department
- **meet regularly to assess the teacher's possible growth or determine lack of improvement**
- **at the end of the pre-determined time-line, the PSP Team decides whether the teacher has improved and may continue with the PDP plan, or if the teacher has not improved, recommends Career Transition/Outplacement or Intensive Assistance.**

Relationship to Termination Decisions: PSP teams can recommend outplacement, which may lead to a voluntary job change, either internally or externally. Career Options Services can assist with this transition.

District Support: To assist schools with the inservicing, implementation, and assessment of PDP/PSP/IA, a cadre of teacher leaders has been formed. This cadre includes: a Professional Development Facilitator, two Professional Support Mentors, two Intensive

Assistance psychologist, a Head Mentor from the Career-In-Teaching Program, a Career Options Coordinator and a Professional Development Advisory Committee.

Results: During the first two years of implementation within the district, 3,000 of the 4,000 teachers voluntarily referred forward to participate in the PDP.

In Sum

There are more than twenty peer assistance programs currently in operation. As our brief review indicates, these programs have many features in common in that they all

- were created through collective bargaining agreements
- have a joint governing board composed of teachers and administrators
- involve assistance to new teachers and teachers who are at risk of termination due to poor performance
- have a process for identifying outstanding teachers who provide peer assistance
- have resources dedicated to implementing the program
- are more stringent than previous administrative efforts regarding granting of tenure
- are more effective in improving performance or effecting the efficient termination of non-performing teachers.

The programs vary in regard to:

- who is served
- the extent and kinds of services provided
- whether the peer assistance is confidential
- whether peer assistance is mandatory
- whether terminated employees are provided with union representation
- whether mentors evaluate teachers
- whether mentors make recommendations regarding termination or continued employment.

"What Matters Most: Teaching for America's Future" Report of the National Commission on Teaching & America's Future (Sept. 1996)

Here's my proposal. Let's try something new. This year, instead of following the old formula, hold back ten cents of every dollar and earmark it for strategic investments. Where would we put this \$15 billion to work? If it were me, I'd invest a portion of it in moving teacher training out of the horse-and-buggy era. We expect doctors to get their training in teaching hospitals. We wouldn't send an NBA player onto the court if his only training consisted of lectures on the theory of the jump shot, case studies of the fast break, and films of games played years ago.

— LOUIS V. GERSTNER JR.,
CHAIRMAN AND CEO, IBM CORPORATION

acknowledge previous education and experience.

In tandem with these new program initiatives, more than 200 (out of 1,200) schools of education have created "professional development schools" that, like teaching hospitals in medicine, provide new recruits with sites for intensively supervised internships where they can experience state-of-the-art practice that is linked to their coursework. They also provide sites for research by school- and university-based faculty, creating more powerful knowledge for teaching by putting research into practice and practice into research.¹⁰³

Furthermore, professional development schools create new ways for colleges and school systems to work together around instructional reform, creating greater common ground and leveraging improvements in both settings. In Cincinnati, Ohio; Louisville, Kentucky; San Antonio, Texas; and many other cities, a growing number of new teachers are prepared in professional development schools associated with local universities, thus providing direct pathways from training to hiring for well-prepared entrants and creating a cadre of new teachers who are prepared to undertake immediately the kinds of teaching the district is seeking to encourage. The power of professional development schools for leveraging reform is that they sit at the intersection of universities and schools and of preservice and in-service development for teachers. Thus, they provide the means by which schools and colleges of education can simultaneously redesign their work.

The nation needs many more professional development schools, because these partnerships between higher education and local schools, by harnessing theory to practice, improve both. As with teaching hospitals in medicine, government support will be needed to create enough professional development schools to support high-quality training for all entering teachers.

States should encourage the creation of innovative programs consistent with the recommendations throughout this report. There is an urgent need to accelerate changes in teacher education so that new models of exemplary practice are visible across the country. One approach to this goal is for governors, state boards of education, deans, faculty, and university presidents to designate selected institutions as charter colleges of education. Such colleges would be free of selected regulations and procedures so they could make the curricular, staffing, and other changes necessary to demonstrate best practice in all aspects of their work. As these are evaluated, changes that prove successful should inform statewide policy for teacher education.

- **Create and fund mentoring programs for beginning teachers, along with evaluation of teaching skills.**

Even with more extensive preservice teacher preparation, the beginning year of teaching presents new challenges and problems for all teachers that pose a steep learning curve. Like doctors in their medical residency, teachers who have the support of a more senior colleague and opportunities for continuing their learning become more skilled more quickly. Research shows that beginning teachers who have had the continuous support of a skilled mentor are much

more likely to stay in the profession and much more likely to get beyond classroom management concerns to focus on student learning.¹⁴ All beginning teachers should be assigned a skilled mentor. Effective mentors should be selected for their outstanding teaching ability and be given the necessary training and released time to work productively with their new colleagues.

Ideally, the first year or two of teaching should be structured much like a residency in medicine, with teachers continually consulting a seasoned veteran in their teaching field about the decisions they are making and receiving ongoing advice and evaluation. In the quality control system we propose, teachers will have completed the first stage of licensing tests—examinations of subject matter and basic teaching knowledge—and will be ready to undertake the sec-

Trinity University: A Case of Teacher Education Reform

"We've fiddled with the curriculum, we've fiddled with testing, and we've fiddled with finance, but we haven't done anything to get better teachers in American classrooms," observes John Moore, chair of the education department at Trinity University in San Antonio, Texas.

Acting on the belief that teacher quality is the key to educational improvement, Trinity replaced its traditional, four-year education major with five years of preparation nearly ten years ago. The new program integrates more arts and sciences courses with educational coursework to ensure solid disciplinary grounding and attention to content pedagogy. Students receive a bachelor's degree in their academic discipline before they go on to complete a Master of Arts in Teaching. The program also adds a full-year teaching internship for student teachers, which takes place in professional development schools where expert, veteran teachers join with university faculty to provide a supportive, realistic initial teaching experience.

Four schools in the San Antonio area have joined with Trinity in the Alliance for Better Schools. As professional development schools, they are places where

theory-based practices are researched and developed. Interns receive preparation for teaching, and professional development activities for surrounding schools are held. Sixty classroom teachers from these schools are appointed as clinical faculty at Trinity. They help provide clinical experiences for Trinity students in each of the five years of the program, beginning with classroom observations and culminating with the full fifth-year internship.

Teachers who serve as mentors to student teachers receive an extra planning period each day to work with the beginners and to collaborate with college faculty in designing new curriculum and restructuring school practices. At Nathaniel Hawthorne, for example, an inner-city school once plagued by high student transfer rates and low achievement, elementary teachers in the Trinity program devised a program called the "collaborative," in which students would progress through the grades as a single group and teachers would use common methods based on their analysis of the latest education research. Within a few years, the student mobility rate in the collaborative has declined to 2% as com-

pared with a 59% annual mobility rate for the school overall, and test scores have gone up. The other professional development schools show similar measurable progress toward reform and renewal.

Outcomes of Trinity's program are impressive. Candidates rate the program extremely highly, as do employers. Graduates are eagerly sought out, and 100% are placed in teaching positions, most in San Antonio. As a group, they are extraordinarily successful, winning numerous awards for their teaching from their very first years in the classroom. "In terms of recruiting, training, and renewing teachers, Trinity is one of the most impressive efforts in the nation," Ernest Boyer, the late president of the Carnegie Foundation for the Advancement of Teaching, observed. Trinity's efforts demonstrate how a strong teacher education program can yield important benefits for the community as a whole.

Sources: John M. Moore, "Teacher Education at Trinity University: Program Conceptualization and Development" (March 23, 1995); Gary Putka, "Making the Grade: Teacher Quality Rises With Improved Pay, Concern for Schools," *The Wall Street Journal* (December 5, 1991).

ond stage—an examination of teaching skills conducted through a structured performance assessment that they work on in their first year.

* Connecticut's mentoring and performance assessment program (described later) is a prototype for this approach. It provides mentors for all beginning teachers and seminars organized around the state's performance assessments for receiving a continuing professional license. In Minnesota, where professional development schools are among the sites for first-year teaching residencies, the plan is for all beginning teachers to teach 80% of the time under the supervision of mentor teachers and to engage in professional development the remaining 20% of the time. During their first year, they will be evaluated for a continuing teaching license.

* Another highly successful model can be seen in school districts that have followed Toledo, Ohio's lead in developing thoughtful, comprehensive programs for supporting beginning teachers. The Toledo model—now used in Cincinnati and Columbus, Ohio; Rochester, New York; and Seattle, Washington—funds expert veteran teachers to work intensively with beginners in their fields and to contribute to serious tenure decisions. In several of these cities, many beginning teachers have completed a yearlong internship in a professional development school before they are hired; then they are assigned a consulting teacher mentor in their first year of teaching. These approaches represent the beginning of a real professional development track for teaching—one that has great potential for creating world-class teachers from the beginning of their careers.

In all of these cases, the programs serve two functions: New teachers receive sustained assistance, and those who do not become competent are counseled out before they receive a continuing license or tenure. This allows systems to invest in useful professional development after tenure, rather than wasting funds on annual evaluations to check for basic competence. Whatever the model, the evidence is clear: Supports for new teachers help them continue their learning during a critical period, one which makes a tremendous difference in the kind of teacher they eventually become and the kind of experience their students have.

- **Create stable, high-quality sources of professional development.**

Ultimately, the quality of teaching depends not only on the qualifications of individuals who enter teaching, but also on how schools structure teaching work and teachers' learning opportunities. Teachers who feel they are enabled to succeed with students are more committed and effective than those who feel unsupported in their learning and in their practice.¹⁰ Those who have access to new knowledge, enriched professional roles, and ongoing collegial work feel more efficacious in gaining the knowledge they need to teach their students well and more positive about staying in the profession.

The critical importance of career-long professional development is finally being recognized. A comprehensive report outlining the components of a professional development system, *Teachers Take Charge of Their Learning*

A Better Way: Professional Development That Improves Teaching

"Staff training is terribly important for reform to work," notes Pat Rice, principal of Withrow High School in Cincinnati, Ohio. "Look at medicine. Doctors are learning new surgical techniques all the time. If you're going to have a gallstone removed, wouldn't you rather they zap it with a laser than cut you open with a knife?"

Teacher Academies

"The old paradigm of teaching was that you prepared a lesson, you taught it the best way you could, and you covered the curriculum," Rice observes. Now, good teaching is judged by how much learning occurs, she explains. This means staff must keep abreast of new developments, a task made easier by Cincinnati's Mayerson Academy, a staff development center endowed by the business community and run by a local board of teachers and administrators.

"One thing we know about professional development is that it's not worth anything if there isn't ongoing follow-up and support all the time. It can't be inconsistent and it can't be one-shot programs," says Michael Rutherford, Mayerson's executive director. Therefore, Mayerson offers six-week courses dealing with the latest learning about curriculum, instruction, and classroom management, followed up by "action labs" that address specific topics like cooperative learning strategies, cultural diversity, and school improvement. Study groups and school teams meet at the academy, and teachers can use state-of-the-art technologies to see master teachers at work in their classrooms.

One kindergarten teacher notes, "I've come every summer. I've been teaching 21 years, but you can always learn something new. Most teachers come out at least once a year. And sometimes you

can come as a whole school." Another teacher remarked, "We get teachers together. There's a whole lot of talk that goes on in the hall—it starts in there and it continues out here."

Teacher Networks

When Linda Starkweather applied to participate in the North Carolina Capital Area Writing Project Summer Institute in 1994, she had no idea what the outcome would be. Based on the philosophy that teachers can best teach teachers, local chapters of the National Writing Project offer monthlong summer institutes at 160 sites. Teachers of all grade levels and subjects come together to demonstrate successful practices, respond to one another's work, discuss current research, and practice their own writing.

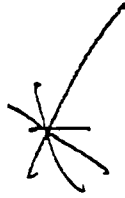
Linda was so inspired by this experience that when she returned to her school in the fall, she demonstrated one of the lessons she'd seen and asked her colleagues to make presentations of lessons they had developed for their students. The teachers responded with enthusiasm: At the next professional development day, 15 teachers, and parents offered nine workshops to their colleagues. Teachers who were used to working in isolation were so enlivened by the process that "the walls came tumbling down" as they published their ideas in the staff newsletter and began sharing resources. Notes Linda, "All of a sudden, people were talking about learning. Instead of becoming burned out, we were becoming more creative. What happened was more than just intellectual renewal. The whole spirit of the school changed. It became a joyful place where the adults are excited about learning, and that excitement spreads to the students."

School-University Partnerships

The Southern Maine Partnership links three local colleges with 27 public school districts and three private schools. Shaped by the needs and interests of its participants the partnership is like a neighborhood in which university and school people are constantly in touch with each other about practices, ideas, and issues that affect students' learning.

Activities include mini-grants to teachers to develop and share new assessments of student learning; "Dine and Discuss" evenings at which university and school faculty gather around dinner to discuss texts that inform their work; "Tool Box Sessions" at which teachers share successful teaching practices and materials; and visits to classrooms to look at teaching. In addition, the University of Southern Maine places its student teachers in professional development schools in nine districts, working closely with experienced cooperating teachers in delivering coursework at the school site.

As a result of this work, 50 schools and six districts have improved their assessment and accountability systems. Many have improved their curricula in literacy, math, and science as teachers work with engineers, scientists, and university faculty. Fourteen high schools have restructured schedules to extend student time for learning. Five small districts have formed an alliance to pool resources to improve learning opportunities for students and teachers. College-level courses are made available to high school students, and high school students have started a Student Congress. The students recently submitted a position paper they wrote on high schools to the governor and state legislature, demonstrating that in Maine, collaboration on school reform is for everyone.



III. Fix teacher recruitment and put qualified teachers in every classroom.

WE RECOMMEND: that states and districts pursue aggressive policies to put qualified teachers in every classroom by providing financial incentives to correct shortages, streamlining hiring procedures, and reducing barriers to teacher mobility.

Can we afford to raise standards for teachers and staff classrooms, too? The question is key to America's future, and we answer it in the affirmative. The goal of access to qualified teachers for every student is well within reach if states and districts follow these five principles:

- **increase the ability of low-wealth districts to pay for qualified teachers and insist that districts hire only qualified teachers.**

All schools must be adequately funded and staffed by first-rate teachers. To continue compromising this goal, especially in poor urban and rural schools, inevitably means the end of the American dream of equal opportunity. To ignore this imperative is to allow the nation to skate dangerously close to irreparably harming its public education system and its single best hope for preserving American democracy. Without adequate education, many children will be unable to contribute productively to society, an outcome that is incomparable with the continuation of healthy democratic life.

There are alternatives to perpetuating inequality. States can ensure that districts have both the capacity and the incentive to hire qualified teachers by equalizing district ability to pay for well-prepared teachers while they raise standards. When Connecticut pursued this strategy in 1986, distributing state funds in an equalizing fashion to enable districts to reach minimum beginning salaries, the state significantly raised standards for teacher education and licensing while eliminating shortages of teachers within three years. It also ensured that these new state funds would be spent on hiring more qualified teachers rather than on any number of other competing agendas that likely would have had less influence on student achievement.

In tandem, states should insist that districts hire only qualified teachers and that they assign teachers only in the fields for which they are approved and licensed. Incentives could include those used in Missouri and Delaware, which approve salary reimbursements only for licensed teachers, as well as sanctions such as disapproval of accreditation for districts that continually flout licensing laws.

- **Redesign and streamline district hiring.**

School districts routinely shoot themselves in the foot with cumbersome, inefficient hiring processes, late hiring, and tolerance for a revolving door of

Putting It All Together: The Quest for Teacher Quality in Connecticut

Like the bunny battery that never stops, Connecticut keeps honing its commitment to quality teaching. Teacher excellence was the heart of Connecticut's 1986 Education Enhancement Act, which committed more than \$300 million to

- Raise standards for teacher education and licensing, including a system to support and assess beginning teachers;
- Make teachers' salaries competitive with other occupations requiring similar professional preparation; and
- Equalize district capacity to pay for salaries to reduce inequality among the state's school districts.

The state provided funds on an equalizing basis to school districts, which brought beginning teacher salaries up to a minimum level. This helped to equalize funding for schools while directing the new funds to the place they could have the greatest effect on learning: the hiring of more qualified teachers.

Meanwhile the state required entering teachers to meet more rigorous standards for licensing, including a performance assessment coupled with mentoring during the first year of teaching and a master's degree within a few years of entry. As a result of these initiatives, the state experienced a dramatic boost in teacher quality and in the quality of preparation programs, while shortages were eliminated within three years of the bill's enactment.

Since then, the vision for a quality

teaching force has remained, while specific components have evolved to reflect ever higher standards. Today, teachers in Connecticut are among the best prepared in the nation. As a result of the state's reforms, the proportion of teachers teaching with both a degree in their field and a license is one of the highest in the country. New teachers must complete a preparation program that includes a four- or five-year degree in their field and a rigorous set of education courses. Teachers can be hired only after passing tests of basic skills and subject matter knowledge. They then enter a two-year induction program that combines mentoring and performance-based assessment as the basis, along with a master's degree, for a continuing professional license.

During the first year of teaching, novices receive help from a school-based mentor or mentor team. Beginning teacher clinics are offered to help them prepare for the assessment of essential teaching competencies, which is conducted by state-trained assessors through observation or videotape. This process, which evaluates basic teaching skills, has been in operation for eight years.

The new component will evaluate first- and second-year teachers' abilities to teach challenging content for understanding and to adapt teaching to the needs of diverse learners. Based on the INTASC standards, teachers develop portfolios of their work, which include videotapes of specific lessons that reflect the teaching expected by new student standards, analysis of student work, and written descriptions of ways in which they adapt instruction to the needs of individual learners.

The 200 teachers who participated in last year's assessments found them extremely worthwhile. Tony Romano, a seventh-grade math teacher in Stamford, found the process of reflecting on his lessons each day during the six-week period he documented for his portfolio "work intensive" but "enlightening." "Although I was the reflective type anyway, it made me go a step further. I think it had more impact on my teaching than just one lesson in which you state what you're going to do. . . . The process makes you think about your teaching, and I think that's necessary to become an effective teacher."

Sources: Connecticut State Department of Education/Division of Research, Evaluation, and Assessment, *Research Bulletin*, School Year 1990-91, no. 1 (Hartford, Conn.: Bureau of Research and Teacher Assessment, 1991).

Recruiting the Best

In his 1983 study, *High School*, Ernest Boyer of the Carnegie Foundation for the Advancement of Teaching observed:

We cannot adequately prepare the coming generation if the least able students enter the profession. Teaching must become a top priority and gifted students must be recruited. . . . The process should begin in high school. We recommend that every high school establish a "cadet" teacher program . . . to identify gifted students and make opportunities for them to present information to classmates, tutor students needing special help, and meet with outstanding school and college teachers. For a young person to be told by a respected adult that he or she could be a great teacher may well have the profound impact on the career choice of that student.

Taking its inspiration from this recommendation, the **South Carolina Teacher Cadet Program** was launched in 1986. Today it involves more than 130 high schools and 19 partner colleges serving nearly 2,100 academically able high school juniors and seniors. The cadets enroll in a yearlong course on teaching in which they study learning, child development, education history, and pedagogy. They engage in seminars, group projects, and discussions with educators. They observe classrooms, teach practice lessons, and tutor other students. In 1993, about one-fourth of the cadets who were high school seniors in 1988 were certified to teach in South Carolina, many of them in high-need rural areas and in critical shortage fields. They were much more diverse as a group and much more likely to report they plan to remain in teaching than oth-

er beginning teachers. Cadets say their experience helped them "better prepare themselves for college and for teaching." Nearly 60% of current cadets claim that as a result of the program they are more likely to become a teacher.

Another highly successful recruitment model is the **North Carolina Teaching Fellows Program**, which has thus far recruited 3,800 high-ability high school graduates to teaching, including significant numbers of young men and people of color. The students agree to teach for four years in the state's public schools in exchange for a \$20,000 four-year college scholarship, which underwrites their preparation. Fourteen colleges and universities in the state participate in providing intensive year-round learning experiences that extend beyond regular teacher education courses. North Carolina principals report that the Fellows far exceed other new teachers in their performance, and the Fellows themselves give high marks to the preparation they received in instructional methods and teaching diverse students. Notes one Fellow, "The ample observations and early field experience at my university gave me the opportunity to watch many different teachers and many different styles. This exposure really helped prepare me for the 'real world' of a first-year teacher." Another observed that "the best thing the [program] did to prepare me was to make me aware that I would be teaching a diverse group of students. As a first-year teacher, I knew about at-risk students and different learning styles. I knew how to use cooperative learning in my subject area." The collegial emphasis of the program led another to be grateful that her experi-

ence "provided me a network of professionals that I can confide in and strategize with." Today, Teaching Fellows are working in some of the most challenging settings in the state.

The **Golden Apple Scholars of Illinois** was initiated by Chicago area teachers who had received Golden Apple Awards for their excellent teaching. They decided to recruit promising young people into the profession by selecting them during their junior year of high school then mentoring them through the rest of high school, their college years, and five years of actual teaching. For four consecutive summers the students attend intensive six-week residential institutes, teaching in Chicago classrooms for three hours each day and attending classes designed for them dealing with leading-edge education ideas. The 60 Golden Apple Scholars each year are now supported with state and city funds and have their Stafford loans repaid if they stay in teaching. Half are from Chicago, and 68% are minority and/or low-income. The program has a 90% retention rate, is now statewide, and involves 22 private and public campuses. The first cohorts of new teachers are now in schools, many of them teaching and succeeding in challenging assignments in Chicago.

Midcareer Recruitment Efforts: Alternatives with Promise

I earned a degree from Purdue in Mechanical Engineering, then went to work as a hydrologist. I really enjoyed my work a lot. . . . But I always knew I wanted to teach.

— A MIDCAREER RECRUIT TO TEACHING
AT INDIANA UNIVERSITY

I've had all the status I need in my naval career. I don't have big demands for money; I don't have a need for status. . . . By virtue of my experience, maybe I can do a little bit better job [for the education system].

— A GRADUATE OF GEORGE WASHINGTON
UNIVERSITY'S MIDCAREER PROGRAM

While public schools are often desperate for trained math and science teachers, many industries and the military are downsizing and letting go of employees with years of experience in these fields. Making the match between these skills and needs, the California Mathematics and Science Teacher Corps Program at California State University, Dominguez Hills, was created with help from businesses that provided stipends for retiring employees to prepare to teach. IBM, TRW, McDonnell-Douglas, and Hughes were among the first companies to participate. Among the initial recruits, most already had master's degrees and had worked as engineers. During their year in the program, candidates observe, tutor, and student-teach in schools while taking courses in teaching methods, motivation, learning, classroom management, and multicultural perspectives. This training, they affirm, is essential to their later success.

The Crystal City Secondary Teacher Education Program at George Washington University has prepared retiring military personnel and other technically trained professionals for teaching since 1985. Recruits completing this nine-month program come from all of the armed forces. Between 1986 and 1993, the 200 graduates were 89% male with an average age of 44. Most entered with professional degrees, having been military officers or managers. These sophisticated consumers of education rate their training program highly, especially after they enter teaching and realize how much they use the coursework and student-teaching they experienced. Their school systems rate them highly as well.

The Teacher As Decision Maker Program at Indiana University focuses on midcareer changers of all ages who come from careers including law, business, medicine, scientific research, nursing, engineering, and journalism. The 14-month program is tailored to suit each person's previous experience and professional goals. Students with recent degrees may need less academic work in their disciplines than those who received their degrees years ago. Those with a strong academic major and minor may work toward a license in two teaching fields. Fellows engage in peer mentoring, analyze their teaching on videotape each week, observe exemplary teachers, and participate in an ongoing seminar during their 15 weeks of student teaching, which gradually increases to a full teaching load working closely with an expert mentor.

Colorado State University's Project Promise recruits prospective teachers from fields as diverse as law, geology,

chemistry, stock trading, and medicine. The ten-month program emphasizes problem solving, cultural awareness, and student needs as well as subject matter and pedagogical preparation. Candidates cycle through four or five intensively supervised teaching practicums in very different settings for up to nine weeks each. They also engage in regular peer coaching. Evaluation is based on demonstrated performance, not credit hours or seat time. Faculty mentor graduates in their first and second year of teaching, bridging the infamous gap between preparation and induction. Outcome data show that recruits feel exceptionally well prepared to teach, and they enter and stay in teaching at levels far exceeding the average for traditional teacher education students. More than 90% enter and 80% stay over a five-year period. It is no wonder that districts from across the country try to recruit Project Promise teachers.

The nation's nearly 500,000 paraeducators represent another significant source of prospective teachers who are representative of and rooted in the communities in which they serve. The Navajo Nation Ford Teacher Education Program is a joint effort of the Navajo Nation and the Ford Foundation to recruit and prepare Navajo teachers through a consortium of six colleges and universities. Participants receive scholarships and stipends amounting to nearly \$12,000 to complete their college degrees and education training with academic advisement and support. Most of the more than 200 participants in the program are Navajo-speaking teacher aides, and the program has produced 38 new Navajo teachers so far.

New Teaching Careers in Cincinnati and Rochester

The Career-in-Teaching programs in Rochester, New York, and Cincinnati, Ohio, aim to provide incentives to attract and retain quality teachers in the profession, improve teachers' professional growth opportunities and give teachers broader roles and responsibilities that will improve student achievement and provide better schools. The career steps—intern, resident, career teacher, and lead teacher—provide supports for learning, evaluation based on professional standards, and salary incentives. Teachers advance in their career as they gain and demonstrate growing expertise.

In both cities, new teachers begin as interns. In Cincinnati, a growing number of beginners have already practiced under supervision in professional development schools as part of the University of Cincinnati's five-year teacher education program. New teachers receive close mentoring from an expert consulting teacher, who also evaluates them for continuation and advancement to the residency level. A less than satisfactory rating leads either to a second year of assistance or to termination. A satisfactory evaluation is needed to move up on the salary schedule. Since the program began, overall attrition of beginning teachers has decreased and beginners become much more competent sooner. In Rochester, for example, retention of beginning interns is 90%, as compared with only 60% before the program was put in place. In both cities, a greater number of probationary teachers than before are asked to leave if they have not met the standards—roughly 8% in Rochester. The foundations for professional accountability are laid early in the career.

Over the next three to four years, resident teachers develop their teaching

skills and become active in professional decision making. In Cincinnati, a formal evaluation by the principal is required at the third and fifth years when the teacher applies for career status and tenure. Salary steps for experience at these junctures—and at years 17 and 22—are contingent on evaluation. Advancement to career teacher status carries an additional \$1,000 salary increment. Altogether, there are at least six points at which salary advancement is linked to performance. In Rochester, annual salary advancement is linked to satisfactory performance. Teachers who do not meet professional standards do not receive salary increases and are candidates for an intervention process.

Those who wish to can apply for lead teacher status after seven or more years. Lead teachers are not only excellent teachers, they also know how to mentor adults and facilitate school change. They serve as consulting teachers for beginners and veteran teachers who are having difficulty, curriculum developers, clinical faculty in the districts' teacher education partnerships with local schools of education, and leaders for school-based initiatives while continuing their own teaching.

To become a lead teacher in Rochester, candidates must provide confidential recommendations from five colleagues, including teachers and principals. Specific positions as mentors, curriculum designers, and project facilitators come with stipends ranging from 5 to 15% of total salaries—a range of about \$3,000 to \$9,000. About 32 of Rochester's teachers are currently lead teachers.

In Cincinnati, salary increments for lead teachers range from \$4,500 to \$5,000. About 300 of Cincinnati's

3,000 teachers have passed the rigorous evaluation process to attain lead teacher status—four to six classroom observations by expert teachers, interviews of colleagues about the applicant, and an extensive application that reveals the candidate's philosophy and experience. Obtaining National Board Certification is another means of becoming credentialed as a lead teacher. Both cities already have more than their share of Board-Certified teachers due to the strong support for participation provided by the teacher associations and local boards.

