

THE WHITE HOUSE
WASHINGTON

January 9, 1997

MEMORANDUM FOR THE PRESIDENT
THE VICE PRESIDENT

FROM: BRUCE REED
GENE SPERLING

SUBJECT: CABINET RETREAT BRIEFING:
EDUCATION ISSUES

I. Overview

The most important thing this Administration can do to prepare America for the 21st century is to raise the level and quality of education for all our people.

Twice before in the 20th century, America led the world in expanding education opportunity for its citizens: first, by making high school universally available in the first great transition from farm to factory; and second, by expanding access to college through the G.I. Bill during the second great transition to a booming industrial economy. These great commitments built the broad American middle class and enabled this country to enjoy the most prosperous century the world has ever known.

We are now in the midst of another great transition to an information age and a global economy -- and once again our success in this transition depends on education. All Americans deserve the opportunity and the challenge of an education that gives them the tools to make the most of their God-given potential.

II. Key Legacy Objectives

Education is at the heart of your strategy for economic growth and national unity, as well as your fundamental governing philosophy: that all Americans should have the opportunity to get ahead and take responsibility to make the most of it. The depth of your experience and commitment to education, the amount your Administration has already accomplished, and the sweep of your agenda give you the chance to leave a lasting legacy as the Education President.

The Administration has already established Direct Lending and National Service programs which make it easier to borrow or earn the money to pay for college, and has launched a nationwide effort to build new paths from school to work. It will make a difference in ensuring that schools of the future strive to meet high standards and use 21st century technology. And it will help guarantee that parents can send their children to the public school of their choice, including charter schools. The following areas of education stand out as key elements of your education legacy:

A. Standards of Excellence for All

American students are making progress in reading, science and math, but still don't measure up to the standard they will need to compete in the next century. Our goal is that one day America's grade schools and high schools are the envy of the world, not just our colleges and universities.

You already have an ambitious agenda to raise the quality of elementary and secondary education: public school choice and charter schools to increase accountability; an army of tutors and volunteers to teach reading; education technology and school construction to modernize our schools for a new century; school uniforms, truancy enforcement, safe and drug-free programs, religious expression, and character education to promote our basic values. As you set out to build and secure that legacy, the greatest remaining challenge is what to do next to advance the standards movement that began with Goals 2000.

The need for higher standards in core subjects is clear. On the most recent National Assessment of Educational Progress (NAEP), 42% of the 4th graders did not attain the "basic level" of proficiency (this finding is an important basis for your America Reads initiative); and on the Third International Math and Science Study (TIMSS) of 41 nations released last fall, U.S. 8th graders performed below the international average in math and slightly above the international average in science. According to the TIMSS study, one major explanation for the continuing low performance in math is that neither teaching nor textbooks in the U.S. reflect high standards.

While there has been considerable activity at the national and state level to develop standards in a variety of academic subject areas since 1991, the results have been quite mixed. Voluntary national standards have been developed by subject area specialists in virtually every discipline. Some, such as those in math, science, geography and civics, have been well received in the education community, have received at least tacit public support, and have been valuable tools to state and local officials developing their own academic standards. Others, most notably in history and English/language arts, have been highly controversial and are little used.

State experience with the development of standards has been mixed as well. Forty-eight states are developing, or have developed, standards in core academic subjects (Iowa and Wyoming have left this task entirely to the local level). This is powerful evidence that the standards movement is taking hold on a large scale. However, almost every knowledgeable observer believes that the quality of these state standards is highly varied. For example, an AFT survey released last summer indicated that fewer than fifteen states had developed clear

and specific standards, while the others were too vague and general. A report to be released next week by Education Week affirms these basic findings.

Public support for raising academic standards and measuring progress is broad and deep. This is especially true for national standards and tests. At the same time, the political obstacles to setting challenging standards have been considerable. The bipartisan Congressional support that led to the enactment of Goals 2000 is much more polarized now, in particular around the issue of standards. As was evidenced at the National Education Summit between governors and business leaders last spring, state political leaders are also less united than at the 1989 Education Summit, and less sure about how best to proceed.

In short, the progress in the movement to raise standards has been considerable over the past four years, but the pace is slowing, the quality uneven, and the time is right for bold leadership to spur additional action.

