

Ed -  
Ed opp zones

## EDUCATION OPPORTUNITY ZONES: STRENGTHENING URBAN AND RURAL SCHOOLS

January 26, 1998

*I challenge every school district to adopt high standards, to abolish social promotion, to move aggressively to help all students make the grade through tutoring, and summer schools, and to hold schools accountable for results, giving them the tools and the leadership and the parental involvement to do the job.*

*-- President Bill Clinton, October 28, 1997*

**HELPING RAISE ACHIEVEMENT FOR STUDENTS IN HIGH POVERTY COMMUNITIES.** President Clinton's Education Opportunity Zones initiative will strengthen public schools and help students master the basics where the need is the greatest: in high poverty urban and rural communities where low expectations, too many poorly prepared teachers, and overwhelmed school systems create significant barriers to high achievement. The Education Department will select approximately 50 high poverty urban and rural school districts that agree to: (1) use high standards and tests of student achievement to identify and provide help to students, teachers and schools who need it; (2) prevent students from falling behind by ensuring quality teaching, challenging curricula, and extended learning time; and (3) end social promotion and turn around failing schools. Added investments in these communities will accelerate their progress and provide successful models of system-wide, standards-based reform for the nation. The President's initiative will invest \$200 million in FY99, and \$1.5 billion over 5 years, to raise achievement and share lessons learned with school districts around the country.

**ENDING SOCIAL PROMOTION, AND GIVING SCHOOLS THE TOOLS TO HELP EVERY CHILD MEET HIGH EXPECTATIONS.** To be selected as Education Opportunity Zones, school districts will have to demonstrate that they are using their existing funds effectively to raise student achievement by: ■ holding schools accountable for helping students reach high academic standards, including rewarding schools that succeed and intervening in schools that fail to make progress; ■ holding teachers and principals accountable for quality, including rewarding outstanding teachers, providing help to teachers who need it, and fairly and quickly removing ineffective teachers; ■ ensuring students don't fall behind; by providing a rich curriculum, good teaching and extended learning opportunities; ■ ending social promotions and requiring students to meet academic standards at key transition points in their academic careers; and ■ providing students and parents with school report cards and expanded choice within public education.

**EXTRA RESOURCES TO IMPROVE TEACHING, LEARNING, AND LEADERSHIP.** School districts will use Education Opportunity Zone funds to support standards-based, district-wide reforms such as: ■ rewarding schools that make significant gains in student achievement; ■ turning around failing schools by implementing proven reform models, or closing them down and reconstituting them; ■ providing extra help to students who need it to meet challenging standards, through after-school, Saturday, and/or summer school programs; ■ building stronger partnerships between schools and parents, businesses, and communities; ■ implementing sound management practices and accountability systems; ■ providing intensive professional development to teachers and

principals; ■ helping outstanding teachers earn master teacher certification from the National Board for Professional Teacher Standards and giving them bonuses when they do; and ■ implementing programs to identify low performing teachers, assist them to improve, and remove them if they fail to do so.

**COMPETITIVE GRANTS TO SUPPORT PROMISING MODELS.** Districts will be selected as Education Opportunity Zones under a competitive, peer-review process. A mix of large and smaller urban areas will be selected to participate, as well as rural school districts and consortia. Each urban Education Opportunity Zone will receive a 3-year grant of \$10-25 million per year (depending upon size and proposed activities), and each rural Zone will receive from \$250,000 to \$3 million (for consortia). Zones will be selected in two rounds, the first in FY 1999, and the second in FY 2001. Successful applicants will have broad-based partnerships to support their reforms -- including parents, teachers, local government, business and civic groups, institutions of higher education and other key stakeholders. Successful applications will show how the district will use all available resources -- federal, state, and local, as well as any business or foundation funds -- to carry out its reform strategy and maintain it once these federal funds are no longer available.

**REWARDS FOR DEMONSTRATED STUDENT ACHIEVEMENT GAINS.** Each Education Opportunity Zone will agree to specific, ambitious, benchmarks for improved student achievement, lower dropout rates and other indicators of success, for districtwide performance and specific student subgroups. Districts may receive further support in years 4 and 5 only if they have demonstrated success in reaching those benchmarks.

**GREATER FLEXIBILITY IN USING OTHER FEDERAL RESOURCES.** All schools in an Education Opportunity Zone school district -- regardless of poverty level -- will become eligible for schoolwide flexibility in the use of federal education funds. Requirements pertaining to school accountability, as well as special education, health, safety, and civil rights, will continue to be met.

**ASSISTANCE TO HELP DISTRICTS FIND AND SHARE WHAT WORKS.** The Department of Education will offer technical assistance, use technology to help districts consult with each other, and disseminate lessons learned to communities nationwide. Special attention will be given to helping school districts design and implement strategies for providing students who need it with early intervention and extra help to enable them to meet promotion standards. In addition, a national evaluation of the Education Opportunity Zones will be conducted, with the results helping to inform the next reauthorization of the Elementary and Secondary Education Act.