The chance to contribute gives lead teachers a new lease on their own professional lives while their work improves teaching quality throughout the district. The result is a career in teaching that recruits and retains talented teachers while increasing professionwide knowledge and skill. As Cincinnati lead teacher Helen Buswinka notes:

Participating [as a lead teacher in a professional development school] has given me an occasion to think grandly about what it means to "educate a teacher." In the process, my own vision of teaching has been nourished. As a member of both worlds, I am able to participate in the shaping of the next generation of teachers, to be part of the evolution of my profession.

Promoting Improvement and Removing Incompetent Teachers through Peer Assistance and Review

I think [there was] a generation of people who didn't have anyone there to help them when they walked in the door. . . . They went into their room and shut the door. And every year some kids would come through, and however they [taught], that was what was done. . . . The bottom line is children come first. We are here for the children. We're professional educators and here to teach children. That is a driving factor of the Peer Assistance and Evaluation Program.

— CAROLYN NELSON, PEER REVIEW PANEL,
DIRECTOR OF HUMAN RESOURCES,
CINCINNATI PUBLIC SCHOOLS

Although many claim it is impossible to truly evaluate teachers or get rid of those who are incompetent, a growing number of districts are transforming old, nonfunctional systems of teacher evaluation into peer review systems that improve teaching performance and counsel out those who should not be in the profession. Peer review and assistance programs initiated by AFT and NEA locals in Toledo, Cincinnati, and Columbus, Ohio; Rochester, New York; and Seattle, Washington, have been successful in helping beginners learn to teach and in helping veterans who are having difficulty to improve their teaching or leave the classroom without union grievances or delays.

Each program was established through collective bargaining and is governed by a panel of 7 to 10 teachers and administrators. The governing panel selects consulting teachers through a rigorous evaluation process that examines teaching skills and mentoring abilities. The panel also approves assignments of tenured teachers to intervention status

(through self-referral or referral made by principals) and oversees appraisals of intern and intervention teachers.

In each case, standards for gaining tenure and remaining in teaching have been significantly raised by the Peer Assistance Program. Part of their success is the development of more useful measures to replace what Rochester's Tom Gillett calls "drive-by observation-based checklists." In Rochester, all teachers must participate in a review every third year, choosing colleagues or administrators to examine data on their performance, including information about student learning as well as practice.

Another success factor is the intensive assistance provided by consulting teachers who are freed up to focus on this job. This ensures that adequate help and documentation will occur over the course of the year. A third reason is the expertise of the consulting teacher, who is selected for teaching excellence and who generally is matched by subject area and grade level with the teacher being helped. This increases the value of the advice offered and the credibility of the judgment rendered.

In each city, more teachers have been given help and have made major improvements in their teaching and more teachers have been dismissed than ever had occurred under the old systems of administrative review. In Toledo and Cincinnati, roughly one-third of the teachers referred to intervention each year have left teaching by the end of the year through resignation, retirement, or dismissal. In Columbus, about 144 teachers (approximately 2% of the teaching force) were assigned to intervention over an eight-year period. Of those, about

20% retired or resigned. The others have improved substantially. During the first five years in Cincinnati, 61% of teacher dismissals for performance reasons resulted from peer review, as compared with 39% from evaluation by administrators. Five percent of beginning teachers under peer review were dismissed, as compared with 1.6% of those evaluated by principals. Of 60 Rochester teachers assigned to the Intervention Program since 1988, about 10% determined through their work with lead teacher mentors that they should leave the profession. Rochester teachers may voluntarily request the assistance of a lead teacher mentor through the Professional Support Program, which has served about 100 teachers each year since 1991.

When teachers take on the task of professional accountability, it not only improves instruction but it profoundly changes the roles of teachers' unions.

"We can't legitimately protect teachers who are not performing," says Denise Hewitt, director of Cincinnati's Peer Review Panel. At the same time, the improvements in teaching can sometimes be striking. According to Cincinnati consulting teacher Jim Byerly: "We had a teacher who was in intervention ten years ago, who . . . had considerable skills and experience but she had gotten lazy. . . . She needed to start planning the lessons and stick to them and do the hands-on stuff that was needed. . . . Her final appraisal was strong, better than average. I think she felt empowered by the outcome. She went on to be a lead teacher."

careers so that knowledge and talent can be more widely shared. They should structure time and responsibility so that teachers can be involved in peer coaching and mentoring, curriculum and assessment development, teacher education, and school leadership. In schools of the future, the roles of teacher, consultant, supervisor, principal, curriculum developer, researcher, mentor, and professor should not be mutually exclusive. Instead they should be frequently hyphenated to allow many kinds of learning and leadership that advance better teaching and schooling.



- **Remove Incompetent teachers.**

A career continuum based on standards of professional practice must also address the need to make judgments about the competence of teachers and to counsel individuals out of the profession when they do not, after receiving assistance, meet professional standards. In some school districts, new career pathways incorporate peer review and assistance from lead teachers who provide intensive support for beginning teachers and for veterans who are having difficulty. Those who do not improve are counseled out of teaching. These systems—collaborations between unions and school boards—have proven more effective than traditional evaluation systems at both improving and dismissing teachers, demonstrating that teachers can be professionally accountable.

Systems that incorporate peer assistance and review have several advantages over traditional systems of teacher evaluation. Typically, school principals are asked to evaluate and support all the teachers in their building, despite the other pressing demands of the principalship, the large numbers of teachers in many schools, and the vast range of subject areas and grade levels. With inadequate time and expertise to assess teaching in-depth, judgments of teacher competence must typically be made in a single quick visit to the classroom with a simple checklist in hand. This approach provides little opportunity for specific feedback that is helpful in the context of a particular classroom and teaching area. Most teachers find it unhelpful to them in improving their practice.¹⁷ Where problems are found, few principals have the time and expertise to provide the intensive assistance needed to help teachers improve or to complete the extensive documentation needed to try to have them removed.

Peer assistance and review programs apply greater time and expertise to the processes of support and evaluation as expert consulting teachers who have released time for this purpose help their colleagues. Where teaching problems are found, they can be worked on in depth over time. Where improvement does not occur, teacher associations do not block dismissal when they have been involved in designing and implementing an approach that provides due process protections throughout.

In a comprehensive system of professional accountability, safeguards against incompetence should occur at several junctures:

- When prospective teachers pass demanding assessments before they receive an initial provisional license;

- When peer evaluation and review are used during the first years of teaching to support learning and counsel inadequate teachers out of the profession prior to tenure;
- When a continuing professional license is granted only after the passage of performance assessments;
- When districts refuse to hire unlicensed teachers or to allow teaching out of license; and
- When provisions are negotiated in staff agreements for ongoing professional peer review and intervention leading to dismissal where necessary.

The problem of teacher incompetence represents a tiny fraction of the overall teaching force, but in each case where it is left unaddressed, it undermines public confidence and harms hundreds of students. A growing number of districts have demonstrated, with the support of teacher associations, that it is possible to remove incompetent teachers and that with systematic supports and interventions in place, the problem grows smaller with each passing year. With these kinds of safeguards, parents can be assured that their children will be taught only by qualified, competent teachers who are continually refining and enhancing their skills.

- **Set goals and enact incentives for National Board Certification in every state and district. Aim to certify 105,000 teachers in this decade, one for every school in the United States.**

The great promise of the National Board is that it clearly delineates standards for accomplished teaching and creates the prospect for a career continuum from entry to expert practice. Having just begun its work, however, the National Board has certified only about 400 teachers thus far. Professional certification in teaching must be helped to grow as it has in medicine, where Board Certification began on a tiny scale in 1916 but has since created the most powerful lever since the founding of the teaching hospital for advancing knowledge in medical education and practice.

In the next ten years, National Board standards must influence every school and school of education and become a part of the professional development plan for virtually all teachers. If by the year 2006 we can point to a Board-Certified teacher in every school, we will have created a situation in which every teacher in the United States has access to a teacher leader who embodies and can promote accomplished practice.

Such a phenomenal increase in the numbers of Board-Certified teachers will not be wished into being. We will achieve it only if the National Board works with individual states and districts to lay out discrete, quantifiable goals.

U.S. Department of Education
Planning and Evaluation Service
600 Independence Ave., SW
Room 4146, FOB-10
Washington, DC 20202

FAX COVER SHEET

FAX Number: (202) 401-3036

TO : Bill Kincaid

FAX # : 456-5581

Date : January 15, 1998

(Number of pages, including cover sheet: 3)

FROM: Joanne Bogart
Planning and Evaluation Service
Elementary and Secondary Education Division
(202) 401-0276

Rural district examples

*Please give a
copy to
Mike.
Thank
Bill*

Student Assistance and Accountability:

- **Ganado Unified School District**—located on the Navajo reservation in northeastern Arizona—has developed “Foundations of Learning” that focuses all curriculum and instruction on preparing students to achieve success academically, careerwise and socially, while instilling respect and reverence for Navajo culture. Ganado’s Primary School received the Secretary of Education’s Blue Ribbon award, and its principal was chosen as a national distinguished principal of the year.
- The Superintendent of the **Monroe County Public Schools** in Beatrice, Alabama notes that the district’s students are showing steady academic progress as a result, in part, of their participation in a program designed to bolster rural schools by bringing them together with their communities. The district has also reached out to bring technology into its schools, connecting four regional high schools to a Distance Learning network to expand the number of courses available to students. Through Goals 2000 funds, the district has installed computer labs in its high schools and computer terminals in every elementary school classroom. Although student test scores in this high-poverty rural community remain below the national average, they have risen dramatically since 1994-95.
- The **Zuni Public School District**, in New Mexico, operates a community service learning program for middle and high school students. *Leads to a strong future*
The program includes work preparedness and placements, and students are provided with the ongoing support of counselors and mentors. The program has been successful in providing students with an insight into the work that occurs within the Zuni Pueblo while improving their relations with the broader community.
- The **Richmond County Public School District**, in Warsaw, Virginia, has instituted an extended day program for students in grades 1-3 who need additional instructional time to master basic skills. ~~Over-age middle school students also receive additional assistance—primarily through computer assisted instruction—in mastering skills needed for high school success.~~

Staff Effectiveness and Accountability:

- Teaching staff in New Mexico’s **Zuni Public School District** are developing a coordinated districtwide curriculum across grades K-12. Following a full year of training, teachers formed subject area committees to develop curriculum documents based on state standards. Goals 2000 funds have supported salary supplements for teachers who have worked on weekends and throughout the summer. ✓

School Improvement and Accountability:

- **The Los Fresnos Independent School District** supplements the Texas Assessment of Academic Skills (TAAS) with local assessments—administered three times each year—to provide teachers with data for monitoring students' progress, and to modify timelines and instructional practices. Students who consistently perform below expectations on the assessments are tutored after school by certified teachers, who receive Title I-funded stipends. The emphasis placed on continuous improvement is reflected in the district's test scores. In 1997, 84 percent of students tested passed all portions of the TAAS—an increase from 77 percent in 1996.
- Serving students kindergarten through eighth grade students in one school, the **Guerneville Elementary School District** is participating in a consortium of Goals 2000 funded districts in Sonoma County, California—which are working jointly to develop standards and assessment tools. Standards in language arts and math are completed, and assessment tools—including performance assessments—are being developed.

Public School Choice:

Rural High-Poverty Districts Making Quality Count

The following descriptions profile high-poverty rural districts that have identified their problems with low-performing schools and are putting in place policies that show promise of significantly improving student performance. The profiles are limited to rural districts (as defined by census code as small town or rural areas) with a school age poverty rate threshold of 20% (the free and reduced price lunch rate will typically be much higher). These districts test for student performance and have shown consistent gains from formerly low levels. Most importantly these districts have policies in place that combine opportunity with responsibility for reaching challenging academic standards through:

- student assistance (e.g., tutoring, after and summer school programs, technology) and accountability (i.e., ending social promotions)
- staff effectiveness and accountability (merit pay, NBPTS certification, master teachers, ongoing professional development)
- school improvement and accountability (e.g., intervening in failing schools)

Student assistance

✓ The **Halifax County School District in North Carolina** serves a poor community where the per capita income for families is about \$10,000. Each school in the district implements its own academic program according to the needs of its student population. Saturday and after-school tutoring sessions are common. High school honor students are paid by the district to tutor younger students in reading one-and-a-half hours per day. Additionally, the district hires retired teachers to work with struggling students. Every six weeks, the district administers its own test to students to prepare them for the state assessment given each spring. ~~During the 1995-96 school year, the state ranked two of the district's elementary schools as exemplary according to the state's accountability system, while nine were found to have met standards. The number of exemplary schools increased to four during the 1996-97 school year.~~

[In **Earth, Texas, the Springlake-Earth Independent School District** uses the Saxon Reading program, which allows teachers to track the performance of individual students and address their weaknesses. Despite a subsidized lunch rate of 60 percent, more than 90 percent of students in all grades pass most sections of the Texas Assessment of Academic Skills, earning the district an exemplary rating from the state.

() In Texas, the **Rogers and Holland** school districts, which are small, rural, and low income, ~~began a multiyear project to restructure teaching and learning that would~~ *have begun* get students actively involved in learning challenging content to high standards. Students and teachers identify a research project that utilizes technology as a primary tool to conduct the research. Teachers create teams of 2 to 4 students, a mentor teacher--and an expert in the field the students are researching. The districts are using the ~~federal technology fund subgrant~~ *to link students* via technology to experts in the field and information sources beyond the rural communities.

connected via
internet

The **Alsea School District** ~~(in Oregon's timber country is expanding the options for its high school students by linking learning to the outside world and expecting the most from their students. Instruction by award-winning teachers actively engages students in learning by drawing examples from the lumber industry and working with the community. For example, in the business class, students set up their own enterprises and must turn a profit to earn an A. Business students also staff a career center for displaced workers. All seniors must complete a senior project with a research topic of their choice, a 15-hour mentorship and a presentation to the school's faculty.~~



Staff effectiveness and accountability

 The **Huntington School** serves all students kindergarten through 12th grade in this one-school district located in rural **Baker County, Oregon**. Its teachers devote their effort, time and professional development to aligning curricula and teaching strategies with state standards and benchmarks, analyzing student outcomes, and developing student portfolios to assess how well students are mastering the goals. For example, when analysis revealed low math scores, primary grade teachers increased the amount of classroom time spent on math every day. Teachers are working more closely together and making themselves responsible for preparing their students for the skills that will be required in the next grade.

In **Washington's Lake Chelan** area, five small rural school districts--each of them with a single elementary school--are working to meet the challenge of ensuring that low-income, limited English proficient students learn to high standards. They are helping preschool and early elementary school teachers learn about language acquisition--and then to use this know-how to develop their students' skills in sentence structure, vocabulary and other areas. On "Parent Reading Night" these schools bring parents to school to learn how to model reading for their children,  and strategies to find time to read with their children, and to work together with schools for improved learning.  To help guide effective instruction and learning,  there is now a computer for each classroom, and software which tests language, reading and comprehension.  Linking these activities to broader reform, the consortium of schools is creating a framework for evaluations of teacher training, program implementation, student assessment and program evaluation for improved teaching and learning. 

 The **Penasco Independent Schools in New Mexico** with more than three-quarters of students qualifying for free or reduced-price school lunches, has a districtwide plan for student success that sets standards for all district staff. The plan specifies what administrators, teachers, and support staff must do to reach the district's targeted goals in a number of areas, including academic performance, attendance, and parent involvement. The plan also includes benchmarks to help staff assess their progress toward the goals. Penasco uses data from the Iowa Test of Basic Skills (ITBS) to target academic areas that need improvement. Teachers adjust their curriculum according to the data. ~~While student gains on the ITBS have not been significant,~~  students' performance on the New Mexico High School Competency Exam and on the portfolio writing assessment have increased over the course of the last three years.

School improvement and accountability

McCreary County in Kentucky serves about 3,000 students in eight schools with about 90 percent qualifying for free or reduced price school lunches. McCreary County has taken advantage of the fact that one of its schools was designated by the state as in need of assistance from one of its Distinguished Educators (DE). The DE introduced the school to a variety of effective instructional strategies, which the county then disseminated to other schools in the district. The district has also begun administering the CTBS test to all students in the fall to gauge their individual strengths and weaknesses. Teachers have been working to align the county's curriculum with the state's Core Content standards. Schools develop their own improvement plans based on student achievement data, and use the plans to determine teachers' professional development needs. McCreary County has met its 1998 KIRIS accountability target a year early. ✓

Fulton County in Kentucky ^{the} ~~serving a predominantly low-income population, was one of the original districts that filed suit challenging the state's school financing system.~~ It has taken full advantage of the additional resources furnished by the Kentucky Education Reform Act. All school buildings are connected to a local access network and video conferencing technology also gives the schools access to a statewide Distance Learning network. [The Family Resource Center includes a satellite health clinic that also provides dental care and is staffed by a full-time Health Services Coordinator. The secondary school uses a modified block schedule, and students as young as 12 years old attend the Area Vocational School for exploratory courses.] The school restructured its school schedule to give teachers 30 minutes at the end of every day for planning. Using state funds for extended-day programs, the school offers after-school tutoring and a three-week summer term for students having trouble mastering curricular objectives. Fulton County met its 1998 KIRIS target a year early. []

The **Espanola Public Schools in New Mexico** enrolling almost 7,000 students, 70 percent of whom qualify for free or reduced-price lunches, are working to align their curriculum to the state's standards. As part of this effort, schools craft School Improvement Plans (SIPs) that identify weaknesses in their curriculum and propose corrective measures. District and school administrators, teachers, parents, and support staff are all involved in identifying areas for improvement and offering ways to involve themselves in the improvement process. Between the 1991-92 and 1995-96 school year, the percentage of Espanola students passing the New Mexico High School Competency Exam rose from 62 percent to 75 percent. surd?



Valena Plisko @ ed.gov
01/23/98 03:55:00 PM

Record Type: Record

To: William R. Kincaid

cc:

Subject: - no subject (01ISQLDJNWA000WUMY) -

We found one choice program in Minnesota that would meet the rural poverty eligibility. It's a program within a school. The file is attached, but the example is very weak.

According to Joe Nathan, Mr. Choice in Minnesota, the districts that operate charters would not be eligible based on their low poverty rates.

If you want to use distance learning/technology as a proxy strategy for choice, I've written one of the bullets you already have. That is attached as well.

Val

Val

Bridging the Gap

**Preparing Chicago's
Public School Students
for the 21st Century**

Introduction

During the past two years, the Chicago Public Schools has brought forth a number of initiatives to transform the school system. Financial stability has been restored, capital improvements are underway, and the *Children First* Education Plan has addressed a wide variety of educational problems. Results are already evident in the increase in student achievement scores throughout the Chicago Public Schools this year.

Nevertheless, the system must face the fundamental reality that large numbers of Chicago Public Schools' students continue to perform below grade level. These are the students who, if they continue to fall behind, will become part of the dropout population and have little opportunity for success as adults.

This system is committed to identifying these students, raising their achievement scores, and giving them the skills necessary for success at each grade level and in the world they will enter upon graduation. There are two major characteristics of this commitment.

First, all available resources and personnel are being allocated to supplement the basic education normally offered these students. Secondly, through the new promotion policy, unprecedented demands are being made of students, teachers, parents and administrators, who must dedicate themselves to raising the level of performance in every classroom.

The recognition of present achievement deficits and the resolve to eliminate them drive the initiatives described below. They represent the primary goal of the Chicago Public Schools - **BRIDGING THE GAP.**

The Summer Bridge Program

An Overview

The new promotion policy of the Chicago Public Schools has established minimum criteria for promotion at grades three, six, eight and nine. These include classroom performance, attendance and grade equivalent scores on the Iowa Test of Basic Skills. At the end of the school year, students who have not met the criteria are required to attend a six to seven week session called the SUMMER BRIDGE. Several prominent features of the Summer Bridge are:

- A standard curriculum, with the same high-quality instructional materials used in every school
- Common daily lesson plans based on the instructional materials, emphasizing skills development and test-taking preparation
- Instruction at grade level
- Small Class Size
- Teacher training on lesson plans and instructional materials
- Regular monitoring of classrooms to ensure adherence to the lesson plans

At the conclusion of the Summer Bridge, students are re-tested. Those who meet criteria at this time are promoted. Those who do not meet criteria are retained and given additional support.

Impact of the Summer Bridge on Student Achievement

The following Iowa Test of Basic Skills (ITBS) grade-equivalent scores reflect student progress after completion of the Summer Bridge. Scores of students who failed to achieve the promotion criteria posted the following gains in ITBS scores before in June and August of 1997.

3RD GRADE

	BEFORE THE BRIDGE	AFTER THE BRIDGE	AVERAGE GAIN	PROGRESS IN MONTHS
READING	2.03	2.47	0.44	4-5
MATH	2.29	2.98	0.68	6-7

6TH GRADE

	BEFORE THE BRIDGE	AFTER THE BRIDGE	AVERAGE GAIN	PROGRESS IN MONTHS
READING	4.41	5.11	0.70	7-8
MATH	4.58	5.20	0.62	6-7

8TH GRADE

	BEFORE THE BRIDGE	AFTER THE BRIDGE	AVERAGE GAIN	PROGRESS IN MONTHS
READING	5.88	6.87	0.99	8-12
MATH	6.25	7.04	0.78	7-8

9TH GRADE

	BEFORE THE BRIDGE	AFTER THE BRIDGE	AVERAGE GAIN	PROGRESS IN MONTHS
READING	6.32	7.79	1.48	14-15
MATH	6.69	8.03	1.34	13-14

Within only two months, students averaged between 4 and 12 months of progress. National norms for these tests are 3.8, 6.8 and 8.8, respectively.

Other Support Services

Extended Day Programs

During the regular school year, the most effective means for addressing academic deficiencies is to increase time on task through extended day programs. During the 1996-97 school year, over 460 schools implemented after-school programs to meet the educational, social, and emotional needs of students. These programs are as diverse as the schools which house them; some common traits include:

- *Tutorial Academies* - Adult volunteers and paid students offer tutoring in reading and mathematics.
- *Social Center* - Locally designed programs including academies, fine arts, sports and social activities.
- *State Chapter I Extended Day* - Schools use discretionary funds to extend the instructional day beyond a required 300 minutes.
- *After School Academies* - A program in all high schools and in 57 elementary schools. Students and community members contribute to educational programs, vocational training, social and cultural programs.

10,000 Tutors

The 10,000 Tutors Program strives to provide the following services to students across the city.

- *Tutor Training* - Chicago Public Schools regional facilitators train volunteers to tutor students on a one-to-one and small group basis.
- *Parent Referrals* - Parents requesting tutoring for children are matched with an appropriate, established local area tutoring program.
- *Recruitment of Corporate Human Resources* - Volunteers from outside corporations are recruited to work with Chicago Public Schools students.
- *College Intern Program* - College Junior and Senior education majors are assigned to Summer Bridge classrooms and to schools with significant numbers of retained students.

WTS

A college program employing retirees, college students, homemakers and corporate employees who work with at-risk students once a week.

The Lighthouse

The Lighthouse program is an Extended Day program geared primarily toward the improvement of student achievement in reading comprehension, mathematics problem solving and test taking skills. Daily meals are provided to students participating in this program. Additional program components include:

- 100 schools participating in the 1997-98 school year
- One hour of intense reading and math instruction
- One hour of social activities
- Career Education
- Recreational Activities
- Physical Education
- 20 week program
- Parental Involvement
- Flexible enough to be run for two or four days per week

Of the 40 schools involved in the program, 39 improved in mathematics and 30 improved in reading.

Institutionalizing Successful Programs

Bringing these successful programs to more children is one of our primary goals. Based upon the success of the Summer Bridge and the Lighthouse Programs, the Chicago Public Schools will focus more resources on expanding these services to larger numbers of underachieving students, including first graders. This initiative could require additional funding.

Expanding the Summer Bridge

Expansion of the Summer Bridge to include first grade students will require the following funds:

<u>10,000 students</u>	
500 teachers	\$2,280,000
Student Instructional Materials (\$50/student)	\$ 500,000
TOTAL	\$2,780,000

Expanding the Lighthouse

This successful program has been targeted at students in schools currently on probation. Expanding the Lighthouse to schools across the city, especially those which have retained significant numbers of students, will create opportunities for thousands of Chicago Public School students.

This successful program could be expanded to include, in addition to the 111 probation schools, all schools with large numbers of retained students.

The number of schools served could expand from 40 to as many as 400 schools, depending on available resources.

Proposed Expansion of the Lighthouse

<i>Participating Schools</i>	<i>Students Impacted</i>	<i>Cost</i>
100 schools	30,000	\$11,494,000
200 schools	60,000	\$22,989,000
300 schools	90,000	\$34,484,000
400 schools	120,000	\$45,978,000

The Chicago Public Schools are as diverse as the city itself. Our magnet schools annually post achievement scores which are the highest in the state, yet poverty and its attendant ramifications remain a vexing problem in many of our schools. Between these two extremes there is a gap. During the past two years, we have made encouraging progress, and now it is time to build upon this success and continue with increasing vigor to help our most needy students succeed in the most important endeavor of their lives - their bridging the gap.

50. The Washington Post

11/21/97: Edition: FINAL: Section: Metro: Page D05

Students' Improved Test Scores Pay Off

66 Elementary, Middle Schools Share \$2.75 Million in Reward Money

By Katherine Shaver
Washington Post Staff Writer

Sixty-six Maryland elementary and middle schools shared yesterday in \$2.75 million of reward money doled out by Gov. Parris N. Glendening to schools whose state test scores improved significantly over the last two years.

The cash bonuses ranged from \$19,600 to almost \$80,000, depending on the school's enrollment. The rewards were based on results from tests that third-, fifth- and eighth-graders took in the spring of 1996 as part of the Maryland School Performance Assessment Program (MSPAP).

"Woo!" shouted William Veater, principal of Beltsville Elementary School in Prince George's County after hearing that his school would receive \$55,000. "Look at that! Three zeroes!" he said, beaming as he admired the figure he'd written down.

About 500 teachers, principals and school superintendents from across the state heard the news yesterday as they gathered near Baltimore for a conference on high-performing schools. As the amount of each school's cash reward was announced, principals and teachers slapped one another with congratulatory high-fives, yelped out "woo hoos!" and hugged.

The list of schools receiving money included \$165,000 for four Montgomery County schools and \$304,000 for seven schools in Prince George's County. In Anne Arundel County, 16 schools received \$582,300, and two Howard County schools netted \$59,800.

Because a school may receive money one year and not the next, the cash

bonuses may not be used to hire more staff members. However, many schools use it to train teachers or to buy computer equipment or classroom supplies.

"This is our way of saying thank you," State School Superintendent Nancy S. Grasmick told the crowd.

An additional 203 schools that posted one year of test gains received certificates and may get money next year if their scores rise again on the tests given in the spring. Those results will be made public in December.

The 66 schools receiving money this year dropped sharply from the 102 schools rewarded with cash last year. That meant that most of the 321 schools that got certificates last year for one-year gains did not show significant improvement a second year, state officials said.

Other schools that did not receive money may have improved test scores but did not meet this year's criteria for "substantial and sustained improvement," said Ron A. Peiffer, spokesman for the Maryland State Department of Education.

SCHOOLS REWARDED FOR TEST SCORE GAINS

Gov. Parris N. Glendening doled out \$2.75 million yesterday to 66 Maryland elementary and middle schools that improved the most on state tests over the last two years. An additional 203 schools received certificates for posting one year of test score gains.

