

3672

**PHOTOCOPY
PRESERVATION**

**COMMON GROUND PARTNERSHIP
ESL/CIVICS INITIATIVE
TEAM MEMBERS**

WHITE HOUSE

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"Weintraub, Jon" <Jon_Weintraub@ed.gov>

05/12/2000 05:28:46 PM

Record Type: Record

To: Irene Bueno/OPD/EOP, Quirina J. Orozco/OMB/EOP

cc:

Subject: esl/civics

From the best I can put together from calling around, the House has \$25.5M for ESL as before, while the Senate has no such set-aside. there is no money for a discretionary allotment. this should be double checked.

about my only my suggestion would be to explore getting a committment for the Senate to recede to the House on this issue in the form of a colloquy on the Senate floor. that isn't worth much but it is something. the House marks up in full committee on the 24th/

I am out on Monday and Tuesday and return Wednesday. you can talk with cynthia brown [205-8224]and braden goetz [205-3373] during that time to explore further.

Jon Weintraub
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English Literacy and Civics Education Initiative

The President's FY 2001 budget supports a \$105 million increase for adult education and family literacy, including a \$75 million investment for the **English Literacy and Civics Education Initiative**. This initiative will help States and communities provide limited English proficient (LEP) adults with expanded access to high quality English Literacy (EL) programs linked to civics instruction on understanding and navigating American government and public education systems, the workplace, and other key American institutions.

Demand for English Literacy Services and Civics Instruction

The ability to read and communicate effectively in English is critical for LEP students and immigrants who are seeking to participate fully in the American economy and in American institutions. Evidence from immigrant communities demonstrates high levels of enthusiasm for learning English and participating in civic activities; however, the demand for EL instruction outweighs the current supply.

- ◆ Enrollment for English literacy instruction continues to increase. Over the past ten years, enrollment has increased by 105 percent. During the program year 1998, English language instruction accounted for 48 percent or 1.9 million of the four million adults enrolled in adult education programs.
- ◆ Adult education state directors report that increases in enrollment were attributed to: the booming economy; the work of refugee resettlement agencies; and expansion and growth of family or community environments where a language other than English is the dominant language.

Eligible Grantees

- ◆ Grants will be available to States and communities with significant need for adult English Literacy (EL) services.
- ◆ State educational agencies, community based organizations, local educational agencies, colleges (including community and tribal colleges and universities), libraries, unions and other non-profit entities will compete for about in discretionary grants to support EL/civics instruction. Preference will be given to eligible grantees prepared to provide a 25 percent cash or in-kind match for the discretionary grant amount.
- ◆ Each grant will provide the adult education system with additional Federal EL funding to increase access and improve adult education EL services, including capacity building.

How does it work?

- ◆ Grants will allow communities to develop English literacy and civics education projects tailored to their unique needs and populations.
- ◆ Grants could be used for varied purposes related to English literacy/civics instruction including staff, materials, personnel training and support services such as child care and transportation costs for

program participants (if not otherwise available). Grantees will be strongly encouraged to include volunteers groups (such as Literacy Volunteers of America, Americorps and VISTA volunteers, Retired Senior Volunteer Corps and immigrant mentors), and to collaborate with employers or employer groups to improve work and career-related skills.

- ◆ Grant recipients will report annually to the Secretary of Education on the progress of participants toward achieving English and civics proficiency, and how these funds improved and expanded the programs that support teaching LEP students.
- ◆ This will be a competitive grant program run by the Department of Education's Office of Vocational and Adult Education (OVAE).
- ◆ A portion of funds will be set aside for purposes of evaluation, technical assistance and the dissemination of best practices.

Required program components

- ◆ Offer English literacy education that integrates: instruction on the rights and responsibilities of citizenship (civics and U.S. history); navigating various key institutions of American life (health care, child care, education -- including parental involvement in schools, banking, housing and transportation systems); accessing high-skill, high-wage employment; improving work-related skills; understanding legal rights; and paying taxes.
- ◆ Have an underserved population with a significant demand for EL/civics instruction and a demonstrated need for increased funds to provide EL services in the State or community.
- ◆ Demonstrate effective links with existing programs at the State or local educational and community levels including education, employment, housing, and transportation programs.
- ◆ Use flexible approaches (such as evening and weekend hours), employ technology as a tool to expand access, and provide instruction at workplaces and/or community-based sites.
- ◆ Assess program effectiveness using performance measures required by the Adult Education and Family Literacy Act (Title II of the Workforce Investment Act).
- ◆ Meet other selection criteria and considerations related to program quality and effectiveness required for State Adult Education grants under the Workforce Investment Act.

**For more information, please call the U.S. Department of Education,
Office of Vocational and Adult Education at 202-260-9279.**

05/03/00

press release
① \$7 million
② \$75 million FY 2001



"Moak, Rebecca" <Rebecca_Moak@ed.gov>

04/21/2000 02:40:18 PM

Record Type: Record

To: Irene Bueno/OPD/EOP

cc: "Pugsley, Ronald" <Ronald_Pugsley@ed.gov>, "Muller, Robert" <Robert_Muller@ed.gov>, "Woolfolk, Peter" <Peter_Woolfolk@ed.gov>, "Newcomb, Sarah" <Sarah_Newcomb@ed.gov>

Subject: RE: ESL/Civics Demo grants

These announcements can be separated. I understood that there was interest in announcing them together so that's why the release was prepared in that manner. We certainly can add the Administration's proposal for the \$75 million.

We just presented the slate to the Assistant Secretary and received approval on it. I told her of the White House's interest in announcing the awards. Please let us know what the proposed next steps would be. We will be meeting with her on Monday on the proposed roll-out. Do you have a timeframe on the immigration event?

We have had several calls from Congressional staff inquiring the status of the grants over the past couple of weeks.

I am at 804-966-5379 if you want to talk and I will continue to monitor my e-mail over the weekend.

-----Original Message-----

From: Irene_Bueno@opd.eop.gov

To: Moak, Rebecca

Sent: 4/21/00 1:37 PM

Subject: RE: ESL/Civics Demo grants

I have a comment and a question. First, I think the press release should clarify that these grants go for lifeskills instruction and should mention the FY2001 budget proposal for \$75 million. Second, is there any reason that \$25.5 million & the states receiving the funds must be announced in this press release or could be announced later? I am hoping that the President may do an immigration event soon and this could be part of such an announcement. Please let me know. Thanks.

(Embedded
image moved "Moak, Rebecca" <Rebecca_Moak@ed.gov>
to file: 04/21/2000 07:51:46 AM
PIC16029.PCX)

Record Type: Record

To: Irene Bueno/OPD/EOP

cc: "Pugsley, Ronald" <Ronald_Pugsley@ed.gov>, "Woolfolk, Peter"
<Peter_Woolfolk@ed.gov>

Subject: RE: ESL/Civics Demo grants

We are presenting a proposed slate of grant awards to our Patricia McNeil,
our Assistant Secretary today at 2 pm.
Here is the list of the proposed grantees and a draft press release.
I am working off-site today if you need to get in touch with me my
number
is
804-966-5379.

-----Original Message-----

From: Irene_Bueno@opd.eop.gov

To: Moak, Rebecca

Cc: Pugsley, Ronald

Sent: 4/18/00 7:41 PM

Subject: RE: ESL/Civics Demo grants

Great. Please do not announce/release the grants until we have had a
chance to determine whether we want to make an announcement. Thanks.

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image moved "Moak, Rebecca" <Rebecca_Moak@ed.gov>
to file: 04/18/2000 06:45:47 PM
PIC24280.PCX)

Record Type: Record

To: Irene Bueno/OPD/EOP

cc: "Pugsley, Ronald" <Ronald_Pugsley@ed.gov>

Subject: RE: ESL/Civics Demo grants

We are clarifying budgets and hope to have the final slate on Wednesday.

-----Original Message-----

From: Irene_Bueno@opd.eop.gov

To: Rebecca_Moak@ed.gov

Sent: 4/18/00 1:41 PM

Subject: ESL/Civics Demo grants

Rebecca -

There is some White House interest in announcing the \$7 million. What's the status of this announcement? Thanks.

Irene

<<PIC24280.PCX>>

<<Lotus Manuscript 1.0>> <<Lotus Manuscript 1.0>> <<PIC16029.PCX>>

Irene Bueno

04/21/2000 04:02:08 PM

Record Type: Record

To: Eric P. Liu/OPD/EOP@EOP

cc: Anna Richter/OPD/EOP@EOP

Subject: H1B - Registry Date & Parity - Question?

Please advise on the following and if you are okay with my recommended approach, then I will follow up with Gene, Maria and Broderick.

I am preparing a response to a letter the President received from the Congressional Hispanic Caucus asking that he push to attach the registry date and parity legislation to H1B legislation. In addition, in a recent meeting with the staff of the Congressional sponsors of the Registry Date and Central American Parity legislation, staff indicated that while they are supportive of attaching these provisions to the H1B bill, the high tech industry has expressed concerns that attaching these provisions could slow down enactment of an H1B bill particularly since there seems to be sufficient votes in both the House and Senate for passage of an H1B bill without these provisions. To address the letter and these concerns, I think we should take the following action:

- The Administration has been fairly low key in our support for attaching these proposals to H1B legislation. I think that the Administration should take a more public stance to heighten the visibility of these issues and to lay the groundwork for attaching it to the H1B bill or some other legislative vehicle (stand alone bill, another immigration bill, budget, etc). The President's response to the CHC letter is one way to heighten our support for this approach. We should explore other ways to raise the level of awareness of this issue.
- In addition, to address some Congressional members concerns with attaching the registry date and parity bill to the H1B bill and the possibility that we may not succeed in putting this legislation on H1B, the Administration should work to build support for the registry date bill and parity bills **independent** of the H1B legislation by calling key members of Congress and meeting with key groups such as the Essential Worker Coalition that is made up of National Restaurant Association, Chamber, Hotel Association and faith groups. I will work with OPL to schedule such meetings.

Please advise if have concerns about this approach. Thanks.



"Moak, Rebecca" <Rebecca_Moak@ed.gov>

04/21/2000 07:51:46 AM

Record Type: Record

To: Irene Bueno/OPD/EOP

cc: "Pugsley, Ronald" <Ronald_Pugsley@ed.gov>, "Woolfolk, Peter" <Peter_Woolfolk@ed.gov>

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<<PIC24280.PCX>>



- press_release.doc



- Press Release Abstracts.doc

FOR RELEASE:

DRAFT

**Department of Education Announces
\$6.9 Million in English Literacy Grants**

States With Greatest Population Need, and Growth Will Share \$25.5 million

Secretary of Education Richard Riley has announced a total of \$6.9 million two-year grants to be spread among 10 winning programs that will provide demonstration projects in combining civics education with English literacy programs. Including civics education with English literacy programs provides immigrants with minimal English speaking skills with the opportunity to also learn the basics of how the American system of government operates. Demonstration projects can be successfully replicated by other localities with similar population demographics.

Winners of the grants included a range of local education agencies, community-based organizations, and institutions of higher education. Grant funds will ensure the services reach migrant workers, senior citizens, and other limited English proficient adults.

Grant winners were selected through an extensive competitive grant process which generated nearly 170 applications from across the country.

The U.S. Department of Education is also providing a total of \$25.5 million in funds to selected States for integrating civics education into English literacy to immigrants and other limited English proficient populations. Half of the funds, \$12.75 million, will be allocated to States with "the largest absolute need for these services", the other half directed to States "with the largest recent growth in need for the services." States in greatest need of the funds was determined from data compiled by the Immigration and Naturalization Service on immigrants admitted for legal permanent residence.

The funding will allow States, starting July 1, 2000, to provide English literacy programs that incorporate civics education and related support services. These programs will provide individuals with limited English speaking and comprehension skills with comprehensive and coordinated program for individuals with limited English speaking and comprehension skills..

The \$25.5 million was reserved by Congress for Fiscal Year 2000 for this purpose from money provided for State Grants under the Adult Education and Literacy Act.

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Editors Note: Attached is a list of :

- (1) Grant winners and locations
- (2) Selected States receiving funds based on needs determination.

**BOSES Geneseo Migrant Center
27 Lackawanna Avenue
Mt. Morris, New York 14510**

**Project Director: Robert Lynch
Telephone: 716-658-7960**

ABSTRACT: Farmworkers Achieving with Civics Education Services (FACES)

FACES, a partnership of the BOCES Geneseo Migrant Center and five western New York State Migrant Education Outreach Program sites, will develop culturally appropriate English literacy materials for a predominately Latino/a population of migrant farmworkers many of whom are non-schooled or with limited formal education. English literacy materials, *Living in America* will focus on civics education and life skills, implementing them in classes and finally disseminating them via web site, appropriate clearinghouses and by mail to key agencies across the country. FACES will also conduct pre-citizenship classes for migrant farmworkers utilizing materials available commercially and on the Internet.

**Temple University
1601 North Broad Street, USB 206
Philadelphia Pennsylvania 19122**

**Project Director: Nancy Z. Henkin
Telephone: 215-204-6836**

ABSTRACT: Project SHINE

Immigrant and refugee adults over the age of 50 constitute the most rapidly growing segment of the foreign-born population. Traditional ESL programs often fail to meet the needs of limited English speaking elders. Unaccustomed to learning in formal settings, many elders who attend classes become frustrated and find it difficult to keep up with the pace of instruction. Those who have limited English and native language literacy skills may also find print-oriented instruction another barrier to participation.

This proposed multi-site initiative will increase opportunities for limited English speaking elders to access English literacy programs that are linked to civics education. SHINE (Students Helping In the Naturalization of Elders) utilizes college students throughout its national network to provide individualized instruction in overcrowded ESL and citizenship classes. Students are also able to meet the needs of elders who cannot attend classes by tutoring one-on-one and in small groups at temples, churches, housing projects and community-based organizations.

**Southern Westchester BOCES
2 Westchester Plaza
Elmsford, New York 10523**

**Project Director: Maria Morgan
Telephone: 914-345-8500**

ABSTRACT: Literacy and Civics Education in New York

The Consortium will establish Immigrant Learning Centers in the White Plains and New Rochelle Public Libraries. Each Immigrant Learning Center will consist of a classroom with an adjoining technology lab that consists of five computer workstations. By June 30, 2003, the Immigrant Learning Centers will admit 1,560 mostly Hispanic adult enrollments in content-based learning programs for English as a Second Language (taught at four different proficiency levels), Civics, Citizenship, Life Skills, Job Readiness, and Basic Computer Literacy. Eighty percent of participants who complete a 20-week ESL course will achieve enough literacy to be eligible for the next (higher) level of ESL instruction, as determined by the New York State Placement Test. The Consortium will document and disseminate descriptions of the program's service model, outreach strategies, delivery methods, agency roles, management procedures, programmatic resources, evaluation designs, and intended results, so that the project can be replicated in other settings.

**The Center: Resources for Teaching and Learning
1855 Mt. Prospect Road
Des Plaines, Illinois 60018-1805**

**Project Director: Sue Barauski
Telephone: 847-803-3535**

ABSTRACT: Illinois Connections: Civics Education for Involved Communities

Illinois has the fifth largest limited English proficient (LEP) population in the U.S., which is extending rapidly throughout the state outside of Chicago. Opportunities for English Language/Civics Education (EL/CE) are not sufficient to meet the level of need of LEP adults in most Illinois communities. Illinois Connections: Civics Education for Involved Communities ("the Project") encompasses a multi-dimensional approach to EL/CE instruction, collaborative partnerships and capacity building, professional development, and materials production and dissemination on both state and local levels.

The Project has been designed around a single goal, *to build Illinois' capacity to increase statewide the number and quality of EL/CE programs through the development of innovative, pilot-tested EL/CE programs, related curricula and materials.* This goal will be met through five objectives: 1) Develop statewide partnerships; 2) Enhance local community partnerships; 3) Develop and pilot innovative EL/CE programs to be replicated statewide; 4) Develop and field-test EL/CE curricula based on experiential learning and proactive learner advocacy; and 5) Facilitate and support the statewide replication of the newly developed EL/CE programs by designing and conducting a wide range of interactive professional development opportunities.

Bronx Community College of the City University of New York

**University Avenue and West 181st Street
Bronx, New York 10453-3102**

**Project Director: Jean Napper
Telephone: 718-289-5844**

ABSTRACT: EL/Civics Education Program

Bronx Community College of the City University of New York proposes to conduct a project to carry out the purposes of the English Literacy and Civics Education Demonstration Project. The project will be jointly administered by the Adult Center for Comprehensive Education and Support Services Center (ACCESS) and the Adult Literacy Program. The English Language Civics Education Program will strengthen outcomes for academics, citizenship and employment. Throughout the period of instruction, a Civics component consisting of Citizenship and United States History and Government will be integrated into the entire curriculum of English Literacy instruction.

**National Alliance of Vietnamese American Service Agencies
11501 Georgia Avenue
Wheaton, Maryland 20902-1954**

**Project Director: Minh Day
Telephone: 301-962-7135**

ABSTRACT: English Literacy and Civics Education Program

The National Alliance of Vietnamese American Service Agencies (NAVASA), along with eight of its affiliates will provide services via a Personal/Virtual English Literacy Program to serve vulnerable Southeast Asian refugees. The populations to be served are former political prisoners, Amerasians who was deprived access to education while in Vietnam, and lastly, elderly refugees who have difficulty accessing services and acquiring a level of English proficiency necessary to pass the Immigration and Naturalization Service (INS) citizenship exam and interview. This will be achieved by e-broadcasts of classes, digitizing video-classes that will be posted on NAVASA's website, and the creation of an interactive web-page. The integration of technology into the curriculum will facilitate teaching of basic computer skills.

PBS Literacy Link

**1320 Braddock Place
Alexandria, Virginia 22314-1649**

**Project Director: Noreen Lopez
Telephone 703-739-8600**

ABSTRACT: ESL CivicsLink

ESL/CivicsLink will couple two existing federally funded PBS national technology projects, LiteracyLink and Project CONNECT, with new online delivery methods for staff development training in ESL and civics instruction, prototype and test the training, and then launch it nationally. ESL/CivicsLink will draw its force and effectiveness from: the national adult literacy reputation and telecommunications infrastructure of PBS LiteracyLink, CONNECT, and 346 PBS member stations; the leadership of Jefferson County Public Schools in Louisville, Kentucky -- which has been nationally recognized for innovative adult educational programs and curriculum development; and the extensive expertise in ESL, staff development, technology capacity, research, and education of NCAL at the Graduate School of Education of the University of Pennsylvania.

**California Literacy, Inc.
2028 East Villa Street
Pasadena, California 91107-2379**

**Project Director: Matthew Scelza
626-395-9989**

ABSTRACT: Process of English And Civics Education (PEACE) Curriculum Project

California Literacy, Inc. (Cal Lit) will use its statewide network of over 150 literacy programs and over 300 learning centers to develop, field test, revise and distribute an English and Civics Literacy Curriculum called **Process of English And Civics Education (PEACE)**. The content of the lesson plans will stress English literacy skills and civics education topics to cover the daily rights and responsibilities of active daily participation as a citizen/resident. The curriculum will follow the "Equipped for the Future" agenda developed by the National Institute for Literacy which is a model for adult education in providing instruction for adults as workers, family members and citizens.

After their initial field-test, the curriculum modules will be revised and placed on Cal Lit's (www.caliteracy.org) web-site and web-sites of other appropriate organizations and agencies. At these web-sites, other adult educators may download the modules, utilize the modules in their own unique settings and provide feedback for further revision.

Catholic Social Services of Fall River, Inc.

**783 Slade Street
Fall River, Massachusetts 02724**

**Project Director: Eva dos Santos
Telephone 508-674-4681**

ABSTRACT: Basic English for Lifelong Learning and Citizenship

Catholic Social Services (CSS) proposes to expand its innovative English Literacy and Civics Education program to reach 350 immigrants in southeastern Massachusetts, 100 more than are currently learning with CSS. This expansion will have a significant impact on immigrants' literacy and participation in civic life. First, it will open 100 new slots for EL/Civics in the region, reducing the area's long waitlists. Second, CSS's innovative programming model will reach learners for whom instruction has been inaccessible. Third, staff will issue reports twice a year on program strategies and their usefulness with particular populations, widely disseminating these lessons for replication.

**Lutheran Social Services of New England, Inc.
600 Worcester Road
Natick, Massachusetts 01760**

**Project Director: Kathy Shaw
Telephone: 413-787-0725**

ABSTRACT: Empowerment Voice -A Collaborative Project

Population to be served -- The Central and Western Massachusetts have a share of the foreign-born population having hosted refugees from places such as the former USSR, former Yugoslavia, Vietnam, Laos, Cambodia, Middle East, Africa and Latin America.

