

To: Bruce Reed (ww 2)
Elena Kagan (ww 2)
Barbara Chow (room 260)
Mike Cohen
Mary Casell, (fax: 54875)

From: Jon Schnur

Date: October 9, 1998

Re: Attached options for class size bill.

Attached are three options for class size. The first is Senator Murray's version of the Administration's initial class size bill. The second is a draft report language would accomplish the same general goals. The third is the language used during the Tobacco negotiations.

- Vouchers?

105TH CONGRESS
2D SESSION

S. 2209

To reduce class size in the early grades and to provide for teacher quality improvement.

IN THE SENATE OF THE UNITED STATES

JUNE 24, 1998

Mrs. MURRAY (for herself, Mr. KENNEDY, Mr. DODD, Mr. DASCHELE, Ms. MOSELEY-BRAUN, Mrs. BOXER, Mr. LEVIN, Mr. ROBB, Mr. LIEBERMAN, Mr. REED, Mr. LAUTENBERG, Ms. LANDRIET, Mr. TORRICELLI, Mr. BRYAN, Mr. KERKY, Mr. AKAKA, Mr. GLENN, Mr. BINGAMAN, and Ms. MRULSKI, introduced the following bill; which was read twice and referred to the Committee on Labor and Human Resources

A BILL

To reduce class size in the early grades and to provide for teacher quality improvement.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the "Class-Size Reduction
5 and Teacher Quality Act of 1998".

6 **SEC. 2. FINDINGS.**

7 Congress finds as follows:

1 (1) Rigorous research has shown that students
2 attending small classes in the early grades make
3 more rapid educational progress than students in
4 larger classes, and that these achievement gains per-
5 sist through at least the elementary grades.

6 (2) The benefits of smaller classes are greatest
7 for lower achieving, minority, poor, and inner-city
8 children. One study found that urban fourth-graders
9 in smaller-than-average classes were $\frac{3}{4}$ of a school
10 year ahead of their counterparts in larger-than-aver-
11 age classes.

12 (3) Teachers in small classes can provide stu-
13 dents with more individualized attention, spend more
14 time on instruction and less on other tasks, cover
15 more material effectively, and are better able to
16 work with parents to further their children's edu-
17 cation.

18 (4) Smaller classes allow teachers to identify
19 and work more effectively with students who have
20 learning disabilities and, potentially, can reduce
21 those students' need for special education services in
22 the later grades.

23 (5) Students in smaller classes are able to be-
24 come more actively engaged in learning than their
25 peers in large classes.

1 (6) Efforts to improve educational achievement
2 by reducing class sizes in the early grades are likely
3 to be more successful if—

4 (A) well-prepared teachers are hired and
5 appropriately assigned to fill additional class-
6 room positions; and

7 (B) teachers receive intensive, continuing
8 training in working effectively in smaller class-
9 room settings.

10 (7) Several States have begun a serious effort
11 to reduce class sizes in the early elementary grades,
12 but these actions may be impeded by financial limi-
13 tations or difficulties in hiring well-prepared teach-
14 ers.

15 (8) The Federal Government can assist in this
16 effort by providing funding for class-size reductions
17 in grades 1 through 3, and by helping to ensure that
18 the new teachers brought into the classroom are well
19 prepared.

20 **SEC. 3. PURPOSE.**

21 The purpose of this Act is to help States and local
22 educational agencies recruit, train, and hire 100,000 addi-
23 tional teachers over a 7-year period in order to—

1 (1) reduce class sizes nationally, in grades 1
 2 through 3, to an average of 18 students per class-
 3 room; and

4 (2) improve teaching in the early grades so that
 5 all students can learn to read independently and well
 6 by the end of the third grade.

7 **SEC. 4. PROGRAM FUNDING.**

8 For the purpose of carrying out this Act, there are
 9 authorized to be appropriated, ~~and are appropriated out~~
 10 ~~of any funds in the Treasury not otherwise appropriated,~~
 11 \$1,100,000,000 for fiscal year 1999, \$1,300,000,000 for
 12 fiscal year 2000, \$1,500,000,000 for fiscal year 2001,
 13 \$1,700,000,000 for fiscal year 2002, \$1,735,000,000 for
 14 fiscal year 2003, \$2,300,000,000 for fiscal year 2004, and
 15 \$2,800,000,000 for each of the fiscal years 2005 through
 16 2008.

17 **SEC. 5. ALLOTMENT TO STATES.**

18 (a) **RESERVATION FOR EVALUATION.**—From the
 19 amount appropriated by section 4 for each fiscal year, the
 20 Secretary may reserve not more than \$2,000,000 to carry
 21 out the evaluation described in section 14.

22 (b) **RESERVATION FOR THE OUTLYING AREAS AND**
 23 **THE BUREAU OF INDIAN AFFAIRS.**—From the amount
 24 appropriated by section 4 and remaining after reserving
 25 funds under subsection (a) for each fiscal year, the Sec-

1 retary shall reserve a total of not more than 1 percent
 2 to make payments, on the basis of their respective needs
 3 for assistance under this Act, to—

4 (1) American Samoa, Guam, the United States
 5 Virgin Islands, and the Commonwealth of the North-
 6 ern Mariana Islands for activities that are approved
 7 by the Secretary and consistent with the purposes of
 8 this Act; and

9 (2) the Secretary of the Interior for activities
 10 that are approved by the Secretary and consistent
 11 with the purposes of this Act, in schools operated or
 12 supported by the Bureau of Indian Affairs.

13 (c) ALLOTMENT TO STATES.—

14 (1) IN GENERAL.—From the amount appro-
 15 priated by section 4 and remaining after reserving
 16 funds under subsections (a) and (b) for each fiscal
 17 year, the Secretary shall allot to each State an
 18 amount that bears the same relationship to the re-
 19 maining amount as the amount of funding the State
 20 received under section 1122 of the Elementary and
 21 Secondary Education Act of 1965 for the previous
 22 fiscal year bears to the total amount available for al-
 23 location under that section for the previous fiscal
 24 year.

1 (2) REALLOTMENT.—If any State chooses not
2 to participate in the program under this Act, or fails
3 to submit an approvable application, the Secretary
4 shall reallocate the State's allotment to the remaining
5 States, in accordance with paragraph (1).

6 **SEC. 6. APPLICATIONS.**

7 (a) APPLICATION REQUIRED.—The State educational
8 agency of each State desiring to receive an allotment
9 under this Act shall submit an application to the Secretary
10 at such time, in such form, and containing such informa-
11 tion as the Secretary may require.

12 (b) CONTENTS.—Each application shall include—

13 (1) the State's goals for using funds under this
14 Act to reduce average class sizes in regular class-
15 rooms in grades 1 through 3, including—

16 (A) a description of current class sizes in
17 regular classrooms in the local educational
18 agencies of the State;

19 (B) a description of the State's plan for
20 using funds under this Act to reduce the aver-
21 age class size in regular classrooms in those
22 grades; and

23 (C) the class-size goals in regular class-
24 rooms the State intends to reach and a jus-
25 tification for those goals;

1 (2) a description of the State educational agen-
2 cy's plan for allocating program funds within the
3 State, including—

4 (A) an estimate of the impact of those allo-
5 cations on class sizes in the individual local
6 educational agencies of the State;

7 (B) an assurance that the State edu-
8 cational agency will make the plan public within
9 the State; and

10 (C) a description of the current and pro-
11 jected capacity of the State's school facilities to
12 accommodate reduced class sizes;

13 (3) a description of the State educational agen-
14 cy's strategy for improving teacher quality in grades
15 1 through 3 within the State (which may be part of
16 a broader strategy to improve teacher quality gen-
17 erally), including—

18 (A) the actions the State educational agen-
19 cy will take to ensure the availability, within the
20 State, of a pool of well-prepared teachers to fill
21 the positions created with funds under this Act;
22 and

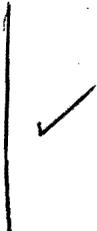
23 (B) a description of how the State edu-
24 cational agency and the local educational agen-
25 cies in the State will ensure that—

1 (i) individuals hired for positions cre-
 2 ated with funds provided under this Act
 3 (which may include individuals who have
 4 pursued alternative routes to certification
 5 or licensure) will meet all of the State's re-
 6 quirements for full certification or licen-
 7 sure, or will be making satisfactory
 8 progress toward achieving full certification
 9 or licensure within 3 years of such hiring;

10 (ii) teachers in first through third
 11 grade will be prepared to teach reading ef-
 12 fectively to all children, including those
 13 with special needs, and will take part in
 14 continuing professional development in ef-
 15 fective reading instruction and in teaching
 16 effectively in small classes; and

17 (iii) individuals hired as beginning
 18 teachers in first through third grade will
 19 be required to pass a teacher competency
 20 test selected by the State;

21 (4) a description of how the State will use other
 22 funds, including other Federal funds, to improve
 23 teacher quality and reading achievement within the
 24 State;



6(6)(3)(B)(i)
 (4)

1 (5) a description of how the State will hold local
 2 educational agencies that use a significant portion of
 3 the grant funds made available under section
 4 9(a)(2)(B) accountable for that use of funds;

5 (6) an assurance that the local educational
 6 agency and the schools served by the local edu-
 7 cational agency will comply with the requirements of
 8 subsections (a) and (b) of section 12; and

9 (7) an assurance that the State educational
 10 agency will submit such reports and information as
 11 the Secretary may reasonably require.

12 (c) APPROVAL OF APPLICATIONS.—The Secretary
 13 shall approve a State educational agency's application if
 14 the application meets the requirements of this section and
 15 holds reasonable promise of achieving the purposes of this
 16 Act.

17 **SEC. 7. WITHIN-STATE ALLOCATIONS.**

18 (a) STATE-LEVEL EXPENSES.—Each State may use
 19 not more than a total of $\frac{1}{2}$ of 1 percent of the amount
 20 the State receives under this Act, or \$50,000, whichever
 21 is greater, for a fiscal year, for the administrative costs
 22 of the State educational agency and for State-level activi-
 23 ties described in section 8.

24 (b) GRANTS TO LOCAL EDUCATIONAL AGENCIES.—

1 (1) ALLOCATION.—Each State educational
 2 agency shall use the amount allotted to the State
 3 and not reserved under subsection (a) for a fiscal
 4 year to make grants to local educational agencies,
 5 for the purpose of reducing class size and improving
 6 instruction in grades 1 through 3, on the basis of—

7 (A) current or projected class sizes in reg-
 8 ular classrooms in grades 1 through 3 in the
 9 local educational agencies; and

10 (B) the relative ability and effort of the
 11 local educational agencies to finance class-size
 12 reductions with funds provided by the local edu-
 13 cational agencies.

14 (2) MANNER.—Each State shall award the
 15 grants described in paragraph (1) in such a manner
 16 as to enable local educational agencies to reduce
 17 their average class sizes in regular classrooms, in
 18 grades 1 through 3, to the average class size pro-
 19 posed in the State application.

20 (3) SPECIAL RULE.—Notwithstanding para-
 21 graph (1), each State shall ensure, in awarding
 22 grant funds under this subsection for a fiscal year,
 23 that each local educational agency in the State, in
 24 which at least 30 percent of the children served by
 25 the agency are from low-income families, or in which

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1 there are at least 10,000 children from such fami-
 2 lies, receives not less than the amount that bears the
 3 same relation to the grant funds as the amount the
 4 local educational agency received of the State's allo-
 5 cation under section 1122 of the Elementary and
 6 Secondary Education Act of 1965 for the preceding
 7 fiscal year bears to the amount all local educational
 8 agencies in the State received under such section for
 9 such preceding year.

10 (c) MAINTENANCE OF EFFORT.—

11 (1) IN GENERAL.— A local educational agency
 12 may receive grant funds under this section for any
 13 fiscal year only if the local educational agency sub-
 14 mits to, or has on file with, the State educational
 15 agency an assurance that the local educational agen-
 16 cy will spend at least as much funding from non-
 17 Federal sources as the local educational agency
 18 spent in the previous year for the combination of—

19 (A) teachers in regular classrooms in
 20 grades 1 through 3 in schools receiving assist-
 21 ance under this Act; and

22 (B) the quality-improvement activities de-
 23 scribed in section 9(b).

24 (2) WAIVER OR MODIFICATION.—The Secretary
 25 may waive or modify the requirement of paragraph

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7(c)

1 (1) for a local educational agency if the Secretary
2 determines that doing so would be equitable due to
3 exceptional or uncontrollable circumstances affecting
4 that agency.

5 **SEC. 8. STATE-LEVEL ACTIVITIES.**

6 Each State educational agency may use the funds the
7 State educational agency reserves for State-level activities
8 under section 7(a) to carry out activities described in the
9 agency's application, which may include activities such
10 as—

11 (1) strengthening State teacher certification or
12 licensure standards;

13 (2) developing or strengthening, and admin-
14 istering, teacher competency tests for beginning
15 teachers; and

16 (3) program monitoring and other administra-
17 tive costs associated with operating the program
18 under this Act.

19 **SEC. 9. LOCAL USES OF FUNDS.**

20 (a) IN GENERAL.—

21 (1) CLASS SIZE REDUCTIONS.—Except as pro-
22 vided in paragraph (2), each local educational agen-
23 cy shall use all the grant funds the agency receives
24 from the State under this Act that are not reserved
25 under subsection (b), to pay the Federal share of the

1 costs for the salaries of, and benefits for, the addi-
 2 tional teachers needed to reduce class sizes in grades
 3 1 through 3 to the level set by the State as the
 4 State's goal in the State application.

5 (2) ADDITIONAL TEACHER LEVEL ACHIEVED.—

6 A local educational agency that has reached the level
 7 described in paragraph (1) may use the grant funds
 8 received from the State under this Act and not re-
 9 served under subsection (b) to pay the Federal share
 10 of the costs of—

11 (A) making further class-size reductions in
 12 grades 1 through 3;

13 (B) reducing class sizes in kindergarten or
 14 other grades; or

15 (C) undertaking quality-improvement ac-
 16 tivities under subsection (b).

17 (b) QUALITY IMPROVEMENT RESERVATION.—

18 (1) IN GENERAL.—Each local educational agen-
 19 cy shall reserve not less than 10 percent of the grant
 20 funds the agency receives under this Act for each of
 21 the fiscal years 1999 through 2003 to pay the Fed-
 22 eral share of the costs of carrying out activities to
 23 ensure teachers who will teach smaller classes are
 24 prepared to teach reading and other subjects effec-
 25 tively in a smaller class setting.

10% for quality

*9(a)(2) -
(b)(1)*

1 (2) ACTIVITIES.—The activities described in
2 paragraph (1) may include—

3 (A) training teachers in effective reading
4 instructional practices (including practices for
5 teaching students who experience initial dif-
6 ficulty in learning to read) and in effective in-
7 structional practices in small classes;

8 (B) paying the costs for uncertified or un-
9 licensed teachers hired to teach grades 1
10 through 3, to obtain full certification or licen-
11 sure within 3 years of such hiring;

12 (C) providing mentors or other support for
13 teachers in grades 1 through 3;

14 (D) improving recruitment of teachers for
15 schools that have a particularly difficult time
16 hiring certified or licensed teachers; and

17 (E) providing scholarships or other aid for
18 education and education-related expenses to
19 paraprofessionals or undergraduate students in
20 order to expand the pool of well-prepared, and
21 certified or licensed, teachers.

22 **SEC. 10. COST-SHARING REQUIREMENT.**

23 (a) FEDERAL SHARE.—The Federal share shall be
24 not more than—

1 (1) 100 percent for local educational agencies
2 with child poverty levels greater than or equal to 40
3 percent;

4 (2) 95 percent for local educational agencies
5 with child poverty rates greater than or equal to 30
6 percent but less than 40 percent;

7 (3) 85 percent for local educational agencies
8 with child poverty rates greater than or equal to 20
9 percent but less than 30 percent;

10 (4) 75 percent for local educational agencies
11 with child poverty rates greater than or equal to 10
12 percent but less than 20 percent; and

13 (5) 65 percent for local educational agencies
14 with child poverty rates less than 10 percent.

15 (b) LOCAL SHARE.—A local educational agency shall
16 provide the non-Federal share of activities assisted under
17 this Act through cash expenditures from non-Federal
18 sources, except that if an agency has allocated funds under
19 section 1113(c) of the Elementary and Secondary Edu-
20 cation Act of 1965 to 1 or more schoolwide programs
21 under section 1114 of that Act, the agency may use those
22 funds for the non-Federal share of activities under this
23 program that benefit those schoolwide programs, to the
24 extent consistent with section 1120A(c) of that Act and
25 notwithstanding section 1114(a)(3)(B) of that Act.

1 **SEC. 11. CARRYOVER OF FUNDS.**

2 Notwithstanding any other provision of law, any
3 funds received under this Act by a State or by a local edu-
4 cational agency shall remain available for obligation and
5 expenditure by the State or local educational agency for
6 1 fiscal year beyond the succeeding fiscal year described
7 in section 421(b) of the General Education Provisions Act.

8 **SEC. 12. ACCOUNTABILITY.**

9 (a) **SCHOOL REPORT.**—Each school benefiting from
10 the program under this Act, or the local educational agen-
11 cy serving that school, shall produce an annual report to
12 parents and the general public, regarding student achieve-
13 ment in reading for students served by the school or agen-
14 cy, respectively (using available evidence of reading
15 achievement of the students in grades 1 through 5 and
16 the assessments the State uses under part A of title I of
17 the Elementary and Secondary Education Act of 1965,
18 disaggregated as required under that part), average class
19 size in the regular classrooms of the school or schools
20 served by the agency, respectively, and teacher certifi-
21 cation or licensure and related academic qualifications for
22 teachers in grades 1 through 3 in the school or the schools
23 served by the agency, respectively.

24 (b) **LOCAL EDUCATIONAL AGENCY REPORTS.**—

25 (1) **INTERIM REPORTS.**—Each local educational
26 agency shall provide each year, to the State edu-

1 educational agency, a report summarizing the informa-
2 tion reported by, or for, the schools served by the
3 agency, under subsection (a).

4 (2) SUBSEQUENT REPORTS.—Within 3 years of
5 receiving funding under this Act, and each year
6 thereafter, each local educational agency shall pro-
7 vide evidence, to the State educational agency, of the
8 reading achievement of students, in grade 3, 4, or
9 5 in schools served under this Act, which shall be—

10 (A) in a form determined by the State edu-
11 cational agency;

12 (B) based on the assessments that the
13 local educational agency is using under part A
14 of title I of the Elementary and Secondary
15 Education Act of 1965, or on comparably rig-
16 orous State or local assessments; and

17 (C) disaggregated to show the achievement
18 of students in individual schools and of students
19 separately by race and by gender, as well as for
20 students with disabilities, students with limited
21 English proficiency, migrant students, and stu-
22 dents who are economically disadvantaged.

23 (c) PROGRAM IMPROVEMENT PLAN.—A local edu-
24 cational agency with schools that fail to show improvement
25 in reading achievement within 3 years of receiving funds

1 under this Act shall, with the approval of the State edu-
2 cational agency, develop and implement a program im-
3 provement plan, to improve student performance.

4 (d) **REDUCED LOCAL ALLOCATIONS.**—If a school
5 participating in the program under this Act fails to show
6 improvement in the reading achievement of students in the
7 school within 2 years after the fiscal year for which the
8 local educational agency develops a plan under subsection
9 (b), the State educational agency shall reduce the amount
10 made available under this Act, for each fiscal year suc-
11 ceeding the fiscal year for which the determination is
12 made, to that local educational agency by an amount equal
13 to the amount made available under this Act, for the fiscal
14 year for which the determination is made, to that school.
15 The State educational agency shall continue to so reduce
16 the amount made available under this Act to that school
17 until the school demonstrates improvement in the reading
18 achievement of students in the school in accordance with
19 the plan.

20 **SEC. 13. PARTICIPATION OF PRIVATE SCHOOL TEACHERS.**

21 Each local educational agency receiving funds under
22 this Act shall, after timely and meaningful consultation
23 with appropriate private school officials, provide for the
24 inclusion (in a manner proportionate to the number of
25 children residing in the area served by the agency's project

1 under this Act who attend private schools) of private
2 school teachers in the professional development activities
3 the agency and the schools served by the agency carry out
4 with the funds.

5 **SEC. 14. EVALUATION.**

6 Using funds reserved under section 5(a), the Sec-
7 retary shall carry out an evaluation of the program au-
8 thorized by this Act, including a measurement of the pro-
9 gram's effectiveness in accordance with the amendments
10 made by the Government Performance and Results Act
11 of 1993.

12 **SEC. 15. WAIVERS.**

13 The Secretary may, at the request of a State edu-
14 cational agency, waive or modify a requirement of this Act
15 if the Secretary determines that such requirement impedes
16 the ability of the State to carry out the purpose of this
17 Act and that providing such a waiver or modification will
18 better promote the purpose of this Act.

19 **SEC. 16. DEFINITIONS.**

20 In this Act:

21 (1) **LOCAL EDUCATIONAL AGENCY.**—The term
22 “local educational agency” has the meaning given
23 that term in subparagraphs (A) and (B) of section
24 14101(18) of the Elementary and Secondary Edu-
25 cation Act of 1965.

1 (2) SECRETARY.—The term “Secretary” means
2 the Secretary of Education.

3 (3) STATE.—The term “State” means each of
4 the several States of the United States, the District
5 of Columbia, and the Commonwealth of Puerto Rico.

○

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Provided further that § ____ shall be available to demonstrate effective approaches to reducing class sizes, with quality teachers, in order to improve educational achievement in the early elementary grades to be expended in accordance with the statement of the managers on the conference report accompanying this Act.

Shorten

"Statement of the Managers" language on
Class Size Reduction and Teacher Quality Initiative

The conference agreement provides \$ _____, within the Education for the Disadvantaged account, for the first year of an initiative on class-size reduction and quality teaching. The conferees agree that the purpose of this initiative is to demonstrate the impact of smaller class sizes, employing well qualified teachers, on educational outcomes in the early elementary grades.

The conferees are impressed by the gains in student performance in a number of schools that have reduced class sizes. Most significantly, a landmark study of a four-year experiment in Tennessee found that smaller classes, in grades kindergarten through 3, resulted in improved student outcomes in all types of schools, with the greatest effects in inner-city classrooms. Follow-up studies found that these gains continued even after students entered larger classes after the third grade. Positive results have also been found in class-size reduction experiments in North Carolina and Wisconsin. Smaller classes allow teachers to provide more individualized instruction to students, to spend more time on instruction and less on other tasks, and to cover more material effectively; they also allow teachers to work more effectively with students who have learning problems and, potentially, can reduce these students' need for special education services in the later grades. Class-size reduction can be particularly beneficial in the early elementary grades because students in those grades are learning to read and to master the basics in math and other subjects.

The research available to the conferees also makes it clear that class-size reduction efforts will not succeed unless the additional teaching slots are filled with well-qualified teachers, and unless those teachers are prepared to take advantage of the opportunities presented in a smaller learning environment. Merely placing an adult in front of a classroom is not the answer. For this reason, the new initiative introduced through this appropriation stresses employment of qualified teachers in addition to class-size reduction.

The purpose of the initiative is to provide all States with the opportunity to undertake class-size reduction efforts in the early grades, using well-qualified teachers. Under the initiative, the Federal Government would not dictate any particular instructional or class-size reduction strategy to the States. Each State would be free to pursue its own objectives and plans. The Committee's goal, however, is that the 1999 appropriation will finance the first step in reducing class sizes in grades 1 through 3 to an average of 18 by 2005.

The conferees direct the Secretary of Education to allocate funds for this initiative to the States (including Puerto Rico and the District of Columbia) on the basis of each State's relative share of prior-year Title I grants under section 1122 of ESEA, except that the Secretary will reserve up to up to 1 percent of the appropriation for programs in the Territories and in schools supported by the Bureau of Indian Affairs and up to \$2 million to carry out an evaluation of the

initiative.

The conferees further direct that the State educational agency (SEA) of each State desiring to participate in the program will file an application to the Secretary. The application shall include: (1) a description of current regular classroom sizes in the local educational agencies (LEAs) of the State; (2) a description of the State's plan for using program funds to reduce class sizes in regular classrooms in grades 1 through 3 in the State; (3) the regular class-size goals the State intends to meet, and a justification for those goals; (4) the SEA's plan for allocating program funds within the State, including an estimate of the impact of those allocations on class sizes in the LEAs of the State, a description of the current and projected capacity of the State's school facilities to accommodate reduced class sizes, and an assurance that this plan will be made public within the State.

The conferees also direct that the State application include the SEA's strategy for improving teacher quality in grades 1 through 3 within the State, including a description of the actions the SEA will take to ensure the availability of a pool of well-prepared, certified teachers to fill the positions created with program funds, a description of how the SEA and LEAs will ensure that individuals hired for the positions created with program funds (including those who have pursued alternative routes to teacher certification) meet all of the State's requirements for full certification, or will be making satisfactory progress toward full certification within three years; and an assurance that the individuals hired as beginning teachers in grades 1-3 will be required to pass a teacher competency test selected by the State. The Secretary may also require the inclusion of additional information in the application.

States shall use their grants to make subgrants to LEAs for the purpose of reducing class sizes and improving instruction in grades 1 through 3. Each State may use up to one-half percent of its grant or \$50,000, whichever is greater, to administer the program and for State-level activities described below. The conferees direct that SEAs use the remaining funds to make subgrants on the basis of: (1) LEAs' current or projected class sizes, in regular classrooms, in grades 1 through 3, and (2) the relative ability of LEAs to finance class-size reductions with their own funds. SEAs may operationalize these requirements in a manner appropriate to needs and conditions in the State, but must provide each LEA in which at least 30 percent of children are from low-income families, or in which there are at least 10,000 such children, with a share of the State subgrant funds that is at least equivalent to the share of the State's Title I funds that the LEA received for FY 1998.

States may use the funds they reserve for State-level activities (as described above) for such activities as strengthening teacher licensure and certification standards, developing or strengthening teacher competency tests, and program monitoring. The SEA shall describe its plan for the use of State-level funds in its State application.

The conferees direct that, at the local level, LEAs use their subgrants to pay the salaries and benefits of the additional teachers needed to reduce class sizes in grades 1 through 3 to the level set by the State as the State goal. In addition, each LEA shall use at least 10 percent of its subgrant for activities to ensure that teachers who will teach in smaller classes are well prepared



Cynthia A. Rice

10/07/98 07:52:11 PM

Record Type: Record

To: Michael Cohen/OPD/EOP

cc: Cynthia Dailard/OPD/EOP

Subject: Here's the Class Size draft legislation--prepared 3/28 for Senate Commerce Cmte by OMB

SEC. [bbb]. IMPROVING ELEMENTARY EDUCATION.

(a) GRANTS AUTHORIZED- The Secretary of Education shall use amounts made available under section [xxx] (a)(2) for a fiscal year to award grants to States and local educational agencies to train, recruit and hire elementary school teachers for the purpose of reducing the average class size for students in grades 1 through 3 to not more than 18 students per teacher.

(b) REGULATIONS REQUIRED- The Secretary of Education, not later than March 1, 1999, shall promulgate regulations as the Secretary determines necessary to assist States and school districts in providing smaller class sizes with qualified teachers in early grades. Such regulations may include provisions relating to--

- (1) the use of funds by the State, including the awarding of grants to local educational agencies;
- (2) teacher preparation and certification; and
- (3) accountability for improved student achievement.

(c) STATE PLAN-

(1) IN GENERAL- Each State desiring a grant under this section shall submit to the Secretary of Education a State plan at such time, in such manner, and accompanied by such information as the Secretary may require.

(2) CONTENTS- Each State plan shall demonstrate to the satisfaction of the Secretary of Education that--

(A) the activities assisted by the State with funds made available under this section will be conducted in compliance with any regulations promulgated under subsection (a);

(B) the State will use the funds made available under this section to reduce class size for students in grades 1 through 3 in elementary schools throughout the State, focusing on using the funds to train, recruit, and hire teachers for elementary schools serving communities with the least available resources for such activities and the largest class sizes in those grades; and

(C) of the funds that are made available to the State under this section, the State will make available to each local

educational agency that serves children in grades 1 through 3 and in which at least 30 percent of the children are from families below the Federal poverty level, at least as great a percentage of such funds as the percentage of funds provided to that local educational agency as compared to other local educational agencies in the State under part A of title I of the Elementary and Secondary Education Act of 1965.

(3) APPROVAL- The Secretary shall approve a State plan submitted under paragraph (1) if the State plan meets the requirements of this subsection.

(d) SUPPLEMENT NOT SUPPLANT- Amounts made available to a State under this section shall be used to supplement and not supplant other Federal, State and local funds provided for programs that improve elementary education as provided for in this section. Amounts provided to the State under this section shall not be reduced solely as a result of the availability of funds under this section.

*Educ -
class
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Reducing Class Size in America's Urban Schools



By the
Council of the Great City Schools

October, 1999

REPORT PREPARED BY

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EXECUTIVE SUMMARY

The Council of the Great City Schools, a coalition of the nation's largest urban public school systems, surveyed its membership to determine how they were using new federal funds that became available this school year to reduce class sizes. Some forty major city school systems with the nation's largest class sizes responded. Responses from the school systems indicated the following:

- Approximately 3,558 new teachers have been hired in 40 of the nation's largest school districts this fiscal year with new federal class size funding;
- Some 7,762 new teachers received professional development with new federal class size funding, as have 14,953 current teachers— or over 22,000 teachers receiving critical training on instructional practices and methods;
- About 90% of the new teachers hired in the 40 responding urban school districts were fully-certified despite the difficulty in finding qualified teachers;
- All 40 urban school districts responding to the survey (100%) hired new teachers with the federal class size funding; 75% provided professional development to new and current teachers to enhance teacher quality; 33% of the urban districts used funding for recruiting new teachers; and 10% used the federal funds to test new teachers to ensure that they met state standards;
- New urban teachers were hired for grades 1-3 in the critical shortage areas of literacy, mathematics, bilingual education and special education;
- Funding under the federal class size reduction program has been flexible enough to assist the responding urban school districts in their efforts to end social promotions, provide after-school instruction, and target aid to low-performing schools;
- Interesting programs include Philadelphia's innovative approach to recruit, train, and mentor beginning teachers, Columbus's effort to strengthen accountability and turn around low-performing schools, Boston's Transition Program to end social promotion, and Long Beach's internship program to prepare and certify emergency teachers hired through the state initiative;
- The class size program in the responding urban districts have also leveraged state and local resources to reduce class size and improve the quality of teacher skills;
- Continuation and expansion of the program will be critical for urban school efforts to accelerate achievement gains, ensure quality teaching, turn around low-performing schools, and recruit highly qualified instructors.

Reducing Class Size in America's Urban Schools

By the
COUNCIL OF THE GREAT CITY SCHOOLS

INTRODUCTION

Ensuring that every class and every student has a qualified teacher providing instruction to the highest standards is one of the stiffest challenges facing American public education. This goal is becoming harder and harder to meet in the nation's urban schools, however, as enrollments rise, facilities age, and pressure for smaller classes mounts. But the research is getting stronger all the time that reducing class size pays concrete and long lasting benefits, particularly for poor children. Reducing class size gives every student more of the teacher's time, and allows children more individualized attention to meet their learning challenges. This report was prepared to give policymakers a better idea about how federal funding is being used to reduce class sizes and to spur academic achievement in America's urban schools.

WHAT DOES THE RESEARCH SAY?

Many education critics view efforts to reduce the number of students in American classrooms as a waste of money, claiming that student performance does not improve appreciably in smaller classes. More and better studies over the last ten years, however, have shown that these claims are incorrect and that smaller class sizes can produce significant increases in student achievement and enhance parent and teacher satisfaction with the educational process.

The most definitive study linking achievement and smaller classes was Tennessee's Student Teacher Achievement Ratio, or Project STAR. The longitudinal Project STAR studied over 6,000 children from 1985 to 1989, during which time students progressed from kindergarten to fourth grade. Project students were placed in three types of classes: small (13-17 children), regular (22-25), and regular with a full-time teacher aide. While no advantage was found in larger classes having a teacher aide, students in the smaller classes demonstrated significantly higher achievement on both standardized and curriculum-based tests than either of the large classes. Higher achievement began in the first grade, and continued through second and third grades. The results of Project STAR also showed that **the greatest benefits of smaller classes were found in inner-city schools with the poorest students.** Follow-up studies on participants in Project STAR found that children who were originally enrolled in smaller classes continued to outperform students who had begun in larger classes well after the third grade.

Another well-known effort involved the "Class Size Reduction (CSR)" program in California. Enacted in the summer of 1996, the California program mandated that all 1st and 2nd graders learn in classes of no more than 20 students. Kindergartners and third graders also benefited, with over 90% participation in the 1999-2000 school year. While logistical concerns arose regarding the quickly formed program, a preliminary evaluation shows positive results after the first two years. Benefits for all students in CSR classes **and across-the-board achievement**

gains were found in the third grade--the only grade where it was possible to compare learners in CSR and non-CSR classes. Teachers in CSR classes also reported spending more time with problem readers and students with individual needs and less time on discipline. Another positive finding in California involved **higher satisfaction of parents and increased contentment with the education system** due to more regular contacts with teachers. To date, California has placed over 1.6 million students in reduced-size K-3 classes.

A quasi-experimental study is currently being performed on the "Student Achievement Guarantee in Education (SAGE) Program" in Wisconsin. SAGE, a five-year pilot program, is designed to increase the academic achievement of high poverty students by reducing the student-teacher ratio to 15:1 in kindergarten through third grade. Results from the 1997-1998 school year showed that first and second grade students in the small SAGE classes tested higher in math, reading, and language arts. The 1997-1998 results also showed that **African-American students in the smaller classes outperformed African-American students in larger classes**. Qualitative research from the SAGE Program also reported that teachers knew their students better in smaller classes, required less time for management and discipline, and had greater opportunities for individualized instruction. Similar results were found in 1996-1997--the first year of the program. Since SAGE also promotes a rigorous curriculum, ongoing professional development, and before-and after-school activities, the positive findings demonstrate the success that trained teachers can achieve in small classes and supportive surroundings.

CLASS-SIZE REDUCTION PROGRAM (PL 105-277, SECTION 307)

Signed into law on October 21, 1998, the federal Class-Size Reduction Program aims to bring some 100,000 new, qualified teachers to America's classrooms. The law provides federal funds to local education agencies (LEAs) to reduce class sizes to 18:1 in Grades 1-3. At least eighty-two percent (82%) of the federal funds were to be used to recruit, hire (including salaries and benefits), and train certified classroom teachers. Up to fifteen percent (15%) of an LEAs federal allocation can be used to test new teachers to meet State certification requirements and to provide professional development for existing teachers. No more than three percent (3%) of the funds could be used for administrative costs.

An important component of the Class-Size Reduction program is its emphasis on helping the neediest children. The formula allocates 80% of the program's resources based on poverty, consistent with the research showing that benefits are strongest among poor kids.