ANNE ARUNDEL COUNTY

Brooklyn Park Elementary \$36,570
Deale Elementary 23,217
Eastport Elementary 24,685
Four Seasons Elementary 47,508
Freetown Elementary 35,434

Germantown Elementary 35,718
Glen Burnie Park Elementary 33,871
Glendale Elementary 36,759
Marley Elementary 39,364
Oak Hill Elementary 37,754
Pasadena Elementary 34,676
Quarterfield Elementary 37,659
Severna Park Middle 72,367
Solley Elementary 36,759
South Shore Elementary 24,353
West Annapolis Elementary 25,585
CALVERT COUNTY
Plum Point Middle 56,173
CHARLES COUNTY
Eva Turner Elementary 37,138
FREDERICK COUNTY
Carroll Manor Elementary 30,841
Myersville Elementary 39,932
New Market Middle 60,245
Sabillasville Elementary 19,618
Thurmont Middle 45,519
HOWARD COUNTY
Bryant Woods Elementary 28,899
Stevens Forest Elementary 30,888
MONTGOMERY COUNTY
Cashell Elementary 35,007
Gaithersburg Elementary 41,116
Herbert Hoover 50,633
Wyngate Elementary 38,322
PRINCE GEORGE'S COUNTY
Beltsville Elementary 55,179
Gladys Spellman 46,230
John Carroll Elementary 42,299
Martin Luther King Jr. Middle 54,090
Oaksland Elementary 34,344
Princeton Elementary 32,119
Shadyside Elementary 39,600
ST. MARY'S COUNTY
Carver Elementary 28,568
Dynard Elementary 33,019
Lexington Park 33,303
SOURCE: Maryland Board of Education■

51. Baltimore Sun

November 21, 1997

66 schools, progress pays off in cash from state**Test scores, attendance are criteria for rewards****School awards**

These schools in Baltimore and Baltimore County received bonuses from the state yesterday after showing significant improvement on state-required exams and in attendance. Statewide, 66 schools in 14 districts shared \$2.75 million in bonuses.

Baltimore

Furman L. Templeton Elementary
\$37,091

Roland Park Middle \$77,339

Thomas Johnson

Elementary \$35,528

Baltimore County

Bedford Elementary \$32,214

Franklin Middle \$66,543

Fullerton Elementary \$37,375

Glenmar Elementary \$33,492

Hebbville Elementary \$36,239

Perry Hall Middle \$79,091

Pikesville Middle \$59,725

Pine Grove Middle \$71,846

Ridgely Middle \$62,755

Rodgers Forge

Elementary \$39,506

Seven Oaks Elementary \$44,998

SOURCE: Maryland State
Department of Education

By Howard Libit and Mary Maushard
SUN STAFF

As part of its continued strategy of rewarding high-performing schools while threatening those that are failing, Maryland officials handed out \$2.75 million yesterday to 66 elementary and middle schools that have posted significant gains in student achievement.

The schools — spread across 14 districts and each showing two consecutive years of improvement — got cash awards of \$19,600 to \$79,000 in a surprise presentation during a daylong state conference on successful schools at Martin's Eastwind in Essex.

"The awards demonstrate that our schools are working hard to make serious improvements in instruction," said state Superintendent Nancy S. Grasmick. "The next step is for other schools to learn from these successes and reproduce them."

In the Baltimore area, 37 schools shared more than \$1.6 million, including 11 in Baltimore County and three in Baltimore. Anne Arundel County led the way, with 16 schools receiving more than \$580,000.

"We are so proud of all our schools," said Nancy Mann, assistant superintendent of instruction in Anne Arundel. "It's been a real morale booster for teachers and the schools to see the fruits of their labors."

State educators gave certificates to 203 other schools, recognizing achievement gains from the 1994-1995 school year to 1995-1996.

More

than one out of every four Maryland elementary and middle schools received some kind of recognition for academic improvement yesterday.

The schools that received money were chosen for having made significant gains from spring 1994 to spring 1996 on the Maryland School Performance Assessment Program — given each spring to all third-, fifth- and eighth-graders — and for improvements in attendance and the scores on tests of basic skills required for high school graduation.

The results of the 1997 performance tests will be released next month.

Second year for rewards

Yesterday marked the second year the state has presented School Performance Recognition Awards. The General Assembly allotted the money last year.

Over the past four years, the state also has identified 52 failing schools, threatening to take them over if they don't turn around.

Furman L. Templeton Elementary School in Baltimore, which was threatened with such a takeover less than three years ago, received \$37,091 yesterday.

"Schools that are on the brink of reconstitution can turn themselves around and make real gains," Grasmick said.

The amounts of the bonuses varied with enrollment. The schools may determine how they want to spend the money, as long as it is used for "continuing the progress in student learning" and not for staff bonuses.

Last year, Perry Hall Middle School spent its \$51,394 award on a new computer laboratory with 32 computers and three laser printers. This year, the school received \$79,091, again the most of any school in the state.

'A real nice position'

"We don't know what we're going to do with the money yet, but it's a real nice position to be in," said Rick Archaumbault, principal of the 1,300-student Baltimore County school.

Bryant Woods Elementary School in Columbia, which has made big gains in reading achievement, received \$18,682 last year, which it used to buy a handwriting program, first-grade reading books and a room divider, said Assistant Principal John Hammett.

Bryant Woods, which has about \$7,000 left from last year's award, received \$28,899 this year.

"I think we will continue to do more of the same," said Hammett, who suggested an after-school homework club as one possibility for the money. "Twenty-nine thousand dollars will go a long way."

Stevens Forest Elementary, which received \$30,888, was the only other Howard County school rewarded.

In Carroll County, Carrolltowne and Freedom District elementary schools received \$53,285 and \$50,065, respectively.

"Whatever happens [with the money] will be good things for children," said Nancy Chapin, principal of Carrolltowne.

In Harford County, Magnolia Elementary received \$44,241; Magnolia Middle, \$57,688; and Royce Williams Elementary, \$47,413.

Sun staff writers Mary Gail Hare, Laura Sullivan and Erin Texeira contributed to this article. ■



Valena_Plisko @ ed.gov

12/01/97 04:40:00 PM

Record Type: Record

To: William R. Kincaid, Tanya E. Martin

cc:

Subject: bullet on San Antonio

bullet on San Antonio to add:

The San Antonio Independent School District restructured itself to focus on academic improvement, giving more direct support to schools to upgrade curriculum and instruction. The district funds master teachers as instructional guides, full-time positions at each campus, to provide ongoing professional development to staff.

Hope this helps. Val

**CHALLENGE GRANTS FOR URBAN AND RURAL EDUCATION
OPPORTUNITY ZONES -- *EXAMPLES OF ACTIVITIES THAT COULD
BE SUPPORTED UNDER THE PROPOSAL***

Proposed FY 99 Budget Initiative

DRAFT -- November 29, 1997

Student Assistance and Accountability:

- In **Chicago**, many students participate in the district's Lighthouse after-school program, which features intense reading/math instruction, social activities; a meal, and other enrichment activities. Students in the district who perform below minimum standards at key transition grades (3, 6, 8 and 9) are required to participate in a seven-week "SummerBridge" program and pass a test before moving on to the next grade. Over 45,000 students were served in the SummerBridge program in 1997, and over 144,000 students participated in some form of summer activity.
- This summer **Denver** served approximately 2,400 students in grades 3, 5, and 8 who were required to attend to address subpar reading scores. And the **Long Beach** school district required 1,600 third graders who had not attained reading proficiency by the end of the year to attend five-week tutorial sessions.
- In **Cincinnati**, student promotion is now based on specific standards that define what students must know and be able to do. The standards are designed to prepare students to pass the state's ninth-grade proficiency test.
- As part of the superintendent's focus on reading, the **Houston** school district is hiring 150 reading coaches. The coaches, mainly college students, will receive \$10 per hour to tutor about 1,000 children on a one-to-one basis. Designed by the University of Texas at Dallas, the program will use an intensive approach. The university is training the tutors and the district is funding the program from the general budget.

Staff Effectiveness and Accountability:

- **Charlotte-Mecklenburg's** Benchmark Goals program gives cash awards of \$750 to \$1,000 to teachers in schools when their students meet a range of goals based on their previous performance. The goals are structured so that schools have an incentive to raise the achievement of their lowest performing students. It also focuses on goals for African American students, who historically have been under-achievers in the Charlotte school system, ensuring that schools work to close the achievement gap with white students.
- In **Cincinnati**, school district administrators' pay raises are now linked to job performance, with automatic cost-of-living adjustments and salary rates being replaced with new criteria, including performance on several measures such as student test scores and graduation rates. The district is also preparing a system for providing financial rewards to schools based on student achievement, to take effect in 1998-99.

- In **St. Paul**, the school district is collaborating with the teachers' union and the University of Minnesota on Project 20/20 to support teachers through the National Board for Professional Teaching Standards (NBPTS) certification process. The district pays the application fees and the university and other partners develop and conduct professional support programs for the candidates.
- States like **North Carolina** and **Kentucky**, and school districts like **Los Angeles** and **New York City**, are providing significant salary increases to reward National Board Certified Master Teachers.
- Peer review and assistance programs help beginning teachers learn to teach and help veterans who are having difficulty improve their teaching or leave the classroom without union grievances or delays. In **Cincinnati**, for example, low-performing teachers can be assigned to an intervention program where they gain assistance from colleagues and administrators, and if unable to improve, are counseled out of the profession or removed. In Cincinnati, as well as **Toledo**, while most teachers improve their performance, roughly one-third of the teachers referred to intervention have left teaching by the end of the year, through resignation, retirement or dismissal.

In **Rochester**, expert, experienced teachers can be selected through a rigorous evaluation process as “lead teachers” and given significant salary stipends to become involved with peer counseling, or to take on other reform-related priorities such as consulting with new teachers, accepting positions in “intervention” schools, and developing curricula.

Columbus and **Seattle** also have aggressive peer review programs.

- **New York City's** Community District 2 places an unusually strong emphasis on providing ongoing opportunities for teachers to build skills and learn from one another. For example, the district has created a laboratory in which visiting teachers observe and practice with a highly accomplished teacher for three weeks while their classrooms are taught by another experienced teacher. District 2 registered the second highest standardized test scores in math and reading in the city.
- In 1996, **Memphis** opened its new Teaching and Learning Academy, which coordinates professional development opportunities for all teachers in the district. The Academy offers workshops in all major areas of school reform including leadership, core content, performance assessment, and uses of technology.

School Improvement and Accountability:

- **The San Francisco** Unified School District places low-performing schools on a one-year probationary period, during which they are expected to improve student performance. If there is no improvement, the school is reconstituted. All staff must reapply for jobs at their school, and the Board hires a new principal, who in turn hires a new teaching staff and support staff. The new team must then put together an improvement plan to raise student achievement. Since the 1993-94 school year, ten schools have been reconstituted.

- The **Charlotte-Mecklenburg** school system distributes to parents easy-to-read student learning goals at the beginning of the school year. The district then follows up with school report cards on student attendance and performance that are distributed to parents and every household in the district, and are published in the newspaper, in part to help inform parents' decisions about the district's magnet schools.
- In **Chicago**, schools can be placed on probation due to low student achievement. These schools will be targeted for aggressive intervention strategies by the district, such as providing intensive help and training from expert teams of educators, or, where necessary, replacing ineffective principals and teachers. In the event of persistent failure, the district may shut down and reorganize the schools. Seven high schools were reconstituted between the 1996-97 and 1997-98 school years.

Chicago also recognizes a number of exemplary schools, providing financial rewards of \$5,000 and \$10,000 to the winners to become professional development centers for other schools. Seventeen schools were awarded exemplary status in the first year.

- As part of **Kentucky's** school accountability program under the Kentucky Education Reform Act, schools that do not reach academic and non-academic (attendance, retention, dropout, transition to the next level of schools or the job market) accountability targets must develop their own school improvement plan. If a school fails to improve over the next two years, the state assigns a distinguished educator to provide support and advice to the school. If the school's performance continues to decline, the state can assume control. Although the state has yet to take over a school, 88 schools were recently identified as being in decline and nine have been placed in the "crisis" category.
- Late last summer, **Cleveland** reconstituted two elementary schools that had failed to meet district-mandated school performance indicators and where there had been significant internal strife among staff members. The district reassigned the schools' principals and asked all teaching staff to reapply for their positions. As a result, about two-thirds of teachers at the reconstituted schools are new to the buildings this year. And earlier this year **Denver**, working closely with the teacher's union there, reconstituted two elementary schools, replacing nearly the entire staff at each.
- **New York City** also has a union-district negotiated process for "redesigning" schools identified by the state as failing. Such schools can replace approximately half the incumbent teaching faculty.
- In **Memphis**, since 1995, about half of all schools have adopted a "break-the-mold" reform model, including several of the models developed by the New American Schools Development Corporation.

Public School Choice:

- In **Boston**, all parents choose their child's public school, and have a wide array of options

ranging from neighborhood schools, magnet schools, and pilot and public charter schools which operate under performance contracts that provide them with greater autonomy and accountability for results.

- The **Houston** Independent School District recently instituted an open choice program. Parents may send their children to any of the district's 258 schools provided the school is enrolled at 95 percent of capacity or below. The district is currently analyzing available space and plans to publish the information in the near future; parents will apply to the district transfer office to change schools. HISD will not transport students to schools outside their attendance area. In addition to this choice program, the district has launched an aggressive effort to support in-district charter schools.
- **Cambridge** allows every family to choose a public school for their child. The school district provides information on every school and has created parent centers to help parents learn about and choose a public school for their child. More than 90% of parents get their first choice of kindergarten for their child, and most get one of their top picks at all grade levels.
- The **San Diego** school district has helped parents, teachers, and principals create more than a dozen public charter schools that stay open only as long as they do a good job. These are all schools of choice, publicly accountable and open to students from around the school district.
- In August 1997, **Denver's** first charter school re-opened as the Pioneer Charter School (PCS). PCS is a joint effort of the school district and the University of Denver (DU), enrolling 320 students from throughout Denver in grades Pre-K-5, with priority given to students residing in specific economically depressed communities. The school is to serve as an incubator for practices to support high achievement for urban students. The school features a personalized instruction plan for each student; a year-round calendar (an additional 20 days each year and 45-day instructional periods with 15-day intersession breaks); an extended day that begins at 7:30 AM and ends at 6 PM; and access to basic health care, community and social and education services for students and their families.

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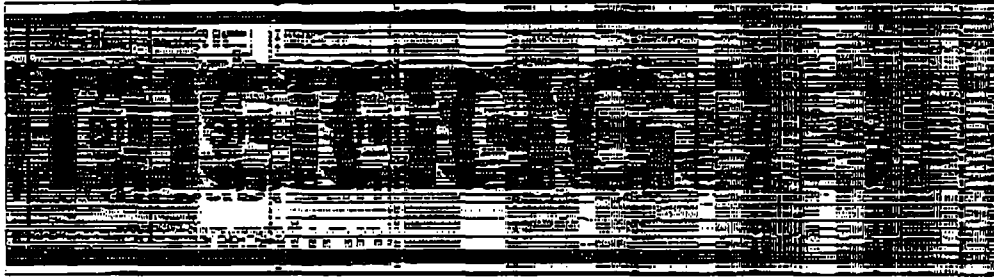
FAX NUMBER: 456-5581

(Number of pages including cover sheet) 12

FROM: Kathryn Doherty
Phone number: 202-401-0264

NOTES: Bill —

I will find out what I can about Houston's open enrollment system and the cost info. on teacher incentive programs on Monday. I just don't have access to the info. today. I will ask Val first thing Monday morning and send you whatever I can pull together. Meantime I've attached two articles on open enrollment/public school choice. The Houstonian has held. k.10



RECENT EXPERIENCE WITH URBAN SCHOOL CHOICE PLANS

Peter W. Cookson, Jr., and Sonali M. Shroff

It is generally agreed that urban public schools and school systems need to radically change how they are governed. Proponents of school choice believe that empowering families with educational options will promote such a change, because it presupposes that schools will reform to increase their attractiveness. In fact, choice has been widely adopted; hardly a state in the United States does not have some type of choice plan, and hardly a major urban area does not have a limited choice plan. This digest presents an overview of different choice strategies by reviewing the experiences in several urban areas.

Statewide Choice: Minnesota

Plan Description

In 1988 Minnesota became the first state to enact statewide open enrollment for all students, making all public schools throughout the state open to any K-12th grade student, provided that the receiving school has room and the transfer does not harm racial integration efforts.

Students also have numerous other options. High school juniors and seniors can take courses at public or private higher education institutions for both high school and future higher education credit. The High School Graduation Incentive Program allows dropouts and students at risk of not graduating to attend public or private nonsectarian schools with special supportive programs. In addition, families are allowed to claim a tax deduction up to \$1,000 for school expenses, including private school tuition. Other initiatives include the Diploma Opportunities for Adults, designed for students age 21 and over; education programs for pregnant and parenting minors; and Area Learning Centers, which offer personalized education programs for students age 12 to adult.

The Charter Schools Act permits teachers to create and operate new public schools on contract to the local school board. Charter schools, accountable to public authority and parents, offer innovative or alternative educational opportunities for students. Thirty-five charters are allowed in the state (Shokraj & Hanks, 1996).

Outcomes

Enrollment. In 1995, 15 percent of the state's 750,000 public school students participated in various school choice programs. Use of within-district choice was greater in urban areas; use of open enrollment was more likely in smaller districts and rural areas. Use by minority students is on the rise, with minority and low-income students well represented in "second chance" programs (Colopy & Tarr, 1994; Nathan, 1994).

Parent Information/Satisfaction. Parent information remains a key in determining the use of any choice alternative. However, the sole statutory responsibility for school choice information dissemination to parents resides with the local school districts, even though they might face a conflict of interest because of the threatened loss of students, and, therefore, funds. Other information sources exist, such as hot

lines, but seem inadequate since a 1990 survey found that parents were aware of open enrollment but not of additional choice initiatives.

Parent satisfaction with charter schools is very high. Most liked their special curriculum features, small size, and environment. Major causes of dissatisfaction were a lack of school resources, transportation, inadequate space, school administration, and turmoil during the first year (Shokrati & Hanks, 1996).

Impact on School Districts. There is mixed evidence on the impact of open enrollment on program improvement in school districts, but it appears that there was little validity to the theory that choice prompts schools and districts to reform programming to meet the demands of families. Only some districts that lost a high number of students experienced teacher layoffs; cancellation of academic courses, extracurricular activities; and student support services; and school closings (Funkhouser & Colopy, 1994).

Equity. Minority youth comprise about 40 percent of charter school enrollments (Nathan, 1996). Open enrollment has stimulated a noticeable increase in the ethnic diversity of Minnesota public schools, and has fostered a more equitable distribution of educational resources at the local school level (Tenbusch, 1993).

Student Achievement. There is no conclusive data on the effects of open enrollment on academic achievement. However, students feel that their self-esteem, attitude, and attendance are greatly improved at their school of choice (Rubenstein, 1992). Certain charter schools are indicative of the improvements that open enrollment has promoted in Minnesota. The City Academy in St. Paul, for example, with a program for alienated young adults wishing to return to school, has graduated 54 percent of its students in three years (Shokrati & Hanks, 1996).

Citywide Choice: New York City

Plan Description

New York City, the largest public school system in the country, consists of 32 community school districts serving nearly 1.5 million highly diverse students. In 1992 then New York City Schools Chancellor Joseph Fernandez initiated a citywide choice plan.

Parents have the right to transfer their children to any New York City public school, provided space is available. Parents who want to take advantage of the interdistrict choice plan need to contact the Board of Education to obtain a copy of the Chancellor's Choice Regulation, and become familiar with the chosen school's procedures and requirements. They must then write a letter to the superintendent of that school's district to request a transfer. The time period for the superintendent's response is not specified. If a request is rejected, the parent has the right to appeal to the Chancellor. There is no guarantee that siblings will be transferred to the same school and, most importantly, transportation is not provided.

Fernandez' successors have been faced with difficulties more urgent than choice. Thus, there has been almost no publicity by the Board of Education or in the districts. In fact, the only detailed information on choice available to the public is contained in a special New York Newsday "pullout" section published in 1993 (Cookson & Lucks, 1995).

Community School District 4

Strategy. A well-known choice district is District 4, which lies in East Harlem, one of New York City's poorest neighborhoods, and which ranked last among school districts before choice was implemented. Beginning in 1976, teachers were given the autonomy to redesign and create new schools. The district now operates approximately 44 schools. The choice process starts in the fifth or sixth grade, when students move from elementary schools to one of the district's alternative schools. Parents receive an information booklet with descriptions of each program, and are invited to orientation sessions to obtain more information. Students are required to submit an application listing up to six selections.

Admissions. Admissions decisions are primarily made by the schools themselves, which have a high degree of control over their programs and admissions policies. There is one stipulation to the admissions criteria: schools may accept no more than 20 percent of their entering class from outside District 4's boundaries. The application consists of standardized test scores, teacher ratings of work habits, attendance records, and academic abilities; personal interviews are also conducted (Carnegie Foundation for the Advancement of Teaching, 1992). In 1992, 60 percent of the applicants were enrolled in their first choice school.

Student Achievement. Before the creation of alternative schools, District 4 had the lowest reading scores of the 32 City districts. By 1988, 62.5 percent of the students were reading at or above grade level, raising the district ranking to 19. Student achievement in later years dropped off, however, and there were sharp disparities in achievement among various choice programs. Nevertheless, it is clear that District 4 has had a positive impact on student achievement in East Harlem (Carnegie Foundation, 1992). One indication is that placement of District 4's graduates into selective high schools met or exceeded the citywide rate for each of the most selective high schools in the City (Fliegel, 1993).

Magnet Schools

Strategy. There are currently more than 300 magnet high schools: academic and vocational magnets, and academic career magnets that combine academic and career curricula. Other schools center on special education or bilingual programs. Some have programs that focus on science and engineering, medicine, the performing arts, humanities, law, business, fashion, or other themes. Theme schools enhance student motivation and create identities that bring the student body, faculty, and administration together. Magnets foster an increase in parent involvement and faculty morale.

Admissions procedures vary with the school; some admit students by special audition or test, others by review of academic records and student interest. Academic career magnets admit students half by school review and half by random assignment through lottery.

Equity. Magnet schools have the ability to provide educational benefits and reduce racial and ethnic segregation, depending upon the selection process employed. A critical variable in determining who applies to which schools is access to information through parent information centers; the more that parents are aware of their options, the harder they will pursue their option of choice.

The schools have sparked considerable controversy over their role in student "creaming." That is, the higher achieving students, with the most involved parents and the most resources, gain more information and have greater access to better quality magnet schools. Also, academic magnets select all their students, and academic career magnets select half of them; therefore, it is inevitable that weaker students will be placed in underfunded, underresourced schools, and may suffer from having contact only with other low-achieving students.

The career magnets work to reduce racial and ethnic segregation through the lottery system. They have produced a system that is fairly equitable for three reasons: (1) the number of magnet schools is large, providing seats for many students; (2) the application system is relatively simple, even for disadvantaged students; and (3) the requirement that schools accept students on a random basis decreases the effects of creaming.

Enrollment and Achievement. Most of the interest is in academic magnets, indicating that students are interested in quality education, possibly with plans to pursue higher education. This also suggests that students are choosing schools to get away from comprehensive neighborhood schools. Magnet schools provide seats for over 60 percent of the City's high school students (Tokarska, 1992). Generally, student achievement depends on the school ethos, its organization, inspiring teachers and leaders, and the program plan. Since many magnets are still in the experimental phase, they do not offer conclusive evidence about the positive effects on academic achievement, although many have lowered dropout rates and raised reading scores.

Plan Description

In Massachusetts choice has primarily been a means to achieve racial and ethnic balance in schools. Experiments with choice grew out of efforts to attract whites into inner-city schools. In the mid-1970s, Massachusetts created magnet schools to promote desegregation, and though they did expand the school options, they left schools more racially imbalanced than before. The limited capacity created a number of disappointed applicants and drained much of the motivated staff, parents, resources, and funding away from neighborhood schools (Glenn, 1991). The selection process of magnets, primarily benefitting the more academically prepared, excluded a sizable minority population.

Acknowledging the negative effects of a choice system based solely on magnet schools, the state encouraged cities to experiment with other forms of choice. Some implemented controlled choice, which does not rely upon the market rationale of educational reform but offers a means to achieve racial and ethnic balance in schools. Automatic assignment based on a child's address was replaced by a system whereby the family selects a school after receiving information about options and counseling. Assignment is made based on family preferences, available capacities, and integration efforts. Controlled choice, intended to increase the participation of low-income and minority children while stimulating every school to be productive, has four objectives: (1) to offer all students in a community equal access to all public schools, regardless of geographical location; (2) to involve all parents in an informed decision making process; (3) to create pressure for all schools to improve, and eliminate enrollment based on residence; and (4) where necessary, to achieve racial desegregation of every school with a minimal amount of mandatory assignment. More than 25 percent of the state's public school students attend schools in communities that are actively encouraging choice (Glenn, 1991).

Cambridge

Strategy. Cambridge, one of the smallest urban districts in Massachusetts, has one of the most successful controlled choice programs in the nation. Its student population is about 50 percent white, 33 percent African American, 14 percent Hispanic, and 7 percent Asian (Thernstrom, 1991). Implemented in 1981, the plan resulted from grassroots efforts like community meetings, school mergers, and redrawn neighborhood lines. Students, who are provided with transportation, can choose any school in the system as long as the enrollment in every school, every grade, and every program, reflects a white-to-minority ratio that is within five percentage points at the proportional racial composition of Cambridge (Thernstrom, 1991).

The crux of the program is the Parent Information Center, which offers information in six different languages. The Center provides information about each school in the community, gets parents involved in school improvement, reaches out to language minority and poor families who may be neglected by the traditional system, and serves as a community center (Cookson, 1994). Cambridge has invested \$65,000 in the Center (Carnegie Foundation, 1992).

Outcomes. Over 90 percent of all students have gained admission to a school of their choice (Cookson, 1994). In several grades, students outperform students nationally in reading, math, social studies, and science (Carnegie Foundation, 1992). Minority students have outperformed white students in math and reading citywide, and attendance rates have risen nine percent (Cookson, 1994). All of Cambridge's magnet schools have achieved racial balance, but poor, immigrant, non-English-speaking students remain relatively isolated in one or two schools. Though there still exist inequities in resources and staffing, which are counter to the goal of equity in controlled choice, there is an elaborate budgeting process to assure appropriate funding for each school.

Boston

Strategy. Controlled choice in Boston was implemented in 1989 on a pilot basis. Previously, the district had established a few magnet schools, such as Boston Latin, which required entrance examinations for admission. The magnets exacerbated the racial separation between schools because the more competitive schools were predominantly white. Forced busing spurred white flight out of the inner-city and out of the city school system, changing the social class composition of the city.

Controlled choice divides the city into three geographical zones for the purposes of assignment of elementary and middle schools; high school choice is citywide. Families can choose an elementary or middle school in the zone where they live. Students are assigned random numbers and applicants are admitted in order of their number, although all assignments are made to ensure a racial balance in each school. Students whose choices are all filled are encouraged to make new selections based on what is available, with the aim of encouraging families to investigate unknown options and possibly discover some surprises. The goal for school improvement is not to eliminate the magnet schools, but, rather, to make all schools and programs roughly equal in terms of educational quality.

Outcomes. A majority of the students are accepted into their first choice schools (Glenn, 1991). Controlled choice has placed more emphasis on abolishing the traditional system of involuntarily placing poorer and minority students in least popular schools and it has tried to create pressure on the educational system to improve or close failing schools.

Critiques of the Plan

Some critics of controlled choice say that counselors often do not know which schools are filled, and therefore waste many parents' efforts to secure admission (Glenn, 1991). Thernstrom (1991), blaming limited space in schools of choice and the slow pace to improve all schools, asserts that desegregation causes many involuntary assignments, and that pressure is placed on parents to choose unpopular schools. Critics also feel that controls for race, ethnicity, and gender compromise choice, and do not give parents the right to really choose their children's schools. Conversely, controlled choice indirectly promotes educational improvements by putting pressure on poorer performing schools, which must either become acceptable or be shut down (Glenn, 1991).

Voucher Plans

Plan Description

School vouchers, one of the most controversial forms of school choice, are cash certificates from public funds that enable students to attend any school of their choice, public or private. According to most teachers' unions and other public service organizations, vouchers would destroy the public school system because they remove funds from public schools and allow the best students to opt out of the public school system. Conversely, free-market conservatives support vouchers because they believe in the marketplace as a mechanism for reform and are committed to public policies that lessen the authority of the state. A key issue is church and state relations; most voucher plans could result in the expenditure of state money in private religious schools (Cookson, 1994).

