

December 6, 1997

MEMORANDUM FOR THE PRESIDENT

**FROM: GENE SPERLING
BOB SHIREMAN**

SUBJECT: Hispanic Education Investments and Actions

This memorandum provides you with background on our efforts to improve educational opportunities for Hispanic Americans, and a possible further investment strategy for the FY 1999 Budget. Once budget decisions are made, we will have a comprehensive package of research-based recommendations, new investments, and administrative actions ready for an announcement. The announcement would include:

- a report on the Hispanic dropout problem by researchers named by Secretary Riley two years ago (in response to a request by Sen. Bingaman). The report includes research-based advice for schools, families, and all levels of government;
- new investments (proposed in this memo) in programs that address the needs of Hispanic and LEP children;
- a list of administrative and other actions -- including a Conference on Staying in School -- that Education, Labor and HHS are taking to improve Federal programs so that they better serve the Hispanic (and LEP) community; and,
- the Secretary of Education's plan to ensure that the major education programs and our agenda of research, standards and testing, teacher training, and outreach address the needs of Hispanic and LEP children.

Section I of this memo describes the consultations that have taken place and the legislative and appropriations actions that we have already taken. Section II is a reminder of some of the planned or possible FY 1999 investments that are generally important for minorities, but are not explicitly part of the Hispanic plan.

Section III lays out a possible investment strategy for Hispanics and LEP children and families for the FY 1999 Budget. Section IV describes the other actions that agencies would announce as part of the Hispanic Action Plan. Section V presents the views of your advisors.

I. Background

In response to your request, the NEC, DPC, OMB, Department of Education, as well as Maria Echaveste, Mickey Ibarra, and Janet Murguia set out to determine what we could do to address the Hispanic dropout rate and to generally improve the educational opportunities of Hispanic Americans. We aimed to:

- Improve then-pending Administration initiatives and reauthorization proposals so that they provide a greater benefit to Latinos (for example, adjusting funding formulas that do not adequately take into consideration growth areas).
- Identify Appropriation items in the FY98 Budget that have a disproportionate impact on the Latino population, so that we would be sure to take that into consideration in the continuing budget process.
- Identify and carry out additional administrative and legislative proposals that could be aimed at increasing Hispanic educational opportunities.

As a foundation for our efforts, we were able to use a report and recommendations released last year by the President's Advisory Commission on Educational Excellence for Hispanic Americans. We met with constituency groups, and held a series of meetings with Hispanic Caucus members and staff, where officials from Education, Labor, HHS, and USDA discussed their programs and some of the concerns and recommendations that have been raised. Most recently, we have been able to review the not-yet-released report of the Hispanic Dropout Project, by a group of researchers named by Secretary Riley at the suggestion of Senator Bingaman. We have also reviewed legislation proposed by Congressman Hinojosa and Senator Bingaman.

It is important to note that the consultative effort brought tangible results. As a result of these efforts:

- We insisted that our 35% increase for Bilingual and Immigrant Education be an explicit part of the Bipartisan Balanced Budget Agreement, a very exclusive list (only 13 items government-wide).
- The \$199 million in Bilingual Education includes \$25 million for

training teachers to help limited English proficient (LEP) kids, a proposal that Republican appropriators fought last year. (Thank Delia for working with the appropriators this year to assure their support).

- We took another look at our America Reads legislation and added provisions to make doubly sure that States would have to make a particular effort to serve LEP children.
- Our proposal for Adult Education reauthorization -- a program that provides adult ESL -- includes a new formula that targets states with large numbers of LEP adults. (Unfortunately, no one in Congress is pushing the formula).
- We proposed and received an 11% increase in the FY 1998 appropriation for Hispanic-Serving Institutions (HSIs).
- In a reversal from our position to eliminate the program a few years ago, we proposed and received a small increase for HEP-CAMP (migrant college support services and early intervention program).
- Other selected FY 1998 Appropriations that provide disproportionate benefits for Hispanics include:
 - Job Corps -- an effective program in which 70% of the participants are minorities -- got \$92 million increase (to \$1.246 billion). 30 Job Corps Centers teach ESL.
 - Youth Opportunity Areas: \$250 million to the highest poverty areas to help out-of-school youth (age 16-24) become employable. (Currently six cities are funded. In NYC, 67% of those served are Hispanic; in Houston, 65%; in Los Angeles, 50%.)
 - \$1.4 billion increase in Pell Grants for low-income college students.
 - Obey's Comprehensive School Reform provides funds that will go to schools that need to be transformed -- first in line should be those with high dropout rates.