Federal funds for the first year (Fiscal Year 1999) of the Class-Size Reduction Program were set at \$1.2 billion— with **almost \$300 million dollars targeted to the neediest students in urban schools**. The initiative would allocate \$12.4 billion over 7 years, reducing average class sizes in the early grades to 18 nationally, and meeting the goal of hiring 100,000 new teachers. The Clinton administration's request for the second year of the program, FY 2000, was \$1.4 billion.

WHAT THE CLASS-SIZE REDUCTION PROGRAM IS DOING IN URBAN SCHOOLS

School districts across the nation received a total of \$1.2 billion for the first year of the Class-Size Reduction program, \$281 million of which was allocated to 54 Great City School districts—the largest and neediest urban schools in the nation. Forty (40) urban districts responded to this survey, where federal support was used to hire 3,558 new teachers, whose total salary and benefits equaled almost \$168 million. The Class-Size Reduction program provided 1,074 new first grade teachers in urban schools, as well as 431 new second grade teachers, 465 new third grade teachers, and 481 new teachers in other grades.¹ The new teachers were hired to serve students in urban education's areas of greatest need, including literacy, mathematics, bilingual education and special education.

*Figure 1
Total Number of New Teachers, Salaries and Benefits Provided with
Federal Class Size Reduction Funds, by Grade in Urban Schools*

	Grade One	Grade Two	Grade Three	Other	Total *
Teachers	1,074	431	465	481	3,558
Salary and Benefits	\$45,004,094	\$17,859,159	\$20,366,595	\$17,451,294	\$167,788,761

*Individual grades do not sum to total since some districts were unable to provide a per-grade breakdown

Current teachers are also benefiting from the Class-Size Reduction program, with over \$10.2 million in new professional development services to 14,953 existing urban instructors. These teachers have received training to improve their current instructional practices, learn new technologies and information systems, and serve as mentors for new educators entering their schools. Ten school districts use the federal funds exclusively for the salaries and benefits of new teachers, using state and local funds for professional development and recruitment, showing a comprehensive and coordinated effort to provide more instructors in the early grades.

New Teachers

Of the 3,558 new urban teachers hired under the Class-Size Reduction program, only three districts employed instructors with emergency credentials, a total of only 404 teachers (11.4%). The remaining 3,154 new teachers, almost 90% of the total, have full certification. Cities were also able to combine federal resources with state aid. New York City, for instance, was able to supplement its state initiative by partially funding 788 teachers with federal money, bringing the number of classrooms affected by the program to well over 4,000.

In addition, some 7,700 new urban teachers are receiving professional development with

1. Since some respondents were only able to provide the total number of new teachers, and not a per-grade breakdown of new hires, individual grades do not sum to total.

Class-Size Reduction money. Almost \$7.9 million are being spent training 2,075 new first grade teachers, 1,276 second grade teachers, 1,133 third grade teachers, and 1,485 new teachers from other grades.²

Figure 2
Number of Teachers Receiving Professional Development with Federal Class Size Reduction Funds, by Grade in Urban Schools

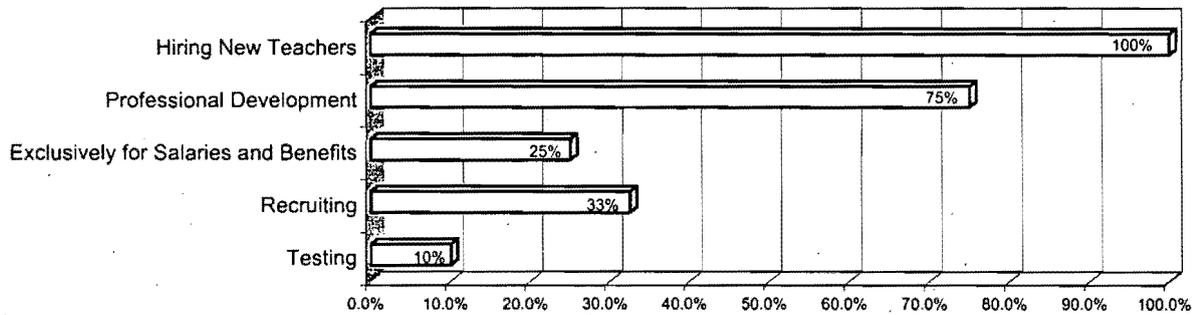
	Grade One	Grade Two	Grade Three	Other	Total *
New Teachers	2,075	1,276	1,133	1,485	7,762
Current Teachers	3,696	1,922	3,169	5,562	14,953

*Individual grades do not sum to total since some districts were unable to provide a per-grade breakdown

Current Teachers

The Class-Size Reduction program also assists existing educators, providing in-service training to 14,953 teachers already in the classroom. Over \$10.2 million in federal CSR funds have been spent in urban schools improving the instructional practices of 3,696 first grade teachers, 1,922 second grade teachers, 3,169 third grade teachers, and 5,562 teachers from other grades.² In all, almost \$32 million of first-year Class-Size Reduction funds have been used to provide professional development to 22,255 new and current teachers in the nation's urban schools.³

Figure 3
Usage of Federal Class Size Reduction Funds, by Percentage of Urban Districts



2. Since some respondents were only able to provide the total number of new teachers or current teachers receiving professional development, and not a per-grade breakdown, individual grades do not sum to total.

3. Certain districts were only able to provide the total amount of federal funds spent on professional development, and not the amount spent exclusively for new or current teachers. The amount spent on professional development for new teachers (approximately \$7.9 million) and the amount spent on current teachers (approximately \$10.2 million) do not sum to the actual total amount spent on all professional development (approximately \$32 million).

Recruiting

Funding under the Class-Size Reduction program can also be used to recruit new teachers and to test them on compliance with state standards. Just over \$2.1 million in CSR funds has been spent by urban schools on recruiting costs, including \$146,134 on advertising, \$133,503 on travel, and \$75,000 on hiring bonuses. The most popular recruitment tools have included attractive hiring packages (such as moving expenses, paying college tuition, etc.) on which school districts spent \$761,800. Some \$372,594 was spent on other activities, including the creation of staff recruitment positions and induction programs for potential hires.

DESCRIPTIONS OF FEDERAL CLASS-SIZE REDUCTION PROGRAMS IN THE GREAT CITY SCHOOLS

The Class-Size Reduction program is flexible enough to allow urban school districts to meet their very different needs and challenges, but focused enough to ensure that the important goal of hiring qualified teachers is met. The following is a description of the ways some urban school districts are using the federal class size reduction funds to improve student achievement.

Atlanta

With federal Class-Size Reduction funds, the Atlanta Public Schools have hired 58 new teachers, who are now working in 41 low-performing schools in high poverty areas throughout the city. The federal funds support schools implementing the "Success for All" program and supplement the state-funded class-size reduction program, "Georgia Special Instructional Assistance," and other reform efforts. Expansion of the program would enable the Atlanta Public Schools to reduce class sizes in a larger number of low-performing schools.

Birmingham

The Birmingham Public Schools have hired 7 new teachers for Grade Two and 16 new teachers for Grade Three, employing them in schools under "Academic Alert". Birmingham used its federal class-size reduction funds to ensure that all students are reading on grade level by the end of Grade 3. Both new and current teachers receive training with the federal funds. Future efforts will include expanding locations from which top teachers are recruited, providing targeted professional development in high need areas, offering stipends for mentor teachers to assist new hires, and focusing on recruitment and hiring of special education teachers.

Boston

The Boston Public Schools hired 38 new instructors with the federal Class Size Reduction funds, supplementing its "Transition Program." An alternative to retaining students who are not ready to advance to the next grade, the Transition Program serves Boston's desire to reduce class size as well as end social promotion. The 15 month program provides a small learning environment, well-trained teachers, and intensive classes: giving low-performing students a chance to master the material they missed, learn the material from their intended grade level,

"Each participating school must select a research-based literacy program, and receives technical assistance and professional development in its implementation."

-Boston Public Schools

and at the program's conclusion, rejoin their peers back on schedule. The Transition Program, which is one part of a comprehensive literacy and math initiative, is funded mostly through local funds, but also receives support from Reading Excellence, Title I, Eisenhower grants, IDEA, and other external funds.

The building blocks of the Transition Program involve smaller class sizes in Grades 1-3, providing extra instructional services for students in transitional grades, and providing after-school and Saturday classes to tutor students in small groups. Instructors hired through the program are literacy/math specialists, who teach third grade for two-thirds of the school day, coach other teachers for the remaining third, and work extended hours each day to tutor students after school. Specialists working in early learning centers focus on the first grade.

Broward County

The Broward County Public Schools used its federal Class Size Reduction money to hire 74 new first grade teachers in 51 elementary schools throughout the district. The elementary schools were selected based upon test results on the Florida Comprehensive Achievement Test (FCAT) and their actual class size in the 1998-1999 school year. The district also uses Title I funds to reduce class sizes in an additional 58 elementary schools. Further support would ensure that all schools have the opportunity to participate and achieve.

Columbus

The number one goal of the Columbus Public Schools is to ensure that all students can read at or above grade level by the third grade. The federal Class-Size Reduction grant complements the district's reform efforts to achieve this goal. Funds were used to hire 58 teachers in

"These funds allow the District to provide a smaller learning environment in our highest need schools, which will serve to facilitate language and communication skill development—the basis of all learning."

-Columbus Public Schools

13 Title I elementary schools, further extending the district's smaller learning community philosophy. The Columbus program supplements a state effort to reduce class sizes in all kindergartens. The additional federally-supported teachers provide small class sizes of 15:1 in grades one through three, reducing the number of students per teacher by an average of 10.

Denver

In Colorado, the Denver Public Schools are using Class-Size Reduction money to fund its "Primary Lead Teacher Project", hiring 12 new teachers who attended training this past summer, and will continue to attend training twice a month this fall. Their responsibilities include group work and 2.5 hours each day with children in programs such as "Reading Recovery", "Descubriendo La Lectura", and "Success in Early Reading." The Primary Lead Teachers work regularly with small groups of students, taking children from large classes during literacy instruction periods and providing more individualized instruction.

The remainder of the day for Primary Lead Teachers is used for staff development, planning and organizing, conducting demonstration lessons, and co-teaching in primary grade classrooms. Primary Lead Teachers also mentor new teachers, and provide release time for veteran teachers to work with their less-experienced colleagues. Primary Lead Teachers also gather as-

essment data, and help other classroom teachers (10 to 15 teachers a week) use the results to guide instruction.

Des Moines

In Des Moines, federal Class-Size Reduction funds are being used to increase the number of all-day kindergarten classes from 27 to 49. Over 83% of the elementary schools in Des Moines now provide all-day kindergarten, at 35 locations. In addition to providing smaller

“The federal class size funds supplement allocations and a determined effort from the state and local level, which provide standardized district-wide diagnostic assessment, reporting to parents, instructional materials, and professional development.”

-Des Moines Public Schools

classes in kindergarten, the Des Moines Public Schools are using federal funds to lower class sizes in grades one through three, establish more classes, and provide team teaching and student assessments—consistent with the “District Improvement Plan”. The federal funds have supplemented state and local efforts by hiring 24 new kindergarten teachers, 3 new first grade teachers, and one new teacher in both second and third grade.

Long Beach

California was one of the first large states to initiate its own class-size reduction program, allowing Long Beach a waiver from the U.S. Department of Education to use federal class size funds to improve teacher quality or reduce class size in other grades. The waiver granted to Long Beach Unified School District (LBUSD) permitted the district to hire 15 new teachers for the ninth grade, as well strengthen the teachers they have already hired, through internships and programs to help teachers achieve full certification. LBUSD uses federal CSR funds to support five internship programs to prepare and certify emergency teachers hired to meet state requirements to reduce all early-grade class sizes below 20 students. The internships lead to a Multiple Subject Credential, with courses being offered on school district campuses and incorporating LBUSD content standards. In addition, all interns perform at least 30 hours of classroom instruction in support of the State’s reading initiative, while under the observation of a mentor teacher. Interns have a university advisor, as well as a New Teacher Coordinator and a New Teacher Support Provider, both of whom meet regularly with the intern, giving feedback after observing teaching sessions. Federal Class-Size Reduction funds help reimburse emergency-permit teachers receiving grades of "B" or better for the cost of tuition, textbooks, and related fees. The federal funds also provide materials and stipends to the New Teacher Support Providers for their coaching.

Miami-Dade County

In Miami, there are 207 new teachers participating in professional development activities supported with federal Class-Size Reduction funds designed to improve classroom instruction. There are 62 new teachers in the first grade, 76 new teachers in the second grade, and 69

new teachers in third grade. They attend professional development activities along with an equal number of current teachers (207), participating in core courses which include Effective Tutoring Techniques, Classroom Management Practices, The Use of Data Analysis of Student Performance, and Co-teaching Methods. Class-Size Reduction funds are also used to supplement the district's Comprehensive Reading Plan by pairing new teachers with veteran teachers. This allows instruction to be delivered in classes with fewer than 18 students.

Milwaukee

Like other Great City School districts, Milwaukee uses its federal class size reduction funds to focus on reading and literacy challenges. In this effort, Milwaukee has hired 89 new first grade teachers, as well as 7 new second grade teachers and 1 new third grade teacher. Teacher training, for both new and veteran instructors, includes attending Title I Literacy Conferences and workshops on How to Teach Reading/Language Arts and Working with Struggling Readers. The district is involved in a variety of reading reform efforts, including Target Teach, SAGE, Let's Read Milwaukee, Community Learning Centers, and Goals 2000. Class-Size Reduction works in conjunction with these programs. Federal funding in support of the teachers is also coordinated with Title VI and Title I, and with reading, language arts, and with early childhood curriculum specialists. Class Size Reduction Subcommittees, composed of teachers, parents, school and central office staff, were also formed in Milwaukee, to ensure successful program implementation. Continued funding would allow Milwaukee to expand its efforts to hire more bilingual teachers for grades 1-3.

New Orleans

Over one hundred new teachers (109) were hired by the New Orleans Public Schools with federal Class-Size Reduction funds, and placed in twenty-six locations—mostly schools requiring Title I improvement plans. This addition to the teaching corps brings the total number of instructors in Grades 1-3 to 370 in New Orleans, and makes 1 teacher available for every 18 students. Intensive professional development is provided to these teachers with the federal

“Intense professional development will be provided to meet the teachers’ needs, and to help them meet the students’ needs.”

-New Orleans Parish School District

funds. In addition, a team of highly trained individuals—mentors, consultants, and teacher liaisons—provide on-going support. Services include informal observations; diagnostic video taping and analysis; instructional demonstrations; curriculum and pedagogy skills development; before, during and after-school consultation and team meetings, and specialized training institutes based on student needs assessments. The designated schools use their Title II allocations to provide professional development in math, science, and reading—activities which are tailored to meet each school's specific needs.

New York City

Funding from the federal CSR program, along with State funding, is allocated to New

York City's 32 Community School Districts and to the Chancellor's District. All districts were instructed to distribute funds to hire teachers to reduce class size or implement alternative models to provide smaller group instruction. Alternative models were to be used where additional space was not available for more classrooms. In order to supplement the already-existing State program, New York City was granted a waiver to use Federal funds in kindergarten, in addition to grades one through three. New York City uses its federal allocations to fund the full salaries of 808 new teachers, while partially-funding the salaries of an additional 788 new early grade teachers that were not covered by the State program. Approximately \$9 million in Federal funds are used for the professional development of over 1,500 new teachers, as well as in-service training for current teachers. The participation rate of current teachers in the federal program was unavailable, but all 80,000 teachers in the New York City schools are eligible. Funds are also used to set up district centers for instructional development, to expand early childhood and elementary education coordination, and provide early childhood professional development. New York City expects to reduce class size for approximately 90,000 students, or 27% of the K-3 enrollment.

Norfolk

Norfolk Public Schools used federal Class-Size Reduction funds to hire one additional teacher at each grade level in grades one, two, and three at nine high-poverty schools in the district—a total of 27 new teachers in the early grades. The new teachers were matched with experienced teachers to form instructional teams responsible for all students in each class. To-

“The new teachers hired were matched with experienced teachers to form instructional teams... Together they decide on a team teaching model that best suits their instructional styles and the needs of their students.

-Norfolk Public Schools

gether they develop a team teaching model that best suits their instructional styles and the needs of their students. Several teaching models were presented for consideration by the teams at a professional development conference held prior to the opening of school. In subsequent workshops, teachers will be supported in their team efforts and trained in best instructional practices, including the latest brain research about how children learn. The teams plan lessons and resolve problems together, and experienced teachers model practices they have found to be the most effective.

Oklahoma City

The Oklahoma City Public Schools spent the majority of their Class-Size Reduction funds on hiring 41 new teachers in low-performing and/or high poverty schools, including 11 new first grade teachers, 10 second grade teachers, and 20 third grade teachers. Professional development activities, as well as on-the-job support, are provided for these teachers to learn how to utilize lower class sizes to teach children more effectively. Professional development activities and in-service support are provided by teacher consultants—veteran teachers from the district who have special training as professional development trainers and mentors, and who

“Class-Size Reduction funds are supplementing our reform efforts in establishing choice schools, and our implementation of effective school programs.”

-Oklahoma City Public Schools

are resident teachers in the Oklahoma City Public Schools. The district expects that Class-Size Reduction funds will increase student achievement, provide more individualized attention for students, reduce discipline problems, increase instructional time for reading and math, and increase teacher flexibility. The federal funds supplement other state and local funds. Where space is not available to establish new classes, the newly-hired teachers are teamed with other instructors to co-teach, ensuring that the benefits of small class size and increased contact are maintained with small instructional groups. These teachers will receive special training and assistance from teacher consultants in effective co-teaching strategies.

Omaha

Omaha Public Schools used the federal class size funds to hire 30 new teachers— 9 teachers in both first and second grade, and 12 teachers in third grade. All new teachers hired in Omaha with Class-Size Reduction funds are assigned to a veteran mentor teacher, with whom they must meet regularly. In addition to the typical training provided to new teachers before they enter the classroom, Omaha also provides professional development throughout the school year. Monthly sessions include workshops in Behavior Management Training, Classroom Management, Use of Assessment Data, Teaching For Mastery, and Effective Practices. At the conclusion of the first year, new teachers must meet with their mentors to discuss progress and next steps.

Philadelphia

The Philadelphia School District has designed an innovative approach to class size reduction to overcome two major obstacles—a shortage of space for additional classrooms and the difficulty in hiring certified teachers. The district has hired 288 new teachers, 34 of which have full certification. This alternative certification approach involves hiring recent college graduates who are intensely trained in early literacy development and partnered with veteran teachers, who will also receive intensive professional development. These “Literacy Interns”, the remaining 254 new teachers, undergo a rigorous professional development program de-

“Philadelphia has focused on students in kindergarten and first grade, using federal funds to accompany their Early Literacy Framework. Funds for the second year...would afford the opportunity for more high poverty kindergarten and first grade classes to participate.”

-Philadelphia Public School District

signed by the district. Pairing new teachers with veteran partners, the teams will be teaching in self-contained, reduced-size classrooms, delivering research-based literacy instruction in kindergarten and first grade. The professional development will include a nine-day Summer Insti-

tute on balanced approaches to literacy development, a two-week practicum where the Literacy Interns will work with students in a classroom staffed with an experienced teacher, a seminar with adjunct faculty drawn from local colleges and universities during the 1999-2000 school year, and Mentoring Workshops throughout the year. Philadelphia received a waiver from distributing funds solely to Grades 1-3, due to its continued efforts to provide a rigorous kindergarten experience in early literacy. Consequently, Philadelphia has focused its federal funds on the district's Early Literacy Framework for kindergarten and first grade students. Funds for the second year of the Class-Size Reduction program will allow more high poverty kindergarten and first grade classes to participate.

Salt Lake City

The Salt Lake City School District has directed its federal Class-Size Reduction funds to schools with the largest population of at-risk students, hiring 20 new teachers, including 7 new first grade teachers, and 11 new ESL and literacy specialists. Federal money is used to staff the district-wide literacy initiative, including improved instruction for English Language Learners. Plans for using the Class-Size Reduction funding emerged from site-based decision-making sessions, and included plans for additional regular classroom teachers, teachers for multi-age ESL classes in the primary grades, literacy specialists, and additional part-time teachers to reduce class sizes for reading/language arts.

Tucson

Tucson has been using its own funds to pay for recruiting costs and the professional development of current teachers, focusing federal Class-Size Reduction funds on the salaries, benefits, and training of 52 new teachers in Grades 1-3. Federal funds are used to hire additional teachers to implement the district's priorities on school-wide improvements, literacy, achievement gaps, and student performance in schools below the 40th percentile.

Summary of Class-Size Reduction Efforts in the Great City Schools

The following figures represent aid that the Federal Class-Size Reduction funds have provided for the Great City Schools.

Class-Size Reduction funds directed to urban schools:	\$281 million
Number of new teachers hired:	3,558
Cost of new salaries and benefits:	\$168 million
Number of new teachers receiving professional development:	7,762
Number of current teachers receiving professional development:	14,953
Cost of professional development for all teachers:	\$31.8 million
Recruiting costs:	\$2.1 million
Testing costs:	\$3.9 million
Areas of greatest need:	Literacy Mathematics Bilingual education Special education

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Council of the Great City Schools "Class-Size Reduction" Survey Results

School District	Federal Class Size Allocation	# of New Teachers	Total Salary and Benefits	# of Current Teachers Receiving Professional Development	Total Professional Development Costs for All Teachers	Total Recruiting Costs	Total Testing Costs	Area of Greatest Need
Anchorage	\$1,845,702	40	\$1,479,386	0	\$86,105	\$0	\$0	Reading
Atlanta	\$3,110,313	58	\$3,110,313	0	\$0	\$0	\$0	Reading/Math
Birmingham	\$1,562,510	23	\$810,195	55	\$25,000	\$38,000	\$0	Reading/Math
Boston	\$3,545,000	38	\$2,670,420	304	\$633,225	\$0	\$0	Literacy
Broward County	\$4,132,500	74	\$4,015,977	0	\$0	\$0	\$0	Early Literacy
Cleveland	\$4,981,000	82	\$4,981,000	0	\$0	\$0	\$0	Grade 1
Columbus	\$3,037,137	58	\$3,037,137	0	\$0	\$0	\$0	Reading
Dallas	\$5,171,868	75	\$3,216,300	600	\$775,780	\$208,634	\$75,000	
Denver	\$2,583,983	12	\$731,232	300	\$1,826,267	\$0	\$0	
Des Moines	\$854,694	29	\$820,794	0	\$0	\$0	\$0	Reading/Basic Skills
Detroit	\$13,315,320	240	\$12,591,360	0	\$581,200	\$0	\$0	Reading/Math
El Paso	\$1,700,000	51	\$1,683,000	315	\$17,000	\$0	\$0	Bilingual
Fort Worth	\$2,513,796	58	\$2,320,000	0	\$52,688	\$0	\$0	
Houston	\$8,379,760	167	\$7,017,211	167	\$143,440	\$0	\$0	Reading
Indianapolis	\$2,649,205	32	\$1,154,148	0	\$0	\$0	\$0	
Jefferson County	\$2,779,119	92	\$2,734,700	0	\$0	\$0	\$0	
Long Beach	\$2,700,000	15	\$727,000	1,518	\$1,892,000	\$0	\$0	English/Math
Los Angeles	\$26,300,000	203	\$8,657,179	9,482	\$7,800,000	\$700,000	\$3,800,000	Special Education/Math/English
Memphis	\$3,861,000	76	\$3,388,916	0	\$240,000	\$116,254	\$0	
Mesa	\$1,119,873	32	\$1,119,873	0	\$0	\$0	\$0	Reading
Miami-Dade	\$10,718,155	207	\$8,439,100	207	\$1,546,658	\$77,250	\$0	
Milwaukee	\$6,218,480	97	\$5,491,406	300	\$727,074	\$0	\$0	Reading
Nashville	\$1,811,871	33	\$1,496,748	NA	\$272,001	\$0	\$0	
New Orleans	\$4,520,913	108.5	\$3,662,619	217	\$581,289	\$96,800	\$8,138	Sp.Ed/Math/Science
New York City	\$61,190,120	808	\$50,400,000	NA	\$9,000,000	\$0	\$0	

School District	Federal Class Size Allocation	# of New Teachers	Total Salary and Benefits	# of Current Teachers Receiving Professional Development	Total Professional Development Costs for All Teachers	Total Recruiting Costs	Total Testing Costs	Area of Greatest Need
Norfolk	\$1,393,861	27	\$1,257,000	162	\$74,407	\$47,816	\$14,500	Elementary High Poverty Schools
Oklahoma City	\$1,482,261	41	\$1,327,990	0	\$146,701	\$0	\$0	High Poverty
Omaha	\$1,508,098	30	\$910,410	464	\$226,214	\$326,231	\$0	
Orange County	\$2,550,276	72	\$2,438,064	0	\$0	\$26,281	\$0	At-risk
Philadelphia	\$12,795,416	288	\$10,484,250	254	\$1,919,000	\$325,000	\$0	Special Ed/Bilingual Ed./Math/Science
Pittsburgh	\$2,365,675	42	\$1,444,160	0	\$300,000	\$0	\$0	Sp.Ed/Library Services/Foreign Lang.
Richmond	\$1,200,000	25	\$1,211,600	0	\$0	\$0	\$0	Special Ed./Mathematics
Rochester	\$2,376,000	41	\$1,675,159	0	\$462,791	\$15,000	\$0	Elementary Education
Sacramento	\$1,900,000	31	\$1,200,000	425	\$700,000	\$0	\$0	Reading/Math
Salt Lake City	\$661,092	20	\$634,269	85	\$13,607	\$0	\$0	ESL/Literacy
San Antonio	\$2,886,204	46	\$2,300,000	18	\$432,931	\$66,687	\$0	Reading/Math
San Diego	\$3,868,104	63	\$2,800,507	0	\$1,067,597	\$0	\$0	Literacy
San Francisco	\$1,606,764	37	\$1,574,629	80	\$32,135	\$0	\$0	Math/Literacy
Seattle	\$1,560,686	34	\$1,273,000	0	\$215,000	\$100,000	\$0	
Tucson	\$1,604,269	52	\$1,501,708	0	\$54,433	\$0	\$0	
TOTALS¹	\$220,361,025	3,558	\$167,788,761	14,953	\$31,844,543	\$2,143,953	\$3,897,638	

n= 40

1. Total Salaries and Benefits, Professional Development Costs, Recruiting Costs, and Testing Costs do not sum to total Federal Class Size Allocation. At the time of this survey, some districts were unable to determine exactly how *all* of its federal allocation would be used, and therefore only reported the funds which had already been budgeted or spent.



Council of the Great City Schools "Class-Size Reduction" Survey Results-- NEW TEACHERS

School District	# of New Teachers					New Salaries and Benefits				
	Grade One	Grade Two	Grade Three	Other	Total	Grade One	Grade Two	Grade Three	Other	Total
Anchorage	40				40	\$1,479,386				\$1,479,386
Atlanta		9	49		58	\$0	\$482,634	\$2,627,679		\$3,110,313
Birmingham		7	16		23		\$115,742	\$694,453		\$810,195
Boston					38					\$2,670,420
Broward County	74				74	\$4,015,977				\$4,015,977
Cleveland	82				82	\$4,981,000				\$4,981,000
Columbus	16	20	22		58	\$864,000	\$1,080,000	\$1,093,137		\$3,037,137
Dallas	75				75					\$3,216,300
Denver	4	4	4		12	\$243,744	\$243,744	\$243,744		\$731,232
Des Moines	3	1	1	24	29	\$70,283	\$33,910	\$31,222	\$685,380	\$820,794
Detroit	80	80	80		240	\$4,197,120	\$4,197,120	\$4,197,120		\$12,591,360
El Paso	18	17	16		51	\$594,000	\$561,000	\$528,000		\$1,683,000
Fort Worth	27	16	15		58	\$1,080,000	\$640,000	\$600,000		\$2,320,000
Houston	127	13	27		167	\$5,336,442	\$546,250	\$1,134,519		\$7,017,211
Indianapolis	4	19	8	1	32	\$156,447	\$632,596	\$327,683	\$37,422	\$1,154,148
Jefferson County					92					\$2,734,700
Long Beach				15	15				\$727,000	\$727,000
Los Angeles				203	203				\$8,657,179	\$8,657,179
Memphis	30	28	18		76	\$1,337,730	\$1,248,548	\$802,638		\$3,388,916
Mesa	9	6	3	14	32	\$314,964	\$209,976	\$104,993	\$489,940	\$1,119,873
Miami-Dade	62	76	69		207	\$2,527,653	\$3,098,414	\$2,813,033		\$8,439,100
Milwaukee	89	7	1		97	\$5,114,516	\$296,029	\$80,861		\$5,491,406
Nashville	11	5	17		33	\$498,916	\$226,780	\$771,052		\$1,496,748
New Orleans	40	37	32		109	\$1,345,127	\$1,251,784	\$1,065,708		\$3,662,619
New York City	NA	NA	NA	NA	808	NA	NA	NA	NA	\$50,400,000
Norfolk	9	9	9		27	\$419,000	\$419,000	\$419,000		\$1,257,000
Oklahoma City	11	10	20		41	\$356,290	\$323,900	\$647,800		\$1,327,990
Omaha	9	9	12		30	\$273,123	\$273,123	\$364,164		\$910,410
Orange County					72					\$2,438,064
Philadelphia	144			144	288	\$5,192,250			\$5,292,000	\$10,484,250
Pittsburgh	10	20	12		42	\$361,792	\$610,048	\$472,320		\$1,444,160

School District	# of New Teachers					New Salaries and Benefits				
	Grade One	Grade Two	Grade Three	Other	Total	Grade One	Grade Two	Grade Three	Other	Total
Richmond	7	6	12		25	\$350,000	\$300,000	\$561,600		\$1,211,600
Rochester	13	14	13	1	41	\$531,152	\$571,998	\$531,152	\$40,857	\$1,675,159
Sacramento				31	31				\$1,200,000	\$1,200,000
Salt Lake City	7	1	1	11	20	\$269,009	\$5,620	\$38,124	\$321,516	\$634,269
San Antonio	46				46	\$2,300,000				\$2,300,000
San Diego					63					\$2,800,507
San Francisco				37	37					\$1,574,629
Seattle					34					\$1,273,000
Tucson	27	17	8		52	\$794,173	\$490,943	\$216,593		\$1,501,708
TOTALS¹	1,074	431	465	481	3,558	\$45,004,094	\$17,859,159	\$20,366,595	\$17,451,294	\$167,788,761

n= 40

1. Since some respondents were only able to provide the total number of new teachers, and not a per-grade breakdown, individual grades do not sum to total.



Council of the Great City Schools "Class-Size Reduction" Survey Results-- PROFESSIONAL DEVELOPMENT

School District	New Teachers					Current Teachers					All Teachers			
	Grade One	Grade Two	Grade Three	Other	Total Number	Total Cost	Grade One	Grade Two	Grade Three	Other	Total Number	Total Cost	Total Number	Total Cost
Anchorage	40				40	\$86,105							40	\$86,105
Birmingham		7	16		23		7	10	11	27	55		78	\$25,000
Boston					38						304		342	\$633,225
Dallas	75				75		200	200	200		600		675	\$775,780
Denver					60	\$84,000					300	\$1,742,267	360	\$1,826,267
Detroit	80	80	80		240	\$581,200					-		240	\$581,200
El Paso	18	17	16		51		125	105	85		315		366	\$17,000
Fort Worth	27	16	15		58	\$52,688					-		58	\$52,688
Houston	127	13	27		167	\$71,720	127	13	27		167	\$71,720	334	\$143,440
Long Beach				15	15					1,518	1,518		1,533	\$1,892,000
Los Angeles	1,137	852	697	1,083	3,769	\$1,560,000	2,653	1,141	2,440	3,248	9,482	\$6,240,000	13,251	\$7,800,000
Memphis	30	28	18		76	\$240,000					-		76	\$240,000
Miami-Dade	62	76	69		207	\$773,329	62	76	69		207	\$773,279	414	\$1,546,658
Milwaukee	89	7	1		97	\$363,537	100	100	100		300	\$363,537	397	\$727,074
Nashville	11	5	17		33	\$24,038						\$247,963	33	\$272,001
New Orleans	80	74	63		217	\$422,098	80	74	63		217	\$159,191	434	\$581,289
New York City					1,598								1,598	\$9,000,000
Norfolk	9	9	9		27	\$44,600	9	9	9	135	162	\$29,807	189	\$74,407
Oklahoma City	21	18	20	169	228	\$146,701					-		228	\$146,701
Omaha	41	29	52		122		157	168	139		464		586	\$226,214
Philadelphia	144			144	288	\$1,419,000	125			129	254	\$500,000	542	\$1,919,000
Pittsburgh	16	14	12		42	\$300,000					-		42	\$300,000
Rochester	13	14	13	1	41	\$462,791					-		41	\$462,791
Sacramento				31	31					425	425		456	\$700,000
Salt Lake City				5	5	\$5,471	33	26	26		85	\$8,136	90	\$13,607
San Antonio	28				28		18				18		46	\$432,931
San Diego					63	\$1,067,597					-		63	\$1,067,597
San Francisco				37	37					80	80		117	\$32,135

School District	New Teachers					Current Teachers					All Teachers			
	Grade One	Grade Two	Grade Three	Other	Total Number	Total Cost	Grade One	Grade Two	Grade Three	Other	Total Number	Total Cost	Total Number	Total Cost
Seattle					34	\$130,000					-	\$85,000	34	\$215,000
Tucson	27	17	8		52	\$54,433					-		52	\$54,433
TOTALS¹	2,075	1,276	1,133	1,485	7,762	\$7,889,308	3,696	1,922	3,169	5,562	14,953	\$10,220,900	22,255	\$31,844,543

n= 30

1. Since some respondents were only able to provide the total number of new teachers, and not a per-grade breakdown, individual grades do not sum to total. Certain respondents were also only able to provide the total amount spent on professional development, so the individual breakdown for new or current teachers do not sum to the total spent on professional development.



Council of the Great City Schools "Class-Size Reduction" Survey Results- RECRUITING

School District	Total	Advertising	Travel	Bonuses	Packages	Other	Description of Other
Birmingham	\$38,000	\$30,500	\$7,500				
Dallas	\$208,634	\$38,634	\$20,000	\$75,000	\$75,000		
Los Angeles	\$700,000	\$50,000	\$50,000		\$600,000		
Memphis ¹	\$116,254	\$15,000	\$32,000				
Miami-Dade	\$77,250						
New Orleans	\$96,800	\$3,500	\$6,500		\$86,800		
Norfolk	\$47,816	\$1,000	\$2,000			\$44,816	Staff/Induction Program
Omaha	\$326,231						Recruitment/training
Orange County	\$26,281	\$8,000	\$15,503			\$2,778	Postage/supplies
Philadelphia	\$325,000					\$325,000	Recruitment staff
Rochester	\$15,000						
San Antonio	\$66,687						
Seattle	\$100,000						
TOTALS	\$2,143,953	\$146,634	\$133,503	\$75,000	\$761,800	\$372,594	

n= 13

1. Memphis has allocated \$116,254 for recruitment, but had only spent \$47,000 at the time of the survey.

APPENDIX A
CLASS SIZE REDUCTION PROGRAM
PL 105-277

Class Size Reduction Program PL 105-277

SEC. 307. (a) From the amount appropriated for title VI of the Elementary and Secondary Education Act of 1965 in accordance with this section, the Secretary of Education -

1. shall make available a total of \$6,000,000 to the Secretary of the Interior (on behalf of the Bureau of Indian Affairs) and the outlying areas for activities under this section; and
2. shall allocate the remainder by providing each State the greater of the amount the State would receive if a total of \$1,124,620 were allocated under section 1122 of the Elementary and Secondary Education Act of 1965 or under section 2202(b) of the Act for fiscal year 1998, except that such allocations shall be ratably increased or decreased as may be necessary.