One bold approach would be to promote national tests in the core subjects of 4th grade reading and 8th grade math, based on the existing NAEP and TIMSS tests.

The essence of this proposal is to transform each of these assessments into tests that will produce individual scores, and then actively challenge states and school districts to adopt them as their own. This would be the fastest way for states to put into place high quality tests aligned with rigorous national and/or international standards, and to enable students and their parents to learn how well students and schools are performing compared to state and national standards, to students and schools throughout the nation (in reading) and to international benchmarks (in math).

We could also promote the development of a high school level test and/or promote state graduation exams and policies requiring students to meet standards before moving from one school level to the next. At the same time, we could highlight a combination of successful national, state, and local efforts to raise standards and measure student performance.

This approach provides bold leadership, and can transform the debate about national standards by focusing it on concrete issues of reading and math. It holds the promise of providing parents and students with accurate information about student performance against challenging standards more quickly than most states would if they continue on their current paths. The main downside is that it has the potential to reignite a debate about federal intrusion in education, especially since both tests have been developed with federal funds and with a federal imprimatur.

B. 21st Century Schools

A second, complementary approach to the national standards proposal is to continue the effort to build 21st Century schools and classrooms for all -- so that every school and classroom provides a modern, safe environment and is equipped so that all students and teachers can learn interactively in school and at home through engaging software and

discovery learning on the internet. Two major themes that you can consider are the following:

- Modernizing the Classroom of the 21st Century: Few institutions have changed as little during the past century as the classroom. Our combined emphasis on education technology, school construction, making our schools environmentally sound and after-school care is a comprehensive effort to modernize the classroom for the first time in generations so that we are ready for the 21st century. This theme provides a broader thematic structure that various sub-proposals.
- Bringing the Nation Together by Ensuring Universal Access to Information Technology: Without care, access to information and educational technology could divide the nation the way that race and income have in the past, with children who have early access to the internet and the world of education technology getting ahead and those who do not falling hopelessly behind. It would be a legacy of considerable significance if the President helped ensure that every child was technology literate and had access to the information age. For the first time in our history, every child -- regardless of income, race or background -- could have the same access to information everywhere. The internet can put millions of computers and thousands of libraries on even the poorest child's desk.

The attached memo by Greg Simon and Jim Kohlenberger gives a good overview of our initiatives and objectives. We should continue to look for bold goals to mobilize the private and public sector. One idea -- that fits our goal of every child reading by 8 years old and being on the internet by 12 years old -- is to ensure that every 6th grade teacher has solid education technology and internet training by the summer of 1998. We could call for summer sessions in universities in all 50 states in 1998 for 6th grade teachers and ask our new private sector CEO group to help mobilize it.

C. Universal Access to College and Lifelong Learning

In the last four years, you have done an enormous amount to open wide the doors of college. With the agenda you have spelled out for the next four years, you can secure a formidable legacy in expanding access to college and lifetime learning.

1. Two Year, 1997-1998 Push for Guaranteed College Education: Between the improved student loan program, income contingent loans, national service, our increases in the Pell Grants -- and the new education tax cuts we are proposing -- we will have a structure that ensures that through loans and grants, every young person who wants to can be guaranteed a higher education. Stressing this idea this year, however, could actually undermine our push for the Hope Scholarship, our \$10,000 education tax cut, and our major increase in Pell Grants. Therefore, we could spend 1997 on the theme of making 13th and 14th grade universal, and set out to enact those proposals as well as the IRA for education. We could also make a communications effort in 1997 to promote:

- College Free Savings: We can better promote the notion that with IRA and \$10,000 education deduction, working families can engage in tax-free savings for college education.
- Pay-as-You-Earn/Direct Lending Campaign: We must continue to support and fight for our direct lending proposal, but we could also start a more explicit campaign to promote our new innovation: pay-as-you-earn.

In 1998, we could launch a national campaign on the theme that every American child is guaranteed financing for a college education. This would include a clear booklet showing how everyone now can obtain financing for college, and major joint campaigns with high school counselors, parents groups, etc.

