

**NLWJC - KAGAN**

**EMAILS RECEIVED**

**ARMS - BOX 050 - FOLDER -002**

**[04/28/1999] [1]**

RECORD TYPE: PRESIDENTIAL (NOTES MAIL)

CREATOR: Cynthia A. Rice ( CN=Cynthia A. Rice/OU=OPD/O=EOP [ OPD ] )

CREATION DATE/TIME:28-APR-1999 10:00:58.00

SUBJECT: DRAFT POTUS statement & Q&A

TO: Elena Kagan ( CN=Elena Kagan/OU=OPD/O=EOP @ EOP [ OPD ] )  
READ:UNKNOWN

TO: Laura Emmett ( CN=Laura Emmett/OU=WHO/O=EOP @ EOP [ WHO ] )  
READ:UNKNOWN

TO: Bruce N. Reed ( CN=Bruce N. Reed/OU=OPD/O=EOP @ EOP [ OPD ] )  
READ:UNKNOWN

CC: J. Eric Gould ( CN=J. Eric Gould/OU=OPD/O=EOP @ EOP [ OPD ] )  
READ:UNKNOWN

TEXT:

I just picked up a voice mail from Matt saying they postponed their press conference until tomorrow -- I'm trying to reach him now to find out more=====  
ATT CREATION TIME/DATE: 0 00:00:00.00

TEXT:

Unable to convert ARMS\_EXT:[ATTACH.D6]ARMS25140433J.136 to ASCII,  
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**Statement by the President on Tobacco**

April 28, 1999  
9:45 am DRAFT

This new report from the Campaign for Tobacco Free Kids underscores why I strongly oppose any legislation waiving the federal government's claim to tobacco settlement funds without a commitment from the states to fund youth tobacco prevention efforts. Without such a commitment, states won't have to spend a single penny of the \$246 billion to reduce youth smoking. **We must act now:** Every day, 3,000 children become regular smokers and 1000 will have their lives cut short as result.

**Tobacco Q&A**  
**April 28, 1998 -- DRAFT**

**Q: What do you think about the new report from the Campaign for Tobacco Free Kids showing states are not spending tobacco settlement funds to reduce youth smoking?**

A: This new report underscores why the President strongly opposes any legislation waiving the federal government's claim to tobacco settlement funds without a commitment from the states to fund youth tobacco prevention efforts. Without such a commitment, states won't have to spend a single penny of the \$246 billion to reduce youth smoking. Every day, 3,000 children become regular smokers and 1000 will have their lives cut short as result.

The report done by the Campaign for Tobacco Free Kids, to be released on Thursday, is compelling:

- There are 25 states in which there is no proposal being seriously considered to guarantee the use of a substantial portion of the settlement funds for programs to reduce tobacco use among children.
- In recent months, only 4 states have decided to use settlement funds to reduce youth smoking, and unless Congress and the states act, only 9 states will have comprehensive efforts to reduce youth smoking.

An average of 57 percent of the state recoveries is reimbursement for costs borne to the federal government, and the President believes that there should be a commitment by the states to use a portion of the monies from the settlement to prevent youth smoking, protect farmers, improve public health, and assist children. The Administration will work with the states and Congress to enact tobacco legislation that resolves the federal claim to tobacco settlement funds in exchange for a commitment by the States to use the federal share to support these shared state and national priorities.

**Q: Would the President veto the Supplemental Appropriations bill if it allows states to keep the entire \$246 billion tobacco settlement?**

A: The President's senior advisors have recommended that he veto the Senate Supplemental bill, if it is sent to him with the current objectionable riders like this tobacco provision.

RECORD TYPE: PRESIDENTIAL (NOTES MAIL)

CREATOR: Cynthia A. Rice ( CN=Cynthia A. Rice/OU=OPD/O=EOP [ OPD ] )

CREATION DATE/TIME:28-APR-1999 10:17:08.00

SUBJECT: REVISED DRAFT POTUS statement & Q&A

TO: J. Eric Gould ( CN=J. Eric Gould/OU=OPD/O=EOP @ EOP [ OPD ] )

READ:UNKNOWN

TO: Elena Kagan ( CN=Elena Kagan/OU=OPD/O=EOP @ EOP [ OPD ] )

READ:UNKNOWN

TO: Laura Emmett ( CN=Laura Emmett/OU=WHO/O=EOP @ EOP [ WHO ] )

READ:UNKNOWN

TO: Bruce N. Reed ( CN=Bruce N. Reed/OU=OPD/O=EOP @ EOP [ OPD ] )

READ:UNKNOWN

TEXT:

The Campaign is now planning to release its report tomorrow.

Here's what I recommend

We release a statement tomorrow -- here's a draft

We use these Q&As today.

Cynthia A. Rice

04/28/99 10:00:50 AM

Record Type: Record

To: Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP, Laura Emmett/WHO/EOP

cc: J. Eric Gould/OPD/EOP

Subject: DRAFT POTUS statement & Q&A

I just picked up a voice mail from Matt saying they postponed their press conference until tomorrow -- I'm trying to reach him now to find out more

===== ATTACHMENT 1 =====

ATT CREATION TIME/DATE: 0 00:00:00.00

TEXT:

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**Statement by the President on Tobacco**

April 28, 1999  
9:45 am DRAFT

Automated Records Management System  
Hex-Dump Conversion

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**Tobacco Q&A**  
**April 28, 1998 -- DRAFT**

**Q: What do you think about the new report from the Campaign for Tobacco Free Kids showing states are not spending tobacco settlement funds to reduce youth smoking?**

A: This new report underscores why the President strongly opposes any legislation waiving the federal government's claim to tobacco settlement funds without a commitment from the states to fund youth tobacco prevention efforts. Without such a commitment, states won't have to spend a single penny of the \$246 billion to reduce youth smoking. Every day, 3,000 children become regular smokers and 1000 will have their lives cut short as result.

The report done by the Campaign for Tobacco Free Kids, to be released on Thursday, is compelling:

- There are 25 states in which there is no proposal being seriously considered to guarantee the use of a substantial portion of the settlement funds for programs to reduce tobacco use among children.
- In recent months, only 4 states have decided to use settlement funds to reduce youth smoking, and unless Congress and the states act, only 9 states will have comprehensive efforts to reduce youth smoking.

An average of 57 percent of the state recoveries is reimbursement for costs borne to the federal government, and the President believes that there should be a commitment by the states to use a portion of the monies from the settlement to prevent youth smoking, protect farmers, improve public health, and assist children. The Administration will work with the states and Congress to enact tobacco legislation that resolves the federal claim to tobacco settlement funds in exchange for a commitment by the States to use the federal share to support these shared state and national priorities.

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A: The President's senior advisors have recommended that he veto the Senate Supplemental bill, if it is sent to him with the current objectionable riders like this tobacco provision.

**Tobacco Q&A**  
**April 28, 1998 -- DRAFT**

**Q: What do you think about the information in the Washington Post that states are not spending tobacco settlement funds to reduce youth smoking?**

A: This new information underscores why the President strongly opposes any legislation waiving the federal government's claim to tobacco settlement funds without a commitment from the states to fund youth tobacco prevention efforts. Without such a commitment, states won't have to spend a single penny of the \$246 billion to reduce youth smoking. Every day, 3,000 children become regular smokers and 1000 will have their lives cut short as result.

The information, based on a report by the by the Campaign for Tobacco Free Kids and the American Heart Association to be released on Thursday, is compelling:

- There are 25 states in which there is no proposal being seriously considered to guarantee the use of a substantial portion of the settlement funds for programs to reduce tobacco use among children.
- In recent months, only 4 states have decided to use settlement funds to reduce youth smoking, and unless Congress and the states act, only 9 states will have comprehensive efforts to reduce youth smoking.

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A: The President's senior advisors have recommended that he veto the Senate Supplemental bill, if it is sent to him with the current objectionable riders like this tobacco provision.

**Statement by the President on Tobacco**

April 29, 1999  
10:10 am DRAFT

This new report from the Campaign for Tobacco Free Kids and the American Heart Association underscores why I strongly oppose any legislation waiving the federal government's claim to tobacco settlement funds without a commitment from the states to fund youth tobacco prevention efforts. Without such a commitment, states won't have to spend a single penny of the \$246 billion to reduce youth smoking. **We must act now:** Every day, 3,000 children become regular smokers and 1000 will have their lives cut short as result.

Note: this report will be released Thursday 4/29.

RECORD TYPE: PRESIDENTIAL (NOTES MAIL)

CREATOR: Andrea Kane ( CN=Andrea Kane/OU=OPD/O=EOP [ OPD ] )

CREATION DATE/TIME:28-APR-1999 11:15:20.00

SUBJECT: Teen Birth Trends

TO: Nicole R. Rabner ( CN=Nicole R. Rabner/OU=WHO/O=EOP @ EOP [ WHO ] )  
READ:UNKNOWN

TO: Elena Kagan ( CN=Elena Kagan/OU=OPD/O=EOP @ EOP [ OPD ] )  
READ:UNKNOWN

TO: Sarah A. Bianchi ( CN=Sarah A. Bianchi/O=OVP @ OVP [ UNKNOWN ] )  
READ:UNKNOWN

TO: Cynthia A. Rice ( CN=Cynthia A. Rice/OU=OPD/O=EOP @ EOP [ OPD ] )  
READ:UNKNOWN

TO: Bruce N. Reed ( CN=Bruce N. Reed/OU=OPD/O=EOP @ EOP [ OPD ] )  
READ:UNKNOWN

TEXT:

Here's a chart summarizing key trends related to teen births, teen pregnancy, and out-of-wedlock births. Should come in handy for briefing/background for the First Lady's drop-by at the reception for National Campaign to Prevent Teen Pregnancy honorees this afternoon and the VP's roundtable tomorrow.

Bruce, this should also clarify question you had about AGI data (teen births, pregnancies, and abortions are all down). HHS Q&A says:

Q5: Is this [reduction in teen births] an improvement because there are more abortions?

A5: No. Birth and abortion rates among teenagers have both declined, reflecting the overall decline in the teen pregnancy rate. In fact, the abortion rate has dropped more than the birth rate. From 1991 to 1996, the abortion rate for teenagers dropped 22 percent, while the teen birth rate fell 12 percent.

===== ATTACHMENT 1 =====  
ATT CREATION TIME/DATE: 0 00:00:00.00

TEXT:

Unable to convert ARMS\_EXT:[ATTACH.D71]ARMS25739433W.136 to ASCII,  
The following is a HEX DUMP:

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**Birth Rate Trends 4/28/99** (for internal use)

	1991	1996	1997	% change 1991 - 1997	% change 1996-1997
Teen birth rate (births per 1,000 women 15 - 19)	62.1	54.4	52.3	- 16%	- 4%
Number of teen births	519,577	491,577	483,220	- 7%	- 2%
Birth rate to unmarried women (births per 1,000 unmarried women 15 - 44)	45.2 <sup>1/</sup>	44.8	44.0	- 3 %	- 2%
Birth rate to unmarried teens (births per 1,000 unmarried women 15 - 19)	44.8 <sup>2/</sup>	42.9	42.2	- 6%	- 2%

1/ Birth rate for unmarried women 15- 44 peaked at 46.9 in 1994 and fell 6% from 1994 to 1997.

2/ Birth rate for unmarried teens 15 - 19 peaked at 46.4 in 1994 and fell 9% from 1994 to 1997.

- Births to teens (19 and under) accounted for 13 percent of all births in 1997.
- The percent of all births that were to unmarried women stabilized at 32.4% in 1997-- unchanged from 1996. The percent of all teen births that were out-of-wedlock continued to rise, reaching 78% in 1997.

**Teen Pregnancy Trends**

	1991	1995	1996	% change 1991 - 1995	% change 1995-1996
HHS/NCHS teen pregnancy rates <sup>3/</sup>	116.5	102.7	98.7 ( <i>not released</i> )	- 12%	- 4% ( <i>not released</i> )
AGI teen pregnancy rates <sup>3/</sup>	115.8	101.1	97.3	- 13%	- 4%

3/ NCHS estimates are based on NCHS teen birth figures and fetal loss estimates and the private Alan Guttmacher Institute's (AGI) abortion data. The AGI's estimates are based on NCHS's teen birth figures and AGI's own estimate of abortions and fetal losses.

**Teen Abortion Trends**

	1991	1995	1996	% change 1991 - 1995	% change 1995-1996
AGI teen abortion rate (per 1,000 women 15 -	37.6	30.0	29.2	- 22%	- 3 %

19)					
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RECORD TYPE: PRESIDENTIAL (NOTES MAIL)

CREATOR: Constance J. Bowers ( CN=Constance J. Bowers/OU=OMB/O=EOP [ OMB ] )

CREATION DATE/TIME:28-APR-1999 11:35:56.00

SUBJECT: Education "Prospectus" (summaries) of ESEA Reauthorization Draft bill

TO: Janet R. Forsgren ( CN=Janet R. Forsgren/OU=OMB/O=EOP@EOP [ OMB ] )  
READ:UNKNOWN

TO: Bethany Little ( CN=Bethany Little/OU=OPD/O=EOP [ OPD ] )  
READ:UNKNOWN

TO: Wei-Min C. Wang ( CN=Wei-Min C. Wang/OU=OMB/O=EOP@EOP [ OMB ] )  
READ:UNKNOWN

TO: Barry White ( CN=Barry White/OU=OMB/O=EOP@EOP [ OMB ] )  
READ:UNKNOWN

TO: Jonathan H. Schnur ( CN=Jonathan H. Schnur/OU=OPD/O=EOP@EOP [ OPD ] )  
READ:UNKNOWN

TO: Bruce N. Reed ( CN=Bruce N. Reed/OU=OPD/O=EOP@EOP [ OPD ] )  
READ:UNKNOWN

TO: James J. Jukes ( CN=James J. Jukes/OU=OMB/O=EOP@EOP [ OMB ] )  
READ:UNKNOWN

TO: Iratha H. Waters ( CN=Iratha H. Waters/OU=OMB/O=EOP@EOP [ OMB ] )  
READ:UNKNOWN

TO: Wayne Upshaw ( CN=Wayne Upshaw/OU=OMB/O=EOP@EOP [ OMB ] )  
READ:UNKNOWN

TO: Tanya E. Martin ( CN=Tanya E. Martin/OU=OPD/O=EOP@EOP [ OPD ] )  
READ:UNKNOWN

TO: Elena Kagan ( CN=Elena Kagan/OU=OPD/O=EOP@EOP [ OPD ] )  
READ:UNKNOWN

TO: Barbara Chow ( CN=Barbara Chow/OU=OMB/O=EOP@EOP [ OMB ] )  
READ:UNKNOWN

TEXT:

ED is anxious to receive clearance of the prospectus material summarizing each title of the ESEA draft bill. ED's need to use a commercial printer necessitates a longer lead time than normal to prepare this material in final. Therefore, please review this material as soon as possible. Unresolved issues are highlighted. Each title is presented as a separate file. It would assist ED if you could quickly provide clearance on the prospectus material for those titles with no outstanding issues. You may access these files easily through the following website. I am also attaching below the "word" files containing the overview, Title I, and Title II. (I will forward you by email the other titles if you so request. The length of the material will not allow for compilation and transmittal in one email.)