(b)(1) Each State that receives funds under this section shall distribute 100 percent of such funds to local educational agencies, of which -

1. 80 percent of such amount shall be allocated to such local educational agencies in proportion to the number of children, aged 5 to 17, who reside in the school district served by such local educational agency from families with incomes below the poverty line (as defined by the Office of Management and Budget and revised annually in accordance with section 673 (2) of the Community Services Block Grant Act (42 U.S.C. 9902(2))) applicable to a family of the size involved for the most recent fiscal year for which satisfactory data is available compared to the number of such individuals who reside in the school districts served by all the local educational agencies in the State for that fiscal year; and
2. 20 percent of such amount shall be allocated to such local educational agencies in accordance with the relative enrollments of children, aged 5 to 17, in public and private nonprofit elementary and secondary schools within the boundaries of such agencies;

(2) Notwithstanding paragraph (1), if the award to a local educational agency under this section is less than the starting salary for a new teacher in that agency, the State shall not make the award unless the local educational agency agrees to form a consortium with not less than 1 other local educational agency for the purpose of reducing class size.

(c)(1) Each local educational agency that receives funds under this section shall use such funds to carry out effective approaches to reducing class size with highly qualified teachers to improve educational achievement for both regular and special-needs children, with particular consideration given to reducing class size in the early elementary grades for which some research has shown class size reduction most effective.

(2)(A) Each such local educational agency may pursue the goal of reducing class size through-

1. recruiting, hiring, and training certified regular and special education teachers and teachers of special-needs children, including teachers certified through State and local alternative routes;
2. testing new teachers for academic content knowledge, and to meet State certification requirements that are consistent with title II of the Higher Education Act

of 1965; and

3. providing professional development to teachers, including special education teachers and teachers of special-needs children, consistent with title II of the Higher Education Act of 1965.
2. A local educational agency may use not more than a total of 15 percent of the award received under this section for activities described in clauses (ii) and (iii) of subparagraph (A).
3. A local educational agency that has already reduced class size in the early grades to 18 or less children may use funds received under this section -
 1. to make further class-size reductions in grades 1 through 3;
 2. to reduce class size in kindergarten or other grades; or
 3. to carry out activities to improve teacher quality, including professional development.
1. Each such agency shall use funds under this section only to supplement, and not to supplant, State and local funds that, in the absence of such funds, would otherwise be spent for activities under this section.
2. No funds made available under this section may be used to increase the salaries or provide benefits, other than participation in professional development and enrichment programs, to teachers who are, or have been, employed by the local educational agency.

(d)(1) Each State receiving funds under this section shall report on activities in the State under this section, consistent with section 6202(a)(2) of the Elementary and Secondary Education Act of 1965.

(2) Each school benefiting from this section, or the local educational agency serving that school, shall produce an annual report to parents, the general public, and the State educational agency, in easily understandable language, on student achievement that is a result of hiring additional highly qualified teachers and reducing class size.

(e) If a local educational agency uses funds made available under this section for professional development activities, the agency shall ensure for the equitable participation of private nonprofit elementary and secondary schools in such activities. Section 6402 of the Elementary and Secondary Education Act of 1965 shall not apply to other activities under this section.

(f) ADMINISTRATIVE EXPENSES. - A local educational agency that receives funds under this section may use not more than 3 percent of such funds for local administrative costs.

(g) REQUEST FOR FUNDS. - Each local educational agency that desires to receive funds under this section shall include in the application required under section 6303 of the Elementary and Secondary Education Act of 1965 a description of the agency's programs to reduce class size by hiring additional highly qualified teachers.

This title may be cited as the "Department of Education Appropriations Act, 1999".

APPENDIX B
CLASS SIZE REDUCTION PROGRAM SURVEY

Council of the Great City Schools
"Class-Size Reduction" Program Survey

The following questions regard the funds your district received from the
 "Class-Size Reduction" program for the 1999-2000 School Year.

School District: _____

Phone: _____

Name of Person Responding: _____

Fax: _____

Note: Please provide projected or approximate numbers if actual amounts are not yet known.

1. Actual amount of district's "Class-Size Reduction" program (CSR) grant award: _____

2. Amount of CSR funds district has spent on recruiting costs: Total: _____

Advertising: _____

Travel to interview prospective teachers: _____

Hiring bonuses: _____

Hiring packages (paying for college tuition, moving expenses, etc.): _____

Other (please list activities below): _____

3. Please complete the table below for the new teachers that your district has hired, or plans to hire, with CSR funds. "Area of Greatest Need" represents the critical subject or shortage areas in your district (i.e. mathematics, special education, etc.).

New Teachers	<i>Number of New Teachers</i>	<i>Total Salary and Benefits</i>	<i>Area of Greatest Need</i>
<i>Fully-certified</i>			
Grade One			
Grade Two			
Grade Three			
Other (Grades _____)			
<i>Emergency</i>			
Grade One			
Grade Two			
Grade Three			
Other (Grades _____)			

4. Amount of CSR funds district has spent on:
 Testing new teachers for academic content knowledge: _____

Testing new teachers to meet State certificate requirements: _____

Feel free to contact Manish Naik at (202) 393-2427 with any questions.
 Please fax the completed 2-page survey no later than September 3, 1999 to
 Manish Naik at (202) 393-2400. Thank you..

5a. Amount of CSR funds district has spent on professional development:

New teachers: _____

Current Teachers: _____

5b. Please provide the **number** of current and new teachers who have received, or are planning to receive, professional development with CSR funds.

<i>Grade Level</i>	<i># of New Teachers</i>	<i># of Current Teachers</i>
Grade One		
Grade Two		
Grade Three		
Other (Grades _____)		
TOTAL		

6. Please list the CSR-related professional development activities for teachers in your district. Also indicate with an "x" whether the participants were new or current teachers (or both), and the total amount of CSR funds spent on each activity.

<i>Activity</i>	<i>Current Teacher</i>	<i>New Teacher</i>	<i>Total Cost</i>

7. How would your district spend a 15% increase in the annual CSR allocation funds if they became available to you for the 2000-2001 School Year?

8. Which of your reform efforts aimed at turning around the lowest-performing schools will the federal CSR funds supplement?

Feel free to contact Manish Naik at (202) 393-2427 with any questions.
 Please fax the completed 2-page survey **no later than September 3, 1999** to
 Manish Naik at (202) 393-2400. Thank you.

From: Constance J. Bowers on 07/19/99 07:55:12 PM

Record Type: Record

To: See the distribution list at the bottom of this message

cc: James J. Jukes/OMB/EOP@EOP, Robert J. Pellicci/OMB/EOP@EOP, Barbara Chow/OMB/EOP@EOP

Subject: HR 1995 - Rule and summary of amendments

After reviewing the rule (text below), we are recommending that the SAP go forward to the House without change, except to delete references to the Rules Committee.

Sandra: The SAP (directed to the House) is on the i-drive for your consideration and release to the House, once you receive any clearances that you feel are necessary. Thanks.

----- Forwarded by Constance J. Bowers/OMB/EOP on 07/19/99 07:51 PM -----

From: James J. Jukes on 07/19/99 07:28:43 PM

Record Type: Record

To: Constance J. Bowers/OMB/EOP@EOP

cc:

Subject: HR 1995 - Rule and summary of amendments

H.R. 1995 - Teach: Empowerment Act

1. Structured rule.
2. Provides one hour of general debate equally divided and controlled by the chairman and ranking minority member of the Committee on Education and the Workforce.
3. Makes in order the Committee on Education and the Workforce amendment in the nature of a substitute now printed in the bill as an original bill for purpose of amendment, which shall be considered as read.
4. Makes in order only those amendments printed in the Rules Committee report, which may be offered only in the order printed in the report, may be offered only by a Member designated in the report, shall be considered as read, shall be debatable for the time specified in the report equally divided and controlled by the proponent and an opponent, shall not be subject to amendment, and shall not be subject to a demand for division of the question in the House or in the Committee of the Whole.
5. Waives all points of order against the amendments printed in the report.
6. Allows the Chairman of the Committee of the Whole to postpone votes during consideration of the bill, and to reduce voting time to five minutes on a postponed question if the vote follows a fifteen minute vote.
7. Provides one motion to recommit with or without instructions.

Summary of Amendments Made in Order to H.R.

1995, The Teacher Empowerment Act of 1999

Goodling #17 Modifies the "Troops-to-Teachers" program; strikes language allowing the state to establish a new within state funding formula; strikes language requiring states to target competitive grants to high need local education agencies; changes language relating to public accountability concerning student achievement; changes language relating to accountability in the State application; and extends the National Writing Project through FY 2004. (30 minutes)

Lazio/Wilson/Duncan #19 Recommends mentoring programs and outlines the essential components for carrying out these programs which are designed to improve the initial teacher experience; strengthens the alternative certification program; ensures that teachers seeking alternative certification are qualified to teach and know the subject matter that they are hired to teach in the classroom. (10 minutes)

Castle/Fletcher #9 Allows states to use funds to provide assistance to local educational agencies and eligible partnerships for the development and implementation of innovative professional development programs that train teachers to use technology to improve teaching and learning. (10 minutes)

McIntosh #7 Provides for the active participation of parents under the Teacher Empowerment Act which specifically ensures that parents have the opportunity to review the local application for funds so that they are participants in deciding how these funds will be spent. (10 minutes)

Fletcher #8 Allows schools to use professional development funds for programs that provide instruction in how to teach character education. (10 minutes)

Andrews #20 Urges local education agencies to take into consideration that properly trained principals are a vital part of a quality education when submitting their requests for teacher training grants. (10 minutes)

Kucinich/Andrews #18 Seeks to establish a National Clearinghouse for Teaching Entrepreneurship, to encourage teacher interest and involvement in entrepreneurship education. (10 minutes)

Hilleary #3 Allows the Secretary of Education to include competitive grants to needy rural school districts as an optional use of funds available to him. (10 minutes)

Roemer/Davis #10 Creates a competitive program, based on the model of the Troops-to-Teachers program, to recruit and train middle career professionals so they could enter the teaching profession in high-need local educational agencies. (10 minutes)

Mink #1 Creates a program to provide grants for public school teachers who take sabbatical leave to pursue a course of study for professional development. (10 minutes)

Crowley #5 Expresses the Sense of the Congress that high quality teachers are an important part in the development of our children and that it is essential that Congress works to ensure the quality of teachers is the highest possible as they instruct our children. (10 minutes)

Martinez #21 Amendment in the nature of a substitute. Provides \$1.5 billion in FY 2000 for teacher training and professional development activities; authorizes \$1.5 billion in FY 2000 for class size reduction activities and provides flexibility for states that are not in a position to reduce class sizes as rapidly as other states; reauthorizes and expands the Reading Excellence Act, the National Writing Project, the Troops to Teachers Program, the Eisenhower Clearinghouse for Math and Science, and the National Board for Professional Teaching Standards; and provides \$500 million for professional development specifically for special education teachers. (40 minutes)

* Summaries derived from information submitted by the amendment sponsors.

Message Sent To:

Sandra Yamin/OMB/EOP@EOP
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Bethany Little
Broderick Johnson/WHO/EOP@EOP

EDUC -
Class Size

▶ **Jordan Tamagni**
06/25/99 12:34:39 PM
.....

Record Type: Record

To: See the distribution list at the bottom of this message

cc:

Subject: Radio

Draft 6/25/99 12:30pm

**PRESIDENT WILLIAM JEFFERSON CLINTON
RADIO ADDRESS ON CLASS SIZE
THE WHITE HOUSE
June 26, 1999**

Good morning. This month, schools across America are letting out for the summer – and school districts across America are planning for the fall. Today, I want to talk about what we must do to help our schools prepare for the school year ahead – and prepare our children for the future – by reducing class size in the early grades.

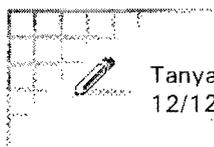
For six-and-a-half years, my administration has made improving our children's education one of our highest priorities. This year, in my State of the Union address, I outlined a plan to demand that our schools, our teachers, and our students meet high standards. My plan would hold states and school systems accountable for fixing failing schools. It would require that every public school teacher in America is qualified to be in the classroom. And it would insist that we put an end to social promotion, but in the right way -- by investing in our public schools: from funding after-school and summer school programs to modernizing and rebuilding 6,000 schools across the country.

One of the most important investments we can make in our children's education is reducing class size and improving the quality of teaching. Recent research confirms what parents have always known: Children learn better in small classes with good teachers. And that makes a difference in how well not only in the early grades, but right through high school graduation.

But in far too many of our nation's schools, 30 or more students are pressed desk-to-desk in a single classroom. Too many teachers spend more time maintaining order than maintaining high academic standards. And with the largest school enrollments in our history still to come, the problem is only going to get worse.

If we are serious about preparing our nation to succeed in the 21st Century, then we

Educ -
Class size



Tanya E. Martin
12/12/97 11:32:33 AM

Record Type: Record

To: Bruce N. Reed/OPD/EOP
cc: Michael Cohen/OPD/EOP, William R. Kincaid/OPD/EOP
bcc:
Subject: Re: Basics 

1. Number of teachers :

1996 -- 2.6 million public elementary and secondary teachers (est)
(1.5 million in elementary and 1.1 million in secondary)

2. The 2 million teachers over 10 years estimate includes more than replacements: it is based upon increased school enrollment (baby boom echo) and increased teacher retirements (original baby boomers).

The estimate of 2 million teachers anticipates that a little over 1 million will be new-to-the classroom teachers and the remainder will be teachers returning to teaching from central offices, other professions etc.

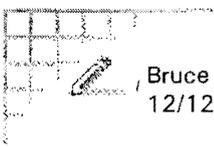
3. Estimated number of teachers in grades 1 and 2: 247,300

4. Estimated number of teachers in grades 1,2, and 3 : 367,700

5. With 100K teachers, we could bring class size down to an average of 19 in three grades. With approx 106K teachers, we could bring class size down to a maximum of 19 in three grades.

We're working on tobacco-funded scenarios and will be meeting on the formula funding possibilities this afternoon.

Bruce N. Reed



Bruce N. Reed
12/12/97 10:01:02 AM

Record Type: Record

To: Michael Cohen/OPD/EOP, Tanya E. Martin/OPD/EOP, William R. Kincaid/OPD/EOP
cc:
Subject: Basics

Could you fill in a few #'s for me?

How many teachers are there altogether?

When we say we need 2 million over 10 years, are those all replacements?

How many teachers are there in grades 1 & 2? 1, 2 & 3?

Also, I'd love to hear how you design wizards are coming with the idea of paying for this through tobacco. It occurs to me that you might want to think up an option that gets to 100,000 teachers, even over 7 years. With 100k teachers, could we reduce class size below 20 in 3 grades??



UNITED STATES DEPARTMENT OF EDUCATION

*Ed
Class Size*

THE DEPUTY SECRETARY

November 1, 1999

MEMORANDUM

TO: John Podesta
White House Chief of Staff

FROM: Marshall S. Smith
Deputy Secretary (A) *MS Smith*

RE: Conference Report for the Department's FY 2000 Appropriations Act

Having read the conference report for the Department of Education's FY 2000 appropriations act, I wish to call your attention to a serious problem. The conference report, which would appropriate \$1.2 billion to support "a class size/teacher assistance initiative," permits *but does not require* school districts to use such funds to carry out "class size reduction activities." Included in the report is the following proviso:

Provided, That, if the local educational agency determines that they [sic] wish to use the funds for purposes other than class size reduction as part of a local strategy for improving academic achievement, funds may be used for professional development activities, teacher training or any other local need that is designed to improve student performance.

This extraordinarily broad proviso appears to authorize the use of appropriated funds for vouchers or similar arrangements. This back-door effort to allow and promote vouchers comes just one week after the House voted against a voucher provision in Title I. No other Department program, including Titles I and VI of the Elementary and Secondary Education Act of 1965, contains such broad authority.

For reasons the Secretary and I have articulated on many occasions, I strongly oppose allowing federal funds to support private school vouchers. Contrary to the assumption of voucher advocates, there is no parallel universe of private schools ready, able, and willing to take on the job of educating 48 million public school students. Moreover, research does not confirm that private schools offer a better education than public schools; indeed, there is evidence that once family educational background and income are taken into account, students in public schools perform as well or better than students in private schools. Finally, precisely because private schools are designed to provide alternatives (in purpose, student composition, and curriculum) to publicly supported education,

voucher programs present enormous difficulties with respect to ensuring public accountability for educational results. A more sensible approach to increasing competition within school systems—one that we have supported with federal funds for several years—is the development of public charter schools. Such schools remain accountable for public funds, even as they help stimulate school improvement.

The main point is that the only way to fix the public schools is to fix the public schools, not to abandon them. The class size reduction initiative is an important step in this direction, as a recent report of the Council of Great City Schools confirms. This report found that 3,558 teachers have been hired in 40 of the nation's largest urban school districts under the class size reduction program enacted by Congress last year; that these teachers are working in areas of highest need; and that the program is enhancing teacher quality. Strong experimental research shows that class size reduction in the early grades is an effective way to boost student academic achievement and to build a solid foundation for further learning. The conference report completely undermines the purpose of this program, which is to target federal funding to class size reduction. Congress should keep the focus of this program on smaller classes in the public schools and not divert the funds to private school vouchers.

I appreciate your attention to this matter. Please let me know if you would like to discuss it further.

**PRESIDENT CLINTON'S CLASS SIZE REDUCTION INITIATIVE
A VICTORY FOR AMERICA'S STUDENTS**

ISSUE	CLINTON PLAN	VETOED BILL	AGREEMENT IN PRINCIPLE	GOAL MET
CLEAR PURPOSE FOR THE PROGRAM	Funding must be used primarily to reduce class size in the early grades to an average of 18.	Unfocused block grant that could be used for any purpose including vouchers for private schools.	Funding must be used primarily to reduce class size in the early grades to an average of 18.	
DEDICATED REVENUE SOURCE FOR REDUCING CLASS SIZE	Funding to support the 29,000 teachers hired last year and to stay on track to hiring 100,000 new teachers by 2005.	Failed to guarantee any funds for reducing class size.	At least \$1.3 billion to support the 29,000 teachers hired last year and continue toward hiring 100,000 high quality teachers by 2005.	
STAY ON TRACK TO HIRE 100,000 NEW TEACHERS	Hire 100,000 teachers by 2005 to reduce class size in the early grades.	No guaranteed funding to retain existing teachers or hire new ones.	Stays on track toward the President's goal of hiring 100,000 new teachers by 2005 to reduce class size in the early grades.	
REQUIRING TEACHER QUALITY	New teachers must be highly qualified.	Local option.	All teachers hired must be fully qualified.	
LOCAL FLEXIBILITY FOR TEACHER TRAINING	School districts should be able to use a portion of the funds to train teachers and test new teachers but not for vouchers and other unrelated purposes.	Funding could be used for any purpose including vouchers.	School districts can use up to 25% of funding to train teachers and test new teachers but not for vouchers and unrelated purposes. If more than 10% are uncertified teachers can seek waiver to use additional funds to get them certified.	
VOUCHERS	No funding can be used for vouchers for private schools.	Funding could be diverted from the public schools for vouchers at private schools.	No funding can be used for vouchers for private schools.	
ACCOUNTABILITY FOR RESULTS	Public reporting of progress in reducing class size with quality teachers.	No accountability for any use of the funds, including vouchers.	School districts must publicly report to parents on progress in reducing class size with quality teachers.	

Current law

SEC. 307. (a) From the amount appropriated for title VI of the Elementary and Secondary Education Act of 1965 in accordance with this section, the Secretary of Education—

(1) shall make available a total of \$6,000,000 to the Secretary of the Interior (on behalf of the Bureau of Indian Affairs) and the outlying areas for activities under this section; and

(2) shall allocate the remainder by providing each State ~~the greater of the amount the State would receive if a total of \$1,124,620,000 were allocated under section 1122 of the~~

~~Elementary and Secondary Education Act of 1965 or under section 2202(b) of the Act for fiscal year 1998, except that such allocations shall be ratably increased or decreased as may be necessary.~~

(b)(1) Each State that receives funds under this section shall distribute 100 percent of such funds to local educational agencies, of which—

(A) 80 percent of such amount shall be allocated to such local educational agencies in proportion to the number of children, aged 5 to 17, who reside in the school district served by such local educational agency from families with incomes below the poverty line (as defined by the Office of Management and Budget and revised annually in accordance with section 673(2) of the Community Services Block Grant Act (42 U.S.C. 9902(2))) applicable to a family of the size involved for the most recent fiscal year for which satisfactory data is available compared to the number of such individuals who reside in the school districts served by all the local educational agencies in the State for that fiscal year; and

(B) 20 percent of such amount shall be allocated to such local educational agencies in accordance with the relative enrollments of children, aged 5 to 17, in public and private nonprofit elementary and secondary schools within the boundaries of such agencies;

(2) Notwithstanding paragraph (1), if the award to a local educational agency under this section is less than the starting salary for a new teacher in that agency, the State shall not make the award unless the local educational agency agrees to form a consortium with not less than 1 other local educational agency for the purpose of reducing class size (except as provided

in subsection (c)(2)(D))

[NOTE: Elsewhere in the Act, there will be appropriated \$1,400,000,000 for fiscal year 2000 to carry out this section.]

the same percentage of that remainder as it received of the funds allocated to States under section 307(a)(2) of the Department of Education Appropriations Act, 1999.

(c)(1) Each local educational agency that receives funds under this section shall use such funds to carry out effective approaches to reducing class size with highly qualified teachers to improve educational achievement for both regular and special-needs children, with particular consideration given to reducing class size in the early elementary grades for which some research has shown class size reduction is most effective.

(2)(A) Each such local educational agency may pursue the goal of reducing class size through—

~~(i) recruiting, hiring, and training certified regular and special education teachers and teachers of special-needs children, including teachers certified through State and local alternative routes;~~

(i) recruiting (which may include the use of signing bonuses or other financial incentives), hiring, and training fully qualified regular and special education teachers and teachers of special needs children who are certified within the State (which may include certification through State or local alternative routes) and who demonstrate competency in the content areas in which they teach;

(ii) testing new teachers for academic content knowledge, and to meet State certification requirements that are consistent with title II of the Higher Education Act of 1965; and

(iii) providing professional development to teachers, including special education teachers and teachers of special-needs children, consistent with title II of the Higher Education Act of 1965.

(B) A local educational agency may use not more than a total of 15 percent of the award received under this section for activities described in clauses (ii) and (iii) of subparagraph (A).

(C) A local educational agency that has already reduced class size in the early grades to 18 or less children may use funds received under this section—

- (i) to make further class-size reductions in grades 1 through 3;
- (ii) to reduce class size in kindergarten or other grades;
- or
- (iii) to carry out activities to improve teacher quality, including professional development.

“(D) If a local educational agency has already reduced class size in the early grades to 18 or fewer children and intends to use funds provided under this section to carry out professional development activities, including activities to improve teacher quality, then the State shall make the award under subsection (b) to the local educational agency without requiring the formation of a consortium.”

(3) Each such agency shall use funds under this section only to supplement, and not to supplant, State and local funds that, in the absence of such funds, would otherwise be spent for activities under this section.

(4) No funds made available under this section may be used to increase the salaries or provide benefits, other than participation in professional development and enrichment programs, to teachers who are, or have been, employed by the local educational agency.

(d)(1) Each State receiving funds under this section shall report on activities in the State under this section, consistent with section 6202(a)(2) of the Elementary and Secondary Education Act of 1965.

(2) Each school benefiting from this section, or the local educational agency serving that school, shall produce an annual report to parents, the general public, and the State educational agency, in easily understandable language, on student achievement that is a result of hiring additional highly qualified teachers and reducing class size.

(e) If a local educational agency uses funds made available under this section for professional development activities, the agency shall ensure for the equitable participation of private non-profit elementary and secondary schools in such activities. Section 6402 of the Elementary and Secondary Education Act of 1965 shall not apply to other activities under this section.

(f) ADMINISTRATIVE EXPENSES.—A local educational agency that receives funds under this section may use not more than 3 percent of such funds for local administrative costs.

(g) REQUEST FOR FUNDS.—Each local educational agency that desires to receive funds under this section shall include in the application required under section 6303 of the Elementary and Secondary Education Act of 1965 a description of the agency's program to reduce class size by hiring additional highly qualified teachers.

(3) Each State and local educational agency receiving funds under this section shall publicly report to parents on the progress in reducing class sizes, increasing the percentage of classes in core academic areas taught by fully qualified teachers who are certified within the State and demonstrate competency in the content areas in which they teach, closing academic achievement gaps between students, and improving student academic achievement as defined by the State.

(4) Each school receiving funds under this section shall provide to parents, on request, the professional qualifications of their child's teacher.

(h) No funds received under this section may be used to pay the salary of any teacher hired with funds received under section 307 of the Department of Education Appropriations Act, 1999, unless, by the start of the 2000-2001 school year, the teacher is certified within the State (which may include certification through State or local alternative routes) and demonstrates competency in the subject areas he or she teaches.

October 29, 1999

STATEMENT ON COUNCIL OF GREAT CITY SCHOOLS CLASS SIZE REPORT

DATE: October 31, 1999
LOCATION: Behind the Oval Office
BRIEFING TIME: 4:00pm – 4:10pm
EVENT TIME: 4:15pm – 4:25pm
FROM: Bruce Reed

I. PURPOSE

To release a new report by the Council of the Great City Schools on the benefits of smaller classes, and to urge Congress to fund your class size initiative.

II. BACKGROUND

Today you will release a new report by the Council of the Great City Schools on the benefits of smaller classes for students. The report demonstrates that your class size reduction initiative is helping schools across the nation improve student learning by enabling them to hire additional highly qualified teachers in the early grades, where students learn to read and master the basics. Urban districts report that your initiative is flexible enough to allow them to meet their unique needs but focused enough to ensure smaller classes in the early grades. Today you will call on Congress not to renege on the bipartisan commitment made last year to fund this important initiative.

RAISING STUDENT ACHIEVEMENT BY REDUCING CLASS SIZES IN THE EARLY GRADES. Last year, Congress made a down payment of \$1.2 billion toward your goal of hiring 100,000 new teachers to bring class sizes in the early grades to a national average of 18. The first teachers hired with that down payment began teaching in classrooms nationwide this fall. Today, you will call on Congress to keep its commitment and finish the job. Unfortunately, Republicans have passed an appropriations bill that eliminates the class size initiative and fails to guarantee that a single cent will be used to hire a single teacher to reduce the size of a single class. Research has shown that class size reduction in the early grades is one of the most direct and effective ways to boost children's academic achievement.

EDUCATION LEADERS EMPHASIZE THE IMPORTANCE OF THE PRESIDENT'S PLAN. In the report to be released today, the Council of the Great City Schools finds

that there is strong demand for the dedicated resources provided by your class size reduction initiative -- and that these resources are making a tangible difference. The Council is an organization of the nation's largest urban public school systems, working to improve K-12 education in the inner city, and governed by superintendents and education board members from 58 cities across the country. You have worked closely with this group and many others at the local level to fight irresponsible cuts in key investments for our children's future. Among the findings of the Council's report:

- Teachers hired under the class size reduction program are working in areas of highest need, including literacy, mathematics, bilingual and special education.
- Teacher quality is being enhanced through this program. Over 22,000 urban teachers are receiving high-quality training, and urban schools have been able to provide new and current teachers with critical training on instructional practices and technology.
- In just the first year of your class size initiative, 3,558 teachers have been hired in 40 of the nation's largest urban school districts to reduce class sizes in the early grades.

REPUBLICAN EDUCATION BILL IGNORES THE VOICES OF TEACHERS AND COMMUNITIES. Making targeted investments in class size reduction is a common-sense strategy that teachers and school leaders across the country support. And yet, as you will point out today, Republicans in Congress are undermining such investments by breaking their pledge to dedicate funds for smaller classes and by shortchanging other key programs. The Republican education spending bill:

- Abandons the bipartisan commitment to fund your class size reduction initiative, and provides no guarantee that the teachers hired for this year can continue teaching.
- Fails to hold schools accountable for results by providing no funds to turn around failing schools;
- Underfunds after-school and summer programs, denying as many as 800,000 students access to a safe place to learn during after-school hours when most juvenile crime and drug and alcohol abuse occur;
- Shortchanges teacher quality and recruitment, and eliminates the Troops to Teachers program that enables retired military personnel to teach in high-need areas;
- Underinvests in educational technology and the GEAR-UP program, denying more than 130,000 disadvantaged young people the help they need to get into college
- Fails to fund your plan to build or modernize 6,000 schools across the country.

III. PARTICIPANTS

Briefing Participants:

Loretta Ucelli
Andy Rotherham
Paul Glastris

Statement Participants:

YOU

Mike Casserly, Executive Director, Council of the Great City Schools

IV. PRESS PLAN

Open Press.

V. SEQUENCE OF EVENTS

- YOU will greet Mike Casserly in the Oval Office, and proceed to the podium on the driveway outside the Oval Office.
- YOU will make a statement and depart.

VI. REMARKS

To be provided by speechwriting.

Ednc -
Class Size

September 6, 1999

CLASS SIZE-TEACHER QUALITY EVENT

DATE: September 7, 1999
LOCATION: Brooke Grove Elementary School
Olney, Maryland
BRIEFING TIME: 11:20am - 11:50am
EVENT TIME: 12:45pm - 2:05pm
FROM: Bruce Reed

I. PURPOSE

To release \$33 million in grants to raise teacher quality, call attention to the success of your class size initiative, and lay out the shortcomings of Republican tax and budget plans.

II. BACKGROUND

Today, you will travel to Brooke Grove Elementary School in suburban Maryland to announce the release of \$33 million in Teacher Quality Enhancement Grants as part of your ongoing efforts to raise teacher quality. In addition you will meet with two teachers hired with funds from your class size reduction initiative and point out that Republican tax and budget plans threaten this program and other important domestic programs. After visiting a class at the school, you will address an audience of approximately 800 parents, teachers, and students from Brooke Grove Elementary. School started at Brook Grove last Wednesday.

Reducing class size in the early grades AND improving teacher quality

- **Pitting the priorities of reducing class size and improving teacher quality against each other creates a false choice.** Your class size reduction initiative coupled with your other efforts to increase teacher quality—including the grants you are releasing today—allow states and school districts to reduce class size in the early grades with high quality teachers.
- **Improving teacher quality through high standards and professional development.** The grants you are releasing today, Teacher Quality Enhancement Grants, are part of the Higher Education Act reauthorization that you signed last year. You are releasing \$33 million in grants to 25 partnerships in 22 states. The grants will promote comprehensive approaches to raising teacher quality by encouraging partnerships between universities and local school districts. The grants are awarded to partnerships that include at least one

college of arts and sciences, a teacher preparation program at the same university and a high-need local school district. The goal of the partnerships is to raise student achievement by improving teacher quality. The partnerships will work to improve teacher recruitment, preparation, licensing, and certification. In addition, they will develop more effective ways to support teachers in the classroom and hold teacher preparation programs accountable for the performance of their graduates.

For example, in Maryland, Johns Hopkins University, the University of Maryland, Morgan State University, the Baltimore City Schools, and four other high-poverty Maryland school districts have formed a partnership to recruit, train, and mentor 1390 teachers for high-need schools. The partnership will provide tuition for qualified candidates, work with the universities to develop curricula and evaluate teacher candidate portfolios, and work to retain teacher candidates for at least five years in high-need schools through loan forgiveness or stipends.

In North Carolina a partnership will explore new ways to ensure that all classroom teachers have strong content knowledge and will develop ways to expand school-based training for teacher candidates. In Kentucky, the partnership there also includes business partners and will work to develop accountability structures to measure the impact of teachers on student learning.

In July, Secretary Riley released \$43 million for 52 new grants to raise teacher quality and address teacher shortages in high-need areas. 24 of those grants were for statewide efforts and 28 were for partnerships between school districts and universities to attract new students into teaching.

In addition to these grants, and the ones you are releasing today, your proposal for the reauthorization of the Elementary and Secondary Education Act includes several initiatives to raise teacher quality such as the Troops to Teachers program that recruits, trains, and places retired military personnel in teaching positions, and your Teaching to High Standards initiative which overhauls several current programs to create a new standards-based professional development program.

- **Research and common sense support reducing class size in the early grades.** The landmark STAR study in Tennessee found that students in smaller classes earned significantly higher scores on basic skills tests in all four year and in all types of schools. Smaller classes were found to make the greatest difference for minority and disadvantaged students. Follow-up studies to the STAR study found that students who start out in small classes are also less likely to drop out of high school and more likely to get good grades in high school. In Wisconsin, students participating in that state's class size reduction effort also outperformed their peers in larger classes.

Republican proposals threaten education programs and other key domestic priorities

- **Republican plans undermine a bipartisan effort to ensure funding for smaller classes.** Last year, a bipartisan agreement was reached to make a down payment on

your plan to hire 100,000 teachers to reduce class size in the early grades to a nationwide average of 18. In July, the Education Department awarded funds to help local school districts begin hiring the first 30,000 teachers as part of this program. These teachers are now in classrooms across the country. While you want to finish the job of reducing class size in the early grades, House Republicans have passed a bill that undermines this class size initiative and fails to guarantee that one cent will be used to hire a single teacher to reduce the size of a single class.

Republican tax and budget proposals squeeze out other key investments in education

- **The Republican tax and budget plans could force dramatic cuts in funding for education.** You will cite Administration estimates of the long-term impact of the Republican plans on key investments to improve our schools and expand access to college. In the tenth year alone of the Republican tax and budget plans, the nation could be forced to deny support to nearly 6 million students in high-poverty communities; withhold from 520,000 children the assistance they need to learn to read; deny 430,000 kids access to Head Start; slash Pell grants, and block hundreds of thousands of students from the opportunity to work their way through college.

III. PARTICIPANTS

Briefing Participants:

Secretary Richard Riley
Bruce Reed
Loretta Ucelli
Andrew Rotherham
Broderick Johnson
Jordan Tamagni

Greeters:

Governor Parris Glendening
Senator Paul Sarbanes
Representative Connie Morella
Representative Ben Cardin
Thomas Miller, Maryland Senate President
John Hurson, Maryland House Majority Leader
Tod Sher, Maryland House Delegate
Jerry Weast, Superintendent, Montgomery County School District
Eoline Cary, Principal, Brooke Grove Elementary School

Stage Participants:

Secretary Richard Riley
Governor Parris Glendening
Senator Paul Sarbanes
Representative Connie Morella
Representative Ben Cardin

Jerry Weast, Superintendent, Montgomery County Public Schools
Eoline Cary, Principal, Brooke Grove Elementary
Susan Davis, new teacher hired through your class size initiative
Jessica Goldstein, new teacher hired through your class size initiative

Program Participants:

YOU

Secretary Richard Riley
Governor Parris Glendening
Senator Paul Sarbanes
Representative Connie Morella
Robin Davis, teacher

IV. PRESS PLAN

Open Press.