Objectives	Activities
Develop staff development plan	Teachers implement civics education
Create a common document	Produce civics curriculum and lesson-plans
Assist citizenship seekers	Provide one-on-one assistance
Integrate civics into classrooms	14 classes will incorporate civics issues
Develop community within classrooms	Create students' support groups
Students involve in advocacy campaign	Speak at legislative and community events
Develop informative materials	Set up <i>Civics Corners</i> at schools and libraries
Students increase their leadership skills	Create and nurture <i>Empowerment Teams</i>
Replicate effective project designs	Facilitate effective Mentoring steps
Disseminate effective teaching materials	Conduct workshops at conferences

The Fortune Society, Inc.

**39 West 19th Street
New York, New York 10011**

**Project Director: Rachel Herzing
Telephone: 212-206-7070**

ABSTRACT: ESOL & Effective Citizenry Program

The Fortune Society, a non-profit organization that runs one of the country's most successful and intensive service programs for ex-offenders, is requesting funding through this application for its "ESOL and Effective Citizenry" initiative. This innovative model program is designed to improve the English literacy skills and the civics education knowledge of monolingual, Spanish-speaking ex-offenders-a deeply disadvantaged, under-served and rapidly growing population.

Through the proposed ESOL and Effective Citizenry Program, Fortune's objectives are to increase the improve the English literacy skills of monolingual, Spanish-speaking ex-offenders and increase their knowledge of civics education by utilizing the following integrated and innovative strategies: (1) the provision of counseling and case management services based on a 'peer support' model (2) cultural awareness and sensitivity, (3) a student-centered approach to teaching, based on cooperative and contextualized learning approaches, (4) civics instruction, with particular emphasis on "rights & responsibilities" (5) the use of technology to enhance the curriculum and (6) access to a broad array of on-site supportive services.

**Coalition of Limited Speaking Elderly
54 West Jackson Blvd.
Chicago, Illinois 60604**

**Project Director: Rosemary Gemperle
Telephone: 312-461-0812**

ABSTRACT: Bright Ideas: Providing Effective Ideas to Hard-to-Serve Clients

This project presents a unique collaboration between a coalition of community-based organizations serving various ethnic groups (CLESE) and a minority-owned research and technical assistance firm specializing in hard-to-serve populations (Aguirre International). This collaboration will implement an innovative training model that is based on the specific needs of community teachers with little experience in teaching students the literacy and communication skills needed for self-sufficiency, citizenship and civic engagement. The project is designed to meet the needs of hard-to-serve immigrant populations with special needs who face multiple challenges to learning. At the heart of the training will be the production and implementation of a video and picture based curriculum designed to address learner priority needs: face to face communication skills and basic reading and writing skills, as well as skills needed for community participation. A teacher training video, demonstrating promising practices in serving hard to serve students will also be produced.

ESL/Civics - 4/1

Mon - 6/6/59

\$7 million

- Fund nine projects - 10-12 - ^{long budget analysis before and find}
- Notify Congress - mid - ^{projects}
- Week 4/17 - announced

Issue press release - Education Secretary

mtg \$25.5 million

• CBO mtgs - # of mtgs did make application - w/ address
Week of 4/24 - Lamar?

\$25.5 million

- Made a decision regular state grant [#] 12.5% - ^{states can use up to 12.5%} to adequately train teachers + develop curriculum - need to upgrade quality of teachers + curriculum
- Letter to go out to states
- Timing letter + \$ end of June available July 1

~~Not interested in splitting the pot~~

~~Argument~~

FY2001

Update fact sheet - rough draft - send review - soon

Porter's staff - called Don - Education staff - want to give \$ to states but question how to use pockets in states that would normally not get a grant.

- Did not seem interested in ~~splitting~~ splitting the pot. No disavow authority.

Another option - states don't get it + high formula

Can apply to another pot of \$ in Educ - pockets in their states.

Don - will share with us - education

Senate - 2 pot approach

Irene Bueno
02/07/2000 10:30:38 AM

Record Type: Record

To: See the distribution list at the bottom of this message
cc:
bcc: Irene Bueno/OPD/EOP
Subject: Re: English Language/Civics Initiative- change in time 

Due to a conflict, I am moving the time of the conference call to 11:30 am, this Friday, 2/11.
I only have 10 lines so I request that people in the OEOP to come to my office 217 OEOP for the call.
The phone number is 456-2561 code 6789. Thanks.

Irene Bueno

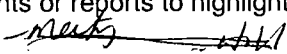
Irene Bueno
02/04/2000 10:50:41 AM

Record Type: Record

To: See the distribution list at the bottom of this message
cc:
Subject: English Language/Civics Initiative

I know it has been awhile but I would like to have a conference call next Friday 2/11 at 11am to discuss this initiative. The proposed agenda is:

- Status of the \$7 million grants for FY2000
- Status of the FY2000 \$25.5 million funds grants
- Discuss ideas how we can raise awareness about this program to help us secure funding for FY2001
 - Appropriations Hearing
 - Fact Sheet - do we need a revised fact sheet
 - Meetings with groups and the Hill
 - Events or reports to highlight the need and success of these programs


I will contact you with the time and phone numbers next week. Please confirm that you can participate on this call or you have any comments on the proposed agenda. Thanks.

Message Sent To: _____

ESL Conf. Call #2/11/00

~~\$7 million~~ Competitive

\$168 grant pp

40 states

Peer Review = 3/01 - 3/10

testis Comments

End of March - mid-April

Press Release

See ~~Set~~ Schedule, VP

8-15 grants

\$25.5 million - Auditor Edue Auth

July

- Distributed by formula - states

(Mike Hahn) - planning

- Working on developing formulae - need INS policy

data for 1998 determine who's eligible

Must use the data to determine who's eligible.

Need by next week

- States require us to use 2 pots of money - 50% pot

Ed needs the most recent data to determine

which states are eligible for pot. Can use that

data to distribute or ~~as~~ competition

~~Set~~ Largest absolute need - Pot 1

most recent/greatest growth - Pot 2

- Wei Min - did not want a competition.

(Planning 3 years issue) - Rob

1997 data - there was a clear & identifiable ~~pot~~ for both.

Greater than 5% of need = 10 states

- States - local entity = eligible entity - with state plan

- minimum ~~for~~ grants

- States can use a competitive grant process

- States have their own grant process ~~that~~ helps helps.

Timing

④ - What about D.C. vs. greater Metro.
1997

- Absolute need = is defined as ~~#~~ aggregate to
why not in ~~population~~ percentage
- Analyze the data - if not clear -
- Roll-out - ~~last~~ some a \$7 million
- 3/15 - ~~E~~ hearing
- Plant question (Scott Fleming) - Don

460-470 (Baseline among states small = looking at ~~Adult Ed State~~ set
\$35 million increase ~~some states not happy w/~~
\$180/100 for ESL distribution

States are saying in the budget grant
Want ESL as part of Adult Ed. Budget grant

still ~~the~~

- CHC
- Other members
- Package

Events - Eastern Cap in P.K
- Mid-Mark - Chicago - South, Midwest } all ~~8th~~
- NABE Conference in San Antonio

March

Feb 29

Next Coll



"Weintraub, Jon" <Jon_Weintraub@ed.gov>

03/15/2000 02:36:09 PM

Record Type: Record

To: Irene Bueno/OPD/EOP

cc: "McNeil, Patricia" <Patricia_McNeil@ed.gov>

Subject: EL civics \$25.5 M allotments/not for circulation

Here is what we have done and everyone has signed off on it here. Trish asked me to check with you to determine how do you want to proceed with an announcement. I talked with Lynn Selmser of Goodling's staff who was on the phone with us late that night negotiating, and she is comfortable with our methodology. She has not seen the allotments.

Let me know what your thought are. I am happy to explain this further.

<<ELcivicsfinal formula 2000.xls>> <<METHODOLOGY FOR ALLOTING
ELCIVICS.doc>>

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- ELcivicsfinal formula 2000.xls



- METHODOLOGY FOR ALLOTING ELCIVICS.doc

EL/CIVICS FUNDING FOR 2000

	1st 50%	2nd 50%	Total
	allocation	allocation	allocation
ALABAMA	\$0	\$0	\$0
ALASKA	\$0	\$0	\$0
ARIZONA	\$181,998	\$132,382	\$314,380
ARKANSAS	\$0	\$0	\$0
CALIFORNIA	\$4,390,183	\$3,205,757	\$7,595,940
COLORADO	\$103,551	\$127,760	\$231,310
CONNECTICUT	\$128,045	\$157,132	\$285,177
DELAWARE	\$0	\$0	\$0
DISTRICT.OF.COLUMBIA	\$50,585	\$53,158	\$103,743
FLORIDA	\$931,428	\$1,236,360	\$2,167,788
GEORGIA	\$156,136	\$198,916	\$355,051
HAWAII	\$99,067	\$115,794	\$214,861
IDAHO	\$0	\$0	\$0
ILLINOIS	\$650,719	\$634,550	\$1,285,269
INDIANA	\$48,805	\$70,058	\$118,863
IOWA	\$0	\$0	\$0
KANSAS	\$45,172	\$57,518	\$102,691
KENTUCKY	\$0	\$0	\$0
LOUISIANA	\$47,230	\$53,548	\$100,779
MAINE	\$0	\$0	\$0
MARYLAND	\$215,048	\$308,794	\$523,842
MASSACHUSETTS	\$282,765	\$313,746	\$596,511
MICHIGAN	\$177,926	\$256,049	\$433,975
MINNESOTA	\$94,331	\$134,880	\$229,211
MISSISSIPPI	\$0	\$0	\$0
MISSOURI	\$54,333	\$75,092	\$129,426
MONTANA	\$0	\$0	\$0
NEBRASKA	\$0	\$0	\$0
NEVADA	\$77,013	\$103,266	\$180,279
NEW.HAMPSHIRE	\$0	\$0	\$0
NEW.JERSEY	\$607,224	\$778,234	\$1,385,458
NEW.MEXICO	\$68,254	\$59,040	\$127,294
NEW.YORK	\$1,874,521	\$2,087,344	\$3,961,865
NORTH.CAROLINA	\$91,521	\$107,950	\$199,470
NORTH.DAKOTA	\$0	\$0	\$0
OHIO	\$113,002	\$145,652	\$258,654
OKLAHOMA	\$46,976	\$49,852	\$96,828
OREGON	\$107,349	\$117,991	\$225,341
PENNSYLVANIA	\$199,405	\$242,166	\$441,571
RHODE.ISLAND	\$0	\$0	\$0
SOUTH.CAROLINA	\$0	\$0	\$0
SOUTH.DAKOTA	\$0	\$0	\$0
TENNESSEE	\$45,280	\$64,153	\$109,433
TEXAS	\$1,199,535	\$1,035,448	\$2,234,983
UTAH	\$43,955	\$58,265	\$102,221
VERMONT	\$0	\$0	\$0
VIRGINIA	\$233,418	\$314,119	\$547,537
WASHINGTON	\$236,266	\$303,364	\$539,629
WEST.VIRGINIA	\$0	\$0	\$0
WISCONSIN	\$58,504	\$58,577	\$117,082
WYOMING	\$0	\$0	\$0
GUAM	\$0	\$0	\$0
N. MARIANAS	\$0	\$0	\$0
PUERTO RICO	\$90,454	\$93,085	\$183,539
VIRGIN ISLANDS	\$0	\$0	\$0
TOTAL	\$12,750,000	\$12,750,000	\$25,500,000

METHODOLOGY FOR ALLOTING THE \$25.5 M FOR FY 2000 EL/CIVICS

1. Immigrant data from the INS was used because of its 99% correlation with LEP or other data sources that are not available for all states.
2. For the 50% greatest absolute need [\$12.75 M], we used the annual average immigrant data over a 10 year period and for the 50% recent growth [\$12.75 M], we used the annual average immigrant data for 3 years [1996-8]
3. We computed each pot separately (but one grant would be made to any State getting funds);
4. We used a \$40,000 minimum under each pot--i.e., if a State would get less than \$40,000 under the initial run in one of the pots, it would not get any funds under that pot;
5. There would be a minimum of \$80,000 under the combined initial runs under both pots to receive a grant [\$75,000 is the minimum for Even Start so it has some basis]. (Two states appear to be over \$40,000 in one of the pots, but they do not have a combined \$80,000 under both pots. These two states [RI, IA] would not get any funds.) The rationale for the \$80,000 minimum is that a grant of that amount is necessary to run an effective program. (The two states not being funded only would get around \$41,000 each--too small an amount.)
6. The funds initially attributed to states that will not receive any funds will be redistributed to the qualifying states in each pot.

According to my count, 33 states including Puerto Rico will receive funding under this approach.

English Literacy and Civics Education Demonstration Grants Program

The U. S. Department of Education, Office of Vocational and Adult Education, Division of Adult Education and Literacy announces a discretionary grants program to support demonstration projects in English literacy (EL) and civics education. This initiative will help states and communities provide limited English proficient (LEP) adults with expanded access to high quality English literacy (EL) programs linked to civics and life skills instruction, including understanding and navigating the U.S. government system, the public education system, the workplace, and other key institutions in American life.

Importance of Civics Education and Life Skills Instruction

Civics education and life skills instruction are important in assisting immigrants and others to become full participants in American life. In 1997, the United States Commission on Immigration Reform found that understanding the basic principles and values of American society provides immigrants, particularly new United States citizens, a shared commitment to the American values of liberty, democracy and equal opportunity. Last year, the Advisory Board for One America, the President's Initiative on Race, recommended strategies to include immigrants in the American community and foster a greater degree of community cohesion by promoting programs that provide instruction on the rights and duties of citizenship. Existing civics programs focus specifically on helping immigrants pass the naturalization test, but do not typically address broader issues of helping immigrants learn about life in America.

Demand for English Literacy Services

For LEP students and immigrants to succeed and become full participants in American life, they must be able to read and communicate in English. Evidence from immigrant communities demonstrates high levels of enthusiasm for learning English and participating in civic life; however, the demand for English literacy (also known as English as a second language [ESL]) instruction outweighs the current supply.

- EL instruction is the fastest growing component of adult education; enrollment in EL has increased 105 percent over the past ten years (in 1998, the EL enrollment was 1.93 million or 48% of total adult education enrollment).
- Adult education programs currently provide funding for EL, but more targeted services are needed to meet the overwhelming demand for both ESL and civics instruction.¹

Eligible Grantees

- Grants will be awarded to postsecondary educational institutions, public and private organizations, agencies and groups of eligible entities.
- Approximately \$7 million in discretionary grants will be awarded to support EL/civics programs to increase access and improve adult education EL services.

- Eligible applicants may include community-based organizations, local educational agencies, colleges (including community and tribal colleges and universities), libraries, unions and other organizations.
- Preference will be given to eligible applicants prepared to provide a 25 percent cash or in-kind match to the grant and projects which serve areas with a significant unmet demand for EL/civics education programs.

How Does It Work?

- Grants may be used for varied purposes related to English language/civics education instruction, including staff, materials, personnel training and support services such as child care and transportation costs for program participants.
- Grant recipients would report annually to the Secretary of Education on the progress of participants toward achieving English and civic proficiency, and on the achievement of program objectives.
- A portion of funds will be set aside for purposes of evaluation, technical assistance and the dissemination of best practices.

Program Components

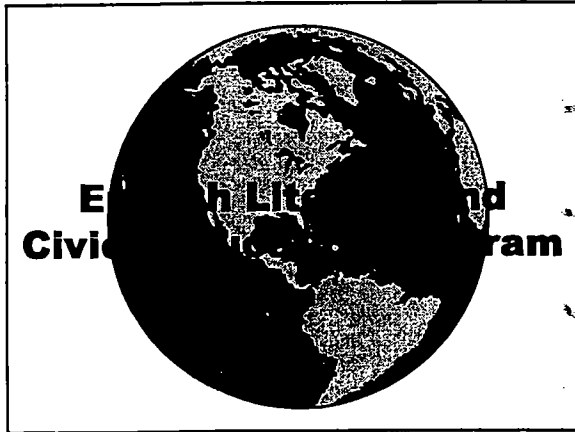
- Offer English language education that incorporate instruction on the rights and responsibilities of citizenship, naturalization procedures, civic participation, U.S. history and government, and other political systems, to help students acquire the skills and knowledge to become active and informed parents, workers, and community members.
- Assess program effectiveness using performance measures required under the Adult Education and Family Literacy Act (Title II of Workforce Investment Act).

**For more information, please call the
U.S. Department of Education
Office of Vocational and Adult Education
202-260-9279 or 202-205-9233**

Or 1-800-USA-LEARN

¹ The Department of Education currently funds a \$365 million Adult Education basic grant program, in 1998, \$166 million funded ESL programs administered by states.

1B-
paper from
today's mty
Final fact sheet
looks good!
-GO



Program Purpose

- Demonstrations of effective practices
- Increase access to English literacy and civics education

Authorizing Legislation/Regulations

- Title II, section 243 of the Workforce Investment Act of 1998 (20 U.S.C. 9253)
- Education Department General Administrative Regulations (EDGAR) in 34 CFR parts 75, 77, 79, 80, 81, 82, 85, and 86

Civics education (p.62921)

Civics education means an educational program that emphasizes contextualized instruction on the rights and responsibilities of citizenship, naturalization procedures, civic participation, and US history and government to help students acquire the skills and knowledge to become active and informed parents, workers, and community members.

English literacy program means a program of instruction designed to help individuals of limited English proficiency achieve competence in the English language. (p. 62924)

Individual of limited English proficiency means an adult or out-of-school youth who has limited ability in speaking, reading, writing, or understanding the English language,

- whose native language is a language other than English, or**
- who lives in a family or community environment where a language other than English is the dominant language (p.62924)**

Funding Range

- **Available Funds: \$6,730,000**
- **Expected Awards: 20-25**
- **Range: \$180,000 - \$350,000**
- **Average Size: \$265,000**

Eligible Applicants

- **Postsecondary educational institutions**
- **Public or private organizations and agencies**
- **Group of eligible entities (e.g., consortium, partnerships)**

Use of Funds (may include)

- **Costs of staff and instructors**
- **Materials**
- **Staff training**
- **Support services such as child care and transportation costs for participants**

Projects That Demonstrate:

- Successful partnerships
- Effective innovative approaches in providing EL/Civics instruction
- Effective strategies for staff development
- Development of effective materials, such as curricula or assessment instruments

Competitive Priorities

- Projects that serve areas with a significant unmet demand for EL/Civics Education (3 points)
- Projects that provide a non-federal contribution in cash or in kind of 25% of the cost of the activities (2 points)

Selection Criteria

The Secretary uses the following factors to evaluate applications under this competition:

- In all instances where the words "proposed project" appears in the selection criteria, the reference to an EL/Civics Education program should be made.
- Maximum composite score for all criteria is 100 points.
- Maximum score for each criterion is in parenthesis within each criterion.

Selection Criteria

- Need for project (15 points)
- Significance (20 points)
- Quality of project design (25 points)
- Quality of project personnel (10 points)
- Adequacy of resources (5 points)
- Quality of management plan (10 points)
- Quality of project evaluation (15 points)

Preparing Applications

- Narrative
- GEPA Requirement (p. 62924)
- Mandatory Page limit
- Required forms
<http://www.ed.gov/GrantApps/#84.191>
 - ED Form 424
 - ED Form 524

Preparing Applications

Number of Copies
Original signatures
Intergovernmental Review (pp. 62939-62941)
Check List

Checklist for Applicants

1. Application for Federal Assistance (ED Form 424).
(p. 62926)
2. Budget Information—Non-Construction Programs
ED Form No. 524) & budget narrative. (p. 62932-34)
3. Application Narrative, including information that
addresses section 427 of the General Education
Provisions Act (see the section entitled "NOTICE
TO ALL APPLICANTS"), and relevant appendices.
(p. 62924-25)
4. Group agreement, if applicable. (EDGAR
75.127-129)

Checklist for Applicants

5. Assurances—Non-Construction
Programs (SF 242B). (p. 62930)
6. Certifications Regarding Lobbying;
Debarment, Suspension, and Other
Responsibility Matters; and Drug-Free
Workplace Requirements (ED 80-0013).
(p. 62935-36)
7. Disclosure of Lobbying Activities
(Standard Form LLL). (p. 62938-39)

Preparing Applications

Send to:

U.S. Department of Education
Application Control Center
Attention: (CFDA #84.191)
Washington, D.C. 20202-4725

By: January 18, 2000

Key Deadlines

- Application Package Available:
November 17, 1999
- Application Teleconference:
December 15, 1999
- Applications Due:
January 18, 2000
- Grants Awarded:
March 31, 2000

For Further Information

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<http://www.ed.gov/offices/OVAE/VocEd/InfoBoard/legis.html>

<http://www.ed.gov/offices/OVAE/AdultEd/InfoBoard/legis.html>

(iii) are unable to speak, read, or write the English language.

