

**RESPONDING TO PRESIDENT CLINTON'S CALL TO ACTION TO PROVIDE
THE AMERICAN PEOPLE WITH THE BEST EDUCATION IN THE WORLD.**

May 1, 1997 Draft

Setting and helping students achieve rigorous national standards.

- *future* Announced that Department of Education would develop voluntary national tests in 4th-grade reading and 8th-grade math to make sure our children master the basics.
- Signed Goals 2000: Educate America Act, supporting grassroots efforts in communities in all 50 states to raise standards and improve teaching and learning.
- Signed Improving America's Schools Act to reform \$7 billion Title I program, raise expectations and provide extra help in basic and advanced skills for disadvantaged students.
- Signed School-to-Work Opportunities Act, providing students with work-based learning and giving them new pathways from high school to good jobs and postsecondary education.
- *done to pursue* → Proposed reauthorization of the Individuals with Disabilities Education Act to reinforce the importance of high standards for all children, including those with disabilities.

Making sure there is a talented and dedicated teacher in every classroom.

- Held national conference on attracting and preparing high quality teachers.
- Proposed funding to enable 100,000 master teachers to attain certification from the National Board for Professional Teaching Standards over the next ten years.
Eisenhower increase?

Teaching every student to read independently and well by the end of the 3rd grade.

- Established Read*Write*Now summer reading program with public and private partners, reaching one million students in 1996.
- Have received commitments from over 160 colleges and universities to provide thousands of elementary school reading tutors, including through new federal work study funds.
- *won bond in budget agreement for* Proposed America Reads Challenge Act to provide \$2.75 billion over 5 years to mobilize one million *trained* volunteer reading tutors and help parents become their child's first teacher.

Expanding Head Start and involving parents early in their children's learning.

- Over first four years, expanded funding for Head Start by 43%; *won budget agreement to* [proposed budget expands *the program* Head Start to benefit one million children by 2002, up from 800,000.]
- Established Early Head Start to assist tens of thousands of children from ages zero to three and their families.

- President and First Lady convened White House conference to review recent scientific discoveries on early childhood learning and show how new knowledge can benefit young children.

Expanding school choice and accountability in public education.

- Challenged each state to give parents the right to choose the public school their children will attend and to allow parents, teachers and others to form new charter schools.
Established new charter schools program
- Since President Clinton took office, over half the states have adopted charter schools legislation and the number of charter schools has risen from one to over 500.
- The President's budget doubles start-up funding to \$100 million to help launch 3,000 charter schools over the next several years.
- Increased flexibility by cutting nearly 80% of elementary and secondary program regulations, approving over [] waivers of requirements of major federal education programs, and making over 20,000 schools eligible to combine most of their federal funds to support schoolwide reform through the Improving America's Schools Act.

Making sure our schools are safe, disciplined and drug free, and instill American values.

- Signed Gun-Free Schools Act and issued Presidential directive to enforce zero tolerance on bringing guns to school.
- Successfully protected Safe- and Drug-Free Schools and Communities program.
- Sent Manual on School Uniforms and Manual to Combat Truancy to each of the nation's 16,000 school districts.
- Issued guidelines on religious expression in public schools to clarify that students' religious rights do not end at the schoolhouse door.
- Have given more than [50,000] Americorps volunteers a chance to serve their country, and are helping more than [half a million] students from kindergarten through graduate school help communities and improve academic skills through Learn and Serve America.
- Proposed \$50 million to support 1000 new community learning centers for middle school students to have safe places to learn after school and on weekends.

Modernizing school buildings and helping support school construction.

- Proposed \$5 billion to help communities finance \$20 billion in needed school construction over the next four years, responding to record enrollments and decaying schools.

Opening the doors of college to all who work hard and make the grade, and make the 13th and 14th years of education as universal as high school.

- Signed into law the Direct Loan program, giving student loans directly to those who need

them with flexible repayment plans, while saving taxpayers billions of dollars. More than 2.1 million students and parent borrowers have received direct loans since the program began, with direct loans expected to make up approximately one third of federal student loans in 1996-97.

- Reduced from 8 percent to 4 percent the student loan fees that lenders and guaranty agencies can levy on student borrowers, and have proposed even further reductions.
- Won bipartisan support for 35% increase in federal work study funds for FY 97, and have proposed a further increase of 50% by 2002, allowing 1 million students to attain part-time employment.
- Proposed HOPE scholarship, a \$1,500 tax credit for tuition paid for the first two years of college--enough to pay for a typical community college education or provide a solid down payment at four-year colleges and universities.
- Proposed a \$10,000 tax deduction for any tuition after high school.
- Proposed an expanded IRA to allow families to save tax-free for college.
- Proposed largest increase in 20 years in Pell Grants for deserving students, on top of a 17% increase in the maximum grant since 1993.

Helping adults improve their education and skills by transforming the tangle of federal training programs into a simple skill grant and promoting lifelong learning.

- Proposed G.I. bill for workers to provide a simple skill grant worth up to \$3,000 that would enable eligible workers to get the education and training they need.
- Proposed reauthorizing the Adult Education Act to streamline programs and focus resources on effective approaches and accountability.

Connecting every classroom and library to the Internet by the year 2000 and helping all students become technologically literate.

- Proposed a \$2 billion, 5-year Technology Literacy Challenge and secured \$200 million in funds to catalyze private-public sector partnerships to put the information age at our children's fingertips.
- Signed into law the Telecommunications Act of 1996, which ensures that all U.S. schools and libraries have affordable access to advanced telecommunications services.

Second Challenge: To Provide Educational Opportunities for the New Century.

Making the Necessary Investments in Education

- Increased **Head Start funding by almost \$800 million** to provide early education to tens of thousands of additional children in need.[Need to update]
- Supported the development of **voluntary standards of excellence** for students while encouraging grassroots reforms to improve our schools. (Goals 2000: Educate America Act)[Need to update]
- Encouraged schools, colleges and employers to join in creating **school-to-work opportunities**, providing students with work-based learning and giving them new pathways from high school to good jobs and post-secondary education. (School-to-Work Opportunities Act) In 1994 and 1995, over 500,000 young people in 1,800 schools throughout the nation participated in school-to-work systems that integrate academic and vocational instruction and provide work-based learning. Over 135,000 employers have been involved in school-to-work systems.(Source: Department of Education
- Gave schools **greater flexibility to use federal aid** and develop **effective teaching innovations** to help all students achieve their full potential. (Improving America's Schools Act)

Preparing Our Schools for the 21st Century

- Proposed a **\$2 billion Technology Literacy Challenge Fund** to help communities and the private sector ensure that every student is equipped with the computer literacy skills needed for the 21st century.[Need to update]
- Launched an **Educational Technology Initiative** to connect every classroom to the Information Superhighway and provide all students with access to computers by the dawn of the next century.[Need to update]
- Challenged each state to give **parents the right to choose the public school** their children will attend and to allow parents, teachers and administrators to form new charter schools. \$100 million for Charter Schools, a \$49 million increase, to support planning and start-up costs for between 900 and 1,100 new or redesigned public schools that offer enhanced public school choice. These State- or locally authorized schools are created by teachers, parents, and other members of the community and, in exchange for greater accountability for student achievement, are exempted from many local, State, and Federal education regulations. The Administration's goal is to stimulate the creation of 3,000 charter schools by 2002.
- Proposed \$5 billion to help local communities and states rebuild our nation's schools.[Budget cite?]

Opening the Door to College

- Reformed the **student loan program**, making college more affordable this year for millions of students in the Direct Lending program and others who will have access to flexible repayment options, including pay-as-you-earn plans. (Student Loan Reform Act of 1993) This year, the program will provide \$0 million in loans at over 1,600 schools. More than 2.1 million student and parent borrowers have received direct loans since the program began. During the 1996-1997 academic year, it is expected that Direct Loans will make up approximately 36 percent of federal student loans.[Source: Department of Education.]
- Enabled **45,000 volunteers to earn money for college** by serving their communities and their country in the **AmeriCorps** program. (National Service Act)(update)
- Proposed **America's Hope Scholarships** to make access to two-years of college universal by providing students with a \$1,500 refundable tax credit for full-time tuition in their first year of college and another \$1,500 credit in their second year if they work hard, stay off drugs and earn at least a B average in their first year.
- Increased the Pell Grant from \$2,300 in 1993 to \$2,700 in 1997. These grants will provide a total of 3.8 million low-income students the opportunity to attend college this year. (Source: Department of Education (memo to President, 12/6/96))

The Agenda Ahead:

- Challenged Congress to make **\$10,000 of college tuition tax-deductible each year**; expand **work-study** to help 1 million young Americans work their way through college by the year 2000; provide **\$1,000 merit scholarships** for the top 5% of graduates in every high school; and increase the number of **Pell Grants** for students who need help.

A Call to Action For American Education

In the 21st Century

PRESIDENT CLINTON'S CALL TO ACTION FOR AMERICAN EDUCATION IN THE 21ST CENTURY

To prepare America for the 21st century, we need strong, safe schools with clear standards of achievement and discipline, and talented and dedicated teachers in every classroom. Every 8-year-old must be able to read, every 12-year-old must be able to log onto the Internet, every 18-year-old must be able to go to college, and all adults must be able to keep on learning.

We must provide all our people with the best education in the world. Together, we must commit ourselves to a bold plan of action:

- ✓ **Set rigorous national standards, with national tests in 4th grade reading and 8th grade math to make sure our children master the basics.**
- ✓ **Make sure there's a talented and dedicated teacher in every classroom.**
- ✓ **Help every student to read independently and well by the end of the 3rd grade.**
- ✓ **Expand Head Start and challenge parents to get involved early on in their children's learning.**
- ✓ **Expand choice and accountability in public education.**
- ✓ **Make sure our schools are safe, disciplined and drug-free, and instill basic American values.**
- ✓ **Modernize school buildings and help support school construction.**
- ✓ **Open the doors of college to all who work hard and make the grade, and make the 13th and 14th years of education as universal as high school.**
- ✓ **Help adults improve their education and skills by transforming the tangle of federal training programs into a simple skill grant.**
- ✓ **Connect every classroom and library to the Internet by the year 2000 and help all students become technologically literate.**

PRESIDENT CLINTON'S CALL TO ACTION FOR AMERICAN EDUCATION IN THE 21ST CENTURY

In his State of the Union address tonight, the President will make clear that his number one priority for the next four years is to ensure that Americans have the best education in the world. He will issue a 10-point call to action for American education in the 21st Century to enlist parents, teachers, students, business leaders, local and state officials in this effort:

- ✓ **Set rigorous national standards, with national tests in 4th grade reading and 8th grade math to make sure our children master the basics.** Every 4th grader should be able to read; every 8th grader should know basic math and algebra. To help make sure they do, the President is pledging the development of national tests in 4th grade reading and 8th grade math, and challenging every state and community to test every student in these critical areas by 1999. These tests will show how well students are doing compared to rigorous standards and to their peers around the country and the world. They will help parents know if their children are mastering critical basic skills early enough to succeed in school and in the workforce. Every state and school should also set guidelines for what students should know in all core subjects. We must end social promotion: Students should have to show what they've learned in order to move from grade school to middle school and from middle school to high school. We must make sure a high school diploma means something.
- ✓ **Make sure there's a talented and dedicated teacher in every classroom.** In addition to the talented and dedicated teachers already in the classroom, two million new teachers will be needed over the next ten years to replace retirees and accommodate rapidly growing student enrollments. We must take advantage of this opportunity to ensure teaching quality well into the 21st Century by challenging our most promising young people to consider teaching as a career, setting high standards for entering the teaching profession, and providing the highest quality preparation and training. We should reward good teachers, and quickly and fairly remove those few who don't measure up. The President's education budget will make it possible for 100,000 master teachers to achieve national certification from the National Board for Professional Teaching Standards over the next ten years.
- ✓ **Teach every student to read independently and well by the end of the 3rd grade.** Reading is the key to unlocking learning in all subjects. While America's 4th graders read on average as well as ever, more than 40 percent cannot read as well as they must to succeed later in school and in the workforce. Research shows that students unable to read well by the end of the 3rd grade are more likely to become school dropouts and truants, and have fewer good options for jobs. The President's "America Reads" challenge is a

nationwide effort to mobilize a citizen army of a million volunteer tutors to make sure every child can read independently by the end of the 3rd grade. Parents, teachers, college students, senior citizens, and others can all pitch in to give children extra help in reading during the afternoons, weekends, and summers. At the same time, schools must strengthen the teaching of reading in the school day, and the President's budget invests more in programs that address reading achievement in school.

- ✓ **Expand Head Start and challenge parents to get involved early in their children's learning.** A child's learning begins long before he or she goes to school. That's why the President's budget expands Head Start to cover one million children by 2002. Parents are their children's first teachers, and every home should be a place of learning. The President and First Lady will convene a Conference this spring to review recent scientific discoveries on early child learning and to show how parents, teachers, and policymakers can use this new knowledge to benefit young children. And in June, the Vice President and Mrs. Gore will host their sixth annual family conference, and focus on the importance of parents' involvement throughout a child's education.
- ✓ **Expand choice and accountability in public education.** The President has challenged every state to let parents choose the right public school for their children. Innovation, competition, and parental involvement will make our public schools better. We must do more to help teachers, parents, community groups, and other responsible organizations to start charter schools—innovative public schools that stay open only as long as they produce results and meet the highest standards. The President's budget doubles funding to help start charter schools so that there will be 3,000 charter schools at the dawn of the 21st Century, providing parents with more choices in public education.
- ✓ **Make sure our schools are safe, disciplined and drug-free, and instill American values.** Students cannot learn in schools that are not safe and orderly and do not promote positive values. We must find effective ways to give children the safe and disciplined conditions they need to learn, such as by promoting smaller schools, fair and rigorously enforced discipline codes, and teacher training to deal with violence. We should continue to support communities that introduce school uniforms and character education, impose curfews, enforce truancy laws, remove disruptive students from the classroom, and have zero tolerance for guns and drugs. We should also keep schools open later as safe havens from gangs and drugs, expanding educational opportunities for young people in the afternoons, weekends, and summers, and providing peace of mind for working parents.
- ✓ **Modernize school buildings and help support school construction.** Just as we face unprecedented and growing levels of student enrollment, a recent report by the General Accounting Office shows that a third of our nation's schools need major repair or outright replacement. To keep children from growing up in schools that are falling down, the Administration has proposed \$5 billion to help communities finance \$20 billion in needed school construction over the next four years.

- ✓ **Open the doors of college to all who work hard and make the grade, and make the 13th and 14th years of education as universal as high school.** To prepare ourselves for the 21st Century, we must open the doors of college to all Americans and make at least two years of college as universal as high school is today. The President's HOPE scholarship, a \$1,500 tax credit for college tuition, would be enough to pay for a typical community college tuition or provide a solid down payment for four-year colleges and universities. The President also is proposing a \$10,000 tax deduction for any tuition after high school, an expanded IRA to allow families to save tax-free for college, and the largest increase in Pell Grants for deserving students in 20 years.
- ✓ **Help adults improve their education and skills by transforming the tangle of federal training programs into a simple skill grant.** Learning must last a lifetime, and all our people must have the chance to learn new skills. Adults should take on the responsibility of getting the education and training they need, and employers should support their efforts to do so. The President's G.I. bill for workers would provide a simple skill grant that would enable eligible workers to get the education and training they need.
- ✓ **Connect every classroom and library to the Internet by the year 2000 and help all students become technologically literate.** Our schools must now prepare for a transition as dramatic as the move from an agrarian to an industrial economy 100 years ago. We must connect every classroom and library to the Internet by the year 2000, so that all children have access to the best sources of information in the world. The President is proposing to double the funding for America's Technology Literacy Challenge, catalyzing private-public sector partnerships to put the Information Age at our children's fingertips. CEOs of some of America's most innovative technology and communications firms have already responded to the President's challenge to work with schools to get computers into the classroom, link schools to the Internet, develop effective educational software, and help train our teachers to be technologically literate.

NATIONAL STANDARDS OF ACADEMIC EXCELLENCE

Student achievement is not improving fast enough. Across our nation—in our cities, suburbs, and rural communities alike—far too many students are still not meeting the standards that will prepare them for the challenges of today and tomorrow. What the top 20 percent of our students typically learn in math in the 8th grade is learned by most students in Japan in the 7th grade. And while America's 4th graders today on average read as well as ever, 40 percent cannot read as well as they should to hold a solid job in tomorrow's economy.

As a nation, we do not expect enough of our students. Strong schools with clear and high standards of achievement and discipline are essential to our children and our society. These standards of excellence are important to help instill the excitement, knowledge and basic values, such as hard work, that will set our children on the right track. Unfortunately, we currently give far too many of our students a watered-down curriculum inadequate to prepare them for the challenges of the global society and information age. For too many of our children, we create a tyranny of low expectations. A watered-down and boring curriculum and low expectations are the surest way of turning a child eager to learn into an angry, high school dropout who can't read.

Every child can learn. We know that every child in America can meet higher standards, if we have the courage and the vision to set the standards, to teach up to them, and to test whether children have learned what we taught. Every state and every school must establish meaningful standards for what students should master in the core subjects. Only with a standard measure of excellence can parents hold schools accountable for improved performance, teachers and principals improve curriculum and instruction, and students have a guide for charting their own progress.

Mastering the Basics: High National Standards in Reading and Math

Every 4th grader should be able to read independently; every 8th grader should know algebra. To help make sure they do, we are going to provide states and local schools the opportunity to participate in rigorous national tests based on these widely accepted standards for reading and math. By 1999, every state should test every student in the 4th and 8th grades to make sure these standards are met. No matter where they live and no matter their background, all our students must master the basics.

- ***Reading and math are critical starting points in our drive toward higher standards.***

It is essential that our students master the basics of reading by the end of 3rd grade. At 4th grade, students are expected to read so they can learn science, history, literature and mathematics. If they can read by then, they can read to learn for a lifetime. Students who

fail to read well by 4th grade often have a greater likelihood of dropping out and a lifetime of diminished success.