V. SEQUENCE OF EVENTS

- **YOU** will arrive at Brooke Grove Elementary School, meet greeters, and proceed to Ms. Dale Tepper's first grade classroom, accompanied by Principal Eoline Cary.
- **YOU** will meet the two teachers hired with funding from your class size initiative at the first grade classroom, Mrs. Robin Davis and Ms. Jessica Goldstein.
- **YOU** will participate in a discussion with first grade students and depart.
- **YOU** will proceed to a third grade classroom, greet students, and depart.
- **YOU** will proceed to the Recreational Field.
- **YOU** will be announced, accompanied by Principal Eoline Cary and Robin Davis, teacher.
- Governor Parris Glendening will make welcoming remarks and introduce Representative Connie Morella.
- Representative Connie Morella will make brief remarks and introduce Senator Paul Sarbanes.
- Senator Paul Sarbanes will make brief remarks and introduce Secretary Richard Riley.
- Secretary Richard Riley will make brief remarks and introduce Robin Davis.
- Robin Davis will make brief remarks and introduce **YOU**.
- **YOU** will make remarks, work a ropeline, and depart.

VI. REMARKS

To be provided by speechwriting.

VI. ATTACHMENT

Talking Points for first grade classroom visit.

must do more to help all of our children succeed in school. That is why last year, I sent Congress an unprecedented proposal to bring down class size in the early grades. With bipartisan support, Congress approved the first down payment on my plan to put 100,000 well-trained teachers in the classroom.

Today, I am pleased to announce that later this week, we will deliver on our promise with \$1.2 billion in grants to help states and local school districts begin hiring the first 30,000 well-trained teachers for the new school year.

We know that smaller classes will help our children to succeed in school. We know that higher quality teaching will help our children to succeed in school. And we already have the plan to make it happen – if Congress makes good on its promise.

Unfortunately, there are those in Congress who would back away from our commitment to reduce class size. Congress came together across party lines to make this promise – and they should come together again to keep it. So today, I call on Congress to put politics aside and put our children's future first -- and finish the job of hiring 100,000 highly-trained teachers.

We have a chance to use this time of prosperity to improve our children's education – and to help them make the most of their lives. Education is not a partisan issue anywhere in America – and it shouldn't be in Washington. Let's make this summer a season of progress – for our children, for our schools, and for our future in the 21st Century.

Thanks for listening.

Message Sent To:

Bruce N. Reed/OPD/EOP@EOP
Jonathan H. Schnur/OPD/EOP@EOP
Dawn L. Smalls/WHO/EOP@EOP
Loretta M. Ucelli/WHO/EOP@EOP
Joseph D. Ratner/WHO/EOP@EOP



Leadership Conference on Civil Rights

1629 "K" St., NW, Suite 1010
Washington, D.C. 20006
Phone: 202/466-3311
Fax: 202/466-8435
www.civilrights.org

MEMORANDUM

- FOUNDERS
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A. Phillip Randolph*
Roy Wilkins*
- OFFICERS
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- VICE CHAIRPERSONS
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Asian Pacific American Labor Alliance
Marcia Greenberger
National Women's Law Center
Patricia Ireland
National Organization for Women
Carolyn Jefferson Jenkins
League of Women Voters
Elaine R. Jones
NAACP Legal Defense & Educational Fund, Inc.
George Kourpias
National Council of Senior Citizens
Leon Lynch
United Steelworkers of America
Kweisi Mfume
NAACP
Laura Murphy
American Civil Liberties Union
Hugh Price
National Urban League
David Saperstein
Union of American Hebrew Congregations
Carole Shields
People For The American Way
Richard Womack
AFL-CIO
Patisha Wright
Disability Rights Education and Defense Fund
Stephen P. Yokich
International Union, United Automobile Workers of America
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OFFICE MANAGER
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Karen McGill Lawson
LEGISLATIVE ASSISTANT
Brian Komar

TO: Interested Parties

FROM: Nancy Zirkin, Co-Chair, LCCR Education Task Force, American Association of University Women
Bill Taylor, Vice-Chair, Leadership Conference on Civil Rights
Wade Henderson, Executive Director, Leadership Conference on Civil Rights

DATE: July 16, 1999

SUBJECT: LCCR letter opposing the Teacher Empowerment Act of 1999 (HR 1995)

Attached is the Leadership Conference on Civil Rights (LCCR) letter opposing HR 1995 because the bill as currently drafted does not include class size reduction as a separate authorized program and does not insure that all students benefit from quality teachers to meet their particular needs.

If you have any questions, please call Nancy Zirkin, at the American Association of University Women, 202/785-7720, Bill Taylor, at the Leadership Conference on Civil Rights, 202/659-5565, or Wade Henderson, at the Leadership Conference on Civil Rights, 202/466-3311.

(Continued)

"Equality In a Free, Plural, Democratic Society"



Leadership Conference on Civil Rights

1629 "K" St., NW, Suite 1010
Washington, D.C. 20006
Phone: 202/466-3311
Fax: 202/466-3435
www.civilrights.org

HR 1995 DOES NOT MEET THE NEEDS OF ALL STUDENTS

July 16, 1999

Dear Representative:

On behalf of the Leadership Conference on Civil Rights (LCCR), the nation's oldest and largest civil rights coalition representing people of color, women, children, labor, gays and lesbians, older Americans, people with disabilities, and civil liberties and human rights organizations, we write to express our opposition to the Teacher Empowerment Act of 1999 (HR 1995) unless it includes class size reduction as a separately authorized program and ensures that all students benefit from quality teachers to meet their particular needs. LCCR supports class size reduction in order to increase achievement for all students and believes that the key to real academic improvement lies in upgrading teacher quality for all students.

Research has shown that small class size improves achievement, particularly for low-income and minority students. Professor Cecilia Rouse found that Milwaukee students attending schools with lower class sizes made "substantially faster gains in reading" than students attending other public, magnet, and voucher schools in Milwaukee. A study of the Wisconsin SAGE program found that students in the smaller class size "enjoyed significantly greater improvements in test scores in reading, language arts, and math" than students not participating in SAGE, and the largest gains were among African-American boys. A study of 200 school districts by the Educational Testing Service found that smaller class sizes raised the average math achievement of fourth graders, with the largest impact on low-income students in urban areas. The Tennessee STAR study, conducted between 1990 and 1997, found that students in the state's class size reduction program performed significantly better than students in larger classes in reading and math through at least the eighth grade, with notable achievement benefits for minority students. Combining class size reduction with other programs, as proposed by HR 1995, will serve merely to undermine its effectiveness, particularly for low-income and minority students, by failing to achieve the goal of hiring 100,000 qualified teachers.

LCCR is also concerned that HR 1995's in-state formula will shift resources away from higher poverty schools. HR 1995 fails to direct sufficient resources to the schools that need the most help: the highest-poverty schools in each state and district. Children in these schools are failing to achieve the academic performance standards set by states under the Improving America's

(Deceased)

"Equality In a Free, Plural, Democratic Society"

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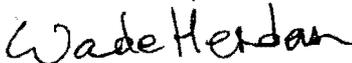
Schools Act in alarming numbers and they are frequently shortchanged by unqualified teachers and inequitable school financing systems. LCCR strongly supports a retention of targeting of resources toward those schools with the greatest need.

LCCR believes that in order to ensure that all students have the opportunity to achieve challenging student performance standards, professional development programs must train teachers to meet the educational needs of diverse students, including girls, minorities, students with disabilities, students with limited English proficiency, and economically disadvantaged students. It is critical that advancing teacher skills through professional development takes into consideration the different needs and learning styles of diverse students. HR 1995 does not ensure that all students benefit from quality teachers to meet their particular needs.

Finally, HR 1995's accountability and public reporting requirements do not go far enough. Parents have an absolute right to know basic facts about their child's school, including their teachers' qualifications. The public reporting and parent right-to-know requirements in the bill need to be strengthened to require all states to produce and disseminate report cards on the state's and each district and schools' professional staff qualifications.

We urge you to vote against HR 1995 unless it includes provisions to ensure that the educational needs of all students are met, including the class size reduction program as a separately authorized program. If you have any questions, please call Nancy Zirkin, at the American Association of University Women, 202/785-7720, William Taylor, at the Leadership Conference on Civil Rights, 202/659-5565, or Wade Henderson, at the Leadership Conference on Civil Rights, 202/466-3311.

Sincerely,



Wade Henderson,
Executive Director,
Leadership Conference
on Civil Rights



Nancy Zirkin,
Co-Chair, LCCR
Education Task Force,
American Association
of University Women



William Taylor,
Vice-Chair,
Leadership Conference
on Civil Rights

*Doc -
Teacher
Quality*

**Teacher Quality Grants Release and Class Size Event
Question and Answer
September 7, 1999**

Q: What are the grants that the President announced today?

A: Today the President released \$33 million dollars in Teacher Quality Enhancement Grants, designed to create comprehensive and lasting change in our teacher preparation programs. Twenty-five grants are being awarded to innovative partnerships between institutions of higher education that prepare teachers and high-need school districts to transform their recruitment, preparation, licensing, certification and ongoing support of teachers. In releasing these grants the President highlighted the need to continue hiring well-prepared teachers to reduce class size in the early grades, when children learn to read and master the basics, to a national average of 18.

Q: The President also spoke about class size and referred to some in Congress who are backing away from a commitment to reducing class size. To what is he referring?

A: Last year, with bipartisan support, Congress approved an important down payment on the President's plan to help states and local school districts hire 100,000 well-prepared teachers over seven years. Just as Congress came together across party lines to make this commitment last year, the President is calling on them to honor and build on that commitment this year. The Republicans in the House have passed legislation that fails to ensure funding for reducing class size, thus undermining our national commitment to meet this challenge. The President also pointed out that the Republican's risky tax scheme could slash appropriations available for class size reduction and many other important education initiatives by more than fifty percent.

Q: A recent evaluation of California's class size reduction initiative shows mixed results – including an increase in the percentage of uncertified, inexperienced teachers, especially in low-income school districts. Isn't the President's class size effort going to recreate this problem nationwide?

A: No. The President's initiative will help provide smaller classes with well-qualified teachers across the nation. The California study showed gains in student achievement after only two years of smaller classes, but it pointed out important concerns about the inadequacy of resources in low-income school districts and about the qualifications of some of the teachers hired. The President's initiative is designed to avoid precisely the kind of problem described in that study. It requires that teachers hired with federal funding be fully certified, sets aside significant funding to help teachers get the training and professional development they need, and targets extra resources to low-income schools districts.

Q: Most school administrators agree they'd like to lower class size, but they cannot find teachers to fill classrooms now. Where will the new teachers come from?

A: The President's initiative permits some funding to be used to recruit new teachers and provides flexibility for districts to hire teachers over several years to give time for planning and recruitment. The grants released today and the successful Troops to Teachers program, which places retiring military personnel and other mid-career professionals as teachers, are other ways

the Administration is seeking to expand the pool of teachers. We are also proposing more scholarships for talented young people who agree to teach in high-need schools.

Q: Do class-size reduction efforts really affect student achievement?

A: Yes. Research confirms what parents and teachers understand intuitively: children do better in smaller classes. For example, a landmark study from Tennessee – Project STAR – demonstrated that reducing class sizes in the early grades significantly increases children’s reading and mathematics scores; the gains are particularly significant among disadvantaged students and minority students. A recent study in Wisconsin also found that students benefiting from that state’s class size reduction effort outperformed their counterparts in larger classes on standardized tests.

Q: Why is the federal government getting involved in what seems to be a local issue? Isn’t it the responsibility of states and local school districts to reduce class size?

A: The President’s initiative does not dictate who should be hired or what these teachers should teach. Instead, it creates opportunities for local communities to hire more and better teachers, and to better support those teachers, so that they can improve educational achievement for all children. The President believes that children across America deserve the opportunity to benefit from learning in a small class with a well-prepared teacher.

Q: Where will schools put new teachers and new classrooms? Many school buildings are already overcrowded and pressed for space.

A: While we make investments to reduce class size, it is also essential to build and modernize the school buildings needed to accommodate those smaller classes. That’s why the President has proposed tax credits to cover the interest on \$25 billion in state and local bonds to help build and modernize 6,000 public schools. The Republican tax plan would support the modernization of only one-tenth as many schools.

additions & changes are starred.

July 14, 1999

MEMORANDUM TO JOHN PODESTA

FROM: Bruce Reed
SUBJECT: Meeting with House Education Democrats
Thursday, July 15th, 4:30 p.m.

I. PURPOSE OF MEETING

You, Secretary Riley, and I will meet with Gephardt and House Democrats to unite Democrats in opposition to the Republicans' Teacher Empowerment Act, which could come to the floor as early as next week. Secretary Riley sent a letter last month recommending that the President veto the bill in its current form because it severely weakens the President's class size initiative. We currently expect that most of the caucus would side with us on a class size amendment or substitute, but without a strong push from us, we may have trouble getting enough votes against final passage to sustain a veto.

The White House called this meeting, and the Education Department has extended invitations to the House Democratic leadership and Democratic members of the House Education and Workforce Committee. Members who have already confirmed include Gephardt, Kildee, Andrews, Woolsey, Miller, Roemer, Sanchez, and Clay. Other members likely to attend include Bonior, Frost, Menendez, and Kennedy.

II. BACKGROUND

A. The Democratic Plan

As you know, the President proposed the class size initiative in his 1998 State of the Union, and with strong Democratic support, secured a \$1.2 billion down payment in the omnibus budget bill last October. Many members of both parties took credit for this victory last fall, and this funding was distributed to states this month to help school districts across the nation hire an estimated 30,000 teachers to reduce class size this fall. Our FY2000 budget includes \$1.4 billion for class size.

Over the next six years, our proposal would reduce class size to a national average of 18 in the early grades. Local school districts can use up to 15% of the funding for professional development and teacher quality; the rest goes for hiring and recruiting teachers to reduce class size (and in a concession we made to Republicans last October, for hiring special education teachers). States and districts can use all of the funding to reduce class size in other grades or to improve teacher quality if average class size in the early grades has already reached 18. Some states and school districts have received waivers to replace the class size target of 18 with a target of 20 when further reductions in the early grades are constrained by shortages of qualified teachers or adequate space. *

To hold onto more Democrats, we would be prepared to support a Democratic substitute that offers more flexibility in at least two important areas. First, we would support making it easier for states with pre-existing class size reduction initiatives to use federal funding to meet their own targets, even if they are slightly above 18. Second, we would support making it easier for school districts to phase in a class size reduction initiative more slowly -- and to use class size funding in the early years to recruit and train the qualified teachers needed to effectively reduce class size later.

This year, as part of our ESEA legislation, the Administration proposed a permanent authorization of the class size initiative. We also proposed consolidating three programs -- the Eisenhower math and science program, Goals 2000, and the Title VI block grant -- into a single funding stream for teacher quality of \$1.2 billion at FY99 levels (in addition to a separate funding stream for class size of \$1.4 billion in FY2000 and more than \$11 billion over six years).

B. The Republican Plan

The Republican bill, sponsored by Goodling and McKeon, would consolidate Goals 2000, Eisenhower, and class size into a \$2 billion teacher quality block grant for FY2001 (and such sums for FY2002-04). States and districts would decide whether to spend the money on professional development, recruitment, merit pay, tenure reform, class size, or other purposes related to teacher quality.

The bill severely weakens our class size initiative in several ways:

1. There is no guarantee that districts will spend any money on class size. The bill nominally requires districts to spend "a portion" of their funds to hire additional special education teachers or to reduce class size. But this provision could be waived when a school district can demonstrate *either* that the funds will be used for teacher quality *or* that a class size reduction initiative will result in any negative consequence on their ability to improve student achievement. These standards for granting waivers are so loose that school districts could easily justify waivers from any requirement to reduce class size at all.
2. It eliminates any focus on the early grades and on any meaningful target for class size reduction. The research clearly demonstrates that smaller classes in the early grades -- especially at 20 and below -- will work to give students a strong foundation in reading and the basic skills. Under the Republican proposal, for example, school districts could use the money to hire a small number of additional teachers to reduce middle school English classes from 35 to 34 -- a reduction which would not significantly benefit students, teachers, or parents.
3. It does not include a dedicated funding stream for class size reduction. Instead, local school districts would have to choose between using funds to reduce class size or invest in professional development and teacher quality. (The Republican proposal also weakens our provisions to target money to low-income areas -- and will therefore divert both funding and quality teachers from the districts that need it most. Unfortunately, that flaw in the Republican plan will not help us with some suburban and moderate Democrats.)

In committee, Democrats unanimously supported the Democratic substitute – but two Democrats, Roemer and Holt, then crossed over to support the Republican bill.

Because the House bill is extremely unlikely to be taken up in the Senate – Jeffords doesn't want to consider it, and Lott would be wary of bringing any education vehicle to the Senate floor -- the ultimate fate of class size will be resolved in the appropriations context again this year. A lopsided House vote for a Republican bill undermining class size will make it more difficult to sustain support for a high level of appropriations for class size this year. To maximize the leverage of the President and of Democratic appropriators, it is critical that House Democrats support the President with a veto-sustaining margin against the Republican "teacher empowerment" bill when it reaches the House floor.

Talking Points on Class Size Reduction

I. Last year, we accomplished a great victory together on behalf of the American people. We should build on that victory. Together, we made a large down payment on hiring 100,000 well-prepared teachers to reduce class size in the early grades.

-- Last year, we proposed an initiative to help states and school districts hire 100,000 additional qualified teachers to reduce class size in the early grades and to raise the quality of education. Our proposal focused on reducing class size in the early grades and promoting teacher quality.

-- In a major victory in the FY 1999 budget negotiations, the President and Congressional Democrats obtained \$1.2 billion to hire the first 30,000 teachers. In the FY 2000 budget, we proposed \$1.4 billion to support a total of 38,000 teachers.

II. The Republican "Teacher Empowerment Act", (H.R. 1995) recently adopted by the House Education Committee fails to continue and build on this progress. That's why Secretary Riley has recommended that the President veto this bill.

-- The Republican bill would include class size funding in a broader teacher quality bill but allows it simply as an "eligible purpose". It would not require a dedicated stream of funding for class size or the achievement of any class size goals or targets.

-- Under the Republican proposal, a State could spend virtually nothing on class size and still receive Federal class size funding. According to this bill, districts could seek a waiver from using any funds to reduce class size for just about any reason at all.

-- We strongly support maximum flexibility for states and districts and a clear focus on teacher quality. The President's initiative and the Democratic alternative offered during the markup achieve those objectives while retaining a focus on smaller classes.

-- For those of you with concerns about flexibility, we are prepared to support a Democratic substitute providing more flexibility in class size initiatives. Secretary Riley will discuss this further. But the bottom line is that this isn't a debate about flexibility, it's about whether we wind up with a bill that will actually reduce class size.

III. Moreover, the House bill is dead-on-arrival anyway in the Senate, so the ultimate fate of class size will be resolved in the appropriations context again this year. That's why it's critical to maximize our leverage in the appropriations process by supporting the class size initiative with a veto-sustaining margin against the Republican bill when it reaches the floor.

IV. Now isn't the time to back down to Republicans, but to build on last year's victory. Let's make sure students and their families across America get access to smaller classes and better teachers.

	Martinez	McKeon
Authorization	\$1B for FY 2000 - doubles to \$2 B by 2004	\$2,019,000,000 for FY 2000; such sums to 2004
State Formula	50% poverty/50% population	50% poverty/50% population
Minimum/Territories	- ½% to BIA and Territories - 1/4% minimum to States	- ½% to BIA and Territories - ½% minimum to States
Within State Formula	- at least 90% to LEA's 60% poverty/40% population - 20% must be competitive within State for Goals-like activities - 4% to State Higher Ed Agency - 6% for State level activities - 1/6 of allocation for administration and evaluation	- 95 % to LEAs - 80% formula of 50% poverty/50% population - 20% competitive - 2% to State Higher Ed Agency - 3% for State activities
State Accountability	- % of teachers without State licensing for grade and subject area - % of teachers with emergency certification or provisional status - % of teachers w/o major or minor in the subject area the teach - progress on indicators	IF State has report cards - % of core academic classes taught by out-of-field teachers - % of core classes taught by emergency certified or provisional teachers - average statewide class size If no report card, then report same to public in other means.
Competitive grants	- activities related to development and effective implementation of curricula aligned with state content and performance standards; and - professional development activities aligned with those standards	For State Activities

<p>State Level Activities</p>	<ul style="list-style-type: none"> - improve State content and student performance standards and aligned assessments - technical assistance to LEAs - Develop systems at LEA and school level to recruit, select, hire, mentor, support, evaluate, and reward principals and teachers - redesign and strengthen licensure systems for educators - develop performance based assessment for licensure - develop alternative routes to certification - develop assessments to test teacher content knowledge and teaching skills - prof. dev. linked to standards - operate a teacher academy for mentoring and ongoing support for teachers 	<ul style="list-style-type: none"> - reforming certification or licensure to ensure: teaching skills and content knowledge for assigned areas; they are aligned with State standards; teachers have knowledge and skills to help students meet standards - support during initial teaching years; establish, expand, or improve alternative routes to certification - recruit and retain highly qualified teachers and principals - reform tenure systems and implement teacher testing systems - measure effectiveness of prof. dev. activities - technical assistance - promote reciprocity of certification and licensure - deliver intensive prof. dev. through technology or distance learning
<p>Higher Ed Activities</p>	<ul style="list-style-type: none"> - Assist teachers in the first 3 yrs in classroom through mentoring and coaching; team teaching; observation; fewer course assignments; & more preparation time. - prof. dev. in core academic subjects - technical assistance for planning, implementing, and evaluating prof. dev. 	<ul style="list-style-type: none"> - ensure that teachers have content knowledge in core academic courses - sustained high-quality activities to ensure school staff are able to use State standards and aligned assessments; including intensive programs for teachers who will return to school and instruct others in school - no single person can receive more than 50% of LEA funds

<p>Local Activities</p>	<p>Activities to raise student achievement by:</p> <ul style="list-style-type: none"> - recruiting teachers through signing bonuses or financial incentives - providing education and training, including tuition and fees - assist teachers during first 3 yrs by: mentoring and coaching; team teaching; observation; fewer course assignments; & more preparation time. - provide prof. dev. aligned with standards - summer institutes and immersion activities for teacher teams - subsidize fees for Natl. Board of Prof. Teaching Standards - Teacher participation in aligning curricula and lesson plans with standards - peer assistance and review for teaching staff - local professional networks for prof. dev. opportunities - incentives to obtain certification or proficiency in field with shortage - advance local reforms to align with State standards 	<ul style="list-style-type: none"> - Activities that give teachers, principals, and administrators the knowledge and skills to provide students the opportunity to meet challenging State content and performance standards - Must use a portion of funds to recruit, hire, & train certified teachers to reduce class size(subject to waiver) - Initiatives to recruit teachers, including: signing bonuses and financial incentives; people from other fields; increased opportunities for minorities and disabled; through alternative routes of certification - Initiatives to retain teachers and principals, including: mentoring to new teachers by master teachers and new principals; and incentives for teachers with record of success with low-achieving students - Programs to improve quality of teacher force, including: innovative programs, including use of technology; delivery of programs through technology and distance learning; tenure reform; <u>merit pay</u>; teacher tests; programs for instruction for children with different learning styles, disabilities, and gifted and talented; discipline programs <p>Limitation 1: all activities must be related to curriculum and content areas teacher teaches or designed to enhance ability to use State's standards for subject area (exception: discipline).</p> <p>Limitation 2: Programs must be research-based, of sufficient duration, and tied to State standards.</p>
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Local Accountability reporting	<ul style="list-style-type: none"> - % of teachers without State licensing for grade and subject area - % of teachers with emergency certification or provisional status - % of teachers w/o major or minor in the subject area the teach - progress on indicators 	<p>NOT SPECIFICALLY ADDRESSED</p>
Technical Assistance	<ul style="list-style-type: none"> - 2 years to meet goals, otherwise State must provide technical assistance - If State fails to take action, Secretary can rescind administrative funds 	<p>- if State fails to meet Limitation 2 (Programs must be research-based, of sufficient duration, and tied to State standards.), LEA may request technical assistance from State or after 2 years, be required to provide Teacher Opportunity Payments (TOPS)</p> <p>TOPS - LEA (or in case of above, shall) may allow teachers or group of teachers to receive funds directly for professional development activities as previously defined.</p>
National Activities	<ul style="list-style-type: none"> - Improve State standards - Develop performance based systems - increase portability of pensions and reciprocity of credentials - Recruitment and retention of high quality teachers and principals - Develop alternative certification programs - Teacher recruitment clearinghouse and job bank - Principal recruitment - Principal prof. dev. - School technology center - Eisenhower Clearinghouse 	<ul style="list-style-type: none"> - Teacher academies - Alternative routes to certification - model professional development - Eisenhower Clearinghouse - National Writing Project

Troops/Transition Program	<ul style="list-style-type: none"> - Contains our language - Poverty level eligibility at 35% (ours says 20%) 	Continues Troops; not our expansion, R's are hoping to lure us onto their bill
Class size	<ul style="list-style-type: none"> - Stand-alone provision - Admin. language 	An allowable expense under the local activities
Math and Science	\$300,000,000 minimum, subject to waiver	Same as previous year, subject to waiver
Unique provisions	<ul style="list-style-type: none"> - National Writing Project - Mink's sabbatical program 	<ul style="list-style-type: none"> - TOPS program - Prohibits Secretary from mandating national certification or teacher test - Allows private, religious, and home schools to participate

Additional Views - H.R. 1995
Teacher Empowerment Act
Rep. Tim Roemer
Rep. Rush Holt

Teacher quality is one of the most important factors in the education of a child. A good teacher makes all the difference in the world to a student. We must be able to ensure that any individual who steps in front of a class or group of students is highly qualified and prepared to teach in their classroom.

Teachers must receive a high quality education at our institutions of higher education, or through a rigorous and intensive alternative route to certification. Once in a school teachers must receive support and mentoring from experienced teachers and others who can help with the transition to the real world of teaching. Teachers must continue their education and professional development through effective, research-based methods of improvement that improve their skills.

Both H.R. 1995 and the Democratic Substitute represent significant progress in bringing Democrats and Republicans together on education reform. Both bills go a long way in advancing the dialogue and presenting important answers to difficult questions. It is significant that in the Committee's discussion of these measures, both sides agreed on the importance of the issues facing us on teacher quality, reducing class size in the early grades, and sustained professional development.

However, neither bill is sufficient at this stage. Both contain strong elements, and both have their deficiencies. There is a strong likelihood that by working together in a bipartisan manner, we can merge the strengths of the two bills.

A strong bipartisan bill will promote the significant importance of having a highly qualified and well trained individual in front of the classroom. A strong bipartisan bill will promote flexibility to encourage districts and States to reduce class size in the early grades when they have the classroom space and high quality teachers to make such a program work. A strong bipartisan bill will also promote high quality preparation for new teachers, and encourage ongoing professional development for experienced teachers. A strong bipartisan bill will require States and local districts to invest in math and science training so that our teachers are prepared to lead the way to the 21st Century, recruit new teachers from all walks of life through the expansion of the Troops to Teachers program, encourage professional development for principals, and hold States and local districts accountable for improved student academic achievement and teacher quality.

The elements now exist to develop a strong bipartisan bill that will improve professional development and recruitment efforts for our teachers. Working together as Democrats and Republicans, we must increase the opportunities for teachers and the students that they teach. No greater task lies before us than working together to improve our education systems. We are obligated to work together towards that end.

To: TR
From: David
Re: Teacher bill
Date: 7/13/99

Attached is a copy of HR 1995 as passed by the Education and Workforce Committee, and a side-by-side analysis of both Republican and Democratic versions of the bills. There have been significant changes subsequent to the markup which are not reflected in either the bill or the side-by-side.

Also attached is a copy of the Additional Views that you and Rush Holt submitted for the record, commenting on the mark-up hearing on the teacher bill.



UNITED STATES DEPARTMENT OF EDUCATION

OFFICE OF THE SECRETARY

*Edw -
Class
Size*

FAX TRANSMITTAL

TO Bruce Reed

PHONE _____ FAX _____

FROM Mike Cohen via BRENDAN O'Neil

PHONE 260-2758 FAX 401-0596

PAGE(S) TO FOLLOW 2 DATE 8/1

MESSAGE: _____

*Mike thought you'd find the attached
Philly Inquirer ARTICLE interesting Re: creative uses
of the federal Class Size Reduction funds*

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*Wed - econ. dev. (NYC)
Thurs - youth violence
Fri - school to work*

Earlier this summer, MVU tested the program. About 670 students enrolled in classes ranging from microbiology to music appreciation.

Credits transfer to most of the state's major institutions and are not labeled as Internet classes on transcripts.

"These classes are on par with any offered on a campus," Subbarao said. For

example, the University of Michigan recently accepted an English class from Subbarao's class for its full three credits. There are drawbacks, however.

"You really have to keep yourself motivated and disciplined enough to get on-line and do the work," Fornal said.

Instructors also have concerns, such as the added work for them.

Where does all this leave the future of teaching and education at the conventional campus?

The virtual classroom is not considered a threat to real schools.

"I don't think that the physical campus will disappear. This is just another option for students," said Subbarao. ■

14. Richmond Times Dispatch

July 23, 1999

City schools scores erode

Some principals to be fired or moved

BY ROBIN FARMER
Times-Dispatch Staff Writer

Not one Richmond Public School met the state's eventual accreditation requirement on the latest round of Standards of Learning tests.

Overall, most schools had more gains than losses. But some had significant drops in scores, prompting Superintendent Albert Williams to say some principals will "be let go" before school reopens.

Sources say at least two elementary school principals will be reassigned, if not fired, and at least three high school principals next month will be put on notice that the scores must improve next year.

"Our principals have to be instructional leaders," Williams said during a special School Board meeting held yesterday to examine the scores, which are the final results. "It's no longer fashionable," Williams said, to make sure the buses are on time and that lunch is served. At schools where scores dropped significantly "we have to take whatever steps we need to take."

Board members said they would back

up Williams' on the hard personnel decisions. "We have accepted mediocrity for so long and we can't continue to do so," said member Bill Midkiff after the meeting. "We can't continue to do that and he knows it. If he doesn't hold his people's feet to the fire we shall certainly hold his feet to the fire."

Midkiff said Williams expressed concerns about some principals last year. He had the board's support to change them then, but Williams decided to give the principals another year, Midkiff said.

As to the test results, "They're depressing," Midkiff said. "It's hard to get enthusiastic when 40 [percent] to 50 percent of our kids passed . . . and 50 [percent] to 60 percent failed."

Of the district's 52 schools, six are close to meeting the accreditation requirement, which calls for 70 percent of students to pass the state mandated tests. (The exceptions are third-grade history and science, in which only 50 percent of pupils must pass).

Schools that officials say are close to meeting the accreditation mark next year are: Fox, Fisher, Munford and Southampton elementary schools;

Binford Middle; and Richmond Community High School. All 46 Richmond students enrolled in the Governor's School passed their SOLs. The Governor's School draws top students from across the region.

Schools with significant declines in test scores include: Blackwell, Cary, Fairfield, Francis, Patrick Henry, Maymont, Swansboro and Whitcomb elementary schools; Elkhardt, Henderson, Minnis and Thompson Middle schools; and Franklin Military, Kennedy and Jefferson high schools.

"We've got a lot of work ahead of us," Board Chairman Mark Emblidge said. "We were hoping that at a minimum each school would show an increase in each one of the test scores. While we have a handful of schools that have a very good chance of being accredited next year, we have a number of schools that went backward.

"We hope the superintendent explains to us why we had these schools that went backward . . . and what the administration plans to do to make sure each one of the schools is accredited by the year 2007." ■

→ 15. Philadelphia Inquirer

July 23, 1999

Teaching, learning at the same time

"Literacy interns" will target reading — and reduce student-teacher ratios.

By Susan Snyder
INQUIRER STAFF WRITER

In a highly competitive teacher recruitment market, the Philadelphia

School District has attracted an unexpectedly high number of applicants from varied backgrounds in the search for a new kind of classroom

teacher.

More than 1,500 people inquired about working as a "literacy intern" in kindergarten and first-grade classrooms

this fall. And more than 900 ended up applying for 265 available positions. Those selected met the minimum requirement: a bachelor's degree in a field other than teaching and a desire to do the job. They are spending part of the summer attending a nine-day training institute — a crash course, if you will — in how to teach young children to read and write. Kindergarten through third grade is considered to be an ideal time to make sure that students are reading on grade level. This could help them succeed in the rest of their schooling.

Among the interns is Eileen Thiel, 46, a former bank trust administrator who will take about a 50 percent pay cut to fulfill what she sees as a more worthwhile cause. "I felt this was such a good thing — teach young children to learn how to read and give them a good start in life — that I'm willing to give all that up," said Thiel, the former PNC bank executive who will earn nearly \$28,000 as a literacy intern and commute daily from Hatboro to Bregy School in South Philadelphia.

Others include:

Faith Laubenheimer, 25, who wasn't sure what she wanted to do with her life but thinks she may find the answer in young, moldable minds.

Marian Eikerenkoetter, 49, an assistant pastor and former medical office manager who wants to help city children excel.

Kealy Dangerfield, 35, a stay-at-home mother and former welfare caseworker who will send her twins off to kindergarten in September and is ready for something else.

Kin Ly, 21, who has painful memories of struggling to read in elementary school and now wants to help other children overcome such barriers.

The interns will be paired in

classrooms with a certified teacher and charged with providing one-on-one and small-group instruction in literacy. The district is paying them with federal funds specifically targeted at reducing class size. Philadelphia doesn't have the space to create more classrooms — or enough certified teaching candidates to fill existing vacancies — so officials opted to reduce the teacher/student ratio from about 1-30 to 1-15 by placing the literacy interns in existing classes. In addition to the summer training by the Philadelphia Education Fund, an independent nonprofit group that supports school district reform efforts, the new teachers will get support when the school year begins from their partner teachers, roving contingents of master teachers in the district's Teaching and Learning Network, as well as a core of retired teachers and university educators who will serve as part-time adjunct professors. City education officials say the model may be the long-term answer to solving the teacher shortage that often finds the district starting the school year with vacancies. It taps another pool, draws the recruits into the teaching arena and gives them crucial early support. "We have the opportunity to really get this right," said Barbara Moore Williams, director of the Teaching and Learning Network. The price tag for the training and support for literacy interns stands at nearly \$2 million — which comes from the more than \$12 million in federal funding earmarked for the district's program. The interns will teach under emergency state certificates. To qualify, they must complete nine credits this year, six of which will be fulfilled through their attendance at the institute, a two-week internship at a summer school, and other training. They also must be enrolled in a

teaching certification program. About 70 percent are recent college graduates while others are switching careers. Roughly 70 percent are female, and 45 percent white, 40 percent African American, 10 percent Latino and 5 percent Asian. Some have minor experience in schools, such as volunteer work. Dane Watts, 30, has done more than that. He was a teacher, though not certified, at a private school in Philadelphia. "I was planning to go back to graduate school for teaching. This allows me to do that at the same time," said Watts, who has a bachelor's in history from University of Pennsylvania and who served as an aide to former U.S. Sen. Harris Wofford. Kealy Dangerfield, who has a bachelor's degree in communications from West Chester University, likes the program's support. "We'll be mentored and worked with, which is a real plus, rather than going into a classroom cold," Dangerfield said. In the institute, interns are learning principles such as eliciting students' knowledge about a book topic before reading it. They are also learning about child development. "This is really positive for new teachers. It gave me confidence," said intern Heather Gladish, 24, who completed the training earlier this month. Her mother, Marie Louise Gladish, a teacher at A.B. Day School in the Martin Luther King cluster, is excited about being paired with a literacy intern (not her daughter) in her classroom this fall. She said it's difficult for one person to give as many as 30 youngsters enough attention. "I'd have different centers going on in the classroom and I'd wind up running back and forth," she said.