(2) **ADULT EDUCATION AND LITERACY ACTIVITIES.**—The term "adult education and literacy activities" means activities described in section 231(b).

(3) **EDUCATIONAL SERVICE AGENCY.**—The term "educational service agency" means a regional public multiservice agency authorized by State statute to develop and manage a service program, and to provide the service or program to a local educational agency.

(4) **ELIGIBLE AGENCY.**—The term "eligible agency" means the sole entity or agency in a State or an outlying area responsible for administering or supervising policy for adult education and literacy in the State or outlying area, respectively, consistent with the law of the State or outlying area, respectively.

(5) **ELIGIBLE PROVIDER.**—The term "eligible provider" means—

(A) a local educational agency;

(B) a community-based organization of demonstrated effectiveness;

(C) a volunteer literacy organization of demonstrated effectiveness;

(D) an institution of higher education;

(E) a public or private nonprofit agency;

(F) a library;

(G) a public housing authority;

(H) a nonprofit institution that is not described in any of subparagraphs (A) through (G) and has the ability to provide literacy services to adults and families; and

(I) a consortium of the agencies, organizations, institutions, libraries, or authorities described in any of subparagraphs (A) through (H).

(6) **ENGLISH LITERACY PROGRAM.**—The term "English literacy program" means a program of instruction designed to help individuals of limited English proficiency achieve competence in the English language.

(7) **FAMILY LITERACY SERVICES.**—The term "family literacy services" means services that are of sufficient intensity in terms of hours, and of sufficient duration, to make sustainable changes in a family, and that integrate all of the following activities:

(A) Interactive literacy activities between parents and their children.

(B) Training for parents regarding how to be the primary teacher for their children and full partners in the education of their children.

(C) Parent literacy training that leads to economic self-sufficiency.

(D) An age-appropriate education to prepare children for success in school and life experiences.

(8) **GOVERNOR.**—The term "Governor" means the chief executive officer of a State or outlying area.

(9) **INDIVIDUAL WITH A DISABILITY.**—

State
Local



U.S. Department of Education
Vocational and Adult Education
Office of Policy Analysis
330 C Street S.W., Room 4076
Washington, D.C. 20202-7100

Fax Number 202-260-9183

To: Irene Bueno
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The hearing record

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<http://www.ed.gov/offices/OVAE/AdultEd/InfoBoard/legis.html>

FOCUS ON PROGRAM PERFORMANCE AND ACCOUNTABILITY

Mr. PORTER. Ms. McNeil, thank you for that excellent statement. As you were giving the statement, it occurred to me that here we are reading off the same page. You are talking about performance indicators and standards and meeting them and how effective GPRA can be. The fact is that the Administration and the Congress are doing the same thing to ensure that the public's money is going to get results. In my mind, the major media in this country have missed this important story. Tell me what you think, maybe you have seen more than I have, but I think they have missed the story right down the line. While they focus on things that are nonsensical they miss the good stories that are going on about how Government is performing better for the American people in getting the job done. You are doing it and I am really impressed with the focus that you have put on performance indicators and standards and setting goals and moving towards them and spending the money that you have very wisely. So I want to compliment you on that. We think you are doing a terrific job there.

Ms. MCNEIL. Thank you.

Mr. PORTER. If only the American media would pick it up and tell the American people what is happening, they might raise their sights a little bit and we might be able to get things done even better.

That, however, does not mean that my staff does not want to question what you are doing. [Laughter.]

Ms. MCNEIL. That's right, let's quit while we are ahead.

CHARACTERISTICS OF ESL STUDENTS

Mr. PORTER. I knew you knew that though. I have a question that came to mind, and this may not be a question you are prepared for, but can you give me a breakdown in the ESL programs that you have, what is the first language of the client base there?

Ms. MCNEIL. Well, the two most common languages, particularly among new immigrants, are Spanish but also I think—

Mr. PORTER. And what else?

Ms. MCNEIL. Russian.

Mr. PORTER. Russian would be number two?

Ms. MCNEIL. Yes. I think Russian is number two. I would have to check that but we have had an incredible increase in Russian-speaking immigrants.

Mr. PORTER. Yes. Right. I thought that but I wanted to ask the question.

PERFORMANCE INDICATORS FOR ADULT EDUCATION STATE GRANTS

I want to compliment you on your performance indicators for the Adult Education State Grants program. According to your budget documents, you are already making progress. Last year, you indicated that 32 percent of adults enrolled in the programs received their high school diploma or GED. This year your baseline is 38 percent and your goal is 40 percent. As you continue to show this kind of success, do you anticipate revising your goal to do even better?

Ms. MCNEIL. Yes. And one of the interesting features about both the Adult Education Act and the Vocational and Technical Education Act is that States have to set challenging goals for each of these standards. And, as a condition of receiving Federal money, we have to work with them to make sure that those goals are challenging. And the second feature of the Acts is continuous improvement, that they need to be setting continuously better, stronger goals. So, yes, that is our whole idea here. Some of our programs right now are starting down here and need to get there, some of them are starting here and need to get even higher. So this whole idea about continuous improvement is one that we subscribe to.

NO INCREASE FOR VOCATIONAL EDUCATION STATE GRANTS

Mr. PORTER. All right. Your budget requests no increase for the Vocational Education State Grants program.

Ms. MCNEIL. That's correct.

Mr. PORTER. You have not requested a significant increase in this program for several years. Now that the program has a new authorization and coupled with the fact that school-to-work is being phased out, why do you believe an increase in this program is not justified?

Ms. MCNEIL. Of course, I have to say personally that I do think we could spend more money wisely. However, I think that what happened this year was that Congress did not actually complete work on the Vocational Education Act until October 31 and we were very well into the budget process by that time. So I continue to hope that our progress on meeting GPRA indicators will merit increases in the future.

I also think that, in general, we need to do a better job of helping people understand how vocational-technical education is really changing. I think that the new performance requirements in the new law will help us do that. I think people have an idea about vocational education which is out of our high school experiences of maybe the 1950s and 1960s, but it has changed dramatically at both the secondary and the post-secondary levels. So I am hopeful that we get that story out.

TRACKING TRANSITIONS TO CONTINUING EDUCATION AND EMPLOYMENT

Mr. PORTER. Why haven't you set goals for the performance indicator relating to vocational education students making successful transitions to continuing education or work? You have baseline data for most of these students I believe.

Ms. MCNEIL. We have. I think our challenge here is that of going on from secondary to post-secondary. Some schools and some programs are doing a pretty good job of tracking entry into programs, but we have a key problem, a key challenge with tracking students' completion of programs. Traditionally, high schools don't track completion of post-secondary programs for vocational students. So this is one of the areas that we have to get good solid baseline data.

Employment, too, is a very difficult area to track, particularly retention in employment. Some States, Illinois being one of them, have really done an outstanding job of trying to build a database

and use their unemployment insurance wage records to track the progress of participants in workforce programs, adult education and vocational programs, but they are right now among the exceptions in the States. And so we have an awful lot of work to do to really create good solid baseline data so that we can actually track a couple of the indicators, and one of them is this completion of post-secondary programs, and another one is entry into and retention in employment.

INCREASE FOR ADULT EDUCATION NATIONAL ACTIVITIES

Mr. PORTER. Your budget requests an \$67 million increase for Adult Education National Activities. This is a 621 percent increase above last year. I have a number of questions about this initiative, first because of the increase involved, but also because I am not sure it is wise to increase what is supposed to be a research and demonstration account to a level that rivals some of the grant programs. And \$70 million of the requested increase would be used for a new program to support English as a Second Language and civics initiative. Isn't this what you requested the additional \$103 million in the State Grants program to do?

SERVING ESL STUDENTS

Ms. MCNEIL. Well, there are two points I want to make here. The \$103 million that goes into the basic grant as an addition will help us serve more individuals. But States have a choice about where they want to spend that money; do they want to spend it on English language students, do they want to spend it on basic skills development, or do they want to spend it on the completion of secondary education? So States have a choice about how they want to spend that money, which is good. Not all of them will choose to spend it on English as a Second Language, primarily because, as I mentioned earlier, the biggest concentration of students who need English language proficiency training are in five States—

Mr. PORTER. What are those States again?

Ms. MCNEIL. They are California, New York, Texas, Illinois, and Florida. I can provide you for the record the list of the States and what their concentrations are.

[The information follows:]

ENROLLMENT IN ESL PROGRAMS

The ESL enrollment totals for the States with the highest concentrations ESL students are:

California—1,096,016
Florida—147,095
Texas—105,522
New York—73,176
Illinois—57,087

Ms. MCNEIL. So we really think it is important to have a targeted initiative around ESL.

INCREASE FOR ADULT EDUCATION STATE GRANTS

The second thing is that we really hope, and I think there is certainly evidence of this from States, that they will spend the money in the basic grant on improving program quality. That means in-

creasing the hours of instruction that they provide to students. Massachusetts is a State that has been very successful in doing this; they set a goal to triple the hours of instruction for students. And that pays off in terms of student achievement.

So in the basic grant we hope that the extra money will be used, not only to increase the number of people served, but also to hire more professional and full-time teachers, to introduce new technologies, to increase the amount of instruction that is being offered, and to provide more child care, which is, again, a barrier to participation.

So I think there is really sound justification for putting increases into the basic grant, but also creating a special targeted program to really focus on those States and communities which have high demand for English as a Second Language. And I think we hope to learn a lot from that investment. You asked why this is in our national activities account, why is the money there. In addition to actually targeting services, I think it is going to provide us with an opportunity to learn a lot about how best to serve this population.

Mr. PORTER. What if we put that in a separate line item since it really isn't a research and demonstration dollar?

Mr. CORWIN. That would probably just be a matter of packaging.

Ms. MCNEIL. Sure. I think that is all it was.

Mr. PORTER. Well, we can work that out.

Ms. MCNEIL. Sure. Okay.

Mr. PORTER. Mrs. Lowey.

Mrs. LOWEY. Thank you, Mr. Chairman.

I join my Chairman in all his praise and welcome you to the committee, Madam Assistant Secretary.

Ms. MCNEIL. Thank you.

ADULT EDUCATION AND WELFARE-TO-WORK

Mrs. LOWEY. I would like to talk further about the \$103 million that you have in the budget for adult education, because I do believe that these programs play an essential role in preparing adults, particularly those moving from welfare, for work. As you know, I have been very concerned that insufficient literacy training and vocational education counts towards a State's work participation requirement under welfare reform and I have introduced legislation to correct that. I have worked very closely with several programs in my district, in particular, Westchester Community College has done a marvelous job, Mercy College with the Cloud program has another excellent program. But I hear over and over again that we have just got to let the individual have that education they need if they are moving to a job that needs a two year degree, for example.

Can you tell us how far the increase requested by the President will go towards meeting unmet need among adults identified at risk? And if you can comment on the fact that right now I believe it is one year of education allowed under the work requirement and in many cases it is just insufficient. So if you could address both.

Ms. MCNEIL. Sure. First of all, I think it is good to think about dealing with this issue of English as a Second Language separately because then the \$103 million increase in the basic grant can be used to focus on welfare recipients and others. But secondly, we

have really been tracking now, talking with States to see how they are dealing with this challenge of serving welfare recipients. We did observe a drop of about 12 percent in the number of welfare recipients we were serving in adult education in 1997. Certainly, it has had an impact on the number of welfare recipients we are serving.

Mrs. LOWEY. You have seen a drop in the number of welfare recipients that are going into adult education?

Ms. MCNEIL. Right.

Mrs. LOWEY. Is that because there are more people going off welfare or less interested in adult education?

Ms. MCNEIL. Well, that's probably a good question. I think that basically, because it was such a large drop, that there are people leaving welfare and there are people that are going to work first and not coming into the adult education program. So how do you capture and how do you assist adults with low levels of English proficiency and low levels of basic skills who were on welfare or who are now in work programs to better their basic skills? And we have been tracking programs now that are doing this and have found in many States, you mentioned your own district, some very innovative programs which are combining basic skills, vocational education, and often workplace learning. We have actually seen an increase in the number of people going into workplace learning programs. You may know that the President has also proposed as part of his budget a 10 percent tax credit for employers who offer basic literacy training to their employees on the job.

So, again, this is part of a package to try to creatively use work as the context for learning, work more closely with welfare agencies, vocational education and adult education, and workforce investment boards to try to develop programs that will be helpful to people who are on welfare. I think our new Community-Based Technology Center idea is a way for people to come in after work and have access to technology right there in their community. So the whole package includes not only the basic grant increase, but other investments we think are going to allow us to be able to improve services to welfare recipients as well as others in need of service.

Mrs. LOWEY. I would like to pursue this with you more in-depth at another time. But what I see happening too often in my community, number one, too often the same recipients go on and off and on and off welfare and they get lost in the system.

Ms. MCNEIL. Right.

Mrs. LOWEY. Number two, if you can give someone two years and you can train them to be a dental hygienist or a nurse assistant or another program that requires two years, then perhaps you have at least a good chance of getting them into a real job. What happens too often is that in many of these work programs they are make-work programs and don't offer the training to move people into a real job. And I have been one who feels very strongly that sometimes just the training of getting up in the morning, going to work, even if it is an entry level job, is really good.

So I think what we have to do is figure out how we can get those people who need it into the first level job, but at the same time, as they work part-time or whatever, be flexible enough so we can

get them into a degree program so they can get into a real job. A lot of these mayors and governors are saying isn't this great, people are going off welfare. And I think it is great. I voted for the welfare bill. But I think what we have to be sure of is that our laws are such that if someone needs a two year degree, they are not thrown out after one year and told to go off to work.

I think my time is up and the bells are ringing. But I want to thank you. I hope we can have additional discussion in this area.

Ms. MCNEIL. And let me send you some really good examples of programs where they have been able to accommodate just those concerns that you have.

Mrs. LOWEY. And I would like to have any information that you have nationally on tracking these people who are going to work and getting off welfare and make sure they are still working and just not afraid to go back on welfare. I think we really need to do a better job of that. Thank you, Ms. McNeil.

Ms. MCNEIL. Okay.

[The information follows:]

ADULT EDUCATION STATE GRANTS - ESL SERVICES

Mr. Porter: Your budget requests a 28-percent increase for Adult Education State grants. According to your budget documents, this additional funding would focus on immigrant and other limited-English proficient adults. We know that over 40 percent of new entrants into adult education programs are seeking English-as-a-second language services.

Do you believe this population is currently receiving adequate services under the State grants program?

Ms. McNeil: No. English language instruction is the fastest growing component of adult education—up 105 percent in the last decade. In program year 1997, English language instruction accounted for almost half of enrollments in adult education. But many locations have long waiting lists. New York City uses a lottery system to determine who "wins" the opportunity to receive English language instruction. In Arizona, additional funds appropriated in 1997 put what State officials termed a "big dent" in the waiting list for English language instruction—reducing the number of wait-listed persons to "only" 9,000.

ADULTS ELIGIBLE FOR ESL SERVICES

Mr. Porter: What is the number of adults eligible for English-as-a-second language that are currently unserved?

Ms. McNeil: The 1995 National Household Education Survey revealed that about 12 million adults reported usually speaking a language other than English at home. Of those, approximately one out of ten limited English proficient (LEP) adults participated in English-as-a-second language (ESL) classes in 1994-95, totaling about 1.3 million persons. A quarter more—or over three million—expressed an interest in attending English classes but were unable to participate in programs.

Mr. Porter: Is this because there are waiting lists, is it because they are not aware of the availability of programs, is it because programs are not convenient to them, or are there other reasons that they are not taking advantage of this program?

Ms. McNeil: While work schedules, child care difficulties, inconvenient locations and transportation problems all were cited as barriers to attendance, the primary reason cited was an insufficient supply of appropriate English-as-a-second language classes. The group of adults who could not find an ESL class was comprised mostly of young males ages 16 to 35 who did not have a high school diploma, were unemployed and read English poorly or not at all.

Mr. Porter: How many more limited-English proficient adults do you estimate will receive services under your proposed budget?

Ms. McNeil: States are free to allocate additional funds in the State grant among the major purposes of the Act at their discretion, so it is difficult to estimate an enrollment increase that reflects the impact of their collective decision-making. At the same time we want to increase access by increasing funds, we are encouraging States and programs to increase the number of hours of instruction, the use of technology, and the increased training of instructors—activities that can improve student achievement but also raise per-student costs. States also choose how much of their State adult education grants to allocate to ESL, basic education, and high school completion. With these variables in mind, we project that the new initiative would serve more than 150,000 limited-English proficient adults.

ADULT EDUCATION STATE GRANT FUNDING FORMULA

Mr. Porter: Do you believe that the current State grant formula adequately targets funds toward the neediest areas? In other words, if we appropriate your request will the \$103 million in additional funds reach the individuals who need services, or will some of it go to States with low immigration and result in an excess in certain areas while need remains in other areas?

Ms. McNeil: It is important to remember that adult education is much more than a program to serve recent immigrants. It also plays a key role in helping native-born, economically and educationally disadvantaged adults achieve self-sufficiency. The Department's National Adult Literacy Survey estimated that 40-44 million adults in the United States have skills in the very lowest level of literacy. Another 50 million are estimated to function at the next lowest level, with very rudimentary literacy skills. Young adults tested lower in the 1992 survey than they had in 1985. The formula for the adult education basic State grant in the Workforce Investment Act is highly effective in driving funding to States with overall target populations of persons who are eligible for adult education services. The need for adult education services by all eligible populations far exceeds available funding, even when the requested FY 2000 funds for State basic grants and other initiatives are taken into account.

Mr. Porter: Are State grant dollars driven in part by the number of limited-English proficient persons living within each State?

Ms. McNeil: No. The funding formula contained in Section 211 of the Act gives each State a base amount of \$250,000 and an additional amount based on the number of "qualifying adults" in the State. The definition of "qualifying adult" in Section 211(d) of the Act does not include English proficiency as a factor. It does contain a factor on secondary school completion, which includes much of the limited-English speaking population seeking services.

PERCENTAGE OF ADULT EDUCATION STATE GRANTS USED FOR ESL

Mr. Porter: What percentage of the Adult Education State Grants are used for English-as-a-second language programs?

Ms. McNeil: We estimate that, under the now expired Adult Education Act, States spent about 33 percent of their State grant funds for English-as-a-second language programs. These expenditures are primarily for instruction at the grades 1-8 level, where most of the ESL activity takes place.

PERCENTAGE OF IMMIGRANTS WHO ARE LIMITED-ENGLISH PROFICIENT

Mr. Porter: What percentage of immigrants are limited-English proficient?

Ms. McNeil: According to the 1990 Census, about 26 million adults in the United States reported speaking a language other than English at home. The estimate is up significantly from previous years—an increase of 7.6 million since 1980. Some researchers attribute the rapid growth in language minority adults to higher birth rates in families in which English is not the primary language, in addition to increases in the immigrant population, particularly among persons of Hispanic origin.

ADULT EDUCATION IMMIGRATION INITIATIVE

Mr. Porter: Does the new immigration initiative program require any authorizing legislation whatsoever?

Ms. McNeil: No. The Department already has authority under Sections 243(2) (D)(i) and (ii) of the Workforce Investment Act (WIA) to carry out demonstration programs as well as to develop model programs to identify effective strategies for working with adults with limited English proficiency. However, using this authority for the initiative will require appropriations language to override the funding cap on National Leadership Activities, contained in Section 222(a)(2) of WIA.

Mr. Porter: Does the Immigration and Naturalization Service or any other Federal, State, local or private entity offer the kind of "citizenship and American culture" activities that you would envision in your new initiative?

Ms. McNeil: No. The Immigration and Naturalization Service (INS) recently created a video series that is available for organizations that provide citizenship training. However, the INS does not provide funds to support training in the English language, American culture, or citizenship. Until 1994, the Department of Health and Human Services (HHS) ran the State Legalization Impact Assistance Grant (SLIAG) program. SLIAG grants could support education services for immigrant adults to meet the requirements of permanent resident status.

Currently, HHS has a State grant for social services that may fund ESL training for refugees only, primarily for employment, and that measures performance by employment acquisition. The appropriation has been averaging about \$68 million annually, of which about one-third is spent for short-term English training for refugees only. Some of this funding is used to purchase services from local adult education

providers. HHS also has some small discretionary programs that fund enough English training for refugees to pass the citizenship test. Since the large majority of immigrants do not have refugee status, a large population remains unserved.