Milwaukee Plan

Description. Milwaukee, Wisconsin, implemented the nation's first pilot voucher choice plan in September 1990. The Milwaukee Parental Choice Program (MPCP), a limited intersectional voucher plan for the Milwaukee School District, entitles selected students to receive public monies to attend any nonsectarian private school of their choice. The program is specifically designed to allow low-income families access to private or alternative educational opportunities (Witte, 1994).

The cash value of the voucher is usually equivalent to the state per pupil expenditure on public schooling: roughly \$4,400 per student in 1996-97 (Walsh, 1997). Eligible families have incomes not exceeding 1.75 times the national poverty rate, with children not previously enrolled in a private school. Legislation expanded the choice program to allow participation of up to 15,000 Milwaukee K-12 students in 1996-97, but a court challenge resulted in a decision overturning the expansion. The judge ruled it unconstitutional by the use of state funds to support religious institutions, and also reduced the size of the program, citing that the expansion would no longer make the program "experimental" (Walsh, 1997).

Outcomes. The MPCP has provided alternative educational opportunities for many low-income students while not creaming the best students from the MPS system (Witte, 1994). Student attrition has declined, although it remains a problem for both choice and MPS schools. Students who leave the choice program

are more likely to have lower test scores, live farther away than continuing students, and express a lower degree of satisfaction (Witte, 1994).

Researchers studying outcomes in achievement since vouchers became available found that reading scores of low-income minority students were on average 3 to 6 percentage points higher, and math scores were 5 to 11 points higher than those of comparable public school students (cited in Lee & Foster, 1997).

Attitudes of choice parents regarding educational quality and instruction, and school administration, were much more positive than their evaluations of their children's previous public schools. Also, parent involvement in school activities was greater in choice schools than in most other Milwaukee public schools (Witte, 1994).

Other Voucher Plans

California currently has a mandatory intradistrict choice plan and a voluntary interdistrict plan, but voters rejected a proposed voucher plan in the November 1993 election. Last year, Governor Pete Wilson proposed a limited voucher plan calling for the state to pay a large portion of the educational costs of students from the worst California public schools to attend public, private, or religious schools of their choice. In November 1992, voters in **Colorado** rejected a full school choice ballot initiative that would have provided vouchers worth 50 percent of the existing per pupil expenditure to send children to a public, private, or religious school of their parents' choice. In 1995, **Cleveland, Ohio**, became the only city in the country to institute a state voucher pilot program that includes all schools, public, private, and religious. Low-income students receive twice the percentage of tuition costs than other students do. Initially, the plan was limited to students from grades K-3; one grade level is to be added each succeeding year, up to grade 8.

Conclusion

Choice has proven to be a useful tactic in promoting urban public education transformation and experimentation, and its focus on the involvement of families in all phases of schooling is important. Choice is not the only genuine engine of educational reform, however, although the reports here suggest that it can increase educational effectiveness and opportunity. Ultimately, good schools for all children will only be achieved through finance equity, prepared professionals, high standards, and purpose.

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This Digest was developed by the ERIC Clearinghouse on Urban Education with funding from the Office of Educational Research and Improvement, U.S. Department of Education, under contract no. RR93002016. The opinions in this Digest do not necessarily reflect the position or policies of OERI or the Department of Education.

SEPTEMBER 24, 1997

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In Mich., Students Shop for Districts; Schools Increase Marketing, Services

By Robert C. Johnston

Lansing, Mich.

While his peers were shopping for clothes this summer, 14-year-old Marqus Coleman shopped for a high school.

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He consulted friends, newspaper articles, and college-admissions data before leaving his home district of Lansing, Mich., to attend the East Lansing public schools. "They have a good academic and sports program," he said. "If they have both things, why not?"

Mr. Coleman, a black 9th grader from a middle-class home, is a prime example of the new student-customer empowered by a 1996 Michigan statute that encourages public school choice. Last year, that law enabled 7,700 Michigan students to cross district lines for school. It was just a sliver of the state's 1.6 million K-12 enrollment. But the choice option is generating new competition for students such as Marqus Coleman. And schools are responding with new programs and aggressive marketing strategies to lure them.

School choice supporters praise such market forces in the 18 states that allow interdistrict choice. But they worry that the policy is becoming a popular substitute for charter schools, vouchers, and privatization.

"If you can't get charters, you go for *open enrollment*. It's a compromise," said Jeannette Allen, the president of the Center for Education Reform, a school research group in Washington that promotes various forms of school choice. "Without adding other programs, choice is no big deal."

But Michigan's approach may ultimately take hold in even more states, said Amy Berk Anderson, a vice president with the Denver-based education consulting firm of Augenblick and Myers. Ms. Anderson recently authored a study of research on school choice for the Education Commission of the States, a Denver-based clearinghouse.

If policymakers and school districts do what parents want, she said, "you will see more local school choice. Without a response, there will be more pressure for charters and voucher programs."

'Pent-Up Demand'

Michigan allows students to pick between participating districts in their intermediate school areas, which generally follow county lines and encompass several individual districts. So far, 217 of the state's 557

9/24/97 - News: In Mich.. Students...hools Increase Marketing...[http://www.edweek.org/htbin/fastwe...RDS%26OR%26%28open%26enrollment%](http://www.edweek.org/htbin/fastwe...RDS%26OR%26%28open%26enrollment%26)

"New Studies on Private Choice Contradict Each Other." Sept. 4, 1996.

encompass several individual districts. So far, 217 of the state's 557 districts have opted into the voluntary program.

Gov. John Engler, a Republican, likes what he sees. "It's giving students and parents options that only went to wealthy parents who can move or go to private schools," said John Truscott, Mr. Engler's press secretary.

The states with the most active choice programs, however, are those that require that all districts participate.

Read "The Predictable Consequences of School Choice," a commentary by Willis D. Hawley, April 10, 1996.

When Minnesota mandated interdistrict choice in all districts in 1989, enrollment in the program surged from 3,200 students that year to 8,134 two years later. Participation reached 19,000 in the last school year.

Delaware, which has 108,000 K-12 students, tallied 6,107 applications for its new choice program in the 1996-97 school year--88 percent of whom were successfully placed. Most students, however, requested intradistrict transfers.

Last week, the Wisconsin Assembly--the lower house of the legislature--passed a measure that would let parents send their children to any public school in the state.

Read "Turncoat," June 3, 1997, a story about one union head who was shunned by his colleagues after he spoke out in support of vouchers.

"There's all this pent-up demand, so when districts must *open* [enrollment] options, the numbers really jump," said David J. Armor, the co-author of *Competition in Education: A Case Study of Interdistrict Choice*. ("Mass. Study Supplies Ammunition To Supporters and Critics of Choice." April 16, 1997.)

In general, it's the most capable students who cross district lines. "Those who are exercising choice most are the best students, not necessarily just white students," Mr. Armor said.

Then there is Texas, which in 1995 began allowing students in low-performing schools to attend any public school in the state. With no requirements for districts to participate and little promotion, the program drew just 31 students in the 1995-96 school year.

School choice and vouchers defined.

To boost the program's profile and popularity, a new law requires districts to publicize the option and gives districts \$300 above the normal per-pupil grant for each transfer they take.

But as Ms. Allen put it, "I don't know if we can say whether most programs are a success, because there is so little done to promote them."

Selling Schools

One of Michigan's most active choice sites is its gritty, blue-collar capital, Lansing. The largest employer in the city of 130,000 is General Motors Corp., which produces the Pontiac Grand Am and other models here.

During the past school year, about 300 students left the city's public, parochial, and charter schools for new districts. Michigan does not

track the race or ethnicity of students who change districts.

Richard J. Halik, the superintendent of the 19,330-student system, said the impact on his district was insignificant. "There was no great sucking sound of students leaving as some predicted," he said. His real problem is the migration of families to the suburbs and the 700 Lansing students in charter schools.

But the fact remains that each student not enrolled in city schools takes \$6,000 in state aid somewhere else. And with interdistrict enrollment likely to grow, the competition for students is getting stiffer.

In an unprecedented effort to respond, the Lansing schools created a marketing committee with a \$75,000 budget out of an overall budget of about \$131 million for this school year. "This isn't our area of expertise," Mr. Halik said. "But we have to get the positive message out."

One of its hot new products is all-day kindergarten, which started in 34 schools this school year at a cost of \$1.75 million. "A lot of parents go to charter schools because they offer longer days and longer years," Mr. Halik said. "We asked, 'Why can't we do that?'"

And, in addition to adopting new and tougher academic standards, Lansing is moving 6th graders to self-contained classes within elementary schools to ease parental concerns about sending 6th graders to large middle schools. State data show that most transfer applicants are students in kindergarten and the 6th and 9th grades, transitional grades in the K-12 continuum.

Limited Access

Lansing residents Mitchell and Debra Wells, who are white and call themselves "below middle class," consider themselves fortunate to have gotten their two children into East Lansing High School. "I think it's wonderful," Mr. Wells said of *open enrollment*. "I can't understand why more parents aren't rushing to this."

But there are choice challenges as well.

Michigan's choice law "is having a real, segregating effect," said Michael Bolous, the executive director of the Middle Cities Education Association, a coalition of 26 urban Michigan districts.

In a meeting last week, superintendents from the group told Mr. Bolous that most students leaving their districts are white and live on the fringes of city districts. Mr. Bolous also charges that wealthy, high-achieving districts that border cities often do not open their doors.

Mr. Bolous, who wants the state to start tracking the race of school choice participants, added, "We're losing students, but not the ones who can benefit most."

Students--particularly those in the inner city--may avoid choice because, as in Michigan, it does not come with free transportation to out-of-district schools.

"We may be close to the max in terms of parents who can transport their children," said Vicki Wozniak, the chief of the 3,900-student East Lansing schools, which took in 157 interdistrict-transfer students last year. East Lansing is a vibrant college town that graduates 94 percent of its students, compared with 68.4 percent in Lansing.

And more Michigan students would participate if the law were changed to let them enroll outside their intermediate school districts, some say. "If you live on the border, you might be a loser," said Bryan Taylor, the executive director of the TEACH Michigan Education Fund, a parent advocacy group in Lansing. "This is still a pretty limited law."

But there may be no way around limits on openings in popular systems. And, some districts oppose too much change, especially if it means adding expensive special services. "There's a fine line between what's too many and what's not enough," Ms. Wozniak said of transfer students. "We don't want so many students that it doesn't look like East Lansing."

PHOTO: Michigan's *open-enrollment* plan could be expanded, says Bryan Taylor, executive director of the TEACH Michigan Education Fund.
Richard J. Halik, Lansing schools superintendent, holds a copy of a billboard design aimed at enticing students to stay in his district.
--Robert C. Johnston

**CHALLENGE GRANTS FOR URBAN AND RURAL EDUCATION
OPPORTUNITY ZONES -- *EXAMPLES OF ACTIVITIES THAT COULD
BE SUPPORTED UNDER THE PROPOSAL***

Proposed FY 99 Budget Initiative

DRAFT -- November 28, 1997

Student Assistance and Accountability:

- In **Chicago**, many students participate in the district's Lighthouse after-school program, which features intense reading/math instruction, social activities; a meal, and other enrichment activities. Students in the district who perform below minimum standards at key transition grades are required to participate in a seven-week "SummerBridge" program and pass a test before moving on to the next grade.
- In **Cincinnati**, student promotion is now based on specific standards that define what students must know and be able to do. The standards are designed to prepare students to pass the state's ninth-grade proficiency test.
- As part of the superintendent's focus on reading, the **Houston** school district is hiring 150 reading coaches. The coaches, mainly college students, will receive \$10 per hour to tutor about 1,000 children on a one-to-one basis. Designed by the University of Texas at Dallas, the program will use an intensive approach. The university is training the tutors and the district is funding the program from the general budget.

Staff Effectiveness and Accountability:

- **Charlotte-Mecklenburg's** Benchmark Goals program gives cash awards of \$750 to \$1,000 to teachers in schools when their students meet a range of goals based on their previous performance. The goals are structured so that schools have an incentive to raise the achievement of their lowest performing students. It also focuses on goals for African American students, who historically have been under-achievers in the Charlotte school system, ensuring that schools work to close the achievement gap with white students.
- In **Cincinnati**, school district administrators' pay raises are now linked to job performance, with automatic cost-of-living adjustments and salary rates being replaced with new criteria, including performance on several measures such as student test scores and graduation rates. The district is also preparing a system for providing financial rewards to schools based on student achievement, to take effect in 1998-99.
- In **St. Paul**, the school district is collaborating with the teachers' union and the University of Minnesota on Project 20/20 to support teachers through the National Board for Professional Teaching Standards (NBPTS) certification process. The district pays the application fees and the university and other partners develop and conduct professional support programs for the candidates.

- States like **North Carolina** and **Kentucky**, and school districts like **Los Angeles** and **New York City**, are providing significant salary increases to reward National Board Certified Master Teachers.
- Peer review and assistance programs help beginning teachers learn to teach and help veterans who are having difficulty improve their teaching or leave the classroom without union grievances or delays. In **Cincinnati**, for example, low-performing teachers can be assigned to an intervention program where they gain assistance from colleagues and administrators, and if unable to improve, are counseled out of the profession or removed. In Cincinnati, as well as **Toledo**, while most teachers improve their performance, roughly one-third of the teachers referred to intervention have left teaching by the end of the year, through resignation, retirement or dismissal.

In **Rochester**, expert, experienced teachers can be selected through a rigorous evaluation process as “lead teachers” and given significant salary stipends to become involved with peer counseling, or to take on other reform-related priorities such as consulting with new teachers, accepting positions in “intervention” schools, and developing curricula.

Columbus and **Seattle** also have aggressive peer review programs.

- **New York City’s** Community District 2 places an unusually strong emphasis on providing ongoing opportunities for teachers to build skills and learn from one another. For example, the district has created a laboratory in which visiting teachers observe and practice with a highly accomplished teacher for three weeks while their classrooms are taught by another experienced teacher. District 2 registered the second highest standardized test scores in math and reading in the city.
- In 1996, **Memphis** opened its new Teaching and Learning Academy, which coordinates professional development opportunities for all teachers in the district. The Academy offers workshops in all major areas of school reform including leadership, core content, performance assessment, and uses of technology.

School Improvement and Accountability:

- **The San Francisco** Unified School District places low-performing schools on a one-year probationary period, during which they are expected to improve student performance. If there is no improvement, the school is reconstituted. All staff must reapply for jobs at their school, and the Board hires a new principal, who in turn hires a new teaching staff and support staff. The new team must then put together an improvement plan to raise student achievement. Since the 1993-94 school year, ten schools have been reconstituted.
- **The Charlotte-Mecklenburg** school system distributes to parents easy-to-read student learning goals at the beginning of the school year. The district then follows up with school report cards on student attendance and performance that are distributed to parents and every household in the district, and are published in the newspaper, in part to help inform parents' decisions about the district’s magnet schools.

- In **Chicago**, schools can be placed on probation due to low student achievement. These schools will be targeted for aggressive intervention strategies by the district, such as providing intensive help and training from expert teams of educators, or, where necessary, replacing ineffective principals and teachers. In the event of persistent failure, the district may shut down and reorganize the schools. Seven high schools were reconstituted between the 1996-97 and 1997-98 school years.

Chicago also recognizes a number of exemplary schools, providing financial rewards of \$5,000 and \$10,000 to the winners to become professional development centers for other schools. Seventeen schools were awarded exemplary status in the first year.

- As part of **Kentucky's** school accountability program under the Kentucky Education Reform Act, schools that do not reach academic and non-academic (attendance, retention, dropout, transition to the next level of schools or the job market) accountability targets must develop their own school improvement plan. If a school fails to improve over the next two years, the state assigns a distinguished educator to provide support and advice to the school. If the school's performance continues to decline, the state can assume control. Although the state has yet to take over a school, 88 schools were recently identified as being in decline and nine have been placed in the "crisis" category.
- Late last summer, **Cleveland** reconstituted two elementary schools that had failed to meet district-mandated school performance indicators and where there had been significant internal strife among staff members. The district reassigned the schools' principals and asked all teaching staff to reapply for their positions. As a result, about two-thirds of teachers at the reconstituted schools are new to the buildings this year. And earlier this year **Denver**, working closely with the teacher's union there, reconstituted two elementary schools, replacing nearly the entire staff at each.
- **New York City** also has a union-district negotiated process for "redesigning" schools identified by the state as failing. Such schools can replace approximately half the incumbent teaching faculty.
- In **Memphis**, since 1995, about half of all schools have adopted a "break-the-mold" reform model, including several of the models developed by the New American Schools Development Corporation.

Public School Choice:

- In **Boston**, all parents choose their child's public school, and have a wide array of options ranging from neighborhood schools, magnet schools, and pilot and public charter schools which operate under performance contracts that provide them with greater autonomy and accountability for results.
- The **Houston** Independent School District recently instituted an open choice program. Parents may send their children to any of HISD's 258 schools provided the school is

enrolled at 95 percent of capacity or below. The district is currently analyzing available space and plans to publish the information in the near future. Parents will apply to the district transfer office to change schools. HISD will not provide students with transportation to schools outside of their attendance area.

- **Cambridge** allows every family to choose a public school for their child. The school district provides information on every school and has created parent centers to help parents learn about and choose a public school for their child. More than 90% of parents get their first choice of kindergarten for their child, and most get one of their top picks at all grade levels.

■ The **San Diego** school district has helped parents, teachers, and principals create more than a dozen public charter schools that stay open only as long as they do a good job. These are all schools of choice, publicly accountable and open to students from around the school district.

- In August 1997, **Denver's** first charter school re-opened as the Pioneer Charter School (PCS). PCS is a joint effort of the school district and the University of Denver (DU), enrolling 320 students from throughout Denver in grades Pre-K-5, with priority given to students residing in specific economically depressed communities. The school is to serve as an incubator for practices to support high achievement for urban students. The school features a personalized instruction plan for each student; a year-round calendar (an additional 20 days each year and 45-day instructional periods with 15-day intersession breaks); an extended day that begins at 7:30 AM and ends at 6 PM; and access to basic health care, community and social and education services for students and their families.

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

November 1, 1996

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

Higher Standards

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

Accountability for Results

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

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

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

Better Management and Focusing More Resources on the Classroom

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

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

High Quality Teachers and Principals

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

Empowering Families to Choose Their Public Schools

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

one of their top picks at all grade levels.



Fixing Low-Performing Schools

Schools need to be held accountable for results. If schools are unable to provide students with a world-class education that holds them to high standards, the nation will fail to achieve its educational goals. Yet many states and school districts lack the appropriate mechanisms to hold schools accountable for results. States, school districts, and communities must be able to overhaul any school that fails to provide an adequate education for its students. Reconstitution is one way to turn around low-performing schools.

What is reconstitution?

- Although the term's meaning varies, reconstitution of schools usually means the takeover (of daily operations, staffing, and decision-making) of a consistently low-performing school or district by a higher-level governing body. For example, a district might reconstitute a school or a state education agency might reconstitute an entire district office.
- For schools or districts to be reconstituted, they must first be identified as failing to meet expectations over an extended period of time. Such sites have already drafted and implemented a corrective action plan but have failed to meet its specifications.
- The threat of reconstitution may provide sufficient incentive for schools to change. After being identified as a low-performing school, Patterson High School in Baltimore, Maryland, hired a new principal who handpicked several new teachers to lead a planning effort. The school's improvement team developed a plan to increase student achievement by restructuring the school day and the way in which instruction is delivered. In 1995-96, the most recent school year for which data is available according to Maryland state and district officials, Patterson's attendance rate rose from 71 percent to 77 percent; more students passed the Maryland Functional Tests in reading, writing, and mathematics required for graduation; and a greater percentage of seniors graduated than in previous years.

How is reconstitution implemented?

- Ideally, intervention is based on an objective analysis of student performance and the extent to which the school is meeting state and/or locally established performance targets. If student performance remains chronically low, the school is then required to develop and implement an improvement or corrective action plan.

- While the school is fashioning its corrective action plan, the district or state is responsible for providing all necessary resources, including technical assistance and additional professional development for teachers. The district or state then continually assesses the school's progress to determine if student performance is improving.
- If the school's improvement targets are not met and the school remains low-performing or declines further, the district or state is authorized to replace some or all school staff and to require the new staff to develop a new improvement plan. In some extreme cases, the district or state may require all school staff to reapply for their positions. In some cases, the district or state can overrule any decision made by newly hired school staff.
- When the school's or district's improvement targets are consistently met over several years, then decision-making authority is returned to the school or district.
- Alternatively, if a state or district shuts down a failing school completely, parents and community members can learn about effective education programs with a documented record of success. One particular source of effective school designs is the New American Schools Development Corporation (NASDC). NASDC design teams can help local teachers and parents plan for a new school, provide quality training to teachers, and assess whether the school is progressing as projected. Many families and students may not have to leave their own neighborhood or community in order to find good schools.

Where is reconstitution being implemented?

The Education Commission of the States reports that 23 states have policies that permit the takeover of any district whose schools are low-performing. Many districts also have policies allowing takeover of low-performing schools.¹

New Jersey

- New Jersey has taken control of three public school districts under the Academic Bankruptcy Law, including Jersey City in 1989, Patterson in 1991, and Newark in 1995. These districts failed to meet a proportion of state-set standards in student performance, curriculum development, professional development, condition of facilities, and certification of teachers. Following the districts' failure to carry out

¹Because reconstitution is defined in various ways, no data on the number of districts that allow or engage in reconstitution of schools are available.

a corrective plan, the state removed the local school board members, superintendent, and key personnel serving that superintendent, and appointed a new superintendent. In each case, the new superintendent and other SEA officials became the policy-making body for the district and created a new school board. All three districts are making progress toward meeting state standards and restoring local control.

Ohio

- In March 1995, the state assumed control of the Cleveland Public Schools after a federal judge declared the district to be in a state of crisis. The state appointed a new superintendent who is working with a team of state and local administrators to manage the district's daily operations and to develop a reform plan. The reform plan, "A Blueprint for Change," gives principals, teachers, and parents more authority to make decisions. Eight "Fast Track" schools are piloting this decentralization effort, and they will serve as models for 40 "Wave 2" schools that will implement the plan in the 1998-99 school year. Changes include extended school hours, new grading systems, tutoring in basic skills by community volunteers, site-based management, and expanded professional development.
- Cleveland has taken reconstitution one step further, reconstituting two elementary schools that had failed to meet district-mandated school performance indicators. The district also discovered significant internal strife among staff members in the two schools. It reassigned the schools' principals just before the start of the 1997-98 school year and asked all teaching staff to reapply for their positions. As a result, about two-thirds of teachers at the reconstituted schools are new to the buildings this year.

Maryland

- Maryland may identify schools eligible for reconstitution based on low or declining student attendance rates, student achievement on state assessments, and high school dropout rates. After schools are identified as low-performing, they are required to develop and submit improvement plans for state approval. If schools fail to improve, the state may reconstitute the schools. Though no schools have been reconstituted, many schools identified as reconstitution-eligible have made programmatic changes. Currently, the state has identified 52 schools as low-performing, 50 of which are located in Baltimore city.
- The Maryland legislature passed into law a November 1996 agreement between the state and the Baltimore City Public Schools (BCPS), allowing the state to exert great influence over the operation of the school district. The legislation

settled three lawsuits filed by the state and district against each other and provides \$254 million in additional funds over five years for BCPS, starting with \$30 million for the 1997-98 school year. These funds will be used to help implement the agreement between the two agencies, including a number of district-level management changes. A new nine-member board of education, selected jointly by the mayor and the governor, oversees the process and will appoint a CEO to operate the city schools. The CEO will be authorized to appoint the chief financial and chief academic officers.

- In Prince Georges County, the district recently reconstituted six schools that the state identified as low-performing, in part to avoid possible future state reconstitution. In June 1997, all staff in the six schools were required to reapply for their positions. About one-third of the original staff remain in the buildings.

Kentucky

- As part of Kentucky's school accountability program under the Kentucky Education Reform Act, schools that do not reach academic and non-academic (attendance, retention, dropout, transition to the next level of schools or the job market) accountability targets must develop their own school improvement plan. If a school fails to improve over the next two years, the state assigns a distinguished educator to provide support and advice to the school. If the school's performance continues to decline, the state can assume control. Although the state has yet to take over a school, 88 schools were recently identified as being in decline and nine have been placed in the "crisis" category. No data are available yet on the outcomes associated with reconstitution.

San Francisco, California

- San Francisco has exercised its authority to take over individual schools. Under the district's Comprehensive School Improvement Plan, the district places low-performing schools on a probation for one year. At the end of the year, the superintendent, two assistant superintendents, and a former principal review test scores, attendance and suspension rates, student portfolios, and the improvement plan to determine if school results are significantly improving. If there is no improvement, the school is reconstituted. All staff must reapply for jobs at their school; those who are not rehired are relocated to another school in the district. The school board hires a new principal, who then hires new staff for teaching, janitorial, and cafeteria positions. The new team must develop an improvement plan to improve student academic achievement and to raise other indicators. Since the 1993-94 school year, ten schools have been reconstituted.

Chicago, Illinois

- As a part of their effort to improve the quality of education in Chicago, administrators in the Chicago Public Schools reconstituted seven high schools between the 1996-97 and 1997-98 school years. Additionally, at the beginning of the 1997-98 school year, administrators placed 115 schools on probation. Schools on probation have a history of low-performance and risk reconstitution unless they demonstrate improvement.
- In the first round of reconstitution, the district retained two principals and hired interim principals for the remaining five schools. The new principals, with the help of district administrators, interviewed teachers and support staff in order to determine who they would rehire. On average, schools retained 63 percent of their teachers and staff. Teachers and staff who were not retained were given two years to relocate, either at a different school in the district or outside of Chicago. Reconstituted schools have two years to show improvement; various factors determine a school's success, including assessment data from district and statewide standardized tests, progress toward graduation, and delinquency rates.

Atlanta, Georgia

- As of October 1997, the Atlanta Public Schools have reconstituted two low-achieving schools, Pitts Elementary School and Walden Middle School, both of which had a history of low performance on norm-referenced standardized achievement tests. At Pitts, the district rehired only two of its 38 teachers and brought in a new principal from outside the Atlanta Public Schools to redesign the school. The newly formed staff worked closely with the Executive Director of the Atlanta Public Schools and the central office staff to realign the curriculum in order to meet Georgia's standards. The two schools have five years to demonstrate adequate improvement, which the district defines as reaching the 90th percentile on any standardized measure.

What is the evidence of success?

Although most states and districts engaged in reconstitution report that it is too early to see significant progress, there are some data pointing to the success of reconstitution in some locales. Below are some of the most promising reconstitution examples.

- In *Ohio*, since the state took control of Cleveland, the district's state proficiency scores have shown a slight upward trend. For the first time in 10 years, the district is operating without a budget deficit. Cleveland has also achieved racial balance among teachers and students in its schools. The state legislature has

Working Document

passed a bill turning control over to Cleveland's mayor in November, and the state has filed a petition for unitary status with the court to free the system from court supervision.

- In *Maryland*, Furman-Templeton Elementary School in Baltimore showed improvement in test scores after being identified as a low-performing school and hiring a new principal. In 1995-96, after only one year on the list, the percentage of third-grade students with satisfactory scores on the state performance examination rose 8 percent in reading, 18 percent in science, and 7 percent in writing. Fifth-graders' mathematics scores increased by 7 percent on average.
- In *New Jersey*, available data on student achievement in Jersey City indicate student gains across the board. Passing rates for eighth-grade students in 1995-96 improved to 77 percent on the reading portions of the state's Early Warning Test (EWT), a gain of 7 percentage points over 1994-95; 77 percent on the writing assessment, a gain of 2 percentage points over the previous year; and 62 percent on the mathematics assessment, a one-year gain of 10 percentage points. Gains were also impressive for eleventh-grade students, 67 percent of whom passed the reading section of the state's High School Proficiency Test, 4 percentage points more than the previous year; 79 percent, or 10 percentage points more than the previous year, passed the writing section; and 71 percent, a 7 percentage-point gain, passed the mathematics section. Student performance data from 1996-97 have not yet been made public.
- In *California*, one school in San Francisco, Visitacion Valley Middle School, has demonstrated improvement on standardized test scores across subjects and grades. The school has not only enhanced parent involvement but also restructured itself to reflect the newly adopted curriculum.
- In *Illinois*, Dr. Al Williams, head of the office of accountability for the Chicago Public Schools, explained that staff in the reconstituted schools show increased morale and that the schools seem to be "moving in the right direction." As the schools were reconstituted during summer 1997, student performance data from these schools are not currently available.