ED requests clearance of all prospectus material no later than Friday, April 30th. Please advise me of your clearance of specific titles of the



**TITLE I  
HELPING DISADVANTAGED CHILDREN MEET HIGH STANDARDS**

**BASIC GRANTS (TITLE I, PART A)**

**What's New**

The Educational Excellence for All Children Act of 1999:

- Holds districts and schools accountable for student performance by requiring States to implement one rigorous, statewide accountability system in all schools, including Title I schools;
- Authorizes additional funding for States and school districts to implement immediate, intensive intervention in low-performing schools and districts to improve their performance;
- Supports high-quality instruction by requiring Title I districts to (1) set aside funds for professional development activities, (2) ensure that new Title I teachers are certified in the field in which they are teaching, and (3) raise the minimum qualifications for paraprofessionals working in Title I programs;
- Strengthens schoolwide efforts to improve high-poverty schools by incorporating promising features of the Comprehensive School Reform Demonstration program;
- Incorporates key research findings on improving the teaching and learning of reading, including encouraging districts to provide early identification and intervention for children with difficulties learning to read;
- Helps districts and schools develop high-quality instructional programs through peer review of schoolwide plans, school improvement plans, district Title I plans and district improvement plans;
- Strengthens provisions to help limited English proficient (LEP) students learn English and meet their State's challenging content and performance standards, including requiring States to give State reading and language arts assessments in English to LEP students who have been in the United States for three years or longer;
- Ensures equitable learning opportunities for Title I students who attend private schools by emphasizing the requirement that districts consult with the teachers and parents of private school Title I participants;
- Strengthens extended learning time opportunities for students experiencing difficulty meeting high academic standards by requiring schools with schoolwide Title I programs to provide extended learning time for them;

**What's New  
(continued)**

- Strengthens provisions requiring that Title I schools receive resources comparable to other schools within a district, focusing on such factors as staff quality, curriculum and course offerings, and safe school facilities; and,
- Strengthens opportunities for program improvement by reserving 0.3 percent of Title I funds for evaluation, State partnerships to gather information necessary to improve program management, applied research, technical assistance and information dissemination.

Enacted in 1965 as part of the War on Poverty to help our most disadvantaged students, the Title I Basic Grants program is the largest federal investment in elementary and secondary education. Title I now provides over \$8 billion each year on behalf of over 11 million children in 45,000 schools.

Title I funding helps improve teaching and learning in schools with concentrations of low-achieving and poor children to help them meet challenging State academic standards. By targeting Federal resources to school districts and schools with the highest concentrations of poverty — where academic performance tends to be low and the obstacles to raising performance are the greatest — Title I helps address the severe educational problems facing high-poverty communities.

Of the 11 million Title I students, about two-thirds are between the first and sixth grades.<sup>1</sup> Minority students participate at rates higher than their proportion of the student population: African American students make up 28 percent of Title I participants, Hispanic students 30 percent, and non-Hispanic whites 36 percent.<sup>2</sup>

The Title I Basic Grants program serves about 167,000 private school children, close to 300,000 migrant children, and over 200,000 children identified as homeless. Title I services are provided to about two million students with limited English proficiency — almost one-fifth of all students served by the program and growing in number — and to one million students with disabilities.<sup>3</sup>

During the 1970s and most of the 1980s, Title I contributed to closing the achievement gap between minority and white students.<sup>4</sup> However, during the late 1980s and early 1990s, the gap widened again.

Prior to 1994, research indicated that fundamental change was needed in Title I to help at-risk students achieve to the same high standards expected of other children.<sup>5</sup> As a result, the Congress and the Administration restructured Title I in 1994 to focus on helping low-performing students master challenging curriculum and meet high standards.

## What We've Learned

The 1994 reauthorization of Title I was intended to support schools, districts, and States in ensuring that all children meet the same challenging standards. The reforms were designed to link the program to standards-based State and local reform efforts. Though there has clearly been progress in establishing State standards across the country, States and school districts have not fully implemented them in their classrooms.

### Schools are beginning to show gains in student performance.

It has been just four years since the Improving America's Schools Act of 1994 and, under the schedule mandated by that law, many States are still implementing the 1994 provisions. Nonetheless, there is growing evidence that standards-based reforms supported by Title I are having a positive impact on teaching and learning. With Federal support and encouragement, educators in all 50 States, the District of Columbia, and Puerto Rico have made great progress in establishing high academic standards in reading and mathematics.

States are also making progress in developing assessments aligned with their standards, which are not required to be used until the 2000-01 school year. In 1997, 14 States had established transitional assessment systems linked to State content standards.<sup>6</sup>

Most importantly, the impact of standards-based reform is beginning to be seen in improved achievement by Title I students. Reading and math performance among nine-year-olds in high-poverty public schools and among the lowest-achieving fourth graders has improved significantly on the National Assessment of Educational Progress.<sup>7</sup> Similarly, three-year trends reported by States and districts show progress in the percentage of students in the highest-poverty schools meeting State and local standards for proficiency in mathematics and reading.<sup>8</sup>

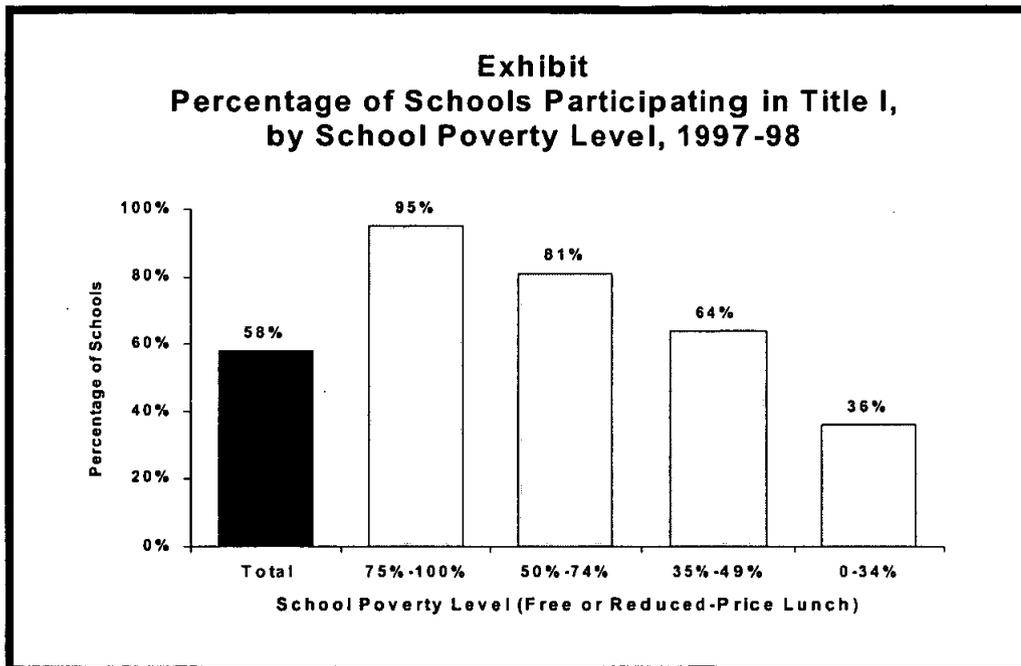
Nonetheless, despite the progress States and districts have made, a substantial achievement gap remains between students in the highest- and lowest-poverty schools.<sup>9</sup>

### Title I concentrates resources on communities with the greatest needs.

Title I is intended to help address the greater educational challenges facing high-poverty communities by concentrating extra resources on school districts and schools with the highest concentrations of poverty, low academic performance, and great obstacles to raising performance. The record shows that the 1994 reforms heightened the concentration of resources where the need is the greatest:

- Title I is helping 95 percent of the nation's highest-poverty schools (where three out of every four students are from low-income families) in 1997-98, up from 79 percent in 1993-94. The number of the highest-poverty secondary schools receiving Title I funds also increased over that time, from 61 percent to 93 percent.<sup>10</sup>

- While the highest-poverty schools make up only about 15 percent of schools nationwide, they receive 46 percent of Title I funds. About three-fourths (73 percent) of the funds go to schools with 50 percent or more students who are eligible for free or reduced-price lunch.<sup>11</sup>
- The share of Title I funds allocated to low-poverty schools (where fewer than one student in three is from a low-income family) declined from 49 percent in 1994-95 to 36 percent in 1997-98.



Source: U.S. Department of Education, unpublished tabulations from the *Follow-Up Survey of Education Reform*.

Almost all Title I funds go to the local level to support instruction.

Almost 99 percent of Title I dollars go to the local level. School districts, in turn, use 90 to 93 percent of their Title I funds for instruction and instructional support, most often in reading and math.<sup>12</sup>

Title I provides flexible funding that may be used for supplementary instruction, professional development, new computers, after-school or other extended-time programs, and other strategies for raising student achievement. For example, Title I funds were used to purchase an average of 3.5 computers in the highest-poverty schools in 1997-98.<sup>13</sup> Title I funds used for professional development amounted to about \$20 million in 1997-98, about 29 percent of total Federal support for teacher professional development.<sup>14</sup>

Accountability systems tied to standards and assessments provide focus for schools.

Accountability systems for school quality, including student performance, can help schools and districts use data to identify student needs and make improvements. Recent research on accountability in 12 States and 14 districts found that decision-making relied heavily on data. The study found that many districts were going beyond requirements of Title I to use performance data to identify and develop strategies for staff development and curriculum improvement to address gaps in performance.<sup>15</sup>

Even though Title I accounts for a relatively small portion (about three percent) of total Federal, State, and local spending on elementary and secondary education, some evidence suggests that Title I accountability provisions are having a significant effect in high-poverty districts. For example, a recent study of accountability in large urban districts found that Title I has been “a model and an instigator” for standards-based reforms and efforts to track student progress and improve schools.<sup>16</sup> Nationally, 50 percent of small, poor districts and 47 percent of large, poor districts report that Title I is driving reform to a great extent. Fourteen percent of all districts report that Title I is driving reform to a great extent in their districts as a whole.<sup>17</sup>

States are making progress in implementing the accountability provisions of Title I, although the law does not require full implementation of accountability systems until final assessments are in place in the 2000-01 school year. But States are also facing new challenges as they transform their educational systems into higher-performing, results-based systems.<sup>18</sup> For example, although there is considerable overlap between schools identified for improvement under Title I and those identified through other State or local mechanisms, States report that they are having difficulty integrating the Title I requirements with their own systems. Only 23 State Title I directors report that the same accountability system is used for Title I schools as for other schools in their State.<sup>19</sup>

States and districts lack the capacity to turn around schools in need of improvement.

The lack of capacity of State school support teams to assist schools in need of improvement under Title I is a major concern.

- The State Improvement Grants — designed to be the mechanism to provide additional resources for the operation of school support teams — have not been funded in the past four years. Although State school support teams have mainly assisted schoolwide programs, their charge also includes providing assistance to other schools in need of improvement. In 1998, only eight States reported that school support teams have been able to serve the majority of schools identified as in need of improvement.
- Fewer than half (47 percent) of schools that reported in 1997-98 that they had been identified as in need of improvement also reported that this designation led to additional professional development or assistance.<sup>20</sup>

A focus on high standards at the classroom level can make a difference in student achievement.

There is evidence of progress for students in high-poverty schools where staff members focus on challenging standards and strategies to help students achieve them. Preliminary findings from the *Longitudinal Evaluation of School Change and Performance (LESCP)*,<sup>21</sup> a study of instructional practices in 71 high-poverty schools, found that:

- Students were likely to make better progress in reading if their teacher gave them more exposure to reading in the academic content areas and opportunities to talk in small groups about what they had read; and,
- Students whose teachers used a curriculum that reflected the standards of the National Council of Teachers of Mathematics recorded higher gains in mathematics.

Another study found that in high-performing, high-poverty schools, 80 percent of the principals reported using standards extensively to design curriculum and instruction and 94 percent reported using standards to assess student progress.<sup>22</sup> The proportion of Title I principals who reported using content standards to guide curriculum and instruction to a great extent has increased substantially, from approximately half in 1995-96 to three-quarters in 1997-98.<sup>23</sup>

Teachers need more preparation to implement standards in the classroom.

Despite reported use of standards, most teachers do not feel very well prepared to implement them in the classroom. In 1998, only 37 percent of teachers in schools with 60 percent poverty or greater reported that they felt very well prepared to implement State or district curriculum and performance standards.<sup>24</sup>

Teachers' sense of preparedness is a key factor in predicting student outcomes, according to the LESCP study of 71 high-poverty Title I schools. The LESCP found that teachers' reported preparedness in both subject matter and instructional strategies had a positive relationship with student progress.<sup>25</sup> Current teacher training seems insufficient.

- In 1998, public school teachers — regardless of the poverty level of their school — spent a very limited amount of time in professional development, although they did focus on topics that supported standards-based reform. Most teachers are not participating in training that is intensive or sustained, two essential characteristics of effective professional development.<sup>26</sup>
- Over half (55 percent) of all teachers in high-poverty schools reported spending less than nine hours per year on training in the content areas. Over two-thirds (70 percent) reported receiving less than nine hours per year of professional development related to content and performance standards, yet this topic was the most common one on which teachers received training (80 percent received professional development in this area).<sup>27</sup>

Teacher aides are widely used to provide direct instruction in Title I schools.

Paraprofessionals continue to be widely used in Title I schools to provide instruction. In the 1997-98 school year, 84 percent of principals in high-poverty schools reported using aides, compared to 54 percent in low-poverty schools.<sup>28</sup> Although very few paraprofessionals have the educational background necessary to teach students, almost all (96 percent) were either teaching or helping teach students.<sup>29</sup> Three-fourths of paraprofessionals (72 percent) spent at least some time teaching without a teacher present.<sup>30</sup>

Schoolwide programs are more likely to integrate Title I services into overall standards-based reforms at the school level.

Each Title I school operates either a Title I schoolwide program, in which Title I funds are combined with other funds to improve the quality of the whole school, or a Title I targeted assistance program solely for Title I students.

Recent findings show that schools with schoolwide Title I programs are more likely than schools with targeted assistance programs to use a strategic plan that effectively integrates Title I into the larger educational program of the school. Strategic plans can allow Title I services to be considered within the broader context of a school's reform goals.<sup>31</sup>

Extended learning time can improve achievement, but is not fully utilized in Title I.

In a recent study of high-performing, high-poverty schools, 86 percent of the schools provided extended learning time for reading and 66 percent provided extra time in mathematics.<sup>32</sup> In another study of Maryland elementary schools, researchers found that the more successful schools were seeing consistent academic gains as a result of extended day programs.<sup>33</sup>

Although the proportion of schools offering extended time has increased from nine to 41 percent since the last reauthorization, most Title I schools still do not. Those schools that do offer such extended learning programs serve few students with them.<sup>34</sup>

Family involvement in education strengthens learning.