**BOLD ACTION TO HELP CHILDREN IN OUR CITIES AND RURAL AREAS.** Education Opportunity Zones are part of a broader set of initiatives to help strengthen high-poverty urban and rural schools. President Clinton is also proposing new initiatives to reduce class size in the primary grades, modernize school buildings, recruit and prepare teachers for underserved urban and rural areas, and dramatically expand the availability and quality of child care and after-school learning opportunities. These and other proposals will have a powerful impact on improving the prospects of children in some of our poorest communities.

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## EDUCATION OPPORTUNITY ZONES QUESTIONS AND ANSWERS

DRAFT for internal use only -- January 25, 1998

### Overall Questions

#### **What is the purpose of the Education Opportunity Zones?**

This initiative will help accelerate and expand progress in high-poverty urban and rural school districts that are on the right track, and highlight models of success. Education Opportunity Zones will demonstrate how a serious approach to high standards benefits all students. Funds will be targeted to improve low performing schools, expand opportunities for student achievement, broaden choices for families, and hold schools, teachers, and students accountable for results.

#### **How does the Zone initiative relate to the President's other new initiatives?**

Education opportunity zones are part of a broader set of initiatives to help strengthen urban and rural schools. President Clinton has proposed a [\$10 billion] national campaign to modernize schools, a \$350 million initiative to recruit and prepare teachers for underserved urban and rural areas, and made a dramatic commitment to expanding the availability and quality of child care and after-school learning opportunities. These and additional proposals still to be announced will have a powerful impact on improving the prospects of children in some of our poorest communities.

#### **Are you proposing this initiative as an alternative to respond to Republican calls for vouchers?**

The President is committed to strengthening public schools, not abandoning them. Along with other new initiatives that will help raise achievement for urban and rural students, like school construction and teacher recruitment and preparation, we are proposing Education Opportunity Zones in response to the clear need for sharp improvements in the nation's poorest school districts and to encourage and expand promising school reform efforts that are taking a disciplined, effective approach centered on high standards. The fact is that 90% of our students attend public schools, and our primary responsibility, especially with limited federal resources, is to make sure that the public schools they attend are among the best in the world. This means concentrating our time and money on raising academic standards, improving teaching, providing schools with technology and other up-to-date learning tools, and creating charter schools and other forms of choice within the public school system. In contrast to vouchers, the Education Opportunity Zones will support effective local efforts to improve education for all students in participating districts, rather than just a few.

**This initiative clearly encourages districts to discontinue social promotion. How do you respond to criticisms of that approach?**

The President strongly believes that we shouldn't promote kids who are not ready because it will hurt them over the long term. This initiative is designed to hold teachers and schools accountable, as well as students. Rather than punishing kids, this initiative attempts to create the conditions under which districts take steps to ensure that students are ready to meet standards the first time, rather than falling behind and needing remediation.

**Qualified Applicants**

**What communities will be eligible for the Zone initiative?**

High-poverty urban and rural school districts will be targeted under this initiative. In order to be selected as Zones, districts will have to show that they have already begun to raise student achievement, or that they have begun to put into place credible and effective improvement policies.

**How many school districts will be eligible to participate?**

This initiative will target urban and rural school districts with a significant percentage or a large number of students in poverty. This means that well over a thousand districts will be eligible, including districts in every state.

**Are Zones entire school districts or smaller areas within school districts?**

Entire school districts, or consortia of districts, will be designated Education Opportunity Zones. Grant funds may be used for district-wide activities such as improving sound management and assessment systems, as well as to improve low-performing schools. Districts may choose to target their resources under the initiative to subsets of low-performing schools.

**Will large cities receive a preference for designation as Zones?**

Proposed legislation will direct the Secretary to seek to ensure that both large and smaller urban areas are selected to participate, as well as rural school districts. We expect that urban school districts will receive a substantial proportion of funding under the initiative.

**Can consortia of districts apply to be Zones?**

Yes, consortia of districts can apply. We anticipate that most consortia will be comprised of rural school districts.

**Can charter schools participate in the program?**

Under state law, public charter schools are generally either Local Educational

Agencies (LEAs) or public schools within an LEA. Charter schools that are part of an urban or rural school district designated as an Education Opportunity Zone may benefit from this program. Charter schools that are considered an LEA themselves are eligible to apply only if they meet the eligibility criteria for all LEAs. That is, they must be high poverty and serve a small town or rural community or an urban area. While charter schools may be eligible to apply, the purpose of this initiative is to demonstrate that a district-wide, serious approach to high standards can help raise achievement.