Additional ideas that could be considered would be to officially make Pell Grants an entitlement to build on this message, or to more explicitly look for ways to encourage many states to imitate the Georgia Hope Scholarship. Pell Grants already function as an entitlement on the discretionary side, yet putting it on the mandatory side could be joined with possible GI Bill Proposals to make the notion of a "guarantee" or "entitlement" more explicit. The downside is that some fear that the perceptions of "entitlement" could be negative even in the college education perspective.

2. All-Out Push For GI Skill Grant Proposal: One of our best chances for lasting structural change is in the area of job training. While many Republicans insist on reforming training programs through a cut and block grant approach, several Republicans -- including Jack Kemp and John Kasich -- have shown real interest in the notion of consolidating programs and then creating a more market-oriented training system in which we use skill grant/vouchers to empower people directly. In 1995 and 1996, we laid relatively low while we worked to get the bill passed. This year, we need to more publicly call for the GI Skill Grant proposal, and a more clear presentation that we are the ones seeking to empower individuals directly, while those calling for block granting are simply seeking to shift the program from one bureaucratic structure to another.

III. Executive Action or Legislation

A. Standards of Excellence -- 21st Century Schools

The America Reads Challenge, the school construction initiative, and the youth portion of the GI Bill all require Congressional authorization and funding. The Technology Literacy Challenge requires additional funding. The testing and standards initiative can be carried out primarily through executive action and Presidential leadership.

B. Universal Access to College and Lifelong Learning

The Hope Scholarships, education and training tax deduction, expanded IRA, and basic agreements on student loans must be achieved in budget reconciliation. The Pell Grant increase may be achieved through appropriations this year, or reauthorization of the Higher Education Act next year. The GI Bill requires authorization and funding. Federal Skill

Grants (at least for dislocated workers) might be achieved as a part of a larger mandatory package in budget reconciliation or as an amendment to JTPA directed as a part of the final budget agreement.

IV. Competition with Legacy Priorities

A. Standards of Excellence -- 21st Century Schools

Republicans will press for vouchers. A few Republican governors and some congressional Republicans will seek to make standards, tests, and all K-12 school reform solely a matter of state and local prerogative and responsibility.

In addition to pressing for standards, you will also be taking the lead (1) in supporting safe and drug-free schools and a disciplined environment conducive to student learning, with mutual respect among and between teachers, students, and parents; (2) in fostering high quality teaching by encouraging over 100,000 teachers to attain National Board Certification and by calling on states, school boards and representatives of teachers to work cooperatively to get rid of incompetent teachers; and (3) calling for parents and communities to become more actively involved in schools and their children's learning, national service participants, work-study college students and 1 million volunteers to help tutor children to learn to read, and the V-chip, educational children's television, citizenship education, freedom of religious expression, and interactive educational games to engage children in the excitement of learning by doing rather than watching TV.

B. Universal Access to College and Lifelong Learning

Republican governors, Senators and Representatives will call for block-granting all DoL training resources to states to do as they please, including particularly to provide training to help states make welfare reform work.

V. Timeline

The timeline below provides a preliminary schedule of opportunities for using the bully pulpit to advance the objectives discussed above. Additional opportunities and events can be developed as needed, and as the legislative process requires.

January

Announcement of Chicago charter schools and release of ED charter schools report

February

State of Union Address -- (1) launch national standards/testing initiative; (2) announcement on college student reading tutors

Radio Address -- highlighting Chicago-area school districts reporting results from participation in TIMSS

American Council on Education speech, linked to higher education initiatives

Release of NAEP mathematics results

Release of survey of schools access to advanced telecommunications, and announcement of Technology Literacy Challenge state grants

March

Announcement of America Reads National Coalition, and release of ED kit on reading

Announcement of new board-certified teachers from National Board for Professional Teaching Standards

April-May

Several announcements highlighting promising local accountability practices for schools, teachers and students

June-July

Additional releases of TIMSS and NAEP national and state-by-state data

KEY FACTS ABOUT EDUCATION AND THE ECONOMY

1. The returns to learning are increasing -- as we move from an industrial age in which machine power leveraged human muscle to an information age in which human minds leverage knowledge and innovation through networks never before possible to add more value to goods, services, distribution, and communication:

- Each year of post-secondary education and training already adds 6%-13% to an individual's annual earnings.
- The median full-time worker with at least a bachelor's degree earns almost 75% more per week than the median full-time worker with only a high school degree, double the gap from just 1979.
- Increasing the level of education attainment by one year in a firm's workforce raises the firm's productivity by as much as 8.5% in manufacturing plants and almost 13% in non-manufacturing establishments.