The Department of Labor (DOL) is working with local employment and training agencies to provide work-related English language training to limited-English speaking persons. Some States are using Job Training Partnership Act (JTPA) "8 percent" funds for this purpose, but these will expire with JTPA in FY 2000. Under WIA, Governors will have the discretion to allot 15 percent of HSEA Title I funds for a broad array of statewide employment-related activities, but it appears that DOL will be relying on State and local education funds to provide ESL and basic skills education.

Mr. Porter: If so, do you believe these are ineffective?

Ms. McNeil: We share the committee's concern with effectiveness. We have no reason to believe that the existing efforts are ineffective. The programs described above have different objectives than our proposed program, have limited resources, and generally do not provide English instruction integrated with citizenship and American culture.

Mr. Porter: If other programs do exist, how would your initiative coordinate with, rather than duplicate them?

Ms. McNeil: Since most of these efforts already articulate and are working cooperatively with the States' adult education delivery systems, they are well positioned to coordinate with the expanded services anticipated under the new initiative.

ADULT EDUCATION STATE GRANT EXPENDITURES ON ESL

Mr. Porter: What is the current funding level expended under existing programs for these services?

Ms. McNeil: States offer ESL/citizenship programs as part of their spending for English-as-a-second language programs under the Act. The Department does not require that States report ESL/citizenship expenditures or ESL expenditures as a separate line item, but all States report ESL enrollments. Based on enrollment data, we estimate that in fiscal year 1998, States spent 33 percent, or approximately \$114 million, of the \$345 million available for State grants on English-as-a-second language programs.

COMMON GROUND PARTNERSHIP INITIATIVE

Mr. Porter: What would be the criteria for a person to receive services under the "Common Ground Partnership"?

Ms. McNeil: This initiative will be designed to demonstrate effective strategies for working with adults with limited English proficiency, that can be replicated in English

language programs supported with Federal, State, or private-sector funds. The eligibility criteria to receive services under the "Common Ground Partnership" would be the same as the eligibility criteria for adult education programs contained in Section 203(1) of the Workforce Investment Act, including being "unable to speak, read or write the English language."

Mr. Porter: Can States undertake these activities with their Adult Education State Grant funds? Do any of them do this now? If not, do you know why they don't?

Ms. McNeil: Yes, States can and do undertake ESL for immigrants with their State grants. California set aside about \$13 million of its FY 1998 \$39 million allotment for this type of program. Minnesota created a similar program with State adult education funds; while this program is slated to end in June 1999, we understand that the State legislature is considering refunding this effort. Kansas reports that a number of its centers in southwestern parts of the State already have substantial experience in this type of program and are ready to compete for the new monies to expand their services. States that do not target specific amounts of Federal or State grant funds for this type of service usually do not have the concentration of foreign born persons seeking English language and citizenship instruction. Federal funds targeted specifically to ESL/civics education are necessary because of the growing need. Without targeted funding, States with high concentrations of adults with need for ESL/civics education would have to choose between using their Federal funds for basic skills and high school completion/GED programs and meeting the need for these programs.

Mr. Porter: What is the formula or criteria for distributing funding to States and cities under your proposal?

Ms. McNeil: "Common Ground Partnerships" would operate as a discretionary program. States and localities would compete for funds by preparing proposals for integrating English language instruction with knowledge about American culture and civics that is necessary for citizenship. We anticipate that States and localities will be required to demonstrate that they have heavy concentrations of immigrants to be eligible to enter the competition. After that eligibility determination, proposals will compete based on quality criteria. States would compete with States, and localities with other localities.

Mr. Porter: How will you evaluate the success of this program?

Ms. McNeil: Programs funded under the "Common Ground Partnership" will be held accountable for performance on relevant core indicators of performance for adult education and literacy programs, set forth in Section 212(h)(2) of the Workforce Investment Act, including demonstrated improvements in literacy skills in speaking the English language.

Mr. Porter: What are your specific performance indicators for this program?

Ms. McNeil: The specific performance indicators for this program will be the core indicators contained in Section 212(h)(2) of the Workforce Investment Act.

ADULT EDUCATION NATIONAL ACTIVITIES - MODEL ESL PROGRAMS

Mr. Porter: Last year, we gave this program an \$8 million increase. In part, this was to provide funding for demonstration of model English-as-a-second language programs that would focus on the special needs of Hispanic Americans and other limited-English proficient students. I understand that language is pending in a technical amendment package that would allow you to access this funding.

Can you describe what you have planned for this initiative, assuming that the technical amendments are enacted?

Ms. McNeil: We plan to use \$4 million to sustain and continue three technology projects launched in 1988. These include:

- "CyberSTEP," an award to California State University (CSU) to bring together a consortium of literacy service innovators, including English-as-a-second language (ESL) experts from Aguirre International, to create new instructional products and distribute them free of charge to the hardest-to-serve adult learners. ESL products will be created with the help of the Los Angeles Unified School District, based on a curriculum developed in the CSU Latino Adult Education Services project that has been tested with teachers for the past year;
- "LITKIT," an award to the University of Pennsylvania's National Center on Adult Literacy to create multimedia CD-ROMs to train teachers in adult basic education, ESL and adult secondary instruction; and,
- An award to the American Council on Education to adapt their *External Degree Program* to an electronic format and to make it accessible through the Internet.

We plan to use about \$3 million for a new demonstration project to build capacity and expand collaboration among States to deliver ESL and civics instruction through distance learning. The remaining funds, about \$4 million, will support an initial discretionary competition of 4-6 projects to identify best practices in teaching ESL/civics programs, which will jump start the "Common Ground Partnerships" planned for next year.

Mr. Porter: When will your evaluation of these demonstrations be completed?

Ms. McNeil: Evaluations will be completed in 2001. The technology projects are three-year efforts beginning in 1999 and continuing through 2001. We anticipate that data from the evaluation of the new ESL distance learning and demonstration projects will be available to inform the second year of the three-year "Common Ground Partnerships."

Mr. Porter: What are the specific performance indicators you will use to evaluate the effectiveness of this demonstration?

Ms. McNeill: We plan to use National Leadership funds to evaluate the demonstrations. Model ESL programs will be held accountable for performance on relevant core indicators of performance for adult education and literacy programs, found in Section 212(b)(2) of the Workforce Investment Act, including demonstrated improvements in literacy skills in speaking the English language.

Mr. Porter: How will you ensure that the results of the demonstrations are disseminated to other States and communities?

Ms. McNeill: Our dissemination plans include convening a jury of experts in English instruction in the context of citizenship and American culture. These experts will review final reports of all the projects, including the new strategies and products they develop. The best ideas will be compiled in a publication made available through our Clearinghouse on Adult Education and Literacy, National Institute for Family Literacy (NIFL), and online at our website. We will require that all grantees submit final reports of all their projects to the Educational Resources Information Center and the National Clearinghouse for ESL Literacy Education where practitioners can access them free of charge.

NEW AMERICAN HIGH SCHOOLS INITIATIVE

Mr. Porter: I notice that one of your performance indicators is an increase in the number of high schools that adopt the "New American High School" reform program.

Can you briefly describe what the "New American High School" reform program is, how it differs from what is currently going on in most high schools, and why you believe it is an effective reform model?

Ms. McNeill: Secondary schools in the 1990s face unprecedented challenges: they must prepare students for a rapidly changing workplace, train students to be effective purveyors of information, and help students become effective citizens. The national education goals call for schools to raise graduation rates and help students attain world class standards. Achieving these goals will require that every high school provide a challenging curriculum consistent with high quality and rigorous standards. However, a troubling gap remains between our goals for all students and the realities in many of the nation's high schools.

High schools are the gateway to college and careers for young Americans; yet, in many cases, they are not preparing students for the new realities and challenges of an increasingly technological and competitive global economy. This is especially true for many low-income students and minorities. In fact, the typical U.S. high school hasn't changed in the past 75 years. Our high schools were designed for the industrial age -- not the information age -- and they are getting industrial-age results. Over 20 percent of

young Americans between the ages of 18 and 25 do not graduate from high school. American 12th graders scored better than only two countries on the Third International Math and Science (TIMSS) test. Of the high school graduates who go on to college, half drop out by the end of their sophomore year.

Fortunately, there are some schools across the Nation that are making the changes needed to ensure that all students graduate, achieve strong academic skills, and are prepared for college and learn about careers. Through its New American High Schools initiative, the Department of Education is identifying and supporting such high schools. To reach their goals, these schools are retraining their teachers, using technology, helping students learn to work in teams, creating smaller and supportive learning environments, providing opportunities to learn by doing, exposing students to a wide range of career opportunities, and building strong partnerships with parents, colleges, feeder schools, employers and community leaders. In addition, the school administrators have created safe schools where students get solid support from adults.

The New American High Schools initiative is not a program that promulgates the adoption of a strict curriculum reform model. In fact, recognized schools represent the broad range of educational institutions and instructional strategies employed throughout the country. Some of these schools are comprehensive high schools, some are magnet schools, some are redesigned vocational-technical schools, and others are pilot schools serving the needs of at-risk youth. These schools prove that reform can effectively occur in every region of the country. One school is in the heart of the financial district of New York City, another is in the Appalachian region of South Carolina, another is on an island off the coast of San Diego, and several are in the suburbs. Further, they have undertaken reform in a variety of ways. Walhalla High School in Walhalla, South Carolina, eliminated the general track and now offers college prep and tech prep pegged to the same high academic standards. Adlai Stevenson High School in Lincolnshire, Illinois, instituted a rigorous academic curriculum that challenges all students to enroll and ultimately succeed in Advanced Placement coursework, and progress to college with several credits already earned. As a result, the College Board (1997) ranked Stevenson first in the Midwest and among the top 10 schools in the world in the Advanced Placement program.

While the local pedagogy and instructional strategies are diverse, research funded by the Department indicates that all New American High Schools commonly share in the implementation of a set of broad reform strategies. Our research effort has focused on identifying, documenting, and evaluating the strategies used by high schools to improve student achievement through comprehensive reform. (See examples under the next question.) The most compelling evidence of effectiveness lies in the fact that the standards-based, locally driven reform efforts undertaken at recognized sites positively impact several indicators indicative of school improvement and student success. Documented outcomes include:

- Reduction in student dropout rates;
- Increases in standardized test scores;

of Child Health and Human Development and the National Science Foundation in regard to the work they are doing on how children learn reading, science, and math.

Don't you believe there should be some coordination between what we know about how children learn and professional development of teachers?

Ms. McNeil: OVAE very carefully reviewed the current research from cognitive scientists, psychologists, educators, and others on the relationship of contextualized learning to improved student achievement and knowledge transfer. The results of this research, and reports such as the report of the National Commission on Excellence and Accountability in Teaching, formed the basis of the OVAE teacher development initiative. The literature review confirmed that there is an extensive body of research on knowledge and learning that has powerful implications for teacher preparation. The review confirms that in addition to knowing theories, ideas, and strategies that can be learned in advance, teachers must also "know in the context of practice."

The OVAE teacher development initiative focuses on how we should and can prepare teachers to use contextualized teaching and learning strategies to enhance student learning in and out of school. We funded a series of linked activities to: (1) define contextual teaching and learning and, using it as a lens, design a teacher preparation program, (2) identify and conduct case studies of teacher preparation programs exemplifying the framework, (3) design and develop teacher professional development and preparation models using the framework, (4) conduct a national dissemination effort including a national conference, (5) conduct teacher preparation faculty development institutes, and (6) provide follow up and technical assistance. We have completed the first two phases of the project and the third phase will operate through March 2000. In July 1999, we will begin planning the national dissemination effort, including the conference and institutes planned for next winter and the spring of 2000. We are also conducting a third-party evaluation of the projects.

Ms. Northup: Is there going to be coordination this year?

Ms. McNeil: The OVAE initiative is coordinated with the Department-wide teacher development initiative, through which it is linked to the National Science Foundation (NSF) work. Also, the NSF work on mathematics and science achievement and the NSF report, Shaping the Future: New Expectations for Undergraduate Education in Science, Mathematics, Engineering, and Technology, were reviewed as part of the literature search conducted before the OVAE initiative. These reports recommend partnering math and science teacher preparation programs with other departments in a university, K-12 systems, business and the community to improve the preparation of K-12 teachers. More specifically, NSF recommends improving faculty and student incentives to motivate interactions and create linkages between classroom-based skills and thinking and learning in the workplace. Other recommendations promote teacher preparation and professional development programs designed with scientists and mathematicians to develop curricula and experiences that teach students not only theory but also critical think.

ENGLISH-AS-A-SECOND LANGUAGE INITIATIVE

Mr. Northup: Last year you mentioned a competition for model English-as-a-second language. Can you give the committee a status report on this competition?

Ms. McNeil: Last year, the Department of Education proposed and was funded to implement a new ESL initiative. We anticipate funds, slated to be available July 1, 1998, will not be available before July 1, 1999, unless a technical amendment to the 1999 appropriations law is enacted. Therefore, we will begin these projects late with only 16 months, rather than the standard 27 months, to expend the funds. We anticipate that data from the evaluation of the new ESL distance learning and demonstration projects will be available to inform the second year of the three-year "Common Ground Partnerships."

Ms. Northup: You indicated that you work with businesses to educate them on the need to reach out to employees and provide services where they can learn English, as well as to ask businesses what their needs are. Can you tell us a little more about your involvement with business on the community level?

Ms. McNeil: The Conference Board, under contract with the Office of Vocational and Adult Education, is documenting the benefits of workplace basic skills education. Research is nearing completion and the next steps include an outreach campaign to enlist the support of employers and unions nationwide in developing workplace education programs.

Preliminary results from the survey indicate that employers expected and received the following skill improvements for workers in workplace education programs: improved ability to listen; improved ability to understand and apply information; greater willingness to learn; positive attitudes about change; better team work; improved ability to use documents, numbers and manuals; improved capacity to solve problems and make decisions, and improved ability to use English to communicate in the workplace.

The federally assisted adult education system in every State reaches out to employers. Last year, almost 100,000 workers enrolled in an adult education program designed to improve the literacy skills needed to perform their jobs. This program was funded with State and Federal adult education resources and was supported by the workers' employers. One way this is configured, especially in the southern States such as South Carolina and Alabama, is for community colleges to market to employers adult education services, including job-related English language training. Fee-for-service plans produce revenue to support the instruction tailored to specific workplace basic skills needs. Other States, for example Arkansas, form partnerships with employers to provide free adult education services, including work-related ESL, supported in part with Federal and State adult education funds.



● Eugenia Chough

10/12/99 06:54:22 PM

Record Type: Record

To: Irene Bueno/OPD/EOP

cc:

Subject: House report

Here are relevant pieces of House LHHSEd report to which Jon W. referred as misinterpreting an Administration response. Full report is also on line at: <ftp://ftp.loc.gov/pub/thomas/cp106/hr370.txt>

Thanks.

VOCATIONAL AND ADULT EDUCATION

The bill includes \$1,582,247,000 for vocational and adult education programs. This amount is \$168,003,000 below the budget request and \$26,277,000 below the fiscal year 1999 appropriation. This appropriation account includes vocational education programs originally authorized by the Carl D. Perkins Vocational and Technical Education Act and recently reauthorized in 1998. The account also includes adult education programs originally authorized by the Adult Education Act and recently reauthorized in 1998 under the Workforce Investment Act of 1998.

Vocational education basic grants

The bill includes \$1,080,650,000 for basic grants to States under the Carl D. Perkins Vocational and Technical Education Act, which is the same as both the fiscal year 1999 amount and the budget request. Out of the total of \$1,080,650,000 made available for school year 2000 2001, \$308,650,000 is appropriated for fiscal year 2000 for obligation after July 1, 2000 and \$772,000,000 is appropriated for fiscal year 2001 for obligation on, or after, October 1, 2000. State grants support a variety of vocational education programs developed in accordance with the State plan. The Act concentrates federal resources on institutions with high concentrations of low-income students. The populations assisted by Basic Grants range from secondary students in pre-vocational courses to adults who need retraining to adapt to changing technological and labor markets.

The Department has made good progress in developing performance indicators consistent with the requirements of the Government Performance and Results Act. The Committee encourages the Department to continue to refine indicators and provide specific numerical goals for the vocational education programs.

Tech-prep

The bill includes \$106,000,000 for tech-prep, which is the same as fiscal year 1999 and \$5,000,000 below the budget request. This

appropriation includes activities under title II of the Carl D. Perkins Vocational and Technical Education Act. The tech-prep education program provides planning and demonstration grants to consortia of local educational agencies and postsecondary institutions to develop and operate model technical education programs. These programs begin in high school and provide students with the mathematical, science, communications and technological skills needed to enter a 2 year associate degree or 2 year certificate program in a given occupational field, and to make a successful transition into further postsecondary education or begin their careers. The purpose of tech-prep is to develop structural links between secondary and postsecondary institutions that integrate academic and vocational education and better prepare students to make the transition from school to careers.

Tribally controlled postsecondary vocational institutions

The bill includes \$4,100,000 for grants for tribally controlled postsecondary vocational institutions, the same as the budget request and the fiscal year 1999 amount. This program provides grants for the operation and improvement of training programs to ensure continuation and expansion of vocational training opportunities for Indian youth.

The Committee believes the Department needs to develop specific, measurable performance indicators relating to this program. The Department must identify specific program goals and baseline data relating to degree completion, employment and continuing education. The Committee expects the Department to work with the tribal community in developing these indicators.

National programs

For national programs, the Committee provides \$13,497,000, which is the same as the fiscal year 1999 amount and \$4,003,000 below the President's fiscal year 2000 request. This authority supports the conduct and dissemination of research in vocational education, and includes support for the National Center for Research in Vocational Education, and other discretionary research.

The Department has begun to develop performance indicators for national programs. The Committee encourages the Department to continue to work on baseline data and indicators that focus on the degree to which research produced under this account is translated into educational practices in the classroom and the improvements in achievement resulting from the adoption of these practices.

State programs for adult education

For state grants, the Committee recommends \$365,000,000, which is the same as the fiscal year 1999 amount, and \$103,000,000 below the budget request. Out of the total of \$365,000,000 made available for school year 2000 2001, \$92,000,000 is appropriated for fiscal year 2000 for obligation after July 1, 2000 and \$273,000,000 is appropriated for fiscal year 2001 for obligation on, or after, October 1, 2000. State formula grants support programs to enable all adults to acquire basic literacy skills, to enable those who so desire to complete a secondary education, and to make available to adults the means to become more employable, productive, and responsible citizens.

Grants are provided on a formula basis to States under the new Adult Education and Family Literacy Act. The formula provides an initial

allotment of \$250,000 for each state and \$100,000 to each outlying area, with additional allotments distributed on the basis of population aged 16 and over who are without a high school diploma or equivalent who are not enrolled in secondary school.

States may use 12.5% of their allotments for state leadership activities and may use an additional 5% or \$65,000 for state administration. States and localities must give priority to adult education and literacy activities that are built on a strong foundation of research on effective practices and that effectively employ technology. Funds are provided on a forward-funded basis.

The Committee notes that over 40 percent of new adult education entrants are seeking English as-a-second language (ESL) services and that ESL accounts for 51 percent of all adults receiving adult education services and 76 percent of the hours of instruction received. The Committee expects that the funds provided in this program will be used by states with large concentrations of students who seek English language proficiency training to meet the needs of those individuals.

The Committee is very pleased with indicators of effectiveness, baseline data and goals to be achieved set forth by the Department pursuant to the Government Performance and Results Act for adult education State grants.

National Programs--National Leadership Activities

The Committee provides \$7,000,000 for national leadership activities. This amount is \$7,000,000 below fiscal year 1999 and \$94,000,000 below the President's request.

Through applied research, development, dissemination, evaluation, and program improvement activities, this program assists State efforts to improve the quality of adult education. The funds support such projects as evaluations on the status and effectiveness of adult education programs, national and international adult literacy surveys, and technical assistance on using technology to improve instruction and administration that show promise of contributing to the improvement and expansion of adult education.

The Committee has not included \$70,000,000 for the new "Common Ground Partnership Initiative" proposed by the Administration. The Committee believes that the proposed initiative would result in unnecessary duplication, paperwork, and cost for states and localities that already operate successful ESL programs. The Committee expects that funds provided under the state grant program will be used by states with large concentrations of students who seek English language proficiency training to meet the needs of those individuals. In response to questions submitted for the record as part of the fiscal year 2000 budget hearing, the Department stated that:

States can and do undertake ESL for immigrants with their [adult education] State grants * * * States that do not target specific amounts of Federal or State grant funds for this type of service usually do not have the concentration of foreign born persons seeking English language and citizenship instruction.