Resources for Developing Improvement Strategies

The New American Schools Development Corporation
U.S. Department of Education Regional Laboratories and Comprehensive Assistance Centers
Education Commission of the States
Council of Chief State School Officers

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October 9, 1997

Working Document



Examples of Effective Urban School Systems

School districts can help make every school successful by providing leadership and support for school improvement and academic excellence in all schools for all students.

Effective schools are most often supported by effective districts, which foster their development and stimulate their growth. Such districts contribute to the value added by the school. They operate not as an extra bureaucratic layer, but as a vital support to school improvement and educational enrichment for students. Rather than creating hurdles, such districts act as conduits, working as liaisons between states and schools.

Effective districts provide leadership in:

- 
- 1) building public commitment and partnerships for improving schools,***
 - 2) collaborating in setting challenging standards that reflect the community's high expectations and that serve as the basis for all future planning and decision-making,***
 - 3) helping schools reach these challenging standards by giving them autonomy to tailor their educational program to their students' needs, and by making available the resources and opportunities they need to implement that program, and***
 - 4) holding teachers and administrators accountable for their students' progress through performance-driven systems of assessment and public reporting.***

These districts reach out to teachers, principals, parents, and community members in developing a shared commitment to excellence and equity for all students and cultivating these partnerships. Their mission statements reflect in plain language the real-world concerns of parents, employers, and other citizens. Beyond that, they dedicate themselves to making that mission a reality through careful planning, efficient and equitable management of resources, and the development and recognition of instructional leaders throughout the school system.

Examples of this process can be found in San Diego, California; Seattle, Washington; Fort Worth, Texas; Jefferson County (Louisville), Kentucky; Charlotte-Mecklenburg, North Carolina; Cincinnati, Ohio; Memphis, Tennessee; San Antonio, Texas; and New York City's Community District 2.

The **San Diego** Unified School District has developed a set of curriculum frameworks and high achievement standards for students in grades 4, 8, and 10 based on national standards developed by the New Standards Project. Teacher-developed guides in language arts, math, science, and applied learning define the learning objectives for students in these grades. By October 1996, the district will have performance standards and examples of student work that meet the standards in all 12 grades.

Implemented in 1991, the **Seattle** Public Schools' strategic plan has five major goals: 1)

higher achievement for all students; 2) development and retention of an excellent multicultural workforce; 3) maintenance of a safe, healthy, secure learning environment; 4) assurance of stable and adequate funding; and 5) increase in the district's ability to meet the diverse needs of students and parents. Activities to meet these goals include developing student learning goals, revising curriculum, coordinating staff development for greater efficiency, developing safety and communication plans for each school, integrating health services at five high schools, levying a two-year tax increase, modifying school assignment processes, and creating the Seattle Urban Teacher Education Program -- a career-ladder recruitment technique that enables district teaching assistants and classified staff to participate in teacher preparation programs. Several major accomplishments related to its strategic plan include: developing curriculum frameworks in all major subject areas; shifting power to the school and classroom by initiating shared decisionmaking and site-based management and eliminating one-third of the central office staff; and developing a performance-based accountability system, beginning with a writing assessment.

Fort Worth's C-3 initiative derives its name from its commitment to linking the community, corporations, and classrooms to promote higher student achievement. In 1994, Fort Worth received the Scholastic/National Alliance of Business' Community Award for Excellence in Education for its community-wide support for excellence and equality of opportunity for all of its students. The business community's devotion to students' future success is reflected in its extensive participation in the Vital Link program, a work-based learning program that helps seventh-grade students recognize the relationship between school achievement and success in career opportunities. More than 4,000 students spend a week with employers at more than 270 job sites to learn about the academic and employment skills they will need to enter and succeed in the careers of their choice.

The **Fort Worth** district has also pledged itself to ensuring equality of opportunity for its students. Through its participation in Equity 2000, the College Board's effort to raise minority enrollment and success in college, Fort Worth now requires every student to complete Algebra I and Geometry by the end of the tenth grade. To meet the goals of the Equity 2000 program, Fort Worth provided teachers and counselors with extensive professional development opportunities focused on helping all students succeed in challenging math classes. As a result, 94 percent of all freshmen took Algebra I in 1995, up from 51 percent in 1990, and 64 percent passed the course in their first attempt.

Each year, the **Jefferson County** (Louisville, Kentucky) school board establishes goals and desired results for the school system and community. As part of this effort, the school board sponsors a series of small group discussions, involving more than 100 community members. For the 1996-97 school year, for example, the district's four major goals

- All JCPS students will perform at a higher level of academic achievement in the areas of basic skills and critical-thinking skills in a racially integrated learning environment.

- All JCPS students will be safe, supported, respected, and confident in their schools and classrooms.
- All JCPS parents and community members will be urged and welcomed to participate in the education of JCPS students.
- ✕ • All JCPS employees will contribute to and be accountable for the success of JCPS students through higher levels of performance in supportive work environments.

This year, the district has launched a series of initiatives to address each of these goals.

Under former superintendent John Murphy, the **Charlotte-Mecklenburg (North Carolina)** school system developed student learning goals at each grade level and adopted plans to assess and report progress of students in every school every year. Easy-to-read summaries of the learning goals are distributed to parents at the beginning of the year. The goals formed the basis of school report cards published each year and distributed to every district household. The goals for each school call for improving student attendance and performance on state end-of-course and end-of-year standardized tests and (for students in grades K-2) on district-developed developmental checklists and reading and writing prompts. Other goals relate to such areas as the percentage of students (especially minorities) enrolling in Advanced Placement courses and the percentage who pass the tests.

✎ **Charlotte-Mecklenburg's** Benchmark Goals program gives cash awards to teachers in schools when their students meet a range of goals based on their previous performance. The goals are structured so that schools have an incentive to raise the achievement of their lowest performing students. It also focuses on goals for African American students, who historically have been under-achievers in the Charlotte school system, ensuring that schools work to close the achievement gap with white students. As another mechanism of accountability, the district publishes annual achievement results from every school in the largest daily newspaper, in part to help inform parents' decisions about the district's magnet schools.

✎ **Cincinnati** reorganized its school system in 1991, cutting the central office staff--mostly mid-level managers--by 70 percent. The district has also injected accountability for both administrators and students into the educational system. School district administrators' pay raises are now linked to job performance. The policy change replaced automatic cost-of-living adjustments and salary rates with new criteria, including performance on staff development, management, and community involvement; students' scores on standardized tests and on the state's graduation test; and graduation, promotion, passing, and dropout rates. At the student level, promotion is now based on specific standards that define what students must know and be able to do. The standards are designed to prepare students to pass a ninth-grade proficiency test.

In 1993, the **Memphis, Tennessee** school district adopted a new reform agenda designed to meet the challenge set forth by the community to raise standards for all of its students. The

reform agenda rests on three "pillars:" setting higher standards for all students, adopting site-based decisionmaking and models of school reform to support students in meeting the standards, and creating a new belief system within the school system. The system developed content standards in seven core curricular areas that reflected the Lifelong Learning Standards adopted by the community and disseminated guides to show what instruction and curriculum that reflects these standards should look like in classrooms. All Memphis schools now have site-based decisionmaking councils composed of equal numbers of teachers and parents to set school policy and allocate school budgets. In addition, since 1995, about half of all schools have adopted a "break-the-mold" reform model, including several of the models developed by the New American Schools Development Corporation. In 1996, the district opened its new Teaching and Learning Academy, which coordinates professional development opportunities for all teachers in the district. The Academy offers workshops in all major areas of school reform including leadership, core content, performance assessment, and uses of technology.

Under the leadership of Superintendent Diana Lam, who assumed the superintendency in July 1994, the **San Antonio** Independent School District underwent a major organizational restructuring aimed at placing maximum emphasis on instructional needs, giving more direct support to schools in matters of instruction and curriculum, streamlining decision-making, and strengthening intradistrict communication and collaboration. Schools were clustered into four school communities of about 20 to 25 campuses each. An "instructional steward" with appropriate support staff provides instructional and curriculum support for each of the communities, while special support networks provide schools with help in areas including business and personnel, student support services, plant services, technology, community partnerships, and others. The districtwide restructuring was accelerated somewhat through a Voluntary Early Exit Incentive Program, which provided pay-outs to eligible employees who opted for early retirements. The district implemented site-based decisionmaking mandated by the state during the 1994-95 school year by incorporating it with its broader strategic plan. Included in its process was the creation of eight new professional positions--cluster facilitators--to assist principals and schools' Instructional Leadership Teams (ILTs) in carrying out the mandate. The district each summer conducts training for staff, parents, and community residents who serve on the ILTs.

New York City's Community District 2 is a model for local districts seeking to improve instruction in fundamental ways. Serving an extremely diverse population from the Upper East Side to Chinatown, the district implements a corresponding diversity in its approaches to teaching and learning. This particular district illustrates the powerful, participatory role that a local district can play in instructional improvement. Every decision made by the district takes instructional improvement into account. It is a group effort and a long-term commitment based on high expectations, clear objectives, and shared expertise. The concrete strategies revolve around the idea that professional development is not a series of programs per se but rather an ongoing opportunity to build and bridge skills. Strategies include: a Professional Development Laboratory in which Visiting teachers observe and practice with a Resident teacher for three weeks while their classrooms are taught by a teacher who has also gone through the Laboratory; extensive use of visits across classrooms and schools by teachers and principals; and a core of consultants hired

by the districts and available to the schools for one-on-one and small group assistance. With these strategies in hand, the district has a direct impact on improving its schools.

C:\WORK\WP\URBANEFF\URBDS.

September 10, 1997

U.S. Department of Education
Office of the Under Secretary, Planning and Evaluation
Service
600 Independence Avenue, SW
Washington, DC 20202

FAX COVER SHEET

Fax Number: 202-401-3036

TO: Bill Kincaid

FAX NUMBER: 456-5581

(Number of pages including cover sheet) 11

FROM: Kathryn Doherty
Phone number: 202-401-0264

NOTES: Bill —

Attached are two articles from Teacher Magazine and a few pages from the Dept's "Excellence & Accountability in Teaching" guide. I will be in the office Friday and will work to get as much info. as I can find on the topics you requested. Sorry we couldn't do more this afternoon. Have a happy Thanksgiving!!

Kathy

P.S. The Denver brief Joanne sent may be useful on summer school and reconstitution.

Setting Rigorous Standards for Students and Teachers

At the heart of the Goals 2000: Educate America Act, the School-to-Work Opportunities Act, the Elementary and Secondary Education Act, and new educational technology initiatives is support for the development of rigorous academic standards and comprehensive efforts by communities and states to help all students reach those standards. Because student learning depends on quality teaching, enabling teachers to meet high standards is also essential. To improve the practice of teaching, we need:

- Tougher standards for licensing new teachers and more rigorous requirements in hiring teachers set by school districts. States vary widely in the processes and standards used to license classroom teachers. For this reason, the Interstate New Teacher Assessment and Support Consortium (INTASC), through leadership from the Council of Chief State School Officers, is working with more than 30 states to develop high-quality performance assessments of knowledge and skills for beginning teachers. These teacher standards are related directly to academic standards for students. Requiring tougher licensing and certification standards for teachers is drawing significant support from the nation's teachers, with 86 percent supporting competency requirements before obtaining certification.

Meanwhile, some states have moved ahead with tougher licensing requirements for new teachers, requiring entering teachers to meet rigorous standards within their first few years of teaching and undergo performance assessment conducted by state-trained observers. Experienced mentors and special clinics help prepare teachers for these assessments. School districts can also set rigorous requirements for newly-hired teachers and work with local schools of education and universities to ensure graduates meet these requirements.

- Standards for advanced teaching skills and knowledge, especially standards developed by the National Board for Professional Teaching Standards. Board members, the majority of whom are classroom teachers, oversee a process for granting advanced teaching certification to experienced, accomplished teachers. The certification process is performance-based and extremely rigorous, asking teachers to demonstrate their skills through classroom teaching, videotapes of their teaching, lesson plans, and samples of their own and students' work.

Many school districts, teacher associations and unions, schools of education, and states have begun to help teachers gain national board certification and to reward board-

Did you know that the Clinton Administration has proposed \$105 million over five years to help the National Board for Professional Teaching Standards complete assessments in most fields and to help school districts and states defray the costs of teachers going through the Board's intensive review?

* certified teachers with incentives, bonuses, and salary increases. North Carolina, for example, will pay the fee for teachers to complete the National Board certification assessments, provide three days of substitute time for teachers to undergo the review needed for certification, and provide a four percent annual bonus to board-certified teachers; just this year, North Carolina Governor Jim Hunt has proposed providing a 12 percent pay increase for board-certified teachers. These master teachers also serve as coaches and trainers for other teachers in their schools.

* In St. Paul, the school district is collaborating with the teachers' union and the University of Minnesota to support teachers through the board certification process. The district pays the application fees, and the university and other partners develop and conduct professional support programs for the candidates.

- ▶ New standards for schools of education that prepare future teachers. In 1995, the National Council for Accreditation of Teacher Education (NCATE) completed its latest revision of higher standards for schools of education. These standards are closely aligned with core academic and skill standards for student learning, and 40 percent of our nation's teacher preparation programs in colleges and universities have received this accreditation. Partly because of the new standards, and partly through their own initiative, a number of universities have begun to overhaul their undergraduate and graduate teacher education programs.
- ▶ Standards for rewarding teachers and for identifying teachers that need intensive assistance and review. School districts can work with teachers and others to set clear, high standards for rewarding knowledge, skill, and performance as well as for identifying teachers needing intensive assistance or, if necessary, removal from the classroom. In Cincinnati, low-performing teachers can be assigned to an intervention program where they gain assistance from colleagues and administrators, and if unable to improve, are counseled out of the profession or removed. The Rochester, New York, school district has used similar strategies, along with annual salary advancement for teachers that is linked to performance. Experienced, expert teachers in Rochester can also apply to become more highly paid "lead teachers" who consult with beginning teachers and develop curricula while they continue their own teaching.

Teacher recruitment

With nearly half of the nation's teaching force retiring over the next ten years, a critical factor affecting the quality of teaching will be how well schools, communities, and universities recruit talented people into the teaching profession.

Did you know that funds from the School-to-Work Opportunities Act can be used to support the development of middle school and high school academies for future teachers?

A number of promising recruiting strategies are being tried around the nation:

- Starting early. School districts and universities are working together to create middle and high school programs that expose young people to the teaching profession. For example, the South Carolina Center for Teacher Recruitment has reached thousands of academically talented high school juniors and seniors through its Teacher Cadet Program, offered in more than 140 high schools statewide. Teacher Cadets study education and have the opportunity to teach younger students under the tutelage of both school and university faculty. The Center also targets minority middle-school students, encouraging them to take rigorous courses in school and aspire to a career in teaching.
- Aggressive outreach to non-traditional sources of teachers and creating high-quality pathways to teaching. This includes outreach to the fields of business and engineering, to the military, and to recent college graduates who did not major in education. For example, large California businesses and a local university created the California Mathematics and Science Teacher Corps program, recruiting retiring engineers and scientists and providing them with intensive preparation for teaching in the classroom.

Programs to prepare teachers' aides and other paraprofessionals to become teachers are also growing rapidly around the nation. Moreover, the organization Recruiting New Teachers, Inc. has conducted several national studies of teacher recruitment efforts and has several publications with practical information on how to improve such strategies.

- Streamlining hiring procedures and making it easier for teaching candidates to find out about available positions and for schools to hire qualified teachers. Too often, inaccessible and belated information about job openings can make it difficult for schools to hire quality prospective teaching candidates. The National Commission on Teaching and America's Future has suggested that school districts create a central electronic "hiring hall" that provides relevant information on all qualified candidates and delegate more hiring and selection decisions to schools.
- Honoring good teachers and building public respect for the teaching profession. One of the most powerful strategies for recruiting talented, diverse people into teaching is to honor good teachers and encourage the public to value the teaching profession. While respect for the teaching profession must rest fundamentally on seeing good teaching in local schools, other steps include publicly recognizing good teachers and providing opportunities for exemplary teachers to talk and work with education, business, student, and community groups.

Helping Teachers Reach High Standards: Preparing Future Teachers and Providing Ongoing Training and Professional Development for Current Teachers

Setting high standards for teachers will affect teaching and learning only if teachers receive the preparation, support, and ongoing training they need to improve classroom practice. In every field, demands are being placed on the workforce for higher levels of knowledge, skill, and performance than ever before. Teaching is no exception.

This support includes rigorous, comprehensive, and clinically-based preparation for future teachers, ongoing opportunities for current teachers to learn and acquire new skills, such as the use of technology in the classroom, ensuring that school principals support good teaching, and organizing schools in ways that promote student and teacher learning.

- Teacher education: preparing the teachers of tomorrow. A number of universities have been working to upgrade the quality of their schools of education and are often working in close partnership with local schools and school districts. In San Antonio, for example, Trinity University has been working with several local schools to upgrade preparation for college students hoping to become teachers.

Did you know that Goals 2000 subgrants are being awarded across the nation to partnerships of school districts, universities, and others to improve the preparation of future and current teachers?

Trinity replaced its traditional four-year education major with five years of tough course work in core academic areas integrated with courses in education. In the fifth year, Trinity students become student teachers, working with expert teachers and university faculty to hone their skills.

- Ongoing training and professional development for current teachers. Learning new skills cannot stop on entering the teaching profession. High-quality, sustained professional development for all teachers is essential, and it involves a commitment to providing teachers the time to work together and acquire the skills needed to accomplish a well-defined school mission and to help all students reach challenging academic standards. But teachers do not always receive good professional development; the recently released Third International Mathematics and Science Study (TIMSS), for example, reports that U.S. teachers are provided with less time and training than teachers in other nations to learn and hone the skills needed to

Did you know that states and school districts can use the consolidated planning process under the Elementary and Secondary Education Act to develop strategies for how an array of federal funds will support high-quality professional development?

teach math and science. More attention is needed to provide teachers with the opportunity and time for acquiring the skills, knowledge, and professional development they need.

Fortunately, some schools and school districts are doing just that. For example, the Woodrow Wilson Elementary School in Manhattan, Kansas, was established as a "professional development school" where current and future teachers can go for assistance in upgrading their skills in math, science, and technology. The school, which helps teachers understand and use the widely acclaimed math standards developed by the National Council of Teachers of Mathematics, was recently named as one of five schools to win an award from the U.S. Department of Education for efforts to give teachers the skills they need to succeed. Please call 1-800-USA-LEARN to ask for brief profiles of these award-winning schools and school districts.

Rewarding Good Teachers, and Dealing with Low-Performing or Burnt-Out Teachers

While these are local and state decisions, federal funds can be used to support the development of systems and standards for rewarding good teachers and thoughtful and careful strategies for identifying -- and improving the skills of or removing -- incompetent teachers. Indeed, these strategies are drawing broad support from the nation's teachers, with 90 percent agreeing that making it easier to remove incompetent teachers would have a positive effect on the quality of teaching.

- Rewarding good teachers for knowledge, skill, and performance. Good teachers and good teaching should be rewarded, and many schools and school districts have begun to do

Did you know that Title I funds can be used to provide bonuses to high-performing teachers to compensate them for coaching other teachers in need of assistance?

so. For example, a number of states and school districts (including North Carolina, Ohio, and New Mexico, and the St. Paul school district) provide financial rewards and greater responsibilities to teachers who gain certification from the National Board for Professional Teaching Standards.

- Identifying teachers in need of intensive assistance and, when necessary, counseling them out of the profession or removing them. The Cincinnati school district has been pioneering the use of a peer review of low-performing teachers. Teachers in these programs receive intensive assistance and support, with most improving their performance in the classroom. When performance does not improve, however, some teachers are counseled to leave the profession or are removed.

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Shock Therapy

Once considered an act of near desperation, the practice of ousting a school's staff and starting from scratch--a strategy known as reconstitution--is gaining national currency as a way to resuscitate failing public schools.

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Read an *Education Week* news story, "At Two Cleveland Schools, Overhauls Mark a Dramatic Response to 'Desperate Times,'" Sept. 24, 1997.

Newly reconstituted schools opened this year in Cleveland, Chicago, Denver, San Francisco, and suburban Washington, D.C. In Philadelphia, the district tried to reconstitute two high schools this summer but failed in the face of teacher-union opposition. And in New York City, officials used their own less-drastic version of the concept to shake up 10 schools last year and 20 more this summer.

The overhauls come at a time of growing demand for solutions to the seemingly incurable ills of many urban schools. These pressures are prompting more superintendents to look for accountability measures with a capital A. Few fit the bill as well as reconstitution. "Here are these schools that have not only not reformed, but they haven't even met traditional standards," says Frank Smith, a professor of educational administration at Teachers College, Columbia University. "I think people are just losing patience and saying these kids can't wait."

In targeted schools, the entire staffs--teachers, custodians, support workers, and administrators--typically have to reapply for their jobs. The number of teachers who wind up staying range from only a handful to as many as two-thirds, depending on the district and school.

"In S.F. Reconstitutions, Rojas Softens the Blow," June 25, 1997.

□ In Cleveland, the state-appointed superintendent announced he was cleaning house at two elementary schools just three weeks before the start of school this fall. Despite protests from parents and grievances from the teachers' union, more than two-thirds of the teachers at the schools were replaced.

"Staffs at 7 Chicago Schools To Be Overhauled," June 18, 1997.

□ Chicago school officials announced in June that seven of the city's most poorly performing high schools would be reconstituted over the summer. What's more, the 424,000-student district scaled back the job protections of teachers who lose their positions. This, more than the shake-ups themselves, led to the worst breach to date in the largely amicable relationship the district had enjoyed with the teachers' union since Mayor Richard Daley installed the current administration in 1995. Nearly two-thirds of the affected teachers were rehired by their old schools.

□ In Denver, the whole staffs of two elementary schools were ousted with only a handful of teachers being rehired at each school. Although the teachers' union initially balked when news of the possible overhauls broke last winter, union leaders then took the unusual step of cooperating closely with administrators of the 62,000-student district.

*
see Denv.
brief.

"Six Suburban
Schools in Md. To
Be 'Reconstituted'."
June 11, 1997.

□ Administrators in Prince George's County, a suburban Washington, D.C., district of 125,000 students, ordered the staffs of four elementary schools and two middle schools to reapply for their jobs. In the end, slightly more than a third of the teachers and administrators returned to their original schools. Officials said they were trying to boost achievement at the schools before they became candidates for reconstitution by the state of Maryland, which has put 50 schools in Baltimore on notice.

"Denver Board
Backs
'Reconstituting'
Schools."
Feb. 26, 1997.

□ In San Francisco, the district and the teachers' union agreed last spring on a tentative plan for modifying the district's reconstitution policy. But as talks continued, superintendent Waldemar Rojas reconstituted one high school and an elementary school over the summer. The shake-ups were less sweeping than those at eight other schools in the district since 1994. At the high school, for example, 45 percent of the teachers were allowed to remain, and teachers are being given more say in charting the school's new course.

In all these districts, school leaders are betting that reconstitution will foster a new, student-focused culture in schools where failure had come to be accepted. "It's a drastic and dramatic tool," Rojas says. "But if you've got cancer, you've got to get it all."

~~San Francisco officials have now revamped 10 schools since 1994 under their district's court-ordered desegregation plan, despite fierce objections from the teachers' union. ["Do Or Die," March.]~~ Over the past five years, San Francisco has seen standardized-test scores districtwide edge upward every year, gains that officials attribute in part to reconstitution. Although experts say the jury is still out on the strategy's effectiveness, Rojas believes this track record is emboldening other educators to take the plunge. "When somebody finds something that has a glimmer of hope and success, they're going to try it," he says.

But now that the idea has caught on, Rojas and other supporters of San Francisco's brand of reconstitution are worried. "I'm concerned that it will be picked up as a panacea and done incorrectly," Rojas explains.

Robert Green, a Michigan State University professor who has been involved in San Francisco's desegregation case, says educators who have tried reconstitution should get together soon to trade notes on what enhances and detracts from its effectiveness. "My fear is that school districts will jump on the reconstitution bandwagon without seriously considering the issues," Green says.

Teachers' unions share his concern. San Francisco teachers have fought the practice from the beginning. And this summer, Sandra Feldman, president of the New York City teachers' union and its national parent, the American Federation of Teachers, weighed in on the issue. While seeking to position the 950,000-member AFT as a proponent of fixing failing schools, Feldman argues that reconstitution, at least the way it is playing out in most cities, is not the way to go about it.

Feldman holds up New York City as a model for how unions and districts can work together on troubled schools. There, administrators and union officials negotiated a process for redesigning schools that have been identified by the state as unacceptable. Under the agreement, such schools can replace roughly half their teachers with newcomers.



Teachers who choose to leave such schools are given priority in seeking other posts. New Yorkers studiously avoid the term reconstitution, as do educators in Denver, preferring to call their shake-ups "redesigns."

In none of the schools reconstituted in the various districts this summer were teachers summarily thrown out of jobs. For the most part, the displaced teachers ended up elsewhere in the systems.

Still, with the exception of Denver, the overhauls are being fiercely resisted by teachers' unions, even in places where labor-management relations have been calm. That is certainly the case in Chicago, where reconstitution comes closest to threatening displaced teachers with unemployment. Teachers who are not rehired will have 10 months to find another job in the system before being taken off the payroll. Moreover, they will be expected to work as substitutes during that time, with one day off a week for job hunting.

The 33,000-member Chicago Teachers Union has filed grievances on behalf of the affected teachers. "We had believed there was a cooperative working relationship, and we have fostered and supported that," CTU official Pamelyn Massarsky says. "But they spit in our face, and we know it's not raining."

Paul Vallas, the district's chief executive officer, downplays the rift with the union. "There are certainly many union activists who are going to grandstand on this," he says. "But the bottom line is, we have 27,000 teachers and we respect their collective bargaining rights."

In Philadelphia, the teachers' union took a stand against reconstitution and won. After superintendent David Hornbeck announced in February that he would transfer up to 75 percent of the faculty at two high schools, the union went to court, charging that the move violated the teachers' contract. In July, an arbitrator ruled in the union's favor.

Although the ruling was a setback for the district, the principals at the two schools began wide-ranging reforms anyway, and many teachers took voluntary transfers. So Hornbeck does not consider his plan to have been entirely thwarted.

Despite union resistance, there are few signs that reconstitution is going away. Christine Johnson, director of the urban initiative of the Denver-based Education Commission of the States, notes that she has recently heard from several states and districts interested in reconstitution. Says Johnson, "There is a public outcry for accountability with teeth."

--Caroline Hendrie

PHOTO: Angela Mahoney's kindergartners line up for lunch at Cleveland's Paul Revere Elementary. Over the summer, the district cleaned house at the school, replacing two-thirds of the teaching staff.

--Tony Dejak

SEPTEMBER 24, 1997

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At Two Cleveland Schools, Overhauls Mark A Dramatic Response to 'Desperate Times'

By Beth Reinhard and Caroline Hendrie

As visitors arrived for parents' day at Paul Revere Elementary School in Cleveland last week, they were greeted by volunteers handing out child-rearing leaflets and textbook covers. A few weeks ago, many of those same parents had brandished signs of protest in marches outside the school.

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"Reconstitution Gaining New Momentum," in
This Week's News.

Among them was Latanya Brown, the mother of a 1st grader. She remains unconvinced that the reason for her earlier protest--the removal of much of the school's staff under a hotly debated strategy known as reconstitution--was a sensible move. But she does know that the school desperately needed a change.

"There was so much hostility," Ms. Brown said. "The bad relationship between the principal and the teachers carried over into the classroom."

That climate, coupled with dismal test scores, was among the chief reasons Paul Revere wound up as one of two schools picked by district officials last month for their maiden experiment with reconstitution.