2. The U.S. has a remarkably decentralized system of education, not a national system:

- Education is the largest and most costly function of the 50 states and their local school districts and higher education institutions. The federal government contributes approximately 7% of the costs of elementary and secondary education. While the federal government provides almost 2/3 of student financial aid for post-secondary education, its contribution (including research funding) is still less than 25% of the total cost.
- In elementary and secondary education, there are over 2.5 million teachers and over 50 million students, almost 90% of whom are in nation's 81,000 public schools. The public schools are governed by 14,000 local school boards and the 50 states.
- At the post-secondary level over 14 million students of all ages are served by 10,000 post-secondary public and private institutions, which are governed by a mix of autonomous public and private boards, state higher education authorities, local college districts or authorities, and 50 state legislatures.

3. In the first third of this century, the country made a commitment to universal access to high school:

- The high school graduation rate soared from less than 10% of all 18 year-olds in 1900 to almost 50% in the mid-1930's. By way of comparison, Great Britain with its national system of education did not make a similar commitment until 1944 when Prime Minister Churchill announced full public support for secondary school.
- Over the rest of the century, the high school graduation rate has risen steadily to almost 87% of all persons under 30. From 1982 to 1995, the drop-out from high school for persons 16-24 years old fell from 13.9% to 12.9%.

- Although the achievement in reading, science, and math of American students may be the same or slightly higher than a generation ago, today's children and youth are not learning to the higher standards of excellence essential to thriving in this new information age: on the most recent National Assessment of Educational Progress (NAEP), 42% of a representative sample of fourth graders did not attain the "basic" level in reading (although the U.S. does rank near the top of the world in reading for children at this age level); and, on the Third International Math and Science Study (TIMSS) of 41 nations, a representative sample of 8th graders ranked only slightly above average in science and below average in math.

4. Immediately following World War II, the nation made a commitment to increasing access to college.

- Presidents Roosevelt and Truman signed into law and implemented a G.I. Bill of Rights that directly financed the college education of a total of 3.5 million veterans of WWII and the Korean War.
- This national commitment helped catalyze the rise in college-going rates of young adults, from less than 10% in 1940 to almost 25% in 1960.
- Today, the growing supply of colleges and universities, state and local support, family investment and private endowment, and a package of federal financial aid assists almost 50% of high school graduates to benefit from college education.
- In 1994, 24% of all persons age 25 to 64 years of age in the U.S. had completed college -- almost twice the rate of our major European and Pacific Rim competitors.

5. The lesson of the two prior economic transitions in the twentieth century is simple: America will continue to be the leading force for democracy and prosperity in the world if advances in technology and innovation are matched by a real commitment to advances in education for all. Advances in both serve two key functions:

- First, they are the engines of economic growth.
- Second, they are the levers of opportunity that empower all families and workers and succeeding generations of children and youth -- who are willing to learn and to work for it -- to earn a share in the increasing prosperity and to renew the civic fabric of the world's longest running democracy.

6. A real commitment now to two advances in education offers the key to making a successful crossing to the greater possibilities in this new information age:

- A standard of excellence in learning for all children and youth
- Universal access to college for each succeeding generation and to lifelong learning for all adults.



OFFICE OF THE VICE PRESIDENT

WASHINGTON
January 8, 1997

MEMORANDUM FOR THE PRESIDENT
THE VICE PRESIDENT

FROM: GREG SIMON
JIM KOHLENBERGER

SUBJECT: CABINET RETREAT BRIEFING:
EDUCATIONAL TECHNOLOGY

OVERVIEW

The Clinton Administration has made an unprecedented commitment to bringing technology into the classroom. As a central element of the President's lifelong learning agenda, the Administration believes that technology can help expand opportunities for American children to improve their skills, maximize their potential, and ready them for the 21st century.

In order for use to ensure that all our children have their shot at the American dream, we need to empower them with the technological literacy they'll need to succeed in a new and ever-changing information economy. By 2000, 60% of the new jobs in America will require advanced technological skills. Unfortunately, only 20% of our workforce possesses these skills today.