The Department has also stated that States spend about one-third of their adult education grant funds for English-as-a-second language

programs. If the percentage of state spending on ESL programs remains constant next year, over \$122,000,000 will be spent on ESL activities in fiscal year 2000 under the Committee's recommendations.

The Committee notes that \$4,000,000 in fiscal year 1999 funds are being used by the Department to support a discretionary competition to identify best practices in teaching ESL/citizenship programs. The Committee believes it is best to wait for the results of this demonstration program before committing the substantial funding requested for this new initiative by the Administration.

National Institute for Literacy

For the National Institute for Literacy, the bill provides \$6,000,000, which is the same as both the fiscal year 1999 amount and the budget request. The Institute supports research and development projects, tracks progress made toward national literacy goals, supports research fellowships, disseminates information through a national clearinghouse, and coordinates literacy information data from national and State sources.

The Department has identified several worthwhile performance indicators for this program. However, the Committee believes the Department needs to continue to work with the National Institute for Literacy to develop specific baseline data, numerical goals and measurable standards relating to the utility of information and technical assistance provided and the degree to which such information and assistance has improved the teaching of literacy. Such data should include baseline data on the transfer of programmatic innovations and specific, measurable changes that are expected to occur as a result of proposed increased funding.

State grants for incarcerated youth offenders

The Committee recommends no funding for state grants for incarcerated youth offenders, \$12,000,000 below the budget request and \$16,723,000 below the fiscal year 1999 amount. Given the limited Federal discretionary budget, the Committee has chosen to focus its resources on higher priority programs in this bill.

BILINGUAL AND IMMIGRANT EDUCATION

The bill includes \$380,000,000 for bilingual and immigrant education programs. This amount is \$35,000,000 below the Administration's fiscal year 2000 budget request and the same as the fiscal year 1999 appropriation. This account supports programs authorized by parts A, B, and C of title VII of the Elementary and Secondary Education Act.

Bilingual education: instructional services

The bill provides \$160,000,000 for instructional services, \$10,000,000 below the budget request and the same as the fiscal year 1999 amount. Instructional Services programs assist local educational agencies (LEAs) in implementing programs for limited English proficient (LEP) students.

There are four types of grants, primarily to LEAs, for instructional services to limited English proficient students:

Three-year Program Development and Implementation Grants for school districts to develop and implement new programs for LEP students;

Two-year Program Enhancement Grants to enhance or expand existing programs for LEP students;

Five-year Comprehensive School Grants for school-wide programs for LEP students that reform, restructure, and upgrade all relevant programs and operations within an individual school; and

Five-year Systemwide Improvement Grants for district-wide projects for LEP students to improve, reform, and upgrade relevant programs and operations within an entire LEA.

Funding for projects that primarily instruct in English and emphasize the rapid transition to regular classes ("special alternative instruction projects"), is limited to 25 percent of the appropriation.

The Committee believes that the Department must focus its Government Performance and Results Act indicators on the speed of transition to regular classes by limited English proficient students and the levels of academic achievement of these students while still in bilingual classes and after the transition to regular classes. The Department has not yet implemented the Committee's recommendation that they focus on limited English proficient students moving rapidly to regular classes and achieving at levels that equal or exceed that of English speakers in challenging classes meeting high academic standards.

The Committee also believes that the Department, after having administered the bilingual education program for 30 years, should be able to provide baseline data on the average time needed for LEP students to transition to regular classes and their academic achievement after transition. The Committee expects the Department to include such information in its fiscal year 2001 budget justification.

Bilingual education: support services

The bill provides \$14,000,000 for support services. This amount is the same as the budget request and the fiscal year 1999 amount. This program provides discretionary grants and contracts in four specific areas: research and evaluation; dissemination of effective instructional models; data collection and technical assistance; and a national clearinghouse to support the collection, analysis, and dissemination of information about programs for limited-English proficient students.

The Committee continues to be disappointed with the indicators presented by the Department in its budget justification for this program. It is essential for the Department to develop specific, measurable indicators of the degree to which local education agencies and teachers are accessing training and technical assistance services, the degree to which these new techniques are integrated into school or classroom practices and the degree to which the techniques are successful in improving the rapid transition to regular classes by limited English proficient students and how these techniques have improved the success of students that have made the transition to regular classes. Current indicators stating that an "increasing percentage of local project directors will express satisfaction with Federal assistance" and that the number of inquiries to the national clearinghouse will increase are insufficient. The Committee expects the Department to provide specific, numerical goals and baseline data for this program in its fiscal year 2001 budget justification.

Bilingual education: professional development

The bill provides \$50,000,000 for professional development services.

This amount is \$25,000,000 below the President's request and the same as the fiscal year 1999 level.

The purpose of professional development grants is to increase the pool of trained teachers and strengthen the skills of teachers providing instruction to limited English proficient students. Funds are available to support the training and retraining of bilingual education teachers and teacher's aides, graduate fellowships related to fields of bilingual education, and grants to institutions of higher education to improve bilingual teacher training programs.

The Department has made good progress in developing specific, measurable standards consistent with the requirements of the Government Performance and Results Act for bilingual education professional development. Specifically, the Department has developed indicators relating to the number of teachers placed each year and the percentage of teachers trained who are actually placed in an instructional setting with LEP students, along with specific baseline data and goals. The Committee also encourages the Department to develop indicators relating to the graduate program and the impact of training graduate students on the expansion of capacity of institutions to train bilingual teachers.

Immigrant education

The bill includes \$150,000,000 for immigrant education, the same as both the budget request and the fiscal year 1999 level.

The Immigrant Education program provides Federal assistance to local educational agencies (LEAs) that have large numbers of recently arrived immigrant students. LEAs then use those funds to enhance instruction for immigrant children and youth or for the costs of basic instructional services directly attributable to the presence of immigrant children. Eligible LEAs are those that enroll at least 500 recent immigrant students or where those students represent at least 3 percent of the total enrollment. Immigrant students may be counted only if they have been enrolled in U.S. schools for less than three complete academic years.

The Department makes grants to State educational agencies, which then make subgrants to eligible LEAs within the State. A 1991 GAO study found that most LEAs use their Immigrant Education funds to provide special instruction to limited English proficient students.

The Department has included measures required under the Government Performance and Results Act relating to the amount of immigrant education funds going directly to the classroom. However, in this program, as in most others, the Committee feels that indicators of academic achievement must be developed. Baselines and annual reporting systems need to be developed and projections of improvements in various program indicators as a result of proposed funding levels need to be included in the President's budget.

Foreign language assistance

The bill provides \$6,000,000 for the foreign language assistance program, the same as both the request and fiscal year 1999 amount. This program provides competitive grants to State educational agencies (SEAs) and local educational agencies (LEAs) to increase the quantity and improve the quality of instruction in foreign languages deemed critical to the economic and security interests of the United States. Under this program, 3 year grants are awarded to SEAs to promote systemic

improvement of foreign language instruction and to LEAs to support model programs of instruction that exhibit the capability for continuing beyond the 3 year grant period. LEA grants may include a professional development component. At least three-quarters of the appropriation must be used for the expansion of foreign language education in the elementary grades.

The Department has included measures required under the Government Performance and Results Act relating to the improvement in foreign language fluency and the continuation of foreign language in the curriculum after the period of federal funding ceases. However, in addition to the identification of goals, baselines and annual reporting systems need to be developed and projections of improvements in various program indicators as a result of proposed funding levels need to be included in the President's budget.

million; New Mexico \$4.5 million; New York \$48 million; North Carolina \$8 million; Texas \$32 million.

Last year, under the bill's Title I hold harmless, California lost \$32 million. California has 14 percent of all Title I children and gets 11 percent of Title I funds. (US Dept of Education). California has a 22 percent poverty rate for children; The US rate is 18.7 percent. (9 states exceed California's). California's number of poor students grew 53 percent from 1990 to 1995; nationally, it grew 22 percent. In total federal dollars, California pays 12.5 percent of federal taxes but gets back only 11.2 percent.

California receives \$656 in Title I funds per poor child. The national average is \$745. Some states receive as much as \$1,289, according to the US Department of Education. California has almost 40 percent of the nation's immigrants. The poverty rate for immigrants grew by 123 percent from 1979 to 1997. (Center for Immigration Studies, 9/2/99). Income inequality is growing in California faster than the rest of the country (Public Policy Institute of California, 2/9/99).

Five, the hold harmless freeze in the status quo, even for those not eligible. The hold harmless provision gives funds to states and districts that may not even be eligible for funds, merely because they got funds in the past. What good are eligibility rules if we ignore them, override them willy-nilly. We either have eligibility rules or we don't.

If Congress believes the formula is not properly structured or targeted, Congress should change it in the authorizing statute. Congress will have that opportunity next year when ESEA is reauthorized.

I am grateful that the committee agreed, at my request, to modify the bill so that the Title I hold harmless will not apply in FY 2000 to the eight federal programs have funding formulas based in whole or in part on the Title I formula. Those programs are: Safe and Drug-free Schools; Even Start Family Literacy; Comprehensive School Reform; Eisenhower Professional Development (Teacher training); Technology Literacy; Class Size Reduction; Goals 2000, Title III; and McKinney Homeless Education.

This amendment was needed because, in FY 1998 and 1999, the Department of Education applied the 100 percent hold harmless to 8 other education programs, thus compounding the harm of the Title I hold harmless provision and the cuts that result from it.

I believe in the current bill, Congress is giving the Department clear guidance that the Title I hold harmless provision should not be applied to other programs.

Because last year the Department applied the hold harmless to other programs, my state lost funds under the following programs: Teacher Training \$40,000; School Reform \$700,000; Technology Literacy \$5.4 million; Goals 2000

\$3 million; EvenStart/Literacy \$1 million.

I thank the committee for remedying this inequity.

I am disappointed that the Committee did not provide funding for the President's English Language and Civics Education Initiative, under the Adult Education program. This is an effort to help states and local communities provide instruction to adults who want to learn English as a Second Language (ESL) programs, as well as instruction in civics and life skills. If adequately funded, this initiative would help ensure that those who seek to become American citizens learn not only the words of the citizenship oath, but also the broader language of our civic life. Simply put, this initiative would help our nation's newcomers become full participants in American life.

In 1990, there were about 25.5 million U.S. adults age 18 and older who spoke a language other than English at home. Many of these non-English speakers were new immigrants. Some immigrants have lived here for many years. Still, other non-English speakers were born in the United States but grew up without mastering the English language. Many of these adults reported that they have difficulty speaking English, but were highly motivated to learn the language, especially to obtain jobs and gain access to educational opportunities.

As the number of non-English speaking residents has increased, so has the demand for placement in English-as-a Second-Language (ESL) classes. In the last five years, enrollment for ESL classes has jumped from 1.2 million in 1994 to nearly 2 million in 1998. In the state of California, more than 1.2 million adult students enrolled in these classes in 1998, accounting for 38.2 percent of the adult education students in the state.

The increased demand for ESL classes have resulted in long waiting lists for ESL classes in many parts of the country. For example, Los Angeles has a waiting list of 50,000 people for ESL classes. Chicago's ESL programs are filled to capacity as soon as they open their doors. And, New York State has resorted to a lottery system to select individuals who wish to learn English.

I have visited several immigrant communities throughout California and have been impressed by the high work force participation rates, the strong sense of family, and a tireless commitment to their community. However, during these visits and in letters from my constituents, I have been often told about the lack of opportunities to participate in adult English education courses. This is particularly troublesome, given the large number of people in my state seeking to become American citizens, and to otherwise more fully participate in our civic life.

More support for programs like English Language and Civics Education Initiative would help states and com-

munities throughout California and the rest of the nation that are struggling to keep up with this demand. Providing \$70 million requested by the Administration would not merely be an expenditure, but an investment in our nation's future.

While this bill cannot address all the health and education needs of our nation or even those that are a federal responsibility, allocations are good—\$2 billion more for education and \$3 billion more for health (for the discretionary programs). It does not do all I wish it would do. For example, it does not adequately fund afterschool programs, health professions training, or educational technology as much as I would like, but it does address many important needs and I will vote for it.

I urge my colleagues to give it their strong support.

Mr. SPECTER. Mr. President, we are under very heavy time constraints because some of our Members are about to depart. On two personal notes, I had said earlier that I had recused myself from consideration of the funding for the National Constitution Center because my wife is the director of development there. I want to repeat that and include, again, a copy of a letter to Senator COCHRAN who took over on that issue as the next senior ranking Republican.

I have one other item on a personal note. Senator INOUE for some time has urged the naming of a building for me, which I had resisted. After my wife heard about it and the grandchildren, I have succumbed to the majority vote on the naming of the building the National Library of Medicine.

In conclusion, I hope we will have a very strong vote in favor of this bill. This bill stretches about as far as it can and is about as low cost as it can be with the chance of getting the President's signature. This is only one step along the way toward conference, and we need a very strong vote in favor of this bill if we are to take care of the important funding, especially for not only worker safety but health and education.

I yield to my colleague.

Mr. REID. Will the Senator yield to this Senator?

Mr. HARKIN. Are we in our 10 minutes of time on which we had a unanimous consent agreement?

Mr. SPECTER. That time might have already been used. Why don't we proceed with Senator HARKIN's closing statement until Senators, who have planes to catch, arrive.

Mr. HARKIN. I yield such time as he may want to the majority whip.

Mr. REID. Mr. President, I state for the Record that the issue of class size reduction is of vital importance to everyone on this side of the aisle, as the case has been made very clear. There are going to be enough votes to pass this bill by virtue of the Democrats voting in favor of it, but we want to at this time alert the conferees that if they fail to adequately address this

(3) The 1983 study further found that little or no scientific study had been undertaken on the effects of prescription and non-prescription drugs on the validity of polygraph tests, as well as differential responses to polygraph tests according to biological and physiological factors that may vary according to age, gender, or ethnic backgrounds, or other factors relating to natural variability in human populations.

(4) A scientific evaluation of these important influences on the potential validity of polygraph tests should be studied by a neutral agency with biomedical and physiological expertise in order to evaluate the further expansion of the use of polygraph tests on federal employees and contractor personnel.

(b) SENSE OF THE SENATE.—It is the Sense of the Senate that the Director of the National Institutes of Health should enter into appropriate arrangements with the National Academy of Sciences to conduct a comprehensive study and investigation into the scientific validity of polygraphy as a screening tool for federal and federal contractor personnel, with particular reference to the validity of polygraph tests being proposed for use in proposed rules published at 64 Fed. Reg. 45062 (August 18, 1999).

BINGAMAN (AND FEINGOLD) AMENDMENT NO. 2274

Mr. HARKIN (for Mr. BINGAMAN (for himself and Mr. FEINGOLD)) proposed an amendment to the bill, S. 1650, supra; as follows:

At the end of title II, add the following:

DENTAL SEALANT DEMONSTRATION PROGRAM

SEC. . From amounts appropriated under this title for the Health Resources and Services Administration, sufficient funds are available to the Maternal Child Health Bureau for the establishment of a multi-State preventive dentistry demonstration program to improve the oral health of low-income children and increase the access of children to dental sealants through community- and school-based activities.

BOND (AND OTHERS) AMENDMENT NO. 2275

Mr. SPECTER (for Mr. BOND (for himself, Mr. HARKIN, Mr. ASHCROFT, Mr. GRASSLEY, Mr. CHAFEE, Mr. BIDEN, Mr. WELLSTONE, and Mr. SMITH of Oregon)) proposed an amendment to the bill, S. 1650, supra; as follows:

At the end of title II, add the following:

WITHHOLDING OF SUBSTANCE ABUSE FUNDS

SEC. . (a) IN GENERAL.—None of the funds appropriated by this Act may be used to withhold substance abuse funding from a State pursuant to section 1926 of the Public Health Service Act (42 U.S.C. 300x-26) if such State certifies to the Secretary of Health and Human Services that the State will commit additional State funds, in accordance with subsection (b), to ensure compliance with State laws prohibiting the sale of tobacco products to individuals under 18 years of age.

(b) AMOUNT OF STATE FUNDS.—The amount of funds to be committed by a State under subsection (a) shall be equal to one percent of such State's substance abuse block grant allocation for each percentage point by which the State misses the retailer compliance rate goal established by the Secretary of Health and Human Services under section 1926 of such Act, except that the Secretary may agree to a smaller commitment of additional funds by the State.

(c) SUPPLEMENT NOT SUPPLANT.—Amounts expended by a State pursuant to a certification under subsection (a) shall be used to supplement and not supplant State funds used for tobacco prevention programs and for compliance activities described in such subsection in the fiscal year preceding the fiscal year to which this section applies.

(d) The Secretary shall exercise discretion in enforcing the timing of the State expenditure required by the certification described in subsection (a) as late as July 31, 2000.

BOXER AMENDMENT NO. 2276

Mr. HARKIN (for Mrs. BOXER) proposed an amendment to the bill, S. 1650, supra; as follows:

At the appropriate place add the following:
SEC. . (a) FINDINGS.—Congress makes the following findings:

(1) In 1999, prostate cancer is expected to kill more than 37,000 men in the United States and be diagnosed in over 180,000 new cases.

(2) Prostate cancer is the most diagnosed nonskin cancer in the United States.

(3) African Americans have the highest incidence of prostate cancer in the world.

(4) Considering the devastating impact of the disease among men and their families, prostate cancer research remains underfunded.

(5) More resources devoted to clinical and translational research at the National Institutes of Health will be highly determinative of whether rapid advances can be attained in treatment and ultimately a cure for prostate cancer.

(6) The Congressionally Directed Department of Defense Prostate Cancer Research Program is making important strides in innovative prostate cancer research, and this Program presented to Congress in April of 1998 a full investment strategy for prostate cancer research at the Department of Defense.

(7) The Senate expressed itself unanimously in 1998 that the Federal commitment to biomedical research should be doubled over the next 5 years.

(b) SENSE OF THE SENATE.—It is the sense of the Senate that—

(1) finding treatment breakthroughs and a cure for prostate cancer should be made a national health priority;

(2) significant increases in prostate cancer research funding, commensurate with the impact of the disease, should be made available at the National Institutes of Health and to the Department of Defense Prostate Cancer Research Program; and

(3) these agencies should prioritize prostate cancer research that is directed toward innovative clinical and translational research projects in order that treatment breakthroughs can be more rapidly offered to patients.

DEWINE AMENDMENT NO. 2277

Mr. SPECTER (for Mr. DEWINE) proposed an amendment to the bill, S. 1650, supra; as follows:

On page 59, line 25, strike "\$1,404,631,000" and insert "\$1,406,631,000" in lieu thereof.

On page 60, before the period on line 10, insert the following: "Provided further, That \$2,000,000 shall be for carrying out Part C of title VIII of the Higher Education Amendments of 1998."

On page 62, line 23, decrease the figure by \$2,000,000.

HUTCHISON (AND BINGAMAN) AMENDMENT NO. 2278

Mr. SPECTER (for Mrs. HUTCHISON (for herself and Mr. BINGAMAN)) proposed an amendment to the bill, S. 1650, supra; as follows:

At the appropriate place, insert the following:

SEC. . The United States-Mexico Border Health Commission Act (22 U.S.C. 290n *et seq.*) is amended—

(1) by striking section 2 and inserting the following:

"SEC. 2. APPOINTMENT OF MEMBERS OF BORDER HEALTH COMMISSION.

"Not later than 30 days after the date of enactment of this section, the President shall appoint the United States members of the United States-Mexico Border-Health Commission, and shall attempt to conclude an agreement with Mexico providing for the establishment of such Commission."; and

(2) in section 3—

(A) in paragraph (1), by striking the semi-colon and inserting "; and";

(B) in paragraph (2)(B), by striking "; and" and inserting a period; and

(C) by striking paragraph (3).

SPECTER AMENDMENTS NOS. 2279- 2280

Mr. SPECTER proposed two amendments to the bill, S. 1650, supra; as follows:

AMENDMENT NO. 2279

On page 50, line 17, strike "\$459,500,000" and insert in lieu thereof "\$494,000,000".

AMENDMENT NO. 2280

On page 66, line 24, strike all after the colon up to the period on line 18 of page 67.

COCHRAN AMENDMENT NO. 2281

Mr. SPECTER (for Mr. COCHRAN) proposed an amendment to the bill, S. 1650, supra; as follows:

On page 42, before the period on line 8 insert the following: "Provided further, That sufficient funds shall be available from the Office on Women's Health to support biological, chemical and botanical studies to assist in the development of the clinical evaluation of phytomedicines in women's health".