Principals and teachers see the need to engage parents to achieve reform, especially in high-poverty schools.<sup>35</sup> The Federal role in supporting parental involvement can be catalytic, encouraging schools to get parents to help their children learn and to participate in school activities and decisions.

Title I school-parent compacts, first required under the 1994 reauthorization, can bring schools and parents together around their shared responsibilities, but they need sustained support to be successful. The proportion of Title I schools with school-parent compacts rose from 20 percent

in 1994 to about 75 percent in 1998. A substantial majority of schools — especially those serving high concentrations of low-income children — find compacts helpful in promoting parental involvement.<sup>36</sup> However, 25 percent of Title I schools still do not have such agreements.

### What We Propose

Title I is the primary source of Federal support for raising the quality of instruction in high-poverty schools. The program focuses on challenging all students to reach high academic standards and providing the high-quality education necessary to reach those standards. The Educational Excellence for All Children Act of 1999 would:

- Focus on high academic standards for all children. Almost every State has established challenging standards describing what all students — including Title I students — should know. Soon all States will be administering assessments that measure student progress toward those standards.

States and school districts must now translate State standards from policy documents into classroom practices to see meaningful gains in student learning. State standards and assessments will help teachers and schools determine how their students are doing and how they can improve. Standards and assessments will also help States and districts better identify schools in need of help.

Our proposal would not change the schedule for implementing standards-based reform mandated by the 1994 laws, including the requirement that States develop assessments aligned with their standards by the 2000-2001 school year.

- Strengthen accountability for districts and schools. For standards-based reform to improve student achievement, States must hold districts and schools accountable for student performance against State standards, with an emphasis on helping the lowest-performing students continually improve. Accountability systems are most meaningful when all schools understand them. In some States, schools are confused by multiple accountability systems.

Our proposal would require States to develop one rigorous, statewide accountability system for all schools, including Title I schools, that requires schools to make annual, substantial gains in student performance until every student is mastering challenging standards. States could use either a model outlined in the statute or an alternative that is at least as rigorous and effective.

- Reward improvement and success. Acknowledging high-achieving and improving schools and districts helps them sustain their momentum and identifies sources of lessons for other schools. Our proposal would require States to establish criteria for recognizing distinguished districts and schools. For example, these criteria might lead States to recognize districts and schools that show substantial gains for three consecutive years; have helped virtually all of their students meet the State's advanced level of performance; or raised student achievement across gender and racial groups to promote equity in achievement.

- Increase funding to help low-performing schools implement sound programs that improve student performance. States and districts would receive funding from a 2.5 percent set-aside under Title I to strengthen their capacity to turn around low-performing schools. This set-aside would increase to 3.5 percent in the 2003-04 school year. At least 70 percent of these funds would go to districts to turn around low-performing schools. States would begin with districts and schools already identified as needing improvement. This set-aside would provide more funds for swift, intensive intervention such as expert consultation and in-depth teacher training in low-performing schools and districts.

No school will be allowed to continue to languish in failure. To help schools and districts that fail to show improvement after State intervention, States and districts would be required to take stronger corrective actions that dramatically alter the teaching force and instructional strategies in the school. Districts would take at least one of the following corrective actions: (1) implementing a new curriculum that is research-based and offers substantial promise of improving student achievement; (2) redesigning or reconstituting the school, including re-opening it as a charter school; or (3) closing the school and allowing its students to transfer.

- Emphasize high-quality teaching. Teacher quality is the greatest single in-school factor in determining student success.<sup>37</sup> To enable teachers in our poorest schools to teach to challenging standards, our proposal would require districts to use at least five percent of their Title I funds in the first two years, and 10 percent in subsequent years, to support teacher development tied to challenging standards. *(PD set-aside is still an outstanding issue)*

In addition, all new teachers would have to be certified in the field in which they teach or have a bachelors' degree and be working toward full certification within two years. All paraprofessionals would be required to hold at least a high-school diploma or equivalent and only paraprofessionals with at least two years of college could assist teachers by providing appropriate instructional help, such as tutoring. Paraprofessionals would participate in professional development and school districts would be encouraged to develop career ladders for paraprofessionals to become certified teachers.

This effort will be complemented by the teacher quality provisions in Title XI, which will increase the number of certified teachers in Title I schools, as well as Titles II and III, which increase support for professional development.

- Strengthen schoolwide efforts to improve education in high-poverty schools. Schoolwide programs can be a highly effective way to help students in high-poverty schools meet high standards for performance. Schoolwide programs improve the entire instructional program — rather than offering a separate program for Title I students — by combining Federal, State, and local funds to integrate programs.

Our proposal would continue to emphasize schoolwide programs in schools that have at least 50 percent poverty, because research shows that a concentration of children from poor families of this magnitude impacts the educational achievement of all children in the school.

Our proposal would make schoolwide programs more effective by emphasizing promising features of the Comprehensive School Reform Demonstration program — which operates under the Title I demonstration authority and the Fund for the Improvement of Education — and other research-based approaches for raising student achievement. Key elements of schoolwide reforms are:

- (1) A comprehensive assessment that examines the performance of all children in the school in relation to State content and performance standards, student mobility, attendance, violence and drug use, class size, staff quality, classroom management, parent and community involvement, and the availability of resources;
- (2) A comprehensive design to improve teaching and learning throughout the school based on data from the assessment. This design would include, for example, instruction by highly qualified staff; on-going high-quality professional development; effective research-based methods and strategies to strengthen the core academic program, increase the amount and quality of learning time, and meet the needs of the most at-risk children; and strategies to increase parental involvement. These elements must be aligned and included in a comprehensive design that addresses the needs of the whole school; and,
- (3) A regular review of the school's progress in implementing its program and meeting its goals for student achievement. The school would use the results of this review to continuously improve the design and implementation of its schoolwide program.

Accounting practices can be a barrier to successfully integrating program funds. Our proposal would require each State to work to reduce its fiscal and accounting barriers to encourage school districts to combine Title I funds with funds from other Federal, State, and local sources to achieve schoolwide reform.

- Incorporate key findings of reading research and encourage preschool programs. Research shows that children who receive language and cognitive development enrichment early in life later show much higher reading achievement in elementary and middle school.<sup>38</sup> Title I currently authorizes services to preschool children, but there are no specific provisions for how these services may be provided.

Our proposal would make clear that a district may provide services directly to eligible preschool children in all or part of its jurisdiction, through any participating Title I school, or through a contract with another preschool program. The proposal also would emphasize that such services must focus on the developmental needs of participating children and use research-based approaches that build on children's competencies that lead to school success. Our proposal would also encourage the use of diagnostic assessments in the first grade to ensure early identification and intervention for students with reading difficulties.

- Encourage peer support for schoolwide programs and school improvement strategies. Schools and districts can learn a great deal from each other. To support critical feedback and improvement on schoolwide programs and school improvement plans, our proposal requires

school districts to peer review each other's schoolwide plans and school improvement plans and States to peer review each other's district-level Title I plans and district improvement plans.

- Focus attention on improving the education of limited English proficient (LEP) children. Despite growing populations of LEP students, many States exclude them from their assessment and accountability systems, possibly leading to lower expectations and less rigorous curricula for these students. Our proposal would continue to hold Title I schools accountable for the performance of LEP students in reaching high academic standards and learning English.

Schools would annually assess the progress of LEP students in learning English and use the results of those assessments to modify instruction. As under current law, States would have to include LEP students in State assessments and (to the extent practicable) test them in the language and manner most likely to yield accurate information about what they know. At a minimum, States would be required to have tests available in Spanish. To assess student progress and hold schools accountable for teaching them English, LEP students who have attended schools in the U.S. for three consecutive years would be tested in English on the State's reading or language arts assessment.

- Ensure equitable learning opportunities for Title I participants who attend private schools. Our proposal would clarify that: (1) teachers and families of participating private school students are to participate in Title I professional development and parental involvement activities on an equitable basis, and (2) services provided to private school students are to meet the needs of those students.

Our proposal would also strengthen consultation between public and private school officials. First, new provisions would clarify that consultation will include meetings among school district and private school officials and continue throughout the implementation and assessment of Title I services. Additional changes will specify that the issues discussed during consultation are to include:

- The amount of funds generated by low-income private school children;
- The methods and sources of data to be used to determine the number of low-income students in participating school attendance areas who attend private schools;
- How and when the school district will make decisions about the delivery of services to eligible students attending private schools; and,
- How the results of assessments will be used to improve services to eligible children attending private schools.

- Promote greater use of extended learning time to help students achieve high academic standards. Although the use of extended learning time programs has increased significantly and recent evidence has affirmed their effectiveness, fewer than half of Title I schools offer these programs. Where they do exist, few students participate.

Because extended learning time can improve student performance, our proposal would require that schoolwide Title I programs provide extended learning programs to students

experiencing difficulty in mastering State academic standards. Our proposal would also require school districts to describe in their applications how they will give primary consideration to extended learning time, such as a longer school year, before- and after-school programs, and summer programs.

- Maintain the current funding formulas and targeting provisions to ensure that Title I resources go to the highest-poverty school districts and schools. The 1994 reauthorization created the new targeted grants formula and changed the within-district allocation provisions. The Congress also increased the portion of Title I funds appropriated for concentration grants over the past several years. As a result, a larger proportion of Title I funds are spent in high-poverty schools. Ninety-five percent of the highest-poverty schools — where at least three students in four live in poverty — received Title I funds in 1997-98, an increase from 79 percent in 1993-94. (*Outstanding issue regarding Puerto Rico*)

Our proposal would maintain the current funding formulas and targeting provisions. It also updates the provisions directing that an increasing portion of Title I funds be distributed through the targeted grant formula.

- Strengthen comparability provisions to ensure that Title I schools are treated the same as all other schools in a district in terms of the qualifications of staff, curriculum and course offerings, and condition and safety of school facilities. With the expectation that all children are to meet challenging State standards, it is more important than ever to ensure that high-poverty schools are qualitatively comparable to other schools in their districts.
- Build capacity to develop new knowledge about program operation and innovations. Our proposal would authorize the Secretary to reserve 0.3 percent of Title I funds to conduct evaluations of Title I programs to determine their effectiveness, consistent with the Government Performance and Results Act of 1993. Our proposal would mandate a national assessment of Title I to examine, for example, its impact on State standards-based reform systems and student academic performance relative to that system. Our proposal would also mandate a national longitudinal study of Title I students to provide an accurate description of Title I's short-term and long-term effectiveness. Finally, our proposal would authorize State partnerships to inform program management and support continuous improvement by States, districts, and schools.

Currently, there is no authority in Title I to support national level activities such as commissioning papers, convening expert panels to advise on issues related to program implementation, or developing and testing model approaches to improve student achievement in high-poverty schools. Our proposed evaluation funds would also support technical assistance, program improvement, and replication activities, consistent with the other major ESEA programs.

## COMPREHENSIVE SCHOOL REFORM DEMONSTRATION PROGRAM

### What's New

The Educational Excellence for All Children Act of 1999:

- Continues the commitment to comprehensive school reform by extending the Title I demonstration authority and the Fund for the Improvement of Education, through which the Comprehensive School Reform Demonstration program operates;
- The recently-established CSRD program:
  - Helps schools adopt comprehensive, research-based reform efforts that strengthen the entire school;
  - Assists schools to identify, select, and implement effective models that are based on reliable research and effective practices, and that best match the learning needs of students;
  - Supports continuous professional development of school staff to implement comprehensive school reform designs; and,
  - Supports high-quality, ongoing technical assistance from States, districts, and external experts in schoolwide reform.

The Comprehensive School Reform Demonstration (CSRD) program was established in November 1997 under the Title I Demonstration authority and the Fund for the Improvement of Education. CSRD provides incentives to schools — especially Title I schools identified for improvement — to implement research-based programs to strengthen the quality of education within the entire school. By the fall of 1999, approximately 2,500 schools will be selected for funding to implement comprehensive school reform programs based on reliable research and effective practices.

### What We've Learned

Comprehensive reform efforts — such as those supported by CSRD, which draw on methods and strategies with a track record of success — can be a powerful tool for school improvement. Research on effective schools points to the importance of high standards and rigorous curriculum for all students, a school environment that promotes collaboration and mutual respect among staff, ongoing and high-quality staff development, efficient school management, and sustained parental involvement. An increasing number of districts and schools are undertaking and getting

results from such approaches, often using models developed externally to help guide coherent school improvements.

Research supports the comprehensive approach to school reform. Several studies have found larger student achievement gains in schools implementing comprehensive programs than in comparable schools without such programs.<sup>39</sup>

These studies — as well as a recent evaluation of reform models by the RAND Corporation<sup>40</sup> — identify the essential elements for the implementation of effective schoolwide reform. Critical ingredients for successful implementation include stable, supportive leadership at both district and school levels; district support in helping schools choose reform models that best fit their needs; and district provisions for some school autonomy and resources for professional development and planning. These attributes are important in determining the success of implementation, and ultimately the success of school improvement.

Over 600 schools nationwide have already received competitive CSRD awards to work with experienced partners in schoolwide reform to implement their comprehensive school reform plans. Early reports from States indicate that the legislation is providing valuable incentives and support for schools to undertake research-based, effective school-wide reforms. As a result, CSRD is spurring significant interest in identifying what works to help students reach high standards.

### **Harriet Tubman Elementary School New York City**

Just a few years ago, P.S. 154 in New York City, where 99 percent of students receive free- and reduced-price lunch, was one of the lowest-performing schools in the city. After being assigned to the Chancellor's District, school leaders, parents and teachers devised a plan for comprehensive change. As part of the comprehensive reform effort, the school adopted Success for All, an intensive reading program. By 1997-98, P.S. 154 was removed from the State's list of low-performing schools, reading scores had improved, the percent of students performing at or above grade level on the citywide assessment rose from 30 percent (in 1996) to 46 percent in 1998.

### **Nathaniel Hawthorne Elementary School San Antonio, Texas**

Hawthorne Elementary School, a high poverty school where 96 percent of students qualify for free lunch and 28 percent of students have limited proficiency in English, adopted Core Knowledge in 1992-93, a model that provides content guidelines to help schools provide challenging curriculum and a common core of knowledge for students in the early grades. In 1994 only 24 percent of students in the school passed all portions of the Texas Assessment of Academic Skills (TAAS). In 1998, almost 63 percent of students passed the TAAS, with the largest gains over the period being made by African American students.

### What We Propose

The Educational Excellence for All Children Act of 1999 would:

- Continue the promising CSRD program by extending the Title I demonstration authority and the Fund for the Improvement of Education. Maintaining the program will provide stable support for continuing reforms, enable the program to be fully implemented, and allow the evaluation of its effect on student achievement.
- Integrate the most promising features of CSRD into the schoolwide provisions of Title I, including the reliance on research-based reforms and the components that have the greatest effect on student achievement.