**Are private schools eligible for funding under this program?**

Private schools cannot be designated as Education Opportunity Zones, but students, teachers and administrators associated with private schools within an area served by a Zone will be eligible to participate, on an equitable basis, in training and extended learning programs supported by the initiative. Likewise, private school teachers and administrators will also be eligible to receive materials and information developed through the grants.

**Can schools serving Native American students apply for funds?**

Yes. Most BIA schools and schools that serve large concentrations of Native American students will qualify as eligible applicants under this program. Many of these schools are rural and have high percentages of students from low income families. Proposed legislation will direct the Secretary to seek to ensure that there is an equitable distribution of grants among geographic regions of the country and to rural schools serving large concentrations of Native American students.

**[Can territories and outlying areas apply for this program?]**

**Grant Size and Scope**

**How many grants are expected to be awarded and what will be their size?**

The Zone initiative would invest approximately \$200 million in FY 99, and \$1.5 billion over five years. We expect to fund over 50 grants to urban and rural communities. Urban school districts will receive grants of \$10-25 million per year (depending on the size and proposed activities). Rural communities will receive grants of \$250,000 to \$3 million (for consortia) per year.

The Zones will be selected in two rounds, the first in FY 1999, and the second in FY 2001.

**Are grants renewable?**

Grants will be awarded for 3 years. As part of their original grant award, districts will agree to a rigorous performance partnership that includes specific benchmarks for student success. Districts may receive further support in years 4 and 5 only if

they have demonstrated success in reaching the agreed benchmarks.

**Will districts have to provide matching funds?**

No, districts will not have to provide an explicit match. However, a successful applicant will have to show how it will use all available resources, including the new funds sought under the Education Opportunity Zones program, in order to carry out its plan to raise student achievement. Moreover, each applicant must show how it will continue to carry out its strategies using other resources at the conclusion of Zones funding. Education Opportunity Zone funding will be structured to phase out in latter years.

**Application Process and Grant Activities**

**What will districts have to include in their applications for funds? Must they indicate which schools they will target for improvement?**

Districts will have to demonstrate in their applications that they are using their existing funds effectively and have already begun to raise student achievement, or, at a minimum, that they have begun to put into place credible and effective improvement policies. They will also need to explain how they will address key aspects of effective local reform such as: holding schools accountable for helping students reach high academic standards, including rewarding schools that succeed and intervening in schools that fail to make progress; holding teachers and principals accountable for quality, including rewarding outstanding teachers, providing help to those who need it, and fairly and quickly removing ineffective teachers; ensuring students don't fall behind, by providing a rich curriculum, good teaching and extended learning opportunities; ending social promotions and requiring students to meet academic standards at key transition points in their academic careers; and providing students and parents with expanded choice within public education.

Applicants must also demonstrate the support of all key stakeholders -- including parents and teachers. They must describe how they will use all available resources -- federal, state, local, and private -- to carry out their reform strategies and how they intend to maintain the reform effort once federal funds expire. Furthermore, successful applicants will need to describe how they will intervene in schools and how they will measure progress, including defining rigorous benchmarks for success.

**How will Zones be selected?**

Districts or consortia will be selected under a competitive, peer-review process. Reviewers will be looking for districts which best address the purposes of the program and which demonstrate the greatest likelihood of modeling successful approaches for raising achievement in high poverty urban and rural areas.

**What kinds of activities can the grant funds support?**

School districts will use Education Opportunity Zone funds for key activities such as: providing extra help to students who need it to meet challenging standards, through after-school, Saturday, and/or summer school programs; providing bonuses to schools that make significant gains in student achievement; turning around failing schools by implementing proven reform models, or closing them down and reconstituting them or reopening them as charter schools; building stronger partnerships between schools and parents, businesses, and communities; implementing sound management practices and accountability systems; providing intensive professional development to teachers and principals; helping outstanding teachers earn master teacher certification from the National Board for Professional Teacher Standards and giving them bonuses when they do; and implementing programs to identify low performing teachers, assist them to improve, and remove them if they fail to do so.

**What flexibility will districts have in the use of other resources?**

All public schools within an Education Opportunity Zone -- regardless of poverty level -- will become eligible for schoolwide flexibility in the use of federal education funds. In other words, under the proposal, the 50% poverty threshold ordinarily required for a school to become a schoolwide project would not apply to Education Opportunity Zone schools. However, requirements pertaining to school accountability, as well as special education, health, safety, and civil rights, will continue to be met.

**What technical assistance will be available for Zones?**

The Department of Education will provide expert technical assistance to the Education Opportunity Zones through its technical assistance providers and by convening grantees to share information and ideas. It will also utilize technology to help districts consult with each other and disseminate lessons learned to urban and rural communities across the U.S.

**How will grantees be held accountable for results?**

During the negotiation of each grant award, each Zone will agree to a rigorous performance partnership with the Secretary of Education. The performance partnership must include specific, ambitious, disaggregated benchmarks in student achievement, dropout rates, and other indicators of success. Districts will receive additional financial support in years 4 and 5 only if they have demonstrated success in reaching their agreed upon benchmarks.