II. Generic Issues

It is important that our overall campaign for high standards and accountability remains to be seen as an important part of the answer for all children, *particularly* those who are at risk. For the announcement of the Hispanic Action Plan, Education has developed a document that describes how the key

education programs work for Hispanic and LEP children.

There are also other new initiatives that have already been announced or are being considered that are oriented toward needs that have been identified in our work on Hispanic Education, including:

- **Teacher Training and Recruitment.** Your five-year, \$350 million teacher training and recruitment proposal is aimed at improving teacher preparation particularly for harder-to-serve populations, and recruiting more minority teachers.
- **Education Opportunity Zones.** This new investment is aimed at spurring and rewarding effective reform efforts in school districts that tend to be predominantly minorities.
- **College-School Early Intervention Partnerships.** This is a proven response to the dropout problem: it takes children at high-poverty schools by the seventh grade, delivers a firm message about college opportunity, and then provides them with support through to high school graduation. We consider this a major initiative that should be announced in a broader context, but (depending on what is announced first) we can describe it as part of the dropout initiative.

III. Decision: Added Investments

For FY 1999, we recommend that you consider increasing funding in some key programs that are important to Latinos. This package addresses five of the six highest-priority items identified by the Hispanic Education Coalition (HEC). In a forthcoming letter, the Congressional Hispanic Caucus (CHC) is expected to ask for increases in the same six items listed below, although at higher levels.

Investment (in millions):	FY 1998	Increase	FY 1999
Bilingual Education - Teacher Training	\$25	\$25	\$50
TRIO College Preparation Programs	\$530	\$53	\$560
Hispanic-Serving Institutions [non-add; already approved]	\$12	/\$16/	\$28
Adult Education - Model ESL Programs	n/a	\$20	\$20
Migrant Education Program	\$305	\$50	\$365
Migrant Education: HEP and CAMP	\$9.7	\$5.3	\$15
TOTAL:		\$153.3	

Secretary Riley and the HEC also cite Title I as an appropriate area for investment. While people tend to think of it as a program for African Americans, *Title I now serves more Hispanics than Blacks*. If you decide to provide an increase to Title I, we might want to consider including it in the Hispanic Action plan as a

way of changing perceptions about who is served by programs for disadvantaged populations.

1. Bilingual Education - Teacher Training. This program provides current teachers with the skills they need to address the English language deficiencies of their students. (Despite the name, it does not require a bilingual program). By doubling the FY 1998 investment and sustaining that level over five years, we could **train 20,000 teachers**. The need in this area is huge -- California alone has a reported shortfall of 20,000. The \$25 million compares to a \$56 million request expected from the CHC.

2. TRIO College Preparation Programs. A recent evaluation of the Upward Bound program (support for promising disadvantaged kids to go to college) showed dramatically positive results for Hispanics. This is an opportunity to showcase this success. We will also be making changes to the TRIO statute to encourage more funding to areas that are under-served, such as the Hispanic community. Even though we may be proposing an *earlier* mentoring program, it is important that we propose an increase in TRIO so that the very strong TRIO constituency does not see the new program as a threat. The \$53 million would be a 10 percent increase. *The separate memo on the College-School Early Intervention initiative suggests at least a \$30 million increase in TRIO.* The CHC is expected to ask for an increase of \$70 million for TRIO, mostly in Upward Bound.

3. Hispanic-Serving Institutions. These funds go to strengthen colleges where at least 25 percent of the student body is Hispanic and a large portion are needy. The program is funded at \$12 million in FY 1998. As a result of work on the Higher Education Act reauthorization and discussions with Rep. Hinojosa (chairman of the education task force of the CHC), we have sent a letter to Hinojosa promising an increase of \$16 million. CHC members and the HEC have been very pleased with the \$16 million proposed increase; nonetheless, the CHC is expected to ask for the authorized level, an increase of \$33 million

4. Adult Education - Model ESL Programs. The largest single source of English-as-a-Second-Language funding comes from the Adult Education program (which also promotes adult literacy and GED attainment). There are a plethora of approaches, and huge demand for these programs. But there is little information about what types of programs are most effective for different populations. This five-year \$100 million investment would go toward improving the ESL programs that we now fund through identification and dissemination of proven and promising practices. It could also be used to provide more training for adult ESL instructors, and/or to expand the use of the televised ESL series "Crossroads Cafe," if the evaluations of that program are as positive as expected. The CHC is interested in increasing adult ESL, but was unsure what level or method of increase to seek.