### EVEN START

#### What's New

The Educational Excellence for All Children Act of 1999:

- Improves the quality of Even Start projects by emphasizing research-based approaches to effective family literacy programs and encouraging State-level collaborations and coordinated services;
- Increases service intensity by providing instruction through the summer and encouraging the use of distance learning;
- Strengthens the qualifications of instructional staff, including paraprofessionals;
- Fosters continuous improvement by strengthening the requirement for independent local project evaluations;
- Authorizes funds for exemplary projects to serve as models; and,
- Increases the program's compatibility with welfare reform initiatives.

Even Start is a family literacy program intended to break the cycle of poverty by teaching parents the literacy and parenting skills they need to help their children learn to high standards. Even Start is implemented through cooperative projects that build on existing community resources to create a new range of services. There are about 750 Even Start projects throughout the United States, serving over 34,000 families.

Even Start's integrated, inter-generational approach makes it unique among Federal programs. It serves parents and their young children — from birth until age eight — through programs that coordinate early childhood education, parenting education, and adult literacy (either adult basic education or English as a second language).

The U.S. Department of Education distributes Even Start funds to States by formula. States make subgrants to partnerships that include one or more school districts and one or more nonprofit community organizations, public agencies, or institutions of higher education.

### **What We've Learned**

The Even Start program serves families that are most in need. In 1996-97, approximately 90 percent of Even Start families had incomes at or below the Federal poverty level. Eighty-six percent of Even Start adults were enrolled without a high school diploma or GED and 45 percent had not advanced beyond the 9<sup>th</sup> grade. In more than one-third of Even Start families, parents did not speak English at home, and three-quarters of these parents had difficulty speaking or reading English.<sup>41</sup>

The Even Start program benefits both adults and children, according to national assessments. Adults make moderate gains on measures of math and reading achievement and the literacy environment of the home. Children make gains on measures of language development and school readiness.<sup>42</sup>

To build on this success, the Even Start program should improve the quality, intensity, and frequency of instruction, and the retention of participants. Even Start instructors and aides should have stronger qualifications. While most Even Start instructors have at least a bachelor's degree, many aides do not. Only 34 percent of instructors and 22 percent of aides have any special certification or endorsements relevant to Even Start instruction.<sup>43</sup>

The first national evaluation of Even Start found that program intensity was related to educational outcomes for children and adults.<sup>44</sup> Although hours of instructional services have increased on average,<sup>45</sup> the intensity still may not be sufficient to cause meaningful learning gains. In fact, only about 25 percent of Even Start projects meet the benchmark for hours of instruction in the program's performance plan: at least 60 hours per month of adult education, 65 hours a month of early childhood education, and 20 hours per month of parenting education.<sup>46</sup>

Retention of participants is another area that needs improvement. Almost 50 percent of the new families who entered the program in 1995-96 dropped out within the first year, although they neither met their goals nor moved away from the area.<sup>47</sup> The national evaluation has shown that the longer children participate in Even Start, the greater their gains on measures of language development and school readiness.<sup>48</sup> The program needs to stress continuity of services throughout the year, including over the summer months.

Although local Even Start projects must conduct independent local evaluations, State administrators are not required to review them. A 1998 report found that the quality of local

evaluations varied and they were rarely used systematically by Even Start projects “to manage and improve their programs.”<sup>49</sup>

### What We Propose

The Educational Excellence for All Children would:

- Improve the quality of local Even Start projects by requiring them to take account of best available research in planning and implementing programs, especially research on preventing reading difficulties and promoting language development in young children.
- Increase intensity of services by providing instruction through the summer months, encouraging the use of distance learning where appropriate, and requiring States to assess projects’ efforts to retain families in the program. These changes are designed to help retain families in the program longer and increase the academic learning of families during the summer and in remote, rural areas.
- Strengthen the qualifications of instructional staff, including paraprofessionals. Projects would be required to pay more attention to hiring instructional staff with more education and with certification in the subjects they are teaching. Paraprofessionals providing instructional support, such as follow-up educational activities in home visits, would be required to have two years of college and be under the direct supervision of a teacher.
- Increase the quality of local projects by supporting State collaborations and coordinated services.
- Promote improved implementation by requiring States to submit a plan. The plan would describe State efforts to develop and use indicators of program quality to evaluate and improve Even Start projects, ensure that each project fully implements all of the Even Start program elements, conduct the competition for subgrants, and coordinate resources to improve family literacy services.
- Foster continuous improvement by strengthening the requirement for independent project evaluations.
- Allow States to fund up to two exemplary projects to serve as models and mentor sites for other family literacy programs in the State. State models would help States and localities learn from well-tested, proven models that achieve significant outcomes for low-income families and that have the capacity to provide technical assistance to other projects.
- Increase the program’s compatibility with welfare reform initiatives. The explicit addition of “career counseling and job placement services” clarifies that they are allowable costs and emphasizes the allowance of such support services, increasing projects’ flexibility in meeting the needs of welfare recipients.

## EDUCATION OF MIGRATORY CHILDREN

### What's New

The Educational Excellence for All Children Act of 1999:

- Holds States accountable for helping migratory students meet challenging State academic standards;
- Simplifies the formula that allocates funds among States and better targets migratory students;
- Limits annual changes in State program allocations to prevent disruptive fluctuations in funding and establishes funding minimums to ensure that States with small migrant populations can afford effective programs;
- Streamlines planning by no longer requiring States to develop both a comprehensive plan for service delivery and an application for program funds;
- Increases parental involvement;
- Increases support for coordination activities, including interstate records transfer; and
- Simplifies the State incentive grants program.

Overcoming the poverty, mobility, and limited-English proficiency characteristic of migrant children requires a high degree of program flexibility and attention to educational and support services far beyond those traditionally funded by State and local governments. For this reason, Congress authorized the Migrant Education Program (MEP) in 1966.

The MEP is a formula grant program which helps States offer services specifically for children of migrant agricultural workers and fishers. These services differ from State to State, depending on the needs of each State's migrant children and when in the year they are present.

Unlike most educational programs, MEP services are often take place outside the regular school day, in the summer or through distance learning and correspondence programs. MEP services are geared to meet the needs of out-of-school, working youths. The MEP also provides support services that link migrant children and their families to community resources.

## What We've Learned

In 1996-97, States reported approximately 580,000 MEP participants, including 475,000 served in the regular term and 285,000 in the summer term. Most migratory students are concentrated in California (210,000) and Texas (115,000). Five other states — Florida, Washington, Oregon, Kansas, and Kentucky — each reported more than 20,000 students eligible for funding.<sup>50</sup>

Over the last decade, summer projects have grown faster than the regular program. They have increased from serving approximately 100,000 student in 1984-85 to 285,000 students in 1996-97,<sup>51</sup> and now serve approximately 60 percent the number of students served during the regular term.<sup>52</sup> In a study of schoolwide programs that serve migrant students, over 70 percent of the schools offered summer or intersession programs.<sup>53</sup> Eighty percent of the summer or intersession programs offered were available to all students in the school.<sup>54</sup>

The Migrant Education Program seeks to reduce the negative impact of educational disruptions on student achievement. States are using MEP funds to help design, implement, and support innovative mechanisms to improve the continuity of instruction for migrant students through inter- and intrastate coordination.

The State consortium arrangement reduces administrative costs and helps States share information. In FY 1998, the Department approved eight consortia arrangements involving a total of 32 States, an increase from five consortia serving 15 states in FY 1995.<sup>55</sup> Several of the consortia were formed to facilitate the transfer of records. Others share resource materials, model practices in educating migrant students, and provide greater access to technology to improve the education of migrant students. Based on their consortium participation, State MEPs are eligible to receive small incentive grant awards above their State MEP formula grant awards to provide direct services to migrant children.

Technology is an invaluable tool for coordination among schools and States and for connecting students to continuous educational resources. Several projects across the country have received federal grants to use technology to improve educational access and continuity for migrant students and to transfer student records and information.

Two years after the elimination of the Migrant Student Records Transfer System (MSRTS) in 1994, most States and school districts relied on mail, telephone, and fax to transfer records for migrant students.<sup>56</sup> It is encouraging that 20 states have some type of electronic system in place, although many of these systems are used for maintaining, rather than transferring, student records. States need more proactive guidance in designing and implementing records transfer systems, such as Federal grants to use technology effectively.

Some program participants believe that the current formula for making the annual State MEP allocations is overly complex and likely to cause large year-to-year variations in funding. These funding variations can disrupt the continuity of even basic program services, especially in States receiving small program allocations.

The current formula relies on data that is burdensome to collect. The current statutory references to “estimates” and to “full-time equivalents (FTE)” are ambiguous. Moreover, they require either a burdensome data collection on the number of days of residency for each migrant child in each State or the use of increasingly dated FTE adjustment factors calculated with 1994 data.

Because the program is operated and administered by States, States that receive small program allocations have had difficulty in both establishing adequate MEP programs for migrant children and paying the costs of needed State administration.

These difficulties are exacerbated by the annual fluctuations in some States’ need for agricultural workers (e.g., due to droughts, floods, employer closings and relocations) which sometimes result in abrupt drops in certain States’ MEP allocations. Even States that have maintained stable numbers of migrant children from one year to the next have seen allocations fall as other States identify additional migrant children and require more of the overall MEP allocation. While the instability of State funding levels reflects the dynamic reality of a mobile population, it has also severely impaired the ability of States with fewer migrant children to maintain an effective MEP.

When a State’s federal funding drops even though the number of migrant children does not, it must cut back on efforts to identify and reach out to migrant children, as well as the services provided to them. As a result, the State reports even fewer migrant children the following year, beginning a downward spiral in the quality and availability of services.

In FY1998, 29 of the 51 States participating in the MEP received grants less than one percent of the total formula grants pool. Eighteen States received grants of less than \$1 million, and four received less than \$200,000.

### **What We Propose**

Our proposal for the Migrant Education Program will clarify and simplify the program’s statutory provisions, enabling States to provide much-needed services to migrant children.

The Educational Excellence for All Children Act of 1999 would:

- Hold States accountable for student performance. Consistent with our emphasis on high standards for all children, our proposal would require States’ applications to describe how they will include migrant students in State assessments required under Title I, Part A.
- Simplify the State funding formula. Our proposal would base a State’s allocation on the number of eligible children between the ages of three and 21 who resided in that State during the previous year, plus the number of those children who received MEP-funded services in summer or inter-session programs. This proposed approach is simpler to understand and administer, minimizes States’ data-collection burden, and encourages the identification and recruitment of eligible children. Counting children served in summer or intersession programs twice would reflect the greater cost of those programs and would encourage States to provide them.

- Limit annual changes in State program allocations and establish funding minimums. No State would receive an allocation greater than 120 percent or less than 80 percent of its allocation for the previous year, except that each State would receive, at a minimum, \$200,000. This provision would limit the disruptive impact of significant changes in migrant child populations from year to year. The \$200,000 minimum would ensure that each participating State receives enough funds to carry out an effective program, including the costs of identifying eligible children.
- No longer require States to develop both a comprehensive service-delivery plan and a program application. The most important elements of the plan, regarding the integration of services and joint planning across all programs, would be incorporated into the application requirements.
- Increase the maximum amount that the Secretary could reserve each year from the program appropriation to support coordination grants. This increase is consistent with the Department's recent appropriations acts and will increase the amount of funds available for State incentive grants and to assist States and school districts in transferring the educational and health records of migrant children.
- Simplify the State incentive grants program. First, our proposal would provide the Secretary flexibility to determine whether incentive grant funds should be devoted to other coordination activities. Second, our proposal would delete the requirement that these awards be awarded competitively. The competitive grant requirement has created a needlessly restrictive and complicated process for evaluating applications when all applications merit approval and sufficient funds are available. Finally, our proposal would award future incentive grants based on a State's participation in multi-State consortium arrangements that improve the delivery of services to migrant children whose education is interrupted. Current law awards grants to States whose participation in a multi-State consortium reduces their MEP administrative funds.
- Strengthen parental involvement by clearly requiring State and local MEP consultation with parent advisory councils and clarifying that the MEP is subject to the Title I, Part A, provisions to increase the involvement of individual parents.

## NEGLECTED AND DELINQUENT CHILDREN

### What's New

The Educational Excellence for All Children Act of 1999:

- Emphasizes the importance of holding all students — including those in institutions for neglected and delinquent youth — to the same challenging academic standards; and,
- Concentrates resources to more effectively serve neglected and delinquent students by requiring school districts to help these students with their fair share of Title I, Part A, funds and to ensure they receive educational services that are comparable to services provided to other Title I students.

Title I, Part D, authorizes two programs to serve neglected and delinquent children and youth. The first, the State program authorized by Subpart 1, assists States financially in operating educational programs for children and youth who are in institutions or community day programs for neglected or delinquent children or youth in adult correctional facilities.

The second program, the local agency program, was created in 1994 under Subpart 2. It provides funds directly to school districts to help them serve children and youth in locally-operated correctional facilities and non-institutionalized at-risk children and youth. As a result, Subpart 2 often supports the operation of drop-out prevention and intervention programs for at-risk youth, such as pregnant and parenting teens, gang members, students who are a year or more behind their grade level, migrants, immigrants, and limited English proficient students.

### What We've Learned

The population of delinquent and neglected students is extremely disadvantaged, isolated and growing. These students are, on average, three years behind in grade level and generally lack job skills. The population served by Part E has grown over the past decade: Despite declines in 1995 and 1996, juvenile arrests for violent crimes in 1996 were 60 percent above the 1987 level.<sup>57</sup>

The 1994 establishment of the local agency program expanded the scope of Part D to serve additional categories of at-risk youth. Before 1994, school districts were required to use the portion of their Title I funds for local delinquent youth to target services to those students. Now, however, the Federal funds allocated based upon delinquent children finance a broader program for at-risk students that was administered by States, rather than the districts where the institutions and students are located.

Although there has been no evaluation of the effectiveness of Part D, Subpart 2, the program has proven to be difficult and confusing for States to administer.

Under Subpart 2, States send funds to districts with high proportions of youth in local correctional facilities for drop-out prevention and intervention programs that serve all at-risk students, rather than just institutionalized, delinquent youth. This variety of programs dilutes services to especially needy students in local delinquent and correctional institutions. Moreover, unlike children in local correctional and delinquent institutions, many of these at-risk students already receive services from other Title I program funds.

Subpart 2 also reduces districts' incentives to help students in local correctional and delinquent institutions, since Title I, Part A, funds are no longer allocated to individual districts for these students. Evidence suggests that school districts have difficulty using Subpart 2 funds to operate viable programs of sufficient size, scope, and quality for either at-risk students or for children in local correctional facilities.