It is also important that our students master the basics of math and the essentials of algebra and even geometry by the end of 8th grade. They will then have the foundation to take college prep courses in high school and compete in the world arena. The United States ranks below average internationally in 8th grade math. We must do better.

A New National Test in 4th-Grade Reading and 8th-Grade Math

- ***The Clinton Administration will support the development by 1999 of rigorous national tests for use by individual students based on the widely accepted 4th-grade National Assessment of Educational Progress (NAEP) reading test and the 8th-grade Third International Math and Science Study (TIMSS) test of mathematics.***

Although the national reading and math tests will be based on existing tests (National Assessment of Educational Progress (NAEP) in reading and the math portion of the Third International Math and Science Study (TIMSS)), new tests must be developed. NAEP and TIMSS test a random sample of students to produce estimates of overall statewide and nationwide student achievement; no one student takes the entire test. In contrast, the new tests will be expressly designed to produce individual student scores that will be useful for parents and teachers.

The new tests will be developed during 1997 and 1998, with a pilot test in the spring of 1998 and the first full administration in the spring of 1999. They will be updated annually. The US Department of Education will provide ongoing funding for the development of the test, and funding for administering and scoring it during the first year. Guidance for test development will come from the most successful math and reading teachers across the country, as well as from parents, governors, and local and state education, civic and business leaders.

- ***The Administration is challenging every state and local school across the country to participate in these tests so students, teachers, and parents will know how they are progressing.***

States and school districts can administer the test as part of their local testing program. After each test's administration, the entire test (along with answers and scoring guides) will be released, placed on the World Wide Web, and widely distributed with supporting materials, so students, parents and teachers can know what is necessary to reach standards of excellence. A new test each year will keep the content of the test current.

We need a national effort to ensure our students learn the basics and achieve world-class

standards of excellence in America's schools. These tests will help show us who needs extra help and which schools need to be improved.

- ***The Administration urges schools and teachers to work over the next two years to improve instruction and prepare their students for these tests by 1999.***

Preparing students for the national tests in 1999 means providing students the instruction they need to read independently and well by the end of 3rd grade. And it means ensuring that every student by the end of 8th grade has mastered the basics of mathematics and has had a good introduction to algebra and even geometry. While this will require parents, schools, communities and states to take a hard look at what teachers are now teaching and children are now learning, we know it can be done.

For example, the results on the 8th Grade Third International Mathematics and Science Study (TIMSS) test showed that the United States is below average in mathematics achievement when compared with other countries. TIMSS also showed that U.S. students receive a less demanding and less focused curriculum, and instruction focused more on teaching mathematical procedures and less on helping students understand mathematical concepts. However, the **First in the World Consortium**, a group of 20 Chicago-area school districts that joined together to try to become the best in the world in math and science, defied these data, scoring among the top nations in science and second only to Singapore in math.

Developing Challenging Academic Standards in All Core Academic Subjects

Many states and school districts—along with thousands of educators, parents and business and community leaders—have been working to develop better academic standards for students. In almost every core subject, we are better off today because of their efforts in defining essential knowledge, skills and understanding in a range of subjects. But the work is not yet done.

**Places that Set High Standards Have Shown a Difference
In Student Achievement**

In 1993, the chancellor of the New York City Schools required all students to take math and science courses at the level of the state's Regents honors exam. In 1995, State Education Commissioner Richard Mills announced that all students would be required to take Regents-level classes starting with that fall's freshman class (the graduating class of 2000). Since the City University of New York (CUNY) began its College Preparatory Initiative with the district, the number of New York City freshman with four years of English has risen by 59 percent, the number of students passing CUNY math entrance exams has increased by 7.5 percent, and the number of Hispanic and black students who passed the science test has more than doubled. Entering freshman at the City University of New York are reportedly the best prepared academically in two decades.

Several important pieces of legislation developed by the Clinton Administration together with Congress support the efforts of local schools, communities and states to develop challenging standards and high-quality assessments and improve their teaching and learning to help all children reach those standards:

- The **Goals 2000: Educate America Act**, passed in 1994, is helping communities across the country raise academic standards, improve teaching, increase parental involvement and expand the use of technology in the classroom. ~~Communities in all 50 states and thousands of schools have decided to participate in Goals 2000 and many more than the~~ program currently has money to support want Goals 2000 funding to raise standards.
- ~~The Improving America's Schools Act of 1994 fundamentally reformed Title I—a \$7 billion program for teaching basic and advanced skills in high-poverty schools—to get rid of lower educational expectations for poor children and ensure that disadvantaged students are held to the same standards as other children.~~ The Improving America's Schools Act also expands professional development focused on preparing teachers to help students reach the new standards, provides opportunities for waivers of federal requirements for the first time, and offers start-up funds for charter schools.
- The Clinton Administration's proposal for the **reauthorization of the Individuals with Disabilities Education Act (IDEA)** reinforces the importance of higher standards for *all* children, including children with disabilities.

While the federal government can provide support and leadership through its programs, the success of this drive toward high standards rests in the hands of teachers and parents, business, community and religious leaders, and others at the grassroots level. Every community, school,

and state needs to continue its work to develop challenging standards and high-quality assessments, measure whether schools are meeting those standards, cut red tape so that schools have more flexibility for grassroots reforms, and hold schools, teachers, and students accountable for results.

States Are Making Progress in Developing Standards and Improving Achievement in Critical Areas

Since the early 1980s, the United States has made significant strides in raising standards and improving student achievement. Across the country, 48 states are developing common standards in core academic subjects, and 42 states either have or are developing assessments to measure student progress towards those standards. The proportion of students taking the core courses recommended in *A Nation at Risk* (4 years of English, 3 years of social studies, 3 years of science, 3 years of math) has increased from 14 percent in 1982 to 52 percent in 1994. These efforts are beginning to pay off. The number of students passing advanced placement (AP) exams has more than tripled since 1982. Combined math and verbal Scholastic Aptitude Test (SAT) scores are at their highest since 1974, while the number and diversity of students taking the SAT has increased dramatically. American College Testing (ACT) scores have increased or held steady in each of the last four years. Math and science achievement on the National Assessment of Educational Progress (NAEP) has risen since the early 1980s. And in states like Kentucky, which established comprehensive school improvements six years ago, student achievement is on the rise: more than 92 percent of Kentucky's schools posted achievement gains in 1995-96, and 50 percent of schools in the state met or exceeded their performance goals.

Holding Students and Schools Accountable for Reaching High Standards

It is not enough to set high standards; we must be willing to hold people accountable for meeting them. Our schools and teachers must give all children the help needed to meet high expectations. But we must also say: no more free passes. Today, only a handful of states in the country require young people to demonstrate what they've learned in order to move from one level of school to the next. Every state should do this and put an end to social promotion. No one in America should graduate with a diploma he or she can barely read.

Not only students should be held to high standards. Schools must also be held accountable for results. Despite the central importance of a school principal in leading a successful school, few states hold their districts accountable for having good principals in every school and then give the principals the authority they need to do the job. Too many school districts spend much too much money on central administration and too little money on education and instruction. It is time to

hold administrators, as well as educators, accountable for results.

- **Every diploma must mean something, and students should pass tests to move from one level of schooling to the next.**

Once we set high expectations for students, we must help them believe they can learn, challenge and motivate them so they want to learn, ask them to grasp challenging subjects, assess whether or not they're learning, reward them when they succeed and hold them accountable when they fall short. Every state should require a test for students to move from elementary school to middle school, or from middle school to high school or to receive a high school diploma. These tests should measure mastery of the basics and the rigorous material expected in these tough new standards.

Some children may not measure up at first and may need extra help to lift themselves up. Give them the extra help in afternoons, weekends and summers, keep schools open as homework centers, involve their parents more—do whatever it takes to encourage and help them master the basics and perform to the challenging standards we expect of them. If we believe all students can learn, we have to give them a chance to demonstrate it. Students, teachers, and schools will all perform better once we do.

- **We must begin holding schools and their states or school districts accountable for results.**

We must insist that schools and districts have good principals, recruit and hire talented teachers, reduce administrative costs, and provide more options for parents. Moreover, we should overhaul or shut down schools that fail, and allow new charter schools to start over in their place. The Clinton Administration is urging states and districts to use their authority under the reformed Title I program to hold schools accountable for the assistance they receive, including reconstituting chronically failing schools.

TALENTED TEACHERS IN EVERY CLASSROOM

Every community should have a talented and dedicated teacher in every classroom and at least one master teacher certified by the National Board for Professional Teaching Standards in every school. Our most promising young people also must get encouragement and support to become teachers.

This nation faces several challenges in sustaining and upgrading the quality of our teachers. Two million teachers will be needed over the next ten years to replace retirees and accommodate rapidly growing student enrollment. This presents an enormous opportunity for ensuring teacher quality well into the 21st Century, if we recruit promising people into teaching and give them the highest quality preparation and training.

As we demand higher levels of knowledge and skills from our students, we must honor and support our teachers in the classroom today, equipping and expecting them to help our students master the basics and be prepared for college, employment, and good citizenship. Without quality teachers and teaching, our most serious efforts to raise standards and improve schools will not succeed.

Everyone has a role to play in helping our teachers become the best in the world. Parents, schools, community leaders, universities, state leaders—and most important, current and future teachers themselves—can take many steps to address this challenge.

- **Identify and reward our most talented master teachers.** For many years, many educators, led by North Carolina Governor Jim Hunt and the National Board for Professional Teaching Standards, have worked hard to establish nationally accepted credentials for excellence in teaching. More than 400 of these master teachers have been certified since 1995. Under the President's budget, 100,000 more teachers will be able to seek certification from the National Board as highly accomplished master teachers—enabling at least one teacher in every school to get certification from this board. States, school districts, and the private sector can also establish rewards for master teachers and other excellent teachers they identify in such ways as through teacher-of-the-year competitions. School districts can call on these master teachers to become mentors for other teachers.
- **Do more to challenge talented young people and mid-career professionals in other areas to become teachers and help them make the transition into a teaching career.** Communities can start middle and high school academies for future teachers, and states can establish centers for teacher recruitment that bring promising students into teaching. States can make it financially easier for young people to teach in high-need areas through fellowships and loan forgiveness programs. School districts can make sure that beginning teachers get support and mentoring from experienced teachers. The Clinton

Administration will continue working to make college and teacher preparation more affordable for young people who go into teaching.

- **Reinvent teacher preparation for beginning teachers and professional development for more experienced teachers so they get the training they need to help students master the basics and reach high standards in the core academic areas.**

Colleges, universities and school districts must provide current and future teachers ongoing, sustained opportunities to learn how to be more effective and upgrade their skills. The Clinton Administration has supported their efforts by increasing funding that may be used for sustained professional development, stronger teacher standards, and performance evaluation for teachers. The Eisenhower Professional

Development program, Goals 2000, and the National Science Foundation's Teacher Enhancement Program also provide substantial support for high-quality professional development.

Teacher Recruitment—Starting Early

School districts and universities can work together to create middle and high school programs that expose young people to the teaching profession. For example, the South Carolina Center for Teacher Recruitment has reached thousands of academically talented high school juniors and seniors through its Teacher Cadet Program, offered in more than 140 schools statewide. Teacher Cadets study education and have the opportunity to teach younger students under the tutelage of both school and university faculty. The center also targets minority middle school students, encouraging them to take rigorous courses in school and aspire to a career in teaching.

- **Expand efforts to help teachers become technology literate and to use technology to improve training available to teachers.** The President's technology initiatives will play a major role in helping teachers to become technology literate. For example, the President's Technology Challenge Grant program supports private-public sector partnerships to develop models for using technology in education, such as providing "electronic field trips" for new teachers to learn from expert teachers and mentors around the country. Moreover, the Technology Literacy Challenge Fund will leverage public funds to target school districts and schools committed to helping teachers integrate technology into the classroom. Finally, the Clinton Administration's 21st Century Teachers initiative will recruit thousands of technology literate teachers to upgrade their knowledge and help at least five of their colleagues learn how to use technology in the classroom.
- **Set high standards to enter teaching and find ways to help—or quickly and fairly remove—teachers who don't measure up.** School districts and teachers can help start and participate in peer assistance programs where they help identify, and then provide intensive assistance to, burnt-out or low-performing teachers. School districts can

develop fair and faster processes for holding teachers accountable and assisting or removing teachers who are not making the grade. Educators and communities should not look the other way if a teacher is burned out or not performing up to standard. The Clinton Administration will share promising strategies for recruiting talented young people and others into teaching, rewarding good teachers, and quickly and fairly improving or removing teachers that don't make the grade. The Administration also will provide guidance to schools, districts, and states on how existing federal funds can be used to address these challenges.

Upgrading Teacher Skills: An Award Winning School

The Woodrow Wilson Elementary School, in Manhattan, Kansas, was established as a "professional development school" where current and future teachers can go for assistance in upgrading their skills and knowledge in math, science, and technology. The school helps teachers understand the widely acclaimed math standards developed by the National Council for Teachers of Mathematics, and prepares them to help students meet or exceed these standards. At the school, student test scores on the Kansas Mathematics Assessment Test have improved for the past three years, including especially strong gains for girls. The school recently was one of five schools to win a national award from the U.S. Department of Education for its efforts to give teachers the skills they need to help students succeed.

AMERICA READS CHALLENGE

"We ought to commit ourselves as a country to say that by the year 2000, 8-year-olds in America will be able to pick up an appropriate book and say 'I can read this all by myself.'"

Remarks by President Clinton to the Community of
Fresno, California, September 12, 1996

According to the National Assessment of Educational Progress, 40 percent of America's 4th graders are reading below the basic level—not nearly as well as they must to keep up with the complexities of today's jobs and society. We need to do a real push toward improving our efforts to help all children read.

While teachers and schools have the critical responsibility for making literacy and the basics a top priority, study after study finds that sustained individualized attention and tutoring after school and over the summer can raise reading levels when combined with parental involvement and quality school instruction. Reading with children at the youngest age, quality pre-school, and tutoring from pre-school to 1st, 2nd, and 3rd grade can work to help all our children read at an early age—but certainly by the end of the 3rd grade. If families, schools, community groups, employers and religious groups make improving the reading skills of children and adults a top priority from the earliest years of a child's life at home until he or she becomes a successful reader, then America can attain the goal of being a reading, literate society.

For this reason, in August 1996, President Clinton announced the **America Reads Challenge** to ensure that every American child can read well and independently by the end of 3rd grade. And he called on all Americans—parents, teachers, libraries, religious institutions, universities, college students, the media, community and national groups, business leaders, senior citizens—to join the effort to meet this challenge. Already, groups from JumpStart in Boston to the Reading One-One program in Richardson, Texas, have responded enthusiastically to the President's challenge.

The President has pledged \$2.75 billion over 5 years toward the America Reads Challenge which includes:

- **America's Reading Corps** of 1 million tutors to provide individualized after-school and summer tutoring for more than 3 million children in pre-K through 3rd grade who want and need extra reading help. Thirty thousand reading specialists and tutor coordinators, including Americorps volunteers, will mobilize and support this corps of 1 million volunteer tutors who will work with teachers, principals and librarians to help children succeed in reading.
- **Parents as First Teachers Challenge Grants** that invest in success by supporting

effective and proven local efforts, as well as regional or national networks, that assist parents who request help for their children to become successful readers by the end of 3rd grade. Research shows that reading to children in their first three years helps children learn words and concepts and actually stimulates physical development of the brain.

- ***Expansion of Head Start.*** The President's balanced budget will expand Head Start to reach one million 3- and 4-year-olds by the year 2002, while continuing the new 0-3 year-old Head Start initiative. The priority of providing all children with high-quality preschool responds to studies stressing that literacy problems are best averted with the earliest intervention possible, including pre-school.
- ***Support for 100,000 College Work-Study Students to Serve as Reading Tutors.*** Last year, the President signed into law a budget that increased the number of work-study jobs for college students by a third—enabling an additional 200,000 young people to work their way through college while serving their communities. The President has called for half of all new work study funds to support 100,000 college students to serve as reading tutors, thereby providing a unique opportunity for college students to be involved in helping young children learn to read. To encourage this activity, the Secretary of Education has waived the matching fund requirement for those students who perform work study through the America Reads project. Also, the President has called upon college presidents to rally other students and college resources to help America read.
- ***Accountability for Results.*** The Administration will use the improvements in the National Assessment of Educational Progress (NAEP) to provide an annual measure of the reading performance of 4th graders and their progress toward meeting the reading challenge.

A challenge to every parent, teacher, principal, and community member

The success of the America Reads Challenge depends on the involvement of all Americans—parents, teachers, principals, libraries, religious institutions, universities, college students, the media, community and national groups, cultural organizations, business leaders, and our senior citizens.

- ***Parents should read to their children 30 minutes a day.*** Even as babies, children are learning about language from their families. Parents need to turn off the TV, take their child to the library and get a library card, talk with teachers about their child's progress, and take time to read with their child at home. Parental involvement makes a real difference. According to a recent study, 4th-grade average reading scores were 46 points below the national average where principals judged parental involvement to be low, but 28 points above the national average where parental involvement was high.

- ***Schools should provide a high-quality reading program for all students***, including making sure teachers know how to teach kids to read and have the support they need to do so. They must also identify those students who need extra help. The America Reads Initiative is not a substitute for in-school reading programs. Instead, it is designed to build on the work of teachers and schools to improve their in-school reading programs, as well as on the Administration's investments in Title I, Even Start and other in-school programs to strengthen in-school teaching and learning.
- ***Community members*** should start an America Reads Challenge reading tutoring program at the local school, library, or community center or become a reading tutor after school, on weekends, and in the summer. The Clinton Administration, through the summer Read*Write*Now! effort, already has begun working with organizations like the Boys and Girls Clubs, the American Association of Retired People, and Reading is Fundamental to mobilize reading partners for children during the summer months.
- ***Businesses should work with schools and libraries***. The Administration also is working with the private sector in helping parents help their children learn to read, through the Partnership for Family Involvement in Education. Employers can help start a summer reading program in their community as part of the Read*Write*Now! effort to avoid the summer drop-off in reading.
- ***Colleges and universities*** should use half of their new funds for work study to provide reading tutors, and if all colleges meet this challenge, 100,000 work-study students in 1998 would be tutoring young children in reading. Already 60 college presidents have pledged almost 10,000 work-study slots in support of this goal, as well as thousands of other students to do community service as reading tutors.