The surprise announcement, coming just three weeks before the start of school, stunned parents and teachers at the 635-student school, an imposing brick structure in a struggling neighborhood on the city's east side. In part because the district's state-appointed administrators had not telegraphed their plan to reconstitute schools, many in the 72,000-student system, especially at the two schools, were caught unawares.

"It was horrible," said Todd Johnson, who has taught physical education at the school for seven years. "We had teachers who were truly pillars in this community. When leadership like that is uprooted, it will show."

District Defends Moves

Superintendent Richard A. Boyd and other district officials defend the shake-ups as painful but necessary steps to lift Paul Revere and Waverly Elementary School from a rut of unacceptable performance.

They also say that they had hoped to avoid springing the changes on the schools at the last minute, but that a glitch in scoring state tests had delayed the announcement for about six weeks.

Administrators acknowledge that test scores at the two schools, while low, were not rock-bottom in the troubled district--a point that has fueled perceptions at Paul Revere that the school was unfairly singled

out. Last year, just 3 percent of the school's 4th graders passed the state's proficiency test, while at some schools, none did.

But unlike many other low-performing schools, district officials say, the climate at Paul Revere inspired no confidence that the existing staff could turn things around.

"In these two cases, if you really wanted to give these kids a fair chance, you needed to shake the staff up," said district spokesman Rick Ellis.

That's just what the district did. Besides firing the principal, it required all other staff members to reapply for their jobs. Just 10 of the 25 teachers at Paul Revere who asked to stay were allowed to do so. The rest of the 39 teaching slots are being filled by newly hired teachers or voluntary transfers from other schools in the system.

The Cleveland Teachers Union has filed a charge of unfair labor practice with the state, as well as a grievance with the district. Although teachers who lost their spots at the reconstituted schools received other jobs in the system, the 5,000-member union says the overhauls violated its contract.

"Reconstitution is another way for management to blame teachers and principals when children are not succeeding," said Meryl T. Johnson, a union spokeswoman. "People are doing the best they can with the tools they have."

'No One Was Listening'

At last week's parents' day, not everyone agreed. Communication, parents and teachers said, was a big problem at Paul Revere Elementary School.

Delores Slood, a parent volunteer, recalled the atmosphere at meetings last year of the principal, parents, and teachers: "Everyone was shouting, and no one was listening."

Several parents said that though the school had its share of problem teachers, the principal was chiefly to blame for the poor climate, and they questioned why the district didn't simply fire her and leave it at that. Attempts to reach the school's former principal last week were unsuccessful.

The current principal, Robert Walters, said he is convinced that the wholesale overhaul was needed.

"The staff felt an allegiance to the building more than a mission to teach," he said. "Desperate times require desperate measures."

This year, he said, he will focus on curbing truancy, lifting test scores, and increasing parent involvement.

Ms. Slood, for one, hopes he succeeds.

"A new atmosphere, a new principal," she said, "is bound to bring some change."



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Office of the Under Secretary, Planning and Evaluation
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FAX COVER SHEET

Fax Number: 202-401-3036

TO: Bill Kincaid

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(Number of pages including cover sheet) 21

FROM: Kathryn Doherty
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NOTES: Move on teacher accountability from:
Rochester
Minneapolis
Coventry, R.I.

Let me know if you need more on this topic.
Otherwise I will turn to some of the other areas
mentioned in the list. WHP

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THE
CONTRACTUAL AGREEMENT
BETWEEN
THE CITY SCHOOL DISTRICT
OF
ROCHESTER, NEW YORK

AND

THE
ROCHESTER TEACHERS ASSOCIATION
(NYSUT/AFT - AFL/CIO)

JULY 1, 1996 - JUNE 30, 2000

SECTION 55 CAREER IN TEACHING PLAN

CAREER LEVELS

All full-time teachers active with the Rochester City School District shall participate in the Career in Teaching Plan.

The Career in Teaching Plan shall include four career development levels:

**Intern Teacher
Resident Teacher
Professional Teacher
Lead Teacher**

Newly hired teachers shall be assigned to Intern level or Resident level as a condition of hiring. The CIT Joint Governing Panel or its designee shall determine the status of each new hire. The assigned career development level will be included on the Human Resources Department's Recommendation for Assignment. Career development levels for all teachers will be reviewed on an annual basis by the Joint Governing Panel.

School administrative staff will receive notification of the career level status of teachers prior to the beginning of school.

A teacher's decision to advance from Professional level to Lead Teacher level will be voluntary. Placement in the Lead Teacher category shall be based on an open, competitive process.

JOINT GOVERNING PANEL

The CIT Plan shall be directed by the Joint Governing Panel. The 12 member Joint Governing Panel shall be composed of six members appointed by the Rochester Teachers Association and six members appointed by the Superintendent of Schools.

The chair will rotate annually between the two parties, with a Panel year defined as July - June 30.

The Panel will propose on an annual basis, costs of Panel and program operation to the Superintendent and the RTA President. Members on the Joint Governing Panel may be compensated for services consistent with procedures developed by the Panel and approved by the Superintendent of Schools and the RTA President.

A quorum shall require the presence of seven members of the Panel. Decisions of the Panel shall require an affirmative vote of at least seven Panel members.

The Joint Governing Panel will develop and make program and policy recommendations concerning implementation of the CIT Plan to the Superintendent of Schools and the RTA president. The Panel will implement policy and will delineate the roles, responsibilities, expectations and success measures for each career level. In addition, Panel responsibilities may include but are not limited to: assuring coordination of activities with appropriate departments; monitoring and evaluating program developments and monitoring teacher career development and advancement under the Career in Teaching Program.

The Panel will recommend additional policy and practice improvements related to systemic

issues affecting the CIT Plan to the Superintendent of Schools and the RTA President.

The Joint Governing Panel shall develop procedures for soliciting and processing proposals for Lead Teacher positions in the district, including proposals developed by School-based Planning teams.

The Panel shall identify in writing, the organizational placement, the responsibilities; the reporting; supervision and evaluation procedures; and the appropriate compensation for each Lead Teacher position and assignment. The Joint Governing Panel will develop the job announcement, application form and process for selection in each category of Lead Teacher.

The Panel will select Lead Teachers based on the qualifications for employment and additional criteria set forth in this document. At the Panel's discretion, other teachers and appropriate RCSD personnel may be involved in the Lead Teacher selection process.

The Panel will direct and monitor the supervision and evaluation of Lead Teachers. The Panel shall approve a performance evaluation process for each Lead Teacher position. It is expected that, where appropriate, the evaluation of Lead Teachers will involve peers and administrators within the organizational unit to which the Lead Teacher is assigned.

The Joint Governing Panel shall recommend the level and type of compensation for each Lead Teacher position to the Superintendent of Schools and the RTA President. Such compensation shall be negotiated and mutually agreed to by the RTA and the District.

The Panel shall monitor and document the effectiveness of the CIT Plan based on improvements in student performance and attainment and such other factors as it deems valid. The Panel shall report annually to the Superintendent and RTA President on the status of the CIT Plan.

Concerns about any aspect of the CIT Plan may be appealed in writing to the Joint Governing Panel. The Panel will establish procedures for such appeals.

TEACHER EVALUATION

1. "Process for the Supervision and Evaluation of District Personnel (Teachers) Revised July 1989." and the PART/Summative Appraisal *Guidebook* shall be revised by August 31, 1997, to reflect all changes in the teacher evaluation procedures included in this agreement.
2. All teachers shall be evaluated according to expectations and standards in four areas: student learning, teaching, professional development, and home/community involvement. The four areas shall incorporate to the extent appropriate the existing professional expectations and accompanying standards for pedagogy, content, school quality, home involvement and professional development. Student performance indicators (e.g., achievement as measured by tests, authentic assessments, teacher observations, etc.) shall be incorporated as part of "student learning" standards.
3. Teacher evaluations shall yield a summary rating of "Meets Professional Standards," "Needs Improvement," or "Unsatisfactory," and an additional delineation relative to teacher performance, "Exceeds Professional Standards," if such is recommended to the Superintendent and the RTA President by the Career in Teaching Joint Governing Panel no later than August 22, 1997.

INTERN TEACHER

Newly employed teachers shall be considered Intern Teachers. Every effort shall be made to assign Intern Teachers a CIT mentor for their first year with the District. Newly employed

teachers who have had previous teaching experience may be excluded from Internship and assigned Resident status by the decision of the Joint Governing Panel.

The Internship experience will include extended expectations and requirements designed to: (a) induct newly hired teachers into the District, the profession and the community; (b) assist interns to develop their pedagogical skills and to handle their other responsibilities; (c) help Interns to develop the skills necessary to work effectively in an urban environment; and (d) inspire teacher excellence. The extended expectations and requirements for Interns will be established by the Joint Governing Panel.

Tenured, permanently certified teachers who change tenure area may be assigned a mentor by the Panel.

Intern teachers shall be evaluated by their supervisors using the existing teacher evaluation forms and procedures as set forth in the "Process for the Supervision and Evaluation of District Personnel (Teachers)." Intern teachers shall also be evaluated according to procedures set forth in the Mentor Teacher-Intern Program's "Intern Handbook." Intern Teachers will also be monitored and evaluated by their CIT Lead Teacher/Mentors.

At the end of the internship period, the CIT Joint Governing Panel is responsible for making recommendations as to the continued employment and advancement to Resident level of each Intern to the Superintendent and the RTA President. A copy of such recommendation will be given to the Intern. The Joint Governing Panel's recommendation shall become part of the Intern Teacher's personnel file. Upon reviewing supervisors' evaluations and Lead Teacher status reports, the CIT Panel may recommend an extension of the Internship for a period not to exceed one year. At the successful completion of the second year of Internship, the Panel may recommend that the decision relating to tenure be postponed to the completion of a fourth year of employment in the City School District. In such case, the employment year after the intern period shall be treated as the second year of employment for the purpose of Section 38 of this agreement.

RESIDENT TEACHER

Resident level teachers shall be evaluated by their supervisors using the existing teacher evaluation forms and procedures as set forth in the "Process for the Supervision and Evaluation of District Personnel (Teachers)."

Teachers who successfully complete the Intern Teacher level with the District will move to the Resident Teacher level.

Resident Teachers are responsible for practices and behaviors consistent with the professional expectations for teachers and for effective practice that is evidenced by progress in student performance. Resident Teachers are responsible for creating increased opportunities for students, knowing their subject matter, knowing how to engage students in active learning, making every effort to involve parents and community in supporting their students' education, contributing to the overall improvement of the school environment, and doing all they can possibly do to ensure that all students progress.

Resident Teachers will be evaluated by their direct supervisor. Only if the evaluation reflects "Meets Professional Standards" will movement on the salary schedule and/or to the next level of the Career in Teaching Plan be granted. The CIT Joint Governing Panel shall develop guidelines for evaluation to be implemented for teachers at the Resident level effective September 1, 1994.

A teacher may remain at the Resident level for up to four years, assuming he/she continues to meet professional standards. If after five years in the District (one year of Internship and up to four years of Residency), a teacher has not completed requirements for permanent certification, the District may direct that the teacher be placed on unpaid leave until certification requirements are met or take such other action as is provided by State Education Law.

At the end of each school year, the Joint Governing Panel is responsible for reviewing progress of Resident level teachers and for making recommendations to the Superintendent of Schools and the RTA President as to their continued employment and career level advancement.

PROFESSIONAL TEACHER

1. Teachers who are tenured in the Rochester City School District and have earned permanent NYS certification in their tenure area shall be considered Professional Teachers. Professional Teacher status shall be a prerequisite for eligibility for selection and appointment as Lead Teacher.

2. a. Effective September 1, 1997, professional teachers may choose either Summative Appraisal or annual evaluations and observations by their supervisor as set forth in "Process for the Supervision and Evaluation of District Personnel (Teachers)."

b. Effective September 1, 1997, a teacher's supervising administrator shall be part of the Summative Appraisal review team. A Summative Appraisal review team may be made up of the principal or supervising administrator and up to two teachers selected by the teacher being reviewed. At least one teacher member of the Summative Appraisal review team must be from the same certification area as the teacher being reviewed. No teacher member of the Summative Appraisal review team may be from the PART group of the teacher being reviewed.

c. Professional teachers who choose Summative Appraisal and whose evaluations have a summary rating of "Meets Professional Standards," will be evaluated every three years. All procedures for Summative Appraisal of professional level teachers are contained in the PART/Summative Appraisal Guidebook...

3. Teachers who are rated "Needs Improvement" may be, and teachers rated as "Unsatisfactory" shall be referred for Intervention as set forth in Section 56 and explained in the "Handbook for Intervention and Professional Support." A supervisor or administrator may observe and evaluate a teacher and intervene at any time to avoid harmful practice by a teacher and provide the appropriate support. He or she may recommend Professional Support and, if necessary, Intervention.

4. The CIT Joint Governing Panel shall make any necessary adjustments in the guidelines for the Teacher Evaluation system, including revisions in the teacher evaluation instruments referenced in this section of the Agreement. The CIT Joint Governing Panel shall make every reasonable effort to adjust teacher evaluation procedures consistent with the recommendations from the RTA President and the Superintendent of Schools contained in the joint letter to the CIT Panel dated April 30, 1997.

5. If a teacher participating in the Summative Appraisal process is rated as "Needs Improvement" or "Unsatisfactory," he/she shall return to evaluation by his/her supervisor in the following school year according to procedures set forth in "Process for the Supervision and Evaluation of District Personnel (Teachers)."

6. For teachers rated "Needs Improvement" or "Unsatisfactory," evaluations and support for improvement shall continue on a semi-annual basis.

7. The exclusive forum for a teacher appeal of the results of the Summative Appraisal process shall be a three-member panel consisting of the Superintendent of Schools and the RTA President, or their designees, and a third party mutually agreed to by them. The decision of this panel shall be final and binding.

Teachers at the professional level and above will be evaluated more frequently if the summative evaluation reflects a rating of "Does Not Meet Professional Standards" and shall be subject to the salary withhold provision of Section 47 of this agreement.

Performance Appraisal Review for Teachers (PART)

1. PART requirements shall be adjusted effective September 1, 1997, to include the following information: on an annual basis, teachers who choose the PART/Summative Appraisal process shall indicate in their PART proposal for each year the specific instructional emphases they will employ and the adjustments to professional practice they will make based on student performance reports from the preceding school year. The review and planning which occur at their school's annual September meeting (see School Accountability) shall be reflected in PART proposals.

2. Professional Teachers shall participate annually in the Performance Appraisal Review for Teachers (PART) according to procedures established by the Career in Teaching Joint Governing Panel. PART is based on an assumption of competence, provides opportunities for peer review, and focuses on and promotes developmental and professional growth. The evaluation system shall incorporate peer intervention for teachers in need of remediation or assistance.

3. Intern and Resident Teachers may participate in PART on a voluntary basis in addition to the annual evaluation practices outlined above.

MISCELLANEOUS

1. Administrators/Supervisors shall retain full responsibility and authority to evaluate teachers on non-pedagogical aspects of the job, regardless of the evaluation model teachers have chosen. As indicated above, administrators/supervisors have an active role in Summative Appraisal/PART and in the traditional evaluation process.

2. Teachers shall be formally involved in the evaluation of their supervisors/administrators. Beginning with the 1997-98 school year, the District will provide a survey form to solicit each teacher's comments, focusing on the District's professional standards for administrators and supervisors, regarding that teacher's supervising administrator and principal. The survey form shall be distributed to teachers no later than February 1 each year, and returned by teachers to the appropriate evaluator no later than March 15 each year. Information from the survey as a whole shall be considered in evaluation of an administrator, and shall be shared with the administrator. Anonymous survey forms shall be disregarded. The evaluator shall keep all individual survey forms confidential.

3. Professional expectations and standards and procedures for teacher evaluation shall be mutually agreed upon prior to being implemented.

4. Parent Survey

a. The survey will be designed by a committee composed of three (3) designees of the Superintendent of Schools and three (3) designees of the President of the RTA. If deemed appropriate, the committee may bring in survey design experts.

b. The survey questions will be limited to home involvement and parent-teacher communications, and may address relevant aspects of a child's progress on which the committee is in agreement that parents can effectively and appropriately comment. The survey form will also contain the following language : "Any other relevant comments may be made below [or on the reverse side; or on a separate sheet of paper]."

c. The committee will complete its task no later than August 22, 1997.

d. It is understood that, once the survey form has been developed by the committee, each local SBP team will be provided an opportunity to suggest changes. Any such change(s) will be incorporated into the form only upon mutual agreement of the Superintendent of Schools and the President of RTA.

e. The survey form shall be made available to parents as of a date fixed by the committee. Parents completing the survey will be required to identify themselves on the form, and will remit the form to the appropriate teacher. The form will advise parents that they are encouraged to discuss any issue or concern directly with their child's teacher, will remind them of their existing right to contact a teacher's supervisor with relevant questions, concerns or positive comments, and, in this regard, will also inform parents that they may send a copy of the completed survey to a principal (or the appropriate administrator). Parents will be provided with information as to the identity of the appropriate administrator.

f. Completed surveys may be produced by the teacher during annual review, and the evaluator may similarly produce any forms which were copied to administration by parents.

g. The District and the RTA shall meet, at least annually, to review this process and make modification(s) they mutually deem appropriate.

h. This agreement shall include the Memorandum of Agreement dated August 22, 1997, the Addendum to the Memorandum of Agreement dated August 22, 1997, and the accompanying Parent Input Form developed pursuant to a, b, and c above.

NATIONAL BOARD CERTIFIED TEACHERS

Teachers who complete the certification process of the National Board for Professional Teaching Standards (NBPTS) shall be reimbursed by the District for the costs of certification application fees. Successful completion of NBPTS certification requirements shall be considered as a special qualification for Lead Teacher eligibility.

LEAD TEACHER

Lead Teacher positions will provide opportunities to highly qualified teachers for professional advancement, growth and leadership while remaining in the teaching profession. Teachers in the Rochester City School District will have career options that do not require leaving the classroom to assume greater responsibility in shaping and improving of public education in Rochester, as measured by student attainment and performance. Lead Teachers will increase the opportunity for success of students and teachers by exhibiting, teaching and inspiring excellence in the profession.

Lead Teachers shall agree to a schedule consisting of both teaching responsibilities (or direct student contact) and additional professional responsibilities. Lead Teachers shall agree to accept assignment(s) meeting the District's instructional needs as identified to the Joint Governing Panel by the Superintendent of Schools.

Lead Teachers' duties may include, but not be limited to, the following types of instruction-

related or profession-related functions: mentor teachers, adjunct faculty at schools of education, curriculum development/implementation specialists; staff development specialists; test/exam specialists; research specialists; demonstration teachers.

The District will ensure the posting of Lead Teacher job announcements. Applications may be considered for a variety of Lead Teacher positions, based on availability and the applicant's qualifications. Applications will be kept on file for one year for future consideration based on the expansion and/or needs of the program.

In addition to submitting a properly completed application form, each applicant will be required to have the following documents submitted to the Joint Governing Panel, Office of Teacher Personnel:

- A letter of reference from a building principal and, if desired, another supervisor.

- A letter of reference from an RTA Faculty Representative.

- Letters of reference from two other RCSD teachers who are knowledgeable about the applicant's teaching skills.

- One additional letter of reference from an individual knowledgeable about the applicant's professional skills.

Methods for soliciting parent and student input into the selection of Lead Teachers will be developed and implemented by the Panel by July 1, 1989.

All applications and references will be confidential.

Qualifications for employment as a Lead Teacher will include the following:

- At least seven years of successful classroom teaching experience and/or direct student contact.

- Proven ability to work successfully with students who have the greatest needs.

- Demonstrated outstanding classroom (or direct student contact) teaching ability.

- Demonstrated effective written and oral communication skills.

- Demonstrated ability to work cooperatively and effectively with other professional staff members.

- Evidence of professional growth.

The following criteria shall also be considered by the Panel in the selection of Lead Teachers: commitment to improving student outcomes; knowledge and use of community support systems; involvement in professional activities; demonstrated parent communication skills; and evidence of leadership skills. Additional criteria and qualifications may be considered by the Panel, depending on the responsibilities of the position.

Selection as a Lead Teacher is not a guarantee of an appointment to an assignment. Lead Teachers shall work as a Lead Teacher until the Panel confirms that service is unsatisfactory or no longer needed. Lead Teacher designation will carry a two-year term. At the end of that time period, teachers must reapply and complete a screening and selection process in order to continue

in the program.

Lead Teachers shall remain in the same tenure area, shall continue to accrue seniority, and shall have the right to return to their previous position at the opening of the succeeding school year or as soon as practicable.

Lead Teachers on active assignment will receive compensation for their services, in recognition of their additional responsibilities. Compensation may include release time from regular teaching responsibilities and/or monetary compensation for positions requiring additional time worked beyond the professional work day and year.

Lead Teachers shall be evaluated according to procedures for Professional level teachers for that portion of their schedules which involves a regular assignment. Lead teacher responsibilities are evaluated according to procedures established by the Career in Teaching Joint Governing Panel. Those served by lead teachers shall have formal input into the lead teacher evaluation.

School-Based Lead Teacher

The District and the Association, through the CIT Panel, shall establish a corps of up to 250 Lead Teachers, consistent with all provisions of the CIT Agreement. Building based selection committees shall participate in the screening process for lead teacher candidates.

Qualified Professional Teachers may apply for Lead Teacher status by completing Lead Teacher application materials and professional practice review as defined below. Awarding of Lead Teacher status is contingent upon candidates meeting high professional standards and the recommendations of the Career in Teaching Panel.

The selection criteria as established by the CIT Panel for Lead Teacher candidates shall reflect the professional expectations for teachers contained in the 1989 PART report (see Appendix C).

~~Promotion to School-based Lead Teacher status shall include a 5% salary increase in addition to any regular salary increases.~~

School-based Lead Teachers selected through this process shall be the first candidate pool for all other specific lead teacher positions. Applications for such positions will be voluntary.

School-based Lead Teachers selected through this process shall be expected to assume the following responsibilities:

- a) Agree to accept assignments which meet school needs regardless of contractual/seniority rights. Such determination shall be made by the School-based Planning team and reviewed by the CIT Panel. The Lead Teacher will have the right to provide input to the CIT Panel as part of the review.
- b) Agree to provide instructional leadership by facilitating/delivering professional development.
- c) Model effective practice in his/her own classroom for building colleagues.
- d) Agree to undergo professional practice review every third year or, for good reason, at the request of the CIT Panel.
- e) Waive participation in existing teacher evaluation process.

f) ~~Provide professional support to colleagues as indicated in Section 55 of this agreement.~~

In addition, School-based Lead Teachers may either mentor one first year teacher, provide intervention support to one colleague, or accept a comparable assignment consistent with Lead Teacher responsibilities.

The duties of each Lead Teacher shall be reviewed by the CIT Panel to ensure compliance with the intent of this section.

SAVINGS CLAUSE

This Agreement and all provisions herein are subject to all applicable laws. In the event any provision of this Agreement is held to violate such laws, said provisions shall not bind either of the parties but the remainder of this Agreement shall remain in full force and effect as if the invalid provision had not been a part of this Agreement.

SECTION 65 TEACHER INCENTIVES

1. Effective July 1, 1997, Any member of the bargaining unit who has "professional" or "lead teacher" status and who attains an evaluation of "exceeds expectations" will receive an incentive of \$1,500 if the member also participates in any of the district-level, mutually-designed programs listed below, targeted to increase student achievement. The fund for the incentive will be no less than \$400,000 annually. Such programs shall include:

- * ~~Achieving advanced certification by the National Board for Professional Teaching Standards.~~
- * Achievement of dual certification, one in reading.
- * Accepting assignment to an intervention school.
- * Teaching in the Professional Development Academy.
- * ~~Assumption of leadership responsibilities with respect to early intervention programs in elementary schools for students whose academic or behavior problems (including English language difficulties) indicate they are at risk of being referred for evaluation and classification as being disabled.~~
- * ~~Accepting assignment as a school-based Lead Teacher (e.g., lead teaching in PREP 9, or inclusion models, coordinating special preparation for students' Regents testing, demonstration teaching).~~

2. After the first year of the incentive program, and annually thereafter, the President of the RTA and the Superintendent of Schools, or their designees, will review all aspects of the program, including its affordability, and adequacy of funding, to ensure it is meeting its express purpose of improving student achievement, and to examine whether it needs strengthening, enhancement or adjustment, the latter to be accomplished through mutual consent of the parties.

DRAFT

From: "Achieving Full Quality in the Teaching Profession: Promising Practices"

TEACHER ACCOUNTABILITY

The attention to creating a quality teaching force includes new approaches to accountability, designed and implemented through teacher leadership and the participation of large numbers of teachers. Among teachers, parents, and business leaders there is a growing recognition that teachers who are not performing adequately must receive assistance quickly. No matter what the reason--poor preparation, burn out, or lack of interest in professionalism--teachers who fail to improve should have the benefit of quality assistance. To ensure the success of students, however, teachers who are incompetent need to be dealt with fairly and quickly and processes must be in place to counsel them out of the profession or dismiss them.

The new approaches to accountability emphasize early intervention, peer review, and recognition of exemplary teachers who serve as mentors or lead teachers for the process. In districts from Rochester to Seattle, these new systems are replacing what one union official referred to as "drive-by...checklists."

The National Commission on Teaching & America's Future believes the peer assistance and review systems are successful because they are jointly supervised by boards of teachers and administrators, they use more useful measures to gauge teacher competence, and they emphasize assistance and personal growth rather than punishment. They also reward exemplary teachers by giving them leadership roles that provide extra compensation and opportunities to improve the teaching profession.

According to the commission, more teachers have received help and more teachers have been dismissed under these new peer

review systems than under old systems of accountability. It notes that about one-third of the teachers assigned to peer review in Cincinnati and Toledo, for example, left teaching by the end of the year. In Cincinnati, almost twice as many teacher dismissals resulted from peer reviews as from administrator evaluations.

Accountability for quality, however, is double-sided. As important as accountability for teachers is the willingness of school boards, district offices, parents and communities to recognize outstanding work by teachers. Until the standards of the National Board for Professional Teaching Standards became available, they really had little of substance to depend on for recognition of teachers. One of the great contributions of National Board certification is that it opens up opportunities to support those who continually seek to grow professionally.

CHARACTERISTICS OF PROMISING TEACHER ACCOUNTABILITY PROGRAMS

- o Promising teacher preparation and certification efforts exist along the continuum of a teaching career to eliminate incompetent teaching and to assure proper assignment and support of teachers.*
- o Teachers initiate and play major roles in the design and implementation of peer review systems.*
- o Intervention occurs early and quickly to deal with burned out or incompetent teachers and provides mentoring and resources for improvement to occur.*

o Accountability policies emphasize that responsibility for a quality teaching force is a shared one and must include recognition for accomplishments.

CAREER-IN-TEACHING PROGRAM IN ROCHESTER

*"It is in the interests of schools,
teaching and, especially, students when
practitioners themselves are involved--
in a meaningful way--in all decisions
that affect student outcomes."*

Career In Teaching Guidebook

The Rochester school system achieved headline fame in the mid-1980s when it announced an agreement that considerably increased the amount teachers could earn. Less noticed was the accountability system that accompanied the new pay scales. It represented a transformation in how teachers would be given responsibility for assuring quality in their profession and how school districts would compensate excellence.

At the core of Rochester's Career In Teaching Program (CIT) are peer review and assistance, similar to other negotiated accountability systems such as in Columbus, Cincinnati and Seattle. Peer review, however, is part of a larger plan that affects all teachers in Rochester. CIT established four career development stages--intern, resident, professional and lead teacher. Progress from one to the other depends on peer review. Interns are beginning teachers who work with a mentor--a lead teacher.

The lead teacher provides assistance for the first year of teaching, recommending the new teachers for resident status, termination or another year on a probationary status. About 8 percent are terminated, but more importantly, the peer assistance has led to the retention of 90 percent of beginning teachers

after their first year in the classroom. Before CIT, their problems with first-year teaching and lack of support resulted in a retention rate of only about 60 percent.

After the internship, peer review continues under the Performance Appraisal Review for Teachers (PART), an annual evaluation in which teachers select either a panel of colleagues or their administrator to conduct the evaluation. Every three years a more intensive summative appraisal is conducted. One of the criterion considered in the appraisals is evidence of student academic performance, a factor that was never included in the old formal systems of evaluation.