"It's a shame that all the teachers in Philadelphia can't have this experience," Gladish said. ■

16. Baltimore Sun

July 23, 1999

Stokes calls reducing class sizes a priority

15 pupils per teacher is candidate's goal

By Gerard Shields Sun Staff

In a campaign pledge yesterday, Baltimore mayoral candidate Carl F. Stokes said he would work with the city school board to reduce elementary class sizes to 15 students in an effort to

improve math and reading scores.

Stokes made the statement while appearing outside Mount Royal Elementary and Middle School, where class-size cuts are credited with increasing math and reading scores in

grades one through three.

Stokes, who sat on the city school board for two years before stepping down to run for mayor in December, took credit for helping to initiate the class reductions from 29 to 21 pupils in the



Edge - Class Size
FAX

U.S. SENATOR PATTY MURRAY

cc
KABIN
Return

TO: BRUCE REED 456-5542

DATE: 4/14/99

FROM: ALEXIS SCHULER

100K NEW TEACHERS
PRESS EVENT

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MEMORANDUM

TO: Bruce Reed
White House Office of Domestic Policy

FROM: Alexis L. Schuler
Office of Senator Patty Murray
202/224-0223

DATE: April 14, 1999

RE: Proposed White House Press Conference on Reducing Class Size

Proposed Media Event

National White House press conference on the afternoon of April 29, 1999 to announce new results from a long-term study conducted in Tennessee public schools, announce Senator Murray's legislation to authorize a six-year effort to help local school districts hire 100,000 new teachers and emphasize the administration's class size reduction initiative. The study's results clearly demonstrate the long-term benefits to students who attended smaller class sizes in the early grades.

Message

Investing in education must be a national priority. According to STAR Researcher Alan Kreuger, reducing class sizes in the early grades is one of the most cost-effective ways to improve education, particularly for minority and economically disadvantaged students. Congress should authorize a six-year effort to hire 100,000 new teachers. Research proves that children who attend small classes benefit throughout their lives.

Participants

President Bill Clinton
Vice-President Al Gore
Secretary of Education Richard Riley
Senator Patty Murray
Elementary School Teacher

Researchers:

Helen Pate-Bain, Chair, Health & Education Research Operative Services, Inc. (IHEROS)

Press Conference Memo

April 14, 1999

Page 2

Jayne Boyd-Zaharias, Director, (HEROS)
Alan B. Kreuger, Princeton University
C.M. Achilles, Eastern Michigan University Professor

Background

In 1985, the Tennessee State Legislature approved \$12 million dollars for Dr. Helen Pate-Bain to conduct the Student/Teacher Achievement Ratio (STAR) Project. The study compared academic achievement of more than 6,000 Tennessee primary school children (K-3) who were randomly assigned to small classes (13-17 students), regular-sized classes (22-25 students) or regular-sized classes with full-time teacher aides. The results of this early study consistently favored small classes.

Subsequent follow-up studies were conducted through the HEROS non-profit research agency. Preliminary analysis of the data demonstrates that students from small classes in the early grades:

- had higher SAT scores
- enrolled in more college-bound courses (e.g., foreign languages, advanced math and science)
- had higher grade-point averages
- had fewer discipline problems
- were less likely to drop out of school

Discussion

The findings of this study, which strongly support the President's class size initiative, give him an opportunity to refocus the attention of all Americans in this important endeavor. Because this study was conducted in the Vice-President's home state of Tennessee, it offers him an excellent opportunity to talk about his plans for improving education in the 21st century and the importance of the effort to hire 100,000 new teachers and reduce class size in the early grades.

During the debate on the Ed-Flex legislation, the issue of reducing class size became the focus of the discussion. The next vehicle for this legislation, ESEA, is unlikely to be taken up in the Senate until the late summer, at the earliest. In the meantime, the release of this research data

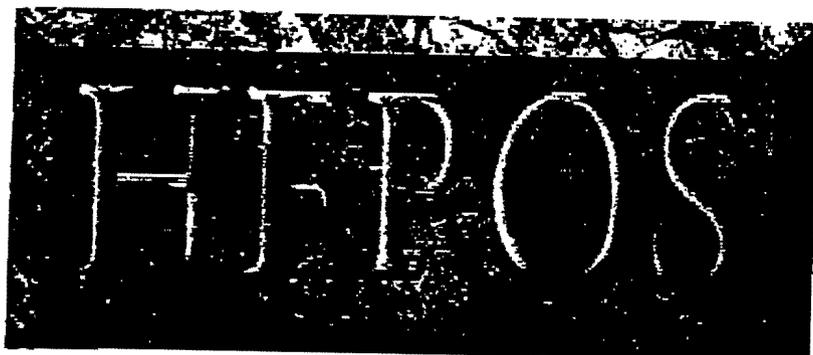
Press Conference Memo

April 14, 1999

Page 3

allows us to continue the conversation about reducing class size.

The STAR schools project is widely respected among educators across the country. Raising the visibility of its findings through a demonstration of the administration's support will increase the pressure on the Republicans to support the initiative to hire 100,000 new teachers.



Health & Education Research
Operative Services, Incorporated

213 Cumberland Drive, Lebanon, Tennessee, 37087
615/449-7904, FAX 615-444-3426

February 25, 1999

The Honorable Senator Patty Murray
The Honorable Senator Edward M. Kennedy
173 Russell Building
Washington, DC 20510

Dear Senators Murray and Kennedy:

We are writing to endorse your "Class Size Reduction and Teacher Quality Act of 1999." As the founder and a principal investigator of STAR (Pate-Bain) and the senior research associate with STAR since 1986 (Boyd-Zaharias), we can say with full confidence that the findings of this landmark study fully support class-size reduction.

HEROS, a nonprofit research agency which we established in 1996 is the primary source for Project STAR follow-up studies. We have continued to collect data on the children who participated in STAR. As of last June most students from this cohort had completed high school. At the end of their 10th grade year, Elizabeth Word, who was the State appointed Director of STAR, joined HEROS' team to conduct a follow-up pilot study. This small study helped us to determine what types of data we could collect on these students. We are currently attempting to collect information related to their high school achievement (type of diploma, GPA, retentions, etc.) We hope to complete analyses on these data this summer.

The results from the pilot study were encouraging. These data showed more students from small classes had enrolled in college-bound courses (e.g., foreign languages, advanced math and science), and had higher grade point averages than students who attended regular or regular-aide classes. Findings also suggested that small-class students progress through school with fewer special education classes, fewer discipline problems, lower school dropout rates, and lower retention rates than their peers who had attended regular-size and regular-size classes with full-time teacher aides.

There is now good evidence that children learn most during the first three years of life. In aligning with this research, it makes sense that the first years of school are also the most important years of a student's educational career. STAR and other sound research (e.g., the SAGE project in Wisconsin) show that your class-size act will help children across this country obtain the foundation they need to succeed in school, and ultimately in life.

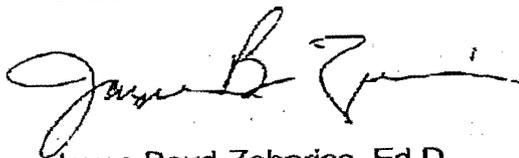
Your Act is supported by research, by parents, and by educators. Of course there will be some who don't understand the research or grasp the value of smaller classes. One of the most outspoken critics of class-size reduction is Eric Hanushek. In an effort to help him understand our research findings we shared our data set with him and allowed him to conduct his own analyses. However, he still does not seem to understand the study nor the importance of the findings. We believe, as Gerald Bracey has pointed out that Hanushek's research methods are not sensitive or sophisticated enough to measure the true effects of class size. We are confident in the results of our study, and for every 1 outspoken critic we have at least 4 strong supporters. Some notable constituents include Frederick Mosteller, Professor Emeritus of Statistics at Harvard, Alan Krueger Bendheim Professor of Economics at Princeton, Professor Donald Orlich of Washington, and Professor J.D. Finn, State University of New York at Buffalo.

We are enclosing several documents which we hope will be beneficial to your work in passing the "Class Size Reduction and Teacher Quality Act of 1999". Please feel free to contact us for any further information you might need.

Sincerely,



Helen Pate-Bain, Ed.D.
Chair



Jayne Boyd-Zaharias, Ed.D.
Director

Enclosures

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Alan B. Krueger

Ezra Stein Professor of

Economics and Public Affairs

February 26, 1999

The Honorable Senator Patty Murray
The Senator Edward M. Kennedy

Dear Senators Murray and Kennedy:

I have done research on the economic and educational benefits of smaller class sizes since 1990. I am writing to summarize some of my research findings that are most relevant for the "Class Size Reduction and Teacher Quality Act of 1999." Please feel free to contact me if you would like further information concerning the findings that I summarize below, or a copy of the underlying research studies.

- I believe the most compelling evidence on the effect of class size on student test scores is derived from the Tennessee Project STAR experiment. This study randomly assigned 11,600 students and their teachers to three types of classes beginning in the 1985-86 school year: small classes (13-17 students), regular-size classes (22-25 students), and regular-size classes with a teacher's aide. The main conclusions that I and others have drawn from analyzing the STAR data are: (1) on average, performance on standardized tests increased by 4 percentile points by the end of *the first year* students attended a small class, irrespective of the grade in which the student first attended a small class; (2) after initial assignment to a small class, student performance increases by about one percentile point per year relative to those in regular-size classes; (3) teacher aides have little or no effect on student achievement; (4) class size has a larger effect on test scores for minority students and for those on free lunch. My research has found that attrition and transitions between class types did not invalidate the experiment's main conclusions. For policy purposes, these results suggest that reducing class size in the early grades for at least one year -- especially for minority or low-income students -- generates the most bang for the buck.

- I am currently involved in a long-term follow up of the subjects of the STAR experiment. Students who moved along on pace would have been high school seniors last year. For these students, I was able to link information from the ACT and SAT exams to the STAR database. My preliminary results indicate that students who were assigned to small classes in grades K-3 were more likely to take either the ACT or SAT exam than were students who were assigned to regular-size classes. The attached figure displays results for various groups of students. For black students, the difference in test-taking rates was substantial: 32.9% of black students assigned to regular-size classes took one of the college entrance exams, whereas 40.2% of those assigned to small classes took one of the college entrance exams. Indeed, reducing class size for black students closed nearly two-thirds of the gap in the college-test-taking rates between black and white students in regular-size classes. Moreover, my results indicate that despite the 22% increase in the number of black students in small classes who took the ACT or SAT exam, there was no diminution in their average performance on the exam. Overall, 43.6% of students who were assigned to small classes took the ACT or SAT exam, while 40.0% of

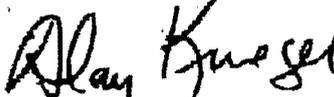
students assigned to regular-size classes took the exam; the 3.6 percentage point differential was highly statistically significant.

• Some have criticized the STAR experiment because it is argued that test scores did not rise each year students were in a small classes. But this criticism strikes me as off the mark because the students who were assigned to small classes had lasting benefits from their improved learning environments, regardless of whether the benefit increased each year they were in a small class. Others have argued that the results of the STAR experiment stand in contrast to a massive literature that overwhelmingly finds that class size does not affect student achievement. Again, I think this criticism is not compelling. Indeed, a careful analysis indicates that much of the previous literature on class size is consistent with the results of the STAR experiment. The second attached figure displays 95% confidence intervals from 25 estimates in the literature that provided sufficient detail to calculate such intervals. In essence, these confidence intervals display the range of possible findings from each study that would not be rejected by a statistical test at the 5% level. The figure also indicates the effect size (in standard deviation units) found by the STAR experiment. The figure makes clear that the findings in the past literature are not very precise; most studies cannot rule out a wide range of effects of class size on achievement. Moreover, half of the previous studies contain the effect size found from the STAR experiment in their 95% confidence interval. In view of the better design of the STAR experiment than previous studies, I would place much more weight on the STAR experiment. Nonetheless, it is reassuring to note that a careful summary of the past literature by Larry Hedges of the University of Chicago concludes, "the data are more consistent with a pattern that includes at least some positive relation between dollars spent on education and output, than with a pattern of no effects or negative effects."

• A final point that I would emphasize is that raising test scores should not be the final goal of the educational system. Standardized tests provide at best an imprecise indicator of the efficacy of our educational system. It is important to evaluate the effect of reducing class size on outcomes in addition to test scores. In a 1996 survey article ("Labor Market Effects of School Quality: Theory and Evidence," published in *Does Money Matter?*, edited by Gary Burtless, Brookings Press) David Card and I found that most studies in the literature have found that increasing expenditures per student, or reducing class size, is associated with higher earnings for students when they subsequently enter the labor market. The average study has found that raising expenditures per student by 10% is associated with 1.5% higher earnings for students over their lifetime.

I hope you find this summary of use.

Sincerely yours,


Alan B. Krueger
Professor

Two figures enclosed

C. M. Achilles, EdD, Professor

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February 28, 1999

The Honorable Senator Patty Murray, WA
The Honorable Senator Edward M. Kennedy, MA

Dear Senators Murray and Kennedy:

Thank you both for caring about young students in America's schools. Educators and parents have long known about a "class-size effect" in schooling.

As one of the four principal investigators of the STAR experiment and a person who has conducted class-size research since 1984, I am heartened that policy persons are recognizing and using the powerful STAR results. Constituents in both of your states have reviewed and praised the STAR study.

The large (over 11,000 students), longitudinal education experiment (STAR) conducted in Tennessee, 1985-1989, its continuing analyses, and other studies have scientifically substantiated this class-size effect and its benefits.

Professor Donald Orlich (Washington) commented about STAR in The Kappan (1991, April) as follows:

The study lasted for four years and, in my opinion, is the most significant educational research done in the US during the past 25 years. (p. 632).

After a year-long review of STAR, Professor Emeritus F. Mosteller at Harvard said in The Future of Children, (1995), 5 (2) that:

... the Tennessee class size project, ... illustrates the kind and magnitude of research needed in the field of education to strengthen schools (p. 113). ... it is important that both educators and policy makers have access to its statistical information and understand its implications. (p. 126).

Wisconsin's SAGE project has demonstrated student gains similar to STAR's. Governor Thompson has included funds to expand SAGE in his budget. Michigan has instituted a pilot class-size reduction effort. In spite of its hurried implementation, California's class-size reduction (CSR) is already showing positive student academic gains. Texas, Tennessee, Utah, Nevada, and other states are joining international efforts such as in British Columbia and The Netherlands. Without fanfare and national commissions, the states are leading in using education research to improve schools for small children, but they need the help that the much needed "Class Size Reduction and Teacher Quality Act of 1999" can provide them. Research on class size shows what class sizes are appropriate for young learners and what class sizes let teachers teach effectively. Indeed, what research supports the large class sizes we now have for schools? What do the following have in common: home schooling, exclusive private

schools, special classes, special projects, apprenticeships, etc? What education improvement relies on larger classes?

The benefits of small classes are the ABCD's of Quality: Improved achievement for all students in Academics, Behavior (fewer discipline problems), Citizenship, (participation in school) and Development (e.g., reduction in special education problems). Small classes provide Equality: All students get the same treatment. More importantly, small classes offer Equity: Those students who need the benefits of small classes and individual attention most get the largest benefits. Wenglinsky's (1997) national study found:

In other words, fourth graders in smaller-than-average classes are about a half a year ahead of fourth graders in larger-than-average classes (p. 24)... The largest effects seem to be for poor students in high-cost areas. (p. 25).

Some non-educators argue that class size does not make a difference, but they typically use pupil-teacher ratio (PTR) data to criticize class-size results. CLASS SIZE AND PTR ARE NOT THE SAME, and arguments using these as synonyms are flawed. Class size is the number of children in a teacher's room daily and for whom the teacher is accountable. The PTR is generated by dividing the number of students, usually at one site, by all educators or even adults who serve the site, including administrators, counselors, special teachers, etc. Class size is often 10 or more than the PTR. Class-size change does help students in many ways; PTR change does not much influence student outcomes. (This may explain the poor results of Title I).

Adults must speak for young children by developing sound education policies. What if kids voted? (See attachment). Does anyone believe that they'd vote for larger classes? Small classes are a direct benefit to each young child. All who attend small classes benefit from them, and the benefits are reciprocal for teachers, students, and parents.

Just as the large Framingham Heart Study has changed the health knowledge and habits of many adults, so may smaller classes be education's equivalent of better health. Project STAR and its legacies have provided more than 15 years of solid class-size data. These data should become part of the base for education policy.

Class-size researchers could present information to policy makers at the Federal level. The available studies and positive evidence of class-size benefits are large and growing, and access to the latest information could help policy makers develop well informed education policies. Small classes constitute education's IRA for young students, and for adults. We welcome the opportunity to support your efforts.

Sincerely,



C. M. Achilles
Professor

CMA: jw

ATTACHMENTS: "What if Kids Voted?"

Two Tables of class-size results from
Achilles (in Press) Let's Put Kids First, Finally.

DRAFT**Project STAR****THE TENNESSEE STUDENT/TEACHER ACHIEVEMENT RATIO STUDY
Background & 1999 Update****WHAT IS STAR?:**

- A large-scale, four-year, longitudinal, experimental study of reduced class size, that is considered "one of the most important educational investigations ever carried out and illustrates the kind and magnitude of research needed in the field of education to strengthen schools." [Frederick Mosteller, Professor Emeritus of Mathematical Statistics at Harvard University (Summer/Fall 1995). *The Future of Children: Critical Issues for Children and Youths*, 5(2), p. 113-127.]
- Sound research which "leaves no doubt that small classes have an advantage over larger classes in reading and math in the early primary grades." [Finn, J. D., & Achilles C. M. (1990, Fall). Answers and questions about class size: A statewide experiment. *American Educational Research Journal*, 27(3), 557-577.]
- Robert Slavin, John Hopkins University, an AERA reactor, praised Project STAR's design and integrity and called it a "watershed event" in research.

HOW WERE STAR FUNDS OBTAINED AND USED?:

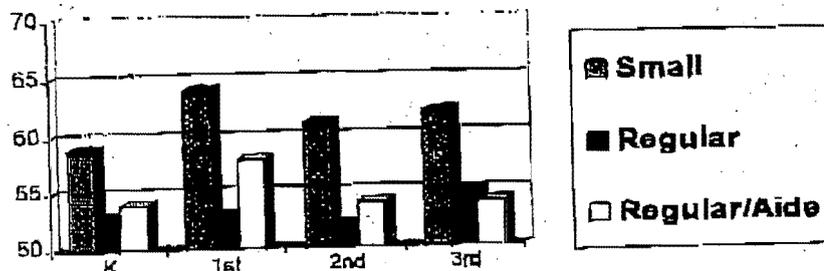
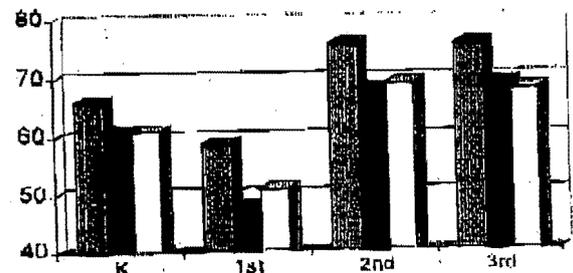
- Helon Pate-Bain presented Tennessee Legislators with the positive results from her class-size study that had been conducted within one Metropolitan Davidson County school. Pate-Bain obtained a \$12 million dollar legislative appropriation to complete STAR. Out of \$12 million, \$9,679,879 were used for teacher and teacher aide salaries.

HOW WAS THE STAR STUDY DESIGNED?:

- All Tennessee schools were invited to participate.
- Each school had to have at least one of each of the three class types: small (13 to 17 students), regular (22-26 students), and regular with a full-time teacher aide (22-26 students) for the within school design.
- The study included 79 schools in 42 systems which resulted in over 6,000 students per grade level.
- Schools from inner-city, rural, urban, and suburban locations were included in the experiment.
- All students and teachers were randomly assigned to their class type.

WHAT WERE THE MAIN FINDINGS FROM STAR?:

- At each grade level (K-3), and across all school locations, the small classes made the highest scores on the norm-referenced Stanford Achievement Test (SAT) and the criterion-referenced Basic Skills First Test (BSF). These results were both statistically and educationally significant.

**STAR Reading Percentile Ranks,
Kindergarten - Grade 3, 1985-1989****STAR Math Percentile Ranks,
Kindergarten - Grade 3, 1985-1989****DRAFT**

WHAT WERE OTHER IMPORTANT FINDINGS FROM STAR?

- The Greatest Gains on the SAT were made in Inner-City Small classes.
- The Highest Scores on the SAT and BSI were made in Rural Small classes.
- The Classes that scored in the top 10% on the SAT Total Reading are identified as follows:
 - 18 of the top 33 classes were small in Kindergarten.
 - 22 of the top 34 classes were small in First Grade.
 - 23 of the top 34 classes were small in Second Grade.
 - 25 of the top 32 classes were small in Third Grade.
- Inner-City (Predominantly Minority) students in small classes always outscored inner-city students in regular and regular/aide classes. This suggests that small classes are very beneficial to minority students. Non-Free Lunch Minorities in suburban small classes performed as well as Non-Free Lunch Whites.
- The effective teacher research (Bain, Word, Lintz, 19??) revealed certain teaching practices, characteristics, and communication skills that when combined with small classes produce more effective learning:
 - Creative Writing, Hands on Experiences, Learning Centers, Use of Manipulatives
 - Good Listener, Immediate Feedback, Monitoring, Preplanned Instruction, Well Organized
 - Assertive Discipline, High Expectations, Peer Tutoring, Reteaching
 - Effective Communication with Parents, Love of Children
 - Enthusiasm, Flexibility, Patience, Sense of Humor
 - Ability to establish effective communication with the home.
 - Ability to involve the family in the education of their children.
 - Ability to teach parents how to teach their children.
 - Ability to make home visits.

WHAT POLICY IMPLICATIONS RESULTED FROM STAR?

- Tennessee's school finance plan, the Basic Education Plan, includes incentives for school systems to reduce class sizes to 20 or fewer students in the early primary grades (K-3).
- Approximately 30 states across the U.S. and several foreign countries have used the STAR findings to initiate steps toward smaller classes.

WHAT IS THE CURRENT STATUS OF PROJECT STAR?

The Tennessee Legislature and private foundations have funded HBROS, Inc. to conduct follow-up studies through the end of the STAR students' high school graduation and beyond. The full-scale study of the effect of small primary classes (K-3) on long-term social outcomes includes research related to higher education, juvenile detention and adult prison rates, and welfare and employment security. This research is still in progress. Preliminary findings show:

- ###% small-class, ##% regular-class, & ###% regular/aide-class students completed high school honors English courses.
- ###% small-class, ##% regular-class, & ###% regular/aide-class students completed a foreign language course during high school.
- ###% small-class, ##% regular-class, & ###% regular/aide-class students completed advanced mathematics course during high school.
- ## was the overall high school Grade Point Average (GPA) for small-class students; the regular-class students' GPA was ##, and the regular-aide class students had a GPA of ##.
- ###% small class, ##% regular-class, and ###% regular/aide-class students graduated from high school.
- ###% of small-class students received an honors diploma; ##% of regular-class students and ##% of regular/aide-class students also received an honors diploma.
- ###% of small-class students received a regular/vocational high school diploma; ##% of regular-class students and ##% of regular/aide-class students also received a regular/vocational diploma.

DRAFT

- ##% of small-class students received a special education diploma; ##% of regular-class students and ##% of regular/aide-class students also received special education diplomas.
- ##% of small-class students received an attendance diploma; ##% of regular-class students and ##% of regular/aide-class students also received an attendance diploma.
- ##% of small-class students completed either the ACT Assessment or Scholastic Aptitude Test (SAT) college entrance exams; ##% of regular-class students and ##% of regular/aide-class students also completed either the ACT or SAT.
- IF KRUEGER WANTS OTHER ACT/SAT INFO, IT CAN GO HERE.

HEROS, Inc. announced release of the first public version of the Project STAR small class-size research database. The database is accessible via the World Wide Web at www.telalink.net/~heros. This web site also features up-to-the-minute information on the official Project STAR longitudinal research results.

**For more information on Project STAR, please contact: Jayne Boyd-Zaharias, Director,
Health & Education Research Operative Services (HEROS), Inc.,
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DRAFT

Draft: Executive Summary, 4/9/88

The Effect of Attending a Small Class in the Early Grades on College Attendance Plans

**Alan B. Krueger and Diana M. Whitmore¹
Princeton University**

Background

Project STAR was an experiment in which 11,500 students and their teachers in grades k-3 were randomly assigned to a small class (13-17 students), regular-size class (22-25 students), or regular-size class with a teacher aide within 80 Tennessee public schools. The experiment began with kindergarten students in the 1985-86 school year. After four years, all students were returned to regular-size classes. Project STAR students who moved along on pace would have graduated from high school in the Spring of 1998. To determine the impact of having attended a smaller class in elementary school on students' long-term educational outcomes, we asked ACT, Inc. and the College Board/Educational Testing Service to link information on high school seniors in the class of 1998 who took the ACT or SAT exam to records that we provided on the 11,500 students from Project STAR, regardless of where the Project STAR students resided in 1998. The resulting database contains information on whether Project STAR students in the class of 1998 wrote either the ACT or SAT exam, their test score, and information from the background questionnaire students fill out when they take the ACT or SAT exam. This is the first database that permits a long-term examination of the behavior and post-high school aspirations of Project STAR participants. This Executive Summary describes our initial findings for a sample of more than 9,000 Project STAR students who were high school seniors in 1998.

Specific Findings

* The main results are illustrated in Figure 1. This figure reports the percent of students who took either the ACT or the SAT exam by the type of class they were assigned to attend their initial year in Project STAR. The figures are reported for all students combined, for white and black students separately, and for students who received free or reduced-price lunch in at least one year in grades k-3. For the entire sample, Figure 1 indicates that 43.7% of students who were assigned to a small class took either the ACT or SAT exam, whereas 40.0% of those assigned to a regular-size class took one of the exams, and 19.9% of those assigned to a regular-size class with an aide took one of the exams. The 3.6 percentage point higher test-taking rate for the students assigned to small classes relative to those assigned to regular-size classes was statistically significant at the .05 level; that is, this difference is unlikely to have occurred by chance.

¹Alan Krueger is the Bendheim Professor of Economics and Public Affairs at Princeton University and a Research Associate of the National Bureau of Economic Research. Diana Whitmore is a graduate student in the Economics Department at Princeton University.

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* Figure 1 also indicates that attending a small class was particularly effective in raising the proportion of black students who wrote one of the college entrance exams. Only 31.7% of black students in regular-size classes wrote the ACT or SAT exam, whereas 40.2% of black students in small classes wrote the college entrance exam. To gain some perspective on the magnitude of this effect, note that black-white gap in taking a college entrance exam was 13.3 percentage points for students in regular-size classes, and 6.1 percentage points for students in small classes. Thus, attending a small class reduced the black-white gap in the college-entrance-test-taking rate by 54 percent.

* Earlier research on Project STAR has found that minority students and students on free lunch exhibited the greatest gains in test scores as a consequence of attending a small class. The findings in Figure 1 complement a result that has been found consistently throughout Project STAR: minority students benefited most from attending a small class, and small classes were able to considerably narrow, although not eliminate, the gap in educational performance between black and white students.

* Table 1 provides further evidence on the effect of class size on the percent of students who took the college entrance exam. The first three columns of Table 1 contain the data used to construct Figure 1. To ensure that our results are not due to extraneous factors, we estimated a series of logistic regressions in which we controlled for the students' race, sex, free or reduced-price lunch status, and the specific elementary school he or she attended. Our findings were unchanged when we controlled for these variables, so we emphasize the simpler raw tabulations. Nonetheless, the fourth column of the table reports a statistical test of the null hypothesis that initial class-type assignment is unrelated to the likelihood the student writes either the ACT or SAT exam. With the exception of white students, these tests indicate that it is very unlikely that the observed differences in test-taking rates across the three types of classes would have occurred by chance.

* Tennessee is a state in which a majority of college-bound students take the ACT exam. Tables 2 and 3 provide separate tabulations of the test-taking rates for the ACT and for the SAT: some 40% of STAR students wrote the ACT exam while fewer than 5% wrote the SAT exam. The disaggregated results in Tables 2 and 3 indicate that, compared to students assigned to regular-size classes, students assigned to small classes were more likely to take the ACT exam, and were more likely to take the SAT exam.

* Class size may not have to shrink to 15 students for smaller classes to raise the likelihood that students take the ACT or SAT exams. We find that students who were initially assigned to a class with 21-25 students their first year in Project STAR were more likely to take the ACT or SAT exam than students who were assigned to classes with 26-30 students. And students who were assigned classes with 16-20 students were more likely to take the ACT or SAT exam than students who were assigned to classes with 21-25 students.

* We do not know how many students who took the ACT or SAT exam have actually enrolled in college, or how many years of higher education they will ultimately complete. But based on an analysis of the High School Class of 1973 Database, we found that high school seniors who took the ACT or SAT exam completed an

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average of 1.63 more years of schooling than students who did not take one of the college entrance exams, after controlling for the race and gender of the students.

* Lastly, we examined the test scores students achieved on the ACT and SAT exams. For students who took the SAT but not the ACT exam, we converted their SAT scores to an ACT equivalent score using a concordance developed by researchers at the College Board. For any student who wrote the ACT exam we used their ACT score, even if he or she also took the SAT exam. The average ACT test scores were virtually identical for students who were assigned to small and regular-size classes. For the full sample of 3,812 test takers, the average student in small and regular-size classes both earned a 19.3 composite ACT score. Moreover, assignment to a small class did not appear to alter the average test score for any of the subgroups that we examined (i.e., black, white and free or reduced-price lunch students). Past studies have found that average test scores tend to decline when more students take the college entrance exam, because the marginal test takers are weaker students than the average student. In the STAR experiment, however, students assigned to small classes were more likely to take the ACT or SAT exam, but the average score of those in small classes did not decline. One possibility is that there are two offsetting effects: (1) scores increased for those who would have otherwise written the exam; (2) the additional students who took the college entrance exam because they attended a small class were weaker students, on average.

Conclusion

Attendance in a small class in grades k-3 appears to have raised the likelihood that students take either the ACT or SAT college-entrance exam. Since most colleges in the U.S. require students to take either the ACT or SAT exam to be admitted, these findings suggest that lowering class size in the elementary school grades raises the prospect that students will attend college. The beneficial effect of smaller classes on college aspirations appears to be particularly strong for minority students, and students on free or reduced-price lunch. Indeed, attendance in small classes appears to have cut the black-white gap in the probability of taking a college-entrance exam by more than half. Moreover, attending a small class appears to raise the probability that students write the ACT or SAT exam without lowering the overall average score of students who take the exam.



FAX

U.S. SENATOR PATTY MURRAY

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Class
Size

To: Bruce Reed 456-7028

DATE: 4/20/99

FROM: Alexis Schuler

STAR study findings for
release on 4/29.

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Project STAR

THE TENNESSEE STUDENT/TEACHER ACHIEVEMENT RATIO STUDY

Background & 1999 Update

WHAT IS THE DIFFERENCE BETWEEN CLASS SIZE & PUPIL TEACHER RATIO?

- Class size and pupil teacher ratios (PTR) are not the same. Arguments using these two terms as synonyms are flawed. Class size is the number of children in a teacher's room daily for whom the teacher is accountable. The PTR is generated by dividing the number of students usually at one site by all educators, including administrators, counselors, special teachers, etc., and other adults who serve the site. Class size often includes 10 or more students than the PTR. Class size change does help students in many ways. PTR change does not influence student outcomes.

WHAT IS STAR?:

- A large-scale, four-year, longitudinal, experimental study of reduced class size, that is considered "one of the most important educational investigations ever carried out and illustrates the kind and magnitude of research needed in the field of education to strengthen schools." [Frederick Mosteller, Professor Emeritus of Mathematical Statistics at Harvard University (Summer/Fall 1995). *The Future of Children: Critical Issues for Children and Youths*, 5(2), p. 113-127.]
- Sound research which "leaves no doubt that small classes have an advantage over larger classes in reading and math in the early primary grades." [Finn, J. D., & Achilles C. M. (1990, Fall). Answers and questions about class size: A statewide experiment. *American Educational Research Journal*, 27(3), 557-577.]
- Robert Slavin, John Hopkins University, an AERA reactor, praised Project STAR's design and integrity and called it a "watershed event" in research.

HOW WERE STAR FUNDS OBTAINED AND USED?:

- Helen Pate-Bain presented Tennessee Legislators with the positive results from her class-size study that had been conducted within one Metropolitan Davidson County school. Pate-Bain obtained a \$12 million dollar legislative appropriation to complete STAR. Out of \$12 million, \$9,679,879 were used for teacher and teacher aide salaries.

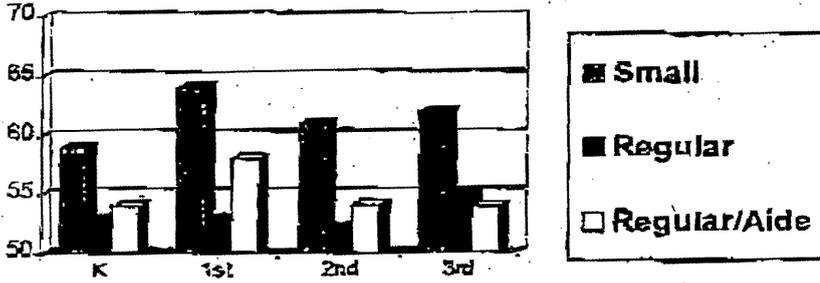
HOW WAS THE STAR STUDY DESIGNED?:

- All Tennessee schools were invited to participate.
- Each school had to have at least one of each of the three class types: small (13 to 17 students), regular (22-26 students), and regular with a full-time teacher aide (22-26 students) for the within school design.
- The study included 79 schools in 42 systems. This resulted in over 6,000 students per grade level.
- Schools from inner-city, rural, urban, and suburban locations were included in the experiment.
- All students and teachers were randomly assigned to their class type.