We have a long way to go. While our workplaces are moving swiftly into the information age, our classrooms are not keeping pace. While our economy is moving swiftly from an industrial to an information economy, our schools too often resemble the assembly line mentality of the industrial age. Today, millions of children have more contact with technology in an afternoon at the video arcade than they do all year in school. We need to change that. We need companies to develop software that is as exciting to learn from as video games are to play. We need schools equipped with the right technology.

If we fail to ensure that all our children are technologically literate, our nation will be poorer economically and spiritually. We will allow our nation to face a new divide -- the divide between those children who have access to technology and those who never have.

That is why the President and Vice President have called on parents, teachers, leading CEOs and others to join us in a new national mission -- to make all children technologically literate by the dawn of the 21st century, equipped with the skills essential for the Information Age.

LEGACY OBJECTIVES

The President and Vice President have laid out four key objectives:

- **Connections.** Connect every school and classroom in America to the information superhighway by the year 2000. *Connections to networks, especially the Internet, multiply the power and usefulness of computers as learning tools by putting the best libraries, museums and other research and cultural resources at our students' and teachers' fingertips. Only 9 percent of classrooms are now connected to the Internet.*
- **Content.** Develop effective and engaging software and on-line learning resources as an integral part of the school curriculum. *Software and on-line learning resources can increase a student's learning opportunities, but they must be high quality, engaging and directly related to the school's curriculum.*
- **Computers.** Provide access to modern multimedia computers for all teachers and students. *Computers become effective instructional tools only if they are readily accessible by students and teachers. Only 4 percent of schools have a computer for every five students (a ration deemed adequate to allow regular use.)*
- **Professional Development.** Provide all teachers the training and support they need to help students learn through computers and the information superhighway. *Upgrading teacher training is key to integrating technology into the classroom.*

Research and the experiences of schools in the forefront of the current "digital revolution" underscore the enormous learning opportunities available through technology.

ACHIEVING THE OBJECTIVES

To reach these objectives, the President and Vice President have announced and identified a series of programs and efforts targeted at educational technology.

- **America's Technology Literacy Challenge.**
Last year, 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 achieving the four education technology goals. Congress supported the President's request and appropriated \$257 million in the omnibus bill for FY97 to launch this challenge. States will be asked to develop a strategy for using the funds to achieve the President's four goals and for ensuring that students in

low-income areas are not left behind. While the states will have complete freedom to design programs, they will be asked to find support from private firms which will be at least as great as the Federal funds requested. They will also be asked to specify timetables and benchmarks and to report progress against these benchmarks to the people of the state annually.

- **Corporate Commission on Educational Technology.**

One of the primary components of the President's educational technology initiative has been private sector involvement. For example last October the President and Vice President announced a corporate commission on educational technology. CEOs of some of several the nation's largest, and most innovative telecommunication companies have joined together on this commission to help meet the President's vision. Sumner Redstone will act as Chairman and Lynn Forrester as Vice Chairman of a new organization that will reach many other CEOs willing to work in partnerships with states and school districts.

- **Universal and Affordable Access to Advanced Telecommunications**

When President Clinton signed into law the Telecommunications Act of 1996, he helped ensure that all schools and libraries have affordable access to advanced telecommunications services. A Federal-State Joint Board established by the Telecommunications Act recently said carriers should discount their services between 20% and 90% when providing them to schools. The unanimous recommendation now goes to the Federal Communications Commission, which must decide by next May on the recommendation. The board's proposal would make available \$ 2.25 billion per year, which would come from an existing fund paid for by telephone companies to support universal telephone access. In addition to discounts for the Internet service itself, schools would be given discounts on the costs of hooking them up to telecommunications networks necessary to tap into the Internet and on the costs of wiring inside classrooms. Other than for the most affluent schools, discounts would range from 40 percent to 90 percent, depending on the wealth of the school and whether it is in a high-cost telecommunications area such as a rural community. Cut rates also would be available to libraries.