AmeriCorps SLICE Corps, Simpson County, Kentucky

In this program, 25 AmeriCorps members provided intensive tutoring in reading to 128 2nd graders, helping the students improve their reading comprehension by an average of 2.8 grade levels over nine months. One-third of the students improved by more than three grade levels. Members visited each student's home every other week to show parents their children's reading materials, update them on the child's academic progress and offer tips on how to help their children read. The key is consistency. AmeriCorps SLICE members tutor students for the entire school year. As a classroom teacher said about one student: "[The student] is in his second year of being tutored by a SLICE Corps member. Last year he was very shy and withdrawn. He was very adept verbally but not so at reading and writing. This year his reading is better and he really enjoys writing. He's a real worker and seems to enjoy school much more. [The student's] parents are very interested in his school progress. They are willing to come whenever you call them and they spend time working with him on his school work. He has thrived on the individual attention that only a SLICE Corps member could give him."

Samuel W. Mason Elementary School, Boston, Massachusetts

Mason School, once cited in a 1990 *Boston Herald* article, with its then enrollment of 133, as "The Least Chosen Elementary School In The City", turned itself around through a variety of innovative approaches. The school has 296 students (43 percent African-American, 23 percent Cape Verdian, 14 percent Latino, 13 percent white, 3 percent Asian-American, 2 percent Native American). Twenty-four percent of the homes are non-English speaking. Reading has been a primary emphasis of Mason's improvement efforts. Teaching teams include Reading Recovery and Resource Room teachers. These teachers work with grade-level clusters in the morning to reduce the student-teacher ratio from 26:1 to 13:1. In the afternoon, the team works with the kindergarten and early childhood teachers in the early literacy program, "Bright Start," in groups of nine students. Title I reaches all students and doubles the time in reading instruction. Special attention is paid to learning styles, with emphasis on accelerated reading instruction and problem-solving activities. In 1995, Boston College's Urban District Assessment Consortium Project found that Mason's reading performance exceeded the average score for the City of Boston and for the other 11 urban school systems in the project.

What It Means to Read Well by 4th Grade

The National Assessment of Educational Progress (NAEP) defines three main levels of 4th-grade reading: basic, proficient, and advanced, and they help explain what it means to read well by the 4th grade. The following sample passage is from *Charlotte's Web*, by E.B. White. While not from the actual NAEP, it helps illustrate the kinds of skills expected of students at each level of comprehending a work of fiction:

Having promised Wilbur that she would save his life, she was determined to keep her promise. Charlotte was naturally patient. She knew from experience that if she waited long enough, a fly would come to her web; and she felt sure that if she thought long enough about Wilbur's problem, an idea would come to her mind. Finally, one morning toward the middle of July, the idea came. "Why how perfectly simple!" she said to herself. "The way to save Wilbur's life is to play a trick on Zuckerman. If I can fool a bug," thought Charlotte, "I can surely fool a man. People are not as smart as bugs."

- Students at the **basic** level are able to read the passage and tell what Charlotte promised Wilbur.
- Students at the **proficient** level are also able to describe why Charlotte thought she could fool Zuckerman.
- Students at the **advanced** level recognize that Charlotte compares waiting for ideas to entrapping a fly.

The following sample item from the 1992 NAEP exam helps illustrate the kinds of skills expected of students at each level in a text that presents information. The passage is from *Amanda Clement: The Umpire in a Skirt*, by Marilyn Kratz.

It was a hot Sunday afternoon in Hawarden, a small town in western Iowa. Amanda Clement was sixteen years old. She sat quietly in the grandstand with her mother, but she imagined herself right out there on the baseball diamond with the players. Back home in Hudson, South Dakota, her brother Hank and his friends often asked her to umpire games. Sometimes she was even allowed to play first base. Today, Mandy, as she was called, could only sit and watch Hank pitch for Renville against Hawarden. The year was 1904, and girls were not supposed to participate in sports.

- Students at the **basic** level are able to read the passage and tell what Mandy wanted to do.
- Students at the **proficient** level are also able to describe what was getting in the way of Mandy's dream.
- Students at the **advanced** level are able to generalize about how Mandy's experience might differ from a girl's experience today.

President Clinton's America Reads Challenge asks all Americans to pitch in and help children read so that by the time they reach the 4th grade, they can at least read at the "basic" level and many more than now are reading at the "proficient" level.

EARLY LEARNING

The latest research on the human brain and its development confirms what we have known for decades -- that the early years of children's lives are critical to their cognitive, emotional and physical development. Parents need to be their children's first teacher if their children are to start at school ready to learn.

Since the beginning of the Clinton Administration, early childhood investment has been a top priority. Over the last four years, the federal government has invested heavily in effective programs, increasing funding for Head Start by 43 percent. The Clinton Administration is committed to building on this progress to ensure that every parent is their child's first teacher and every child arrives at school ready to learn.

Expanding Head Start

- ***Head Start Helps Children Get Ready to Learn and Ready to Read.*** For more than 30 years, Head Start has been one of our nation's best investments in helping low-income parents be their children's first teacher, and in making sure that children start school ready to read and ready to learn. Head Start provides hundreds of thousands of three- and four-year old children cognitive, social and language development, comprehensive health services and healthy meals and nutrition. Head Start offers parenting skills, support, education and training to parents seeking to improve their circumstances and their children's chances of success.
- ***President Clinton's Budget Expands Head Start Participation to 1 Million Three and Four Year Olds.*** Today, 800,000 low-income children and their families -- but not all of those who are eligible -- have a chance to benefit from Head Start. The President's budget plan continues to expand enrollment so by the year 2002, one million of this nation's most disadvantaged children and families will have the chance for a Head Start.
- ***Head Start Works.*** Research findings overwhelmingly show that Head Start works. Last year, a Packard Foundation study reviewed nearly 150 separate studies of the Head Start program and concluded that it not only had the immediate impact of raising reading scores, but had the lasting effect of making students less likely to be held back a grade, less likely to be placed in special education classes, and more likely to graduate from high school. Even later in life, former participants were less likely to go on welfare or enter the criminal justice system.

- ***Parental Involvement Is The Bedrock of Head Start.*** Last year more than 800,000 Head Start parents demonstrated their commitment by volunteering in their local program. And they get a great deal in return: Head Start staff work closely with parents to help them build their skills, not only to become better parents but also to become contributing members of their community. Parents are taught the importance of reading to their children. When parents have difficulty reading, Head Start programs work with them to improve their literacy skills.
- ***Early Head Start and Quality Improvements Under the Clinton Administration.*** In 1994, the Clinton Administration established the Early Head Start program, providing tens of thousands of children ages zero to three and their families with family-centered and community-based services. Over the last three years, the Clinton Administration has also invested significantly in improving program quality, providing local programs with the resources they need to attract and retain high quality teachers and to improve the quality and safety of the Head Start centers.
- ***Family Literacy is a New Priority in Head Start.*** Under new standards developed by the Clinton Administration, family literacy is a new priority in Head Start -- all parents will be offered training to help them be involved in their children's education and to help them be their children's first teacher.
- ***The America Reads Challenge Will Build on the Strong Foundation Provided by Head Start.*** After-school and summer tutoring for young school-age children and for their older siblings and parents builds on what Head Start begins. Through the Head Start Transition Initiative, Head Start programs will dedicate at least one part-time staff person to work with local school systems, parents, child care providers and other members of the community to make sure children successfully make the transition from Head Start to public school.

Other Early Learning Opportunities

- ***America Reads Parents As First Teachers Challenge Grants:*** To make sure that every child can read well by the end of 3rd grade, the President's America Reads Challenge includes Parents as First Teachers Challenge Grants that will invest in proven efforts to provide assistance to parents who want to help ensure their children will read well. The grants will fund national and regional networks to share information on how parents can help children to read, and fund the expansion of successful local programs, such as the Home Instruction Program for Preschool Youngsters (HIPPY) or the Parents as First Teachers (PAT) program. The President's proposal includes \$300 million over 5 years for these grants.
- ***White House Conference on Early Learning and The Brain.*** Thanks to the latest scientific research and discoveries, we now know much more about a child's cognitive, emotional and physical development in the first few years of life. For example, we now

know that reading to children in their first three years not only strengthens the emotional bonds between a parent and a child and helps children learn words and concepts, but that it actually stimulates their brain growth. The President and First Lady will convene a White House conference this spring to explore the implications of these scientific discoveries and research for parents and policy makers.

- ***National Prescription for Reading Campaign.*** In December 1996, the First Lady announced, along with representatives of the American Academy of Pediatrics, the American Booksellers Association, the American Library Association, and the Reach Out and Read program a national campaign to put books in the hands of parents who bring their young children to the doctor, and to get doctors to prescribe daily reading. Doctors and nurses across the country are beginning to "prescribe reading" to infants and young children because they know the impact reading has on babies and young children, and they have a unique opportunity at every check-up to encourage parents to read to their children daily.
- ***Vice President's Conference on Family and Learning.*** In June, Vice President and Mrs. Gore will hold their sixth annual family conference, this time on families and learning. We know that children learn best when their parents are active partners in the process. The conference will bring together leaders in the field of education, parents, teachers, and policy makers to build on successful examples of partnerships between families, schools and communities, including those that help children learn before they start school.
- ***Partnership for Family Involvement in Education:*** Over 2,000 family, school, community, employer and religious groups have joined with Secretary of Education Richard Riley to create the Partnership for Family Involvement in Education. The Partnership's activities include strengthening at-home activities that encourage reading, promoting and adopting family-friendly business practices such as providing leave time to attend parent-teacher conferences and volunteer in schools, and supporting learning communities through organized before- and after-school and summer activities.
- ***Goals 2000 Parent Resource Centers:*** In addition to involving parents in the development of state and local Goals 2000 education plans, the President's Goals 2000 program provides funding for each state to establish parent resource centers that help parents learn how to help their children achieve high standards. The centers coordinate existing programs, provide resource materials, and support a variety of promising models of family involvement programs. In fiscal year 1997, \$15 million in funding is available for support centers in 42 states, 14 more than in 1996.

CHOICE AND ACCOUNTABILITY IN PUBLIC EDUCATION

One size does not fit all in American education. All students and their families need to be able to choose a public school that meets their needs, and schools must be given more flexibility in return for greater accountability to parents and the public for high standards. Public school choice and public charter schools are especially promising strategies for expanding options and accountability in public education.

Public School Choice

- ***States and school districts should provide public school choice plans*** that give every parent the ability to choose their child's public school. States and communities can provide parents with their choice of school within a district, state, or even of smaller schools-within-schools at their neighborhood public school. Local and state boards of education can encourage and support the development of charter schools, magnet schools and other choice strategies and undertake careful reviews of charter proposals to be sure they are of the highest quality. The President has challenged states to provide parents with more choice in their children's public education, and states and communities have been responding.
- ***Provide report cards on every school.*** States and school districts can publish in print and on the Internet report cards on every school, providing parents the information they need to choose their child's school. This can help parents compare things such as reading scores, graduation rates, class size, courses offered, number of teachers with advanced certification, safety records, and other key measures, with schools across the school district, state, and country.

Public Charter Schools

- ***Every state should pass a charter school law that enables parents and teachers to start new public charter schools that stay open only as long as they do a good job.*** These schools can be created by teachers, parents, community groups, businesses, universities, museums, and others. Done right, they can be tailored to meet the needs of their students and promote healthy competition within public education. State legislatures must enact solid charter school laws to support the creation of a sizable number of high-performing public charter schools, providing these schools with real flexibility while holding them accountable for reaching high standards for all children. ~~Five years ago, there was only one charter school in America. Today, there are more than 400, and half the states have charter school laws.~~
- ***To support these efforts, the Clinton Administration, together with Congress, is expanding start-up funding for charter schools.*** ~~The Administration has proposed nearly~~

doubling the charter school start-up grant program to \$100 million in FY 1998. The President initiated this fund in 1994 to address the most commonly cited obstacle to creating these schools—lack of access to start-up funding. The President's budget plan sets aside enough funding to quickly bring more choices in public education to students and their families, helping to start 3,000 charter schools over the next several years. The funding requested for FY 1998 alone would support the development of about 1,000 charter schools by teachers, parents, community groups, and other responsible organizations.

The Nation's First Charter School: A Teacher's Vision Becomes Reality

City Academy, in St. Paul, Minnesota, was the first charter school in the nation to open its doors. Founded by two teachers with assistance from many of the first year students, the school focuses on youth who have dropped out of school. City Academy, placing a heavy emphasis on student responsibility and decision making, is a small school with a personalized learning environment and has had significant success. Most of the students, all former drop outs, have graduated and gone on to some kind of postsecondary education. Like most charter schools in Minnesota, this school was started "from scratch," rather than converted from an existing school. The school's director is also helping teachers in other states to create charter schools.

- ***The Clinton Administration will assist local teams of parents, teachers, community leaders, and others to develop successful public charter schools.*** The Clinton Administration will support regional meetings, helpful guidebooks, summer institutes, and a World Wide Web site to help provide the information and assistance needed to start high-quality schools, including developing the rigorous performance benchmarks by which schools may be held accountable.

Accountability

- ***Fix failing schools quickly and directly—even if it means closing them and then reopening them in a way that meets the needs of students, parents, and communities.*** Clear standards can be set to evaluate the success or failure of schools, and school districts and states can intervene when schools are not meeting these standards. These efforts should take advantage of the new approach to accountability in Title I of the Elementary and Secondary Education Act—the largest federal program in K-12 education—which now requires states and school districts to intervene in low-performing schools with such strategies as intensive technical assistance, mentoring, reconstituting failing schools, or

creating new charter schools.

School districts can support and reward principals and teachers who establish an atmosphere of learning, a system of accountability, and a spirit of adventure that help students learn. At the same time, school districts can find ways to improve or remove teachers or principals who are not making the grade. In return for greater accountability, principals and teachers, in turn, should be given the authority and support they need to do a good job.

Holding Schools Accountable for Results

Maryland has held its schools accountable for results by putting in place a system for taking over schools with low student attendance rates and achievement on state assessments. Low-performing schools are first given the opportunity to improve based on a state approved plan. Though no schools have yet been taken over yet, the focus on accountability is making a difference. After being identified as low-performing, Patterson High School in Baltimore hired a new principal who focused her team on increasing student achievement by reorganizing instruction and the school day. As a result, attendance has risen, more students passed the state's graduation test, and more seniors graduated than in prior years.

Greater flexibility

- *In return for accountability, the Clinton Administration has pressed for greater flexibility and local decision making in the use of federal program funds.* Drawing on their experiences as former governors, both President Clinton and Secretary of Education Richard Riley came to Washington strongly committed to increasing flexibility for states and communities, cutting red tape, and supporting states and communities in their own education improvement efforts. Since 1993, they have implemented the Goals 2000 program with no new regulations, cut nearly 80 percent of elementary and secondary education program regulations, approved over 140 waivers of requirements of major federal education programs, and cut the required paperwork to receive student loans. In addition, they have given nine states the authority to grant waivers of federal requirements for their own school districts and made over 20,000 schools eligible to combine most of their federal funds to support schoolwide reform, freeing them from most federal requirements.

SAFE, DISCIPLINED, AND DRUG-FREE SCHOOLS

We cannot educate our children in schools where weapons, gang violence and drugs threaten their safety. For students to learn well, their schools must be disciplined and feel safe. While most schools do provide a secure learning environment, a growing number of schools in all types of communities—urban, suburban, and rural—are experiencing problems with violence and with alcohol and drug use.

Fortunately, schools, parents, and communities are finding practical ways to provide children the safe and disciplined conditions they need and should expect to find in school, such as by promoting smaller schools, respectful communities, fair and rigorously enforced discipline codes, teacher training to deal with violence, school uniforms, and after-school programs that keep kids productive and off the streets.

As a nation, we too must do everything possible to ensure that schools provide a safe and secure environment where the values of discipline, hard work and study, responsibility, and respect can thrive and be passed on to our children. We have a basic, old-fashioned bottom line. We must get drugs and violence out of our schools, and we must put discipline and learning back in them.

Ensuring Safe, Disciplined and Drug-Free Schools

The Clinton Administration challenges all schools to have in place high standards of discipline and behavior with tough measures to keep guns and drugs out: a “zero tolerance” policy. In October 1994, the President signed into law the **Gun-Free Schools Act**, and issued a Presidential Directive later that month to enforce “zero tolerance” in our schools: If a student brings a gun to school, he or she does not come back for a year.

In last year’s budget, the President successfully protected the **Safe and Drug-Free Schools and Communities Program**, which now provides school security, drug and violence prevention and education programs in 97 percent of America’s school districts.

We must continue working to ensure that every child, every teacher, and the community can feel safe in and around the school building.

- *Schools should consider adopting uniform policies.* School uniforms are

In 1994, the Long Beach, California School District implemented a mandatory school uniform policy for nearly 60,000 elementary and middle school students. District officials found that in the year following implementation of the policy, overall crime decreased 36 percent, fights decreased 51 percent, sex offenses decreased 74 percent, weapons offenses decreased 50 percent, assault and battery offenses decreased 34 percent and vandalism decreased 18 percent.

one way to deter school violence, promote discipline and foster a better learning environment. The Administration sent a *Manual on School Uniforms* to the nation's 16,000 school districts last year. The manual is a road map for communities and schools that want children in their schools to wear uniforms and is a vital source of information about successful programs.

- ***Communities should enforce truancy laws.*** One of the most effective ways to reduce juvenile crime is to crack down on truancy. The Administration has also provided every school district in the country with a *Manual to Combat Truancy* to help communities establish fair and effective laws to reduce truancy and keep kids in school and off the streets.
- ***Keep schools open late.*** The President's budget includes a new initiative to provide additional safe havens and extended learning opportunities for children and their families at schools around the country. The initiative will help highlight how after-school, summer and weekend programs in *Community Learning Centers* can get us "back to basics" and foster active community involvement. Keeping schools open late can help give young people a safe haven from gangs and drugs, and provide peace of mind for working parents.