**Mr. Clay's legislation provides for the President to direct other agencies -- beyond Education -- to assist local schools with problems like school construction. Does the President's proposal include a similar feature?**

The White House and the Department of Education are beginning to consult with other federal agencies to determine what kinds of assistance could be offered and

what sort of arrangements would be most appropriate.

### Connections to other initiatives

#### **How do these new Zones differ from Empowerment Zones and Enterprise Communities?**

The Education Opportunity Zones initiative and the EZ/EC initiative support one another, but are distinct. Education Opportunity Zones will consist of entire school districts or consortia of school districts. Empowerment Zones and Enterprise Communities are specific neighborhoods or regions that may or may not be contiguous with school districts. While both are in the spirit of bringing the community together behind focused efforts to address local challenges, Education Opportunity Zones are especially designed to address the educational needs of their communities and school districts, whereas the EZ/EC initiative is aimed at broader community revitalization strategies, which can include education but also extend to economic development, community development, and job training. Communities with a strong EZ/EC effort with a significant focus on education will be well-positioned to rally the community together behind the kinds of effective school reforms that will be supported by Education Opportunity Zones.

#### **Do Zone districts have to participate in the national tests?**

No. We are pleased that 15 major city school districts have already made a commitment to take part in the national tests of 4th grade reading and 8th grade math, but participation in these tests is voluntary. However, successful Education Opportunity Zone applicants must show that they have firmly integrated challenging standards and tests (which could include state, local, or national assessments) into their strategies for raising student achievement.

#### **How do Zones relate to the Comprehensive School Reform Program? Do Zones have to implement comprehensive school reform programs in their schools?**

These two programs are distinct, but complementary, and both are geared to help students reach high academic standards.

The Education Opportunity Zones initiative distributes comparatively large grants from the Department of Education to a fairly limited number of competitively selected, high-poverty districts. The purpose of this initiative is to demonstrate that a serious approach to high standards, entailing accountability for students, teachers, and schools, can help raise achievement across an entire district, or at least within a sizable portion of a district.

The Comprehensive School Reform program established during the last session of Congress provides formula funds to states which then distribute the funds competitively to a significant number of districts on behalf of individual schools. The purpose of the Comprehensive School Reform program is to get individual

schools to successfully adopt tested reform models, or develop new, effective models based on research. CSR funds can help school in Education Opportunity Zones implement proven models of reform, and can help provide additional resources for Zones to use for turning around failing schools. The Education Department will encourage states to make sure these important resources are available to school districts eligible to be selected as EOZ's.

**Will Education Opportunity Zones receive a preference for other initiatives, such as school construction funding?**

At this time, there are no plans to provide additional incentives for participation beyond in the Education Opportunity Zones initiative beyond the added funding and flexibility that all Zones will receive. However, other new initiatives will include features targeting assistance on the kinds of high poverty communities that the Zones are designed to assist.

**Process Issues**

**What kind of support do you expect to receive in Congress?**

Improving public schools in our most disadvantaged communities should be a bipartisan national priority. Lawmakers in both parties are keen on finding tough, effective ways to address low achievement in some of our largest cities, and we expect this proposal to gain strong bipartisan support. We have been working with Congressman Bill Clay of St. Louis, Ranking Democrat on the House Education and the Workforce Committee, who has submitted urban education renewal legislation which has helped to shape our own proposal.

**How will the Administration solicit input from outside groups?**

Last winter and spring the Department hosted five meetings with experts in urban education to discuss urban needs and effective strategies for improving urban education. Many of these groups have participated in meetings throughout the year to offer advice on addressing urban education issues. Thus, the Administration's proposal already reflects more than a year of input from key groups committed to strengthening urban schools. Going forward, there will be many other opportunities for additional input as the legislation and grant competition are designed.

**When will a bill go to Congress?**

Work is underway at the Department to prepare legislative specifications, but we plan to do additional consultations with Congress and stakeholders in the education community before transmitting our proposal to the Hill.

**Do you anticipate that all districts cited as examples in your materials will be selected for the program?**

No. Each district cited helps illustrate one or more of the kinds of policies and activities to be supported under the Zones initiative, but no single district -- urban or rural -- best addresses each of the purposes of the program or will automatically be selected.

Edvc - Opp. Zones



Michael Cohen  
12/15/97 02:40:56 PM

Record Type: Record

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

cc:

Subject: Heads up on Opportunity Zones

An issue surfaced today during a meeting with ED and OMB staff as we continue to nail down the details of the Zones proposal that you need to be aware of. The short version (details below) is that OMB may not yet be on board with our version of Zones, and Frank Raines may still be wedded to (his) alternative version.