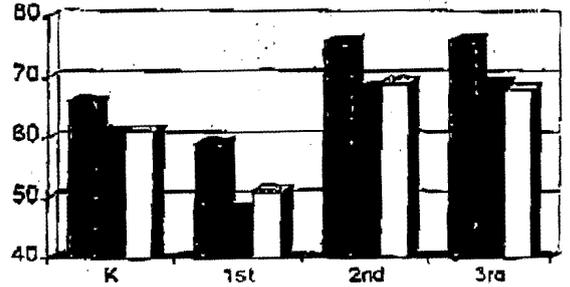
WHAT WERE THE MAIN FINDINGS FROM STAR?

- At each grade level (K-3), and across all school locations, the small classes made the highest scores on the norm-referenced Stanford Achievement Test and the criterion-referenced Basic Skills First Test. These results were both statistically and educationally significant.

**STAR Reading Percentile Ranks,
Kindergarten - Grade 3, 1985-1989**



**STAR Math Percentile Ranks,
Kindergarten - Grade 3, 1985-1989**



WHAT WERE OTHER IMPORTANT FINDINGS FROM STAR?

- The greatest gains on the Stanford Achievement Test were made in inner-city small classes.
- The highest scores on the Stanford Achievement Test and the Basic Skills First test were made in rural small classes.
- Of the classes that scored in the top 10% on the Stanford Achievement Test in Total Reading:
 - 18 of the top 33 Kindergarten classes were SMALL classes (Year 1)
 - 22 of the top 34 First Grade classes were SMALL classes (Year 2)
 - 23 of the top 34 Second Grade classes were SMALL classes (Year 3)
 - 25 of the top 32 Third Grade classes were small classes (Year 4)
- Inner-City (predominantly minority) students in small classes always outscored inner-city students in regular and regular/aide classes. This suggests that small classes are very beneficial to minority students. Non-free lunch minorities in suburban small classes performed as well as non-free lunch whites.
- The effective teacher research (Bain, Word, Lintz, 1977) revealed certain teaching practices, characteristics, and communication skills that when combined with small classes produce more effective learning:
 - Creative Writing, Hands on Experiences, Learning Centers, Use of Manipulatives
 - Good Listener, Immediate Feedback, Monitoring, Preplanned Instruction, Well Organized
 - Assertive Discipline, High Expectations, Peer Tutoring, Reteaching
 - Effective Communication with Parents, Love of Children
 - Enthusiasm, Flexibility, Patience, Sense of Humor
 - Ability to establish effective communication with the home.
 - Ability to involve the family in the education of their children.
 - Ability to teach parents how to teach their children.
 - Ability to make home visits.

WHAT POLICY IMPLICATIONS RESULTED FROM STAR?:

- Tennessee's school finance plan, the Basic Education Plan, includes incentives for school systems to reduce class sizes to 20 or fewer students in the early primary grades (K-3).
- Approximately 20 states across the U.S. and several foreign countries have used the STAR findings to initiate steps toward smaller classes.

WHAT IS THE CURRENT STATUS OF PROJECT STAR?

Recent analyses show that at least three years in a small class are necessary in order for the benefits to be sustained through later grades. Further, the benefits of having been in a small class in the primary years generally increase from grade to grade. The effects of small classes, expressed in easy-to-understand terms (months of schooling) using the "grade-equivalent" scale which is familiar to educators, parallel those reported earlier. In terms of months of schooling, students in small classes exceed their counterparts in regular classes in every grade and are about a half year (2.8 - 5.7 months) ahead in their school work by the end of grade 3.

Advantages of Attending a Small Class in K-3
 Reported in Months of Schooling

	Reading	Math	Word Study Skills
Kindergarten	.5 months	1.6 months	.5 months
Grade 1	1.2 months	2.8 months	.8 months
Grade 2	3.9 months	3.3 months	5.7 months
Grade 3	4.6 months	2.8 months	4.7 months

In grades 4, 6, and 8 — after all pupils returned to regular-size classes — results showed that students who entered small classes in kindergarten had better long-term outcomes than those who began in first grade. Also, there were statistically significant differences in achievement between students who attended small classes for one, two, three, or four years. Long-term effects are significant on some tests in some grades (4, 6, and/or 8) for pupils who attended small classes for three years, and on all tests in all grades for pupils who attended small classes for four years.

Long-term Advantages of Attending a Small Class for Four Years (K-3)
 Reported in Months of Schooling

	Reading	Math	Science
Grade 4	9.1 months	5.9 months	7.6 months
Grade 6	9.2 months	8.4 months	6.7 months
Grade 8	1 Yr. 2 mo.	1 Yr. 1 mo.	1 Yr. 1 mo.

(Finn, J.D., Gerber, S.B., Achilles, C.M. Boyd-Zabarias, J., 1999)

The Tennessee Legislature and private foundations have funded HEROS, Inc. to conduct follow-up studies through the end of the STAR students' high school graduation and beyond. The full-scale study of the effect of small primary classes (K-3) on long-term social outcomes includes research related to higher education, juvenile detention and adult prison rates, and welfare and employment security. This research is still in progress. Preliminary findings show:

- ###% small-class, ###% regular-class, & ###% regular/aide-class students completed high school honors English courses.
- ###% small-class, ###% regular-class, & ###% regular/aide-class students completed a foreign language course during high school.
- ###% small-class, ###% regular-class, & ###% regular/aide-class students completed advanced mathematics course during high school.
- 27.3% of small-class, 23.4% of regular-class, and 21.4% of regular/aide-class students graduated with an overall GPA of 4 or higher (in Tennessee, students taking and passing an honors course receive an extra point — i.e. a 3.5 in an honors course counts as a 4.5).
- 69.5% of small-class, 65.4% of regular-class, and 67.2% of regular/aide-class students graduated from high school on schedule.

- 23.3% of small-class, 29.0% of regular-class, and 28.0% of regular/aide-class students dropped out of high school prior to completion.
- 44% of small-class students received an honors diploma; 33% of regular-class students and 33% of regular/aide-class students also received an honors diploma.
- 35.9% of small-class, 31.3% of regular-class, and 32.4% of regular/aide-class students graduated in the top 25% of their class.
- **ACT and SAT:** 43.7% of small-class, 40.0% of regular-class, and 39.9% of regular/aide-class students took either the ACT or SAT exams. Since most colleges in the U.S. require students to take either the ACT or SAT exam to be admitted, these findings suggest that lowering class size in the elementary school grades raises the prospect that students will attend college. The beneficial effect of smaller classes on college aspirations appears to be particularly strong for minority students, and students on free or reduced-price lunch. **Indeed, attendance in small classes appears to have cut the black-white gap in the probability of taking a college-entrance exam by more than half.** Past studies found that average test scores tend to decline when more (weaker/marginal) students take the ACT or SAT exams. However, attending a small class appears to raise the probability that students write the ACT or SAT exam without lowering the overall average score of students who take the exam (Krueger and Whitmore, 1999).

HEROS, Inc. announced release of the first public version of the Project STAR small class-size research database. The database is accessible via the World Wide Web at www.telalink.net/~heros. This web site also features up-to-the-minute information on the official Project STAR longitudinal research results.

**For more information on Project STAR, please contact: Jayne Boyd-Zaharias, Director,
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Short- and Long-term Effects of Small Classes¹

Jeremy D. Finn and Susan B. Gerber, State University of New York at Buffalo
Charles M. Achilles, Eastern Michigan University
Jayne Boyd-Zaharias, HEROS, Inc.

Executive Summary

Tennessee's Project STAR has become a model for researchers and policy makers who want to see educational interventions based on firm scientific evidence. It was a controlled experiment, rare in educational settings. It was extensive, involving almost 12,000 students who participated in small (13-17) or regular (22-25) classes for up to 4 years, and who were followed throughout elementary- and high-school grades and beyond. At the end of each year, researchers administered both standardized achievement tests and "curriculum-based tests" tied to locally-developed learning objectives.

Original analyses of STAR data (Word *et al.*, 1990; Finn & Achilles, 1990; 1999) showed that students in small classes had superior academic achievement to students in regular-size classes in every school subject in every grade (K-3).² Further, in each grade, minority students or students attending inner-city schools reaped the greatest benefits of attending a small class. The *mechanisms* that explain these advantages are the improvements in learning behavior, increased engagement in school, decreased disruptive or withdrawn behavior exhibited by students who attended small classes, and increased teacher time on task (see Finn, 1998).

This report describes a refined analysis of the STAR results from grades K through 3, and new findings about the continuing effects of small classes in grades 4-8, after all students returned to regular-size classes.

How large were the benefits of small classes during the years of experimentation (K-3)?

Our reanalyses of the STAR data added several features to the earlier work. We employed newer statistical models ("hierarchical linear models") particularly appropriate for data collected at several levels (i.e., students, classes, and schools), and we expressed the effects of small classes in easy-to-understand terms -- months of schooling -- using the "grade-equivalent" scale familiar to educators.

The patterns of statistical significance paralleled those reported earlier: Significant benefits of small classes were found in all subjects every year (K-3). The magnitude of the *small-class advantage* -- the difference between the average performance of students in small classes and students in larger classes -- ranged from about 2/10 to 3/10 of a standard deviation, with the largest "relative" impact found at the end of grade 1. In terms of months

¹Paper prepared for conference on the Economics of School Reform, May 23-26, 1999. Copies of the complete paper will be available from J. Finn at the Graduate School of Education, SUNY/Buffalo, 408 Christopher Baldy Hall, Buffalo, NY 14260; phone 716-645-2482; email finn@acsu.buffalo.edu

of schooling, the small-class advantages are approximately:

	<u>KG</u>	<u>GRADE 1</u>	<u>GRADE 2</u>	<u>GRADE 3</u>
Mathematics	1.6 mos.	2.8 mos.	3.3 mos.	2.8 mos.
Reading	0.5 mos.	1.2 mos.	3.9 mos.	4.6 mos.
Word Study Skills	0.5 mos.	0.8 mos.	4.7 mos.	5.7 mos.

Students in small classes exceed their counterparts in regular classes in every grade and are about a half year (2.8 - 5.7 months) ahead in their school work by the end of grade 3.

Did the benefits of small classes carry over into later grades?

According to Ramey and Ramey (1998), the most important principles of educational interventions that have enduring effects are: (1) The timing of the intervention must be appropriate; (2) The program must be intense, spanning many hours, days, and weeks; (3) The program must provide direct – not intermediary – learning experiences. Project STAR met all three conditions. It began with the start of formal schooling; pupils were kept in small classes all day, every day, for up to four years; small classes affected both teaching and learning behaviors directly.

We examined academic achievement in grades 4, 6, and 8 – after all pupils returned to regular-size classes -- for students who began STAR in kindergarten or in first grade, and for students who attended a small class for one, two, three, or four years. We asked two questions: (1) Did the benefits of small classes in K-3 continue into later grades? (2) How many years should a pupil spend in small classes to assure that the benefits will endure?

The results were consistent for all school subjects in all three grades. First, students who entered small classes in kindergarten had better long-term outcomes than those who began in first grade.

Second, there were statistically significant differences in achievement between students who attended small classes for one, two, three, or four years. Long-term effects are significant on some tests in some grades (4, 6, and/or 8) for pupils who attended small classes for three years, and on all tests in all grades for pupils who attended small classes for four years. The advantages of attending a small class for four years (K-3), in months of schooling, are approximately:

	<u>GRADE 4</u>	<u>GRADE 6</u>	<u>GRADE 8</u>
Mathematics	5.9 mos.	8.4 mos.	1 yr, 1 mo.
Reading	9.1 mos.	9.2 mos.	1 yr, 2 mos.
Science	7.6 mos.	6.7 mos.	1 yr, 1 mo.

Our analyses show that at least three years in a small class are necessary in order for the benefits to be sustained through later grades. Further, the benefits of having been in a small class in the primary years generally increase from grade to grade.

Related Readings

Achilles, C. M., *et al.* (1995, April). *Policy use of research results: Tennessee's Project Challenge*. Paper presented to the American Educational Research Association, San Francisco.

Finn, J. D. (1998). *Class size and students at risk: What is known? What is next?* Washington, DC: U.S. Department of Education, National Institute on the Education of At-Risk Students. Available on the Internet at www.ed.gov/pubs/ClassSize/title.html

Finn, J. D., & Achilles, C. M. (1990). Answers and questions about class size: A statewide experiment. *American Educational Research Journal*, 27, 557-577.

Finn, J. D., & Achilles, C. M. (summer 1999, in press). Tennessee's class size study: Findings, implications, misconceptions. *Educational Evaluation and Policy Analysis*.

Goldstein, H., & Blatchford, P. (1998). Class size and educational achievement: A review of methodology with particular reference to study design. *British Educational Research Journal*, 24, 255-268.

Krueger, A. (May 1999, in press). Experimental estimates of education production functions. *Quarterly Journal of Economics*

Molnar, A., Smith, P., & Zahorik, J. (1998, December). *1997-98 results of the Student Achievement Guarantee in Education (SAGE) program evaluation*. Milwaukee: University of Wisconsin - Milwaukee, School of Education.

Ramey, C. T., & Ramey, S. L. (1998). Early intervention and early experience. *American Psychologist*, 53(2), 109-120.

Word, E., *et al.* (1990). *Student/Teacher Achievement Ratio (STAR): Tennessee's K-3 Class-size Study*. Nashville, TN: Tennessee State Department of Education.

Note

2. The findings have been confirmed using several statistical approaches (Goldstein & Blatchford, 1998; Krueger, in press). The results have been replicated in other sites, for example, Tennessee's Project Challenge (Achilles *et al.*, 1995) and Wisconsin's Project SAGE (Molnar, Smith, & Zahorik, 1998).

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The Effect of Attending a Small Class in the Early Grades on College Attendance Plans

Alan B. Krueger and Diane M. Whitmore¹
Princeton University

Background

Project STAR was an experiment in which 11,600 students and their teachers in grades k-3 were randomly assigned to a small class (13-17 students), regular-size class (22-25 students), or regular-size class with a teacher aide within 79 Tennessee public schools. The experiment began with kindergarten students in the 1985-86 school year. After four years, all students were returned to regular-size classes. Project STAR students who moved along on pace would have graduated from high school in the Spring of 1998. To determine the impact of having attended a smaller class in elementary school on students' long-term educational outcomes, we asked ACT, Inc. and the College Board/Educational Testing Service to link information on high school seniors in the class of 1998 who took the ACT or SAT exam to records that we provided on the 11,600 students from Project STAR, regardless of where the Project STAR students resided in 1998. The resulting database contains information on whether Project STAR students in the class of 1998 wrote either the ACT or SAT exam, their test score, and information from the background questionnaire students fill out when they take the ACT or SAT exam. This is the first database that permits a long-term examination of the behavior and post-high school aspirations of Project STAR participants. This Executive Summary describes our initial findings for a sample of more than 9,000 Project STAR students who were high school seniors in 1998.

Specific Findings

* The main results are illustrated in Figure 1. This figure reports the percent of students who took either the ACT or the SAT exam by the type of class they were assigned to attend their initial year in Project STAR. The figures are reported for all students combined, for white and black students separately, and for students who received free or reduced-price lunch in at least one year in grades k-3. For the entire sample, Figure 1 indicates that 43.7% of students who were assigned to a small class took either the ACT or SAT exam, whereas 40.0% of those assigned to a regular-size class took one of the exams, and 39.9% of those assigned to a regular-size class with an aide took one of the exams. The 3.6 percentage point higher test-taking rate for the students assigned to small classes relative to those assigned to regular-size classes was statistically significant at the .05 level; that is, this difference is unlikely to have occurred by chance.

¹Alan Krueger is the Bendheim Professor of Economics and Public Affairs at Princeton University and a Research Associate of the National Bureau of Economic Research. Diane Whitmore is a graduate student in the Economics Department at Princeton University.

• Figure 1 also indicates that attending a small class was particularly effective in raising the proportion of black students who wrote one of the college entrance exams. Only 31.7% of black students in regular-size classes wrote the ACT or SAT exam, whereas 40.2% of black students in small classes wrote the college entrance exam. To gain some perspective on the magnitude of this effect, note that black-white gap in taking a college entrance exam was 13.3 percentage points for students in regular-size classes, and 6.1 percentage points for students in small classes. Thus, attending a small class reduced the black-white gap in the college-entrance-test-taking rate by 54 percent.

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• Table 1 provides further evidence on the effect of class size on the percent of students who took the college entrance exam. The first three columns of Table 1 contain the data used to construct Figure 1. To ensure that our results are not due to extraneous factors, we estimated a series of logistic regressions in which we controlled for the students' race, sex, free or reduced-price lunch status, and the specific elementary school he or she attended. Our findings were unchanged when we controlled for these variables, so we emphasize the simpler raw tabulations. Nonetheless, the fourth column of the table reports a statistical test of the null hypothesis that initial class-type assignment is unrelated to the likelihood the student writes either the ACT or SAT exam. With the exception of white students, these tests indicate that it is very unlikely that the observed differences in test-taking rates across the three types of classes would have occurred by chance.

• Tennessee is a state in which a majority of college-bound students take the ACT exam. Tables 2 and 3 provide separate tabulations of the test-taking rates for the ACT and for the SAT: some 40% of STAR students wrote the ACT exam while fewer than 6% wrote the SAT exam. The disaggregated results in Tables 2 and 3 indicate that, compared to students assigned to regular-size classes, students assigned to small classes were more likely to take the ACT exam, and were more likely to take the SAT exam.

• Class size may not have to shrink to 15 students for smaller classes to raise the likelihood that students take the ACT or SAT exams. We find that students who were initially assigned to a class with 21-25 students their first year in Project STAR were more likely to take the ACT or SAT exam than students who were assigned to classes with 26-30 students. And students who were assigned classes with 16-20 students were more likely to take the ACT or SAT exam than students who were assigned to classes with 21-25 students.

• We do not know how many students who took the ACT or SAT exam have actually enrolled in college, or how many years of higher education they will ultimately complete. But based on an analysis of the High School Class of 1972 Database, we found that high school seniors who took the ACT or SAT exam completed an

average of 1.63 more years of schooling than students who did not take one of the college entrance exams, after controlling for the race and gender of the students.

* Lastly, we examined the test scores students achieved on the ACT and SAT exams. For students who took the SAT but not the ACT exam, we converted their SAT score to an ACT equivalent score using a concordance developed by researchers at the College Board. For any student who wrote the ACT exam we used their ACT score, even if he or she also took the SAT exam. The average ACT test scores were virtually identical for students who were assigned to small and regular-size classes. For the full sample of 3,832 test takers, the average student in small and regular-size classes both earned a 19.3 composite ACT score. Moreover, assignment to a small class did not appear to alter the average test score for any of the subgroups that we examined (i.e., black, white and free or reduced-price lunch students). Past studies have found that average test scores tend to decline when more students take the college entrance exam, because the marginal test takers are weaker students than the average student. In the STAR experiment, however, students assigned to small classes were more likely to take the ACT or SAT exam, but the average score of those in small classes did not decline. One possibility is that there are two offsetting effects: (1) scores increased for those who would have otherwise written the exam; (2) the additional students who took the college entrance exam because they attended a small class were weaker students, on average.

Conclusion

Attendance in a small class in grades k-3 appears to have raised the likelihood that students take either the ACT or SAT college-entrance exam. Since most colleges in the U.S. require students to take either the ACT or SAT exam to be admitted, these findings suggest that lowering class size in the elementary school grades raises the prospect that students will attend college. The beneficial effect of smaller classes on college aspirations appears to be particularly strong for minority students, and students on free or reduced-price lunch. Indeed, attendance in small classes appears to have cut the black-white gap in the probability of taking a college-entrance exam by more than half.

Appendix: Description of the Sample

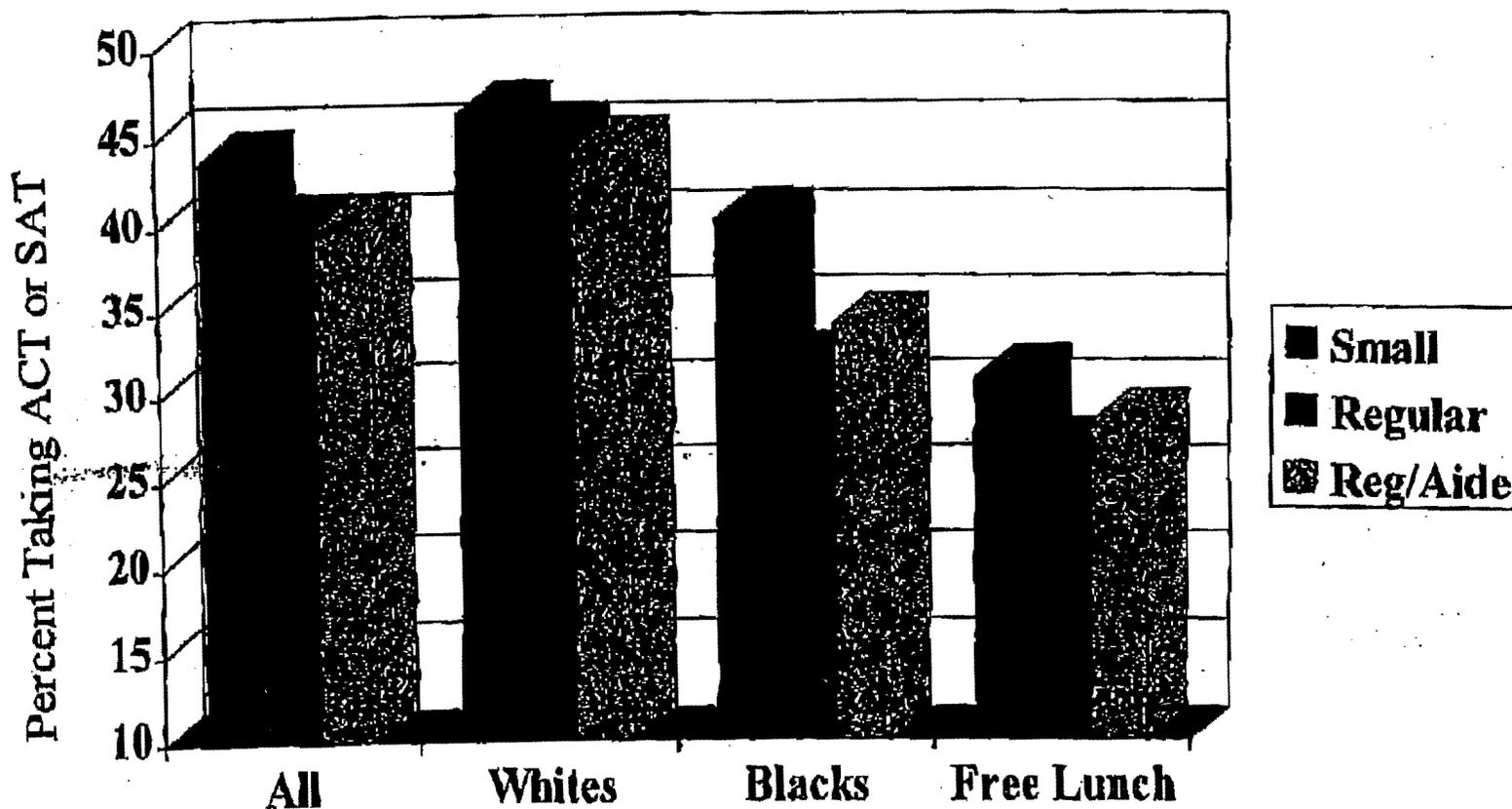
With the assistance of HERO's, Inc., we provided the ACT and ETS organizations computer files which contained several variables from the STAR database, including demographic data, class assignment, and primary school test scores. The ACT and SAT data were merged to these records on Project STAR students on the basis of the students' names, dates of birth and social security numbers. If a STAR record was missing information on one of these three identifiers, the remaining identifiers were used to complete the merger. The data were merged together by searching over ACT and SAT records for the entire U.S., so any student who had moved away from Tennessee should still be included in the sample. About 9 percent of the STAR students who were identified by the search algorithm took the ACT or SAT exam outside of Tennessee. Once the data were merged together, the students' names, dates of birth, and Social Security numbers were concealed to preserve confidentiality.

Several checks indicated that the data were linked properly. For example, the correlation between the students' ACT score percentile rank and their 8th grade Tennessee Comprehensive Assessment Program (TCAP) Test percentile rank was .80, which is even higher than the correlation between the students 3rd grade Stanford Achievement Test Score percentile and their 7th grade TCAP percentile (.74). Additionally, the sex of the students based on their STAR records matched their sex in the ACT records in 98.7% of cases. These checks suggest that STAR students were correctly linked to their ACT and SAT records.

The ACT and SAT databases are organized by graduating high school classes. Only members of the High School Class of 1998 were included in the ACT and SAT records that formed the basis of the search. As a consequence, STAR students who repeated a grade or for some other reason were not high school seniors in 1998 could not be matched to their ACT and SAT records, even if they had taken one of the exams. Because of this feature of the data, we restrict our sample to the subset of 9,397 students who were on grade level based on information that we have on students who wrote the TCAP exam through the eighth grade. As a further check, however, we re-calculated Figure 1 for the entire sample of 11,600 students in our database (which includes students who fell behind and were not high school seniors in 1998), and find qualitatively similar results as in Figure 1. Thus, our results are robust to the inclusion of students who have fallen behind grade level.

Figure 1

Students Assigned to Small Classes were More Likely to Take the ACT or SAT College Entrance Exams



Notes: Figure shows percent of students who took either the ACT or the SAT exam, by their initial class-size assignment. Sample consists of 9,397 STAR students who were High School seniors in 1998. Free lunch group includes students who ever received free or reduced-price lunch grade k-3.

Table 1. Percent Taking Either ACT or SAT Exam

	Small	Regular	Regular/Aide	Multivariate Logit-Adjusted P-value
All Students	43.7	40.0	39.9	0.019
Free Lunch	30.8	26.5	26.2	0.025
Black	40.2	31.7	34.0	0.006
White	46.3	45.0	44.2	0.285

Notes: Sample sizes are 8,307, 5,264, 3,180, and 5,995. Multivariate logit includes initial-class assignment, race, sex, free lunch and initial school dummy variables. The sample consists of students who never repeated a grade, and free lunch measures whether a student ever received free or reduced-price lunch in grades K-3.

Table 2. Percent Taking ACT Exam

	Small	Regular	Regular/Aide	Multivariate Logit-Adjusted P-value
All Students	41.8	38.7	38.7	0.071
Free Lunch	30.0	25.9	27.1	0.024
Black	39.3	31.4	33.1	0.015
White	44.0	43.2	42.8	0.590

Notes: Sample sizes are 9,397, 5,264, 3,180, and 5,995. Multivariate logit analysis includes initial-class assignment, race, sex, free-lunch and initial school dummy variables. The samples consist of students who never repeated a grade, and free lunch measures whether a student ever received free or reduced-price lunch in grades K-3.

Table 3. Percent Taking SAT Exam

	Small	Regular	Regular/Atde	Multivariate Logit-Adjusted P-value
All Students	6.7	5.2	5.2	0.026
Free Lunch	2.7	2.1	2.6	0.707
Black	5.5	3.2	3.9	0.123
White	7.4	6.0	5.9	0.076

Notes: Sample sizes are 9,397, 5,284, 3,160, and 5,995. Multivariate logit includes initial-class assignment, race, sex, free-lunch and initial school dummy variables. The sample consists of students who never repeated a grade, and free lunch measures whether a student ever received free or reduced-price lunch in grades K-3.

THE WHITE HOUSE
Office of the Press Secretary

For Immediate Release

March 5, 1999

STATEMENT BY THE PRESIDENT

I strongly support the efforts of Senators Murray and Kennedy to offer a class size amendment to the Ed-Flex bill. We must make a long-term commitment now to hire 100,000 new, well-prepared teachers to reduce class size in the early grades. The Republican Leadership is wrong to try to shut down debate on this bill before a class size amendment can be voted on. I urge them to allow an up-or-down vote on this amendment, and I urge every Senator to vote for it.

30-30-30

EDUC - Class Size

This year, we have an important opportunity to work together, across party lines, to bring true progress to America's public schools. We should start right now to make the reforms and targeted investments we need to prepare our children for the 21st century.

I welcome the idea of greater flexibility in education for states and school districts, tied to greater accountability for results. For this reason, I urge the Senate to pass an Ed-Flex bill this week that provides both expanded flexibility and strengthened accountability in education.

But we must do more to give our children a world-class education. That is why I strongly support the amendment that Senators Kennedy and Murray will offer this week to build on our bipartisan efforts of last year to reduce class size in the early grades. As you recall, Congress voted across party lines to provide a down payment on my class size reduction initiative in the FY 1999 budget, by appropriating \$1.2 billion to help communities hire about 30,000 teachers. The Kennedy-Murray amendment would finish the job by authorizing \$1.4 billion more over six years to help communities hire 100,000 well-prepared teachers to bring class size in the early grades down to a national average of 18 students.

As parents and teachers across America understand, smaller classes can make a profound difference for our children. Studies show that teachers in smaller classes give more personal attention to students and spend less time on discipline; as a result, students in these classes learn more and get a stronger foundation in the basics. Across the country, students in smaller classes outperform their peers in larger classes. And reduced class size makes the greatest difference for minority and disadvantaged students.

It is important that we act now on a long-term commitment to reduce class size, because communities will soon begin to receive the funds we appropriated last year for this purpose. Communities will not be able to use these funds as effectively as possible unless they have confidence that Congress will provide continued support to reduce class size for years to come. Passage of the Kennedy-Murray amendment will ensure effective local planning as school districts move to put this new initiative into effect.

I am asking you to show continued and long-term support for this effort to reduce class size across the nation. There can be no better way to demonstrate a commitment to work together in this Congress to strengthen the quality of education.

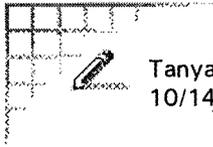
Ever Class Size

CLINTON VICTORY ON SMALLER CLASSES WITH QUALITY TEACHERS

President Clinton's Goal	Administration's Proposal	Final Agreement in Omnibus Appropriations Bill	President's Goal Met
CLEAR PURPOSE	Reduce class size in the early grades	Reduce class size in the early grades	✓
FIRST STEP TOWARD HIRING 100,000 TEACHERS	\$1.1 billion in first year • Help school districts hire 35,000 teachers in the first year of a seven year-initiative to hire 100,000 teachers	\$1.2 billion in first year • Help school districts hire 31,000 teachers in the first year.	✓
TARGETING NEEDIEST STUDENTS	Targeted to high poverty students using Title 1 formula	Targeted to high poverty communities, with 80% of funds allocated by poverty and 20% by population count	✓
GETTING DOLLARS TO LOCAL SCHOOL DISTRICTS	99.4% of funds to local school districts; 0% for federal administration 0.5% for costs to state of program administration and testing of new teachers 0.1% for evaluation	100% to local school districts 0%for federal administration 0% for costs to state of program administration and testing of new teachers 0% for evaluation	✓
ENSURING TEACHER QUALITY	Requires that local school districts spend at least 10% of funds on improving teacher quality New teachers must meet state certification requirements New teachers must pass state-selected competency test	Establishes 15% cap for local school district expenditures on improving teacher quality New teachers must meet state certification requirements School districts may use funds for teacher competency tests	✓

ACCOUNTABILITY FOR RESULTS	Participating school districts or schools produce an annual report card to parents and the public on student achievement and class size	Participating school districts or schools produce an annual report card to parents and the public on student achievement and class size	✓
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Ed - Class Size



Tanya E. Martin
10/14/98 03:18:13 PM

Record Type: Record

To: Cathy R. Mays/OPD/EOP, Bruce N. Reed/OPD/EOP

cc:

Subject:

Top Reasons to Reduce Class Size:

- 1. Increased Student Achievement.** Conclusive research in Tennessee, Wisconsin, Indiana and North Carolina confirm what parents and teachers know from experience -- small classes promote effective teaching and learning. In the Tennessee study, researchers found that students in smaller classes earned significantly higher scores on basic skills tests in all four years and in all types of schools -- urban, suburban and rural. The effects of smaller classes were largest for minority and low-income students.
- 2. Reduced discipline problems.** In smaller classes, teachers report that students had fewer discipline problems allowing more of the classroom time to be devoted to learning. Students also paid more attention, asked more questions, and increased their participation in classroom discussion.
- 3. Increased instruction time.** Teachers report that smaller classes allow them to provide more individualized attention to students, identify and remediate learning problems earlier, and cover material more effectively.
- 4. Continuing achievement gains.** Smaller classes in the early grades help give students a solid foundation in the basics that allows them to maintain higher levels of achievement. Follow-up studies have shown that the achievement gains continued when students returned to larger classes after the third grade.

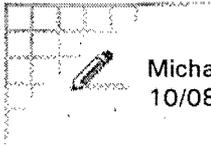
Class Size Reduction Initiative Estimates

	Total Allocations FY 1999-2005	Average Class-Size**	Teachers Funded in 2005***
ALABAMA	\$212,269,243	20.90	2,161
ALASKA	29,163,203	20.20	179
ARIZONA	191,376,153	23.80	1,828
ARKANSAS	127,094,069	20.20	1,360
CALIFORNIA	1,397,655,780	27.70	9,271
COLORADO	118,415,890	23.70	1,053
CONNECTICUT	115,480,802	20.10	676
DELAWARE	30,741,974	23.70	212
DISTRICT OF COLUMBIA	36,240,369	21.40	230
FLORIDA	583,398,359	24.00	4,718
GEORGIA	327,427,717	21.00	3,044
HAWAII	33,900,890	21.80	261
IDAHO	36,857,172	22.00	370
ILLINOIS	548,174,868	22.00	4,359
INDIANA	192,301,609	20.80	1,452
IOWA	67,524,037	20.80	897
KANSAS	92,339,744	20.10	939
KENTUCKY	214,764,120	22.60	2,048
LOUISIANA	322,238,008	20.10	3,564
MAINE	48,746,392	18.60	431
MARYLAND	166,900,465	23.80	1,125
MASSACHUSETTS	245,702,459	21.40	1,952
MICHIGAN	549,709,510	25.50	3,377
MINNESOTA	146,072,173	22.90	1,148
MISSISSIPPI	210,023,658	22.00	2,458
MISSOURI	212,112,715	21.60	2,220
MONTANA	42,917,112	19.00	442
NEBRASKA	53,460,359	18.20	587
NEVADA	37,214,145	20.90	300
NEW HAMPSHIRE	30,007,357	20.10	254
NEW JERSEY	271,858,869	21.50	1,637
NEW MEXICO	105,219,567	19.40	1,077
NEW YORK	1,143,265,730	22.00	6,650
NORTH CAROLINA	234,278,899	24.20	2,368
NORTH DAKOTA	29,991,443	18.40	352
OHIO	504,298,107	22.50	4,031
OKLAHOMA	146,215,789	19.40	1,561
OREGON	114,806,227	22.50	847
PENNSYLVANIA	557,514,161	21.80	3,497
RHODE ISLAND	41,295,822	19.90	258
SOUTH CAROLINA	158,490,832	19.60	1,528
SOUTH DAKOTA	32,687,347	19.30	395
TENNESSEE	216,711,096	22.20	2,161
TEXAS	1,063,084,481	19.00	11,155
UTAH	55,663,942	24.80	515
VERMONT	29,562,521	18.70	241
VIRGINIA	185,270,647	20.30	1,648
WASHINGTON	182,511,317	23.10	1,361
WEST VIRGINIA	123,609,977	19.70	1,047
WISCONSIN	210,844,513	21.90	1,547
WYOMING	27,304,025	18.30	257
PUERTO RICO	442,178,333	20.00	7,961
OUTLYING AREAS	124,210,000	21	1,022
TOTAL	\$12,421,000,000*	21.90	106,042

* Reflects the withholding of \$2 million per year for national evaluation of the program.