### What We Propose

The Educational Excellence for All Children Act of 1999 would:

- Redirect Title I, Part D, Subpart 2, funding to Title I, Part A. Instead of funding the ineffective and unduly complicated Subpart 2, our proposal would make the funds available for the sole purpose of serving students in local correctional facilities and delinquent institutions. The proposal would require school districts receiving Title I, Part A funds for these children to use these funds to provide Title I services to institutionalized students that are comparable to those received by students served in other district-based Title I programs. This proposal would allow school districts to operate programs for students residing in local correctional and delinquent institutions in the same way that they currently operate programs for students living in institutions for neglected children.
- Highlight the importance of helping institutionalized neglected and delinquent students learn to the same challenging standards as every other student in the State by requiring State plans to ensure that participating children are held to the same standards and offered comparable services as students in traditional public schools.
- Allow States to use multiple measures of student progress in conducting program evaluations, as appropriate. This provision would recognize that students who are (or were) neglected or delinquent may require different assessments than children in traditional public schools.
- Amend the name of the program to "State Agency Programs for Children and Youth Who are Neglected or Delinquent" to more accurately reflect the function of the program after the deletion of Subpart 2.

## READING EXCELLENCE

### What's New

The Educational Excellence for All Children Act of 1999:

- Supports the intent of the law to improve reading and reading instruction by applying the findings of scientific reading research;
- Clarifies the law's purpose — ensuring that students can read by the end of third grade — by limiting participation to schools serving students in the 3rd grade or below; and
- Emphasizes the Reading Excellence Act's commitment to serving the poorest schools and students by including it in Title I.

Enacted in October 1998, the Reading Excellence Act (REA) provides resources to high-poverty schools to improve the teaching and learning of reading for children in pre-kindergarten through 3<sup>rd</sup> grade. The program supports research-based reading activities that are integrated into State and local reform efforts. Local projects are designed to improve instruction at the pre-school and elementary school levels, work with families to ensure that children receive support for learning, and provide extended-learning opportunities that enhance classroom instruction in reading. Through these strategies, the REA will help poorly-performing schools improve and provide additional support to good schools struggling to serve their neediest students.

The REA supports four primary activities related to reading:

- Professional development;
- Extended learning, such as tutoring and after-school programs;
- Family literacy; and,
- Transition programs for kindergarten students as they move into 1<sup>st</sup> grade.

The REA strongly emphasizes the importance of scientific research on reading, including findings related to phonemic awareness, systematic phonics, fluency, and reading comprehension. To ensure broad-based participation and commitment to State and local reading goals, each State's reading excellence program will include a reading and literacy partnership among parents, teachers, the governor, the chief State school officer, members of the State legislature, eligible school districts, community organizations, family literacy service providers, and State directors of federal or State programs supporting reading instruction. In addition, each school district will work in partnership with a community-based organization.

The Department of Education distributes REA funds competitively to States, which in turn make competitive grants to high-need school districts to support two programs: Local Reading Improvement and Tutorial Assistance.

## What We've Learned

According to the 1998 results from the National Assessment of Educational Progress (NAEP), 68 percent of fourth graders in high poverty schools cannot read at the basic level on NAEP. These children are already far behind their more advantaged peers — 23 percent of children in schools with lower poverty rates cannot read at the basic level.

In the last 20 years, considerable research has been completed on how children learn to read. A new consensus on “what works” in teaching reading has recently emerged. This consensus is summarized for parents, teachers, and others in the National Research Council’s report, *Preventing Reading Difficulties in Young Children*.<sup>58</sup> The study clearly identifies the key elements all children need in order to become good readers. Specifically, children need to learn letters and sounds and how to read for meaning. They also need opportunities to practice reading with many types of books. While some children need more intensive and systemic individualized instruction than others, all children need these three essential elements in order to read well and independently by the end of 3<sup>rd</sup> grade.

A recently published analysis clearly demonstrates that nearly all children — about 98 percent — can become effective readers if given intense early reading instruction.<sup>59</sup> In addition, literacy-related professional development for teachers can have direct beneficial effects on teachers’ interactions with children and on children’s literacy development and readiness.<sup>60</sup>

Other studies have concluded that extended-learning reading programs that incorporate research-based elements produce improvements in reading achievement.<sup>61</sup> Tutoring interventions are particularly effective when there is close coordination with the classroom or reading teacher;<sup>62</sup> when there is intensive and ongoing training for tutors;<sup>63</sup> and when tutoring sessions are well-structured and carefully scripted.<sup>64</sup>

## What We Propose

The Educational Excellence for All Children Act of 1999 would:

- Demonstrate our commitment to the program as enacted by proposing only modifications to clarify the intent of the law. The REA is unique in its commitment that only high-quality proposals based on scientific research receive funding.
- Focus the program on ensuring that all children read well by the end of 3<sup>rd</sup> grade by limiting funding to districts and schools that serve students in 3<sup>rd</sup> grade or younger. This change reflects the purpose of the statute, which is to ensure that children receive appropriate and effective reading instruction in their earliest years.
- Allow States to receive successive grant awards. The statute now limits each State to only one grant during the program authorization period. Our proposal would limit each State to one grant at a time, allowing it to compete for a second grant to continue program activities once the first grant ends.

- Encourage consistency in State funding decisions by requiring States to submit a description of the process and criteria they will use to review and approve school districts' applications.
- Fund technical assistance, program improvement, and replication activities by allowing the Secretary to reserve up to one percent of the program funds for those purposes.

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**TITLE II  
HIGH STANDARDS IN THE CLASSROOM**

**TEACHING TO HIGH STANDARDS**

**What's New**

The Educational Excellence for All Children Act of 1999:

- Creates a new grant program, Teaching to High Standards, that will support State and local efforts to help all students meet or exceed challenging State academic standards. The program will succeed current Titles II and VI of the ESEA and Title III of Goals 2000, and will focus on giving teachers the tools they need to raise student achievement;
- Advances efforts to make high standards a reality in every classroom by supporting State and local efforts to align instruction, curriculum, assessments, and professional development to challenging academic standards;
- Focuses federal resources on support for the kind of sustained, intensive, content-based and collaborative professional development in core content areas that teachers say most improves their teaching;
- Addresses the urgent need to reduce teacher attrition by giving priority to professional development proposals that support new teachers during their first three years in the classroom;
- Increases federal funding for professional development in mathematics and science;
- Enhances teacher quality by supporting efforts to improve systems for licensing, hiring, evaluating, and rewarding teachers;
- Promotes educational equity by distributing approximately 50 percent of funding for local school districts through a formula targeted to high-poverty districts;
- Encourages innovation by distributing approximately 50 percent of funding for local districts through a grant competition; and,
- Authorizes support for several national initiatives to improve teaching and learning in America's schools.

With federal support and encouragement, educators in all 50 States, the District of Columbia, and Puerto Rico have made great progress in establishing high academic

standards in mathematics and reading. Those educators are now working to improve classroom practice, curricula, and assessments to help all students meet or exceed high standards in reading, math and other core academic subjects.

The Teaching to High Standards Initiative will help educators apply high standards to improve learning in America's classrooms. The initiative will support State and local efforts to: (1) align curricula and assessments to challenging State and local content standards, (2) provide teachers with sustained and intensive high-quality professional development in core academic content areas, (3) support new teachers during their first three years in the classroom, and (4) ensure that all teachers are proficient in relevant content knowledge and teaching skills.

This new initiative would succeed the State reform program under Title III of Goals 2000, ESEA Title II (Eisenhower Professional Development) and ESEA Title VI (Innovative Education Program Strategies) in current law.

### **What We've Learned**

The great majority of States have made significant progress in developing content standards that set benchmarks for what all students should know and understand about core academic subject areas. However, many States are still crafting the performance standards for what students should know and be able to do in these areas at each grade level.

In addition, many teachers and school administrators are just beginning the challenging process of reforming school-based curricula and assessments to reflect State and local standards. One recent national study found that only 36 percent of teachers of the core academic subjects currently feel "very well prepared" to implement State or district standards.<sup>1</sup> These and other findings underscore the pressing need to continue federal support for the implementation of comprehensive, standards-based reform at the local level.

Career-long, high-quality professional development is a central and indispensable part of reinforcing the use of high standards to guide instruction in the classroom. Research indicates that the knowledge and skills teachers bring to the classroom affect all aspects of their classroom practice, including the achievement of their students. A review of 60 studies examining the correlation between school resources and student learning found that teachers' experience and education are clearly associated with increases in student achievement.<sup>2</sup>

Research also indicates that high-quality professional development can contribute to improvements in teachers' skills and practice and thereby increase student achievement. A recent study found that the longer California mathematics teachers engaged in ongoing, curriculum-centered professional development that supported reform-oriented teaching practice, the better their students did on the State mathematics assessment.<sup>3</sup> Other studies have confirmed more broadly that high-quality professional development focused on

academic content — and on how students learn that content — contributes to gains in student achievement.<sup>4</sup> In New York City, Community School District #2 has invested in sustained, intensive professional development since the late 1980s, which has contributed to steady increases in student achievement.<sup>5, 6</sup>

Professional development is also an important component of ongoing federal efforts to raise standards and improve student achievement. Last year 89 percent of Goals 2000 grantee districts reported spending Goals 2000 funds for professional development linked to standards.<sup>7</sup> Similarly, findings from a recent study of Title VI of the ESEA — which gives districts funds to support a wide range of innovative program strategies — indicate that many large districts that receive substantial allocations of Title VI funds use a significant portion of those resources for professional development.<sup>8</sup>

In addition to improving instruction and contributing to increased student achievement, sustained and high-quality professional development programs can also help to reduce teacher attrition. The need for such programs is great, as approximately 22 percent of all new teachers currently leave the profession within the first three years.<sup>9</sup> Retaining talented teachers will be an even more urgent priority in the decade ahead, as the United States must hire approximately 2.2 million teachers to accommodate increasing enrollments, continued attrition, and the retirement of many veteran teachers.<sup>10</sup> Comparative international research indicates that other countries are more likely than the United States to support beginning teachers with lightened workloads, in-depth professional development, and outstanding mentor teachers.<sup>11</sup>

Ongoing research is also clarifying the kind of professional development that teachers find most useful. Emerging findings from the national evaluation of the Eisenhower Professional Development Program indicate that teachers believe the Eisenhower activities that contribute most to improving their own knowledge and skills are those that:

- Sustain activities over an extended period of time;
- Connect professional development activities to State and district standards and assessments;
- Strongly emphasize deepening teachers' knowledge of academic content and understanding of ways that students learn that content;
- Encourage teachers from the same grade levels, departments and schools to work in teams; and
- Offer opportunities to observe and practice the skills and techniques being introduced.

Preliminary analyses from the Eisenhower evaluation also suggest that teachers regard the Eisenhower-supported professional development activities administered by institutions of higher education or non-profit organizations as highly effective because they are likely to be intensive and of meaningful duration, emphasize academic content and involve active learning. Seventy-five percent of participants in activities administered by institutions of higher education or non-profit organizations report that they enhanced their in-depth knowledge of math and science, compared to 49 percent of participants in Eisenhower activities administered by districts.<sup>12</sup>

But despite this growing consensus on the kind of professional development that works, relatively few of America's teachers currently participate in activities of sufficient quality and duration to improve their classroom practice. For example, while 81 percent of the teachers of core academic subjects reported in 1998 that they had participated in standards-based professional development within the previous year, approximately 50 percent of these teachers had participated for eight hours or less. Only 7 percent had participated in standards-based professional development for 32 hours or more.<sup>13</sup>

### What We Propose

Teaching to High Standards would succeed three existing federal programs with a new initiative to ensure that all students can achieve to challenging State standards in the core academic subjects. Teaching to High Standards builds upon the lessons learned from — and includes the best elements of — Goals 2000, Eisenhower Professional Development, and Title VI programs.

The initiative would (1) support the ongoing efforts of States and school districts to develop challenging content and student performance standards and to align curriculum, assessments, and classroom practice to those high standards, and (2) assist States, school districts, and institutions of higher education in providing teachers and administrators across the country with access to sustained and intensive high-quality professional development.

The Educational Excellence for All Children Act of 1999 would:

- Continue the work of standards-based school reform. Teaching to High Standards funds would support States and school districts in their ongoing efforts to develop content and student performance standards and aligned curriculum and assessments.
- Invest in the knowledge and skills of America's teachers. Teaching to High Standards would focus federal funding more tightly on the type of professional development that teachers say they need most. The proposal would direct funds, for example, toward efforts to strengthen instruction in core academic content areas rather than toward general strategies for improving classroom practice. The proposal would also promote the use of professional development activities that are sustained over time, rather than those that are condensed into a single workshop, and that incorporate active collaboration among teachers, rather than passive lectures and disconnected practice in isolated classrooms.
- Leverage federal resources to support reform at the State and local level. Teaching to High Standards funds would be allocated by formula to the States. States would then distribute the funds as follows:
  - States could use up to 10 percent of the funds to continue developing content and performance standards and assessments and for other State reforms.
  - An annual national total of \$60 million would allow State agencies of higher education to award competitive grants to colleges, universities, and non-profit

- organizations (such as museums and libraries) to develop innovative professional development activities in partnership with school districts.
- All of the remaining funds would be distributed directly to school districts. Half of these funds would be allocated through a formula targeted to high-poverty districts and the other half would be distributed through a State-administered grant competition. Districts would apply for both formula and competitive funds through a single application.
  - Increase federal support for professional development in the priority subjects of mathematics and science. As part of its focus on linking professional development to academic content, our proposal would increase the annual \$250 million dollar set-aside for professional development in math and science under the Eisenhower program to \$300 million under Teaching to High Standards.
  - Promote efforts to enhance teacher quality. States and school districts would be able to use Teaching to High Standards funds to design, implement or improve State and local systems for licensing, hiring, supporting, evaluating, and rewarding teachers and principals. These efforts could include development of a teacher licensure system that is more rigorous and flexible and the creation of incentives to encourage current teachers to earn additional certifications in subject areas for which their school districts have identified a shortage of qualified teachers.
  - Support new teachers and help to reduce teacher attrition. Teaching to High Standards modestly expands support for the professional development partnerships administered by institutions of higher education and non-profit organizations that have been a successful element of the Eisenhower program. Our Teaching to High Standards proposal includes a new provision requiring States to give priority to proposals that would support teachers during their first three years in the classroom. These proposed programs could include activities such as mentoring, team teaching with experienced teachers, and the provision of time to observe and consult with experienced teachers.
  - Provide a reliable base of support for professional development and other initiatives. The formula funding for school districts included in the Teaching to High Standards proposal would continue the sustained federal support for professional development that has been central to the Eisenhower program's success, providing districts and schools with a firm foundation on which they can build long-term, high-quality professional development programs.
  - Encourage innovation and increase resources through competition. The competitive funding for school districts included in Teaching to High Standards would provide additional resources to districts with the highest quality proposals and the greatest need, to allow them to expand and intensify their efforts. The competition would also promote innovation and careful planning in program design.

- Reward results. Competitive grants made by States under the Teaching to High Standards proposal would be three years in duration. States could extend these grants for an additional two years if it determined that the grantee had made substantial progress toward reaching a set of specific program goals that the district would be required to include in its grant application.
- Look to the future. The Teaching to High Standards proposal would reauthorize federal funding for two promising national programs, the Eisenhower National Clearinghouse for Mathematics and Science Education and the National Board for Professional Teaching Standards. It would also authorize funding for a number of new initiatives of national significance, including support for State efforts to strengthen and improve professional licensure systems for teachers and principals.