I assume that since DPC, ED and POTUS all have a common view of this, OMB's lingering concerns don't matter much. However, since the budget is not yet nailed down, and I'm not entirely clear on the process for completing the design of an initiative that has already been leaked and incorporated into the working budget, I thought I shouldn't entirely blow this off, and that you ought to know where things stand.

So here's the deal:

You recall that OMB has had a different conception of this initiative than we have. OMB has seen this as a pot of funds with which to reward school districts that have made significant achievement gains with their own funds and federal funds, since new federal programs focused on higher standards (Goals 2000 and an overhauled Title 1) began to be put in place in 1995. They'd get a relatively modest amount of funding in the first 3 years of the program, and then a big increase in years 4 and 5 only if they've made significant achievement gains.

In contrast, we've seen this more as a pot of funds we could use to bribe more districts in implementing Chicago-style reforms in order to create models of urban and rural improvement. The funding needs to be up front both to support implementation and to provide an incentive for districts to step up to some particularly difficult challenges.

As a result of lots of discussions with Barry White and his staff, starting from just before our leak, we've designed a proposal that pretty well merges both views--we keep our financial inducement for Chicago reforms, and build in a reward-for-performance component in two parts of the program. First, by requiring districts that compete for the funds to demonstrate that they already have a track record of improving academic performance, district-wide or at least in a few schools where they set out to turn things around. Second, districts that show significant achievement gains over the 3-year grant they receive get a bonus of two years of additional funding, although at a lower rate than the first 3 years. DPC and ED are together on this.

Today, Wayne Upshaw and Mary Cassel from OMB indicated that Frank Raines had been directly involved in shaping the OMB proposal and really felt strongly about their particular version of rewards-for-performance, including in particular the back-loading of funding. No one in OMB has yet gone back to him to get his views on the new approach that has emerged. They will get a memo on this to him tomorrow. Bill is revising our 2-page description of the program to reflect the progress we have made since the leak, and we will make sure this goes to Frank.

In our meetings and work, I've continued to move along according to our own design, while looking for ways to incorporate OMB's ideas where ever possible. I assume that's the best thing to do unless Frank weighs in and tries to move us in another direction--at which point both of you will be called in for the final battle.

M. Cohen  
12/1

Educ Opp Zones

## **Strengthening Public Schools By Raising Standards, Expanding Opportunity, and Requiring Accountability**

**NEW ADMINISTRATION EDUCATION INITIATIVES UNDER DEVELOPMENT.** The Administration is developing a package of new education initiatives designed to strengthen public schools, continue the push for all students to meet high academic standards, and help students take advantage of significant new financial aid for college. The initiatives are geared towards the needs of students and schools in impoverished urban and rural areas. These initiatives would:

- Declare high-poverty school districts as Education Opportunity Zones, making them eligible for additional Federal funding *if* they adopt tough reform measures -- like those adopted in Chicago -- that make administrators, principals, teachers, and students truly accountable for success or failure.
- Give low-income kids middle-class expectations of college and success by reaching them in the sixth or seventh grade with (1) a strong message about the college financial aid they are eligible for, and (2) intensive, sustained mentoring and other support through programs sponsored by colleges.
- Help communities throughout the country deal with the problems of overcrowded and aged school facilities, and the need for substantial renovations and repairs.

These initiatives have not yet been finalized. Consultation with the education community, state and local officials, higher education, community groups and others is still underway. Final budget numbers will not be determined until the FY 1999 budget process is completed.

**EDUCATION OPPORTUNITY ZONES: OPPORTUNITY AND RESPONSIBILITY FOR REACHING CHALLENGING ACADEMIC STANDARDS.** The Administration is developing an Education Opportunity Zones initiative. This competitive challenge grants program is aimed at demonstrating comprehensive, coordinated and effective approaches to expanding opportunities for students in high poverty urban and rural school districts, coupled with a balanced approach to increased responsibility for results for schools, educators and students themselves.

To receive funds, local school districts will demonstrate how they will:

- provide students and parents with choice within the public school system;
- hold schools accountable for helping students reach academic standards, including rewarding schools that succeed and intervening in schools that fail to make progress;

- hold teachers and principals accountable for quality, including rewarding outstanding teachers, and implementing processes for fairly and quickly removing ineffective teachers.
- require students to meet academic standards at key transition points in their academic careers.

School districts can use Education Opportunity Zone funds to:

- provide extra help to students in need it in order to meet challenging standards, through after-school or Saturday tutoring programs and/or summer school.
- provide bonuses to schools that make significant gains in student achievement, and turn around failing schools by implementing proven reform models, providing intensive teacher training, building stronger partnerships between schools and parents, businesses and community-based organizations, or closing down failing schools and reopening them as charter schools.
- provide needed training to teachers and principals; reward outstanding teachers by helping them earn certification as master teachers from the National Board for Progressional Teaching standards and providing them with financial incentives when they do; and implement programs to identify low performing teachers, providing them help to improve, and removing them fairly and quickly if they don't.