Bringing in Parents to Increase Safety

Fathers at Beech Grove City Schools in Indiana have joined together to be "Security Dads" attending school-sponsored sporting events, dances and other student activities. "Security Dads" ensure proper behavior, evict troublemakers when necessary, and generally keep the peace. As a result of this effort, parental involvement in their children's education has increased and student behavior has improved.

Making Schools Places for Values, Not Violence

Schools are a place for values, not violence. They must teach the basic American values of respect, hard work, and good citizenship.

- ***Promoting character education as part of every curriculum.*** We cannot raise standards in every other subject if we fail to teach our children good values and how to be good citizens. Toward this end, the President has hosted two White House Conferences on Character Education and has encouraged the development of character education through the Improving America's Schools Act.

- ***Protecting the religious freedom of students and reaching out to America's religious community to support the learning of young people.*** With the support of a diverse group of religious and school leaders, Education Secretary Riley issued guidelines in August 1995 making clear that students' religious rights do not end at the schoolhouse door. As a result of these guidelines, the National School Boards Association has reported a dramatic drop in the need to help school officials clarify what is allowed in public schools when its students practice their religion. In addition, 33 religious communities representing 75 percent of religiously affiliated Americans signed onto the Partnership for Family Involvement in Education. Two successful religion and education local summits also brought together religious leaders, school officials, and the leadership of community organizations and businesses.
- ***Promoting greater parental involvement.*** Thirty years of research shows that greater parental involvement in children's learning is a critical link to achieving a high-quality education for every student. Through the Partnership for Family Involvement in Education, the Department of Education has played a critical role in helping schools to be more welcoming and inviting to families; encouraging employers to provide ways for parents and employees to be involved in education, including volunteering in their local schools; and expanding the support that youth, community, cultural and religious groups are giving to back greater family involvement in education. Over 2,000 employers, schools, religious, and community groups—including the Urban League, Hadassah and Pizza Hut—have joined the Partnership and have pledged to support the education of children and the involvement of their parents.

Service in Support of Safety

In Los Angeles, AmeriCorps members are working with thousands of students to reduce school violence. AmeriCorps members mentor and tutor 2,000 community youth, train them in conflict resolution skills, and help establish after school programs.

- ***Promoting community service by high school and college students through Learn and Serve and AmeriCorps.*** AmeriCorps is the new domestic Peace Corps that involves Americans of all ages getting things done to meet community needs. In just two years, AmeriCorps has given more than 50,000 Americans an opportunity to serve their country. The vast majority of AmeriCorps members are working on the critical problems of children and youth. They tutor, mentor, organize after-school programs, teach violence and drug prevention, and organize safe havens and safe corridor programs. National service promotes core values of hard work, self discipline, and personal responsibility. It

encourages people to give something back to their country. And it teaches its members to take responsibility for others, not just for a year, but for a lifetime.

Through Learn and Serve America, more than a half million students from kindergarten through graduate school are helping their communities and proving their academic skills in the process. They are learning citizenship in a direct and vital way, not by textbooks, but by service, by working on real problems in society. The skills and habits they develop—teamwork, self-discipline, initiative—will help them become productive workers as well as responsible citizens. We must spread and develop this idea in every school, college and university, to engage an increasing number of students in America.

The Clinton Administration challenges all students, schools, parents, communities, religious and other groups to do what they can to make all our schools safe, disciplined and drug-free environments to engage and motivate students to learn, and to teach the values of hard work and respect.

SCHOOL CONSTRUCTION AND MODERNIZATION

American schools face the twin pressures of rising enrollment and deteriorating buildings. To be ready for the 21st Century, our children's schools should be safe and spacious places to learn. The schools of the future should be equipped with computers, new media and state-of-the-art science labs. Clean, well-maintained, up-to-date schools send every student a clear message: you are important to us. We take your education seriously. In order to keep faith with our children, we must ensure that our schools are prepared for the next century.

Distressingly, today our nation's schools, many built 50 years ago, are increasingly run-down, overcrowded and technologically ill-equipped. Too many school buildings and classrooms are literally a shambles. According to a report of the General Accounting Office, one-third of our schools need major repair or outright replacement; 60 percent need work on major building features—a sagging roof, or a cracked foundation; and 46 percent lack even the basic electrical wiring to support computers, modems, and modern communications technology. These problems are found all across America, in cities and suburbs and one-stoplight towns.

We have high expectations of our students, teachers and schools. But we cannot expect our children and our teachers to build strong lives on a crumbling foundation. In order to keep faith with our children, we must ensure that our schools are prepared for the next century. This is a matter of real urgency. This year our schools opened their doors to the largest number of students in the history of our republic—51.7 million. And enrollment is expected to continue to rise over the next ten years, breaking all previous enrollment records.

Because of the unique circumstance of record enrollments and often run-down school buildings, the President has proposed that the federal government for the first time join with states and communities to modernize and renovate our public schools. The President's budget calls for \$5 billion over the next four years to help pay for up to half the interest that local school districts incur on school construction bonds, or for other forms of assistance that will spur new state and local infrastructure investment. This financing assistance can help to spur \$20 billion in new resources for school modernization—a 25 percent increase above current levels over the next four years.

The Broward County, Florida, Public Schools already ranks among the largest school systems in the nation with more than 218,000 students, and it continues to grow at a phenomenal rate (the district estimates it is adding 10,000 more students a year).

Although the district added 37 new schools and refurbished many existing schools over the past seven years, the district's projected capital needs over the next seven years total \$2.4 billion. Funding from identifiable sources to date totals only \$1 billion, leaving a shortfall of \$1.4 billion. The county's use of 2,144 portable classrooms has earned it the nickname "the portable capital of the world." Thousands of other students attend classes in areas intended to be music and science rooms, labs or auditoriums. Meanwhile, the space crunch is impeding the system's efforts to make greater use of technology in the classroom, including meeting the superintendent's goal of providing a minimum of four computers in every classroom for student use and one computer for teacher use.

This school construction initiative is flexible. It will give communities and states the power to decide how to use the new resources. It will help those who help themselves—requiring local communities to take responsibility for this effort. And it will focus on sparking new projects, not merely subsidizing existing ones.

The federal government will do its part by subsidizing the interest that communities incur on school construction bonds or other financing mechanisms — making it cheaper and easier for communities to finance school construction.

Communities— with appropriate assistance from states—must do their part by making a commitment in investing in their schools. They must approve and pay for local bond issues needed to repair old schools and build new ones. And they must provide adequate maintenance for today's schools so that they can continue to serve students into the next century.

OPENING WIDE THE DOORS OF COLLEGE

Today, more than ever before in our history, education is the fault line between those who will prosper in the new economy and those who will not. Most of today's good jobs require more skills and training than a high school diploma affords. Over half the new jobs created in the last three years have been managerial and professional jobs requiring higher-level skills. Fifteen years ago the typical worker with a college degree made 38 percent more than a worker with a high school diploma. Today, that figure is 73 percent. Two years of college means a 20 percent increase in annual earnings. People who finish two years of college earn a quarter of a million dollars more than their high school counterparts over a lifetime.

One of the great challenges of our time is making the dramatic economic changes occurring all over the world benefit our young people and open opportunities for our older adults as well. While many people were managing to find education and training that prepared them for high-skilled jobs without a college degree, too many young people lost their way between high school and the world of work. And for those who are academically prepared for college, the cost limits access for many working families and middle-income families, just as it does for low-income families. The average cost of a public college increased from 9 percent of the typical family's income in 1979 to 14 percent in 1994.

We must make two years of college—the 13th and 14th years of education—as universal for young Americans as the first 12 are today. And, we must make college more affordable for all Americans. To support these goals, the President has already initiated an unprecedented college opportunity strategy that will make college more accessible and affordable to Americans than at any time in their lives, while also reducing fraud and abuse and reducing costs to taxpayers.

Over the next five years, the President's budget will more than double the federal commitment to postsecondary education from the time he entered office—going from \$24 billion a year in 1993 to \$58 billion in 2002—opening up the doors to college for millions of students.

The Direct Lending Program

The Direct Loan program, signed into law by President Clinton in 1993, gives student loans directly to people who need them, with new flexible repayment plans. This dramatic change is making loans to students and their families more affordable and debt more manageable, providing borrowers and participating schools with a simple, more automated and accountable system, while saving taxpayers billions of dollars. In its third successful year, the program will provide \$10 billion in loans at over 1,600 schools. More than 2.1 million student and parent borrowers have received direct loans since the program began. During the 1996-97 academic year, it is expected that Direct Loans will make up approximately 36 percent of federal student loans.

An important aspect of the new Direct Loan program is that it provides students the ability to repay their loans as a percentage of their income -- **income-contingent repayment** -- to encourage community service, and to make debt more manageable and to reduce defaults. As of November 1996, nearly 100,000 borrowers with loans totaling \$1.5 billion have consolidated into direct lending. About three-quarters of these borrowers are selecting non-standard repayment options with 52 percent selecting income-contingent repayment.

Through the legislation that created the Direct Student Loan program we were able in 1993 to ~~reduce by 50 percent (from 8 percent to 4 percent) the student loan fees that lenders and guarantee agencies were allowed to levy on student borrowers.~~ But we need to do more. We propose to further reduce these fees in both the new Direct Student Loan and the older Federal Family Education Loan programs, cutting loan fees from 4 percent to just 2 percent on need-based Stafford loans, and to 3 percent on other loans for students and parents. Furthermore, because the Congressional Budget Office and other analysts have noted that lender costs are very low during the in-school period, when students are not required to make payments on their loans, we propose to reduce the interest rate paid to lenders during that period by one percentage point.

Increasing Grant Aid Available to Students -- Pell Grants

The Administration has worked hard to increase funding for student financial aid programs. Aid available to students increased by \$12 billion between 1993 and 1997—an increase of 48 percent. This year, aid available to students will increase by an additional \$3.4 billion for a record total of \$36 billion (excluding consolidation loans) benefiting an estimated 8.1 million students in 1998.

Pell Grants are the most important form of student financial aid for the nation's neediest students. In the decade preceding 1992, funding for this critical program did not keep pace with inflation, which seriously eroded the Pell Grants' purchasing power. The Clinton Administration began immediately in 1993 to restore fiscal integrity to this program at a time when it had been allowed to accumulate a projected internal program deficit of over \$2 billion. After eliminating that program deficit, the President secured bipartisan support for the largest Pell Grant increase in recent history, a \$230 increase (9 percent) in the maximum grant to \$2,700 by FY97. This represents a full \$400 increase, more than 17 percent, in the maximum grant since 1993.

We now are proposing to increase the maximum award from \$2,700 to \$3,000, as well as greatly expand eligibility to older independent students. Increasing the maximum award to \$3,000 provides more aid to currently eligible students, and makes an additional 130,000 students eligible for the grants. The President's budget also expands the eligibility of low income students age 24 and older. This change will make an additional 218,000 students eligible for Pell Grants, and expand aid for over 890,000 students by an average of \$800. These changes, contained in the President's balanced budget, will increase Pell Grant funding by \$1.7 billion in fiscal year 1998, a more than 25 percent increase over current funding levels.

HOPE Scholarship and Other Tax Benefits: Making the 13th and 14th years of education—at least two years of college—as universal in America as high school is today.

The President's plan includes five tax benefits for middle-class students and families that accept the responsibility to pursue additional education for their children and themselves. We believe that not only will these students and families reap substantial personal and financial benefits from these education incentives, but these investments will also pay a huge long-term dividend to the country. For much of the 20th century, tax policies included incentives to invest in capital and equipment. At the beginning of the 21st century—the education and information age—we must create incentives to invest long term in education and human capacity.

HOPE Scholarships. A centerpiece of President Clinton's HOPE and Opportunity Agenda for higher education is the proposed **HOPE Scholarship tax credit**, which offers two years of tuition at the typical community college for any student enrolled at least half-time. It provides students with a maximum \$1,500 tax credit for tuition and required fees in their first year, and another \$1,500 in their second year if they work hard, stay off drugs, and earn at least a B minus average in their first year. This \$1,500 tax credit will pay the full cost of tuition at a typical community college—essentially making community college free or nearly so for every student. In 1998, this credit is expected to help 4.2 million middle-income students pay for college.

Although the HOPE Scholarship tax credit is priced to pay the full cost of two years of tuition at a typical community college, the credit can be applied to tuition at any college, including four-year public and private colleges. The credit would be a substantial down payment for parents sending their children to four-year colleges with higher tuition. Students receiving tax credits would still be eligible for other federal student aid, including student loans, Pell Grants, and Work Study. However, the maximum tax credit would be \$1,500 minus any federal grants awarded to the student.

The proposal builds on the enormously successful HOPE Scholarship program in Georgia, which guarantees any student in the state of Georgia free college as long as they have earned a B average and stay off drugs. This year the scholarships are helping 80,000 students—including 70 percent of the freshman class at the University of Georgia.

The HOPE scholarship tax credit will help open the doors of college opportunity to every American who works hard and makes the grade, regardless of that student's ability to pay, since education at the typical community college will now essentially be free. The program also makes it clear that with opportunity comes the responsibility to work hard and achieve at a high level. This benefit will initially be available without restrictions tied to previous academic performance but the continued benefit will be reserved for those people who, by definition, are willing to work for it. It's America's most basic bargain: we as a nation will help create opportunity if you'll take responsibility.

\$10,000 Tax Deduction for Education and Training. We have also proposed a tax deduction

of up to \$10,000 per family per year for tuition and fees (minus grants) for college, graduate school, community college and certified training and technical programs. In 1998, 8.1 million students stand to benefit from this proposal for tax relief in 1998.

Students eligible for both the tax credit and the tax deduction would choose one or the other, although students benefiting from the tax credit in the first two years would still be eligible for the deduction in later years. Because the tax proposals are meant to help working families and low- and middle-income students pay for college, eligibility for both the tax credit and the tax deduction would be phased out for joint tax filers with incomes between \$80,000 and \$100,000 and for individual filers with incomes between \$50,000 and \$70,000.

Tax-Free Education Savings Accounts. We have proposed greater flexibility in using Individual Retirement Accounts so that all funds saved in these accounts can be used for postsecondary education expenses free from early withdrawal tax penalties. In addition, our proposal makes more than 20 million families eligible for tax-deductible IRA contributions by substantially extending the income cutoffs for IRA participation. Currently, if an individual or spouse participates in an employer's retirement plan, eligibility is phased out for taxpayers filing a joint return with adjusted gross income between \$40,000 and \$50,000 (between \$25,000 and \$35,000 for single taxpayers). The proposal would expand the phase-out ranges to match the ranges described for the HOPE Scholarship tax credit and \$10,000 deduction. Families who save through an expanded IRA, and then use the savings for higher education, can deduct up to \$10,000 of their withdrawals a year, making savings for college virtually tax free for middle-class families.

Tax-Free Forgiveness of Educational Debt for Public Service and Income-Contingent Student Loan Repayment. We propose that the tax law be changed to allow that the forgiveness of a student loan extended by a charity or educational institution not be counted as income, if it is forgiven as part of a program that enables graduates to work in public service professions. We also plan to apply the same tax treatment to forgiveness provided through our income-contingent repayment plan.

Extension of Tax Benefit to Employees Who Receive Employer-Provided Education Assistance (Section 127). We propose reinstating through the year 2000 the current exclusion from an employee's income of up to \$5,250 per year of postsecondary educational assistance provided by an employer for undergraduate and graduate students. In addition, for 1998-2000, small businesses would be given a new incentive to provide educational assistance to their employees through a 10 percent tax credit for amounts paid under an employer-provided educational assistance program for education provided by a third party.

Other Forms of Aid

National Service Corps. Through creation of the National Service Corps, more than 70,000

AmeriCorps members have been able to provide service throughout the country, to work on projects to tutor children to read and learn and to improve the environment, health services, and community policing. This creative new program is helping to regenerate an ethic of community service in this country, particularly for a generation of young adults who were at risk of becoming further alienated from the powerful societal needs of a sense of community and commitment to those communities. The participants also receive scholarships or loan forgiveness for postsecondary education, in return for their service.

Work-Study helps students earn money while they are in school. The President proposed a multi-year plan to increase funding for this valuable federal program by 50 percent by the year 2002, so that 1 million students will be able to attain part-time employment. With strong bipartisan support from the Congress we received an exceptional one-year increase of 35 percent for FY 1997. This increase is substantial enough to allow an increase in the wages for student workers, an expansion of traditional work study opportunities, and, perhaps most important, to expand higher education's commitment to community service activities. To this end, the President has challenged the higher education community to use one-half of the college work study increase for community service, including to tutor young children in reading. Indeed, the Secretary of Education has issued regulations to waive the match for those who use work-study funds to help tutor young children to read.

Presidential Honors Scholarship. We propose a Presidential Honors Scholarship that further emphasizes the importance of student achievement. This program would award one-year, \$1,000 scholarships to the top 5 percent of graduating high school students in every high school in the nation. We need to send a message to every high school in America that we are serious about excellence.

* * *

Reducing Fraud and Abuse. The Administration has made aggressive accountability and oversight efforts to remove ineffective schools from the student financial aid programs, both protecting students and ensuring accountability for taxpayer funds. The U.S. Department of Education's efforts, along with new statutory controls and lender and guarantor efforts, have cut the student loan default rate by more than one-half, from 22.4 percent for the FY90 cohort to 10.7 percent for the FY94 cohort. About 700 institutions have been eliminated from eligibility to participate in the federal student assistance programs, in an effort to assure that students benefitting from these valuable programs receive a good education as well. At the same time, the U.S. Department of Education has reduced the administrative burden on participating institutions by streamlining our regulations and by reengineering our administrative processes to make them less intrusive and more effective.

A call to parents, schools, colleges and universities to help students take advantage of these expanded options.

Although the federal government can expand options for paying for college, it will be up to students, parents, families, communities, colleges and universities, and states to make them work.