If any of these steps indicate a teacher is having a problem, that teacher can voluntarily ask for intervention by a lead teacher. For two semesters the teacher receives expert help and is connected to needed resources throughout the district. The lead teacher reports to the board governing the CIT program on whether the teacher has overcome his/her difficulties and should be retained. By 1995, two-thirds of the teaching staff in Rochester had gone through the thorough summative appraisal process, and about 50 interventions had taken place. Moreover, teachers can volunteer for professional support from a lead teacher without the appraisal process, a decision made by about 100 teachers a year.

CIT was designed by teachers--about 200 were directly involved in its development. It was their plan to be appraised by colleagues and for lead teachers, recommended by colleagues and chosen by a board of teachers and administrators, to receive substantial stipends--from 5 to 15 percent of their salaries--for their leadership roles. Lead teachers perform other duties as well,--such as curriculum design and project facilitation.

It also is significant that teachers preferred this rigorous attention to their performance over a lax system with no standards that existed before. Six years ago a study of the traditional evaluation system found that more than 96 percent of teachers were evaluated by their supervisors as above average or superior; all of the rest received satisfactory ratings.²⁶

ACCOUNTABILITY FOR ALL IN MINNEAPOLIS

"Without clearly stated expectations, no individual or institution can succeed.... (P)erformance expectations need to exist for states, districts, schools, teachers, students, families and communities. These standards should represent a community consensus about what constitutes success."

CEO, Minneapolis Public Schools

Accountability to meet standards is on almost everyone's mind in the Minneapolis public school community. A unique Covenant that sets out mutual commitments and expectations of students, families, school staff, district leadership, and the community was adopted in public ceremonies in 1993, a visible sign that standards are the responsibility of all.

However, a better system of accountability for teachers had been evolving in the district since 1984 when a joint Labor/Management Task Force on Teacher Professionalism began conducting research and developing a vision for the teacher evaluation process. The Task Force created a Career-In-Teaching

program similar to that of other urban districts, but it continued working on ways to make accountability more meaningful.

By 1989 the new Professional Development Process (PDP) was ready to be piloted, and for the last five years school sites have gradually adopted it. All 104 sites now participate. The plan became part of the negotiated contract in 1997, but 3,000 of the 4,000-member teaching staff had already voluntarily chosen to be part of the process.

Each participant in the PDP writes a development plan aligned with district and school goals, especially the curriculum content standards. The plan includes a goal; teacher and student objectives; implementation strategies; and how the teacher intends to pursue professional growth, assessment, and reflection. The teacher then selects four to six people who serve as "critical friends" throughout the yearly process. They meet regularly with the teacher to discuss the plan, assess progress toward the goal and help the teacher find resources and do problem solving around instructional and learning issues. Principals are automatic members of the peer review team and fellow teachers usually are, but the team also may include parents, community members or university professors--anyone whom the teacher believes can help him/her with the plan.

Teachers in the PDP process are expected to pursue all sorts of ways to meet their goals--peer coaching, study groups, action research, videotaping, observations, keeping journals, and the development of professional portfolios. Elementary and secondary teachers even have appropriately worded surveys to use with students, seeking their opinions about the curriculum content, teaching methods and management (it was written by the Districtwide Student Government).

Guiding the PDP process are the Standards of Effective Instruction. Teachers, principals and administrators reviewed and synthesized standards from a number of sources, such as the National Board for Professional Teaching Standards, the content of the teacher candidate exam developed by the Educational Testing Service (Praxis), the Interstate New Teacher Assessment and Support Consortium, and various state standards. From these the group developed standards especially for Minneapolis' teachers.

For example, if a teacher's PDP plan focuses on improving reading, that teacher could refer to the Standards of Effective Instruction and ask such questions as: Am I accommodating student differences? (Standard 1); or, Am I providing feedback to students and families regarding their learning? (Standard 3).

If the PDP team agrees that the teacher needs additional help, or the teacher recognizes the need, a Performance Support Process takes over, providing extensive support for three to six months. At that time, the teacher may return to the PDP plan or move in the other direction, to intensive assistance and eventually a recommendation from the Performance Support Process team, the district-level governing body, that the teacher consider other career options.

The PDP, notes a teacher union document, "moves the teaching profession into the future as it promotes and supports higher standards and professional performance for all." Significantly, the early success of the PDP process in Minneapolis and its enthusiastic support from teachers were deciding factors in the state's decision to mandate a similar peer review process for all teachers in the state.

RECOGNITION OF TEACHERS IN COVENTRY, RHODE ISLAND

"Our support for Board-certified teachers comes from our goal to create a culture of leadership in our schools dedicated to improving teaching and learning."

Superintendent, Coventry Public Schools

State policies that recognize and reward teachers willing to be held to high standards get the most attention, but the importance of professional goals really strikes home for teachers when they realize their school administration and school board honor their efforts to meet high standards. This means that school officials are holding themselves accountable for standards, too.

The 400 teachers in the Coventry, R.I., school district receive considerable incentives to try for the highest standards of all--certification by the National Board for Professional Teaching Standards. The Coventry public schools and the Coventry Teachers Alliance entered into a contractual agreement that calls for:

- o ~~The district to pay the certification fee each year for up to seven teachers;~~
- o The district to support the process by providing up to five professional development days to teachers applying for Board certification and by loaning applicants materials and equipment such as video cameras, editing equipment and computers;
- o Six district-approved credits toward the advanced increment schedule for teachers who complete the Board assessment process but do not acquire certification; and

- o Qualifying Board-certified teachers for the next higher advanced increment level above his/her current level.

The agreement goes further, fulfilling the vision held by framers of the Board certification initiative for the leadership potential of teachers who had been formally recognized as highly accomplished. The Coventry schools plan to use Board-certified teachers in various roles to improve teaching and learning in the district. These include: mentors; lead teachers who will replace department chairs and provide curriculum development and team leadership within schools; teacher facilitators, who serve as unofficial vice-principals in the elementary schools; and staff for the planned professional development center.

Such leadership, says the superintendent, will extend the influence of the Board's standards to all teachers in the system. Five teachers have completed the Board's certification process, and an additional six are in the pipeline. Over a 10-year period, the district could build a cadre of 60-70 teachers who have participated in a rigorous assessment based on high standards.

Education Reform Issues in the Charlotte-Mecklenburg Schools (CMS)

Overview and Background

In 1995, John Murphy stepped down after serving as superintendent of the Charlotte-Mecklenburg Schools for nearly five years. His decision to leave was prompted by a change in the composition of the school board and corresponding loss of majority support for his agenda. During the 1994-95 school year, the district shifted from having school board members elected at large to a system that chooses three at-large and six regional members. Dynamics between the visionary, activist Murphy and a board chosen for its own opinions and ambitions for the district led soon to Murphy's acceptance of a new position as an education advisor with a major real estate developer. The firm builds large-scale housing developments and Murphy's role will be to enhance planning for the educational infrastructure.

The new board members have a variety of ideas about how to proceed with school reform. Some have begun their terms by paying closer attention to the daily operations of schools than had been the norm previously. The Acting Superintendent for Educational Services, Dennis Williams, has maintained a focus on Murphy-initiated reforms and underscored the emphasis on early literacy development. In mid-April the superintendent search committee announced that the four finalists for the position did not include the incumbent (who had applied), nor any other insiders. In late spring the committee will interview candidates now holding superintendencies in Savannah, GA; Newport News, VA; Madison, WI; and Colorado Springs, CO.

Murphy's major contributions to the district stemmed from his relentless focus on student outcomes. Now, each school is held accountable for its student outcomes as assessed by state standardized tests and other measures. Efforts to close the achievement gap between white and minority students have begun to pay off. The push for higher student achievement has led to adoption of new curricula, instructional strategies, and assessments tied to high standards for all students, as well as engagement in a variety of more experimental innovations aimed at improving the capacity of the system to help children learn.

Murphy began his term by convening a "World Class Schools Panel" consisting of nationally recognized education reformers. The Panel identified 14 actions that could form the heart of an effective district operation:

- Set world-class standards that all students should meet
- Develop diplomas that reflect profiles of competency
- Make the curriculum consistent with the new standards
- Teach democratic values and citizenship competencies
- Eliminate the general track
- Give students the time they need to reach the new standards

- Develop new assessments that measure progress toward the standards
- Transfer authority to the school level
- Enhance the professional status of teachers
- Incorporate technology into instruction wherever appropriate
- Develop specific strategies to keep at-risk students in school
- Improve parental relations with the schools
- Prepare young students to succeed in school
- Involve the community in education reform

All sectors of the community were invited to a series of community meetings to review and comment on a proposed reform agenda that gave top priority to these 14 activities. The reform plan was adopted, and since then the district has made substantial progress, having established performance standards in all subject areas, developed a new assessment system, adjusted the curriculum, and more. As one informant commented, "Change is definitely occurring. It is not business as usual." What follows is a summary of the most notable education efforts and issues in Charlotte.

Standards and Assessment

Among the early reform activities was development of student learning goals at each grade level and adoption of plans to assess and report progress of students in every school every year. Easy-to-read summaries of the learning goals are distributed to parents at the beginning of the year. The goals formed the basis of school report cards published each year and distributed to every district household. The goals for each school call for improving student attendance and performance on state end-of-course and end-of-year standardized tests and (for students in grades K-2) on district-developed developmental checklists and reading and writing prompts. Other goals relate to such areas as the percentage of students (especially minorities) enrolling in advanced courses and the percentage who pass the tests.

The Benchmark Goals program rewards schools when they meet a range of goals based on their previous performance. Goals differ by school, but several features distinguish this incentive program from other programs. First, the goals are based on the performance of students actually enrolled in each school. Rather than comparing one year's fourth graders with a previous year's fourth graders, the goals require students enrolled in fourth grade to improve their performance over the previous year, regardless of where they were enrolled in school at that time. This requirement has led to a fair amount of hard work on the part of schools and the central office to keep track of students and readjust schools' goals in light of the students who actually enroll. Second, the goals are structured so that schools have an incentive to raise the achievement of their lowest performing students. Third, by setting separate goals for African American students, the district ensures that schools work to close the achievement gap with white students. Finally, the system is set up to be an incentive program, not a punitive one. Schools that meet goals are rewarded, but those that do not are not punished. Moreover, because all staff at successful schools are given cash awards, every employee, including classified staff, contributes to the

improvement effort. However, one source reports that principals of schools that do not show improvement frequently leave the school system. About 75 percent of the system's administrators have left the system or accepted reassignment since 1991, but the rate of movement has slowed considerably in the past year.

CMS is also actively pursuing authentic assessment, although performance-based assessments are not likely to become part of the Benchmark Goals program in the near future. In 1994-95, some schools piloted a senior project program that was implemented in all schools in 1995-96. In the twelfth grade English class that all seniors take, each student completes a three-part activity: first, writing a research report; second, generating a product or performance based on the report; and third, making an oral presentation about the project to a panel that includes community members as well as educators. CMS was also involved with a statewide pilot program on learner-centered assessment. This program is unique because it is sponsored by the governor's office, not the state education agency. CMS will pilot new performance-based assessments developed by a governor-appointed Standards and Accountability Committee with assistance from Grant Wiggins, a noted national expert on performance assessment.

Student Outcomes

For 1994-95, CMS reports that 90 schools (more than 70 percent) earned financial awards based on achieving or coming close to achieving their Benchmark Goals for the school year. This compares with 61 schools in 1993-94, 53 schools in 92-93, and 5 schools in 1991-92.

Recognition is based on two tiers of achievement. Tier I schools have earned at least 75 of the 100 points available for fully meeting subgoals; each certified Tier I school employee receives a cash bonus of \$1,000, and each noncertified staff member receives \$500. Tier II schools have earned from 60 to 74.99 points of the 100 available; in them, each certified employee receives a \$750 bonus and noncertified employees each receive \$375. Seventeen schools missed goal attainment by slim margins, and they will simply continue efforts, with the expectation that they will soon see growth. Sixteen others fell sufficiently short that they were flagged as "priority schools." For these, the district rounded up help from higher education faculties around the state.

On a systemwide basis, CMS has also made some progress in key areas. In four years, students' performance on the SATs has jumped 31 points, at a rate twice as high as the national average (which is also increasing); furthermore, African-American students have begun to close the gap by outpacing the white students, whose scores have also risen. The district now has the largest International Baccalaureate program in the world, enrolling about 2,600 students, including those in the only K-12 program in the world. Last June the first class of IB graduates finished their program, achieving a 75 percent passing rate on IB exams, four points higher than the international average. The 53 graduates earned \$1.63 million in scholarship offers.

The district has also made some progress in addressing equity issues and overcome the initial short-term negative effect of higher rates of enrollment in advanced courses on the district's performance ratings. With the elimination of the general track in high school, the percentages of

students enrolled in upper-level classes (e.g., Algebra I in the eighth grade) has risen steadily; the growth rate for African Americans generally equals or surpasses that of white students. After an initial decline, end-of-year test scores in many of these advanced classes have begun to increase:

<u>Course</u>	<u>Enrollment Change</u>	<u>Score Change</u>
Physics	+36%	+ 3.0 points
Chemistry	+29%	+ 0.7 point
Geometry	+28%	+ 2.8 points
Algebra II	+17%	+ 1.0 point

The percentage of African-American students enrolled in Advanced Placement classes has quintupled during the past two years, while the rate for the district as a whole has more than doubled. Concurrent with the enrollment increase, the number of students passing advanced courses has more than doubled, although the proportion of students passing has decreased. The district's assessment director attributes the decline in this rate and in some others to the larger proportion of younger and/or disadvantaged students enrolling in more challenging classes. The district's belief in the long-term benefits of expanding enrollments is supported by the increase in the number of students taking and passing the courses.

One source reported that the Benchmark Goals program has created a great deal of stress within the school system. Asked about the plethora of reforms that swept through the district three years ago, she commented that school staff still complain about the constant pressure brought about by the reforms.

On a positive note, in February 1995 CMS instituted "Break the Mold" Awards for outstanding teachers. Later in the year SouthTrust Bank and The Business Journal offered matching funds for the program. Now, each month a cash award of \$1,000--\$500 from CMS and \$500 from the partners--is made to one teacher for demonstrating professional practice on the "cutting edge." The award is presented at a school board meeting and the Journal does a quarter-page spread on the teacher.

Partnerships and Recognition

In addition to the contribution from IBM through its "reinventing education" grant program, CMS receives ongoing support from First Union and NationsBank, which have their headquarters in the area. Each has time for volunteering built into the structure of employee schedules. As a result, CMS logged more than 5,200 volunteer hours from business partners last year.

The National Alliance for Business and Scholastic, Inc., named CMS as the recipient of their Community Award for Excellence in Education, presented each year to the community that "through the collaborative efforts of business, government, philanthropic and education leaders, gives every child the opportunity to succeed." Although many districts were nominated, it was

reported, CMS won easily because no other nominee came even close to CMS in the extent of participation of the business community in school affairs.

Other honors abound: CMS's Education Village project (see below) earned a citation from the National School Boards Association for "presenting an excellent opportunity for mentoring between older and younger children," according to the jury that made the decision. In addition, West Mecklenburg High School was named one of the six high schools selected for "Significant Improvement" in Redbook Magazine's Best Schools Project in March 1996. The U.S. Department of Education named Providence Senior High School as a Blue Ribbon School in February 1996. Providence was the only secondary school in the state to receive this award. For its principal, Greg Clemmer, this was his second award; he was principal of Carmel Middle School in Charlotte when it won the award in 1983.

School Readiness

The district's Family Center, located on the grounds of the Walls Memorial AME Zion Church, helps young children living in three low-income communities to prepare for kindergarten. The Family Center refers expectant mothers to prenatal care, offers case management services, and furnishes educational support to young children. CMS opened the center in response to recommendations put forth by the local Interfaith Council, which was charged with addressing school readiness issues.

The Family Center, funded by the Foundation for the Carolinas and other charitable organizations, offers pre- and postnatal health care for expectant mothers and infants, child development classes, immunization, family case management, nutritional services, and much more. Community residents recruited by the center identify residents needing prenatal care or other services available at the center.

Professional Development and Curriculum

CMS serves as a pilot site for two national programs with the potential to transform teachers and the curriculum they teach. Six CMS teachers were among the first 81 teachers to receive national certification by the National Board for Professional Teaching Standards. To earn their certification, teachers must demonstrate that they understand how students learn, have mastered the subject matter they teach, effectively manage their classrooms and monitor their students, think systematically about teaching, and are members of learning communities. Thirteen CMS teachers had applied for national certification, and an additional eight are currently working toward it.

Second, CMS is one of ten sites nationally piloting the College Board's ambitious Pacesetter curriculum reform initiative. Pacesetter Mathematics, the first subject area addressed by the pilot, uses a problem-solving approach to show students the real-world applications of math skills they

learn in the classroom. Pacesetter relies on performance-based assessments to measure students' achievement in mathematical knowledge, modeling and applications, and communication. Currently, two CMS high schools are piloting Pacesetter Mathematics, and one has recently begun using Pacesetter English and Spanish

Acting Superintendent Williams placed a high priority on literacy development, and that is reflected in a new position statement about reading and writing curriculum as well as in guidelines for an indistrict grant program (described elsewhere). According to the current draft of the position statement, "In early grades, teachers provide instruction in skills such as letter-sound correspondence (phonics), word analysis, and comprehension strategies." In studies across the curriculum in later grades, "students become strategic and independent communicators by applying reading and writing skills to increasingly difficult materials." An effective preK-12 literacy program is characterized as one that:

- Views reading and writing as processes for constructing meaning
- Integrates communication skills across subject areas
- Assesses student progress frequently
- Provides differentiated instruction
- Uses authentic experiences and a wide array of media
- Builds on research about best practice
- Involves parents

The literacy initiative, while building on prior district programs, is relatively new as a primary focus. Associated program activities and curriculum materials are still under development.

School-Based Reforms

With their increased autonomy, CMS schools have begun experimenting with school restructuring. Berryhill Elementary School became the first school to operate an extended-year program. Berryhill now offers a month-long academic enrichment intersession program in July. Several schools have instituted extended-day programs, as well.

Work has begun on an Education Village, which will ultimately house two elementary schools, a middle school, and a high school. The first elementary school will open in September 1996 and the high school after that, built at a combined cost of \$36 million. A recently-passed \$217 million bond issue included funding for the second elementary school and the middle school. Within the Educational Village, about 5,000 students will be grouped by their developmental stage, not their age, and they will progress as quickly as their abilities permit. All students will also be required to participate in community service projects. One third of the slots will be reserved for neighborhood children, one-third for inner city children who will be bussed in, and one-third for

~~"workplace magnet"~~ children, drawn by lottery from applicants whose parents work in the industrial parks near the campus.

The land for the 200-acre project was purchased from IBM for \$6 million. However, IBM has pledged \$2 million in electronic support, including hardware, software, and school/home linkages for four schools over a period of five years.

CMS was one of the early adopters of the Modern Red Schoolhouse program, which was eventually funded by the New American Schools Development Corporation. However, NASDC did not choose Charlotte as a demonstration site for the model, due to significant differences of opinion about the extent of scaling up that could be supported by the resources available from NASDC. The superintendent felt strongly that 18 schools were ready and able to initiate implementation and therefore should be included, while NASDC considered its resources sufficient to support only three schools well enough to impact student achievement. NASDC also viewed the dynamics of reform at that time as dominated by the central office, whereas the Modern Red Schoolhouse model relied on site-based management. In light of these conflicts, CMS withdrew from active participation. The program's influence is mainly seen now in practices adopted and adapted by individual schools.

To promote school-based reform efforts, ~~CMS has allocated \$150,000 for 10 grants aimed at improving literacy, one of the interim superintendent's top two priorities for the district.~~

Demographics

The Charlotte-Mecklenburg School system enrolls almost 90,000 students in about 125 schools; almost two-thirds of the students are transported daily. About 54 percent are white; about 41 percent are African American; less than 2 percent are Hispanic, and almost 4 percent are Asian. Just over one-third receive free or reduced-price lunches.

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August 13, 1997

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Education Reform Issues in the Chicago Public Schools

Chicago School Reform

The Chicago School Reform Act, passed by the Illinois state legislature in December 1988, shifted policy-making and administrative powers from the Board of Education to local school communities. The act called for each school to establish a Local School Council (LSC) consisting of six parents, two community members, two teachers, and the principal. Each LSC was given responsibility for hiring a principal to serve a four-year contract, to evaluate his or her performance, and to determine whether he or she should be retained. Each LSC was also charged with approving the three-year school improvement plan and the annual budget.

While the School Reform Act abolished lifetime tenure for principals, it gave them the authority to recruit, hire, and fire teachers and other educational personnel, and called for them to provide leadership in developing and implementing the school improvement plan and budget. Also, the act insured that teachers would have a role in advising the principal and the LSC on curriculum, instruction, staff development, and personnel by requiring each school to establish a Professional Personnel Advisory Committee (PPAC). At each school, faculty members are elected to serve on the PPAC by teachers and other certified personnel.

Governance Reform

In June 1995, Governor Jim Edgar signed a Republican-drafted bill that completely overhauled the Chicago school system and gave control of the district to Mayor Richard Daley. The bill dissolved the former 15-member school board and the general superintendent's position, transferring authority to the five-member Chicago School Reform Board of Trustees. The trustees appointed a management team including chief operating, fiscal, purchase, and educational officers. The law also eliminated subdistricts and the subdistrict superintendents.

The new reform law streamlines state funding for the district by creating two block grants, one for general education and one for educational services. The district's School Finance Authority has been suspended for four years, giving the trustees and Mr. Daley the job of managing the district's financial affairs.

Accountability

Since 1991, the state of Illinois has required that 50 percent or more of the students at each school pass the Illinois Goal Assessment Process (IGAP). Schools failing to meet state standards are placed on the academic watch list and given state and district resources to increase student achievement. There is no predetermined amount of time a school must remain on the list; they are

removed when student achievement increases at an acceptable rate. A lack of improvement over time can have school governance and staffing implications. In 1996-97, the number of Chicago schools on the state academic watch list decreased from 149 to 108.

The 1995 School Reform Act required that CPS increase student achievement and establish its own mechanism for monitoring individual school progress. The Office of Accountability was created in 1995 to fulfill this requirement and is divided into six outcome areas: intervention; quality review; research and evaluation; teacher accountability; curriculum and instruction; and assessment. In addition to supporting schools on the state academic watch list, the office established its own school probation program based on the results of the Iowa Test of Basic Skills (ITBS). If more than 85 percent of students at a school score below the national norm, the school is placed on district probation. Although there is some overlap between CPS schools on probation and those on the state's academic watch list, probation is considered the more serious of the two.

The 109 schools on probation during the 1996-97 school year each developed a mandated corrective action plan with the assistance of a probation manager. Business managers assigned to each school are handling many administrative responsibilities to give the principals the freedom to focus on increasing student achievement. Probation managers visit schools often and lead the development and implementation of the corrective action plan to meet the needs of the students. Faculty members from local colleges and universities have become "partners in success" by working with the schools' staffs to develop more effective teaching strategies.

Like the academic watch list, schools do not remain on probation for a predetermined time. If no improvement occurs, the district has the option of evaluating the administration, staff, and LSC to determine if specific personnel changes should be made. In 1995-96, at least 12 principals were removed for lack of progress.

Restructuring and Reconstituting High Schools

In 1995, the Office of High School Services and Support was created to help the 74 Chicago high schools increase achievement, reduce the dropout rate, and prepare students for a productive life after graduation. Seven task forces, consisting of educators, parents, community leaders, and members of the business sector, drafted strategic plans for a presentation to the public in December 1996 on seven topics: restructuring existing high schools; creating secondary options; curriculum and instruction; student development; schools and communication; college bridge; and vocational and technical education. ~~The task forces recommended that seven Chicago high schools be reconstituted during the 1997-98 school year.~~ Reconstitution will require that staff reapply for their positions within their schools or that they seek positions elsewhere in the district. It also gives CPS the power to remove the schools' principals.

Freshman academies, introduced in the fall of 1996, are designed to assist freshmen with their transition to high school. Schools wrote proposals for the academies, and each program is unique

to each school's population. Schools-within-a-school and extended elementary schools are two models for the new academies. A core curriculum is required, but schools may implement their own reform efforts to make the program successful. Approximately 35 academies exist with more scheduled to open during the 1997-98 school year.

Increased Math and Science Requirements

In June, the Chicago Public Schools completed the first year of a four year plan to increase the math and science requirements for graduation. In the past, students in the city's public high schools were required to pass one year of science and two years of mathematics, the minimum required for graduation by the state of Illinois. Beginning with the freshman class of 1996, students will be required to pass at least three years each of science and math to graduate. The policy further states that two of the science courses must have a laboratory component and that the math sequence must begin with algebra.

The requirements support the goals of the Chicago Systemic Initiative, a \$15 million effort financed by the National Science Foundation to upgrade math and science teaching in the city. The initiative also aims to have all students complete a full year of algebra by the time they finish eighth grade.

Offering the additional coursework is expected to cost the school system between \$12 million and \$20 million a year to hire an additional 240 math and science teachers, to create 1,200 more classes, and to equip more science laboratories. In Fall 1996, CPS did not receive the additional funding necessary to continue the phase-in process through 1999; however, district officials say they have experienced success in training teachers from other disciplines to teach math and science courses.

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not
received?

Student Promotion Policies

In August 1996, the Chicago School Reform Board adopted a rigorous student promotion policy that requires underachieving students in grades three, six, eight, and nine to complete a summer school program before being promoted to the next grade. The policy sets performance standards based on ITBS scores for third-, sixth-, and eighth-graders, and on TAP scores for ninth-graders. Students who score more than one year below their grade level (one-and-a-half years for sixth-graders) on the standardized tests, or who fail reading or math, must successfully complete a six- or seven-week summer remediation program. (The duration of the summer program varies by grade level). All ninth-graders who miss more than 20 days of school or fail to earn the required 4.5 core credits are also required to attend the summer-school programs. Students who fail the summer programs are held back.

Student Achievement

Test scores for CPS students on the Illinois Goal Assessment Program (IGAP) rose in several areas between 1995 and 1996. The most encouraging news for district officials was in high schools where a clear majority of the students showed an increase in their IGAP scores. Also, math and science scores outpaced the state average and increased at all grades except 4th grade science. Reading scores rose at 3rd grade but dropped slightly at 6th, 8th, and 10th grades; however, the decreases were less than the state average.

Students' scores on the Test of Achievement and Proficiency (TAP) also rose during the 196-97 school year. More than 24 percent of the ninth and eleventh graders taking the test performed at or above the national norm on the reading test.

Finally, test scores on the Iowa Test of Basic Skills (ITBS) showed progress. During the 1996-97 school year, 30 percent of students scored at or above the national average in reading, an increase of one percent since the previous year. In math, 36 percent of the students performed at or above the national average, a gain of almost 5 percentage points.

IGAP scores for the 1996-97 school year will be available in September.

Annenberg Grant

Philanthropist Walter Annenberg awarded Chicago \$50 million to support the development of school reform networks. Under the terms of the grant, Chicago is expected to match the grant with \$100 million in public and private donations. In the 1996-97 school year, there are 220 schools involved in 55 networks throughout the district. The networks have three goals: to foster a closer adult/student relationship in schools; to restructure schools to allow teachers the time and resources necessary to develop professionally; and to break down the barrier of isolation that often exists among schools and educators. Although the networks have only been in place for a short time, there have been promising steps made in developing relationships among educators from different schools, including peer mentoring and enhanced professional development.

Professional Development

The Teachers' Academy for Mathematics and Science. The impetus for establishing the Academy came in 1989 from a team that included representatives of the U.S. Department of Energy, the National Science Foundation, the offices of the Mayor of Chicago and the Governor of Illinois, and a broad coalition of the city's education activists. Located on the campus of the Illinois Institute of Technology, the Academy provides intensive programs in math and science to public school teachers in Chicago.