** Average class size was estimated from reports of first, second, and third grade teachers of self-contained and departmentalized classes in the 1993-94 school year. Since the 1993-94 school year, several States have begun programs to reduce class size.

*** The number of new teachers funded in year 7 in each State was estimated using state-specific estimates of newly hired teachers for grades 1-3. The teacher cost estimates include salary and benefits, and were derived from data reported in the 1993-94 Schools and Staffing Survey and the CPI for education.



Michael Cohen
10/08/98 05:33:04 PM

Record Type: Record

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

cc: Laura Emmett/WHO/EOP

Subject: class size numbers

Education Department estimates that if we get \$500 million we could add almost 18,000 new teachers, and \$700 million would result in roughly 25,000 teachers.

Class Size Simulations: State Allocations Based On Title I Share and Eisenhower Share
And The Greater Of The Two

	Allocation Based <u>On Title I Share</u>	Allocation Based <u>On Eisenhower</u>	Greater Of <u>The Two</u>
US TOTAL	1,124,619,463	1,124,619,463	1,194,000,000
ALABAMA	19,413,279	17,581,251	19,413,279
ALASKA	2,667,573	5,623,097	5,623,097
ARIZONA	17,508,087	17,378,574	17,508,087
ARKANSAS	11,623,964	10,711,502	11,623,964
CALIFORNIA	127,899,128	129,177,934	129,177,934
COLORADO	10,833,395	13,164,489	13,164,489
CONNECTICUT	10,658,933	11,353,179	11,353,179
DELAWARE	2,811,549	5,623,097	5,623,097
DISTRICT OF COLUMBIA	3,360,381	5,623,097	5,623,097
FLORIDA	51,524,144	51,848,131	51,848,131
GEORGIA	29,909,345	29,858,145	29,909,345
HAWAII	3,100,485	5,623,097	5,623,097
IDAHO	3,370,860	5,623,097	5,623,097
ILLINOIS	50,137,659	48,544,320	50,137,659
INDIANA	17,693,219	20,096,000	20,096,000
IOWA	8,004,299	9,448,330	9,448,330
KANSAS	8,451,810	9,582,885	9,582,885
KENTUCKY	19,641,601	17,068,628	19,641,601
LOUISIANA	29,471,026	23,677,659	29,471,026
MAINE	4,455,197	5,623,097	5,623,097
MARYLAND	15,267,308	17,485,082	17,485,082
MASSACHUSETTS	22,447,648	22,114,039	22,447,648
MICHIGAN	50,275,610	44,786,678	50,275,610
MINNESOTA	13,346,448	16,662,118	16,662,118
MISSISSIPPI	19,208,820	15,019,439	19,208,820
MISSOURI	19,403,212	20,568,788	20,568,788
MONTANA	3,925,131	5,623,097	5,623,097
NEBRASKA	4,889,345	5,827,594	5,827,594
NEVADA	3,409,012	5,623,097	5,623,097
NEW HAMPSHIRE	2,702,773	5,623,097	5,623,097
NEW JERSEY	24,837,934	27,414,745	27,414,745
NEW MEXICO	9,619,782	8,703,204	9,619,782
NEW YORK	104,517,491	85,879,596	104,517,491
NORTH CAROLINA	21,468,563	24,678,787	24,678,787
NORTH DAKOTA	2,742,908	5,623,097	5,623,097
OHIO	46,139,496	45,080,185	46,139,496
OKLAHOMA	13,372,051	13,529,819	13,529,819
OREGON	10,503,175	11,564,476	11,564,476
PENNSYLVANIA	50,982,529	47,833,137	50,982,529
PUERTO RICO	40,440,447	28,049,658	40,440,447
RHODE ISLAND	3,773,080	5,623,097	5,623,097
SOUTH CAROLINA	14,495,110	14,295,423	14,495,110
SOUTH DAKOTA	2,989,498	5,623,097	5,623,097
TENNESSEE	19,773,491	20,066,133	20,066,133
TEXAS	97,206,460	89,598,331	97,206,460
UTAH	5,080,878	7,691,587	7,691,587
VERMONT	2,685,220	5,623,097	5,623,097
VIRGINIA	18,978,780	21,038,247	21,038,247
WASHINGTON	16,693,194	19,619,284	19,619,284
WEST VIRGINIA	11,301,032	8,779,082	11,301,032
WISCONSIN	19,291,366	20,118,645	20,118,645
WYOMING	2,505,740	5,623,097	5,623,097

10/14/98

Class Size Simulations: Comparison of State Allocations Based On Title I Share, Title VI Share, On 50% Title I Share/50% Title VI Share and Based 50% Poverty Count/50% School Aged Population Count

US TOTAL	Allocation Based Solely On Title I Share \$1,087,000,000	Allocation Based Solely On Title VI Share* \$1,087,000,000	Allocation Based On 50% Title I Share & 50% Title VI Share* \$1,087,000,000	Allocation Based On 50% Poverty & 50% School Age Pop* \$1,087,000,000
ALABAMA	518,763,888	516,346,024	\$17,267,053	\$17,606,492
✓ALASKA	2,578,340	5,435,000	5,435,000	5,435,000
ARIZONA	16,822,427	16,808,041	16,861,860	18,288,303
ARKANSAS	11,235,133	10,149,236	10,518,183	10,602,804
✓CALIFORNIA	123,820,785	128,437,205	124,087,511	133,870,145
✓CDLORADO	10,471,008	15,244,155	12,886,676	12,495,325
✓CONNECTICUT	10,205,728	12,043,653	10,862,822	10,311,755
✓DELAWARE	2,717,500	5,435,000	5,435,000	5,435,000
✓DISTRICT OF COLUMBIA	3,247,873	5,435,000	5,435,000	5,435,000
✓FLORIDA -	49,800,618	51,686,383	49,865,492	51,423,878
✓GEORGIA -	28,908,852	29,341,022	28,874,418	29,889,257
✓HAWAII	2,896,771	5,435,000	5,435,000	5,435,000
✓IDAHO	3,258,102	5,435,000	5,435,000	5,435,000
ILLINOIS	48,460,512	46,855,297	46,856,421	43,600,257
✓INDIANA	17,004,712	22,811,868	19,633,984	19,565,811
✓IOWA	7,736,549	11,266,699	9,370,359	9,155,260
✓KANSAS	8,188,080	10,818,221	8,262,852	8,885,604
KENTUCKY	18,884,673	14,874,812	16,641,187	16,596,648
LOUISIANA	28,485,188	18,873,893	23,302,307	23,469,849
✓MAINE	4,306,167	5,435,000	5,435,000	5,435,000
✓MARYLAND	14,758,803	18,411,738	16,846,780	15,606,721
MASSACHUSETTS	21,898,765	21,602,611	21,312,258	19,372,696
MICHIGAN	48,593,849	38,080,211	43,086,874	38,050,574
✓MINNESOTA	12,889,998	19,484,382	15,885,432	15,679,354
MISSISSIPPI	18,566,269	11,564,261	14,788,108	14,412,838
✓MISSOURI	18,754,158	21,525,349	19,843,318	20,421,741
✓MONTANA	3,793,832	5,435,000	5,435,000	5,435,000
✓NEBRASKA	4,725,783	6,888,534	5,729,019	5,435,000
✓NEVADA	3,284,978	6,140,140	5,435,000	5,435,000
✓NEW HAMPSHIRE	2,612,383	5,435,000	5,435,000	5,435,000
✓NEW JERSEY	24,007,086	28,643,535	26,442,348	24,888,390
NEW MEXICO	9,287,892	7,854,989	8,334,572	8,870,075
✓NEW YORK	101,021,283	67,433,788	82,711,698	73,202,270
✓NORTH CAROLINA	20,750,421	27,872,862	23,877,199	24,748,991
✓NORTH DAKOTA	2,851,155	5,435,000	5,435,000	5,435,000
OHIO	44,586,091	43,758,880	43,404,020	41,917,194
✓OKLAHOMA	12,824,744	13,883,008	13,101,509	14,026,136
✓OREGON	10,151,835	12,500,670	11,184,388	10,484,622
PENNSYLVANIA	49,277,121	44,883,889	46,226,507	41,347,097
PUERTO RICO	38,087,680	17,868,537	27,899,468	37,802,078
✓RHODE ISLAND	3,646,888	5,435,000	5,435,000	5,435,000
✓SOUTH CAROLINA -	14,010,238	14,328,031	13,951,114	14,510,401
✓SOUTH DAKOTA	2,889,497	5,435,000	5,435,000	5,435,000
✓TENNESSEE	18,112,051	20,072,584	19,293,348	20,839,356
✓TEXAS -	93,954,823	81,061,029	86,087,850	89,190,132
✓UTAH	4,820,584	10,276,102	7,512,323	7,683,300
✓VERMONT	2,585,387	5,435,000	5,435,000	5,435,000
✓VIRGINIA	16,410,825	24,659,755	20,288,148	21,378,512
✓WASHINGTON	18,134,782	22,018,682	18,815,853	18,548,123
WEST VIRGINIA	10,823,003	6,802,438	8,598,998	8,036,978
WISCONSIN	18,646,854	21,077,801	18,587,742	17,653,031
✓WYOMING	2,421,021	5,435,000	5,435,000	5,435,000

* Includes a small state minimum of 1/2 of 1 percent

35

PROPOSED MODIFICATIONS TO THE GORTON/GOODLING DRAFT PROPOSAL FOR LOCAL TEACHER QUALITY GRANTS

NEW LANGUAGE IN ITALICS; DELETIONS WITHIN BOLD BRACKETS

Local Teacher Quality *and Class Size Reduction* Grants

Purpose

Amends Title VI of the Elementary and Secondary Education Act to create a new Part D. The purpose of this new part is to provide funds to local educational agencies to allow such agencies to hire high quality teachers, including special education teachers, [and] reduce class size *in the early grades to a national goal of 18, and raise student achievement.*

Use of Funds Part D

Local educational agencies shall use funds made available under this section *to improve teacher quality, reduce the number of children in regular classes, and raise student achievement through* [for] one or more of the following activities:

- Hiring new high quality teachers who have successfully completed an academic major in the subject area in which they plan to teach and possess strong teaching skills;
- Hiring new high quality teachers through State and local alternative teacher certification procedures;
- Reducing class size by increasing the ratio of classroom teachers to students;
- Providing professional development to teachers to teach special needs children [and to reduce the costs associated with teaching children identified as special education students];
- Providing professional development to teachers consistent with Title II of the Higher Education Act Amendments of 1998;
- [Providing for the acquisition and use of instructional and educational materials to assist classroom teachers to improve students achievement; or,]
- [Providing for teacher] *Testing new teachers using State competency exams based on the subject areas taught by the teacher, or content deemed appropriate by the State for elementary school teachers.*

Funding Limitation

- None of these funds shall be used to increase the salaries or provide additional benefits to currently employed teachers.
- *No local education agency may use more than 5 percent of its allocation for local administrative costs.*

Special Priorities

- In hiring new quality teachers under this section, local educational agencies may give priority to hiring new special education teachers, *teachers of Limited-English proficient students, teachers in subject areas with a shortage of qualified teachers, and teachers in schools with large class sizes.*

Funding Formula

- Over and above the money currently allocated to Title VI activities, an additional \$1.1 billion will be dispersed pursuant to this part.
- For purposes of this part, the State educational agency shall distribute 100 percent of these funds directly to local educational agencies based upon the formula *in the title I of the Elementary and Secondary Education Act adjusted for the hold-harmless provision* [under this section (this is the current Title VI formula which is distributed based on student enrollment in public and private nonprofit schools within the local education agency based on the following criteria:

Children living in areas with high concentrations of low income families;
Children from low income families; and
Children living in sparsely populated areas.))

Application Process

There will be no new application required. Instead, Local Education Agencies will submit to the State, in its application for funds under Title VI, a description of how they will meet the requirements of this part. The State shall be responsible for ensuring compliance by the local education agencies.

Annual Public Report Card

- *At the end of each school year in which a school receives funds under this program, the local education agency shall issue a report card on that school*

to parents and the general public. The report card shall provide clear, and easily understandable information on (1) class size reduction goals in grades 1-3 and other grade levels determined by the LEA, (2) actual class sizes that year (3) teacher certification, licensure and related academic qualifications for teachers, (4) student achievement levels in reading in grades 1-3, and in other grade levels and subject areas determined by the local education agency.

- *Based on the public report card the state may require a local education agency to take appropriate corrective actions as a condition for continued receipt of funds.*

Local Control

If the local education agency [decides] *determines* by an affirmative approval of the local school board, that it [do not need funds] *has met its goals for reducing class size and raising student achievement* [under this part for the purposes of hiring quality teachers and reducing class size,] then the local educational agency can spend these funds on activities under section 6301.

Delete as 1st position

Permits Pilot Testing only for Items that may be embedded in state tests

Sec. ___ Notwithstanding any other provisions of Federal law, funds provided to the Department of Education or to an applicable program may not be used to pilot test, field test, implement or administer any federally sponsored national test in reading, mathematics or any other subject: Provided, That the National Assessment Governing Board (NAGB) shall retain exclusive authority over the development of voluntary national tests as described in Section 307 of the Department of Education Appropriations Act, 1998; Provided, that NAGB may conduct studies to determine the technical quality of test items ~~that may be used solely~~ for the purpose of incorporation in state or local tests in order to measure student progress against National Assessment of Education Progress benchmarks.

AND

in addition items

NAS Study on Embedding NAEP Items in State and Local Tests

The National Academy of Sciences shall conduct a study of the technical feasibility of including items from the National Assessment of Educational Progress or other tests in state and district assessments to provide a measure of individual student performance against National Assessment of Educational Progress standards in 4th grade reading and 8th grade mathematics, ~~and the quality of the information about a student's performance that would be provided to parents and teachers.~~ The National Academy of Sciences shall report the results of the study to Congress by June 1, 1999.

Report Language

The Committee bill provides that the National Assessment Governing Board retains exclusive authority over the policies, direction and guidelines for voluntary national tests for 4th grade reading and 8th grade math. The bill includes language prohibiting the use of funds to pilot test, field test, implement, or administer any federally sponsored national tests.

The Committee recognizes that many states and local communities have already developed tests aligned with state and local academic standards, and may wish to have an efficient way of also determining how well students perform relative to the National Assessment of Education Progress achievement levels. Therefore, the bill also provides that the National Academy of Sciences conduct a study to determine the feasibility of incorporating items from NAEP or other tests into state or local tests for these purposes. Further, the Committee bill permits NAGB to conduct studies to determine the technical quality of test items developed under its authority for these purposes. Such studies may address issues including how well students understand and interpret the questions, how different ethnic, racial or gender groups respond to the questions, if the questions measure the content area they are supposed to measure, if the questions are too easy or too difficult for the target population, if the questions assess the range of skills and abilities of all

Class Size language 10/14 10:30 am classlan7

“Provided further, That, notwithstanding any other provision of law, \$1,100,000,000 shall be available under Title VI of the Elementary and Secondary Education Act of 1965, to be allocated such that each State and, within each State, each local educational agency, shall receive the same share of funds as it received under section 1122 of that Act for fiscal year 1998, to carry out effective approaches to reducing class sizes with quality teachers (including recruiting, hiring, and training teachers, including special education teachers, and testing new teachers for State certification) in order to improve educational achievement in the early elementary grades, which shall be expended in accordance with the statement of the managers on the conference report accompanying this Act and such regulations as the Secretary of Education determines are necessary to implement such statement, including regulations to ensure that States and local educational agencies are appropriately held accountable for class size reduction and improved student achievement: Provided further, That in expending funds made available under the previous proviso, no State educational agency may use more than one-half of one percent of its allocation or \$50,000, whichever is greater, for administrative costs and State-level activities and no local educational agency may use more than 5 percent of its suballocation for local administrative costs: Provided further, That no funds for the class size reduction initiative under this heading may be used for Federal administration.

CONCEPTUAL AGREEMENTS [Suggested language here and under Open Issues could be statutory or report language.]

Teacher Quality and Hiring

Local educational agencies shall use funds to reduce class size by hiring and improving the quality of teachers. Suggested language:

recruiting + preparing
“Hiring new high quality certified teachers that possess strong teaching skills, including teachers of special education and teachers certified through state and local alternative routes;

“Providing for testing of new teachers using State competency examinations based on subject areas to be taught, or content deemed appropriate by the State for elementary school teachers;

“Providing professional development to teachers to teach special needs children, *and*”

“Providing professional development to teachers consistent with Title II of the Higher Education Act Amendments of 1998,” *except that may not exceed 10% of*

No new application

Agree on principle of no new application

Open on whether to include class size description in Title I or Title VI application.

Suggested language:

“There will be no new application required. Instead, the local education agency will submit to the State, in its application for funds under [Title I/Title VI], a description of how it will meet the requirements of this part. The State shall be responsible for ensuring compliance by the local education agencies.”

School Report Card suggested language:

“At the end of each school year in which a school receives funds under this program, the local educational agency shall issue a “Class Size Reduction and Teacher Quality Accountability Report” for that school to parents and the general public, which shall provide clear and easily understandable information on

“(1) class size reduction goals in grades one through three and other grade levels determined by the local educational agency.

“(2) actual class sizes that year.

“(3) teacher certification, licensure and related academic qualifications of that year’s teachers.

“(4) student achievement levels in reading in grades one through three and in other grade levels and subject areas determined by the local educational agency.

“Based on such accountability report, the State may require a local educational agency to take appropriate corrective actions as a condition for continued receipt of funds.”

OPEN ISSUES

Maintenance of ^{effort} issues Suggested language:

“A local educational agency may receive grant funds under Part D ^{if} only it has on file with the SEA an assurance that the LEA will spend at least as much, from non-Federal resources, as the LEA spent in the previous year for the combination of:

“a) teachers in regular classrooms in grades 1 through 3 in schools receiving assistance under Part D;

“b) teachers in each other grade and subject area for which funds under Part D are expended; and

“c) the other quality improvement activities eligible for support under Part D.

“The Secretary may waive or modify this requirement if he determines that doing so would be equitable due to exceptional or uncontrollable circumstances.”

DRAFT
OCTOBER 14, 1998
8:30 PM

1 1. In the appropriations language, insert the following in the
2 appropriate place:

3 "of which \$1,166,300,000, which shall become available on
4 July 1, 1999 and remain available through September 30, 2000,
5 shall be available, notwithstanding any other provision of law,
6 to carry out Title VI of the Elementary and Secondary Education
7 Act of 1965 in accordance with section 3XX of this Act, in order
8 to reduce class sizes in the early grades, using well qualified
9 teachers and thereby improving educational achievement".

10 2. In the numbered sections of Title III of the Labor/HHS/ED
11 appropriations bill, insert the following:

12 SEC. 3XX. (a) From the amount appropriated to carry out
13 this section, the Secretary of Education—

14 (1) shall make available a total of \$11,000,000 to the
15 Secretary of the Interior (on behalf of the Bureau of Indian
16 Affairs) and the outlying areas for activities under this
17 section; and

18 (2) shall allocate the remainder by providing each
19 State the greater of the amount it would receive if a total of
20 \$1,089,000,000 were allocated under part A of title I of the
21 Elementary and Secondary Education Act of 1965 (ESEA) or under
22 title II of the ESEA for fiscal year 1998, except that such

1 allocations shall be ratably increased or decreased as may be
2 necessary.

3 (b) Each State that receives funds under this section—

4 (1) may reserve not more than one-half of one percent
5 for the cost of administering this section; and

6 (2) shall distribute at least 99.5 percent to local
7 educational agencies in accordance with their respective
8 allocations for fiscal year 1998 under part A of title I of the
9 ESEA except that, if a local educational agency's award under
10 this section would be less than the starting salary for a new
11 teacher in that agency, the State shall not make that award
12 unless the local educational agency agrees to form a consortium
13 with at least one other local educational agency in order to
14 reduce class size.

15 (c) (1) Each local educational agency that receives funds
16 under this section shall use those funds to carry out effective
17 approaches to reducing class size with quality teachers to
18 improve educational achievement for both regular and special
19 needs students, and shall give priority to reducing class size
20 in grades 1 through 3 in accordance with research findings
21 showing that class-size reduction has the most benefit at those
22 grade levels.

23 (2) (A) Each such local educational agency may pursue
24 the goal of reducing class size through—

1 (i) recruiting, hiring, and training
2 certified regular and special education teachers and teachers of
3 special-needs children, including those certified through State
4 and local alternative routes;

5 (ii) testing new teachers for State
6 certification requirements that are consistent with
7 section 202(d)(2) of the Higher Education Act of 1965 (HEA); and

8 (iii) providing professional development to
9 teachers, including special education teachers and teachers of
10 special-needs children, consistent with title II of the HEA.

11 (B) A local educational agency may not use more
12 than a total of 10 percent of its award under this section for
13 activities described in clauses (ii) and (iii) of
14 subparagraph (A).

15 (C) A local educational agency that has already
16 reduced class size in the early grades to 18 or less may use its
17 funds under this section to-

18 (i) make further class-size reductions in
19 grades 1 through 3;

20 (ii) reduce class size in kindergarten or
21 other grades; or

22 (iii) carry out activities to improve
23 teacher quality.

1 (3) Each such agency shall use funds under this
 2 section only to supplement, and not to supplant, State and local
 3 funds that, in the absence of funds under this section, it would
 4 spend for activities under this section.

5 (4) No funds made available under this section may be
 6 used to increase the salaries of, or provide benefits (other
 7 than participation in professional development and enrichment
 8 programs) to, teachers who are, or have been, employed by the
 9 local educational agency.

10 (d) (1) Each State receiving funds under this section shall
 11 report on activities in the State under this section, consistent
 12 with section 6202(a) (2) of the ESEA.

13 (2) Each school benefiting from this section, or the
 14 local educational agency serving that school, shall produce an
 15 annual report to parents, the general public, and the State
 16 educational agency on student achievement and class size in the
 17 school and on the effect of the activities carried out under
 18 this section.

19 (e) Section 6402 of the ESEA shall apply to this section
 20 only with respect to professional development activities.

* * * * *

Provided further, That this provision is to carry out effective approaches to reducing class size with quality teachers to improve educational achievement [in the early elementary grades], for both regular and special needs students;

Provided further, That local educational agencies may pursue the goal of reducing class size through recruiting, hiring, and training certified regular and special education teachers and teachers of special needs children, including those certified through state and local alternative routes, testing new teachers for state certification, and providing professional development to teachers, including special education teachers, and teachers of special needs children consistent with Title II of the Higher Education Act Amendments of 1998, except that not more than ten (10) percent of the funds provided under this provision may be used for testing of new teachers and professional development:

WE

① Program Next-1yr \$

THEY

- ② ~~State~~ Match
- ③ Private schools

DISBURSE

- ① 1-3
- ② 10% CAP
- ③ 1/2 of 1% for STATES

summarizing the information reported by its schools. Within 3 years of receiving program funding, each LEA's reports shall provide evidence of the reading achievement of students, in grades 3, 4, or 5, in schools served under the program; such evidence shall be based on the assessments required under Title I, or comparably rigorous State or local assessments, and shall be disaggregated as required under Title I. An LEA with schools that fail to show improved student achievement in reading within 3 years shall, with the approval of the SEA, develop and implement a program improvement plan. If a participating school fails to show improvement after an additional 2 years, the SEA shall reduce the subgrant to the LEA by an amount equal to the share of the LEA's subgrant attributable to that school.

10/12/98

"Statement of the Managers" language on
Class Size Reduction and Teacher Quality Initiative

The conference agreement provides \$1,100,000,000, within the School Improvement Programs account, for the first year of an initiative on class-size reduction and quality teaching. The conferees agree that the purpose of this initiative is to reduce class sizes in the early elementary grades, employing well prepared teachers, in order to improve student achievement in reading and other basic skills. The conferees' goal is that the 1999 appropriation will finance the first step in reducing class sizes in grades 1 through 3 to an average of 18 by 2005.

The conferees direct that the State educational agency (SEA) of each State desiring to participate in the program will file an application with the Secretary. The Secretary, through regulations, will establish requirements for the application.

no new application

The conferees direct that, at the local level, LEAs use their subgrants to pay the salaries and benefits of the additional teachers needed to reduce class sizes in grades 1 through 3, to the level set by the State as the State goal. Teachers hired for new positions shall be required to meet the State's requirements for full certification, or must be making satisfactory progress toward full certification within 3 years. All new teachers hired with program funds to teach grades 1 through 3 must pass a teacher competency test selected by the State. In addition, each LEA shall use at least 10 percent of its subgrant for activities to ensure that teachers who will teach in smaller classes are well prepared to teach reading and other subjects effectively in a small class setting. Further, an LEA that has already reached the State goal for class-size reduction in grades 1-3 may use subgrant funds to make further class-size reductions in those grades, to reduce class sizes in other grades, or to undertake additional quality improvement activities.

certifying teachers

for profess. develop.

NO other grades

The conferees direct the Secretary of Education to establish, through regulation, graduated matching requirements beginning with a 5 percent match for LEAs with a 30-40 percent poverty rate up to a 45 percent matching requirement for districts with less than 10 percent child poverty.

In order to permit LEAs to implement this initiative in an orderly fashion, the conferees direct that any funds received under the program by an SEA or LEA shall remain available for obligation and expenditure by the SEA or LEA for one fiscal year beyond the period ordinarily provided by the General Education Provisions Act.

Finally, the conferees direct that each school benefitting from the program produce an annual report to parents and the general public on its student achievement in reading (using the data it would prepare under Title I, and disaggregated as required by the Title I statute), average class size in its regular classrooms, and teacher certification and related qualifications. This information will enable the public to judge the effectiveness of the program. The conferees further direct each LEA receiving funding to provide to the SEA, each year, a report

305-557-1849

305-231-9024 (1.2)

Class Size language

including spec. ed teachers

"*Provided further*, That, notwithstanding any other provision of law, \$1,100,000,000 shall be available under Title VI of the Elementary and Secondary Education Act of 1965, to be allocated such that each State and, within each State, each local educational agency, shall receive the same share of funds as it received under section 1122 of that Act for fiscal year 1998, to carry out effective approaches to reducing class sizes with quality teachers (including recruiting, hiring, and training teachers, and testing new teachers for State certification) in order to improve educational achievement in the early elementary grades, which shall be expended in accordance with the statement of the managers on the conference report accompanying this Act and such regulations as the Secretary of Education determines are necessary to implement such statement, including regulations to ensure that States and local educational agencies are appropriately held accountable for class size reduction and improved student achievement: *Provided further*, That in expending funds made available under the previous proviso, no State educational agency may use more than one-half of one percent of its allocation or \$50,000, whichever is greater, for administrative costs and State-level activities and no local educational agency may use more than 5 percent of its suballocation for local administrative costs: *Provided further*, That no funds for the class size reduction initiative under this heading may be used for Federal administration.

CONCEPTUAL AGMT.

- ① School Report Card
- ② Teacher Quality
- ③ No new application

OPEN ISSUES

- ① MOE

Following is suggested language on teachers that pulls from the list that was agreed on, and collapses some of them:

Hiring new high quality certified teachers that possess strong teaching skills, including teachers of special education and teachers certified through state and local alternative routes;

[state use of funds];

Providing for testing of new teachers using State competency examinations based on subject areas of the teacher, or content deemed appropriate by the State for elementary school teachers;

[10% activities];

Providing professional development to teachers to teach special needs children;

Providing professional development to teachers consistent with Title II of the Higher Education Act Amendments of 1998;

ISSUE: Is there an agreement to make professional development only 10% of the funds? If so, language needs to be drafted that way.

570
1.2
60m

**PROPOSED MODIFICATIONS TO THE GORTON/GOODLING DRAFT PROPOSAL
FOR LOCAL TEACHER QUALITY GRANTS -- 10/13 REVISED**

NEW LANGUAGE IN ITALICS; DELETIONS WITHIN BOLD BRACKETS

Local Teacher Quality *and Class Size Reduction Grants*

Purpose

Amends Title VI of the Elementary and Secondary Education Act to create a new Part D. The purpose of this new part is to provide funds to local educational agencies to allow such agencies to hire high quality teachers, including special education teachers, [and] reduce class size *in the early grades to a national goal of 18, and raise student achievement.*

Use of Funds Part D

Local educational agencies shall use funds made available under this section *to improve teacher quality, reduce the number of children in regular classes, and raise student achievement through* [for] one or more of the following activities:

- Hiring new high quality teachers who have successfully completed an academic major in the subject area in which they plan to teach and possess strong teaching skills;
- Hiring new high quality *certified* teachers, *including* through State and local alternative teacher certification procedures, *in order to reduce class size in the early grades;*
- Reducing class size by increasing the ratio of *regular* classroom teachers to students;
- Providing professional development to teachers to teach special needs children [and to reduce the costs associated with teaching children identified as special education students];
- [COMBINE THE TWO PROFESSIONAL DEVELOPMENT PROVISIONS AS FOLLOWS] Providing professional development to teachers consistent with Title II of the Higher Education Act Amendments of 1998; or, Providing for [teacher] *Testing new teachers using State* competency exams based on the subject areas taught by the teacher, *or content deemed appropriate by the State for elementary school teachers; except that the total spent on these forms of professional development may not exceed 10% of the funds provided under Part D.*
- [• Providing for the acquisition and use of instructional and educational materials to assist classroom teachers to improve students achievement;]

Funding Limitation

- None of these funds shall be used to increase the salaries or provide additional benefits to currently employed teachers.
- *No local education agency may use more than 3 percent of its allocation for local administrative costs.*

Special Priorities

- In hiring new quality teachers under this section, local educational agencies may give priority to hiring new special education teachers, *teachers of Limited-English proficient students, teachers in subject areas with a shortage of qualified teachers, and teachers in schools with large class sizes.*

Funding Formula

- Over and above the money currently allocated to Title VI activities, an additional \$1.1 billion will be dispersed pursuant to this part *to States in accord with the Title I formula.*
- For purposes of this part, the State educational agency shall distribute 100 percent of these funds directly to local educational agencies based upon the formula *in the title I of the Elementary and Secondary Education Act adjusted for the hold-harmless provision.* [under this section (this is the current Title VI formula which is distributed based on student enrollment in public and private nonprofit schools within the local education agency based on the following criteria:

Children living in areas with high concentrations of low income families;
 Children from low income families; and
 Children living in sparsely populated areas.))]

Application Process

There will be no new application required. Instead, Local Education Agencies will submit to the State, in its application for funds under Title VI, a description of how they will meet the requirements of this part. The State shall be responsible for ensuring compliance by the local education agencies.

Annual Public Report Card

- *At the end of each school year in which a school receives funds under this program, the local educational agency shall issue a report card on that school to parents and the general public. The report card shall provide clear, and easily understandable information on (1) class size reduction goals in grades 1-3 and other grade levels determined by the LEA, (2) actual class sizes that year (3) teacher certification, licensure, and related academic qualifications for teachers; (4) student achievement levels in reading in grades 1-3, and in other grade levels and subject areas determined by the*

local education agency.

- *Based on the public report card the state may require a local educational agency to take appropriate corrective actions as a condition for continued receipt of funds.*

[Local Control

If the local education agency decides by an affirmative approval of the local school board, that they do not need funds under this part for the purposes of hiring quality teachers and reducing class size, then the local educational agency can spend these funds on activities under section 6301.]

Maintenance of Effort

A local educational agency may receive grant funds under Part D only if it has on file with the SEA an assurance that the LEA will spend at least as much, from non-Federal resources, as the LEA spent in the previous year for the combination of:

- a) teachers in regular classrooms in grades 1 through 3 in schools receiving assistance under Part D;*
- b) teachers in each other grade and subject area for which funds under Part D are expended; and*
- c) the other quality improvement activities eligible for support under Part D.*

The Secretary may waive or modify this requirement if he determines that doing so would be equitable due to exceptional or uncontrollable circumstances.

Class Size Simulations: State Allocations Based On Title I Share

	Allocation Based <u>On Title I Share</u>
US TOTAL*	1,087,000,000
ALABAMA	18,763,888
ALASKA	2,578,340
ARIZONA	16,922,427
ARKANSAS	11,235,133
CALIFORNIA	123,620,795
COLORADO	10,471,009
CONNECTICUT	10,205,728
DELAWARE	2,717,500
DISTRICT OF COLUMBIA	3,247,973
FLORIDA	49,800,618
GEORGIA	28,908,852
HAWAII	2,996,771
IDAHO	3,258,102
ILLINOIS	48,460,512
INDIANA	17,004,712
IOWA	7,736,549
KANSAS	8,169,090
KENTUCKY	18,984,573
LOUISIANA	28,485,196
MAINE	4,306,167
MARYLAND	14,756,603
MASSACHUSETTS	21,696,755
MICHIGAN	48,593,849
MINNESOTA	12,899,998
MISSISSIPPI	18,566,269
MISSOURI	18,754,158
MONTANA	3,793,832
NEBRASKA	4,725,793
NEVADA	3,294,978
NEW HAMPSHIRE	2,612,363
NEW JERSEY	24,007,085
NEW MEXICO	9,297,992
NEW YORK	101,021,293
NORTH CAROLINA	20,750,421
NORTH DAKOTA	2,651,155
OHIO	44,596,091
OKLAHOMA	12,924,744
OREGON	10,151,835
PENNSYLVANIA	49,277,121
PUERTO RICO	39,087,680
RHODE ISLAND	3,646,868
SOUTH CAROLINA	14,010,236
SOUTH DAKOTA	2,889,497
TENNESSEE	19,112,051
TEXAS	93,954,823
UTAH	4,920,584
VERMONT	2,595,397
VIRGINIA	16,410,825
WASHINGTON	16,134,792
WEST VIRGINIA	10,923,003
WISCONSIN	18,646,054
WYOMING	2,421,921

* Note: funds for Outlying Areas and evaluation are not included in "US Total."

