



UNITED STATES DEPARTMENT OF EDUCATION

OFFICE OF THE UNDER SECRETARY

NOV 17 1994

THE UNDER SECRETARY

NOTE TO THE SECRETARY

Here are some materials on the Federal role in education.

Attachments A and B provide a couple of alternative ways of discussing the Department's involvement in American education.

Attachment C provides an historical perspective of the Federal role in education. The first page is a summary of the attached 4-page historical description.

Attachment D provides information on staff offices and overall administrative funds in the Department.

Seely C. Jr
Mike Smith

Attachments

Mission of the Department of Education

To ensure equal access to education and to promote educational excellence throughout the nation.

There is a legitimate and compelling national interest in promoting a high-quality education for all Americans.

Education helps reaffirm shared community interests and reinforces a sense of national loyalty and unity. As Jefferson said of education: "No other sure foundation can be devised for the preservation of freedom and happiness." Today, more than ever, good schools and colleges are the foundation for strong, peaceful, prosperous communities.

In an increasingly competitive and complex world, our nation's interest in promoting a healthy, growing economy depends on the ability of our citizens to access the best knowledge, skills, and technology. Further, making sure that everyone has the knowledge and skills to support themselves and their families is the best insurance against the development of a permanently alienated, discontented group of people without a stake in our democracy.

In recognition of the need for the U.S. educational system to provide a world-class education for all its students, starting in 1989, Governors of all fifty States, the President, and the Congress developed and agreed to a set of ambitious national education goals to be achieved by the year 2000. To implement the goals, there was widespread agreement of the need for states and communities to establish higher academic standards for all children in elementary and secondary school, an effort that continues today with increasing federal support.

The U.S. Department of Education has limited but essential roles working with States, communities, higher education institutions, and families to provide all Americans with a quality education. Our key roles include:

1. ***Protecting the basic civil right to education for all Americans***—ensuring non-discrimination on the basis of race, sex, national origin, or handicap so that all students can develop to their fullest potential.
2. ***Providing extra resources***—to schools and communities, particularly those with at-risk students, to help them achieve to higher standards; and to families in the form of student financial aid to make postsecondary education affordable to all.
3. ***Providing information for education policy making and program improvement***—supporting research to produce new knowledge about effective educational practices, charting the performance of the American education system through collection of statistics and evaluation data, and disseminating findings widely.
4. ***Speaking out on serious issues important to education***—fostering national dialogue on significant topics among the states, local schools, colleges and universities, business and industry, parents and community leaders, and the many other groups concerned about American education.

THE FEDERAL DEPARTMENT OF EDUCATION PLAYS THREE CRITICAL ROLES IN THE AMERICAN SYSTEM OF EDUCATION:

Responding to National Emergencies

- The 1917 Smith-Hughes Act helped schools cope with the growing proportion of American youth attending high school by expanding the curriculum, which previously focused on classical and college preparatory studies, to include vocational training.
- In 1944 the GI Bill provided financial aid for veterans to pursue college education after they returned from the war.
- The 1958 National Defense Education Act, passed in response to the 1957 Soviet launching of the satellite *Sputnik*, was designed to improve instruction and achievement in scientific and engineering fields important to protecting national security interests.
- The 1965 Elementary and Secondary Education Act was intended to raise the academic achievement of poor and disadvantaged students.
- Goals 2000 was recently enacted by Congress, in response to "A Nation at Risk" and the decline of America's global competitiveness, to improve the entire education system.

Serving Disadvantaged Populations

- Title I of the Elementary and Secondary Education Act helps school districts meet the special needs of poor students and students attending high poverty schools.
- The Student Aid programs provide grants, loans, and work-study to ensure opportunities for needy and middle-income students to pursue postsecondary education.
- The Department enforces civil rights laws ensuring access to quality education regardless of race, creed, color, national origin, or gender; and provides financial assistance to States under the Individuals with Disabilities Education Act (IDEA).
- The recently enacted School-to-Work Opportunities Act will enable high school youth to prepare for challenging, high-wage jobs and for future education.