### **TEACHERS FOR TOMORROW**

*(Note – ongoing discussion about whether this will be partially folded into Part A)*

#### **What's New**

The Educational Excellence for All Children Act of 1999:

- Expands Federal support for State and local efforts to recruit and retain high-quality teachers in high-need school districts and academic subject areas;
- Continues the work of the Troops to Teachers program in recruiting, preparing, placing and supporting retired military personnel as teachers in high-need areas;
- Builds upon the success of Troops to Teachers by creating a new initiative — Transition to Teaching — to recruit, prepare, place and support talented mid-career professionals from diverse fields as classroom teachers; and,
- Authorizes innovative programs of national significance to recruit and support talented teachers and principals.

The centerpiece of Teachers for Tomorrow is the Transition to Teaching initiative, which continues and builds upon the highly successful work of the Department of Defense's Troops to Teachers program. Transition to Teaching would broaden the focus of Troops to Teachers to recruit, place and support a wide range of talented career-changing professionals as teachers, particularly in high-poverty school districts and high-need subject areas. Former members of the military services would continue to be a key focus of the new program's recruitment efforts.

Teachers for Tomorrow would also address the growing shortages of qualified and certified teachers and principals throughout the country. The initiative would create a nationwide job

bank for teaching positions and support efforts to increase the portability of teacher credentials, pensions and credited years of experience among States and school districts.

### What We've Learned

As a result of increasing enrollments, natural teacher turnover, and the retirement of many veteran teachers, our nation faces the challenge of hiring more than two million teachers over the next ten years.<sup>14</sup> High attrition rates further complicate the challenge of providing all of America's students with high-quality teachers. The problem of attrition is particularly acute among new teachers, approximately 22 percent of whom leave the profession after teaching for three years or less.<sup>15</sup>

In addition, research shows that highly qualified teachers are not evenly distributed across academic disciplines or geographic areas.<sup>16, 17</sup> Causes of this uneven distribution include a lack of information on available jobs and the difficulty of transferring teaching licenses, credited years of teaching experience, and pensions among States and school districts.

America's supply of qualified school principals is also a source of concern. As retirement and other causes of attrition diminish the pool of experienced administrators, many school districts report a growing shortage of qualified candidates to become principals at the elementary, middle, and high school levels.<sup>18</sup>

In recent years, States and school districts have responded to shortages of instructional and administrative personnel in a number of innovative ways, including the creation of alternative routes to State licensure and certification. Districts have also worked in partnership with public and private non-profit organizations to place highly qualified recent college graduates as teachers in high-need schools.

Mid-career professionals interested in changing jobs are another important and largely untapped resource for addressing teacher shortages. Recent studies have found that a significant number of mid-career professionals who possess strong subject matter skills are interested in beginning a teaching career.<sup>19, 20</sup>

The Troops to Teachers program has been a particularly effective vehicle for recruiting former members of the military services and placing them as teachers in high-need subject areas and school districts.<sup>21</sup> Since the program was established in January 1994, over 3,300 former military personnel have been hired as teachers in 48 States and the District of Columbia. Over 83 percent of the participants are still in the classroom today. The average participant is 41 years old.

Teachers recruited through Troops to Teachers are twice as likely to teach mathematics, science, or special education and three times more likely to be a member of a minority group than a traditional public school teacher. On surveys, they also indicate a greater willingness to teach in inner cities or rural communities.

## What We Propose

The Educational Excellence for All Children Act of 1999 would:

- Extend the successful Troops to Teachers program for recruiting, preparing, placing, and supporting retired military personnel as teachers in high-need subject areas and school districts.
- Build on the Troops to Teachers approach to support similar programs for other mid-career professionals by awarding grants to public agencies, institutions of higher education, and nonprofit organizations to recruit, prepare, and support career-changing professionals from diverse fields whose knowledge and experience could help them become successful teachers.
- Support the development and implementation of a national teacher recruitment clearinghouse and job bank, which would disseminate information nationwide on entering the teaching profession; serve as a national resource center for effective practices in teacher recruitment and retention; link prospective teachers to school districts and training resources; and provide information and assistance to prospective teachers about certification and other State and local requirements related to teaching.
- Support partnerships between school districts and public or private non-profit organizations to recruit highly talented individuals into the teaching profession through alternative routes to teacher certification, and to place and retain those individuals as teachers in high-need local educational agencies.
- Support research, evaluation, and dissemination of effective strategies for increasing the portability of teacher pensions, credentials and credited years of experience across State and district lines.
- Support the implementation or expansion of programs to recruit, prepare, and retain principals to serve as instructional leaders, effective and innovative administrators, and leaders in the restructuring of schools in high-need school districts.

## EARLY CHILDHOOD PROFESSIONAL DEVELOPMENT

*(Policy decision outstanding on this program)*

### What's New

The Educational Excellence for All Children Act of 1999:

- Provides high-quality professional development opportunities for early childhood educators to improve their knowledge and skills at working with young children and their families, particularly in the area of developing language and literacy skills; and
- Improves the quality of early childhood education programs for children in poverty.

The road to learning to read begins long before students enter elementary school. Young children who are in environments rich in language and literacy are much more likely to become successful readers than children who are not.

The Early Childhood Professional Development Initiative would enhance the future academic success of young children, particularly those living in poverty. The initiative would create professional development opportunities for early childhood educators who serve high concentrations of children living in poverty by awarding competitive grants to local partnerships of school districts and one or more organizations providing professional development for teachers, such as a university.

### What We've Learned

National studies indicate that most early child-care and education programs fail to help children prepare for the rigors of classroom learning experiences. One study concluded that only 14 percent of these programs are of high quality, while five percent of them are dangerous to the health, safety, and development of children.<sup>22</sup>

Consistently poor early education programs hinder children's cognitive and language development, pre-reading skills, and other age-appropriate development. As a result, some children are less ready to attend school and learn to read, the foundation for nearly all later learning. Recent research indicates that young children living in poverty are more positively influenced by high-quality programs than their advantaged peers, but are also more vulnerable to harm from poor programs.<sup>23</sup>

Research also indicates that the quality of the language and literacy environment in early childhood programs predicts later language development, reading success, and other academic outcomes for children.<sup>24</sup>

The training and education of teachers and caregivers is directly related to the quality of the early education they provide<sup>25</sup> and the quality of their service, in turn, is directly related to children's readiness for school.<sup>26</sup> As a result, early childhood educators with more education and training provide higher-quality language stimulation and literacy experiences that are critical for children's success in school.<sup>27</sup>

Currently, 40 percent of pre-school teachers have only a high school diploma and another 10 percent have a two-year degree from a community or junior college. About half of all assistant teachers and aides have no more than a high school diploma. Pre-school teachers receive only about 10 hours of training each year.<sup>28</sup> With more preparation, early childhood teachers would be able to contribute to the language and literacy development of the children in their care.

Increasing the number of well-trained early childhood educators would lead to significant improvements in the quality of early childhood education for children in poverty. Focusing professional development on early language and literacy will enhance children's reading and overall school success.

### **What We Propose**

The foundations of school success are laid in the early childhood years. Children's success in school depends in large part on strong early language, literacy, and pre-reading skills, meaningful involvement by families, and access to high-quality early childhood education programs. Well-trained educators are crucial to improving the quality of early childhood education programs and, thus, young children's learning.

The Educational Excellence for All Children Act of 1999 would:

- Authorize new funding for professional development for early childhood educators in local communities. New resources would increase the number of high-quality professional development opportunities for early childhood educators, including a research-based focus on early language, literacy, and reading development.
- Require partnerships between school districts with early childhood education programs and organizations providing high-quality professional development, such as institutions of higher education. This initiative would strengthen existing professional development activities for early childhood educators. Community-based partnerships tend to use available resources efficiently, promote high-quality professional development for educators in a variety of education settings, and strengthen relationships between public schools and community-based early childhood programs.
- Target resources to where they are needed most by requiring that partnerships include at least one school district that operates an early childhood program and at least one institution of higher education or non-profit organization that serves children from low-income families in high-need communities. Children living in poverty have the greatest need for high-quality early childhood programs.

- Promote high-quality, research-based professional development activities including:
  - Training that is based upon the best available research on child language and literacy development as well as the diverse needs of children in the community;
  - Coordination with successful professional development efforts for early childhood educators;
  - Assessments to determine the most critical professional development needs; and
  - Accountability through clear identification of program goals, objectives, and progress measures, as well as annual reporting responsibilities against these indicators.

## BUILDING CAPACITY FOR IMPROVING SCHOOLS

### What's New

The Educational Excellence for All Children Act of 1999:

- Supports an integrated system of technical assistance and information dissemination that is responsive to customer needs, leverages resources, and promotes high quality;
- Empowers customers by redirecting resources to States and high-need districts to allow them to identify their needs, select technical assistance services, and build their capacity for school improvement;
- Provides States and districts with the information they need to make informed judgements about the effectiveness of various sources and types of technical assistance;
- Uses technology and electronic networks to disseminate information, assistance, and promising instructional strategies;
- Makes expert technical assistance available in areas of high need by supporting a network of providers dedicated to national priorities, including two technical assistance centers focused on linguistically and culturally diverse students; and,
- Increases coordination among technical assistance providers, States, and school districts to meet local needs and target high-poverty districts and low-performing schools.

Two 1994 laws — the Improving America's Schools Act, which reauthorized the Elementary and Secondary Education Act, and the Goals 2000: Educate America Act — reconfigured the Department of Education's technical assistance services. First, the laws consolidated 48 existing technical assistance centers operated by five different categorical programs into a single authority providing for a network of 15 Comprehensive Regional Assistance Centers.

Second, the laws created three other technical assistance programs to address priority areas: the Eisenhower Regional Mathematics and Science Education Consortia, the Regional Technology in Education Consortia (R\*TECs), and the Parent Information and Resources Centers (PIRCs).

Finally, the laws created a new system of State-led school support teams to provide assistance to Title I schools. This network of technical assistance has increasingly demonstrated success in developing expertise, building capacity, and coordinating resources.

### What We've Learned

Research suggests that high-quality technical assistance has the following attributes:<sup>29</sup>

- It is responsive to customer needs and aligned with State standards, local standards, or standards developed by national professional associations;
- Its products and services are based on sound research;
- It provides a level of service that is appropriate for the customer's capacity and needs;
- It is sufficient to prompt change in scope, intensity, and duration;
- It builds customers' capacity to identify and solve problems on their own;
- It is carefully targeted; and,
- It incorporates strategies for reaching a large number of customers effectively.

Although the current technical assistance programs are still quite young, the Department has conducted early evaluations of their effectiveness. Key findings include:

- Title I School Support Teams. By fall 1998, Title I school support teams were serving schools in all but five States.<sup>30</sup> However, State-level data on the actual numbers of schools served by school support teams appear to be limited. The State Improvement Grants — designed to be the mechanism to provide additional resources for the operation of school support teams — have not been funded in the past four years.

In 1998, almost half of all State Title I directors (24) reported that there were more schools in need of school support team services than Title I could accommodate, while only 20 Title I directors reported that their programs were able to accommodate all schools in need.<sup>31</sup>

- Comprehensive Regional Assistance Centers. In 1994, the Comprehensive Centers were charged with responsibility for supporting State and local implementation of federal programs. However, only 36 percent of State administrators of federal programs and 29 percent of district administrators reported that Center assistance was helpful in understanding federal legislative provisions.<sup>32</sup> State customers are most satisfied with assistance on general reform topics.

The Centers are generally targeting their services to high-priority customers. However, there is a need for further targeting. In Fiscal Year 1998, 50 percent of Center services to schools were targeted to schoolwide programs and 65 percent were targeted to high-poverty schools.<sup>33</sup>

- Eisenhower Regional Mathematics and Science Education Consortia. In 1998, Eisenhower Regional Consortia training and technical assistance activities reached over 36,000 participants, slightly more than half of whom were classroom teachers. Over a third (38%) of the participants received 12 hours or more of assistance. Almost two-thirds of Eisenhower Consortia customers report that they represent schools that serve a majority of at-risk students.<sup>34</sup>

Most customers give Eisenhower Consortia services high marks for quality and usefulness.<sup>35</sup>

<sup>36</sup> Specific professional development and networking activities sponsored by the Consortia appear to have had a measurable effect on teachers: Nearly two-thirds of participants in selected professional development activities reported that they had incorporated some new behavior into their jobs as a result of what they had learned.<sup>37</sup>

The Consortia have collaborated to achieve economies of scale and to take full advantage of the special capacities of individual Consortia. Together with strategies to leverage resources from other institutions and programs, these collaborations have helped the Consortia stretch their limited resources.<sup>38</sup>

- Regional Technology in Education Consortia (R\*TEC). The R\*TEC target many of their products and services to students who have traditionally had limited access to technology. Surveys indicate high satisfaction with R\*TEC services. More than 80 percent of R\*TEC customers describe them as “an important resource” that facilitates learning. More than 90 percent of participants in regional, statewide, or schoolwide alliances facilitated by the R\*TECs rated them highly or moderately well in increasing access to resources, supporting school reform, and addressing educational concerns.<sup>39</sup>

The NetTech R\*TEC helps improve the use of technology in teacher education programs in Maine and Pennsylvania. NetTech supports the Technology in Teacher Education Network, which helps higher-education faculty to integrate technology in their instruction and efforts to train prospective teachers.

NetTech also supports the NorthEast States’ Commission on Technology, which supports the education technology-related professional development for district superintendents in Massachusetts, Vermont, and New Hampshire.

- Parent Information and Resource Centers (PIRC). The PIRCs were authorized in 1994 and began providing services in 1995. Participation has risen steadily as funding levels and the number of PIRCs has increased. Parent centers are currently operating in every State and are increasingly involving schools and coordinating with other service providers.
- Other Sources of Technical Assistance. States — with the support of Federal funds — play an important role in providing technical assistance to districts and schools. In 1998, 91 percent of State administrators of Federal programs reported that their programs provided

technical assistance on at least one topic to subgrant recipients, while 41 percent reported that they provided assistance on eight or more topics. Surveys of local administrators substantiate the prevalence of State-provided technical assistance<sup>40</sup>.

Technical assistance providers authorized by the ESEA are working with providers authorized by the Individuals with Disabilities Education Act (IDEA) as well as the Regional Education Laboratories authorized by the Educational Research and Improvement Act to enhance the quality of their services and eliminate duplication of effort

Finally, the Department of Education disseminates of written information itself. Surveys indicate that this information reaches the largest number of State and local staff and also generates the highest levels of satisfaction. In 1998, Title I principals gave higher ratings to the ERIC Clearinghouse System than to any other Federal source of technical assistance.<sup>41</sup>

However, there are areas for improvement in Federal technical assistance. For example, although they are moving in the right direction, technical assistance providers have not fully exploited the full potential of new telecommunications technology to disseminate information and deliver services.