#### **Examples of Local School Districts Using These Approaches. (See Attachment)**

**Spreading Practices Nationwide.** These are the kinds of approaches that must be replicated everywhere in order to strengthen public schools. The President's Education Opportunity Zones challenge grants will help demonstrate how they can work and spread them to cities and rural communities with students that can benefit from them the most. They will help make sure that our most disadvantaged students are held to high academic standards and helped to reach them. They will help make sure that disadvantaged students can choose among good public schools, and are not trapped in failing schools. They will help reach the President's goal of having at least one Master Teacher in every school, which is particularly important for students in high poverty schools, because these schools often have the least well prepared teachers.

**Budget.** No information to be provided at this time.

***Q. Will local districts have to use the national test in order to participate in this initiative?***

***A. No, we have consistently said that use of the tests is voluntary and would not be a condition of receiving federal funds. We expect each district to demonstrate that they are using challenging academic standards--either their own or those adopted by the state. Of course, they are free to use the national tests if they wish, and 15 of the largest urban***

*school systems have already signed up to use the tests when they become available (in 2000). Keep in mind that the national reading and math standards are generally higher than what is being used in most states and districts; it would be unrealistic to use them for accountability purposes in the short run, though districts may want to phase this in over time.*

#### **6TH GRADE MENTORING INITIATIVE.**

- Building on successful "I Have a Dream" type programs, this effort would target high-poverty students in sixth or seventh grade and (1) make sure they know money is no longer a barrier to college, and (2) provide them with an adult mentor, other support services, and a connection to a college, *sustained from middle school through high school graduation.*
- Goal is to create, in all children, the *expectation* that they will go to college.
- A key role is envisioned for colleges to ensure a high-quality, sustained effort; *Administration officials have already sought advice from more than 200 college presidents and many education associations.*
- Research demonstrates that these types of efforts are effective. For example, in the rigorously-evaluated Quantum Opportunities Program, 42 percent of the participants attended college, compared to 16 percent in the control group.
- This would be connected to a wider information campaign to make all Americans aware of the financial aid that is now available for college.

**SCHOOL CONSTRUCTION AND RENOVATION.** President Clinton intends to continue to press the Congress to enact a School Construction Initiative, to help states and local communities throughout the country deal with the problems of overcrowded and aged school facilities, and the need for substantial renovations and repairs.

- Previous proposal was \$5 billion in interest subsidies, with half of it going to the 100 school districts with the largest number of poor children. Since then, a number of other proposals have been developed in Congress. We are reviewing all of the approaches.

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

Proposed FY 99 Budget Initiative

**DRAFT -- November 29, 1997**

**Student Assistance and Accountability:**

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

**Staff Effectiveness and Accountability:**

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

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

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

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

#### **School Improvement and Accountability:**

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

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

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

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

## **Public School Choice:**

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

## URBAN-RURAL CHALLENGE GRANTS -- USE OF FUNDS

### Urban District the Size of Cincinnati

REVISED DRAFT -- November 29, 1997

In order to address key priorities identified in this initiative, a school district the size of Cincinnati (52,000 students, 83 schools, 3,000 teachers) could make the following investments, which could be paid for with challenge grant funds, or with other federal, state and local funds.

<b>Student Assistance and Accountability:</b>	<u>Year 1</u>	<u>Year 3</u>
Extra help after school and summers (1,850 kids in summer; 26,000 kids in after-school)	\$ 4.5 M	\$ 4.5 M
Student accountability/info for parents and students	.5 M	.25 M
<i>SUBTOTAL</i>	<i>\$5 M</i>	<i>\$4.75 M</i>
 <b>Staff Effectiveness and Accountability:</b>		
Cash bonuses for effective schools (covers over 800 teachers at 25 schools)	\$660,000	\$660,000
Fees and bonuses for National Board certification (Fees for 150 teachers a year, bonuses for 75, or nearly 1 teacher per school)	487,500	862,500
Extra summer teacher professional development (Covers 600 teachers)	900,000	900,000
Training and salary supplements for teacher peer counseling (50 mentor-teachers)	500,000	500,000
Summer principal leadership institutes (Covers 50 principals)	250,000	250,000
<i>SUBTOTAL</i>	<i>\$2.8 M</i>	<i>\$3.2 M</i>
 <b>School Improvement and Accountability:</b>		
Support adoption of effective reforms/ reconstitution in lowest 10% of schools (8 additional schools per year)	\$1.2 M	\$2.2 M
<i>SUBTOTAL</i>	<i>\$1.2 M</i>	<i>\$2.2 M</i>

**Public School Choice:**

Public school choice info programs	500,000	250,000
Transportation (over 750 kids)	350,000	350,000
New School Start-ups (Help start 3 new schools per year)	300,000	300,000
<i>SUBTOTAL</i>	<i>\$1.15 M</i>	<i>\$ .9 M</i>
<b><i>GRAND TOTAL</i></b>	<b><i><u>\$10.15 M</u></i></b>	<b><i><u>\$11.05 M</u></i></b>