5. Migrant Education Program. Because of their mobility, migrant children --

more than 80 percent of whom are Hispanic -- often do not "belong" to any one school system or even one State. That is why the Federal role in this area is critical. Funded at \$305 million in FY 1998, MEP is a State formula program that supports an extremely wide range of interventions specifically tailored to the needs of the local population it serves. Services range from the identification and recruitment of kids into schools, to all kinds of school-based interventions, to after school programs and summer sessions.

The 1994 reauthorization (of the Elementary and Secondary Education Act) focused MEP on the most mobile families, and resulted in more services are now being provided in the summer and between school sessions. Despite a narrowing of eligibility rules, the number of participating children has been increasing since the reauthorization, in part because of partnerships between MEP and several major agribusiness partners. These partnerships have led to improved service and coordination by local providers (education, health, public safety, library).

Increased funding would help to address the growing population of children who are being referred to the program, and to continue to provide a richer array of supplemental educational services. *A \$50 million investment is proposed in a separate memorandum describing options for addressing Child Labor issues.* The CHC is expected to ask for a \$70 million increase.

IV. Administrative Actions and Program Improvements

Based on our review of the Advisory Commission recommendations, other reports, and our meetings with the constituency groups and the Caucus, the agencies have signed off on a number of changes to, or enhancements in, current programs to better serve the Hispanic population. These are *not* a part of any budget decisions that need to be made.

Dropout Prevention:

- **Comprehensive School Reform.** The FY 1998 Appropriations bill included a new \$150 million program to transform failing schools using proven models. The Secretary of Education will identify model school reform approaches that address the needs of LEP children and dropout prevention. States and school districts will use these funds to turn around low-performing schools, many of which enroll high concentrations of Hispanic students and have high dropout rates.
- **Conference on Staying in School .** An option under consideration would involve the President and the Administration in a conference to share solutions to the dropout problem (Hispanics and others). The conference -- which may or may not be sponsored by the White House -- would highlight

lessons from successful efforts to reduce dropout rates and to provide youth with alternatives to traditional high schools. Clearly this will need to be weighed against other scheduling requests and proposals for education conferences.

- **Clearinghouse on Successful Models for Dropout Prevention.** The Education Department, through its various research centers (and other clearinghouses), has a great deal of resources relating to dropout prevention. This would provide school and community leaders with “one-stop shopping” for ideas and information on best practices for keeping kids in school.

General:

- **Public Service Announcements.** Univision has agreed to produce a series of Spanish-language public service announcements on education, such as encouraging parents to read to their children at an early age, and telling families about college financial aid. The spots will be developed in cooperation with the Department of Education, and will refer viewers to the Department’s toll-free line.
- **Toll-Free Number.** The Department of Education will establish a toll-free number that is answered in Spanish (or change the current number to prompt non-English speaking callers earlier), to ensure that there are no barriers to parents who want to find out how to better help their children succeed in school. The Department will explore how best to provide assistance in other languages as well.
- **Information Dissemination.** The Education Department will expand the number of publications that are translated into other languages, so that LEP parents have better access to information that will help their children learn. Working with the White House Initiative on Educational Excellence for Hispanic Americans, the publications will be more widely distributed in the Hispanic community.
- **Model High Schools:** Working with the National Council of La Raza and ASPIRA, the Education Department’s New American High Schools Initiative will focus attention on schools that better prepare all students for college and careers. Four of the ten schools initially selected have a Hispanic population of 20 percent or more. In addition, the Department has awarded a two-year contract to improve student preparation at six urban high schools and to serve as models for other high schools. Three of the six have substantial Hispanic student participation.