- **Students** must work hard, play by the rules, and assume responsibility for obtaining the education they will need to get a job and succeed in life.
- **Parents** must make sure their children have the classes they need to get into college and take advantage of the savings afforded by the tax policies to help support their children once there.
- **Schools** can make sure students (as early as in middle school) and their families understand the options available for paying for college and make sure students take the classes and obtain the skills they need to enroll and succeed in college.
- **Colleges and universities** must contain costs of postsecondary education to assure that the benefits of these increases in federal support accrue to the intended beneficiaries—students and their families.
- **States** can build on the HOPE Scholarship plan by making scholarships available for four years of college for students who maintain a B average.

LIFELONG LEARNING

A G.I. Bill for America's Workers

A centerpiece of President Clinton's G.I. Bill for America's Workers has been our proposal to fundamentally reform the current federal job-training system. We have proposed consolidating at least 70 separate job training programs, replacing them with an integrated system that minimizes red tape and maximizes individual choice in each local community. Unemployed workers and workers in transition from one job to another would receive Skill Grants of up to \$3,000 to use as they choose to learn new skills to find new and better jobs.

We would provide these workers access -- through computerized networks open to all and One-Stop Career Centers already operating in many states -- to reliable information on jobs, careers, skill sets required for those jobs, and the success records of various training institutions, so that they can make informed choices about how best to improve their futures.

For our youth, federal education, training, and employment programs will be reshaped to support the community-based school-to-work activities that have evolved in response to the innovative School-to-Work initiative we began in 1994. These programs enable high schools, colleges, and the private sector to offer all youth academically rigorous school- and work-based learning opportunities and so that all youth graduate with the skills and habits of mind to benefit from college education, lifelong learning, and rewarding careers.

Preparing Academically for College

To get ahead and navigate these changing times, our middle and high school students today need to be preparing to go to at least two years of college and probably go back to college, postsecondary training programs, and universities, several more times in their lifetime to continually upgrade their skills and knowledge. That means our elementary and secondary schools need to raise their standards for promotion and graduation. They need to make mastering the basics universal and strengthen all of their core subjects from science to American history and from the arts to foreign languages. Students can get on the path to college by mastering successfully not only basic math but the essentials of algebra and geometry by the eighth grade. High schools need to eliminate their general track and replace it with advance placement and tech-prep classes. Students need to be preparing for college courses. That's why the President in his 1998 budget is supporting expansion of advanced placement courses, raising standards for students, teachers and schools and continuing support for tech-prep.

The **School-to-Work Opportunities Act**, signed by President Clinton in 1994, also creates a pathway for many young people who cannot see the relevance of what they're doing in the classrooms to the world of work and thus get bored and tune out. When the barrier between

academic learning and vocational education is broken, when work-based learning and school-based learning are linked, these students not only stay in school, but they become engaged in learning and do better and continue on to college.

Students at the **Oakland Health and Bioscience Academy in Oakland, California** learn all aspects of the health care industry. Their knowledge of health care includes planning, management, finance, technical and production skills, technology, labor issues, community issues, safety, and environmental issues. They gain this broad understanding through a variety of learning experiences and teaching techniques. Interactive career explorations and a 200-hour hospital internship in the 11th and 12th grades expose them to the business, administrative, and clinical departments of a health care facility. Students also create work-based learning portfolios, which include reflective journal entries and works samples keyed to health career standards. Projects offer an opportunity to explore different aspects of health care and their relationship. Projects may simulate the decision-making processes of a health care provider—for example, reading a case study of a lead-poisoned child, interpreting the results of lab tests, and creating a medical management plan. Student teams may explore health care delivery systems by planning a school-based clinic, and operating a student-run health education center.

All 50 states have received grants under School-to-Work to plan comprehensive training and education and apprenticeship systems. By late 1996, 37 states had made sufficient progress in their planning efforts to receive 5-year grants for implementing their plans. Over 500,000 young people in 1,800 schools throughout the nation are participating in school-to-work systems that integrate academic and vocational instruction and provide work-based learning, preparing them for one to two years of college or more and careers. Over 135,000 employers have been involved in these efforts.

The support of the business community and state and local governments is essential to maintain local and state school-to-work systems that will help ensure a pathway to the middle class for most Americans.

TECHNOLOGICAL LITERACY

Just as 100 years ago the nation struggled with the transition from an agrarian to an industrial economy, today we confront the transition from an industrial to a global, technological economy. Technology — the World Wide Web, computer-aided design, word processing, data processing, electronic transfers — has become an engine of our economic growth and has fundamentally changed the ways we learn, how we do business, and the skills students in America need to flourish in the world of work. States, communities, business, families and teachers need to ensure that by the dawn of the next century every classroom in America is connected to the information superhighway with high-quality computers, creative software, and well-trained teachers.

Today, technological literacy—computer skills and the ability to use computers and other technology to improve learning, productivity and performance—is a new basic that our students must master. Preparing our children for a lifetime of computer use is now just as essential as teaching them to read and write and do math. Every major U.S. industry has begun to rely heavily on computers and telecommunications to do its work.

Technology also enriches education. Children with access to computers and trained teachers can learn faster and learn better. In some cases, scores on standardized tests of basic skills for children taught with computers rise by 10 to 15 percent compared to the scores of those taught using conventional instruction. With computers, students can learn at their own pace and practice as much as they need to. For students with disabilities, technology such as word processing and speech recognition can give them the tools they need to participate fully in challenging academic courses. Children master basic skills in 30 percent less time than would normally have been the case. Using technology, quality software and good teachers, students can also learn differently. For example, instead of reading about the human circulatory system in a book and seeing textbook pictures, students can use technology to see blood moving through veins and arteries, watch the process of oxygen entering the bloodstream, and experiment to understand the effects of cholesterol on blood flow, gaining a better understanding of these processes.

Despite the importance and promise of technology, America's schools are not yet prepared for the technological era. About half of all teachers have little or no experience at all with technology in the classroom. Only 4 percent of schools have a computer for every five students—a ratio that allows regular use by each student. Only 9 percent of classrooms have connections to the Internet.

The goal we have presented cannot be set and cannot be achieved unless we all work together. It can only be met with communities, businesses, governments, teachers, parents and students all joining together—in a sense, a high-tech barn-raising.

Technology in Support of Reform

A partnership between the Union City, N.J. school district and Atlantic Bell turned around a failing middle school. Christopher Columbus Middle School demonstrates how technology can improve student performance. Every classroom has several computers and students and teachers have computers at home so that they — and parents — can communicate with each other, get assignments and do homework. As a result of intensive use of technology, reading, math and writing scores are up significantly. Moreover, the school, which had a high absenteeism rate, now has the best attendance record in the district.

Beginning in 1995, President Clinton challenged the nation's parents, teachers, government, community, and business leaders to work together to ensure that all children in America are technologically literate by the dawn of the 21st century—equipped with the communication, math, science, and critical thinking skills essential for the 21st-century economy. He established the four pillars of his technology literacy agenda:

1. Connect every school and classroom in America to the information superhighway;
 2. Provide access to modern computers for all teachers and students;
 3. Develop effective and engaging software and on-line learning resources as an integral part of the school curriculum; and
 4. Provide all teachers the training and support they need to help students learn through computers and the information superhighway.
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The response to the President's challenge was immediate and came from all parts of the American community. While much remains to be done, an enormous amount has already been accomplished and steady progress continues to be made.

The Private Sector Response. CEO's of some of the nation's largest and most innovative technology and telecommunication companies have responded to the President's challenge by contributing resources and energy to work in partnership with schools and communities in meeting all four of the President's goals.

In October, the President announced the U.S. Tech Corp, a volunteer organization which enables high-tech workers from the private sector to assist teachers and schools to put the information age at the fingertips of their students.

America's Technology Literacy Challenge. In his 1996 State of the Union Address, President Clinton asked Congress to fund a \$2 billion, five-year Technology Literacy Challenge designed to catalyze state, local, and private sector partnerships in each state to achieve the four educational technology goals and to spur substantial additional private, state and local investment in education technology. Congress supported the President's request for first-year funding and

appropriated \$200 million for grants to states to launch this challenge. States will develop a strategy for using the funds to achieve the President's four goals and for ensuring that no students—especially students in low-income areas and students with special needs—are left behind. The Challenge builds on the Secretary of Education's National Plan, *Getting America's Students Ready for the 21st Century, Meeting the Technology Literacy Challenge*. The President's FY 1998 Budget calls for more than double funding to \$425 million.

The Global Learning and Observations to Benefit the Environment (GLOBE) program is a national and international hands-on environmental science and educational program that officially started on Earth Day 1995. GLOBE uses scientific instruments and state-of-the-art technology to make science relevant to today's K-12 students. Through GLOBE, students conduct an array of measurements and observations at their schools and share their data via the Internet with other students and scientists around the world to detail an environmental picture of the globe. Vice President Al Gore articulated his vision of the GLOBE program in his book, *Earth in Balance*. He proposed a program "involving as many countries as possible that will use school teachers and their students to monitor the entire earth..."

The Technology Innovation Challenge Grants. This component of the technology literacy challenge invites school systems, colleges, universities, and private businesses to form partnerships to develop creative new ways to use technology for learning. These local innovation grants focus on integrating innovative learning technologies to improve teaching and learning. Each federal dollar is matched by more than 3 to 1 by local and private funds. The 19 consortia funded in FY95 out of 500 proposals are reaching schools with 1.2 million students and involve partnerships with businesses, museums, libraries, and parks in school systems around the nation. An additional 24 partnerships funded in FY96 will allow 24 school districts to work in partnership with a total of 153 other school districts and 130 businesses in 34 states. Another \$57 million will be available for the program in FY97 to support a third round of grants and FY98 will call for \$75 million -- a more than 30% increase.

Universal and Affordable Access to Advanced Telecommunications. President Clinton signed into law the Telecommunications Act of 1996 which ensures that all U.S. schools, libraries, hospitals, and clinics have affordable access to advanced telecommunications services. The President called on the Federal Communications Commission's regulators to ensure that every school and library has access to the information superhighway and in November 1996, the Federal/State Joint Board on Universal Service unanimously recommended that schools and libraries receive discounts for telecommunications services, Internet access, and internal connections. If approved by the FCC, the average discount would be about 60 percent, and one-third of all schools and libraries will receive discounts of 80 to 90 percent.

NetDays. The President and Vice President launched an historic effort to mobilize communities of volunteers to connect classrooms to the Internet. As a result, on March 9, 1996, the President and Vice President and more than 20,000 volunteers laid 6 million feet of cable connecting thousands of California schools with the technology needed to link classrooms, libraries, and laboratories to the information superhighway. This effort sparked an enormous response around the nation and in the fall of 1996 over 40 states organized and participated in NetDays, wiring over 25,000 schools, using over 250,000 volunteers. More NetDays are scheduled for this year.

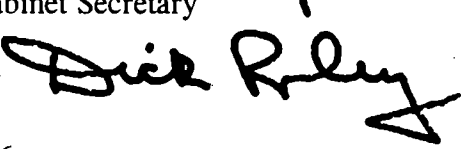
21st Century Teachers. The new technology cannot make much of an impact on learning unless teachers help find creative new ways to exploit its power and make the new tools an integral part of their teaching. The teachers, and the organizations that support teachers, all stepped forward earlier this year to work together to meet the President's challenge. The National School Boards Association, the National PTA, the National Education Association, the American Federation of Teachers, and many other business and professional organizations have launched this initiative to recruit thousands of teacher volunteers who will improve their own understanding of how to use education technology and share their expertise with at least five of their peers during the coming school year.



UNITED STATES DEPARTMENT OF EDUCATION

THE SECRETARY

MEMORANDUM TO THE PRESIDENT

Through: Kitty Higgins, Cabinet Secretary
From: Richard W. Riley 
Date: December 6, 1996
Subject: Department of Education Accomplishments and Vision for Your Second Term

INTRODUCTION AND EXECUTIVE SUMMARY

In this information age and technological era, education must be a priority for the American people if we are to compete in the international economy and keep our democracy vibrant in a diverse nation. One of the major successes of your Presidency has been to raise education to the top of the nation's agenda.

The impact of your leadership was demonstrated quite dramatically in an exit poll after the 1996 election. Education was one of the four top concerns -- and on education, voters gave you an extraordinary 62% margin, 78% to 16%.

You have led by articulating and committing resources to a positive school improvement agenda of raising standards, improving teaching, making schools safer and drug-free, preparing students for school-to-career transitions, providing more choice in public education, and expanding access to technology in every classroom in America. You have also issued an important call for streamlining and improving student financial aid for college. At the same time, you have addressed some of the most deeply held values and concerns of our nation's parents and grandparents, through your advocacy of school uniforms, your support for family friendly businesses, and your commitment to protecting religious expression.

Since January 20, 1993, the Department of Education has worked to carry out your vision of building a firm foundation for nationwide progress in improving education.

During the first two years of the Administration, the Department enjoyed unprecedented success in Congress, building a powerful framework for elementary and secondary education improvements through passing:

- The Goals 2000: Educate America Act

- The Improving America's Schools Act
- The School-to-Work Opportunities Act

The Department also began to reform a cumbersome and costly student financial aid system, with the enactment of Direct Lending in the Student Loan Reform Act and the reduction of the student loan default rate. During the second two years, the Department played a pivotal role in the budget battle with Congress, fostering strengthened public support for investing in improvements in K-12 education and in better student financial aid for college. All of this was accomplished through a less regulatory, more flexible federal role in education.

- The Department has worked diligently to implement needed reforms passed during the 103rd Congress and to demonstrate leadership on non-legislative matters that go to the heart of American education, such as increasing family involvement in learning. Throughout the first term, the Department has sought to ensure equal access to education for all Americans, and has taken to heart the Vice President's charge to reinvent itself, providing greater flexibility, reduced burden, and better customer service at less cost to taxpayers.

While progress in education in this vast, decentralized country takes time, we have seen some promising improvements over the past four years. Our focus on higher standards is starting to take hold, with 48 states developing common standards in core academic subjects. More high school students are taking core academic and AP courses, and the percentage of high school graduates ages 18-24 enrolled in college is at an all-time high. In a single year -- from 1994 to 1995 -- the percentage of schools connected to the Internet increased by 43%, and since 1992, the number of charter schools has grown from 1 to over 400.

Moving into the second term, the Department will build on this groundwork, drawing on the momentum of your campaign emphasis on improving education, to challenge states and school districts to significantly intensify their efforts to provide a world-class education. The Department will help build a bridge to the 21st Century by:

- **Helping Students Master World-Class Skills**
 - Make it possible for every eight year-old to read independently
 - Raise standards to internationally competitive levels
 - Foster high-quality teaching
 - Expand public school choice and charter schools

- **Helping Communities Develop 21st Century Schools**
 - Make it possible for every child to log on to the Internet by age 12
 - Assist communities to build new schools or repair old ones
 - Increase options for moving from school to careers
- **Strengthening the Best of Our American Values and Traditions in Education**
 - Support greater family and community involvement
 - Make schools safe and drug-free
 - Keep school open in the afternoons and summers
- **Widening Access to Postsecondary Education and Lifelong Learning**
 - Make the first two years of college universally accessible
 - Make postsecondary education more affordable for all Americans
 - Make it possible for all Americans to strengthen their skills and improve their earning power throughout their lives

As I travel around our nation, as I visit our schools and colleges and meet with parents, students, business people and citizens from every walk of life, I continue to grow more firmly convinced that education is truly the key to our nation's future. As you recently stated:

Let us pledge to give our children the best education in the world, and the support they need to build strong futures, higher standards in our schools, more choices, and the opportunity for all Americans to go on to college.

The Department of Education is eager to continue working with you to take on this vital challenge. Working together with the American people, we believe we can succeed.

ACCOMPLISHMENTS

I. Improving Elementary and Secondary Education

Raising Standards for America's Schools: Grassroots Reforms to Improve Teaching and Learning

Throughout the past four years, the Department of Education has built upon the bipartisan consensus of the 1989 Education Summit in Charlottesville, refashioning federal education programs and policies to support state and local school improvement efforts and to place greater emphasis on helping all students achieve to much higher educational levels. Along with the focus on higher standards, the Department has upgraded its programs to provide for more flexible use of federal education funds, more accountability for performance, more public school choice, and greater grassroots involvement in school improvement programs. In this way, we ended the old model of top-down, one-size-fits-all federal programs and replaced it with a new model of local partnership and citizen involvement. And we passed more good education legislation than at any time in the past quarter of a century.

Goals 2000: Educate America Act

Passed with strong bipartisan support and signed into law by you on March 31, 1994, the **Goals 2000: Educate America Act** adopts the National Education Goals and supports states and communities in their efforts to improve academic achievement by raising academic standards, supporting high-quality teacher professional development, expanding the use of technology in classrooms, and increasing parental and community involvement in education. With its focus on a comprehensive approach to raising student achievement, including student assessments, teacher training, and accountability aligned with challenging standards in core subjects, the Goals 2000 Act provides a solid framework for other federally funded education programs.

At the heart of the Goals 2000 Act is a grants program that provides seed money to help states and communities develop and implement their own approaches to education reform. No new regulations have been issued to implement the program, and the application for first-year funds was only four pages long, with state funding awards granted, on average, less than a month after submission of the application. In addition to seed money, Goals 2000 also expands flexibility in other federal education programs by providing me -- and some states -- with the authority to waive many federal rules and regulations if they interfere with local or state education reform strategies.

Goals 2000 is already making its mark across the U.S. Despite heated debate in some statehouses across the country, and the threat of cuts in Congress, thousands of school and communities in 49 states have received Goals 2000 funds. According to a recent study, 48

states are developing common academic standards for their students in core subject areas, with 38 states developing new or revised standards documents in the last year. Likewise, 42 states either have or are in the process of developing assessments linked to their standards. With respect to urban districts, more than 75% report that they are writing content standards, with 85% changing their assessment systems to bring them in line with standards.