Gathering Statistics and Conducting Research

- The original Federal education mandate, dating back to 1867, involves collecting statistics showing "the condition and progress of education in the States and Territories" in order to promote effective schooling throughout the Nation.

- The Department provides a vehicle for the efficient conduct of research and development aimed at supporting State and local educational improvement efforts, thereby relieving States and localities of the costly burden of carrying out duplicative research and development activities.
- The Department is in a unique position to disseminate to all schools and communities the latest discoveries on what works through printed and audio visual materials and in conjunction with technical assistance in administering Federal programs.

DEPARTMENT OF EDUCATION

THE FEDERAL GOVERNMENT IS INVOLVED IN AMERICAN EDUCATION FOR TWO REASONS:

- To ensure equal access to education for all Americans
and
- To promote educational excellence throughout the Nation.

THE DEPARTMENT OF EDUCATION CARRIES OUT THIS DUAL MISSION IN TWO WAYS:

- Through the administration of its educational assistance programs, with an annual budget of \$31 billion. These programs:
 - Help ensure access to education for certain populations--such as the educational disadvantaged, the disabled, and needy college students.
 - Support activities that help raise the quality of education in our schools and colleges.
- Through its leadership activities such as disseminating the latest discoveries on what works in teaching and learning (it would not make sense for all States and localities to conduct identical research on the same problems), pursuing enforcement and voluntary compliance of civil rights statutes, and carrying on a dialogue with States and communities to raise a national awareness and debate of education issues.

THE DEPARTMENT'S ROLE IS LIMITED BUT STRATEGIC:

The Department of Education serves more than 64 million students in 110,000 elementary and secondary schools in 15,000 local school districts and in 10,000 postsecondary institutions. Despite the scope of its activities, the Federal role in education is a limited one. Under the Constitution, education is primarily the responsibility of State and local governments which are best able to determine their educational needs in accordance with local conditions and values. This is reflected in the Federal share of total education spending, which is only about 8 percent. States, localities, and private organizations support the other 92 percent. Thus, the Department's role is key in providing strategic support that leverages or improves the other 92 percent.

EXCERPT OF TESTIMONY BY
ACTING ASSISTANT SECRETARY FOR MANAGEMENT AND BUDGET

before the
House Appropriations Committee

February 16, 1993

ROLE OF THE FEDERAL GOVERNMENT IN EDUCATION

Mr. Chairman and members of the committee, I will turn now to the role of the Federal Government within the total picture of the American education enterprise, focusing on the history of education programs in the Department, and I will summarize my statement in order to give you a very brief overview.

This hearing is timely, not just because we have a new Administration and a new Congress, but also because it coincides with the initial stages of a Department-wide effort--based on quality management principles--to improve management by more closely tying Department activities to a clear mission.

Our Department team, which I chaired, did what you are doing here today: We examined the Federal role in education, both in its historical context and in light of present-day needs. To do this, we had to ask ourselves a very basic question: Why is the Federal Government involved in education at all? And, of course, there are two very basic reasons, and this is how we defined our mission: To ensure equal access to education and to promote educational excellence throughout the Nation.

HISTORICAL PERSPECTIVE

I think a snapshot of this emerging Federal role in education over the past 125 years will provide a helpful perspective for our discussion today of appropriations history since 1980.

The original Department of Education was created in 1867 to collect information on schools and teaching that would help the States establish effective school systems. While the agency's name and location within the executive branch have changed over the past 125 years, this early emphasis on promoting educational excellence is as timely today as it was in 1867.

The passage of the Second Morrill Act in 1890 set a precedent for future activities by giving the then-named Office of Education responsibility for administering the original system of land-grant colleges and universities. Vocational education became the next major area of Federal aid to schools with the enactment in 1917 of

the Smith-Hughes Act and in 1946 of the George Barden Act, and their emphasis on agricultural education and home economics training for high school students.