Early Childhood and Parental Involvement

- **Early Head Start:** FY 1998 Appropriations nearly double the size of the Early Head Start program. Grants are awarded through a competitive process. The Department of Health and Human Services will ensure that the Hispanic community and Hispanic organizations, as well as other communities and organizations, are fully informed about these opportunities. The Department anticipates that about a quarter of the children served by the new programs will be Hispanic.
- **Head Start:** The Bipartisan Balanced Budget includes continued expansion of the program, toward the goal of serving one million children by 2002. The Department of Health and Human Services will implement an outreach plan to ensure that programs are reaching the Hispanic community. As a part of that effort, the Department will identify and disseminate a "best practices" guide for serving limited-English proficient (LEP) children.
- **Title I/parent training:** Parents who do not speak English well need extra care and support to gain their active participation in the schooling of their children. The Department of Education is compiling a set of "best practices" for implementing family literacy and parent involvement programs. This will include guidelines for working with LEP parents.

Improving teaching and learning

- **America Reads:** The Education Department and Scholastic, Inc., have developed and are distributing, posters featuring the message "Reading is Power/Leer es Poder." The back of the poster provides reproducible reading activities for classroom use. Spanish language tutoring kits have been developed and will be distributed to Hispanic communities. LULAC has been an active partner in America Reads effort.
- **Bilingual/Teacher Training:** The Bipartisan Balanced Budget Agreement secures a 27 percent increase for the bilingual education program. As part of that increase, the Education Department will dedicate \$25 million to increase the number of teachers who are qualified to teach LEP children, and to improve teacher preparation programs so that all teachers can meet the needs of LEP students.
- **Technology:** To ensure that all schools take advantage of the funding available through the \$2 billion Technology Literacy Challenge Fund and the discounts of up to 90 percent (for the poorest schools) that will be available through the FCC's Universal Service Fund, the Education Department will conduct a series of technical assistance workshops, including some that are targeted to communities with large populations of Hispanic students.

[Mention VP's leadership of outreach effort?]

Migrants

- **Technology:** The Education Department has awarded six grants, at \$15 million over five years, for projects that apply the use of technology to improve teaching and learning for migrant children.
- **Coordinated eligibility.** The Education Department is exploring the possibility of waiving eligibility requirements for Migrant Even Start and other education programs so that children of participants in the Job Training Partnership Act's migrant program (section 402), who have already been judged needy, will be automatically eligible.

Second chance and job training

- **Youth Opportunity Areas:** \$250 million has been appropriated for FY 1999, targeted to the highest poverty areas in the country to help out-of-school youth (age 16-24) become employable. (Currently six cities are funded. In NYC, 67% of those served are Hispanic; in Houston, 65%; in Los Angeles, 50%.)
- **Bilingual Contextual Learning.** The Labor Department is currently evaluating the results of an innovative approach for training individuals for the burgeoning home health care field. The Department will broadly disseminate the "lessons learned" from this experience.
- **ESL in Job Training.** The Labor Department will include guidance for providing services to limited-English-proficient populations in JTPA or successor programs.

College opportunity

- **TRIO programs:** The Education Department's reauthorization proposal will include measures designed to make the programs more available in areas that are now under-served by TRIO, including those with substantial Hispanic populations.
- **Information about college financial aid:** The largest Spanish language newspaper in the country, La Opinion, is publishing and distributing a Spanish-language version of the Education Department's guide, "Getting Ready for College Early." The Department is seeking out other opportunities to better reach Latino families.
- **Hispanic-Serving Institutions:** The Education Department's reauthorization of

the Higher Education Act will include the creation of a new part under Title III for Hispanic-Serving Institutions.

- **Community College Articulation:** The reauthorization also would allow the Fund for Innovation in Postsecondary Education to focus a special competition on projects that promote articulation between two-year and four-year institutions.
- **Graduate Education:** The Education Department's proposal for reauthorizing Graduate Assistance in Areas of National Need gives special consideration, in awarding grants, to institutions that show a strong past and continuing performance in serving populations traditionally under represented in academic programs in areas of national need.

Other efforts: The Education Department will release a plan that includes a number of other items, and improvements in data collection and research relating to Hispanic and LEP students.

V. Views and Recommendations

Secretary Riley supports these investments, but thinks there should be more. He would like to see them packaged with increases in one or more of the larger programs that serve Hispanic children, such as Title I.

Sperling thinks these investments are a necessary platform for promoting the many other steps that we are taking to address the educational needs of Hispanic Americans.

Reed agrees that these are important investments that need to be considered in the context of other priorities.

Judy Winston notes that associating this effort with the President's Initiative on Race would help its multiethnic focus, *i.e.* moving beyond the black-white paradigm.