Finally, States and large school districts — particularly those with large numbers of poor families or low-performing schools — report the increasing need for mechanisms to determine their technical assistance needs and select appropriate providers. The technical assistance model created in 1995 by the School-to-Work Technical Assistance program provides "lines of credit" directly to grantees to purchase technical assistance from high-quality providers. Early surveys indicate that grantees are very satisfied with the services they obtain through this demand-driven model.<sup>42</sup>

### **What We Propose**

The Educational Excellence for All Children Act of 1999 would:

- Create an integrated system of technical assistance that provides a supply of high-quality technical assistance providers to support school improvement.
- Increase State and local opportunities to determine what technical assistance is most helpful to them. The proposal would continue, throughout the Act, to provide a variety of resources to States and districts to improve local capacity for improvement. In addition, our proposal would redirect funds from the Comprehensive Regional Assistance Centers, which have proven less effective in helping States and districts understand federal programs, to formula grants to States and the 100 school districts with the largest numbers of children in poverty. These grants would help States and districts to coordinate resources and directly purchase technical assistance services aligned to their needs.
- Support local decision-making by providing information to States and districts to improve their own technical assistance systems and select high-quality technical assistance services and providers.

- Support the use of technology to provide meaningful information and to support improved education practice. Our proposal would expand the use of technology to create an electronic information dissemination network to support teachers, administrators, parents, and students. In addition, all technical assistance providers would be required to use electronic dissemination networks and World Wide Web-based resources, as well as other technologies, to expand their reach and improve delivery of high-quality technical assistance.
- Support expertise in areas of national importance. The proposal would continue to support a network of technical assistance providers specializing in key areas, including improving math and science instruction, integrating education technology into effective classroom practice, and promoting meaningful parent and family involvement.
- Help all children, regardless of cultural background, achieve to high standards. Our proposal would create two new technical assistance centers dedicated to improving teaching and learning for limited-English proficient, migratory, Indian, and Alaska Native students. Our proposal would also require Federal technical assistance providers to target most intensive support to districts and schools most in need, particularly high-poverty, low-performing schools.

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## INTRODUCTION

In 1999, Congress and the President will reauthorize the Elementary and Secondary Education Act of 1965. For the ninth time, they will reaffirm the fundamental principal of the ESEA: that the Federal government should help ensure that children in our poorest communities, those most at risk of educational disadvantage, are provided with a first-rate education. Now, at the turn of the century, we must reflect on American education and the role of the Federal government in making America's public schools world-class.

In the 20<sup>th</sup> Century, the United States has become the richest, most productive country in the world, yet we have struggled to provide our children with a first-in-the-world education. The poorest children in our country have grown familiar with overflowing classes where there are up to forty students for every one teacher, crumbling school buildings, and teachers unqualified to teach.

As we enter the 21<sup>st</sup> Century, our economy is increasingly driven by technology and global competition. Our Information Age economy requires well-prepared, adaptable workers for continued growth and prosperity. And we have a world that is knit ever-closer together and demands the diverse talents for every America to support the peaceful expansion of freedom and democracy.

To meet these demands, we must promote close working relationships between all levels of government through this reauthorization. Together, we can make every school in America a good school that helps all of its students meet high academic standards.

## BACKGROUND

Established in 1965 as part of President Lyndon B. Johnson's War on Poverty, the ESEA offered Federal support, for the first time, to schools in low-income communities. It opened a new era of Federal involvement in education, an era in which Federal assistance would focus on students who stand to gain the most from it: poor children.

Over the years, Congress amended and expanded the Act eight times, creating programs to help children who speak little English, migrant children, neglected and delinquent youngsters, and other students with special educational needs. Over time, other programs were added to support school improvement that would benefit all students throughout the country. In the early 1980s, dozens of small categorical grant programs were consolidated into a block grant for fostering school improvement. Other programs were launched to improve math and science instruction and to make schools safe and free of drugs and violence. Smaller programs offered over the years promoted school desegregation and championed innovation.

For nearly 30 years, the ESEA has contributed to improvements in American education. The needs of at-risk children, once ignored, are now recognized. The academic achievement of these children has improved, particularly in the core academic areas of reading and math. Public awareness about the role of schools in combating illegal drug use and youth violence has grown,

and most schools have curricula and policies to prevent drug abuse. Professional development opportunities have expanded, as has support for instructional innovation

### **PROGRESS SINCE 1994**

The 1994 reauthorization of the ESEA, titled the Improving America's School Act of 1994, and the Goals 2000: Educate America Act fundamentally changed the Federal role in elementary and secondary education to support the development and implementation of high academic standards for *all* children. In the past, our education system too often supported and encouraged a two tier system that held lower expectations for poor and disadvantaged children. The Improving America's Schools Act and Goals 2000 established the clear expectation that all children can and should be given tools to reach high standards.

Four principles guided the 1994 reauthorization toward its overarching goal of helping all children meet high standards:

- 1) A focus on teaching and learning;
- 2) Increased flexibility and accountability for States and local school districts;
- 3) Links among schools, parents, and communities; and,
- 4) Targeted resources to the Nation's highest poverty schools and communities.

The 1994 ESEA reauthorization and Goals 2000 legislation defined the Federal role in education as promoting equity and excellence for all children. These two laws introduced an approach that built upon standards-driven reform: using Federal resources to enhance State efforts to develop and implement challenging State standards for all children.

Federal, State and local practitioners were asked to work in concert to improve teaching and learning. New and reauthorized Federal programs would provide leadership, resources, and assistance to improve schools through professional development for teachers, access to new technology, and a safe climate for learning. Federal programs would provide flexibility and increase public school choice to stimulate local reform efforts. Programs would couple increased flexibility for States and districts with responsibility for student performance.

At the time of the passage of the 1994 Federal legislation, some States were at the forefront of reforming their educational systems and much farther advanced than federal programs; others had yet to begin. Fundamentally, the 1994 laws envisioned a partnership across levels of government that would help all States and school districts move forward with their reforms that were consistent with the national purposes of the Federal programs. Federal programs supported and complemented State and local reforms. Any credit for changes since 1994 must be shared broadly with all who have a stake in the future of America's children.

The 1994 laws succeeded in complementing, enhancing, and accelerating reforms in States and school districts. School districts in States that had begun standards-based reforms early — such as Maryland, Kentucky, and Oregon — used challenging State standards for all students to change teaching and learning in their districts (Urban Institute, 1997). In these States and districts, where standards are used as a tool for classroom instruction, student achievement has shown significant gains in both reading and math scores (Cohen, 1996; RAND, 1998).

States that had not begun standards-driven reform in 1994 saw a new Federal catalyst to change curriculum, teaching practices, and assessments to support more rigorous and challenging instruction. For example, in 1994 Georgia had developed standards but lacked resources to update and fully implement them. Goals 2000 provided Georgia with the necessary resources and, in 1995, the State formed an Improvement Council to begin this hard work (Goals 2000 Report to Congress, 1998). In a recent GAO report, State officials told GAO that Goals 2000 was achieving its purpose of supporting systemic education reform in States and districts by helping them meet their own State's education reform goals (GAO, 1998).

### **GUIDING PRINCIPLES FOR ESEA 1999**

As the U.S Department of Education began work on the 1999 reauthorization, we examined the effectiveness of our efforts over the past five years by beginning conversations throughout the country — based upon themes defined in 1994 — with hundreds of teachers, principals, parents, community activists, State and local policy makers, researchers, and other education experts.

We asked the following questions: Have we been successful in promoting the development and implementation of challenging academic standards? Have standards been used to improve teaching and learning and have they led to increased student achievement? Have States taken advantage of flexibility to further their locally-driven reform efforts? Did our accountability provisions have a positive impact in turning around failing schools? Are more parents involved in their children's schools? And, are we reaching the students most in need of help?

Many States and districts are still working hard to implement the 1994 reforms. In many cases, evaluation results from fully implemented ESEA programs are not yet complete. However, it is clear that where States continued work on standards-based reform over a period of time, students have benefited. In these States, teaching and learning have improved as demonstrated by rising scores on State assessments and on the National Assessment of Educational Progress (NAEP) (RAND, 1998). This evidence provides a compelling argument for the Federal government to continue supporting States' efforts to implement standards-based reform and, at the same time, to improve incentives and strengthen accountability mechanisms to ensure that these reforms take hold to meet the needs of children.

As we developed our proposal to modify ESEA to continue the progress that has been made in education since 1994, we were guided by five priorities: (1) a continued commitment to using standards-based reform to improve instruction for all children; (2) improved teacher quality; (3) strengthened accountability; (4) a renewed commitment to equity and excellence; and, (5) an assurance that every child is provided with a safe, healthy, and disciplined learning environment.

### **A Continued Commitment to Standards-Based Reform** **Reaching All Children in Every Classroom**

The 1994 laws emphasized the importance of establishing the same challenging standards for all students' learning. We have made progress, but the hard work has only begun. We must renew

our commitment to this important principle and push for the next stage of standards-based reform by helping States, districts, schools, and teachers use challenging States standards to guide classroom instruction and student assessment.

We've learned that . . .

States have made substantial progress developing state content standards. Goals 2000 and Title I of the ESEA are spurring standards-based reform in local schools and communities. Almost half of all school districts nationwide and more than 80 percent of poor districts reported that Title I is "driving standards-based reform in the district as a whole." (National Title I Assessment). A recent study by the General Accounting Office (GAO) finds that states report that Goals 2000 has been a significant factor in promoting their education reform efforts (GAO, November 1998). In part because of these laws, standards-based reform is taking hold nationwide.

- Educators in all 50 States, Puerto Rico, and the District of Columbia have made great progress in establishing high academic standards in reading and mathematics;
- Forty-eight States, Puerto Rico, and the District of Columbia have completed the development of State content standards;
- Twenty-one States and Puerto Rico have completed the development of student performance standards in at least reading/language arts and mathematics;
- Fourteen States and Puerto Rico report that they have established transitional assessments aligned to state content standards in place; and,
- Six States have policies that link or aligns teacher professional development to State content standards and 11 States are developing such policies.

The rapid and simultaneous development of State academic standards is unprecedented in the United States. There is a strong, nationwide awareness of the need to change teaching and assessment practices to support standards. Educators are headed in the right direction, but standards-based reform is a tremendous long-term challenge that requires much time, effort and resources.

Although States have made significant progress in developing content standards, much work remains to be done in further refining and implementing challenging State standards. Progress has been slower, for example, in developing student performance standards and aligned assessments. The rigor of State standards is also a concern. There is little evidence that States have benchmarked their standards against outside criteria, such as the National Assessment of Educational Progress (NAEP). In many classrooms, moreover, teachers have not yet begun to relate the new standards to their everyday teaching activities.

Our proposal to reauthorize the ESEA, the Educational Excellence for All Children Act of 1999, would continue to support State efforts to help all children reach challenging academic standards. It would:

- Continue the process of establishing challenging standards in every State. Title I of the ESEA will continue to focus on ensuring that all children have the opportunity to meet high

expectations by requiring the development and implementation of challenging standards and aligned assessments. Our proposal would retain the current statutory requirement that States to establish content standards, student performance standards, and assessments aligned to the standards by the 2000-01 school year.

- Create a cycle of continuous improvement based on challenging standards. States must hold all school districts accountable for continuous and substantial progress by monitoring the percentage of students meeting State performance standards and emphasizing the importance of increasing the percentage of low-achieving students who meet the standards.
- Move standards from the Statehouse to the schoolhouse. Throughout the ESEA, there will be a greater focus on moving standards from the Statehouse to the schoolhouse. States have done a good job of developing standards, but only 36 percent of teachers report that they feel well prepared to teach to high standards.<sup>1</sup> Our proposal would launch a major initiative to implement standards in the classroom by increasing professional development for teachers, encouraging the use of technology to help students meet standards, and increasing the number and quality of after-school programs to give students the opportunity to participate in extended learning time.
- Supporting Technology as a Tool to Implement Standards in the Classroom. Technology for Education, Title III of ESEA, will target resources to high-need communities with a specific focus on improving professional development of teachers to help them learn how to integrate technology into the every day lesson plans aligned to challenging State standards; use tools such as distance learning to get challenging standards into all classrooms; and, will encourage dissemination of best practices and the development of innovative uses of technology.
- Focusing on the Fundamentals. ESEA will focus on supporting State and local efforts to improve the teaching and learning of the fundamentals by raising standards in reading and mathematics:
  - Improve the teaching and learning of reading. Our proposal would help reduce class size, better prepare early childhood educators so more children will start school ready to learn, strengthen Even Start Family literacy services; and, reauthorize the Reading Excellence Act. The Class-Size Reduction initiative would help States and school districts recruit, train, and hire 100,000 teachers in first through third grade to reduce the national average class size to 18 students per regular classroom. Our proposal would improve teaching in the early grades with small classes so all students can learn to read well and independently by the end of the third grade; focus on professional development, extended learning time, and family literacy through the Reading Excellence Act; and, ensure that children start school ready to learn by increasing the intensity and quality of services provided under Even Start as well as provide professional development for early childhood educators to give them the tools they need to help children develop critical language and literacy skills in early childhood.
  - Making Math a Must. ESEA will continue to have a special emphasis on improving mathematics instruction with an assurance that the first \$300 million of the Teaching to

High Standards grants – Title II, Part A – will be spent on improving professional development in the areas of mathematics and science. This ESEA proposal also calls for the reauthorization of the Eisenhower National Clearinghouse for Mathematics and Science Education and the Eisenhower Regional Mathematics and Science Education Consortia.

Provide States and districts with capacity to provide high-quality technical assistance focused on implementing challenging standards. States and districts need tools and resources to help all schools ensure that their students are meeting challenging State standards. The 1999 ESEA will include support for technical assistance through the bill with a concentrated effort within Part D of Title II – High Standards in the Classroom – to support an integrated system of technical assistance and information dissemination that is responsive to customer needs, leverages resources, and promotes high quality support. Technical assistance will empower customers by redirecting resources to States and high-need districts to allow them to identify their needs, select technical assistance services, and build their capacity for school improvement.

### **Improved Teacher Quality**

For too long, we have tolerated unqualified teachers teaching our neediest students in our highest-poverty schools.

We've learned that . . .

There are encouraging signs that professional development is helping teachers improve their skills and implement standards-based reform, but efforts must be redoubled to ensure that every child in America has a talented and dedicated teacher who is prepared to help all children reach high standards. *(we need cites for all these facts – please check with Joanne Wiggins)*

- Only 36 percent of a national sample of K-12 teachers of core academic subjects said that they felt “very well prepared” to implement state or district standards.
- Only about half of the teachers who participated in professional development activities provided by school districts under the Title II Eisenhower Professional Development program said that the activities helped them teach in ways consistent with state standards and content frameworks.
- In 1993-94, the most recent year for which data are available, teachers lacking a major in their primary assignment taught almost a quarter of the classes offered to students in high-poverty schools, but less than 15 percent of classes in low-poverty schools.
- Students in high-poverty schools are more likely than others to be taught some part of the day by teachers' aides with limited education and training.
- The number of teachers equipped to serve students with limited English proficiency is not keeping pace with the demand for services, which is growing annually.