WYDEN (AND OTHERS) AMENDMENT NO. 2282

Mr. HARKIN (for Mr. WYDEN (for himself, Mr. GRAHAM, and Mr. SMITH of Oregon)) proposed an amendment to the bill, S. 1650, supra; as follows:

On page 19, line 6, insert before the period the following: "Provided further, That funds made available under this heading shall be used to report to Congress, pursuant to section 9 of the Act entitled 'An Act to create a Department of Labor' approved March 4, 1913 (29 U.S.C. 560), with options that will promote a legal domestic work force in the agricultural sector, and provide for improved compensation, longer and more consistent work periods, improved benefits, improved living conditions and better housing quality, and transportation assistance between agricultural jobs for agricultural workers, and address other issues related to agricultural labor that the Secretary of Labor determines to be necessary".

MURRAY (AND OTHERS) AMENDMENT NO. 2283

Mr. HARKIN (for Mrs. MURRAY (for herself, Ms. MIKULSKI, Mr. ROBB, Mrs.

the compact that the Senator from Vermont is advocating, they never will. New Jersey dairy farms have experienced a 37-percent drop in the price of their product. It is not sustainable.

So I thank the Senator from Vermont for yielding the time. I pledge to return to this floor with him to fight for disaster assistance for New Jersey farmers who have lost their crops and need help—not a loan, because they cannot sustain a loan; they cannot pay interest on a loan. These are small family farms that simply need a Federal grant, a fraction of the kind of expenditures that will go to the South and the Midwest—a fraction—so they can plant their crops again in the spring and have a new crop next year to feed their families and feed our communities. For this dairy compact, we need to make sure these few remaining dairy farmers are not lost and the 20 percent of the fresh milk that goes to New Jersey families can continue to come from our own farms.

For those people who live in the urban areas of New Jersey and in suburban communities, who think they are far away from these dairy and agricultural needs, this remaining agricultural land in New Jersey must not be destroyed, because with every dairy farmer who goes out of business, every family farmer who has to sell their land, that open space is lost to suburban sprawl, and it affects the quality of life of every family in our State.

So I thank the Senator from Vermont for yielding the time. I pledge to return again and again with him to try to fight this legislation and, if by chance we should fail, to urge the President to veto it. I thank the Senator for yielding the time.

I yield the floor.

Mr. JEFFORDS addressed the Chair.

The PRESIDING OFFICER. The Senator from Vermont.

Mr. JEFFORDS. I commend the Senator from New Jersey for his very realistic look at this bill. I would like to emphasize that there is so much more than the ordinary disaster in here. It has nothing to do with hurricanes and the drought. And the billions of dollars for the Northeast, which had the drought and problems and all, have nothing to do with farmers. Not only that, the program they have—which costs no money and which has given security to the farmers and helped the consumers—will not go forward. They rejected our attempts to put it in there.

The Senator from Oregon, I believe, desires to speak on another matter. I would like to finish up with a few more remarks, and then I would be happy to yield. We may have one other Member coming over to speak on dairy. But I know he also supports this effort, and I appreciate that very much.

Let me remind my colleagues that unlike years ago, the Federal pricing program has essentially no Federal cost and no Federal subsidy. So here we are arguing for something to pro-

tect our farmers, to protect consumers, to protect the processors with a reasonable price, and we cannot get it approved, when billions of dollars are being spent in the disaster bill for non-disasters—except a lower price. That is a disaster, but it is not the kind of disaster we look to for protection by the Federal Government.

The overall loss to dairy farmers caused by the overall final rule is even more startling. We are back on 1-B, the one the Secretary of Agriculture jammed down the farmers' throats. Fortunately, the courts have put a stop to that.

The Secretary's final rule will drop the price paid for cheese by as much as 40 cents per hundredweight of milk. That is the way we look at how we reward the farmers for each hundredweight of milk. Dairy economists estimate that U.S. dairy farm annual income will fall in total by at least \$400 million or more under the Secretary's final decision.

Who benefits from that? Do the consumers? No. There is no evidence whatsoever that they will benefit. Who will benefit? The processors, the ones that buy the milk. Their profits will go up. The farmers' profits will go down. And the consumer prices will go up. What we are trying to set up is a system where that does not occur. The Northeast is projected to lose \$80 million to \$120 million per year under 1-B. The Southeast loses \$40 to \$60 million. The upper Midwest will lose upwards of \$70 million, even though, as the chart in red shows, they lose a lot less. In fact, they gain. On the other hand, most areas of the country will be better off under option 1-A, including the upper Midwest. Marginally increasing producer income in most regions of the country, option 1-A is based on solid economic analysis, benefiting both farmers and consumers. It takes into account transportation costs for moving fluid milk, regional supply and demand needs, the cost of producing and marketing milk, and the need to attract milk to regions that occasionally face production deficits.

In early August, dairy farmers were given the opportunity to vote for option 1-B or reject the Federal Milk Marketing Order Program. That is right. There were two choices given to dairy farmers: Either approve option 1-B or have no Federal order program. Which is it? It is not a surprise that the farmers overwhelmingly chose the lesser of two evils.

There was no sense to this. There was no reason to allow it to occur. Correcting the Secretary's final rule, as part of the Agriculture appropriations bill, would have prevented dairy farmers across the Nation from losing millions of dollars in income.

Let me also explain briefly, before I turn to my friend from Oregon, the votes were in the conference committee to put in what we are trying to do. They were there. However, what happened? Just as we were about to

have that vote, people from processors and others came in, and the leaders who were behind this move were able to convince those Members not to vote for what we want here, which is basically real help to farmers and consumers.

With that, Mr. President, I yield the floor, at least until my good friend from Oregon has finished.

The PRESIDING OFFICER. The Senator from Oregon.

Mr. WYDEN. Mr. President, I want to take a few minutes tonight—Senator GRAHAM of Florida will be joining me, and Senator GORDON SMITH of my home State, my friend and colleague, will be joining me as well tonight—the three of us want to take a few minutes to talk about the important amendment we were able to have added to the HHS appropriations bill during the course of the last week.

In the beginning, we especially express our appreciation to Senator SPECTER and Senator HARKIN. They worked with the three of us and our staffs over the last week on this particular issue.

What our agricultural labor amendment does is require the Department of Labor to report to the Congress on how the Department plans to promote a legal, domestic workforce—specifically, to improve compensation, working conditions, and other benefits for agricultural workers in the United States.

Today's agricultural labor program is a disaster for both farm workers and for farmers. We have a system that is completely broken. Estimates are that well over half of the farm workers in this country are illegal. As a result of their status, they can have no power at all. They can't even vote. They are subjected to the worst possible conditions imaginable, horrendous housing, and, in many instances, thrown into the back of pickup trucks and moved by people called coyotes, who, for a profit, bring them from other countries. The conditions to which our agricultural workers are subjected in so many instances are nothing short of immoral.

At the same time, the growers, who have a dependable supply of workers to pick their crops, are also in a completely untenable situation, the growers who want to do the right thing. Senator SMITH and I represent a great many of those growers and farmers in our home State of Oregon, who don't know where to turn to find legal workers.

The General Accounting Office did a report a couple of years ago on the farm worker situation in our country. They said there really are enough farm workers, but they came to that conclusion only by counting the illegal farm workers in our country. Well over half of the farm workers in the United States are illegal. It is a situation that essentially turns those farmers, when they want to do the right thing, into people who have to make a choice as to whether or not they want to be felons

and not comply with the law or simply another individual in the bankruptcy line in our country.

To give you an idea how absolutely unacceptable this situation is, just this week I had berry farmers from my home State in Oregon telling me they had recently had meetings with the Department of Justice and the Immigration and Naturalization Service. They were told, in effect, how to work the system, but they weren't given any hope that what they were doing was within the law. In effect, the administration was telling the berry farmers in my State, with a wink and a nod, they should tolerate this system that is based on workers who can have no power and farmers who lack a system that is dependable and reliable so they can find legal workers.

In the last session of Congress, Senator GRAHAM, Senator SMITH, and I put together a bipartisan proposal to change this wholly unacceptable situation and produce a new system for dealing with agricultural labor that would be in the interest of both the farm worker and the farmer. Under our proposal, workers who were legal would get a significant increase in their benefits. Just how significant was documented in a report done for us by the Library of Congress, October 21, 1998. At page 2 of that report, it states specifically that the Library of Congress found that under our proposal—it received 67 votes in the Senate—the legal farm worker would get significantly higher wages, under what the Senate voted for. In addition, there would be benefits for housing, transportation, a variety of benefits that are so critical to the farm workers.

But after 67 Members of the Senate voted for our proposal, the administration said: It is unacceptable. We are going to veto it. It is not good enough. We have other ideas.

At that time, Senator SMITH, Senator GRAHAM, and I entered into a series of discussions with the Clinton administration asking them for their plan on how to produce this system that would address the legitimate concerns of both the farm workers and the growers. We have been at that for more than a year.

I see our good friend Senator GRAHAM coming to the floor, and I will yield to him in just a moment.

Senator GRAHAM, Senator SMITH, and I have been at the task of trying to get from the administration their plan to deal with agricultural labor for more than a year. We told them, if they don't like our proposal—67 votes in the Senate; the Library of Congress said it will produce higher benefits, wages, improved transportation, and improved housing for so many legal workers—since it wasn't good enough for the Clinton administration, we would like to see their proposal. We decided we would, in the spirit of comity and a desire to get an agreement with the executive branch, wait for their proposal.

We are still waiting on this day. The administration remains on the sideline

to this day, unwilling to come forward with any specific ideas that would be in the interests of both the workers and the growers. Just this week, they told the berry farmers in my home State—and we do a lot of things in Oregon well; frankly, what we do best is grow things; our farmers are very important to our State—the administration basically told them, just wink and nod at the rules that are out there today.

In December of 1998, Alexis Herman, Secretary of Labor, sat in a meeting in Senator GRAHAM's office with Senator GRAHAM, Senator SMITH, and myself. Alexis Herman told us, three Members of the Senate, that the administration would give us a specific proposal for dealing with this agricultural labor situation by the end of February 1999.

No such proposal has ever been delivered. In a moment, I am going to yield to my friend from Florida because he has essentially laid out a timeline that demonstrates how many times we have tried to get the administration off the sidelines and to join us in a bipartisan effort to produce a system that would work for the farm worker and for the grower.

By its inaction, the administration is perpetuating a system that is a disaster for both the farm worker and the farmer. It is a system that is totally broken—a system that has condemned the vast majority of farm workers to some of the most terrible and immoral conditions imaginable. It is a system that has made it impossible for the farmers who want to do the right thing to know where to turn.

In the last Congress, Senator GRAHAM, Senator SMITH, and myself brought a legislative proposal that would change that, which the Library of Congress said would produce a significant amount of additional benefits for the legal farm worker. The Clinton administration said that wasn't good enough, and we have waited and waited for their ideas.

Well, tonight, as a result of the action taken in the Labor-HHS bill, we are calling, as a matter of law, on the Clinton administration to give us their plan as to how to produce a legal domestic workforce, which would have improved compensation, improved working conditions, and improved benefits that those farm workers are entitled to as a matter of simple justice.

So I am hopeful that we will get the administration off the sidelines soon. I am hopeful that they will do what they promised to do well over a year ago.

If the Senator from Vermont is willing, I would like to break my remarks off at this point and allow the Senator from Florida to speak for a few minutes. We want to be courteous to our colleague from Vermont because he is dealing with an issue of great importance to him. We will be brief.

I ask unanimous consent that a memorandum be printed in the RECORD.

There being no objection, the material was ordered to be printed in the RECORD, as follows:

CONGRESSIONAL RESEARCH SERVICE,
LIBRARY OF CONGRESS,
Washington, DC, October 21, 1998.
[Memorandum]

To: The Honorable Ron Wyden; Attention: David Blan.

From: American Labor Division.

Subject: Agricultural Labor Proposal.

In your letter of October 15, 1998, you asked for a memorandum comparing the basic federal protections available to farm workers with the protections that would have been extended to farm workers under the proposed conference agreement to the Commerce State Justice bill/H2A provision. The letter stated that you are "especially interested in whether the agricultural labor proposal before the Appropriations Conference Committee would have offered farm workers, and particularly the more than 99.5% of U.S. farm workers who work on non-H-2A farms new or expanded benefits compared to current law."

The proposal would have required the Secretary of Labor to establish state and regional registries containing a database of eligible United States workers seeking temporary or seasonal agricultural jobs, in order to inform those workers of available agricultural jobs and to grant them the right of first refusal for available jobs. Basically, farmers would have to apply to the registry for U.S. workers, and hire all referred U.S. workers, before they could seek non-immigrant alien temporary agricultural workers under the immigration program known as "H-2A." Agricultural employers could not import any workers unless the registry failed to refer a sufficient number of registered workers to fill all of the employer's job opportunities. Therefore, the employer could only acquire as many imported workers as would be needed in addition to those U.S. workers referred.

The proposal would have had an impact on domestic farm workers in addition to its effect on alien workers. The general legislative scheme was to condition the right of an agricultural employer to request and hire temporary alien workers on the employer's requirement, first, to seek domestic workers from the registries maintained by the Labor Department, and, then, to extend the protections granted to H-2A aliens under the proposal to all workers in the same occupation on the same farm. Under the proposal, agricultural employers seeking domestic and foreign workers through the registries were required to assure that they would not refuse to employ qualified individuals, and would not terminate them unless there were "lawful job-related reasons, including lack of work." Employers were also required to comply with the following specific assurances.

WAGES

Under current law, agricultural employers, unless they are exempt as small farmers, must pay the applicable minimum wage and overtime rates under the federal Fair Labor Standards Act (FLSA) or 1938, as amended, 29 U.S.C. §§201-19. Under that law, farm workers must receive the greater of the applicable federal or state minimum wage.

Under the conference agreement, the employer must pay the greater of the prevailing wage in the occupation or the adverse effect wage rate to the workers. The employer using the registry must provide assurances that the wages and benefits promised to the workers hired from the registry would be provided "to all workers employed in job opportunities for which the employer has applied [from the registry] and to all other workers in the same occupation at the place of employment."

MIGRANT WORKER PROTECTION

Under current law, agricultural employers who hire migrant and seasonal workers must

comply with the provisions of the Migrant and Seasonal Agricultural Worker Protection Act (MSWPA), 29 U.S.C. §§1801-72. The MSWPA, however, does not cover any temporary nonimmigrant alien authorized to work in agriculture employment under the H-2A program. See 29 U.S.C. §1802(8)(B)(ii).

Under the proposal agricultural employers were required to comply with all applicable federal, state, and local labor laws, including laws affecting migrant and seasonal agricultural workers, for all United States workers as well as all alien workers on the farm.

HOUSING

Under current law, employers have no responsibility to provide housing or housing assistance to their workers. Under the Migrant and Seasonal Agricultural Worker Protection Act (MSWPA), any person who owns or controls housing must comply with substantive federal and state safety and health standards applicable to that housing. 29 U.S.C. §1823.

Under the conference proposal, employers are required to provide housing at no cost to all workers in jobs for which the employer has applied to the registry, and to all other workers in the same occupation as the place of employment, if the workers' permanent place of employment is beyond normal commuting distance. The employer may provide a housing allowance as an alternative.

WORKERS COMPENSATION

Under current law, workers compensation coverage is exclusively a subject of state law, which may not cover all agricultural employees, especially those considered casual or temporary.

Under the proposal, the employer was required to provide insurance coverage providing benefits equivalent to those under state law, at no expense to the worker, for any job that was not covered by the state workers compensation law.

HEAD START

Under current law, migrant employees find barriers to participation in Head Start programs.

Under the proposal, the Migrant and Seasonal Head Start Program would have been established, removing barriers to participation by the children of migrant farmworkers.

TRANSPORTATION

Under current law, employers are not obliged to provide transportation to workers. If transportation is furnished, the employer and any farm labor contractor must comply with the motor vehicle safety requirements of the MSWPA, 29 U.S.C. §1841.

Under the conference proposal, a worker who completed 50 percent of the period of employment would be reimbursed for transportation expenses to the job, and a worker who completed the period of employment would be reimbursed for the cost of transportation back to the worker's permanent place of residence.

ENFORCEMENT OF LABOR LAWS

Under current law, labor laws are enforced primarily by the U.S. Department of Labor and by the responsible state labor enforcement agencies.

Under the proposal, the Secretary of Labor was required to establish an expedited complaint process, including a written determination of whether a violation has been committed within 10 days of the receipt of a complaint.

Workers on farms where the employer did not seek workers through the Labor Department registry would not have been affected by the proposal. Agricultural employers who hire migrant and seasonal workers must comply with the provisions of the Migrant and Seasonal Agricultural Worker protection Act (MSWPA), 29 U.S.C. §§1801-72.

In conclusion, the proposed agricultural registry program would have required farmers to extend the protections of the federal migrant and seasonal worker law to all workers in the same occupation on the site. The proposed agricultural employment bill could well have expanded employment protections for U.S. workers beyond current law. If an agricultural employer applied to a registry and found enough U.S. workers for some or all of the available job opportunities, then those U.S. workers would have been entitled to the enhanced wage, housing, transportation, and other benefits and protections made applicable to all employees in the same work on the same site.

Mr. WYDEN. I am going to yield the floor at this time.

Mr. JEFFORDS. Mr. President, the Senator from Maine has a brief statement to make on the bill that we are talking about. I know the Senator from Florida has a brief statement, and I have no objection to the Senator from Florida leading. I also thank my friend from Oregon for his remarks about a very serious topic.

I yield to the Senator from Florida.

The PRESIDING OFFICER. The Senator from Florida is recognized.

Mr. GRAHAM. Mr. President, I thank my colleagues from Vermont and Maine for their always courteous generosity, and my colleague from Oregon, with whom I have been working so closely for approximately 2 years-plus now on this important issue.

There is one thing I believe we can agree on, and that is that the status quo of agricultural farm workers in America is unacceptable. It is unacceptable to have somewhere between 35 and 50 percent of all of our migratory farm work done by people who are here illegally. It is unfair to the individuals involved because it puts them in the shadows of our society.

If I may, I will state a personal experience. Immediately after Hurricane Andrew, which hit south Florida in August of 1992, there was great concern about communicable diseases such as cholera; therefore the Public Health Service wanted to inoculate the whole population against the potential of these diseases. There is a substantial migrant farm worker population that lives in the southern part of our State, and many of those people refused to come forward to be inoculated, nor would they allow their children to be protected against communicable diseases because they live in such a dark shadow because of their undocumented status. They were fearful that if they came forward, even with firm promises and commitments by the Public Health Service that they would not be reported for any other purpose, they were still not willing to take the risk. So they put themselves, their families, and the entire community at risk. That is one anecdote of the degree to which, by our acceptance of the status quo, we have placed hundreds of thousands of people into a status of servitude and in the dark closet of our society.

We also have placed honest farmers in an extremely difficult situation.

They are frequently presented with documents that appear to be credible. They hire people to do necessary work during the brief period that is available to harvest the crops, and then they find out later that these people had fraudulent documents, were undocumented, and that they might be subject to various sanctions.

We also know that because of the current system, we have farm workers—both those who are legal citizens or residents of the United States, as well as those who are undocumented—living in horrendous circumstances of housing, being transported in vehicles that don't meet basic safety standards, being placed in a position where their salaries are held each week in order to pay off previous debts, and they live in conditions that are reminiscent not of the 21st century but of the 17th or 18th century. These people are doing extremely difficult work, work that is vital to our Nation and vital to our Nation's economy. They deserve better from us, the policymakers of America, than we have done for them in the past.

One thing we also know, in addition to the fact that the status quo is unacceptable, is the status quo will continue until we decide that this issue is important enough to engage in a serious debate in which we can analyze what the problems are with the status quo, and what the range of solutions to those problems are, and which of those solutions appear to be most appropriate. And it is regarding that which the Senator from Oregon has mentioned that we have had a series of efforts to try to elicit from the administration their plan.

Now, why have we focused so much on the administration? Well, first, they happen to have a unique perspective on the problem, since they are responsible to the Department of Labor, and, secondarily, the Department of Agriculture, for the implementation of the status quo. Therefore, they should be in a specially advantaged position to analyze and recommend alteration to the status quo.

We also know in this form of government we have that while the legislature's responsibility is to enact law, the President, because of his role and because of his constitutional veto authority, plays a key position in terms of legislation and the law.

So beginning in June of 1997, we have been meeting with representatives of the administration, heads of departments, as well as representatives of the White House. Senator WYDEN and myself, sometimes accompanied by others, have met face-to-face, occasionally by conference telephone call, and occasionally by correspondence with the administration on 12 separate occasions between June of 1997 and May of 1999.