Improving America's Schools Act

Goals 2000 has accelerated the pace of state and local reforms. The **Improving America's Schools Act (IASA)** complements and supports that effort. IASA, signed by you on October 20, 1994, fundamentally restructured the existing Elementary and Secondary Education Act (ESEA) of 1965 to improve instruction and achievement for all students. The new ESEA gets rid of the old, watered-down curriculum found in too many previous federal education programs and places less reliance on narrow categorical programs. It emphasizes the use of federal funds to expand or "speed up" state and local reforms, and helps to ensure that those traditionally served by federal programs -- disadvantaged students, minority and limited English proficient (LEP) students, and migrant students -- make progress toward the same challenging standards as other children, rather than separate, minimum objectives.

The centerpiece of the reauthorized ESEA is **Title I**, which directs about \$7 billion to strengthen teaching of basic and advanced skills to approximately seven million children attending the highest poverty schools in all 50 states. The new Title I places the focus on teaching and learning rather than rules and requirements, with students who receive services expected to make progress toward the same challenging academic standards as other students, measured by the same state assessments -- rather than low expectations, remediation, and separate testing for Title I students. The revised law also focuses on schoolwide reforms instead of isolated programs, and targets more funds on high-poverty districts and schools.

The new Title I is complemented by changes made in the **Eisenhower Professional Development program**. Before, the Eisenhower program focused exclusively on funding math and science professional development activities, with too little attention given to the scope and quality of these activities. Now, under the new ESEA, depending on appropriations levels, Eisenhower can fund intense and sustained professional development geared to helping teachers teach to high standards in all core academic subjects, according to the needs of states and school districts.

The **Safe and Drug-Free Schools and Communities Act** was a centerpiece of the Administration's first-term efforts to reduce violence and drug use among the nation's youth. The Administration expanded the Drug-Free Schools Act into the Safe and Drug-Free Schools Act in 1994, making violence prevention a key part of that program. The Safe and Drug-Free Schools Program now provides school security, drug prevention and education programs in 97% of America's school districts, thanks to our successful fight against attempted Republican cuts. In October 1994, you also signed into law the **Gun-Free Schools Act**, and issued a

Presidential Directive later that month to enforce "zero tolerance" in our schools -- if a student brings a gun to school, he or she does not come back for a year.

The Administration has also provided strong national leadership in providing students and their families with more choice in public education and in helping communities to create publicly accountable charter schools. You have called for states to enact charter school laws, and for the creation of 3,000 charter schools over the next several years. To that end, you proposed a new **Public Charter School Program**, enacted as part of the Improving America's Schools Act, that is providing start-up funding to help teachers, parents, businesses, museums and others create high-quality charter schools in 19 states. The Administration pushed through an increase in the start-up fund from \$6 million in FY 95 to \$51 million in FY 97.

With the Administration's leadership, the number of charter schools has grown from 1 to over 400 since the 1992 election, and the number of states with charter school laws has grown from two to 25.

Creating Learning Opportunities of the Future

School-to-Work Opportunities

In 1994, with bipartisan support, the Congress passed and you signed the **School-to-Work Opportunities Act**, which embodies your vision that today's schools must prepare all students for high-skills careers. School-to-work systems can improve student learning by connecting what goes on in the classroom to future careers and to real work situations, and by connecting students to a range of opportunities for postsecondary education and advanced training. The School-to-Work Act, jointly administered by the Departments of Education and Labor, is helping states and communities to design and put into place their own systems for improving work-based education.

All 50 states have received planning and development grants under School-to-Work, and by late 1996, 37 states had made sufficient progress in their planning efforts to receive 5-year grants for implementing their plans. The states, in turn, are responsible for allocating funds to local partnerships within their states. In addition, 47 local school-to-work partnerships, 53 urban and rural partnerships, and 20 Native American partnerships have received implementation funding directly from the federal government. Data from states that received grants in 1994 and 1995 show that over 500,000 young people in 1,800 schools throughout the nation participate in school-to-work systems that integrate academic and vocational instruction and provide work-based learning. Over 135,000 employers have been involved in school-to-work systems.

To support efforts to build school-to-work systems, the Office of Vocational and Adult Education initiated a **New American High Schools** project to showcase distinguished secondary schools in which students achieve high levels of academic skills, learn in the context

of a career major, and benefit from strong links between their schools and postsecondary institutions.

Technology Initiatives

In 1995, the Administration initiated **Technology Learning Challenge Grants** to foster partnerships among local schools systems, colleges, universities and private businesses to develop creative new ways to use technology for learning. Nineteen grants were awarded in FY 95 involving 134 school districts in 23 states demonstrating innovative uses of computers, networking and multi-media across the curriculum. In FY 96, the Department received 586 applications and awarded 24 new five-year grants.

The **National Technology Plan**, *Getting American Students Ready for the 21st Century*, was submitted to Congress in June 1996. In developing the plan, the Department galvanized the efforts of hundreds of state and local educators, citizens and industry leaders in seven regional forums, two national conferences, and an on-line discussion over the Internet to address the important issues in educational technology. Four major elements of the plan include: (1) providing teachers with the training and support needed to help students learn through educational technology; (2) developing effective software and on-line learning resources as an integral part of the school curriculum; (3) providing access to modern computers for all teachers and students; and (4) connecting every school and classroom in America to the Internet.

At your and the Vice President's urging, the Department was the lead agency in designing and representing the Administration's position in implementing the Snowe-Rockefeller Amendment to the 1996 Telecommunications Act, which for the first time allows schools and libraries to receive discounts on telecommunications services. As a result of our efforts in supporting the **E-rate**, the FCC Federal-State Joint Board has recommended \$2.25 billion in annual funding to provide discounts for all telecommunications services, including access to the Internet. The average discount will be about 60 percent, and one-third of all schools will receive discounts of 80 to 90 percent.

The Administration also initiated the Department of Education's **Regional Technology Consortia** to help states, local education agencies, teachers, administrators and others to integrate advanced technologies into K-12 classrooms, library media centers and other education settings, including adult literacy centers. The six regional consortia provide professional development, technical assistance, and on-line and other innovative resources.

The Department and others within the Administration are working actively with Congress, states, local governments, private industry, public interest groups and concerned individuals to achieve the goal of connecting all classrooms to the Internet by the year 2000. In March 1996, you and the Vice President worked with more than 20,000 other volunteers to wire 3,000 California schools in an "electronic barnraising." Companies contributed wiring kits,

more than six million feet of cable, technical assistance, free Internet access, and free or discounted hardware and software. This sparked considerable nation-wide interest, and over 40 states organized **NetDays** in the fall of 1996, wiring over 25,000 schools with the help of over 250,000 volunteers.

Improving the Nation's Report Card

Under this Administration's leadership, the National Assessment Governing Board has committed to long-term changes to improve the **National Assessment of Educational Progress (NAEP)** -- also known as the Nation's Report Card -- and make it more useful to citizens, educators, researchers, and policymakers across the U.S. Among other changes, the Board has committed to testing students annually according to a publicly released schedule and providing state-level results in reading, writing, math and science at grades 4 and 8.

Preserving and Expanding Federal Resources for Improving Education

From January 1995 through September 1996, Congressional Republicans proposed education cuts in every piece of education-related **budget and appropriations** legislation, in addition to proposing the outright elimination of the Department. Overall, Republicans sought the largest education cuts in the nation's history -- a 1/3 cut in the federal investment in education over seven years. Republicans tried to eliminate both Goals 2000 and School-to-Work funding, sought drastic cuts in Safe and Drug-Free Schools and Communities programs, and initially proposed no funding for the new Technology Literacy Challenge Fund. However, the Department, with your leadership, worked hard to remind the public and the Congress of the long-term importance of investing in our nation's schools. Amidst a strong public backlash, threats to the Department were dropped and, in the negotiations for fiscal 1997 spending, Congressional Republicans agreed with your priorities and recommended greater investments in almost every elementary and secondary program. The total education investment amounted to \$3.5 billion more than the level for fiscal 1996, an historic investment in our nation's future and a remarkable change from original Congressional proposals.

Increased funding under the FY 1997 appropriation will allow the number of schools receiving Goals 2000 awards to rise by an estimated 3,500 to 12,000 nationally, will expand School-to-Work implementation grants to nearly all the states, and will help an additional 470,000 disadvantaged children learn to challenging academic standards through Title I. Moreover, expanded Eisenhower funding will help 375,000 teachers and other educators teach to higher standards in core subjects, while a nearly 20% increase in Safe and Drug-Free Schools funds will assist communities to address youth drug use and school violence. In addition, the Department's investment in educational technology will quintuple, from \$48 million in 1996 to \$267 million in 1997.

Non-legislative Leadership: Restoring Community and Enhancing Safety, Discipline and Family Involvement in Education, and Improving the Quality of Teaching

Supporting Family Involvement in Education

Through our initiation and support for the **Partnership for Family Involvement in Education**, the Department of Education has played a critical role in helping schools to be more welcoming and inviting to families; encouraging employers to provide ways for parents and employees to be involved in education, including volunteering in their local schools; and expanding the support that youth, community, cultural and religious groups are giving to back greater family involvement in education. Over 2,000 employers, schools, religious, and community groups have joined the Partnership and have pledged to be more family-friendly.

Strong Families, Strong Schools: Building Community Partnerships for Learning, developed and released by the Department in September 1994, helped provide a research base for the initiative, as well as ideas for effective activities to involve parents. The Department's **America Goes Back to School** initiative in each of the past two autumns led parents, employers, citizens, and groups across the country to get involved in education in their communities, homes, and schools. This initiative has been endorsed by the PTA and every major education organization and has generated support from prominent business, community and religious leaders. Over 500 special back-to-school events were held in August, September, and October of 1996.

*Getting America Reading in the Summer: Read*Write*Now!*

In 1995, the Department of Education, in partnership with 40 reading organizations, launched "**Read*Write*Now!**" During the summers of 1995 and 1996, Read*Write*Now! focused on encouraging libraries, youth groups, and schools to assist families and caring adults to read with young children for 30 minutes each day to prevent the summer fall-off in reading skills that often occurs. In 1996 alone, the initiative reached almost one million children through an estimated 300,000 reading tutors and partners. Read*Write*Now! can be a good prototype for the "America Reads" challenge.

Finding Common Ground: Religion and Schools

Another important example of your efforts to build common ground for improved schools was the directive on **Religious Expression in Public Schools**. Developed in July 1995, as part of the Department's efforts to bring together leaders of religious groups across the entire spectrum, this directive clarified allowable religious expression in schools, and has gone a long way toward ending 30 years of confusion over the issue. According to the National School Boards Association, the guidance caused a dramatic decrease in the number of inquiries regarding how schools can address holidays such as Christmas. Other education groups agree that the guidelines have reduced tension and divisiveness based on religion.

We have made a concerted effort to begin an ongoing relationship with America's religious community. This includes a statement of purpose signed by over 33 religious leaders and two ground-breaking regional summits between religious leaders and public school educators.

In addition, with your full support, the Department has joined the City of New York in a vigorous effort to have the Supreme Court reverse its 1985 ruling in Aguilar v. Felton that severely limits our ability to serve Title I students in religiously affiliated schools. The Justice Department has recently filed a petition on my behalf asking the Court to rehear the case.

Promoting Orderly and Safe School Environments

In addition to strong academics, the Administration has promoted a quality education that stresses discipline, hard work, respect and responsibility, where guns, violence and drugs are not present. You successfully elevated the issue of school safety and discipline through your encouragement of curfews, school uniforms, and strong truancy prevention programs. For example, the Department of Education and the Department of Justice developed and distributed a **Manual on School Uniforms** in February 1996. The manual provides examples and discusses common elements of the best local uniform policies. The response to the uniform manual was so positive that we followed with a **Manual to Combat Truancy**. These efforts helped contribute to a climate supporting the dramatic reduction in juvenile crime during your Administration -- including a 2.9% decrease in the juvenile crime arrest rate -- the first decline in seven years -- and a dramatic decline in the juvenile murder rate.

Expanding Flexibility and Improving the Federal-State-Local Partnership

Waivers of Federal Program Requirements

Even with a more flexible ESEA and many fewer regulations, schools, school districts, and states may encounter federal program requirements that interfere with their strategies for improving teaching and learning. Now, for the first time ever, under Goals 2000, School-to-Work, and the reauthorized ESEA, the Department can provide **waivers** of the vast majority of statutory and regulatory requirements for major federal education programs. The Department has aggressively implemented this authority, forming a cross-Department Waiver Action Board, mailing guidance to all local school districts, establishing a dedicated Waiver Assistance Line, and putting waiver information on the Department's web site. As of November 1996, the Department had considered 162 requests for waivers and approved 139, the majority of which covered requirements of Title I, with another 113 waiver applicants able to implement their plans for school improvement without the need for a waiver.

Delegating Waiver Authority to States: The Ed-Flex Demonstration

One of the most dramatic examples of the Department's new flexibility is the Education Flexibility Partnership Demonstration Program (**Ed-Flex**), a part of the Goals 2000 Act.

Under Ed-Flex, I can delegate my waiver authority to up to twelve state educational agencies. As a result, the states can waive a range of federal statutory or regulatory requirements affecting them, their districts and their schools, in order to remove barriers to better teaching and learning. Those affected by the waivers agree to be held accountable for the academic performance of their students. The first Ed-Flex state, Oregon, was designated in February 1995. Thus far, nine states have been selected, and we expect to name the last three participants shortly.

Schoolwide Programs -- Using Federal Funds for Whole-School Reform

The new Title I dramatically expanded the number of schools eligible to operate **schoolwide programs**, opening this option to an additional 12,000 Title I schools with greater than 50% poverty. Schools operating schoolwide programs can combine all of their federal education funds -- including Title I -- with state and local resources in order to upgrade teaching and learning throughout the whole school. Participating schools no longer have to conform to specific statutory and regulatory requirements of each separate program as long as the intent and purposes of the programs are met.

Consolidated Program Plans

To help promote a coherent approach to school improvement planning, the ESEA now permits states and local school districts to develop a single **consolidated plan** covering several ESEA programs and federal vocational education grants, instead of separate plans for each program. Forty-nine states have submitted consolidated plans to the Department, describing their general goals for all students and strategies for designing and integrating ESEA programs to further these goals. States can also consolidate funds for state administration received under various ESEA programs and Goals 2000; with state approval, local districts may consolidate their ESEA administrative funds as well.

Improved Assistance and Program Management

The Office of Elementary and Secondary Education has refocused its monitoring efforts on technical assistance rather than narrow compliance issues. Moreover, it has reorganized into 10 **regional service teams** that will be more responsive to the needs of states. In a significant departure from prior practice, each regional team has begun conducting **integrated reviews** of all of a state's major ESEA programs during a single visit rather than conducting multiple, separate reviews. In addition, the Department has initiated its first ever cross-Department integrated review teams, including staff from special education, bilingual education, and vocational education programs.

The Department has undertaken the **Cooperative Audit Resolution and Oversight Initiative (CAROI)** which seeks to improve oversight techniques, such as audits, monitoring and technical assistance. The initiative brings officials from across the Department into

partnerships with state and local officials to promote a better understanding of program requirements, further streamline audit procedures and audit resolution steps, and reduce or eliminate unnecessary disputes and litigation. The Department has issued a new guide for auditors of ESEA programs and has already reached an agreement with the Florida Department of Education on a jointly developed, less burdensome record-keeping system.

Ensuring Access to A Quality Education for All Students

Civil Rights: Ensuring Equal Educational Opportunity for All Students

Since 1993, the Office for Civil Rights (OCR) has proactively and effectively enforced the nation's civil rights laws to protect America's most vulnerable students from illegal discrimination in education. By initiating compliance reviews, receiving and resolving complaints, providing technical assistance, and developing guidance documents clearly describing the civil rights obligations guiding federal funding recipients, OCR has taken the lead on such critical civil rights issues as affirmative action, Title IX, higher education desegregation and testing and assessment.

For example, the Department has been a leader in the fight to maintain appropriate **affirmative action** programs, following your charge "to mend, not end." In 1994, the Department published its race-targeted aid policy, which helped establish a legal framework upon which colleges and universities could rely in their sponsorship of scholarship programs. This policy, which was the Administration's first policy statement on affirmative action, confirmed that both remediation of past discrimination and diversity are sufficiently compelling justification for using race and national origin in awarding scholarships.

In the area of gender discrimination under Title IX, OCR has addressed the two issues of **under-representation of females and minorities in math, science, and other challenging courses and sexual harassment**. This has included clearly recognizing that peer-on-peer harassment and same-sex harassment are covered by Title IX. OCR also reaffirmed and clarified principles relating to issues of **gender equity in intercollegiate athletics**. For the first time, OCR also developed a statement of legal principles to guide its work in the area of **testing and assessment**, and through an ongoing relationship with the National Academy of Sciences, has further developed the Department's ability to address problems of discrimination related to various testing practices. Among the most significant cases in 1996, OCR resolved allegations against the Educational Testing Service and the College Entrance Examination Board. As a result, beginning with the October 1997 administration of the PSAT, a test that measures writing skills will be added, with the expectation that the disparity between males and females qualifying for the semifinalist pool in the National Merit Scholarship competition will be significantly reduced, if not eliminated.

In the area of Title VI, in 1994 OCR published a Federal Register notice advising colleges and universities that it would reexamine their obligations to **desegregate formerly racially**

segregated systems of higher education to ensure consistency with the Supreme Court's decision in Fordice v. Ayers. Florida, Pennsylvania, and Ohio are working with OCR to address not only desegregation compliance standards under the Supreme Court's decision but also issues of access to educational excellence.

In addition to demonstrating leadership, OCR activities under this Administration have been far more efficient and effective. For example, OCR resolved 139 agency-initiated actions in FY 1996 alone (up from 82 in FY 1993). By restructuring its cumbersome process for complaint resolution, OCR resolved over 5,500 cases in FY 1995, in, on average, under 120 days -- with almost 100 fewer staff than in FY 1993. This represents a record for OCR and translates into greater access to education for many thousands of additional students facing illegal discrimination.

Improved Educational Opportunities for Students with Disabilities

In providing a voice for students with disabilities in the nationwide debate on school reform over the past four years, the Administration has reinforced its commitment to educational opportunities and higher standards for all children. The Department of Education's **strengthened enforcement of IDEA**, consistent with the goal of improved educational results for children with disabilities, has complemented its legislative efforts. For example, the Department improved its monitoring process through such changes as obtaining input from the public and parents before developing a state's corrective action plan, focusing those plans on requirements most directly influencing educational results for students, visiting certain states to ensure they have taken corrective actions, and documenting both improvement and any remaining non-compliance.