The facts are startling. Sixty percent of the new teachers hired by the Los Angeles school district last year did not have a teaching license. When urban districts do find qualified teachers, they often do not stay. In our urban areas, as many as half of all new teachers leave within their first five years in the school (NCTAF, 1996). Nationally, in our Title I schools, teacher aides are being hired at twice the rate of certified teachers and an increasing number of aides, who usually have little more than a high school diploma, are providing direct instruction without a teacher's supervision (RNT, 1996). These problems persist despite research indicating that qualified teachers are the most important in-school factor in improving student achievement in reading (Ferguson, 1991; NAS, 1998).

The Educational Excellence for All Children Act of 1999 would take several important steps to ensure that all children are taught by highly qualified teachers. It would:

- Renew our commitment to high-quality teachers. Our proposal would require that all new teachers in Title I schools be fully certified and that all secondary school teachers be certified in the field in which they teach. Our proposal would also limit paraprofessionals without two years of college to non-instructional duties and paraprofessionals with two or more years of college to instructional support and tutoring under the supervision of a fully-certified teacher. Finally, our proposal would require school districts to set-aside five percent of Title I funds for professional development in the first two years and ten percent thereafter.
- Help teachers teach to high standards. The Teaching to High Standards initiative would help educators apply high standards to improve learning in American classrooms. The initiative would support State and local efforts to: (1) align curricula and assessments to challenging State and local content standards, (2) provide teachers with sustained and intensive high-quality professional development in core academic content areas, (3) support new teachers during their first three years in the classroom, and (4) ensure that all teachers are proficient in relevant content knowledge and teaching skills.

This new initiative would succeed the State reform program under Title III of Goals 2000, ESEA Title II (Eisenhower Professional Development) and ESEA Title VI (Innovative Education Program Strategies) in current law.

- Recruit and retain high-quality teachers. The Teachers for Tomorrow initiative would address the national need to recruit 2.2 million teachers over the next decade. Teachers for Tomorrow would fund projects to recruit and retain quality teachers in high-need areas, including a teacher recruitment clearinghouse and job bank, a project to help recruit, prepare, and support talented principals, and the study of strategies to increase pension and credential portability across State lines.

The Troops to Teachers program, which recruits former members of the military services, has been an effective at recruiting teachers in high-need subject areas and school districts. Recent studies have found that a significant number of mid-career professionals who possess strong subject matter skills are interested in beginning a teaching career. Our Transition to

Teaching proposal would continue to work of Troops to Teachers as well as recruit, place and support other professionals as teachers, particularly in high-poverty school districts and high-need subject areas.

- End the practices of hiring emergency certified teachers and asking teachers to teach classes out of their subject expertise. Our proposal would help ensure that classroom teachers are qualified and prepared to teach to high standards by requiring teachers to demonstrate both subject-matter knowledge and teaching expertise as part of the certification process. In addition, it would phase out the use of teachers with emergency certificates and the practice of assigning teachers to subjects for which they lack adequate preparation.

Our proposal would require States to ensure that, within four years, at least 95 percent of their teachers are (1) fully certified, (2) working toward full certification through an alternative route, or (3) are fully certified in another State and working toward meeting any State-specific requirements. States would also be required to ensure that at least 95 percent of secondary school teachers have academic training or demonstrated competence in the subject area in which they teach.

### **Strengthened Accountability for Student Performance**

Our ESEA proposal includes the Education Accountability Act: a package of accountability measures to hold students, teachers, schools and districts to high standards and ensure that school districts and States provide students with a high quality education.

We've learned that . . .

The 1994 laws provided States and districts with increased flexibility to coordinate, modify, and combine program activities in exchange for greater accountability for their schools' and students' performance. States, districts and schools have begun to take advantage of the increased flexibility in the legislation to create learning environments that can help all students reach challenging academic standards. However, effective accountability mechanisms are still incomplete or non-existent in many programs. *(Cites for these bullets)*

- Over three-fourths of school districts in the nation — and all low-income districts — report that Federal programs are more flexible now than they were prior to the 1994 reauthorization. Eighty-four percent of districts said that even if they were given even more flexibility to administer the Federal programs, they would not change the services they provide.
- Relatively few waivers of federal requirements have been requested, even though waivers are available to States and districts through the Department or the Ed-Flex program.
- Only three of the programs authorized in 1994 — Title I, Safe and Drug-Free Schools, and Eisenhower Professional Development — require the use of performance measures for accountability. No other programs require a performance-based accountability system.

- Accountability under Title I remains incomplete because the 1994 laws allowed States until 2000-01 to fully develop aligned accountability systems. Some states are still defining adequate yearly progress for districts and schools. Variation in definitions across States makes it difficult to hold districts and schools accountable for progress made using federal funds.
- There is evidence, however, that accountability tied to consequences is a motivating force in improving student achievement. Texas and North Carolina — two States recently recognized by the National Education Goals Panel for the most significant gains for all States on the National Assessment of Educational Progress (NAEP) as well as for progress on 33 indicators related to improving education — are also considered by Education Week to have the two most comprehensive State accountability systems in the nation. A recent study by RAND researchers concludes that the most plausible explanation for the States' test score gains is the States' aligned system of standards, curriculum, and assessments, and efforts to hold schools accountable for improvement of all students.

The Educational Accountability Act would continue and strengthen existing accountability provisions will be continued and expanded. It would:

- Improve public accountability. As a condition of receiving ESEA funds, we would require States and school districts to produce and distribute annual report cards for each school, school district and the State as a whole. The report cards would include information on student achievement, teacher professional qualifications, class size, school safety, attendance, and graduation rates. Where appropriate, the student achievement data would be show achievement by demographic groups to allow a greater focus on the gaps between disadvantaged students and their peers.
- Hold States accountable for low-performing schools. Our proposal would require States to publicly identify the lowest-performing schools that have not improved over the previous three years. States would be required to take corrective actions in these schools, such as addressing the fundamental staffing and curricula issues critical for improved student performance. Initial corrective actions could include extended learning opportunities, proven school reform models, and extensive teacher training. If there is no satisfactory improvements in student performance within two years, States would be required to take further corrective actions such as reconstituting the school by making wholesale staff changes or closing the school down entirely and reopening it with new staff or as a charter school.

Our proposal would set aside 2.5 percent of Title 1 funds to support States and district interventions in failing schools. The President's Fiscal Year 2000 budget requests \$200 million to jumpstart this process and require States to intervene in the lowest performing schools immediately.

- Help students meet challenging standards on time by ending the practices of social promotion and retention. Our proposal would hold States and school districts accountable for supporting students who need additional help to meet State academic standards by (1)

implementing good educational practices such as early identification and intervention strategies; (2) strengthening learning opportunities in classrooms; (3) creating smaller classes with well-prepared teachers; (4) encouraging high-quality professional development; and, (5) providing extended learning time for students who need extra help, including after-school and summer school programs.

Our proposal would allow States four years to implement these education supports. After these supports are in place, our proposal would require States to end social promotion and traditional retention practices. Instead, States would require students to meet academic performance standards before being promoted at key transition points (e.g., 4<sup>th</sup> and 8<sup>th</sup> grade) or graduating from high school. State policies would use multiple measures, including an assessment valid for these purposes, to determine if a student has met the standards.

### **A Renewed Commitment to Equity and Excellence**

The 1994 laws were intended to help *all* students perform to high academic standards.

We've learned that . . .

There has been evidence of student progress over the past four years. (*cites?*)

- Reading achievement on the National Assessment of Educational Progress (NAEP) has improved slightly for eighth and twelfth grade students since 1994. High-poverty and minority students have made significant gains in reading since 1994, although this improvement only restored achievement scores to levels seen in the late 1980s. There were also fairly substantial improvements in reading among the lowest-achieving public school fourth graders between 1994 and 1998.
- In mathematics, the two most recent NAEP assessments were conducted in 1992 and 1996. These measures showed that student achievement — as measured by the percentage of students performing at or above the basic achievement level — has improved. During this period, there were also improvements in mathematics among students in the highest-poverty public schools and among those in the lowest percentiles of performance.
- Although our Nation's students are making progress, we still have a long way to go. According to the Third International Math and Science study (TIMSS) conducted in 1995, U.S. fourth graders' performance in reading, math, and science is among the highest in the world. However, our students' international standing begins to slip as they move through school. Our eighth graders' international standing in reading, math, and science falls to only average or slightly above the international average and our twelfth graders' standing in mathematics and science is among the lowest in the world.
- The demographics of today's public schools are changing. The National Center for Education Statistics *1998 Condition of Education* report showed that the percentage of racial

and ethnic minorities in public schools has increased from 24 percent of all public school students in 1976 to 35 percent in 1995.

- While minority enrollment is increasing, the achievement gap between majority and minority students has remained static since 1988. During the period from 1970 through 1988, the achievement gap closed by approximately 50 percent for African Americans and by approximately 35 percent for Hispanic Americans as measured by NAEP long-term trend data for reading, mathematics and science achievement (Smith, 1998). These improvements were achieved through increases in scores by minorities and resulted from policies that helped minorities reach a solid understanding of the basics. Getting all students to high standards will mean closing the gap further through proven practices: systemic reform that includes challenging standards, aligned curriculum, and effective teacher development (RAND, 1998). It must be supported as a policy to improve achievement for *all* children with a focus on children in high-poverty areas.

The Educational Excellence for All Children Act of 1999 would:

- Work to close the achievement gap through research-based practices, such as class-size reduction in the early grades. Research demonstrates that the advantages of smaller classes are more profound for students attending inner-city schools or from minority groups.<sup>2</sup> These achievement gains persist until at least the eighth grade.<sup>3</sup> This proposal would reauthorize the President's Class-Size reduction initiative under Title VI of this Act.
- Provide high-quality services to limited English proficient (LEP) students to help them master challenging standards and learn English. Under both Titles I and VII, schools will be held accountable for ensuring that all LEP students make progress toward mastering challenging standards and developing English proficiency, with a goal of helping students meet English proficiency within three years. Both Titles also include a greater emphasis in providing all teachers with professional development to better serve LEP students.
- Focuses on improving equity, excellence and public school choice options for all students. Recognizing that no one school or program can meet the unique needs of every student, public school choice provides students the flexibility to choose among public schools and programs that differ with respect to educational settings, pedagogy and academic emphasis. Title V will support programs that can enhance options for students and parents, including the Magnet School Program, the Public Charter School Program, and a new authority that will fund innovative options for public school choice.
- Strengthen programs to help special populations. The migrant education program, for example, would be strengthened by encouraging further parental involvement and requiring States to describe how they will encourage migrant students to participate in State assessments required under Title I, Part A. Ensuring that homeless children receive a quality education would be addressed under the reauthorized McKinney Homeless Assistance Act by strengthening provisions to integrate homeless children into regular schools and ensure that they are identified and served.

## Safe, Healthy, and Disciplined Learning Environments

We've learned that....

- A 1998 national survey of student drug use in grades 8, 10, and 12 demonstrates that alcohol use has slightly dipped in grades 8 and 10, although it remains high overall, and the use of other illicit drugs declined after six years of steady increases. Not surprisingly, high school seniors reported significantly higher rates of substance use outside the school building: eight percent had used both alcohol and marijuana at school, while 75 percent had used alcohol and 40 percent had used marijuana outside of school.<sup>4</sup>
- The Annual Report on School Safety 1998 concluded that schools nationally are comparatively safe places and that students in school today are not significantly more likely to be victimized than in previous years. Crime in school facilities or on the way to or from school has fallen and most school crime is theft, not serious violent crime. However, a small proportion of schools experience high rates of crime and violence. In 1996-97, 10 percent of all public schools reported one or more serious violent crimes to the police.<sup>5</sup>
- While recent data shows a declining school crime rate, school disruption remains an important issue for educators. Between 1991 and 1997, significantly more school principals identified student tardiness, absenteeism, class cutting, drug use, sale of drugs on school grounds, and verbal abuse of teachers as serious or moderate problems in their schools. Surveys of the American public reveal that citizens are concerned about teaching children values and discipline, and keeping drugs away from schools.<sup>6</sup>
- More and more children are leading unhealthy lifestyles – exercising less, eating more, and growing increasingly overweight. Recent research from the Surgeon General and the Centers for Disease Control show that as students get older they participate in fewer formal physical activities....[*need more information from Meg Small and Connie Deshpande*]

What we propose....

- Strengthens Safe and Drug Free Schools and Communities Act by emphasizing high-quality research-based programs, targeting funds to areas that need it most – those experiencing increases in violence and/or drug use; and, helps districts respond to violent crisis; and, promotes safety by requiring assessment of students who bring a gun to school.
- Requires every school district and school to have a sound discipline policy. Our proposal would require States to hold school districts and schools accountable for discipline policies that focus on prevention, are consistent and fair, and were developed with the participation of the school community. States would also be required to ensure that schools have a plan to help students who are expelled or suspended continue to meet the challenging State standards.

- Promote physical fitness and lifelong healthy habits through demonstration projects. Exemplary physical education programs can promote life-long healthy habits, provide opportunities for students to connect to school, and support after-school programs.<sup>7</sup>

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<sup>1</sup> U.S. Department of Education, National Center for Education Statistics. (1999). *Teacher quality: A report on the preparation and qualifications of public school teachers*. Washington, DC: Author.

<sup>2</sup> Finn, J.D. (1998). *Class size and students at risk: What is known? What is next?* Washington, D.C: U.S. Department of Education. Pp. 10, 13.

<sup>3</sup> Finn, J.D. (1998). *Class size and students at risk: What is known? What is next?* Washington, D.C: U.S. Department of Education. Pp. 10, 13. Nye, B.B., Fulton, D., Boyd-Zaharias, J., & Cain, V.A. (1995). *The lasting benefits study, eighth grade technical report*. Nashville, TN: Tennessee State University, Center of Excellence for Research in Basic Skills.

<sup>4</sup> University of Michigan, Survey Research Center, Institute for Social Research. (1998, December 18). Monitoring the Future Study Press Release. Ann Arbor: Author. University of Michigan, Survey Research Center, Institute for Social Research (1998). Unpublished tabulations from the Monitoring the Future Study.

<sup>5</sup> U.S. Department of Education & U.S. Department of Justice. (1998). *Annual Report on School Safety 1998*. Washington, DC: Author.

<sup>6</sup> U.S. Department of Education & U.S. Department of Justice. (1999). *Annual Report on School Safety: 1998*. Washington DC: Author. Barton, P., Coley, R., & Wenglinsky, H. (1998). *Order in the classroom: Violence, discipline and student achievement*. Princeton: Educational Testing Service. *U.S. News and World Report*. (1997).

<sup>7</sup> *Guidelines for School and Community Programs to Promote Lifelong Physical Activity Among Young People* U.S. Department of Health and Human Services, Public Centers for Disease Control and Prevention, Morbidity and Mortality Weekly Report, March 7, 1997/ Vol. 46/No. RR-6.