Each one of those had a common theme: What is your proposal? What is your diagnosis of the problem? What is your prescription against this problem?

As of today, in early October of 1999, we have yet to receive a credible response to that question.

Thus, the amendment that was accepted to the bill we have just adopted directs the administration to submit to the Congress such a plan. It is my hope that the administration will do so with a sense of expedition. I hope within a period of 60 or 90 days we receive its recommendations so that, if not at their first session of the 106th Congress, then at the earliest point in the second session of the 106th Congress, we would be in a position to have the administration's views as to how this very vexatious problem could be resolved.

I might say that the fact we have made this request, and have made it now for the better part of 30 months, is not an indication that we are going to desist until we have heard the administration's plan. While we would like to have their guidance and suggestions, we consider it to be our ultimate responsibility, as we did in 1998 when we presented to the Senate and the Senate adopted by a margin of well over 2 to 1, the proposal that we submitted. We will continue to take effective action to keep this issue on America's agenda because we cannot tolerate a continuation of the status quo which places hundreds of thousands of human beings into a position of servitude and which places hundreds of thousands of legitimate farmers in a position in which they must operate at the fringe of the law when what they want to do is to be law-abiding citizens.

Before this 106th Congress concludes, I hope we will have had the wisdom to reject the status quo and to have adopted humane, effective public policy which will erase the stain of the status quo of American farm workers, which will have lifted this cloud of illegality from American farmers, which will assure standards of treatment that we as fellow human beings would consider to be dignified and respectful for other human beings, and that we can move forward with a new era in American agriculture.

I appreciate the work of my colleague from Oregon. I also commend our other colleague from Oregon, Senator GORDON SMITH. It is an outstanding example of the people of Oregon who have sent to us these two Members of the Senate, who happen to be from different parties but understand their ultimate commitment is to America and to what is best for this great Nation. They are giving us, in this case, as in other areas, an example of what bipartisanship means and what bipartisanship can accomplish. For that, as well as for their friendship, I extend my gratitude.

The PRESIDING OFFICER. The Senator from Maine.

Mr. JEFFORDS. Mr. President, I know my good friend from Maine is desirous to speak, and I certainly appreciate that.

The PRESIDING OFFICER. The Senator from Maine is recognized.

Ms. SNOWE. I thank the Senator.

Mr. President, I rise today in opposition to the Agriculture conference report. I rise in strong opposition to the conference report.

First, I wish to commend my colleague from Vermont, Senator JEFFORDS, for his leadership, for his perseverance, for his hard work and determination on behalf of all the small dairy farmers, not only in his State of Vermont but in the State of Maine and throughout New England. I thank him. I commend him for the extraordinary effort he has displayed and exhibited throughout this process.

It is only regrettable that those members of the conference committee in resolving the differences between the House and the Senate on the Agriculture conference report did not recognize the position that has been held by all of us who represent the New England States for the Northeast Dairy Compact. That is why I rise in strong opposition to the Agriculture appropriations conference report because it does not extend a reauthorization of the Northeast Dairy Compact.

This issue is a States rights issue more than anything else. Quite simply, it addresses the needs of the States in the Northeast, and most specifically those in New England, that have organized in a way that we can allow fair prices for locally produced supplies of fresh milk.

All the legislatures have approved the compact in New England, and in the Northeast, and all that is required is the sanction of Congress to reauthorize this compact. The compact has protected New England farmers against the loss of their small family dairy farms and consumers against the decrease in the fresh supply of local milk. The compact has proven to be an effective approach to address farm insecurity. The compact has stabilized the dairy industry in this entire region and has protected farmers and consumers against volatile price swings.

As I say, we are talking about small dairy farmers. In my State of Maine, the farmer has an average of 50 cows on their farm. They are trying to preserve a way of life, a way of life that has been there for families for generations. We are trying to protect them through this dairy compact.

All we are asking from this Congress is a reauthorization so we can extend this way of life to small dairy farmers—not agribusiness, not big business, not co-ops, just small dairy farmers who want to produce milk so they can sell it to the consumers in my State of Maine, to Senator JEFFORDS' State of Vermont, and within the New England region.

Over 97 percent of the fluid milk market in New England is self-contained. Fluid milk markets are local due to the demand for freshness and high transportation cost. So any complaints raised from other parts of the country about unfair competition is quite disingenuous.

All we are asking for is a continuation of the Northeast Dairy Compact, the existence of which does not threaten or financially harm any other dairy farmer in the country—not any other dairy farmer in the country. It is to help our dairy farmers within New England, to help the consumers, to help a way of life. The Northeast Dairy Compact currently encompasses the New England States and only applies to fluid milk sold on grocery store shelves in the Northeast.

Only the consumers and the processors in the New England region pay to support the minimum price to protect a fair return to the areas' family dairy farmers and to protect a way of life important to the people of Northeast.

All six of the New England States have supported this through the acts of the legislature, and through all of their Governors, because each Governor has signed a resolution supporting the Northeast Dairy Compact.

Let me repeat. Every Governor and every State legislature in New England have supported the dairy compact. Republicans, Democrats, and Independents support the dairy compact through acts of the legislatures because they recognize how important this compact is to the small dairy farmers in the Northeast.

Under the compact, New England retail milk prices have been among the lowest and the most stable in the country. The opposition—again, we have heard it day in and day out—has manufactured arguments against the compact, saying that increased milk prices.

Let's look at dairy prices over the past few months around the country for a gallon of fresh milk. The price in Augusta, ME, ranged from \$2.89 to \$2.99 per gallon from February to April of 1999; in Boston, MA, the market price stayed perfectly stable at \$2.89 from February to April of 1999; the price in Seattle ranged from \$3.39 to \$3.56 over the same time period. Washington State is not in the compact. Yet their milk was approximately 50 cents higher per gallon than in the State of Maine. The range in Los Angeles was from \$3.19 to \$3.29; in San Diego, the range was from \$3.10 to \$3.62. California is not in the compact. Las Vegas prices were \$2.99 all the way up to \$3.62 in that time period; not much price stability there. And then Nevada is not in the compact. In Philadelphia the range was \$2.78 to \$3.01 per gallon, not as wide a shift as Nevada but a much wider price shift than the Northeast Compact States.

That is why Pennsylvania dairy farmers want to join us. That is why Pennsylvania supports joining the compact.

Denver, CO, on the other hand, is not in the compact. A gallon of milk in Denver has cost consumers anywhere from \$3.45 to \$3.59 over the past few months, over one half a dollar more than in New England.

The Northeast Dairy Compact has not resulted in higher milk prices in

FAX from . . .

Senator Dianne Feinstein

of California

331 Hart Senate Office Building
Washington, DC 20510
(202) 224-3841

DATE: Oct. 8

TIME: _____

TO: Irene Bueno

fax- 456-5581

FROM: Lavita Strickland

COMMENTS:

Sen. Feinstein's statement on President's
ESL Initiative.

(see p. 512212)

TOTAL NUMBER OF PAGES (INCLUDING COVER SHEET): 4

NOTE: The information contained in this facsimile is confidential. If you receive this transmission in error, please notify the sender immediately.

lack of continued investment in class size reduction, and other key education efforts.

One such effort is GEAR UP, which enables low-income schools and their neighboring colleges to form partnerships to get mentors to help students study hard, stay in school, and go on to college. Funding for this program is only \$180 million, not the \$240 necessary to get this important investment to the communities where it is needed most.

Increased funding for after-school programs was given short shrift, despite what the research shows about the link between young people having no positive pursuits in the afternoon and evening, and the related increase in crime.

Education technology has been cut by the House, and the Senate numbers are not sufficient to meet the growing need in an area where the federal government is the primary funding source in most schools and communities, far beyond the investments made by states and localities.

When it comes to education, this Congress has not stepped up to the very challenge we are asking the educators, students, families and communities across America to meet. When the expectations on Congress increased, the level of commitment and vision decreased.

I am voting for this bill to move the process along. If class size funding and other key investments are not restored, the conference report will be vetoed. If it is vetoed, I and many of my colleagues will vote to sustain that veto. This bill in its current form is only a vehicle through which we may negotiate higher numbers in conference.

The American people have a stake in this battle. We need to hear their voices now.

This has been a difficult vote for me. While the bill does provide a significant investment in public health and safety, it does so on the backs of our children and retreating from our commitment to improve class size. This bill cannot survive in its current form.

I do want to point out what I believe are positive aspects of this bill. I applaud the efforts of Chairman SPECTER and Senator HARKIN in preparing an appropriations bill that meets important public health priorities. I know how difficult this appropriations process has been and know their job was not easy. As a member of the Labor, Health & Human Services & Education Subcommittee, I am pleased that our product does maintain our commitment and investment in public health.

The additional \$2 billion investment for NIH alone will bring us that much closer to finding a cure for diseases like cancer, Parkinson's, cardiovascular, Alzheimer's, MS and AIDS. Every dollar invested in NIH reaps greater savings in health care dollars as well as greater savings in human lives. This additional investment will

ensure that we remain on a course to double NIH funding. I know how important this funding is and am proud to represent outstanding research institutions like the University of Washington and the Fred Hutchinson Cancer Research Center who receive significant research funding from NIH.

I am also pleased that we have provided funding for trauma care planning and development for the states. This is an essential program that assists the states in efforts to effectively develop trauma care strategies. We have neglected trauma care and we have lost ground in life saving delivery of critical care. I was pleased that the Subcommittee recognized the importance of trauma care planning.

As many of my colleagues know, I have been pushing for federal funding to establish a national poison control plan. My allegiance to "Mr. Yuk" is well known within this chamber, as well as within the HELP Committee. It was only two years ago that I offered an amendment during FDA reform to protect voluntary poison control labeling like Mr. Yuk from possible elimination. I have used my position on the Appropriations Committee to push for funding for poison control centers and for a national 1-800 hotline. I am pleased that this legislation includes \$3 million for poison control efforts. This line-item within HRSA is a major victory for children and their parents. We have taken a huge step forward in developing a national poison control plan that builds on successful efforts in all of the states, like those made in Washington state.

As one of the most vocal women's health care advocates in the Senate, I am pleased that the Committee report to accompany this Appropriations bill addresses several women's health issues and enhances programs to eliminate gender bias or discrimination. I want to thank the Chairman for his support of funding for the CDC Breast and Cervical Cancer Screening Program for low income women. This continued commitment will save lives and improve survival rates for women who often have little or no access to cancer screening. We know that early dedication offers the greatest hope of survival.

I am pleased that we have been able to provide additional funding to expand the WISE WOMEN program to screen for cardiovascular disease as well as breast and cervical cancer. Cardiovascular disease is the number one killer of American women. Twice as many women die from cardiovascular disease than breast and cervical cancers combined. I was disappointed that we could not find additional monies to expand this program in all 50 states, and will continue to work to secure additional funding for FY2000.

There are many reasons why I consider the Labor, HHS Appropriations bill one of the most important appropriations bills and the one piece of legislation that truly affects all Ameri-

cans and offers hope to the most vulnerable. But, perhaps one of the most critical programs funded in this appropriations bill is funding for battered women's shelters. This funding does save lives. This funding is the life line for battered and abused women and children. I am proud to have worked with the Chairman of the Subcommittee to increase our investment in battered women's shelters. I am working for the day when we need no more battered women's shelters. Unfortunately, we have a long way to go. But, by increasing the funds available by \$13.5 million for FY2000, we have offered communities more resources to assist victims of domestic violence find a vital, life-saving safe shelter.

I am hopeful that these important public health investments will survive what will likely be a difficult conference with the House.

Mrs. FEINSTEIN. Mr. President, I am pleased today to support the FY 2000 Labor-HHS-Education Appropriations bill, H. R. 1650, because it addresses important priorities of the American people.

Among other increases, this bill increases funding for the National Institutes of Health (NIH) by \$2 billion, including a \$384 million increase for the National Cancer Institute. This will continue us on the path of doubling the funding of NIH over five years. The President requested only a 2.1 percent increase over FY 1999, which does not keep pace with medical research inflation, projected to be 3.5 percent next year.

The National Institutes of Health—often called the "crown jewel" of the federal government—offers hope to millions of Americans who suffer from diseases like diabetes, arthritis, Alzheimers, Tourette's Syndrome, Parkinson's and on and on. Sadly, NIH can now only fund 31 percent of applications. Under the President's FY 2000 proposal, it could have fallen to 28 percent, a 10 percent drop. This is the wrong direction, especially at a time when research is opening many new scientific doors.

Federal support for curing diseases and finding new treatments is not a partisan issue. Federal spending on health research is only 1 percent of the federal budget. Sixty eight percent of Americans support doubling medical research over five years; 61 percent of Americans support spending part of the surplus on medical research. Fifty five percent of Californians said they would pay more in taxes for more medical research, in a Research America poll.

NIH is especially important to my state where some of the nation's leading research is conducted. The University of California received \$1.7 billion in NIH funds in 1998. The federal government supports over 55 percent of UC's research.

I am pleased that the bill includes \$3.28 billion for the National Cancer Institute. This is an increase of \$384 million or 13 percent over last year. With

this, NCI will be able to fund at 10 percent more grants. If we had gone along with the President proposed 2 percent increase for cancer research, NCI would have been able to fund 10 percent fewer grants. That is the wrong direction, at a time when cancer incidence and deaths are about to explode.

Today, one in every four deaths is due to cancer. Cancer costs over \$100 billion a year. Because of the aging of the population, the incidence of cancer will explode by 2010, with a 29 percent increase in incidence and a 25 percent increase in deaths, at a cost of over \$200 billion per year. The cancer burden will hit America the hardest in the next 10 to 25 years as the country's demographics change. (These are the findings of the September 1999 Cancer March Research Task Force.) Cancer deaths can be reduced from 25 to 40 percent over the next 20 year period, saving 150,000 to 225,000 lives each year if we do the right thing.

I want to thank the chairman of the subcommittee for including in the committee report language indicating that we need to increase cancer research funding consistent with the recommendations of the Research Task Force of the Cancer March. The Cancer March called for increasing the National Cancer Institute budget by 20 percent each year for four years, to get to \$10 billion by 2005. This bill with its 12 to 13% increase in funds is a step on the way.

The National Cancer Dialogue, a national group representing leaders of the entire cancer community and over 120 cancer organizations, recommended that NCI be funded at \$5 billion in FY 2000 and CDC cancer activities at \$516 million.

What can be accomplished with \$5 billion for research?

More drugs: NCI could bring 40 new cancer drugs from the laboratory to clinical trials. In NIH's entire history, only 70 drugs have been approved for treating cancer.

Cancer Genetics: Continuing to identify genes involved in cancer. Improving our understanding of the interaction between genes and environmental exposures.

Imaging: Finding new ways to detect cancers earlier when they are small, not invasive and more easily treated.

Clinical Trials: Increase participation from 2 percent currently. Medicare beneficiaries account for more than 50 percent of all cancer diagnoses and 60 percent of all cancer death.

Prevention: 70 percent of all cancers are preventable says the American Cancer Society. By expanding the CDC's efforts to provide cancer screening, cancer registries and other measures to help people prevent cancer screening, cancer registries and other measures to help people prevent cancer. For example, tobacco-related deaths are the single most preventable cause of death and disability and account for 30 percent of all US cancer death.

I am also pleased to announce an increase of \$200 million over last year and \$100 million over the President's request for Ryan White AIDS, as well as a 12 percent increase for AIDS research at NIH.

California has the second highest incidence of HIV/AIDS in the US. While the AIDS death rate has declined it is still too high. Over 40,000 new infections develop each year. In California, 100,000 people are living with HIV/AIDS. Half of all HIV-infected people do not receive regular medical care according to the Rand study, December 1998.

We face serious challenges. We must find a cure. We must find new treatments. HIV lingers in cells so long that the "virus cannot be eradicated at all with current treatments * * * it remains tucked away longer than though," according to the New England Journal of Medicine, May 1999.

This funding bill also includes important funding for education at all levels. There is hardly a more important function of government than providing a solid education for our youngsters.

The bill raises education by \$2 billion over last year. This is important in light of the decline in the federal share of total education funding from 14 percent in 1980 to six percent in 1998, according to the Office of Management and Budget.

No doubt we need to do more. Our nation's schools face unprecedented challenges. My state is fraught with problems: California has 6 million students, more students than 36 states have in total population and one of the highest projected enrollments in the country. California will need 210,000 new teachers by 2008. We have about 30,000 teachers on emergency credentials. We have the most diverse student body in the country. In some schools, over 50 languages are spoken. While this diversity is one of my state's great strengths, in the classroom, it places huge responsibilities on teachers.

Buildings: We need to build 8 new classrooms per day, \$809 million per year. Some elementary schools have over 5,000 students. Our schools are too big.

In higher education, California is preparing for "Tidal Wave II," the demographic bulge created by children of the baby boomers which will inundate our colleges and universities between 2000 and 2010.

And so our needs are huge. Our challenges are great.

I am disappointed that the Senate did not adopt the Murray amendment that would have ensured that \$1.4 billion be used to hire teachers and reduce class size. By adding \$200 million and raising the allocation from \$1.2 billion to \$1.4 billion and specifying that it be used to hire teachers and reduce class sizes, California could have hired 1,100 new teachers, on top of the 3,322 that will provide funding for last year. I hope the conference will see the importance of this.

One area of this bill that I have given my attention to is ESEA Title I, the program that provides over \$8 billion for educating poor children. Unfortunately, despite my efforts in the Appropriations Committee, I was unable to delete what is known as the "hold harmless" provisions. Also, the committee would not accept my amendment to clarify and insure that any new or additional funds, over last year, go to states that are hurt by the hold harmless provision.

The Title I hold harmless provisions (there are two in the bill, for basic grants and for concentration grants) hold states and districts "harmless." They say in essence that no state or district will receive less than it did the previous year despite changes in the number of poor children. In the bill, these apply to the Title I basic grants and the concentration grants. These provisions freeze funding in place despite the number of poor children, despite their eligibility.

I tried to delete these provisions in the committee, but because, frankly, there are more low-growth states than high-growth states like mine, in the Senate, did not have the votes to completely eliminate them.

Here is why the hold harmless provisions are wrong: One, they violate the purpose of the program since 1965, to target funds on poor children. Two, they contravene the census update requirement. The authorizing law requires the Department to update child poverty data every year so that each state will receive funds according to the number of poor children. The hold harmless renders that requirement virtually meaningless.

Secretary Riley wrote, April 29, 1999: "I do share your concern that the 100 percent hold-harmless provision undermines the apparent statutory intent that allocations for Title I and other programs be based on the most recent census data."

Three, a poor child is a poor child. Congress recognized that poor children need extra help, wherever that child may be. A poor child in California is as worthy as a poor child in Mississippi and should not be deprived of funding.

A July 1999 study found that students in poor school districts (West Fresno, Mendota, Farmersville) ranked at or near the bottom of California's achievement tests. "Most of the lowest-scoring school districts * * * are in rural areas with high unemployment and poverty and have many children from migrant farm worker families who speak little English and have little education." (Fresno Bee, 7/25/99)

Four, hold harmless provisions disproportionately hurt states with high growth rates in poor children, states like California, Arizona, New Mexico, Texas, Hawaii, South Carolina, Maryland, Nevada, Virginia, Georgia, Florida, New York, North Carolina, Oklahoma.

Here are some examples of losses of Title I Funds under FY 1999 hold harmless: California \$36 million; Florida \$32

**Migration and Refugee Services****Office of Migration and Refugee Policy**

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NEWS

Department of Communications

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DATE: September 16, 1999

FROM: David Early

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FOR IMMEDIATE RELEASE

CHURCH, GOVERNMENT TOGETHER CAN 'WELCOME THE STRANGER' THROUGH NATURALIZATION

WASHINGTON -- A new statement by the Bishops' Migration Committee, released to coincide with Friday's National Citizenship Day, calls for the appropriation of funds to help alleviate a huge backlog of naturalization applications, and recommits the Catholic Church in the United States to a public-private partnership to make the system fair and efficient.

From Newcomers to Citizens: All Come Bearing Gifts states that immigrants, and their diversity of cultures and languages, are each an "indispensable thread that, together, make up the rich fabric of the United States of America."

"As many today work to achieve the 'American dream' defined in economic terms, citizenship represents the 'American dream' to many who arrive on our shores to flee persecution, join close family members, or otherwise search for a better life for themselves and their families," the Committee said.

The Bishops clearly note that while government standards for becoming a naturalized citizen should be high, they should not be unreasonable. The current requirements are "time-tested," they said, and have worked well to ensure that applicants embrace the values and laws of the United States.