- **NetDays**

The President and Vice President brought together information industry leaders on September 21, 1995, to launch a historic effort to connect classrooms in at least 20 percent of California's schools by the end of the year. The initiative, called NetDay96, is a volunteer effort by California companies, universities, parents, teachers, and engineers to install internal wiring in California schools. 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 this last fall all 50 states hosted NetDay events which will bring the nation dramatically closer to our goal of connecting all classrooms to the net by the end of the decade. We have made 1997 NetYear with another series of Netdays taking place across the country on April 19th.

- **Connecting Schools in Empowerment Zones**

Last year the Vice President announced an initiative that will connect every school in every Empowerment Zone in the country to the information superhighway. A number of information industry leaders have joined together to provide Internet accounts. The President issued an Executive Order targeting federal excess and surplus computers to Empowerment Zones. Additionally, private firms sponsored a truck loaded with computers, engaging software, and instructors which traveled to every empowerment zone last summer helping expose the communities to the power of the new technology and helping teachers prepare to use the equipment being installed. This program means that every child living in one of the 15 urban and rural Empowerment Zones will be able to connect to the Internet -- and students and teachers in these Empowerment Zones schools will be able to connect to each other.

- **21st Century Teachers**

The new technology can't 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 have stepped forward 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 professional and business organizations have launched this initiative which hopes to recruit thousands of teachers who will volunteer to enhance their own understanding of how to use education technology and share their expertise with others.

- **Tech Corps**

The President announced the creation of the Tech Corps -- a national organization of private sector volunteers with technological expertise dedicated to improving K-12 education at the local level. Tech Corps was launched as a private-sector response to the President's national mission. Its purpose is to recruit, place, and support volunteers from the private sector to advise and assist schools in integrating new technologies into the classroom. Official Tech Corps chapters have been formed in 35 states plus the District of Columbia. Tennessee has a very active chapter with many volunteers from the Knoxville area.

- **Grants to Schools Through the Telecommunications and Infrastructure Assistance Program (TIIAP)**

The Clinton Administration created the Department of Commerce's Telecommunications and Information Infrastructure Assistance Program (TIIAP), which makes grants to public institutions to speed the flow of information through the application of advanced communications technology. TIIAP has accelerated the pace of connecting public institutions and has stimulated significant private sector investment. This program has enabled the federal government to leverage \$24.4 million in federal funds to provide a total of \$64.4 million in cutting-edge demonstration projects for public institutions.

- **Connecting Students to the Environment**

The Vice President initiated the Global Learning and Observations to Benefit the Environment (GLOBE) Program in 1994. GLOBE joins students, educators, and scientists in an international science and environmental education network using state-of-the-art technology. GLOBE students make environmental observations at or near their schools and share their data through the Internet. More than 2,000 schools in the U.S. participated in GLOBE in 1995.

- **The Technology Challenge Program**

In order to help spur innovative content development, this administration created the Technology Challenge Program. This program 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 last year are reaching schools with 1.2 million students and involve partnerships with businesses, museums, libraries, and parks in school systems around the nation. These 19 programs will be continued and an additional 24 partnerships have also been funded. The new partnerships will allow 24 school districts to work in partnership with a total of 153 other school districts and 130 businesses in 34 states.

CHOICES AND QUESTIONS

- How do we do a better job at bridging the gap between the information haves and have nots?
- How can we make better use of the expertise and resources of a broader range of cabinet agencies in meeting the core objectives?
- How do we better connect the issues of educational technology, school reform and basic school infrastructure?
- How can we bring the President's challenge on educational technology to

every school room, corporate board room, teacher's lounge and dining room table?

- How do we address the concerns of those schools who say that they have more important concerns than technology, collapsing buildings, heating problems, textbook shortages, crime etc.?
- How do we ensure that educational technology actually becomes an important part of the curriculum and rooted in learning?
- As advances in technology race ahead, how do we ensure that our children keep up?



UNITED STATES DEPARTMENT OF EDUCATION
THE SECRETARY

MEMORANDUM TO THE PRESIDENT

Through: Kitty Higgins, Cabinet Secretary
From: Richard W. Riley *Dick 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.