**OTHER FEDERAL DOLLARS FOR CINCINNATI**

**Porter-Obey**

Under preliminary estimates, Ohio could receive nearly \$6 M in Porter-Obey funds; no further breakdown currently available. Based solely on enrollment, one could expect that about 3% would go to Cincinnati, or about \$180,000 total. If, based on poverty, grant quality, etc., Cincinnati received 10% of Ohio's share, or \$600,000; that would be about 1/2 the amount projected here for beginning dramatic improvements or reconstitution in the lowest-achieving 10% of the district's schools.

<b>Goals 2000</b>	\$141,500
<b>Technology</b>	[number from district seemed questionable]
<b>Title I</b>	\$19.9 M
<b>Title II</b>	\$314,500

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**Strengthening Public Schools By Raising Standards, Expanding Opportunity, and  
Requiring Accountability**

**OPPORTUNITY AND RESPONSIBILITY FOR REACHING CHALLENGING ACADEMIC STANDARDS.** The Administration is developing an Education Opportunity Zones initiative. This competitive challenge grants program is aimed at demonstrating comprehensive, coordinated and effective approaches to expanding opportunities for students in high poverty urban and rural school districts, coupled with a balanced approach to increased responsibility for results for schools, educators and students themselves. High-poverty school districts will be eligible for additional Federal funding *if* (1) they now adopt tough reform measures -- like those adopted in Chicago -- that make administrators, principals, teachers, and students truly accountable for success or failure, and (2) in time, show real improvements in student achievement.

To receive funds, local school districts will demonstrate how they will:

- provide students and parents with choice within the public school system;
- hold schools accountable for helping students reach academic standards, including rewarding schools that succeed and intervening in schools that fail to make progress;
- hold teachers and principals accountable for quality, including rewarding outstanding teachers, and implementing processes for fairly and quickly removing ineffective teachers.
- require students to meet academic standards at key transition points in their academic careers.

School districts can use Education Opportunity Zone funds to:

- provide extra help to students in need it in order to meet challenging standards, through after-school or Saturday tutoring programs and/or summer school.
- provide bonuses to schools that make significant gains in student achievement, and turn around failing schools by implementing proven reform models, providing intensive teacher training, building stronger partnerships between schools and parents, businesses and community-based organizations, or closing down failing schools and reopening them as charter

schools.

- provide needed training to teachers and principals; reward outstanding teachers by helping them earn certification as master teachers from the National Board for Professional Teaching standards and providing them with financial incentives when they do; and implement programs to identify low performing teachers, providing them help to improve, and removing them fairly and quickly if they don't.

#### **Examples of Local School Districts Using These Approaches. (See Attachment)**

**Spreading Practices Nationwide.** These are the kinds of approaches that must be replicated everywhere in order to strengthen public schools. The President's Education Opportunity Zones challenge grants will help demonstrate how they can work and spread them to cities and rural communities with students that can benefit from them the most. They will help make sure that our most disadvantaged students are held to high academic standards and helped to reach them. They will help make sure that disadvantaged students can choose among good public schools, and are not trapped in failing schools. They will help reach the President's goal of having at least one Master Teacher in every school, which is particularly important for students in high poverty schools, because these schools often have the least well prepared teachers.

**Budget.** No information to be provided at this time. These initiatives have not yet been finalized. Consultation with the education community, state and local officials, higher education, community groups and others is still underway. Final budget numbers will not be determined until the FY 1999 budget process is completed.

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

Proposed FY 99 Budget Initiative

**DRAFT -- November 29, 1997**

**Student Assistance and Accountability:**

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

**Staff Effectiveness and Accountability:**

- **Charlotte-Mecklenburg's** Benchmark Goals program gives cash awards of \$750 to \$1,000 to teachers in schools when their students meet a range of goals based on their previous performance. The goals are structured so that schools have an incentive to raise the achievement of their lowest performing

students. It also focuses on goals for African American students, who historically have been under-achievers in the Charlotte school system, ensuring that schools work to close the achievement gap with white students.