Strengthened Bilingual Education Programs

The Department successfully proposed the broadest overhaul of federal bilingual education programs in 25 years, culminating in passage of the Improving America's Schools Act of 1994. The new act changed the focus of federal bilingual education programs from small-scale, classroom-based projects to whole-school and whole-district reform that holds LEP students to the same high standards expected of all children. The proportion of funding for bilingual education projects awarded to whole-school and whole-district reform efforts has increased from virtually none to 51 percent in FY 96, and is expected to reach 80 percent in FY 97. The new law also enhanced programmatic flexibility, strengthened the state administrative role, improved research and evaluation, and emphasized professional development. The number of LEP students served by federal bilingual education programs has increased over 50 percent, reaching more than half a million children in FY 96.

Defeating Harmful Immigration-Related Restrictions on Access to Educational Services

The Department worked extremely hard, together with the White House, the Department of Justice, legislative leaders, and a coalition of education, immigration, and law enforcement organizations, to defeat extreme legislative proposals to kick undocumented alien children out of schools and onto the streets. One particular proposal, the Gallegly Amendment, would have explicitly authorized states to exclude such children from public elementary and secondary schools, threatening the Supreme Court's landmark 1982 decision in Plyler v. Doe. You took a courageous stand, making clear that you would veto the immigration bill if it contained the Gallegly Amendment, and Republicans dropped the provision in conference. In the face of opposition by the Department and others, Republicans also dropped misguided "deeming" provisions that would have unwisely reduced the eligibility of legal immigrant students for student financial assistance and their ability to contribute to the U.S. economy.

II. Expanding Access to College and Improving Services for Students and Postsecondary Institutions

Expanding Access to College

Because the challenges of today's economy make education after high school more important than ever, the Department has been working hard to ensure access to postsecondary education for all students. In order to help students and their families pay for college, the Department has focused on two major efforts: creation and implementation of the Direct Loan program, and increases in funding for the grant, loan, and Work-Study programs that comprise federal student financial aid.

Direct Loans

The **Direct Loan** program, proposed and signed into law by you in the **Student Loan Reform Act of 1993**, has revolutionized federal student loan delivery by providing borrowers and participating schools with a simple, more automated and accountable system while saving taxpayers billions of dollars. In this, its third successful year, the program will provide \$10 billion in loans at over 1,600 schools. More than 2.1 million student and parent borrowers have received direct loans since the program began. During the 1996-97 academic year, it is expected that Direct Loans will make up approximately 36 percent of federal student loans.

The Student Loan Reform Act has resulted in savings for students who borrow under either of the federal student loan programs. Borrowers who have direct loans can better manage their student loan debt by repaying loans as a percentage of their income under the pay-as-you-earn repayment plan, one of a range of repayment options available through direct lending. This income-contingent option helps students to choose the careers they want.

Even the millions of students who borrow through the Federal Family Education Loan (FFEL) program benefit from the Direct Loan program. The competition and choice created by Direct Loans have forced the FFEL industry to improve its services to students, and savings generated by reductions in government subsidies to banks and middlemen in the FFEL program are passed along to all borrowers in the form of lower fees and interest rates.

Increased Aid Available to Students

The Administration has striven to increase funding for student financial aid programs. Aid available to students increased by \$10 billion between 1993 and 1995 -- an impressive increase of 40 percent. With the enactment of the fiscal year 1997 appropriations bill, aid available to students will increase by an additional \$3.6 billion for a record total of \$36 billion benefiting an estimated 7.7 million students in 1997.

Pell Grants are the most important form of student financial aid for the nation's neediest students, but appropriations that have not kept pace with inflation have seriously eroded the grants' purchasing power. To address this problem, you have called for increases in the Pell Grant maximum award, to reach \$3,128 by the year 2002. Toward this end, you requested and won an increase in the Pell Grant maximum award from \$2,300 in 1993 to \$2,700 in fiscal year 1997. Pell Grants will provide a total of 3.8 million low-income students the opportunity to attend college in fiscal year 1997. This increase will also assist 126,000 more students than in 1996 to receive a postsecondary education.

The Administration also is committed to the **Work-Study** program and has proposed incremental annual funding increases so that one million students will be served by the program by the year 2000. Work-Study earnings complement grant and loan assistance. The amount appropriated for this program increased from \$583 million in 1993 to \$830 million in 1997 -- and because this federal commitment leverages additional funds from schools, more than one billion dollars in financial aid will be available in 1997 to an estimated 960,000 students through the program.

Ensuring access also requires additional support for at-risk students, encouraging them to apply to college and complete their educational programs. For this reason, the Administration has pushed for increased funding for federal **TRIO** programs; in FY 97, these programs won an increase of \$37 million. The \$500 million appropriation will permit institutions of higher education and other organizations to provide outreach and support services as well as information about postsecondary education opportunities, to approximately 685,000 low-income and first-generation college students.

In addition, the Administration played a key role in preventing changes in the student financial aid programs that would have eroded access. The Department vigorously opposed proposals in Congress that would have eliminated the in-school interest subsidy for student loan borrowers;

eliminated the six-month grace period; imposed a fee on colleges based on their student loan volume; and eliminated a large number of students from the Pell Grant program.

Decreasing Loan Defaults and Improving Student Financial Aid Services Through Better Program Management

Loan Servicing and Default Collection

In addition to expanding access, the Administration has made a commitment to improving services to students and postsecondary institutions through better management of student financial aid programs in a number of key areas. For example, the Department has transformed its loan servicing and collection efforts. Since the start of the Administration, the Department of Education has doubled total defaulted loan collections to \$2.5 billion in fiscal year 1996.

Reengineered Institutional Oversight

The Department also has refocused its oversight of the postsecondary institutions that participate in the student financial aid programs. At the heart of this effort is the reorganization of the Office of Postsecondary Education's Institutional Participation and Oversight Service (IPOS) into regional case management divisions. These divisions are responsible for all core oversight functions for their respective portfolio of schools. The reorganization will allow the Department to monitor schools' compliance with requirements of the student financial aid programs more efficiently while relieving administrative burden on schools.

Removing Ineffective Schools from Student Financial Aid Programs -- and Cutting the Default Rate by Nearly One-Half

As a result of the Department's efforts to target its monitoring resources on schools that pose the greatest risk to students and taxpayer funds, a total of 672 institutions have lost eligibility to participate in Title IV programs, with 381 institutions having been terminated from all Title IV programs for poor performance and 291 institutions having lost their eligibility to participate in the student aid programs through the on-going recertification process. In addition, 203 institutions are no longer eligible for participation in the loan programs because of high default rates. These aggressive accountability and oversight efforts remove ineffective schools from the student financial aid programs, both protecting students and ensuring accountability for taxpayer funds.

The Department's efforts, along with new statutory controls and lender and guarantor efforts, have cut the student loan default rate by nearly *one-half*, from 22.4 percent in FY 90 to 11.6 percent in FY 93. The rate is expected to be even lower for FY 94.

Cutting Red Tape -- Experimental Sites

The Department also has made a concerted effort to reduce the administrative burden on institutions. Under the Department's Experimental Sites initiative, over 600 experiments have been approved at 135 higher education institutions. These projects exempt schools from certain regulatory and statutory requirements so that they can innovate to better meet their students' needs without sacrificing accountability. These experiments not only reduce the burden on participating schools, but also will be used to evaluate how the Department might monitor institutions of higher education more flexibly in the future.

Improved Systems for Greater Efficiency and Accountability

The Department's use of the latest technology further improves services for students and schools in the federal financial aid programs. The National Student Loan Data System (NSLDS) is in the final stages of implementation, providing schools and the Department with information in an electronic format on student aid recipients. Schools' jobs are made easier, and improved data integrity helps to prevent fraud, waste, and abuse in the programs. Institutions also receive a number of free EDEExpress software packages that allow them to administer the delivery of student aid electronically. The new technology also benefits students, who now can apply for financial aid using Free Application for Federal Student Aid (FAFSA) Express software.

III. Reinventing the Department to Improve Services, Reduce Burden and Save Taxpayer Dollars

Over the last four years, the Department has reinvented itself to improve services and save taxpayer dollars. Since 1993, the Department has reduced its paperwork burden to customers, increased program flexibility, improved customer service and access, created award-winning partnerships, and developed a Department-wide strategic plan. In recognition of our commitment to a government that works better and costs less, Vice President Gore has awarded the Department 10 Hammer Awards since 1993.

Improving Access to Information

The Department has dramatically improved customer access to its programs and materials. 1-800-USA-LEARN, the toll-free, one-stop shopping center, provides information and accurate referrals to approximately 5,000 callers each week. 1-800-4FED-AID, our student aid hotline, will assist over 3 million callers this year. The Department's World Wide Web site provides information to an average of 1.6 million requests each month and has received numerous awards for its useful content and customer-friendly access.

Providing Better Customer Service and Reducing Burden

Reducing the Burden of Regulation and Paperwork

The Department recognizes that serving customers better requires reducing regulatory and paperwork burdens. As part of the your Regulatory Reinvention Initiative, the Department committed to eliminate or reinvent 93% of all its regulations. The Department has already exceeded that ambitious goal by eliminating 39% and reinventing 55% of its regulations -- a total of 2,031 pages. By consistently applying a set of strict "Principles for Regulating," and consulting extensively with customers, the Department of Education has made significant practical changes that reduce requirements on school districts, state education agencies, colleges, student borrowers and their families, and grant applicants.

The Department has also cut more than 10% of the information collection requirements that were in place just a year ago. This translates into *5.4 million* fewer hours for schools, students, parents, states and other customers to complete required forms to get student loans, apply for education grants, or manage student aid systems.

Grants Reengineering

The Department is streamlining its discretionary grants process by eliminating unnecessary requirements and improving the timeliness of grantee notification. When fully implemented, this reform is expected to reduce the number of steps needed to make a discretionary grant by 50 percent, cut the processing time by 25 percent, and reduce the notification time by two to three months.

Improving Management and Efficiency

Improving Financial Management and Technology Systems

The Department is improving key financial management and technology systems. The Education Department Central Automated Processing System (EDCAPS), when completed, will serve as a central repository for all Department business transactions, providing single input of data and fast, easy access to information. The Monthly Electronic Expenditures Reporting System (MEERS), our new system for electronic filing of cash expenditures, eliminates manual and mail transfers of forms and provides accurate and timely data to more than 1,800 of the largest states and universities. FedWire automates the payment process to allow states, universities and large colleges access to the Education Payment Management System online, enabling customers to view their account history and balances, request payments, and edit or view payment requests up to 30 days in advance.

Increasing Employee Productivity

A new 360-degree performance appraisal system, linked to the Department's strategic plan, provides feedback on employee performance from customers, co-workers, and subordinates. In addition, the Department has reduced the average hiring time from 113 days to 61 days, increased the funding and quality of employee training, and made family-friendly and flexible workplace arrangements available to employees.

AGENDA FOR THE SECOND TERM

Building on the accomplishments of the first term, and your bold agenda for the future, we will use the next four years to make it possible for all Americans to acquire the education and skills needed for the 21st century.

We will help states and communities to make their schools safer and more engaging for students, places where skilled teachers teach world-class material, where technology expands learning opportunities, and where parents are more involved in their children's education.

We will also help students and their families realize their dreams of a college education, and continue their learning to develop new skills.

We will vigorously carry out your agenda to improve the teaching profession, make schools safer and fight drugs, support families and increase parent and community involvement, provide more choice in public education, assist students to make the transition from school to careers, and expand access to postsecondary education.

Four years from now, this Administration's legacy in education will be a nation in which many more children can read independently by third grade; a nation in which students are learning to clear, high academic standards; a nation in which schools are connected to the benefits of technology; and a nation in which Americans who are willing to work for it can go to college and can receive the training and skills needed over the course of their lifetime.

I. Helping Students Master World-Class Skills

Helping Every Child Read by Age 8

Today, 40% of American 4th graders cannot read as well as they should; until children master this essential skill, they will not meet their full potential as students and citizens.

In August 1996, you announced your **America Reads** challenge to ensure that all children can read independently and well by the end of 3rd grade. You called on all Americans -- parents, teachers, libraries, religious institutions, universities, college students, the media, community and national groups, business leaders, senior citizens -- to become the frontline troops in the battle to meet this challenge.

As part of this challenge, the new initiative will help mobilize one million tutors -- America's Reading Corps -- to provide individual attention to more than 3 million young children before and after school, during the summer and on weekends. It also will offer "Parents as First Teachers" grants to support effective and proven efforts that help parents help their children learn to read and expand Head Start to one million children in FY 2002. This new "America

Reads" initiative also builds on Administration efforts to work with the private sector in helping parents help their children learn to read, such as the Partnership for Family Involvement in Education and the Read*Write*Now! coalition. In your recent call for 100,000 college Work-Study slots for reading tutors, you moved to provide a unique opportunity for college students to serve their communities. Finally, strengthening Title I, bilingual, and special education programs to improve reading during the school day will also be part of our efforts to meet your reading challenge.

Raising Standards -- Challenging American Students

As the recent results of the Third International Math and Science Study (TIMSS) underscore, the nation needs genuinely challenging state or local standards that translate into rigorous curricula, better professional development, and improved teaching and learning in the classroom. With the legislative framework of Goals 2000 and the reauthorized Title I in place, as well as solid FY 97 funding levels in federal elementary and secondary programs, the Administration is in a strong position to work even more closely with states and school districts to accelerate the process of **raising academic standards** in core subjects.

In order to ratchet up the pace and quality of reforms, the Department will take advantage of the opportunities presented by Goals 2000 and the reauthorized Title I, strongly encouraging states and school districts to take a critical look at the quality of their standards and assessments, and making resources available to states and districts that wish to compare their standards and assessments with outside benchmarks of excellence. In addition, the Department, working with the National Science Foundation and other partners, will sponsor a high-profile series of forums across the country designed to familiarize officials, educators, and the public with the findings and implications of TIMSS, especially with regard to improving math achievement. The Department will work with you and the Vice President to use the bully pulpit, encouraging parents, educators, the business community, state and local leaders, and the public to demand high expectations for students, matched with challenging curricula and teaching -- and an end to watered-down courses.

Expanding Public School Choice and Charter Schools

The Department will work with states, school districts, and potential charter school developers to encourage the continued expansion of accountable public **charter schools**, moving toward your goal of 3,000 such schools by the year 2000. We will actively take advantage of increased funding for the public charter school program, supporting local efforts to create high-quality charter schools. The Department will also sponsor a series of regional conferences for charter school developers, a World Wide Web site, and a number of guidebooks related to charter schools. In addition, the Department will work to familiarize the public with other **public school choice** strategies, such as schools-within-schools, magnet schools, open enrollment and postsecondary options, consistent with your call for all families to be able to choose what school their child will attend.

Fostering Better Teaching

To help speed the pace of improvements in classroom teaching, the Department will actively respond to your directive on **Promoting Excellence and Accountability in Teaching**, helping states and school districts to recruit, train, and retain talented teachers, and remove incompetent or burnt-out teachers from the classroom quickly and fairly. We will urge colleges and universities to reinvent teacher training and urge states to strengthen teacher licensing. The Department will continue its support for the National Board for Professional Teaching Standards, helping to Board-certify 100,000 high-quality teachers. We will disseminate to school districts, colleges, and states resources and information that can be used to meet your directive.

II. Helping Communities Develop 21st Century Schools

Helping Every Child Log on to the Internet by Age 12

In February 1996, we proposed a five-year, \$2-billion **Technology Literacy Challenge** fund that would support efforts at the state and local level to provide every student with modern computers, high-quality educational software, trained teachers, and connections to the Information Superhighway. \$200 million has been appropriated for fiscal year 1997. The fund will encourage and leverage efforts by states, communities, and the private sector to work in partnership with schools.

The FCC has until May 1997 to develop rules for implementing the recommendations of the Joint Board for an affordable **E-rate** for schools and libraries. The Department will continue to provide input to the FCC and other parties on implementation of the E-rate.

The Department will also continue to support grassroots **NetDays** to connect classrooms to the Information Superhighway. The next National NetDay effort is scheduled for April 1997.

School Construction

You have proposed a \$5-billion **school construction initiative** to construct new schools, repair or renovate existing schools, provide physical infrastructure necessary for computers and other educational technology, and help school systems meet the challenges of record-high student enrollment. This initiative would provide \$5 billion in federal funds to help schools and communities renovate existing schools and construct new ones. The federal funds would pay for up to half the interest that local school districts incur on school construction bonds. Over the four-year life of the initiative, \$20 billion in construction and renovation activity could be generated nationwide for a 25% increase in construction activity over current levels. As proposed, the states would administer the bulk of the subsidies, and approximately 100 of the largest school districts would be able to apply directly to the Department for funding.

Your school construction initiative is especially timely, considering the growing needs of America's schools. The Department has released a major report on the "Baby Boom Echo," which alerted the nation to the record-breaking number of students in our nation's classrooms. Today, there are 51.7 million students, and the number will continue to grow throughout the next 10 years. The report noted that the nation will have to build over 6,000 more schools, triggering a wide-ranging public discussion about how to meet the challenge.

Increasing Options for Moving from School to Careers

By the fall of 1997, almost every state will have developed comprehensive plans to build **school-to-work** systems and will have received their five-year grants. These grants will be used as venture capital to begin the development of school-to-work systems that are available to all students. However, these funds cannot support the full implementation of school-to-work systems. The support of state and local education funds, and the support and participation of the business community, will be vital. At the same time that school-to-work systems are expanding, states must ensure the quality of these systems. The federal government, through the national school-to-work office, has a key role to play by providing technical assistance and building national support for the initiative.

Vocational Education -- Reinforcing Access to School-to-Work Opportunities for All Students

The Perkins Act is the primary source of federal support to secondary schools and postsecondary institutions for vocational education. The Administration's proposal to reauthorize the Perkins Act will expand access to School-to-Work systems for all students. The proposal is driven by three themes: program consolidation, flexibility, and accountability. Funds would be targeted to schools and postsecondary institutions that serve large numbers of disadvantaged students.