OFFICE OF THE VICE PRESIDENT

WASHINGTON
January 8, 1997

MEMORANDUM FOR THE PRESIDENT
THE VICE PRESIDENT

FROM: GREG SIMON
JIM KOHLENBERGER

SUBJECT: CABINET RETREAT BRIEFING:
EDUCATIONAL TECHNOLOGY

OVERVIEW

The Clinton Administration has made an unprecedented commitment to bringing technology into the classroom. As a central element of the President's lifelong learning agenda, the Administration believes that technology can help expand opportunities for American children to improve their skills, maximize their potential, and ready them for the 21st century.

In order for us to ensure that all our children have their shot at the American dream, we need to empower them with the technological literacy they'll need to succeed in a new and ever-changing information economy. By 2000, 60% of the new jobs in America will require advanced technological skills. Unfortunately, only 20% of our workforce possesses these skills today.

We have a long way to go. While our workplaces are moving swiftly into the information age, our classrooms are not keeping pace. While our economy is moving swiftly from an industrial to an information economy, our schools too often resemble the assembly line mentality of the industrial age. Today, millions of children have more contact with technology in an afternoon at the video arcade than they do all year in school. We need to change that. We need companies to develop software that is as exciting to learn from as video games are to play. We need schools equipped with the right technology.

If we fail to ensure that all our children are technologically literate, our nation will be poorer economically and spiritually. We will allow our nation to face a new divide -- the divide between those children who have access to technology and those who never have.

That is why the President and Vice President have called on parents, teachers, leading CEOs and others to join us in a new national mission -- to make all children technologically literate by the dawn of the 21st century, equipped with the skills essential for the Information Age.

LEGACY OBJECTIVES

The President and Vice President have laid out four key objectives:

- **Connections.** Connect every school and classroom in America to the information superhighway by the year 2000. *Connections to networks, especially the Internet, multiply the power and usefulness of computers as learning tools by putting the best libraries, museums and other research and cultural resources at our students' and teachers' fingertips. Only 9 percent of classrooms are now connected to the Internet.*
- **Content.** Develop effective and engaging software and on-line learning resources as an integral part of the school curriculum. *Software and on-line learning resources can increase a student's learning opportunities, but they must be high quality, engaging and directly related to the school's curriculum.*
- **Computers.** Provide access to modern multimedia computers for all teachers and students. *Computers become effective instructional tools only if they are readily accessible by students and teachers. Only 4 percent of schools have a computer for every five students (a ration deemed adequate to allow regular use.)*
- **Professional Development.** Provide all teachers the training and support they need to help students learn through computers and the information superhighway. *Upgrading teacher training is key to integrating technology into the classroom.*

Research and the experiences of schools in the forefront of the current "digital revolution" underscore the enormous learning opportunities available through technology.

ACHIEVING THE OBJECTIVES

To reach these objectives, the President and Vice President have announced and identified a series of programs and efforts targeted at educational technology.

- **America's Technology Literacy Challenge.**
Last year, 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 achieving the four education technology goals. Congress supported the President's request and appropriated \$257 million in the omnibus bill for FY97 to launch this challenge. States will be asked to develop a strategy for using the funds to achieve the President's four goals and for ensuring that students in

low-income areas are not left behind. While the states will have complete freedom to design programs, they will be asked to find support from private firms which will be at least as great as the Federal funds requested. They will also be asked to specify timetables and benchmarks and to report progress against these benchmarks to the people of the state annually.

- **Corporate Commission on Educational Technology.**

One of the primary components of the President's educational technology initiative has been private sector involvement. For example last October the President and Vice President announced a corporate commission on educational technology. CEOs of some of several the nation's largest, and most innovative telecommunication companies have joined together on this commission to help meet the President's vision. Sumner Redstone will act as Chairman and Lynn Forrester as Vice Chairman of a new organization that will reach many other CEOs willing to work in partnerships with states and school districts.

- **Universal and Affordable Access to Advanced Telecommunications**

When President Clinton signed into law the Telecommunications Act of 1996, he helped ensure that all schools and libraries have affordable access to advanced telecommunications services. A Federal-State Joint Board established by the Telecommunications Act recently said carriers should discount their services between 20% and 90% when providing them to schools. The unanimous recommendation now goes to the Federal Communications Commission, which must decide by next May on the recommendation. The board's proposal would make available \$ 2.25 billion per year, which would come from an existing fund paid for by telephone companies to support universal telephone access. In addition to discounts for the Internet service itself, schools would be given discounts on the costs of hooking them up to telecommunications networks necessary to tap into the Internet and on the costs of wiring inside classrooms. Other than for the most affluent schools, discounts would range from 40 percent to 90 percent, depending on the wealth of the school and whether it is in a high-cost telecommunications area such as a rural community. Cut rates also would be available to libraries.