The Academy's core program spans at least 18 months plus summer sessions and is designed to be integrated within a three-year cycle that includes strategic planning. Participating teachers

explore the content of instruction in math and science, learn and practice new knowledge and skills, review and analyze their curricula and standards, examine different forms of student assessment, and experiment with new educational technology. The Academy has also created a school improvement unit that helps the schools implement organizational changes to better support teaching and learning.

By the end of the 1994-95 school year, the Academy had served more than 2,400 teachers in 70 schools presented workshops on innovations in math and science education to 9,000 additional teachers, and created electronic networks that link more than 100 public schools in Chicago. Although the focus has remained consistent, funding for the program has decreased and the number of schools involved has dropped to 54 in the 1996-97 school year.

The Quest Center. In February 1992, CTU received a \$1.1 million grant from the MacArthur Foundation to create the Quest Center (QC) to promote reform in Chicago Public Schools. For the first three years, QC selected 46 Quest schools, each of which received \$3,000 and three years of assistance from QC staff. Many of these schools developed interdisciplinary or thematic curricula, created teams of teachers, integrated academic and vocational work, used portfolios and performance assessments, and incorporated projects and real-life experiences to make learning more meaningful to students.

In the fall of 1993, QC worked with the district and the Council for Basic Education to develop a set of student learning standards. Drafts of the standards for grades 4, 8, and 11 were reviewed by teachers, principals, and LSC members, and were formally adopted by the district in February 1994. To augment the standards, teams of teachers in 10 Quest Schools developed "prototype" teaching units to illustrate how they could be incorporated effectively in classroom teaching. The units were disseminated to schools and teachers throughout the district.

In 1996-97, QC chose 17 schools for in-depth work while continuing to support the other schools on an as-needed basis. Facilitators visit the 17 schools at least once per week to assist staff in school improvement and restructuring plans. The center worked with district trustees to develop new academic standards. The Board approved the standards in Spring 1997 and expects all schools to implement them during the 1997-98 school year.

Budget

After taking control of the Chicago Public Schools, the School Reform Board of Trustees faced a \$150 million deficit that threatened to delay the opening of the 1995-96 school year. The new board eliminated that deficit and managed to eliminate a \$1.3 billion deficit over four years. To do so, the trustees cut unnecessary positions, streamlined departments, and renegotiated contracts to insure fair prices for the district.

Eliminating Waste

When Kenneth Holt took over as inspector general for Chicago's school system, he charged that the district suffered from a "persistent lack of accountability" that "saps the strength and efficiency of the entire system." Mr. Holt was authorized by the Illinois law to probe waste, fraud, and financial mismanagement in the \$3 billion system.

Complaints he received covered a wide range of practices, including employees obtaining vendor numbers and billing the board for services, administrators filling positions with people who were not certified for them, "ghost" employees who drew paychecks without working, and employees who lived in the suburbs yet failed to pay tuition for enrolling their children in Chicago schools. Mr. Holt identified the thousands of dollars in questionable overtime charges submitted by school engineers as one of the worst practices. In two years, the school board spent almost \$1.5 million for such overtime, a "staggering" number "suggestive of abuse, waste, and possibly criminal fraud."

In September 1995, the new management team established the Office of Investigations to conduct internal audits of schools and the central office and to investigate employee misconduct. The office uncovered new supplies that were not being distributed to schools, \$250,000 in furniture sitting in warehouses, \$1 million worth of spoiled food, and \$5 million worth of wood and tools that had been stockpiled rather than used to improve facilities or provide supplies for shop courses. The department distributed the materials to schools and negotiated with the Department of Agriculture to replace the spoiled food. The office still receives complaints and continues to conduct investigations.

Quality Review

The quality review department of the Office of Accountability is working with all CPS schools to prevent them from landing on either the academic watch list or probation. A team of educators conducts external reviews of schools on a four year cycle with one quarter of CPS schools being evaluated each year. The team visits each school for a week and, in addition to identifying existing areas of concern, makes proactive suggestions about possible future problems. During the three years between external reviews, schools conduct internal evaluations and receive district support as needed to improve student achievement. External reviews are conducted annually for schools with chronic problems. The first quarter of external reviews began in the 1996-97 school year.

Exemplary Programs Project

The Exemplary Programs Project began in 1995-96 to "celebrate the success" of Chicago schools that are producing excellent results in student achievement and dropout reduction. Each school that enters must complete an application and be visited by a team of educators. Financial rewards of \$5,000 and \$10,000 are given to the winners to become professional development centers for other schools. In the first year, 17 schools were awarded exemplary status.

Limits on Collective Bargaining

The 1995 law targeted the Chicago Teachers Union (CTU) by limiting the items subject to collective bargaining and placing a moratorium on strikes for 18 months. It barred managerial employees from union membership and allowed the new board to adopt a contract that runs four years, one year longer than was allowed prior to its passage. Its restrictions prevent teachers from bargaining over many issues that were previously negotiable, including class size, staffing and assignments, academic calendars, hours and places of instruction, and pupil-assessment policies. Also, the union has no input on decisions about charter schools and experimental educational programs.

The CTU filed a lawsuit challenging these restrictions and the loss of job protection for paraprofessionals but voluntarily dropped the suit later in 1995.

**Selected Public Elementary and Secondary Education Statistics
for Illinois and the Chicago Public Schools**

	U.S. 1994-95	Illinois 1994-95	Chicago 1993-94
Enrollment	44,108,775	1,916,172	409,499
White	66%	64%	11%
Black	17%	21%	89% minority
Hispanic	13%	12%	
Asian	4%	3%	
American Indian	1%	0%	
Number of public schools	86,221	4,195	609
Revenues for elementary/secondary education	\$260.1 billion ¹	\$11.3 billion ¹	\$2.4 million ²
Federal	7%	7%	15%
State	45%	28%	34%
Local	45%	63%	51%
Private	3%	2%	
Per pupil expenditures	\$5,767 ¹	\$5,893 ¹	\$5,551 ²
Pupil/teaching staff ratio	17.3	17.3	18.9

NOTE:

1. Revenue and per-pupil expenditure amounts are for the 1993-94 school year, the most recent nationally uniform data available.

2. Revenue and per-pupil expenditure amounts are for the 1992-93 school year, the most recent nationally uniform data available.

All percentages do not add to 100 due to rounding.

SOURCE: U.S. Department of Education, 1996 Digest of Education Statistics.

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Education Reform Issues in the Cincinnati Public Schools

Students First

Adopted in December 1996, Students First is Cincinnati's new five year strategic improvement plan and provides the Cincinnati Public Schools (CPS) with a framework for reform. The plan includes team-based schools with multiage grouping, a focus on active learning, learning themes for all schools, school-based decisionmaking, and parent and teacher involvement and empowerment. Students First's main goal is to decentralize decisionmaking within CPS. Students First was developed primarily by district administrators, although the process included several months of public comment on the draft plan.

Facilities Master Plan

CPS recently conducted a series of focus groups of parents, students, educators, business, and community members and leaders to evaluate facilities needs in the district and to create a master plan. The plan, which will encompass the next 15 years and is part of Students First, will focus not just on the need for repairs or new buildings but also on configuration and technology requirements needed to implement the Students First reform plan. A 1993 study identified \$360 million in facilities needs. A Cincinnati-based architectural and planning firm is conducting the community research and developing the plan, and advisory committees of parents, community members, teachers, and businesspeople are overseeing the process. Preliminary findings from the focus groups point to respondents' concerns with issues such as school quality and safety, neighborhood context, and a team approach to teaching, although the committee continues to seek community input.

Team-Based Schools

CPS identified eight schools, encompassing grades K-12, to become pilot "team-based" schools in 1997-98, a big component of Students First. The schools were selected by a panel of teachers and administrators. Designed to help improve student achievement by establishing teams of three-to-five teachers who stay with multiage, common groups of students for two to three years. Team-based schools also have more authority than traditional schools over spending and instructional matters. School staff participated in 50 hours of paid training over the summer on topics such as budgeting, teaming strategies, and meeting individual student needs. CPS plans to have 40 of the district's 79 schools on board by the year 2000, with 12 more schools being added by February 1, 1998.

K-8 Schools

CPS is moving towards K-8 school configurations, eliminating middle school. Several years ago, the district ran a pilot district, experimenting with different grade-level configurations. The move to K-8 is based on the pilot's findings: K-8 pilot schools had fewer discipline problems and higher attendance than middle schools. This September, five CPS schools became the first to use the K-8 configuration. Eventually, CPS expects the entire district to move in this direction, although no end-year goal has been stated. The process of creating the K-8 schools involves redistricting attendance zones to avoid overcrowding. Middle school teachers are reassigned to the new K-8 buildings through an application and interview process; job loss has not been an issue.

School Incentive Award Program

Committees of administrators and teachers are working to create a system for providing financial rewards to schools based on student achievement. The committees, which just began meeting, will decide the amount of the awards, how achievement will be measured, and how the incentive plan will be administered. The groups hope to have a draft plan ready in the spring for implementation in 1998-99.

Pay for Performance

For the third year, CPS has linked school district administrators' pay raises to job performance, including school and central office administrators. The policy change replaced automatic cost-of-living adjustments and salary rates with new criteria, including performance on required tasks such as staff development, management, and community involvement; students' scores on standardized tests and on the state's graduation test; and graduation, promotion, passing, and dropout rates. Schools are judged against their own prior performance rather than against other schools. In 1995-96, 181 administrators received bonuses amounting to one to five percent of their salaries as a result of the incentive-based plan.

Promotion Standards

The district has established high standards at three grade levels that students must meet before they are promoted to the next level. Students in grades 3, 6, and 8 must demonstrate proficiency in each of four areas--reading and literacy, math, science, and social studies--in portfolios of their best work completed in grades K-3, 4-6, and 7-8. The standards and scoring rubrics used to assess the portfolios are tied to the state's content standards and proficiency tests. Teachers use the rubrics to score each student's portfolio; the district conducts periodic audits to ensure that scoring decisions are reliable and valid. Students' work in the portfolios is graded on a four-point scale, in which the top three levels are passing and the bottom level is unsatisfactory. Satisfactory attainment of the eighth-grade standard means that students should be ready to pass the state's

ninth-grade proficiency test, which is required for high school graduation. Since the promotion standards were instituted several years ago, the grade retention rates in grades 3 and 6 have risen from an average of about 3-5 percent to about 15-20 percent, while the retention rate in eighth grade has remained constant at about 30-35 percent.

New American Schools

Currently, 21 CPS schools have adopted New America Schools Designs. The district expects many more schools to vote to join the project as well, since Students First requires all schools to adopt a theme and encourages them to adopt models developed by New American Schools. CPS schools may adopt the Expeditionary Learning Outward Bound, Roots and Wings, and Co-NECT designs. Professional development is provided for schools adopting the models.

Student Achievement

In 1997, 90 percent of CPS seniors taking the Ninth Grade Ohio Proficiency Test needed to graduate passed all sections of the exam, compared to 88 percent in 1995. For eighth graders taking the test for the first time, 56 percent passed the writing section in 1996-97, compared with 44 percent in 1995-96. The state average was 77 percent. Overall, 17 percent of CPS eighth graders taking the test passed all sections, compared with a statewide average of 40 percent.

On the Grade 12 Ohio Proficiency Test, 37 percent of students taking the exam passed all sections in 1997, essentially unchanged from 1996. On the Stanford 9, 41 percent of students in grades 1, 3, 5, and 7 scored at or above the national norm in reading and 40 percent did so in mathematics.

**Selected Public Elementary and Secondary Education Statistics
for Ohio and the Cincinnati Public Schools**

	U.S. 1994-95	Ohio 1994-95	Cincinnati 1993-94
Enrollment	44,108,775	1,814,290	52,381
White	66%	82%	34%
Black	17%	15%	66% minority
Hispanic	13%	1%	
Asian	4%	1%	
American Indian	1%	0%	
Number of public schools	86,221	3,812	83
Revenues for elementary/secondary education	\$260.1 billion ¹	\$10.5 billion ¹	\$482 million ²
Federal	7%	6%	6%
State	45%	41%	27%
Local	45%	49%	67%
Private	3%	4%	
Per pupil expenditures	\$5,767 ¹	\$5,971 ¹	\$6,444 ²
Pupil/teaching staff ratio	17.3	16.6	17.1

NOTE:

1. Revenue and per-pupil expenditure amounts are for the 1993-94 school year, the most recent nationally uniform data available.
2. Revenue and per-pupil expenditure amounts are for the 1992-93 school year, the most recent nationally uniform data available.

All percentages do not add to 100 due to rounding.

SOURCE: U.S. Department of Education, 1996 Digest of Education Statistics.

Educational Reform Issues in the Denver Public Schools

Systemic Reform

In 1994 the Denver Public Schools (DPS) adopted the following four goals that define the district's direction and purpose and are continually updated to guide planning and budgeting. They are:

(1) Develop literate students by focusing instructional resources on literacy. The district plans to have 75 percent of students reading at grade level within five years. Each Denver school has written a literacy plan in response to the districtwide objectives, which emphasize the idea that literacy (including reading, writing, listening, and understanding) is the foundation for all other learning. Teachers are receiving training in reading and writing instruction, and literacy teams at each school site work with school staffs to improve their capacity to develop student literacy and implement the recently adopted reading content standards.

(2) Improve school readiness by enhancing early childhood education, coordinating existing early education resources, expanding the number and scope of students served in early childhood education, and establishing a common curricular focus. The district's goal is to have 90 percent of all Denver four-year-olds enrolled in preschool by fall, 1997. By collaborating with public and private agencies that provide early childhood education, the district hopes to reduce overlapping efforts and ensure that preschool aged children from all neighborhoods in the city are served. The district has developed a Social Skills and Language Continuum with guidelines for student progress from ages three to eight. DPS encourages public and private day-care providers to use the continuum.

(3) Prepare students for the school-to-career transition by integrating career and academic curricula; developing mentoring relationships and internships; and collaborating with business and college programs. Students develop a career or academic plan based on their individual skills, interests, and prior academic performance. They are also exposed to workplace skills and mentors. DPS recently received a \$490,000 implementation grant from state and federal sources to provide resources to change the way students learn. A new ninth-grade course, Individual Career and Academic Planning, will help students begin their school-to-career planning. Five of Denver's 10 high schools will serve as pilot sites. Five schools also house technology labs that students can use to research career planning. Although the School-to-Career effort is currently concentrated at the high school level, programs for middle and elementary levels are being prepared.

(4) Neighborhood Centers As part of DPS's efforts to transform schools into centers of neighborhood life, the district is promoting the concept of Neighborhood Schools. These centers will provide assistance for students, families, and community members in ways that enhance the

entire school community, strengthening the bond between the schools and the neighborhoods in which they are located.

The pilot Neighborhood Center was launched at the Horace Mann Middle School in January, 1997. The Center is supported by state and city groups, foundations, corporations, non-profit agencies, and community agencies/neighborhood organizations. It offers a variety of services including limited medical services (physical exams and immunizations); a district police officer who uses the school as a base; parent training; and community classes. The Center's staff will also collaborate with the Denver Housing Authority, the local merchants' association and a neighborhood coalition to address community issues.

Two Non-Performing Schools Selected for "Redesign"

In May 1997, a team consisting of representatives from the Denver Classroom Teachers Association and administrators from DPS identified two elementary schools for redesign. Redesign, in DPS parlance, means that the visiting team believes that a school's current staff faces overwhelming obstacles to implementing an effective school improvement plan and should be replaced. All current employees at redesigning schools are eligible to reapply for positions at the school. The team further recommended that a third school be placed on a remediation program requiring it to develop an improvement plan. The remediation plan must include target dates for achieving specific goals and requires the school to accept additional support from the district. A fourth school was found to be adequately addressing its problems with its existing staff.

The redesign process will begin at the two schools when the Superintendent selects new principals, who will hire a core group of lead teachers charged with helping in the selection of a new staff and interim Collaborative Decision-Making team. The teams that made the recommendations for redesign spent several weeks studying each school's program design, its resources, and staff assignments. They looked at staff collaboration and interaction with the schools' communities in order to determine the learning climate that existed at each school. The goal of the redesign process is to install a new philosophy that is based on increased collaboration, high expectations, and a common vision that will promote student success.

Collaborative Decision Making (CDM)

Collaborative Decision Making (CDM) was the centerpiece of the 1991 contract between DPS and the Denver Classroom Teachers Association. The goal of CDM is to improve the performance of Denver students by including more people in the decision-making process. Each of the district's 110 schools has a CDM committee that consists of teachers, parents, community representatives, a classified employee, a business or employer representative, a student representative in the middle and high schools, and the principal. CDM representatives decide a variety of issues, from the budget to curriculum and staff hiring. An independent CDM Training

Board -- consisting of district officials, union representatives, principals, business members, and parent -- oversees and implements training for CDM members.

A CDM Improvement Council (CIC) provides resources for technical assistance to CDM committees, identifies training needs, helps schools collect data on CDM processes, and helps schools evaluate their CDM committees. CDM committees at each school also must establish School Improvement and Accountability Councils (SIACs), which work to raise student achievement, improve attendance and parent involvement, and increase the graduation rate. SIACs are mandated by state law and are made up of parents, students, community members, staff, and the principal. Some schools combine SIAC and CDM committees.

The successful 1997 contract negotiations included an agreement to maintain CDM. However, as the district reverts to neighborhood schools after years of forced busing, most schools expect to have new CDMs. District leaders plan to provide intensive training to the new members. In 1996-97 all elementary schools reverted to neighborhood schools without forced busing, and middle and high schools will do so in 1998-99.

Bilingual Education

DPS's Bilingual Education Plans. In 1995-96, the district initiated team teaching in its bilingual program to ensure that bilingual teachers could reach greater numbers of students. The district is currently developing a home-language questionnaire to be given to parents during the school registration process to ensure that all students with limited English proficiency are identified and that correspondence to their families is available in the language they speak. The form allows them to check one of the six major languages spoken in the district. The languages include Spanish, Vietnamese, Russian, Chinese, Laotian, and Cambodian.

In March 1997, the Board of Education unveiled a new educational plan for the district's LEP population which had grown from approximately 7,000 in 1984 when the U.S. District Court approved "A Program for Limited English Proficient Students" to the current level of 13,600, 20 percent of the student population. The goal of the program, which is currently completing a community review process, is that LEP students learn English in order to participate effectively in mainstream classrooms. The students who speak Spanish will continue to be taught core subject areas--social studies, science, and math--in Spanish. Students who speak one of the more than 80 other languages spoken in the district will be taught in English in such a way that both language and content information are taught simultaneously. The plan calls for close monitoring of students as they progress through oral, reading, and written skills toward English language acquisition.

All students will be expected to be instructed only in sheltered English or mainstream classes within three years after enrolling in the district. However, entry and exit from the program will be based on a combination of objective tests and teachers' professional judgement. A team will be established at each school to recommend students for entry and exit from the program and to

determine which services are needed. The services provided at a school will depend on the number of eligible students. The plan proposes a dramatic increase in professional development for teachers and an opportunity for parents to have a role in determining whether their children are placed in the program. It also calls for establishing Newcomer Centers to open in the 1998-99 school year and serve non-English speaking students who have had limited formal education prior to enrolling in the district.

Lawsuit Filed on Behalf of Parents and Students. In the first week of May, a class action lawsuit was filed by a group of 100 parents that alleges that DPS fails to teach even the most basic skills to poor and minority children. The suit also names the Colorado state board of education as a defendant. It was filed by a former unsuccessful congressional candidate and calls for improved academic standards, improvement in these students' standardized test scores, public access to teacher evaluations, more alternative and/or charter schools, and district grants to poor families to enable their children to attend any public or private school.

Charter Schools

In August 1997, the Clayton Charter School, Denver's first charter school will re-open as the Pioneer Charter School (PCS). PCS is a joint effort of DPS and the University of Denver (DU). It will enroll 320 students in grades PreK-5, from throughout Denver. Priority will be given to students residing in specific economically-depressed communities. The school's vision is to serve as an incubator for instructional and organizational practices that will support the educational achievement of urban students. PCS will offer a personalized instruction plan for each student; a year-round calendar (consisting of an additional 20 days each year and 45-day instructional periods with 15-day intersession breaks); a 10-and-one-half hour extended day that begins at 7:30 AM and ends at 6 PM; access to basic health care and community and social education services for the students and their families. The school will meet the needs of all students through early childhood education programs, gifted and talented programs, bilingual/ESL programs, and a special education delivery system. A Site Governance Committee and public forum will enable the staff, parents, and community to participate in the governance of PCS. Representatives of DU will also sit on the board of directors and DU students will assist in various roles at PCS.

A second charter school, P.S. 1, opened in September 1995. P.S. 1 serves non-traditional students aged 10 to 16 in downtown Denver. Each student has a personal learning plan and uses the city as his/her classroom to complete a hands-on individually designed curriculum.

Reforms in Curriculum and Instruction

Increased High School Math and Science Graduation Requirements. In April, the Board of Education approved a substantial increase in the number of mathematics and science credits required of high school students to graduate. Both the math and science requirements increased from 20 to 30 semester hours, or the equivalent of a one year increase for each subject.

Continuation of NSF Funding for Minority Math and Science Programs. DPS is currently in the third year of a five-year, \$2.5 million Minority Initiative for Denver Students (MINDS) Grant from the National Science Foundation (NSF). The program is designed to boost minority student participation in math and science classes, but in a March letter to DPS, the NSF had questioned the district's approach and commitment to the program and raised the possibility of phasing it out after only three years. DPS Superintendent, Irv Moskowitz, recently met with NSF and resolved two issues related to the management and expansion of the project. The program will now operate in all, rather than just a few, schools.

First Grade Reading Assistants. In 1996-97, the DPS initiated a program, funded through its general fund, to place specially trained paraprofessionals in all first grade classrooms in which more than 40 percent of students receive free- or reduced-price lunches. The purpose is to improve the students' reading skills. The paraprofessionals have undergone a three-day training program and spend six hours a day in the classes working in small groups or with individual students to improve their reading skills.

Summer Literacy Program. Students in grades three, five, and eight who are at least one year behind grade level in their reading abilities have been invited to attend four-week summer sessions. Failure to attend will result in these students being retained in their current grade next year. The third grade students will receive 57 hours of instructional time this summer at 35 schools; fifth- and eighth-graders will receive forty hours of instructional time at 14 middle and high schools. Attendance will not be mandatory for LEP students, nor will they be retained; however, they have been invited to attend and will have an opportunity to improve their English language acquisition.

Increased Middle and High School Staffs Result from New Staffing Formulas

The new 1997-98 staffing formula that was developed by principals working with the Department of Secondary Education will place 57 additional teachers into middle and high schools. The new secondary school budgets establish equitable baseline funding for all district schools as they complete the conversion to neighborhood schools. Middle and high schools will receive \$70 for each student who is eligible for free lunch under federal poverty guidelines. Schools will be asked to use this money on literacy instruction and dropout prevention activities.

**Selected Public Elementary and Secondary Education Statistics
for Colorado and the Denver Public Schools**

	U.S. 1994-95	Colorado 1994-95	Denver 1993-94
Enrollment	44,108,775	640,521	62,673
White	66%	74%	31
Black	17%	5%	69% minority
Hispanic	13%	18%	
Asian	4%	2%	
American Indian	1%	1%	
Number of public schools	86,221	1,460	111
Revenues for elementary/secondary education	\$260.1 billion ¹	\$3.4 billion ¹	\$387 million ²
Federal	7%	6%	8%
State	45%	43%	20%
Local	45%	48%	72%
Private	3%	3%	
Per pupil expenditures	\$5,767 ¹	\$5,097 ¹	\$5,034 ²
Pupil/teaching staff ratio	17.3	18.4	17.5

NOTE:

1. Revenue and per-pupil expenditure amounts are for the 1993-94 school year, the most recent nationally-uniform data available.
2. Revenue and per-pupil expenditure amounts are for the 1992-93 school year, the most recent nationally-uniform data available.

All percentages do not add to 100 due to rounding.

SOURCE: U.S. Department of Education, 1996 Digest of Education Statistics.

April 8, 1997

BRIEF ON THE HOUSTON INDEPENDENT SCHOOL DISTRICT

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Educational Reform Efforts the Houston Independent School District

A New Beginning

In 1990, the Houston Independent Schools District (HISD) developed *A Declaration of Beliefs and Visions*, outlining the district's goals for reform. In October 1996, in large part as a response to an audit by the state comptroller as well as the defeat of a \$390 million bond measure, the superintendent developed *A New Beginning*, an updated plan for change. The plan focuses on four major areas, including curriculum alignment; parental involvement; reading; and the expansion of all of the district's priorities. The district will also focus on increasing accountability, decentralizing responsibilities, and providing more choice to students and their families.

School Choice

~~HISD recently instituted an open choice program. Parents may send their children to any of HISD's 258 schools provided the school is enrolled at 95 percent of capacity or below. The district is currently analyzing available space and plans to publish the information in the near future. Parents will apply to the district transfer office to change schools. HISD will not provide students with transportation to schools outside of their attendance area.~~

Project Reconnect

Project Reconnect is HISD's major parental and community involvement initiative. Each school will build public support by promoting parent and community development activities. Also, administrative districts will develop strategies for community involvement. HISD will help schools and administrative districts to bring stakeholders into the schools to help make decisions and to facilitate communication between schools and the communities they serve.

Opening Parent Centers in every school is a major feature of Project Reconnect. Currently, HISD is planning to pilot 30 such centers. Parent educators--specially trained paraprofessionals--will run each school-based center, providing a place for parents to meet as well as parenting classes and materials. Centers will run structured programs in the mornings, including series on health issues, nutrition, and social services. In the evenings, parent educators will make home visits, recruit parents, and hold workshops on parent-selected topics.

In addition to parent centers, each school will develop a parent community participation team (PCPT). Selected by the principal, PCPTs will be composed of staff and some parents and will help to educate parents on their role in supporting schools and on the roles of campus-based personnel. The teams will also review school improvement plans and will support schools' overall development.

Funded through the general operating budget, Project Reconnect currently has a \$1 million budget. The 30 pilot centers are expected to be operating by May 12th and will be open through the summer. All centers are expected to be fully operational within a few years.

Privatization

Alternative education. HISD has contracted with the private Community Education Partners to open a school this month for 250 students with behavioral problems, as identified by principals and local officials. Students enrolled in the new school will have individual education plans. In August, the school will reopen with 450 students. Community Education Partners has guaranteed in writing that it will bring the students up to grade level in their academic courses or the company will retain the students and educate them for free. Students cannot enroll in the school without their parents' or guardians' consent.

Food services. HISD is seeking bids from private companies to manage the district's food services. According to the district, the current program is inefficient. The union reportedly does not support this action, although no legal action has been taken to date.

Downsizing

HISD will eliminate a fair number of HISD positions in response to an audit by the state comptroller. Eight of 17 superintendent-level positions at central headquarters will be cut, as well as 2 percent of food service positions and 5 percent of custodial positions. The first set of cuts, representing 160 jobs, will be made by August 31, with the remainder being implemented over the next year. No teaching positions will be eliminated.

One-to-One

As part of the superintendent's focus on reading, HISD is hiring 150 reading coaches. The coaches, mainly college students, will receive \$10 per hour to tutor about 1,000 children on a one-to-one basis. Designed by the University of Texas at Dallas, the program will use an intensive approach. The university is training the tutors and HISD is funding the program from the general budget.

**Selected Public Elementary and Secondary Education Statistics
for Texas and the Houston Independent School District**

	U.S. 1994-95	Texas 1994-95	Houston 1993-94
Enrollment	44,108,775	3,677,171	200,445
White	66%	47%	12%
Black	17%	14%	88% minority
Hispanic	13%	36%	
Asian	4%	2%	
American Indian	1%	0%	
Number of public schools	86,221	6,465	256
Revenues for elementary/secondary education	\$260.1 billion ¹	\$18.8 billion ¹	\$1.1 billion ²
Federal	7%	8%	11%
State	45%	40%	31%
Local	45%	49%	58%
Private	3%	3%	
Per pupil expenditures	\$5,767 ¹	\$4,898 ¹	\$4,029 ²
Pupil/teaching staff ratio	17.3	15.7	17.6

NOTE:

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