Class Size Simulations: State Allocations Based On Title I Share vs. Allocations Based On Title VI Share (Population Share)

	Allocation Based	Allocation Based	Difference		Average
	On Title I Share	On Title VI Share	Dollars	Percentage	Class Size*
US TOTAL	1,087,000,000	1,087,000,000			
PUERTO RICO	39,087,680	18,305,129	-20,782,551	-53.17%	20.00
DISTRICT OF COLUMBIA	3,247,973	1,817,606	-1,630,467	-50.20%	21.40
WEST VIRGINIA	10,823,003	6,768,302	-4,154,701	-38.04%	19.70
MISSISSIPPI	18,566,269	11,854,778	-6,711,491	-36.16%	22.00
LOUISIANA	28,485,198	19,450,657	-9,034,539	-31.72%	20.10
NEW YORK	101,021,293	69,127,347	-31,893,947	-31.57%	22.00
KENTUCKY	18,884,673	16,248,497	-3,736,076	-19.88%	22.60
MICHIGAN	48,593,849	40,061,983	-8,531,865	-17.56%	25.50
NEW MEXICO	9,297,992	7,847,298	-1,450,694	-15.60%	19.40
TEXAS	93,954,823	83,097,444	-10,857,379	-11.56%	19.00
ALABAMA	18,763,888	16,756,869	-2,007,220	-10.70%	20.90
WYOMING	2,421,921	2,190,592	-231,329	-9.55%	18.30
VERMONT	2,695,397	2,388,429	-206,969	-7.97%	18.70
ARKANSAS	11,236,133	10,404,206	-830,928	-7.40%	20.20
PENNSYLVANIA	49,277,121	45,816,770	-3,460,351	-7.02%	21.80
ILLINOIS	48,460,512	48,134,908	-325,604	-0.67%	22.00
DELAWARE	2,717,609	2,712,868	-4,834	-0.17%	23.70
MONTANA	3,793,832	3,803,201	9,369	0.25%	19.00
OHIO	44,598,091	44,856,150	260,059	0.58%	22.50
RHODE ISLAND	3,648,888	3,695,843	48,975	1.34%	19.90
MASSACHUSETTS	21,698,765	22,145,312	448,557	2.07%	21.40
ARIZONA	16,922,427	17,332,804	410,378	2.43%	23.80
NORTH DAKOTA	2,651,155	2,731,464	80,309	3.03%	18.40
GEORGIA	28,908,852	30,078,127	1,169,275	4.04%	21.00
SOUTH CAROLINA	14,010,238	14,889,005	878,769	6.24%	19.60
FLORIDA	49,800,618	52,984,848	3,184,230	6.39%	24.00
CALIFORNIA	123,620,795	131,683,804	8,043,009	6.51%	27.70
TENNESSEE	19,112,051	20,576,857	1,464,808	7.66%	22.20
OKLAHOMA	12,924,744	14,028,761	1,102,008	8.53%	19.40
ALASKA	2,570,340	2,893,715	315,376	12.23%	20.20
SOUTH DAKOTA	2,888,497	3,282,752	393,256	13.61%	19.30
MAINE	4,306,167	4,903,716	597,549	13.88%	18.80
WISCONSIN	18,646,054	21,607,317	2,961,263	15.88%	21.90
MISSOURI	18,754,168	22,066,108	3,311,960	17.66%	21.60
CONNECTICUT	10,205,728	12,346,213	2,140,485	20.97%	20.10
OREGON	10,151,835	12,814,711	2,682,877	26.23%	22.50
NEW JERSEY	24,007,086	30,388,240	6,381,155	26.58%	21.50
KANSAS	8,169,090	10,885,997	2,716,908	33.28%	20.10
MARYLAND	14,766,603	19,899,398	5,142,794	34.86%	23.80
NORTH CAROLINA	20,750,421	28,388,060	7,617,639	36.71%	24.20
INDIANA	17,004,712	23,384,948	6,380,236	37.52%	20.80
WASHINGTON	16,134,792	22,671,848	6,437,054	39.90%	23.10
IOWA	7,736,548	11,539,490	3,802,941	49.16%	20.80
COLORADO	10,471,009	15,627,119	5,156,110	49.24%	23.70
NEBRASKA	4,726,793	7,059,538	2,333,745	49.39%	18.20
VIRGINIA	18,410,826	26,279,257	8,868,432	54.04%	20.30
HAWAII	2,998,771	4,822,898	1,824,124	64.28%	21.80
MINNESOTA	12,899,898	19,884,099	7,084,101	54.92%	22.90
IDAHO	3,258,102	5,547,222	2,289,120	70.26%	22.00
NEW HAMPSHIRE	2,612,363	4,732,187	2,119,824	81.15%	20.10
NEVADA	3,294,978	6,294,392	2,999,414	91.03%	20.90
UTAH	4,920,584	10,533,233	5,612,649	114.08%	24.80

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Class Size Simulations: State Allocations Based On Title VI Share

	Allocation Based On Population Share.
US TOTAL*	1,087,000,000
ALABAMA	16,756,669
ALASKA	2,893,715
ARIZONA	17,332,804
ARKANSAS	10,404,206
CALIFORNIA	131,663,804
COLORADO	15,627,119
CONNECTICUT	12,346,213
DELAWARE	2,712,866
DISTRICT OF COLUMBIA	1,817,506
FLORIDA	52,984,848
GEORGIA	30,078,127
HAWAII	4,622,896
IDAHO	5,547,222
ILLINOIS	48,134,908
INDIANA	23,384,948
IOWA	11,539,490
KANSAS	10,885,997
KENTUCKY	15,248,497
LOUISIANA	19,450,657
MAINE	4,903,716
MARYLAND	19,899,398
MASSACHUSETTS	22,145,312
MICHIGAN	40,061,983
MINNESOTA	19,984,099
MISSISSIPPI	11,854,778
MISSOURI	22,066,108
MONTANA	3,803,201
NEBRASKA	7,059,538
NEVADA	6,294,392
NEW HAMPSHIRE	4,732,187
NEW JERSEY	30,388,240
NEW MEXICO	7,847,298
NEW YORK	69,127,347
NORTH CAROLINA	28,368,060
NORTH DAKOTA	2,731,464
OHIO	44,856,150
OKLAHOMA	14,026,751
OREGON	12,814,711
PENNSYLVANIA	45,816,770
PUERTO RICO	18,305,129
RHODE ISLAND	3,695,843
SOUTH CAROLINA	14,689,005
SOUTH DAKOTA	3,282,752
TENNESSEE	20,576,857
TEXAS	83,097,444
UTAH	10,533,233
VERMONT	2,388,429
VIRGINIA	25,279,257
WASHINGTON	22,571,846
WEST VIRGINIA	6,768,302
WISCONSIN	21,607,317
WYOMING	2,190,592

* Note: funds for Outlying Areas and evaluation are not included in "US Total."

Class Size language

Provided further, That, notwithstanding any other provision of law, \$1,100,000,000 shall be available under Title VI of the Elementary and Secondary Education Act of 1965, to be allocated such that each State and, within each State, each local educational agency, shall receive the same share of funds as it received under section 1122 of that Act for fiscal year 1998, to carry out effective approaches to reducing class sizes with quality teachers (including recruiting, hiring, and training teachers, and testing new teachers for State certification) in order to improve educational achievement in the early elementary grades, which shall be expended in accordance with the statement of the managers on the conference report accompanying this Act and such regulations as the Secretary of Education determines are necessary to implement such statement, including regulations to ensure that States and local educational agencies are appropriately held accountable for class size reduction and improved student achievement: *Provided further*, That in expending funds made available under the previous proviso, no State educational agency may use more than one-half of one percent of its allocation or \$50,000, whichever is greater, for administrative costs and State-level activities and no local educational agency may use more than 5 percent of its suballocation for local administrative costs: *Provided further*, That no funds for the class size reduction initiative under this heading may be used for Federal administration.

“Provided further, That, notwithstanding any other provision of law, \$1,100,000,000 shall be available under Title VI of the Elementary and Secondary Education Act of 1965, to be allocated such that each State shall receive the same share of funds as it received under section 1122 of that Act for fiscal year 1998, to carry out effective approaches to reducing class sizes with quality teachers in order to improve educational achievement in the early elementary grades, which shall be expended in accordance with the statement of the managers on the conference report accompanying this Act and such regulations as the Secretary of Education determines are necessary to implement such statement; *Provided further*, That in expending funds made available under the previous proviso, no State educational agency may use more than one-half of one percent of its allocation or \$50,000, whichever is greater, for administrative costs and State-level activities and no local educational agency may use more than 5 percent of its suballocation for local administrative costs.

MIKE -
Is this new?
BR
cc. EK Bruce

EYES ONLY

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SPECIAL ANALYSIS

New Evidence That Class Size Matters

A new evaluation of an important educational experiment has found promising evidence that smaller classes improve children's academic achievement.

Problems with previous studies. Studies using non-experimental data on school characteristics and student performance have tended to find little relationship between expenditures and outcomes. But these studies are potentially flawed to the extent that they have not controlled adequately for underlying factors, such as innate ability or family resources, that also affect student outcomes. Moreover, reverse causality may have been present if resources were directed toward the schools with the greatest problems. An experimental approach, in which students are randomly assigned to classes receiving different amounts of school resources, offers a way around these methodological problems. Random assignment serves to remove underlying differences in the average characteristics of students in each type of class.

STAR pupils. Although the experimental approach has been widely used in other areas, such as welfare and training, it has rarely been used to evaluate education outcomes. The Tennessee Student Teacher Achievement Ratio (STAR) experiment is a notable exception. In this study, students in kindergarten through grade three were randomly assigned to either a small class (with an average of about 15 students), a regular-size class of about 22 students, or a regular-size class with a teacher's aide and about 23 students. For the most part, students remained in their original class-size assignment until the third grade.

The results. Promising evidence from the STAR experiment includes the following:

- **Large initial effects.** At the end of the first year, test scores of students assigned to small classes exceeded those of other students by about 5 to 8 percentile points. By contrast, the presence of a teacher's aide made little or no difference in the scores of students in regular-size classes. Evidence on how additional years in a small class affect subsequent relative test scores is inconclusive.
- **Larger effects for disadvantaged students.** Both minority students and students participating in the reduced-price lunch program tended to show larger relative test score improvements from being assigned to a small class.
- **Lasting effects.** A study that followed students for 4 years after they had left the experiment found that those who had been assigned to small classes maintained their achievement gains.

Implications. These results suggest that judiciously applying additional resources in order to reduce class size can improve students' academic achievement. However, it is important to note that this study was conducted only in one state and only among very young students.



Edue -
Class size

June 18, 1998

Dear Colleague:

As policymakers in Washington and around the country look for ways to improve student achievement, one idea seems to pop up again and again: reducing class size. It makes sense that with smaller classes, teachers can devote more attention to each child. As a question of broad policy, the issue is much more complicated.

The Progressive Policy Institute asked renowned education scholar Eric Hanushek of the University of Rochester to review the evidence on class size. His analysis, contained in the new PPI Policy Brief entitled *Improving Student Achievement: Is Reducing Class Size the Answer?*, shows that reducing class size may not be the panacea sought by policymakers. Indeed, the pupil-teacher ratio has declined dramatically over the past 30 years and performance has remained stagnant. It is critical to remember that reducing class size is only one of many important variables in education, and it is one of the most expensive. Furthermore, smaller classes require more teachers. Since some districts—especially those with high rates of poverty—currently face teacher shortages, it is worth asking whether reducing class sizes will exacerbate the problem of boosting teacher quality.

Investing in education should be one of our top priorities as America increasingly competes in an Information Age global economy. With limited resources, we must be sure to choose the investments that will have the greatest impact on student achievement. For more information on PPI's work on education policy, please contact Stephanie Soler at 202/547-0001.

Cordially,

Will Marshall
President

Improving Student Achievement *Is Reducing Class Size the Answer?*

Eric A. Hanushek

Growing numbers of Americans are dissatisfied with our nation's schools and are demanding reform. Recently, results from an international study showed U.S. students trailing the world in twelfth grade math and science. Faced with the daunting task of reforming education, politicians in both parties, including President Clinton, are seizing on a cure-all that appeals to interest groups and enjoys public support: reducing class size.

This is by no means a new idea; teachers' unions have fought for smaller classes for decades.

All other things being equal, smaller classes are preferable to larger ones because teachers can give students more individual attention. However, all things are seldom equal, and other factors, such as the quality of the teacher, have a much more decisive impact on student achievement. Moreover, the huge expense of class-size reduction may impede the ability of schools to make other important investments in quality. Here lies the fundamental question: What effect do broad policies of class-size reduction have on overall student achievement levels?

Supporters of broad class-size reductions generally point to a few studies or a few experiences that suggest improved performance with smaller classes and then rely on the "obviousness" of the proposed policies to carry the day. To be sure, there are U.S. classrooms that are overcrowded. But not every school ranks reducing class size as the highest priority. Some schools may prefer to invest in smaller classes, but others might opt for reading tutors, after-school programs, computers, higher salaries for teachers, or increased professional development. In fact, a thorough review of the scientific evidence shows a startling finding: class-size reduction may be one of the *least* effective educational investments.

Historical and international evidence also shows that a national policy to reduce class size could displace more productive investments in schooling. The United States has already significantly reduced class sizes over the past 40 years and student performance has remained stagnant, at best. The overall pupil-teacher ratio fell by 35 percent from 1950-95 (from about 27-to-1 to 17-to-1).¹ Aggregate student performance has shown no improvement over this period. Similarly, these changes have done nothing to boost our standing on international achievement tests.

Federal policy should aim to improve teacher quality, not quantity. Rather than reducing class size, a better use of federal money would be to encourage states to boost teacher quality by developing meaningful teacher tests and alternative certification programs. Better yet, federal funds could be used to encourage stronger performance incentives in our schools.

Editor's Note: Silver bullet ideas for school reform come and go, usually warranting little more than passing attention. However, one idea seems to be taking hold among many camps: class-size reduction. In light of the attention and support this idea has received, the Progressive Policy Institute asked University of Rochester's Eric Hanushek—a renowned education scholar—to review the evidence on the impact of class-size reduction policies. This is his analysis.

The Bipartisan Rush to Reduce Class Sizes

The widespread belief that lowering class sizes immediately improves education has been echoed by politicians in both parties during this election year. About 20 governors are either proposing or actively considering class-size reduction initiatives. These states are following on the heels of California, which reduced K-3 class sizes under Republican Governor Pete Wilson after the state generated a revenue windfall in 1996. GOP proposals both in Congress and in many states to shift education dollars from "administration" to "classrooms" are also often promoted as enabling school districts to reduce class sizes.

Its status as the hardy perennial of teachers' union proposals has further made class-size reduction popular among many Democratic politicians. But this tendency was given a powerful new impetus this year when President Clinton—previously identified with such performance-oriented reforms as charter schools, high standards, and national tests—made hiring more teachers to reduce class sizes in early education a major feature of his State of the Union Address.

The Clinton Proposal

The President proposed to spend \$12 billion in federal funds over seven years to reduce class sizes in grades 1-3. These initiatives are designed to help bring classes in the early grades down to 18 students per class, an undertaking estimated to require 100,000 additional teachers.

Federal funding for class-size reduction would be distributed to states on the basis of the Title I formula. Within the state, each high-poverty school district would receive the same share of these funds as it received under Title I, and the remaining funds would be distributed within the state based on class size. Participating school districts would be required to match federal funds, on a sliding scale ranging from 10 percent to 50 percent.

The initiative also emphasizes teacher certification requirements, an important concern described below. Its approach, however, overlooks the systemic defects of our current certification practices and ignores a critical aspect of teacher quality: recruitment.

More importantly, the President's initiative represents a detour from past initiatives to promote educational results rather than just education spending. The class-size reduction initiative uniquely promotes new educational "inputs" (i.e., money) without a corresponding commitment to educational "outputs" (i.e., results). All these shortcomings might be overcome if it were truly clear that reducing class sizes in and of itself improves education. Unfortunately, the evidence says otherwise.

The Evidence on Class Size²

A wide range of perspectives can be taken in attempting to pinpoint the effectiveness of reduced class sizes. No matter what the source of evidence, the answer about effectiveness is the same: broad policies of class-size reduction are very expensive and have little effect on student achievement.

1. The United States has extensive experience with class-size reduction and it has not worked. Between 1950-95, pupil-teacher ratios fell by 35 percent, from about 27-to-1 to about 17-to-1 overall. These reductions have been an important component of the dramatic increases in school spending that have occurred over this period. Table 1 shows the pattern of pupil-teacher ratios, teacher attributes, and real spending per pupil since 1960. The one-third fall in pupil-teacher ratios is a significant contributor to the near tripling in real spending per student in average daily attendance (ADA). (The table further shows that other teacher attributes—i.e., advanced degrees and experience—also grew significantly.)

Table 1. Public School Resources in the United States, 1961-91

Resource	1960-61	1965-66	1970-71	1975-76	1980-81	1985-86	1990-91
Pupil-Teacher Ratio	25.6	24.1	22.3	20.2	18.8	17.7	17.3
% Teachers with Master's Degree	23.1	23.2	27.1	37.1	49.3	50.7	52.6
Median Years Teacher Experience	11	8	8	8	12	15	15
Current Expenditure/ADA (1992-93 \$'s)	\$1,903	\$2,402	\$3,269	\$3,864	\$4,116	\$4,919	\$5,582

While we lack information about student achievement for this entire period, the information that we have from 1970 for the National Assessment of Educational Progress (NAEP) indicates that our 17-year-olds were performing roughly the same in 1996 as in 1970. There are some differences by subject area. For science, the average scale score of 17-year-olds falls 9 points between 1969-96. For math, 17-year-olds improve 3 points between 1973-96. For reading, they improve 2 points between 1971-96. Writing performance, which is only available since 1984, shows a fall of 7 points, by 1996. Only the fall in science (and in writing since 1984) is a statistically significant difference. There have been improvements at earlier ages, but they are not maintained and are not reflected in the skills that students take to college and to the job market. The overall picture is one of stagnant performance.

Focus on early grades, not later

One common explanation for why the lower pupil-teacher ratio hasn't resulted in increased overall performance is that more students are now designated as special education students, whose classes are much smaller than regular ones. About 12.5 percent of students are now identified as having disabilities covered under special education legislation (up from 8 percent at the introduction of programs in the late 1970s). Indeed, the federal and state mandates for the education of handicapped students have placed significant requirements on hiring staff and providing extensive services. On average, these students cost somewhat more than twice that of those undergoing regular instruction. While these programs could account for as much as a

third of the increased intensity of teachers over the 1980s, substantial reductions in class size have been directed at regular class room instruction as well.

In sum, the proposals to reduce class sizes are nothing new. We have been pursuing these policies for decades. The aggregate evidence shows no improvements in student performance that can be related to the overall pupil-teacher ratio reductions.

2. International comparisons suggest no relationship between pupil-teacher ratios and student performance. The recent results measuring the performance of U.S. students on international math and science examinations have sobered many. Our high school seniors performed near the bottom of the rankings of the 21 nations participating in the Third International Mathematics and Science Study (TIMSS). This showing has nothing to do with more selective students taking the tests in other countries—our best students performed badly.

At the same time, the dramatic differences in pupil-teacher ratios and in class sizes across countries are unrelated to measures of mathematics and science achievement. Of course there are many differences across countries that are difficult to adjust for in any analysis, but if smaller classes were strongly related to high student achievement, then one would expect U.S. class sizes to be much larger than those in other countries. In fact, just the opposite is true. Asian countries that routinely outperform the U.S. generally have much larger class sizes. Ironically, the international differences suggest that there is a slight *positive* relationship between pupil-teacher ratios and student achievement.

3. Extensive econometric investigation shows no relationship between class size and student performance. Over the past three decades, there has been significant research in deciphering what factors affect student achievement. This work, employing sophisticated econometric techniques, provides considerable evidence about the effects of class size on performance.

These extensive statistical investigations show almost as many positive as negative estimates of the effects of reducing class size. Table 2 summarizes the 277 separate published estimates of the effect of pupil-teacher ratios on student achievement. Only 15 percent give much confidence (i.e., are statistically significant) that there is the expected improvement from reducing class sizes. The bulk (85 percent) either suggest that achievement worsens (13 percent) or gives little confidence that there is any effect at all.

Table 2. Percentage Distribution of Estimated Influence of Teacher-pupil on Student Performance, by Level of Schooling

School Level	Number of Estimates	Statistically Significant		Statistically Insignificant		
		Positive	Negative	Positive	Negative	Unknown Sign
All Schools	277	15%	13%	27%	25%	20%
Elementary Schools	136	13	20	25	20	23
Secondary Schools	141	17	7	28	31	17

Because of the controversial nature of these conclusions, they have been carefully scrutinized—and the policy conclusions remain unaffected. The subsequent discussions have clarified one important aspect of these analyses. The existing studies do show that sometimes variations in class size have significant influences on performance. The difficulty, when thought of in terms of making policy from Washington or from state capitals, is that nobody has been able to identify the overall circumstances that lead to beneficial effects. This finding has important policy implications that are discussed below.

These studies are important because they provide detailed views of differences across classrooms—views that separate the influence of schools from that of family, peers, and other factors. As a group, they cover the influence of class size on a variety of student outcomes, on performance at different grades, and on achievement in different kinds of schools and different areas of the country. In sum, they provide broad and solid evidence.

4. Project STAR in Tennessee does not support overall reductions in class size except perhaps at kindergarten. Much of the current enthusiasm for reductions in class size is based on the results of a random-assignment experimental program in the State of Tennessee in the mid-1980s. The common reference to this program, Project STAR, is an assertion that the positive results justify a variety of overall reductions in class size. This study is the primary reference in the Clinton proposal as well as Governor Pete Wilson's dramatic class-size reductions in California in 1996.

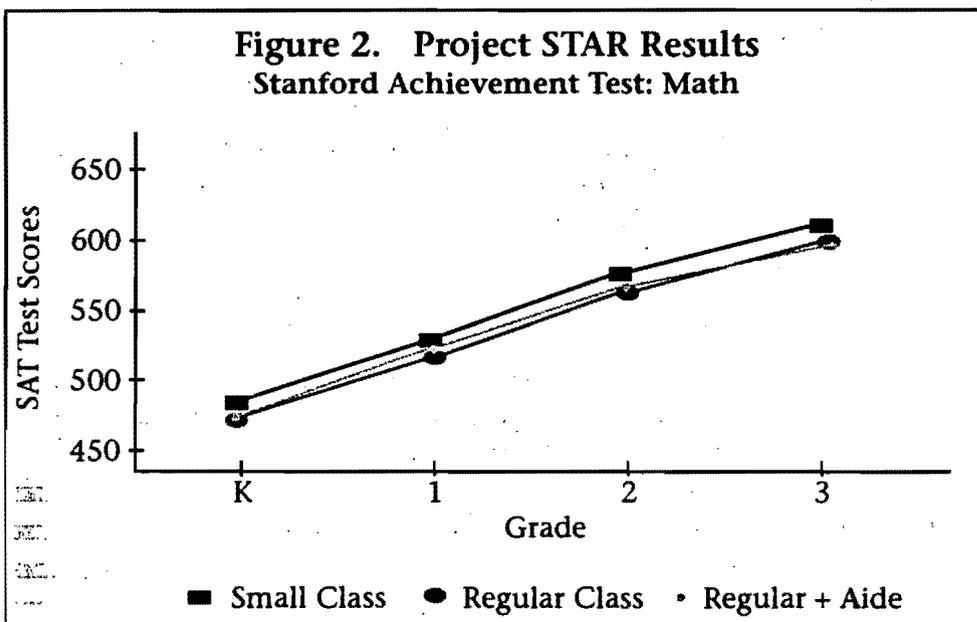
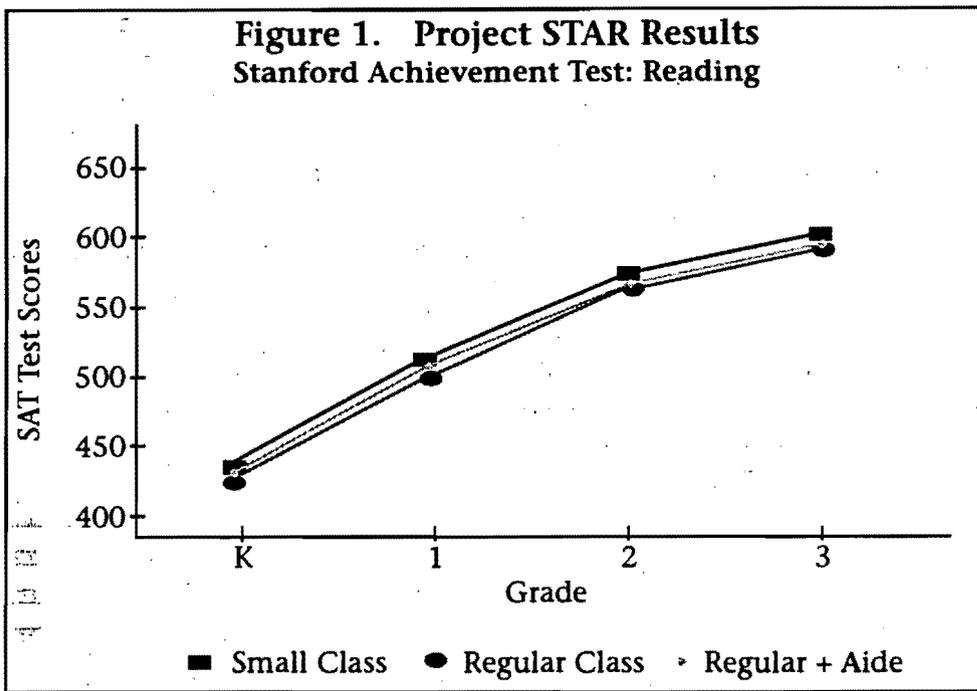
The study is conceptually simple, even if some questions about its actual implementation remain. Students and teachers in the STAR experiment were randomly assigned to small classes (13-17 students) or large classes (22-25 students) with or without aides. Each participating school had one of each type of class. Students were kept in these small or large classes from kindergarten through third grade, and their achievement was measured at the end of each year.

The STAR evidence showed that the gains made were mainly in kindergarten. The STAR data are summarized by Figures 1 and 2. At the end of kindergarten, children in small classes score better than those in large classes. They then maintain this differential for the next three years.

If smaller classes were valuable in each grade, the achievement gap would widen. It does not. In fact, the gap remains essentially unchanged through the sixth grade, even though the experimental students from the small classes return to larger classes for the fourth through sixth grades. The inescapable conclusion is that the smaller classes at best matter in kindergarten and perhaps first grade. The data do not suggest that improvements will result from class-size reductions at later grades.

The STAR data suggest that perhaps achievement would improve if kindergarten classes were moved to sizes considerably below today's average. In addition, the effects were greater for minority students during the first two years. The President's plan gives greater assistance to Title I schools and targets the early grades, but not kindergarten.

Nonetheless, the STAR evidence pertains to a one-third reduction in class sizes, a reduction approximately equal to the overall decline in the pupil-teacher ratio between 1950 and today. As we have seen, that reduction has not led to overall improvement in student achievement.



Interpreting the Evidence on Class Size

None of this says that smaller classes never matter. The class size evidence refers to the normal ranges observed in schools—roughly between 15 and 40 students per class. A class of 100 would likely produce different effects than a class of five, but such a comparison is irrelevant for purposes of the broad policies currently being considered. Indeed, the micro-evidence, which shows instances where differences in pupil-teacher ratios appear important, suggests just the opposite. All things being equal, teachers are probably more effective with fewer students because they can devote more attention to each child. But all things are not equal. Existing teachers may well not adjust their classroom behavior with fewer children in the classroom, and new teach-

ers hired to staff the additional smaller classes may not be as good as existing teachers. There may be situations—of specific teachers, specific groups of students, and specific subject matters—where the huge expense of smaller classes may be very beneficial for student achievement. At the same time, there are other situations where a large scale class-size reduction policy could take away from other education priorities and result in stagnant or worse student achievement.

The complexity of the situation is that we do not know how to describe *a priori* situations where reduced class size will be beneficial. It makes little sense to dictate an across-the-board class-size reduction policy from Washington. A national policy can only expect average gains, which appear to be very small, at a great expense.

It is also important to remember that bad implementation can actually worsen achievement. When California implemented its large-scale class reduction last year, the state scrambled to hire thousands of new teachers; 31 percent of California's new teachers are working with only emergency credentials, with a disproportionate number working in urban districts. Due to lack of space, some schools have resorted to placing two teachers in a single classroom with forty students.³

Much of the case for reduced class size rests on "common-sense" arguments. With fewer students, teachers can devote more attention to each child and can tailor the material to the individual child's needs. But consider, for example, a movement from class sizes of 26 to class sizes of 23. This represents an increase in teacher costs alone of over ten percent. It is relevant to ask whether teachers would in fact notice such a change and alter their approach. The observational information from Project STAR suggested no noticeable changes in typical teacher behavior from the much larger changes in the experiment.

The small classes in California have 20 students in them—about the size of the large classes in STAR. No evidence from STAR relates to the likely effects of such a policy change. Indeed, the STAR study was based on previous research which suggested that a class size of 15 or fewer would be needed to make a significant improvement in classroom performance. The Clinton Administration proposals point to class sizes of 18, instead of the 20 in California, but they still do not get down to the STAR levels.

The policy issue is not defined exclusively by whether we should expect positive effects from reducing class sizes. Even if we were confident of positive effects, the case for general policies to reduce class size would not yet be made. Class-size reduction is one of the most expensive propositions that can be considered. The policy experiment of Project STAR involved increasing the number of classroom teachers by one-third, a policy with massive spending implications if implemented on a wide-scale basis. In recognition of fiscal realities, the expense of such policies puts natural limits on what is feasible, leading many reductions to be in the end rather marginal. Marginal changes, however, are even less likely to lead to underlying changes in the behavior of teachers.

Teacher Quality, Not Quantity

Considerable evidence shows that teacher quality is one of the most important factors in student achievement. Whether or not large-scale reductions in class sizes help or hurt will depend mostly on whether the new teachers are better or worse than the existing teachers. Unfortunately, class-size reduction proposals usually are not ac-

accompanied by plans to recruit qualified teachers, and the current organization of schools and incentives to hire and retain teachers do little to ensure that the teacher force will improve. Reducing class sizes may likely have a negative effect by increasing the quantity of teachers at a time when what we need most is to increase teacher quality.

Furthermore, although there is an overall teacher surplus in the United States, high poverty districts often face teacher shortages. In California, this situation has been exacerbated by the state's class-size reduction policy where wealthier districts have raided teachers from poorer districts.

The Clinton Administration proposal call for states to adopt training and certification procedures that have not been evaluated and tested. Simply trying to raise certification standards in the current system is unlikely to raise teacher quality. Indeed, certification as practiced today already deters too many talented individuals from teaching, and teachers are rarely held accountable for student performance. Moreover, some states may actually have to lower certification standards just to attract enough teachers for each classroom. If we are to have a real impact on teaching, we must evaluate actual teaching performance and use such evaluations in school decisions. We cannot rely on requirements for entry, but must switch to using actual performance in the classroom.⁴

Superior Approaches

The states and federal government are in a unique position to initiate programs that promise true improvement in our schools. They are not programs that mandate or push local schools to adopt one-size-fits-all approaches—such as lowering overall class sizes or altering the certification of teachers. Instead they are programs that develop information about improved incentives in schools.

The largest impediment to any constructive change in schools is that nobody in today's schools has much of an incentive to improve student performance.⁵ Careers simply are not made on the basis of student outcomes. The flow of resources is not related positively to performance—indeed it is more likely to be perversely related to performance. Let us return to class size proposals for a moment. Given that school incentives do not push toward better student performance or toward conserving on expenditures, it is little wonder that decisions about class size are made on the basis of "fairness" and not productivity. After all, would it be fair to some teachers to have to teach large classes or to some students to have less attention in a larger classroom? If schools were more motivated toward performance, the discussion might shift to identifying those situations where changing class sizes would have their largest impact. For example, reducing kindergarten class sizes might be important in communities that lack preschools; communities that face teacher shortages might instead raise teacher salaries in order to improve their applicant pools and recruit more qualified teachers.

The unfortunate fact is, however, that we have little experience with alternative incentive structures. A very productive use of state and federal funds would be to conduct a series of planned interventions that could be used to evaluate improvements. Minimally, instead of funding lowered class sizes everywhere, the states and

federal government could team together to mandate more extensive random-assignment trials and evaluation of the benefits of lowered class sizes, à la Tennessee.

More usefully, they could work to develop a series of experiments that investigates alternative incentive schemes—from merit pay to private contracting to wider choice of schools. A new program of trials with altered performance incentives could place an indelible positive stamp on the nation's future by committing to learning about how schools can be improved. Today we do not know enough to develop an effective program of improvement. Nor will continuation of past research programs help, because they must rely upon the existing structure of schools with the existing incentives (or lack of incentives).

The issues of incentives and of devising ways to obtain appropriate information is set out in more detail in *Making Schools Work*.⁶ These are clearly complicated issues that would require considerable change in focus by the federal and state governments—turning from trying to dictate how schools do their jobs to setting up incentives for good performance. Contributors to *Making Schools Work* also openly admit that there are many gaps in our knowledge and that improving education is more likely if we attack the knowledge problems directly instead of continuing policies that we know do not work.

Investing in Schools

There are powerful reasons to expand and improve investment in human capital. Educational investments are in fact very important for the U.S. economy, which has been built on a skilled labor force and has capitalized on the presence of skills, making human capital investments very important to the economy. Moreover, many authors show that the labor market value of the increased skills, as measured by schooling level, has increased dramatically in recent years. This valuation demonstrates that the economy continues to need an evermore skilled labor force. Economists have recently spent considerable time and effort trying to understand why some countries grow faster than others, and the majority opinion is that a nation's stock of human capital is an important component of differential growth rates. In addition, Americans have long thought of education as a primary ingredient in providing equality of opportunity to society—as a way of cutting down or breaking intergenerational correlations of income and of trying to provide opportunity to all of society. Taken together, these provide important and relatively uncontroversial reasons for us to continue our attention to education.

Acknowledging the need for investment does not, however, lead to unqualified support for any policies labeled "investment in our youth" or "school improvement." Recent policy discussions have been laced with programs that fundamentally involve haphazard and ineffective spending on schools and that offer little hope for gains in achievement. The current set of class size proposals falls into this category. President Clinton should leave class size policy to schools and districts, and remain faithful to his greatest achievement in education policy: redefining the goal of school reform as results, not merely spending.

Endnotes

- ¹ Pupil-teacher ratios differ from class size for a variety of reasons including the provision of specialized instruction (as with special education), the use of teachers in supervisory and administrative roles, and the contractual classroom obligations of teachers. Nonetheless, even though we have little longitudinal data for class sizes, average class size will tend to move with pupil-teacher ratios.
- ² A more detailed discussion of the evidence along with citations for the relevant work can be found in Eric A. Hanushek, *The Evidence on Class Size*, Occasional Paper No. 98-1, W. Allen Wallis Institute of Political Economy, University of Rochester, February 1998. The complete text is also available at <http://petty.econ.rochester.edu>.
- ³ Edward Wexler, et. al. *California's Class-size reduction: Implications for Equity, Practice & Implementation*. WestEd and PACE, March 1998.
- ⁴ See Dale Ballou and Stephanie Soler. *Addressing the Looming Teacher Crunch: The Issue is Quality*. Washington, DC: Progressive Policy Institute, February 1998.
- ⁵ A full discussion of the issues of incentives and of experimentation is found in Eric A. Hanushek with others. *Making Schools Work: Improving Performance and Controlling Costs*. Washington, DC: Brookings Institution, 1994.
- ⁶ Ibid.

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