- In **Cincinnati**, school district administrators' pay raises are now linked to job performance, with automatic cost-of-living adjustments and salary rates being replaced with new criteria, including performance on several measures such as student test scores and graduation rates. The district is also preparing a system for providing financial rewards to schools based on student achievement, to take effect in 1998-99.
  - In **St. Paul**, the school district is collaborating with the teachers' union and the University of Minnesota on Project 20/20 to support teachers through the National Board for Professional Teaching Standards (NBPTS) certification process. The district pays the application fees and the university and other partners develop and conduct professional support programs for the candidates.
  - States like **North Carolina** and **Kentucky**, and school districts like **Los Angeles**, are providing significant salary increases to reward National Board Certified Master Teachers.
  - Peer review and assistance programs help beginning teachers learn to teach and help veterans who are having difficulty improve their teaching or leave the classroom without union grievances or delays. In **Cincinnati**, for example, low-performing teachers can be assigned to an intervention program where they gain assistance from colleagues and administrators, and if unable to improve, are counseled out of the profession or removed. In **Cincinnati**, as well as **Toledo**, while most teachers improve their performance, roughly one-third of the teachers referred to intervention have left teaching by the end of the year, through resignation, retirement or dismissal.
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second highest standardized test scores in math and reading in the city.

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M. Cohen  
12/1

### **Strengthening Public Schools By Raising Standards, Expanding Opportunity, and Requiring Accountability**

**NEW ADMINISTRATION EDUCATION INITIATIVES UNDER DEVELOPMENT.** The Administration is developing a package of new education initiatives designed to strengthen public schools, continue the push for all students to meet high academic standards, and help students take advantage of significant new financial aid for college. The initiatives are geared towards the needs of students and schools in impoverished urban and rural areas. These initiatives would:

- Declare high-poverty school districts as Education Opportunity Zones, making them eligible for additional Federal funding *if* (1) they now adopt tough reform measures -- like those adopted in Chicago -- that make administrators, principals, teachers, and students truly accountable for success or failure, and (2) in time, show real improvements in student achievement..
- Give low-income kids ~~middle-class~~ expectations of college and success by reaching them by the sixth or seventh grade with (1) a strong message about the college financial aid they are eligible for, and (2) intensive, sustained mentoring and other support through programs sponsored by partnerships of colleges and schools.
- Help communities throughout the country deal with the problems of overcrowded and aged school facilities, and the need for substantial renovations and repairs.

These initiatives have not yet been finalized. Consultation with the education community, state and local officials, higher education, community groups and others is still underway. Final budget numbers will not be determined until the FY 1999 budget process is completed.

**OPPORTUNITY AND RESPONSIBILITY FOR REACHING CHALLENGING ACADEMIC STANDARDS.** The Administration is developing an Education Opportunity Zones initiative. This competitive challenge grants program is aimed at demonstrating comprehensive, coordinated and effective approaches to expanding opportunities for students in high poverty urban and rural school districts, coupled with a balanced approach to increased responsibility for results for schools, educators and students themselves.

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- require students to meet academic standards at key transition points in their academic careers.

= social promotion?

School districts can use Education Opportunity Zone funds to:

- provide extra help to students in need it in order to meet challenging standards, through after-school or Saturday tutoring programs and/or summer school.
- provide bonuses to schools that make significant gains in student achievement, and turn around failing schools by implementing proven reform models, providing intensive teacher training, building stronger partnerships between schools and parents, businesses and community-based organizations, or closing down failing schools and reopening them as charter schools.
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**Budget.** No information to be provided at this time.

***Q. Will local districts have to use the national test in order to participate in this initiative?***

***A. No, we have consistently said that use of the tests is voluntary and would not be a condition of receiving federal funds. We expect each district to demonstrate that they are using challenging academic standards--either their own or those adopted by the state. Of course, they are free to use the national tests if they wish, and 15 of the largest urban***

*school systems have already signed up to use the tests when they become available (in 2000). Keep in mind that the national reading and math standards are generally higher than what is being used in most states and districts; it would be unrealistic to use them for accountability purposes in the short run, though districts may want to phase this in over time.*

#### **SCHOOL-COLLEGE MENTORING INITIATIVE.**

- Building on successful "I Have a Dream" type programs, this effort would target high-poverty students beginning by sixth or seventh grade and (1) make sure they know money is no longer a barrier to attending college, and (2) provide them with an adult mentor, other support services, and a connection to a college, *sustained from middle school through high school graduation.*
- Goal is to create, in all children, the *expectation* that they will go to college.
- A key role is envisioned for colleges to ensure a high-quality, sustained effort; *Administration officials have already sought advice from more than 200 college presidents and many education associations.*
- Research demonstrates that these types of efforts are effective. For example, in the rigorously-evaluated Quantum Opportunities Program, 42 percent of the participants attended college, compared to 16 percent in the control group.
- This would be connected to a wider information campaign to make all Americans aware of the financial aid that is now available for college.

**SCHOOL CONSTRUCTION AND RENOVATION.** President Clinton intends to continue to press the Congress to enact a School Construction Initiative, to help states and local communities throughout the country deal with the problems of overcrowded and aged school facilities, and the need for substantial renovations and repairs.

- Previous proposal was \$5 billion in interest subsidies, with half of it going to the 100 school districts with the largest number of poor children. Since then, a number of other proposals have been developed in Congress. We are reviewing all of the approaches.

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Development Corporation.

### Public School Choice:

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