III. Strengthening the Best of Our American Values and Traditions in Education

Keeping Schools Safe and Drug-Free

The Department will continue its efforts to make the **Safe and Drug-Free Schools and Communities Program** more effective and provide adequate resources to local school districts. As part of this effort, we are distributing to school districts a guide to promising strategies to help them run safe, disciplined, and drug-free schools. The Department will also hold one of its Satellite Town Meetings on successful practices in this area.

Keeping School Open in the Afternoons and Summers

The Department will support a new initiative to provide additional safe havens and extended learning opportunities for children and their families. The initiative will help highlight how after-school, summer and weekend programs in **Community Learning Centers** can get us

“back to basics” and foster active community involvement. Community Learning Centers can offer such services as after-school tutoring, adult education, parenting skills, drug and alcohol prevention, and violence prevention. The initiative will underscore the ties between home, school, and community and how current safety, reading, and learning policies support their success.

Promoting Family Involvement

The Partnership for Family Involvement has grown from 45 national organizations to more than 2,400 organizations representing families, schools, communities, employers, and religious denominations representing 75 percent of church-affiliated Americans. Efforts will be expanded to sign up partners, who will pledge to implement family-friendly practices that encourage greater parental involvement in learning. The Department will also continue efforts to increase the number of employers signing the “**Employers’ Promise for Learning**,” particularly by assisting with sign-up events and state and local conferences.

The Partnership will be central to the Department’s efforts to increase the number of parents and concerned Americans who are actively involved in their schools. It will also encourage more parents to enter into agreements -- or “compacts” -- with their schools, in which parents define what they want their children to learn. The Partnership can also support a nationwide initiative to help more middle-school-aged students prepare for college through mentoring and community involvement.

Supporting Families in Their Efforts to Find Time With Their Children

You have proposed an **expansion of the Family and Medical Leave Act** to help more parents and family members take an active role in schools and in children’s learning. Specifically, family members would be allowed to take up to 24 hours of unpaid leave per year to attend parent-teacher conferences or PTA meetings, volunteer for school activities, take children to the doctor, or participate in other educational or child-rearing activities. Additionally, the Administration has proposed that family members who work overtime be allowed to choose between getting paid an overtime wage or taking time off for family matters. The Department is preparing to disseminate to every public school in America a “how to” guide for school principals and teachers to make their schools family friendly and encourage greater family involvement in education.

Reauthorizing the Individuals with Disabilities Education Act (IDEA) -- Access Plus Higher Quality

The Department’s forward-looking **proposal for the reauthorization of the Individuals with Disabilities Education Act (IDEA)** has already influenced the thinking of Congress and the field on the future of special education services and the relationship of special education to regular education. A number of the proposal’s major ideas undoubtedly will be reflected in

the final legislation. Key principles include: students with disabilities should be included in general assessments and have access to the general curriculum; programs should focus on results and regular reporting to parents; requirements should be streamlined; and funding incentives to inappropriately identify children for special education services should be eliminated. The Department's proposal would improve the teaching and learning of disabled students throughout the U.S. and strengthen programs that will result in meaningful employment of working-age individuals.

III. Widening Access and Improving Services in Postsecondary Education and Lifelong Learning

Ensuring Students Can Attend College at 18 and Providing All Americans with Opportunities to Improve Their Skills

HOPE Scholarships and Tuition Tax Deductions

Your proposed **America's HOPE Scholarships** would guarantee that a college education is accessible and affordable to all Americans at any time in their lives. The HOPE Scholarship would make at least two years of college the standard for all Americans by providing a refundable tax credit of up to \$1,500 to full-time, first-year postsecondary students and to full-time, second-year students who earn at least a B-minus average in the first year. Students who attend at least half-time would receive a \$750 tax credit.

The tax credit could be applied to tuition and fees at any college. Students receiving tax credits would also be eligible for other federal student aid, including student loans, Pell Grants, and Work-Study. The maximum tax credit would be limited to \$1,500 minus any grants awarded to the student.

You have also proposed a **tax deduction** of up to \$10,000 per family for tuition and fees at colleges and other postsecondary institutions for full-time or part-time study. The deduction would be phased in, with a maximum deduction of \$5,000 in FY 1997 and 1998, and \$10,000 thereafter. Eligibility would be reduced by the amounts of both federal and non-federal student aid grants.

Students eligible for both the tax credit and the tax deduction would choose one or the other, although students benefiting from the tax credit in the first two years would still be eligible for the deduction later. Because the tax proposals are meant to help low- and middle-income students pay for college, eligibility for both the tax credit and the tax deduction would be phased out for joint tax filers with incomes between \$80,000 and \$100,000 and for individual filers with incomes between \$50,000 and \$70,000.

Presidential Honors Scholarships -- Rewarding Achievement

The **Presidential Honors Scholarship** program you have proposed further emphasizes the importance of student achievement. This program would award one-year, \$1,000 scholarships to the top five percent of graduating high school students in every high school in the nation.

Direct Lending, Pell Grants and Work-Study

The Administration is committed to the **Direct Loan** program because of the flexibility, efficiency, choice and competition that it adds to the federal student loan programs. The Department will further improve Direct Lending to attract more schools to the program.

The Department also will continue its expansion of the **Pell Grant**, **TRIO**, and **Work-Study** programs to further its mission of expanded access to postsecondary education. You have proposed an increase in the maximum Pell Grant to \$3,128 by the year 2002 to ensure that all students have the opportunity to attend college. You have also encouraged an increase in Work-Study funding to enable the program to serve one million students by the year 2000. In FY 97, the program received a 35 percent increase in program funding to \$830 million. As a result, approximately 960,000 students will find part-time employment and earn more than \$1 billion next year. In light of this large funding increase, the Administration is exploring ways to encourage Work-Study colleges and universities to employ more students in community service jobs, including serving as reading tutors for elementary school children.

To increase the amount of federal student aid available to students, and to strengthen the Direct Loan program, the Department is also developing its proposal for **reauthorizing the Higher Education Act**. The programs authorized under the HEA provide a strong foundation of support for higher education. As part of reauthorization, the Department will consider how to make these programs work better and ensure that they complement our other proposed initiatives.

Our reauthorization proposals will encourage access with responsibility shared by students, families, the federal government, states, and institutions; support high standards and high achievement; simplify program delivery and improve management; and improve outreach to potential students and linkages to employment opportunities.

Improving the Student Financial Aid Application Process

The Department is also working to improve the way students and families apply for and receive student financial aid. **Project EASI** (Easy Access for Students and Institutions) is a collaborative effort among diverse government, business and education leaders, initiated by the Department, to reengineer the country's postsecondary education financial aid delivery system. **Project EASI** will assist students and their families in planning for education beyond high school, choosing among alternatives and financing their choices.

Adult Education -- Expanding English Literacy to an Older Generation

The reauthorization of the **Adult Education Act** provides an opportunity to establish a core set of objectives for adult education and strengthen state accountability systems while consolidating or streamlining adult education programs. In addition, the proposal will expand the Administration's reading and technology initiatives to include the target populations of adult education programs (including speakers of English as a second language and older Americans).

III. Moving Ahead with Department Reinvention Efforts

Finally, in order for the Department's policy initiatives to fully take root and produce results across the country, we will also forge ahead with our efforts to transform the Department into a high-performance, customer service organization. The Department of Education will continue to enhance its one-stop shopping capabilities and improve customer service, improve its planning for technology, transform its relationship with states, and improve its data collection efforts through increased coordination. In addition, the Department will continue its efforts to consolidate programs, cut paperwork requirements (another 10% in FY 97), make the personnel system more responsive, manage technology systems, and strike the proper balance between providing more flexibility to states with the need to ensure accountability and fiduciary responsibility. Ultimately, the challenge for the second term lies in ensuring that system improvements become lasting and sustainable.

Draft

MEMORANDUM FOR THE PRESIDENT

FROM: BRUCE REED
MIKE COHEN

SUBJECT: UPDATE ON SELECTED EDUCATION INITIATIVES

This memo provides you with a detailed update on your national standards and testing initiative and a brief update on your charter schools initiative, the two aspects of your Call to Action most directly framed as challenges to states. In the near future we will provide you with additional updates, focused on your budget-related education initiatives and on other legislative initiatives.

1. NATIONAL STANDARDS AND TESTS

Our objective is to have 40+ states participate in the initial 1999 administration of the national tests. To reach this objective, we are working on several interrelated fronts:

Developing the Tests: By the end of April, the Education Department will release a Request for Proposals (RFP) for the development of the 4th grade reading and 8th grade math tests. A draft is already circulating for public comment. Contracts will be awarded by September 1. At this time, it is not known whether each test will be developed by a separate contractor, or whether one test developer will successfully bid to develop both. In addition, the Education Department and the test developers will establish a number of technical advisory groups and evaluation studies to assure the technical quality of the tests.

As part of the process of developing the RFP, the Education Department has held a number of public meetings with testing experts, state testing officials, and test publishers and others in the education and civil rights communities. (The Education Department has made the transcripts of these meetings, and other related documents, widely available on the Internet.) These sessions have raised a number of important issues which will be addressed as the work proceeds. In particular, virtually all groups have stressed the importance of ensuring the technical quality of the tests, and that there be adequate attention to helping parents and the public understand the nature and purposes of the tests. This is particularly important in light of experiences in a number of states in which technical problems or public misunderstandings have led to heated controversy about the testing program. Many urged that the time line be slowed down if necessary, in order to accommodate these concerns, although the Education Department continues to believe that the time line is realistic and appropriate. We agree, and see no reason now to delay the Spring 1999 date for the initial test administration.

Second, a number of states anticipate a challenge in integrating these new tests into their ongoing testing programs, especially states that are now well along in developing new tests aligned with recently developed state standards. Some states would therefore find it easier to "embed" a small

number of additional test items into their existing tests, rather than administer a separate and additional test. However, this approach has been considered and does not appear to be technically feasible if we are to have a valid test. Other states have suggested that a 4th grade reading test would be more valuable to them if it were administered in the Fall rather than the Spring, since their goal -- like yours -- is for students to read independently by the end of the 3rd grade. The Education Department is studying this possibility.

Third, many testing experts suggested that the 8th grade math test be based on the NAEP framework rather than on the TIMSS framework. They argued that the NAEP framework is more explicit and more widely accepted among the states, and that student scores could then be reported according to the NAEP achievement levels (basic, proficient and advanced) as will be the case with the reading test. The Education Department has determined that this would be a preferable approach, that it will be possible to provide individual student scores in terms of the TIMSS as well, because of the very high overlap in the content of NAEP and TIMSS. Therefore, the final test will still meet your initial commitment of providing students with internationally benchmarked scores.

Creating a Political Buffer -- Ensuring the Tests are National and not Federal:

We are working to determine how best to establish an advisory or governing body that can provide bipartisan support for this effort, and assurance that the tests measure what they are supposed to based on the widely accepted NAEP frameworks. Mike Cohen, Mike Smith and other Education Department officials have been consulting with governors of both parties, Congressional staff and others, with the aim of establishing an advisory mechanism that will garner strong bipartisan support among governors and in the Congress. Secretary Riley met last week with Gov. Thompson, and is working to set up a meeting in mid-May with a bipartisan group of 8-10 governors, hopefully including Governors Romer, Hunt, Zell and Bob Miller, Thompson, Engler and Voinavich. Secretary Riley, Mike Smith and Mike Cohen will also continue meeting with Members of Congress over the next several weeks. While the additional consultations may change our thinking significantly, our current plan is as follows:

- Create an interim advisory council as soon as possible, in consultation with governors and members of congress on a bipartisan basis. We would probably appoint governors, business leaders, and educators currently serving on related groups such as the National Education Goals Panel, ACHIEVE (the group established to follow-up last year's education summit in Palisades), and the National Assessment Governing Board (NAGB), as well as teachers, testing experts and others. The announcement of this council would be an opportunity to demonstrate bipartisan Congressional and gubernatorial support for the testing initiative. For example, staff level conversations suggest that key House Republicans, including Chairman Goodling, Rep. Frank Riggs and Rep. John Porter, would be willing to participate in a White House announcement of an advisory council if our consultations continue to proceed favorably.
- Especially with this council established, we think it may be possible to gain NGA's endorsement for the testing initiative at the Summer meeting in Nevada. Both the ACHIEVE Board of Directors and the National Education Goals Panel will be meeting in conjunction with the NGA meeting. If your schedule permits, it would be possible for you

to meet with both groups, to demonstrate broad support for your standards initiative, and to help reenergize governors and business leaders behind common educational goals.

- These two steps would create a favorable climate for Congressional consideration of legislation to reauthorize the National Assessment of Education Progress and the National Assessment Governing Board, which are scheduled for consideration sometime in this Congress. At that time, we can determine if NAGB should assume policy responsibility for the national tests, with Congressional support. (At present, NAGB is prohibited by law from overseeing the development of individual-level tests.) These steps would also improve our ability to win any legislative battles we may face on this issue, such as attempts to prohibit the Education Department from using funds for the continued development of the tests.

Please note that we are optimistic but not yet confident that we can carry out this plan. Much will depend upon how effectively we are able to enlist the cooperation of a core group of Republican governors.

Building momentum through state and local endorsements: As you know, we now have commitments from leaders in Maryland, Michigan, North Carolina and California, as well as the Department of Defense Schools. Last month the Council of Chief State School Officers presented the Vice President with an endorsement of your testing initiative. We are working with chief state school officers to enlist additional states. In a number of cases, even our biggest supporters (e.g., Rick Mills from New York) will want to secure the support of the state board of education and the governor before making public commitments. There are a number of states which appear promising at present, including Missouri and Vermont, though we have no firm commitments yet. We hope over the next 3-4 weeks to line up a handful of states for a White House event, and we are working to identify states that would be likely to sign up when you resume your travel schedule.

However, we believe that the prospects for signing up large numbers of states will depend largely upon establishing an advisory body that has the bipartisan support of governors. This step will take some time to work out, but is the most effective way of building sustainable momentum.

We are also beginning to develop a strategy for signing up big cities, such as Los Angeles and Boston, regardless of the respective state participation. The intent here is to further demonstrate momentum, to underscore that these standards are especially important for the students and schools for which society typically has low expectations, and to demonstrate that these tests can in fact be tools to lift people up, by helping to stimulate new and focus existing partnerships and efforts to improve teaching and learning.

We believe it will be possible, over the next several months, to work with mayors, school superintendents and school boards, teachers unions, institutions of higher education, as well as parent, community and business groups in 6-9 cities. We would seek broad partnerships in each city that would pledge to benchmark their success by using the national tests, and commit to specific, locally designed efforts in each community to help prepare students to meet these

standards. We will ask the Education Department to develop a plan for working with these cities, to provide them with information on proven practices, and to help the cities learn from each other. A White House event announcing this partnership should generate considerable excitement and attention. It will also strengthen support for this testing initiative among members from big cities.

There are a number of steps you can take that will add momentum to these efforts, and we are developing plans for each. These include:

- **Hold a town meeting or other forum on reading and math standards.** We'd like to create a setting in which you interact with teachers, parents and students, and use examples of student work, sample test questions and answers, or videos of teaching to high standards, as a way of helping the public come to some concrete understanding of what the reading and math standards are really all about.
- **Meet with textbook publishers and software developers.** Such a meeting would provide you with an opportunity to urge (or enlist commitments from) publishers to upgrade the quality of textbooks by aligning them with higher standards and expectations. You could also highlight the efforts of software developers to produce materials for home and classroom use that are aligned with the standards.
- **Meet with groups involved in promoting literacy and math achievement.** Through the America Reads initiative and the Education Department's previous early reading initiative, there are several national and grassroots coalitions of groups that are supporting early reading initiatives. You can meet with these groups, at the White House or elsewhere, and emphasize the connections between their efforts to promote learning and your call for national standards and tests. In addition, as a result of a directive you issued to the Department of Education and the National Science Foundation last month, there is an interagency effort underway to organize federal agency resources, and to identify nonfederal resources (e.g., Nobel Laureates, math and science resources in the business community) that can be enlisted to support teaching and learning aimed at preparing students to meet 8th grade math standards. We expect to propose one or more events as part of this effort. Together, these will enable you to underscore that your testing initiative is not just about testing, but about mobilizing the nation to support learning to high standards.

2. CHARTER SCHOOLS

One of our key goals is to foster the creation of 3,000 charter schools within 5 years, up from the current level of 500. One challenge is expanding the number of states with charter schools legislation. Currently 25 states and DC authorize the creation of charter schools; we would like to raise the number of states to 30 by the end of 1997. Over the past couple of months, progress in state legislatures has been slow, due in part to an absence of strong centrist leadership at the state level, partisan differences, and occasional opposition by state and local union affiliates. In addition, in at least one state (Virginia) the potential racial impact of charter schools emerged as an issue. Consequently, no state has enacted charter schools legislation yet this session. However, there are some bright spots. In Washington State this week the governor, schools

superintendent and legislators have tentatively reached agreement on a charter schools bill, with a vote in the state House scheduled for Friday. Mississippi is also on the verge of passing a charter law, although the number of schools authorized would be fairly limited. Charter legislation is also alive in Missouri (as part of a big post-desegregation package), Indiana, Maine, and Nevada.

There are several steps that we believe can help move things forward in some of these states. First, visible Presidential leadership in the near future, in the form of an address to a legislature on charter schools, a radio address, or other similar event, will lend support to charter schools advocates.

Second, the Education Department is ready to release two important reports on charter schools. One is the first year report of a major national charter school study. A key finding is that the number one obstacle for new charter schools to overcome is lack of access to start-up funding. A second is a guidebook for school boards and other chartering authorities, which emphasizes the importance of effective accountability for charter schools--an important point, given problems that have emerged with casually approved schools in DC and elsewhere.

In addition, the Education Department will soon announce a new competition for charter schools funds. It is also planning a national charter schools conference in late Summer or early Fall. These activities will provide support both to state efforts and to your request for \$100 million for charter schools.