- **NetDays**

The President and Vice President brought together information industry leaders on September 21, 1995, to launch a historic effort to connect classrooms in at least 20 percent of California's schools by the end of the year. The initiative, called NetDay96, is a volunteer effort by California companies, universities, parents, teachers, and engineers to install internal wiring in California schools. 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 this last fall all 50 states hosted NetDay events which will bring the nation dramatically closer to our goal of connecting all classrooms to the net by the end of the decade. We have made 1997 NetYear with another series of Netdays taking place across the country on April 19th.

- **Connecting Schools in Empowerment Zones**

Last year the Vice President announced an initiative that will connect every school in every Empowerment Zone in the country to the information superhighway. A number of information industry leaders have joined together to provide Internet accounts. The President issued an Executive Order targeting federal excess and surplus computers to Empowerment Zones. Additionally, private firms sponsored a truck loaded with computers, engaging software, and instructors which traveled to every empowerment zone last summer helping expose the communities to the power of the new technology and helping teachers prepare to use the equipment being installed. This program means that every child living in one of the 15 urban and rural Empowerment Zones will be able to connect to the Internet -- and students and teachers in these Empowerment Zones schools will be able to connect to each other.

- **21st Century Teachers**

The new technology can't 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 have stepped forward 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 professional and business organizations have launched this initiative which hopes to recruit thousands of teachers who will volunteer to enhance their own understanding of how to use education technology and share their expertise with others.

- **Tech Corps**

The President announced the creation of the Tech Corps -- a national organization of private sector volunteers with technological expertise dedicated to improving K-12 education at the local level. Tech Corps was launched as a private-sector response to the President's national mission. Its purpose is to recruit, place, and support volunteers from the private sector to advise and assist schools in integrating new technologies into the classroom. Official Tech Corps chapters have been formed in 35 states plus the District of Columbia. Tennessee has a very active chapter with many volunteers from the Knoxville area.

- Grants to Schools Through the Telecommunications and Infrastructure Assistance Program (TIIAP)**

The Clinton Administration created the Department of Commerce's Telecommunications and Information Infrastructure Assistance Program (TIIAP), which makes grants to public institutions to speed the flow of information through the application of advanced communications technology. TIIAP has accelerated the pace of connecting public institutions and has stimulated significant private sector investment. This program has enabled the federal government to leverage \$24.4 million in federal funds to provide a total of \$64.4 million in cutting-edge demonstration projects for public institutions.
- Connecting Students to the Environment**

The Vice President initiated the Global Learning and Observations to Benefit the Environment (GLOBE) Program in 1994. GLOBE joins students, educators, and scientists in an international science and environmental education network using state-of-the-art technology. GLOBE students make environmental observations at or near their schools and share their data through the Internet. More than 2,000 schools in the U.S. participated in GLOBE in 1995.
- The Technology Challenge Program**

In order to help spur innovative content development, this administration created the Technology Challenge Program. This program 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 last year are reaching schools with 1.2 million students and involve partnerships with businesses, museums, libraries, and parks in school systems around the nation. These 19 programs will be continued and an additional 24 partnerships have also been funded. The new partnerships will allow 24 school districts to work in partnership with a total of 153 other school districts and 130 businesses in 34 states.

CHOICES AND QUESTIONS

- How do we do a better job at bridging the gap between the information haves and have nots?
- How can we make better use of the expertise and resources of a broader range of cabinet agencies in meeting the core objectives?
- How do we better connect the issues of educational technology, school reform and basic school infrastructure?
- How can we bring the President's challenge on educational technology to

every school room, corporate board room, teacher's lounge and dining room table?

- How do we address the concerns of those schools who say that they have more important concerns than technology, collapsing buildings, heating problems, textbook shortages, crime etc.?
- How do we ensure that educational technology actually becomes an important part of the curriculum and rooted in learning?
- As advances in technology race ahead, how do we ensure that our children keep up?