"They should not be changed," they said.

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Specifically, they said some proposals introduced in Congress in recent years to raise the bar for naturalization would make it more difficult, if not impossible, for many deserving immigrants to attain citizenship. And proposals for a constitutional amendment which would deny citizenship to individuals born in the United States, regardless of their parents' alienage or status, are particularly disturbing.

"The denial of birthright citizenship would not only contravene more than a century of U.S. constitutional principle ... but also would marginalize new generations of individuals living in the United States and increase racial and ethnic tensions in our nation," the Committee said.

While raising the requirements for naturalization would create unacceptable new impediments to citizenship for migrants, according to the Bishops, the current two-year backlog of applications poses another problem they fear will discourage eligible applicants from seeking citizenship.

Fees collected from applicants by the Immigration and Naturalization Service are being diverted to other INS functions not related to naturalization, the Bishops said, contributing to the current backlog of more than 1.8 million applications nationwide. They called on elected officials to consider supplementing fees for naturalization with appropriated funds.

"Justice dictates that those who have lived in our country, contributed to our communities, and otherwise met time-tested standards for citizenship, should have the opportunity to naturalize in a fair and timely manner," said Bishop Nicholas A. DiMarzio of Camden (NJ), Chairman of the Migration Committee in releasing the statement.

He said the statement also firmly recommitts the Church in the United States to assist both newcomers in becoming citizens and the government in making the naturalization process work as fairly and efficiently as possible. Nonprofit organizations, like Church agencies, can be instrumental in making essential services like legal counseling, screening, and case management available to applicants. At the same time, providing these services eases some of the burden on government agencies.

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"We urge the INS to continue to seek ways to partner with nonprofit community groups experienced with immigrant communities in order to improve services to those undertaking the naturalization process," the Committee said.

Many immigrants have lived in the United States for many years, paid taxes, started families, and have been contributing members of their communities, the Bishops said. They generally embrace the responsibilities associated with citizenship and welcome the opportunity to enjoy the full rights of U.S. citizens.

"Naturalization represents an opportunity for all to contribute effectively and wholly to our multicultural society," the Committee said. "As citizens, we have a responsibility to assist those who qualify also to take advantage of the opportunity to become U.S. citizens."

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NOTE: The full text of *From Newcomers to Citizens: All Come Bearing Gifts* is available upon request. It may also be obtained on the World Wide Web at:
www.nccbuscc.org/mrs/citizenship.htm



COMMITTEE ON MIGRATION

From Newcomers to Citizens: All Come Bearing Gifts

In our country's relatively brief history, we have been blessed with a constant infusion of new peoples who have arrived on our shores with new hopes and dreams, bringing cultural, linguistic, and religious diversity as well as unique talents to the building of a nation which is today the world's lone superpower.

These newcomers, with their different cultures, different foods, different languages and different ways, while all too often rejected at first, have all eventually been allowed to make their important contributions to an ever changing, ever new United States of America. Decade by decade these new pieces of our nation have been laid side by side with the old to form the American mosaic, a mosaic that the Great Seal of the United States expresses [as] an American ideal that should inspire us in the motto 'E Pluribus Unum'--out of many, one. This motto, recognizing national unity out of the widest diversity, reflects the reality that our nation is a nation of immigrants."¹ Indeed, except for our Native Americans, we are all immigrants, or descendants of migrants--whether voluntary or forced--and each an indispensable thread that, together, make up the rich fabric of the United States of America.

While our country's heritage is varied, our strength is derived from the integration of our many differences into one nation committed to the ideals of justice and freedom. We are not simply a nation of immigrants; we are a nation of many kinds of migrants--including those brought here forcibly both prior to and after the founding of our nation²--who seek to embrace fully all that the United States of America is and hopes to be through citizenship.

¹Committee on Social Development and World Peace, National Conference of Catholic Bishops, "Cultural Pluralism in the United States," January 1981. Paragraph 48.

²Citizenship status was conferred upon former African-American slaves through the passage of the Fourteenth Amendment in 1868 following the end of the Civil War. U.S. Constitution Amend. XXIV, Section 1; See also *Afroyim v. Rusk*, 387 US 253 (1967) (Supreme Court discussion of the Fourteenth Amendment as it relates to the conferral of citizenship upon former African-American slaves)

As many today work to achieve the "American dream" defined in economic terms, citizenship represents the "American dream" to many who arrive on our shores to flee persecution, join close family members, or otherwise search for a better life for themselves and their families.

Through the process of naturalization, the immigrant is transformed from an immigrant into a U.S. citizen: no longer the stranger to political society, but now a full member free to assert all the rights and bear all the responsibilities of citizenship. Citizenship provides newcomers formal integration into our national community, entitling them to a number of rights, such as the right to vote, hold elective office, sit on a jury, hold certain federal jobs, travel abroad for unrestricted periods, and enjoy full protection of the laws.

The Current Naturalization System

The process of naturalization confers U.S. citizenship upon an individual after birth who was previously a citizen or national of a different country.³ Naturalization provides an opportunity for newcomers from different backgrounds to recognize more fully their potential as members of their communities and to become equal partners in the civil structures of our nation. Many immigrants have resided in our country for years, paid taxes, started families, and built equities in their local areas. They have demonstrated commitment to their new home for many years and have met the arduous requirements for attaining citizenship. While the standards are difficult to meet and the process often discouragingly long, immigrants continue to seek citizenship in unprecedented numbers. In a recent four year period, the number of those applying for citizenship increased dramatically, rising from approximately 234,000 in 1994 to 2 million in 1998.

Citizenship is one of the most precious of all benefits that the federal government can bestow, and the naturalization process must be administered with an integrity that ensures that only those truly eligible and meeting all the requisite criteria become naturalized. While the naturalization process should be designed to ensure that only eligible immigrants become citizens, we also believe that adequate governmental resources should be appropriated to ensure that citizenship is available in a fair and timely manner to all who are eligible.

Naturalization is funded by fees paid by the applicant, fees which many are unable to afford.⁴ All too often, naturalization fees are diverted to pay for other needs within the Immigration and Naturalization Service (INS), such as enforcement activities, administrative

³U.S. Constitution, Article I, Section 8, Clause 4 confers the power to Congress "to establish a uniform rule of naturalization." Immigration and Nationality Act, Section 101 (a)(23) ("the term 'naturalization' means the conferring of nationality of a state upon a person after birth, by any means whatsoever")

⁴ Fees were increased by the INS from \$95 to \$225 per application in January 1999. Current fee-waiver policy is inadequate to protect those who cannot cover the cost.

functions and other program costs unrelated to the naturalization process.⁵ As a result, applicants for citizenship are currently experiencing a two-year wait for processing of their applications, with a current backlog of approximately 1.8 million applicants awaiting their opportunity to become citizens. We fear that this backlog discourages those who are eligible for citizenship to come forward and navigate the naturalization process.

In order to improve access to citizenship for those who meet its requirements, *our elected officials must consider supplementing fees for naturalization with appropriated funds*. As in the past, "we call on the United States Congress to fully recognize and support the important task of nurturing new citizens so that they may begin to play a full role in the future of the nation."⁶

Proposed Restrictions to Naturalization

Reports of inadequate oversight and management, failure to implement quality control measures, and general problems regarding the naturalization system in recent years have prompted some in Congress to propose changes to the naturalization process. Unfortunately, some of these proposals would make it more difficult, if not impossible, for many deserving immigrants to attain citizenship.

Proposals that restrict deserving immigrants' access to United States citizenship are particularly troubling considering that data demonstrates that the overwhelming majority of immigrants and refugees in this country are of good moral character, enrich our communities, and eagerly await the opportunity to become full-fledged citizens.

The current requirements for citizenship are time-tested. The standards have served our nation well by screening applicants in a manner which ensures their association with the values and laws which govern our land. They should not be changed. Specifically, *proposals to extend the length of time required to demonstrate "good moral character" or permanent residency in the United States only serve to delay the naturalization process for deserving immigrants and should be defeated*.

Birthright Citizenship

It is equally important that automatic citizenship for individuals born in the United States, regardless of the alienage or status of their parents, remain the Constitutional standard for birthright citizenship. We are especially disturbed by proposals to adopt a constitutional amendment which would deny birthright citizenship to children born of noncitizen parents or parents who are not lawful permanent residents admitted into the United States. The denial of

⁵ According to the Immigration and Naturalization Service (INS), the Exam Fee account funds over \$100 million in legislatively-mandated non-revenue generating programs.

⁶ Most Reverend Theodore E. McCarrick, Chairman, Committee on Migration, National Conference of Catholic Bishops, "Human Dignity through Naturalization," July 1994.

birthright citizenship would not only contravene more than a century of U.S. constitutional principle that recognizes citizenship based on the individual's birth in our country, but also would marginalize new generations of individuals living in the United States and increase racial and ethnic tensions in our nation.⁷ To deny or restrict birthright citizenship would erect a new and artificial barrier between the "accepted" citizens and the "unaccepted" residents of our nation, creating a two-tiered society between those who are "privileged" citizens and those who are "alien."

In our 1986 statement, *Together a New People*, the U.S. Catholic Bishops' Committee on Migration warned of the creation of a double society in the United States: "It is against the common good and unacceptable to have a double society, one visible with rights and one invisible without rights--a voiceless underground of undocumented persons."⁸ *Automatic citizenship for individuals born in the United States must be preserved to prevent an unhealthy and destructive divide in our country and the exclusion of many from full political and civic rights.*

The Rights and Responsibilities of Citizenship

Although the naturalization process is properly designed to ensure that only those who are motivated and eligible become citizens, immigrants pursuing citizenship also must prove their commitment and dedication to national ideals by renouncing fidelity to their country of birth and swearing allegiance to the United States and the Constitution. Upon attaining U.S. citizenship, an individual accrues rights but assumes responsibilities as well. When called upon, citizens must defend their nation in military service and sit upon a jury to serve our justice system. While citizens have a right to vote in elections, they have a *responsibility* to participate in the political process to uphold the democratic ideals of our nation.

New citizens generally welcome the opportunity to become full members of U.S. society and offer their special gifts to their new homeland. "By becoming citizens, immigrants reinforce the equities that they have built in this country and become full partners in the course and life of

⁷*Jus Soli* is a principle well established in English common law that establishes citizenship on the *place* of an individual's birth without regard to alienage or status of their parents. This principle was enshrined in U.S. law in 1868 through the adoption of the 14th Amendment to the Constitution of the United States. In addition to *Jus Soli*, the United States recognizes the *jus sanguinis* theory of citizenship, which confers U.S. citizenship on children born abroad to American parents.

⁸National Conference of Catholic Bishops, *Together a New People*, Pastoral Statement on Migrants and Refugees, November 8, 1986, p. 10.

our nation."⁹ *We encourage new citizens to embrace the rights and responsibilities of being a U.S. citizen by honoring the values upon which our nation was built--freedom, democracy, and equal protection under the law.*

The Role of the Church

The Catholic Church believes that citizenship affirms basic human dignity by allotting full political and legal rights to the individual. Without the ability to participate fully in the political and legal arenas, persons are unable to express fully their views and impact issues which directly affect their lives.

In light of the current backlog in naturalization applications, we renew our commitment to assist newcomers in becoming citizens. In offering spiritual guidance to newcomers, the Church also is compelled to protect and uphold their rights: "Faithfully carrying out the mandate which she has received from on high, the Church not only strives to offer consolations of religion to all emigrants, but also zealously struggles for the sanction and preservation of the human rights of the person and of the foundations of his spiritual life."¹⁰

Located in both rural and urban immigrant communities and mirroring the cultural and ethnic diversity of our great nation, Church communities can and do make special contributions to the naturalization process. Local parishes continue to play a vital role in assisting immigrant parishioners in their quests to obtain citizenship. They provide volunteers who assist individuals during the application process, make space available for the administration of citizenship tests and other activities, and distribute literature promoting citizenship. As stated by the National Conference of Catholic Bishops in 1976, "in order to lead the newcomer to full participation in the civic life of the new country, it is important to support programs that help him or her meet the requirements for citizenship..."¹¹

While the government has a responsibility to ensure the integrity of the naturalization process, it also is incumbent upon government to ensure its fairness and efficiency.

⁹Most Reverend Theodore E. McCarrick, Chairman, Committee on Migration, National Conference of Catholic Bishops, "Human Dignity through Naturalization," July 1994.

¹⁰Sacred Congregation of Bishops, "Instruction on the Pastoral Care of People Who Migrate," Vatican City, August 22, 1969, p. 7.

¹¹National Conference of Catholic Bishops, "Resolution on the Pastoral Concern of the Church for People on the Move," November 11, 1976, Washington, D.C.

The 1997 decision by Congress to preclude community-based organizations, including Church agencies, from providing fingerprinting services to naturalization applicants is troubling.¹² As a result of this decision, community organizations can no longer provide a variety of naturalization services in one location in the local community--the "one-stop shop"--which in the past helped immigrants without resources from making several trips to a local INS office.

Nonprofit organizations can be instrumental in making available essential services to immigrants seeking to naturalize, such as legal counseling, preapplication screening, advocacy, and case management. They are skilled in providing English, civics and history, and acculturation instruction--vital services for many noncitizens who desire to naturalize. Church agencies, such as local Catholic Charities' programs and the Catholic Legal Immigration Network (CLINIC), are especially qualified to provide assistance to immigrants seeking citizenship. In Los Angeles and San Diego, for example, CLINIC assists the INS by hosting swearing-in ceremonies; welcoming INS officers into CLINIC offices to conduct citizenship interviews; supplying interpreters for such events, as necessary; and providing outreach and education services to the immigrant community.

We urge the INS to continue to seek ways to partner with nonprofit community groups experienced with immigrant communities in order to improve services to those undertaking the naturalization process.

Conclusion

Church teaching regarding migration is derived from the words of Jesus to His disciples: "I was a stranger and you welcomed me." (Matthew 25:35) As Catholic bishops, our faith tradition compels us to support efforts which recognize the solidarity of all peoples and enable those of all cultures to exercise their full human rights. Naturalization represents an opportunity for all to contribute effectively and wholly to our multicultural society. As citizens, we have a responsibility to assist those who qualify also to take advantage of the opportunity to become U.S. citizens.

It is unfortunate that, as our world becomes more of a global village, there are those among us who would make less room for those who seek to have a place at America's table. Although our nation enjoys one of the highest standards of living in the world, some question the motivations of those who seek citizenship in our country, believing that they threaten our way of life.

As history has taught us, however, new citizens add to the economic, political, and social vitality of our nation. In *One Family Under God*, the Committee on Migration reaffirmed the

¹²Fingerprinting services have been taken from community-based organizations and fees for fingerprinting services increased from \$10 to \$25 upon introduction of the first Application Service Center in late 1997.

valuable contribution of each generation of new Americans: "...[T]hroughout the Church's and the nation's experience, time has affirmed the contributions of each successive immigrant group. Though initially derided...they have proven valuable far beyond what could have been expected...."¹³

We must continually remind ourselves that the overwhelming majority of newcomers aspire to become an integral part of their adopted homeland and wish to be part of the mainstream United States, conveying enduring values to our families, our churches, and our nation. We must look at the immigrants in our midst not as strangers, but as new U.S. citizens in the making, helping us to forge a new and better United States of America.

--Issued by the Committee on Migration of the National Conference of
Catholic Bishops

--September 1999

¹³*One Family Under God*, A Statement of the U.S. Bishops' Committee on Migration, 1995, p. 8.

English Language and Civics Education Initiative: Common Ground Partnerships

The President's FY 2000 budget supports a \$190 million increase for adult education and family literacy, including a \$70 million investment for the **English Language and Civics Education Initiative: Common Ground Partnerships**. This initiative will help states and communities provide limited English proficient adults (LEP) with expanded access to high quality English as a Second Language (ESL) programs linked to civics and life skills instruction on understanding and navigating our government system, the public education system, workplace, and other key institutions in American life.

Importance of Civics Education and Life Skills Instruction

Civics education and life skills instruction are important in assisting immigrants to become full participants in American life. In 1997, the United States Commission on Immigration Reform found that understanding the basic principles and values of American society provides immigrants, particularly new United States citizens, a shared commitment to the American values of liberty, democracy and equal opportunity. Last year, the Advisory Board for One America, the President's Initiative on Race, recommended strategies to include immigrants in the American community and foster a greater degree of community cohesion by promoting programs that provide instruction on the rights and duties of citizenship. Existing civics programs focus specifically on helping immigrants pass the naturalization test, but do not typically address broader issues of helping immigrants learn about life in America.

Demand for ESL Services

For LEP students and immigrants to succeed and become full participants in American life, they must be able to read and communicate in English. Evidence from immigrant communities demonstrates high levels of enthusiasm for learning English and participating in civic life; however, the demand for ESL instruction outweighs the current supply.

- ◆ ESL instruction is the fastest growing component of adult education; enrollment in ESL has increased 105 percent over the past ten years (in 1997, the ESL enrollment was 1.85 million).
- ◆ Adult education programs currently provide funding for ESL, but more targeted services are needed to meet the overwhelming demand for both ESL and civics instruction.¹ For example, Los Angeles has a waiting list of 50,000 people for ESL classes, Chicago's ESL programs are filled to capacity as soon as they open their doors and New York State has resorted to a lottery system to select individuals who wish to learn English.
- ◆ Evidence demonstrates that learning English in a community-based setting using everyday experiences is particularly effective in helping LEP immigrants become highly valued students and employees. The Department of Health and Human Services' Office of Refugee Resettlement and

¹ The Department of Education currently funds a \$365 million Adult Education basic grant program, in 1998, \$166 million funded ESL programs administered by states.

² The Department of Health and Human Services' Office of Refugee Resettlement (ORR) operates the Community and Family Strengthening Program to integrate refugees into the community.

several neighborhood-based projects have demonstrated the effectiveness of this approach.² For example, in Southern California, grades improve when parents of Cambodian refugee children are involved in school activities. In Minnesota, Nuer-Sudanese refugee women who participate in ESL literacy and work-related English programs have higher job retention rates.

Eligible Grantees

- ◆ Grants would be available to states and communities with significant need for adult ESL services.
- ◆ States will compete for about \$30 million in discretionary grants to support ESL/civics instruction. Each state grant will provide the adult education system with additional ESL federal funding to increase access and improve adult education ESL services, including capacity building.
- ◆ Community based organizations, local educational agencies, colleges (including community and tribal colleges and universities), libraries, unions and other non-profit entities will compete for another grant fund of about \$40 million. Preference will be given to eligible grantees prepared to provide a 25 percent cash or in-kind match for the discretionary grant amount.

How Does It Work?

- ◆ Common Ground Partnerships will allow communities to develop ESL/civics projects tailored to their unique needs and populations.
- ◆ Grants could be used for varied purposes related to English language/civics instruction including staff, materials, personnel training and support services such as child care and transportation costs for program participants (if not otherwise available). Grantees would be strongly encouraged to include volunteers groups (such as Literacy Volunteers of America, Americorps and VISTA volunteers, Retired Senior Volunteer Corps and immigrant mentors), and to partner with employers or employer groups to improve work and life skills.
- ◆ Grant recipients would report annually to the Secretary of Education on the progress of participants toward achieving English and civic proficiency, and how these funds improved and expanded the programs that support teaching LEP students.
- ◆ It would be a competitive grant program run by the Department of Education's Office of Vocational and Adult Education (OVAE).
- ◆ A portion of funds will be set aside for purposes of evaluation, technical assistance and the dissemination of best practices.

Required Program Components

- ◆ Offer English language education that incorporates: instruction on the rights and responsibilities of citizenship (civics and U.S. history) and information on naturalization eligibility requirements and application procedures; navigating various parts of American life (health care, child care, education -- including parental involvement in schools, banking, housing and transportation systems); accessing employment; improving work skills; understanding legal rights; and paying taxes.
- ◆ Have an underserved population with a significant demand for ESL/civics instruction and a demonstrated need for increased funds to provide ESL services in the state or community.
- ◆ Demonstrate effective links with existing programs at the state or local educational and community

levels including education, employment, housing, and transportation programs.

- ◆ Use flexible approaches (such as evening and weekend hours), technology as a tool to expand access, and providing instruction at workplaces and/or community-based sites.
- ◆ Assess program effectiveness using performance measures required by the Adult Education and Family Literacy Act (Title II of Workforce Investment Act).
- ◆ Meet other selection criteria and considerations related to program quality and effectiveness required for State Adult Education grants under the Workforce Investment Act.

**For more information, please call the U.S. Department of Education,
Office of Vocational and Adult Education 202-260-9279
Or 1-800-USA-LEARN**