World War II led to a significant expansion of Federal support for education. The Lanham Act in 1941 and the Impact Aid laws of 1950 eased the burden on communities affected by the presence of military and other Federal installations by making payments to school districts. And in 1944, the GI bill authorized financial aid for 8 million veterans to pursue college education after they returned from the war.

The Federal role in education expanded again in 1958 when Congress passed the National Defense Education Act. This was really the first comprehensive example of Federal aid to education legislation, and it was in response to the Soviet launch of Sputnik. The NDEA emphasized the need for highly trained individuals to help America compete with the Soviet Union in scientific and technical fields, and included support for loans to college students, the improvement of science, mathematics, and foreign language instruction in elementary and secondary schools, and a variety of other programs, such as graduate fellowships and vocational-technical training.

The anti-poverty and civil rights laws of the 1960s and 1970s brought about a dramatic emergence of the Department's equal access mission. The passage of laws such as Title VI of the Civil Rights Act of 1964, Title IX of the Education Amendments of 1972, and section 504 of the Rehabilitation Act, which prohibited discrimination based on race, sex, and disabilities, respectively, made civil rights enforcement a fundamental and long-lasting focus of the Department of Education. And in 1965, the Elementary and Secondary Education Act launched the Chapter 1 program of Federal aid to disadvantaged children, while the Higher Education Act focused on assistance to needy college students.

THE PRESENT-DAY DEPARTMENT OF EDUCATION

In 1980, the Congress established the Department of Education as a cabinet level agency. The stated purpose of the Department remained the same, however--to ensure access to education and to promote improvements in the quality and usefulness of education.

Today, our \$30 billion budget and 230 programs serve more than 62 million students, 111,000 elementary and secondary schools in 15,000 school districts, and 10,000 postsecondary institutions.

Despite the scope of its activities, it is important to remember that the Federal role in education is a limited one, both constitutionally and budgetarily. Under our Constitution, education is primarily the responsibility of State and local governments, which are best able to determine their educational needs in accordance with local

values and conditions. This is reflected in the Federal share, from all departments and agencies, of total education spending, which is only about eight percent. States, localities, and private organizations provide the other 92 percent.

The Department carries out its mission in two major ways: The first is through the administration of its 230 programs. In fact, about 90 percent of its \$30 billion annual appropriation is targeted on access for at-risk populations, and 10 percent of its appropriation is directed toward promoting excellence in our schools and colleges.

The second way that we carry out our mission is through our leadership role, and this is just as important in its own way as our Federal education programs are, because it can leverage the 92 percent funding from States and communities to encourage them to improve American education.

This leadership function supports such activities as providing technical assistance for effectively implementing Federal programs, supporting the development of academic standards and measuring student performance, disseminating the latest discoveries on what works in teaching and learning, pursuing enforcement and voluntary compliance of civil rights statutes, and carrying on a dialogue with States and communities to raise a national awareness and debate of education issues.

APPROPRIATIONS SINCE 1980

With this as background, let me turn to appropriations history for the Department since 1980. From 1980 to 1993, our appropriations increased from \$14.2 billion to nearly \$30.5 billion, or about a 115 percent increase. Even after adjusting for inflation, the Department's budget grew by 22 percent during that time.

In only two years, 1982 and 1986, did our budget fail to exceed the previous year's appropriation. The largest annual increase occurred in 1985 when ED funding jumped \$3.6 billion, or 24 percent. Mandatory spending grew faster than discretionary spending primarily due to the entitlement nature of our guaranteed student loan program, rising 183 percent since 1980 compared with a 100 percent increase for discretionary programs.

It is also interesting to note that throughout this period, approximately 45 percent of our appropriation was devoted to elementary and secondary education, 45 percent to postsecondary education, and 10 percent to other programs, such as vocational rehabilitation, public libraries, and education research.

Within this general pattern of fairly steady growth in Department appropriations, there were significant shifts in emphases and the number of programs. In 1981, for example, the consolidation of about 30 funded programs into the Chapter 2 block

grant was intended to simplify administration and provide flexibility to States and localities. This reduced the number of programs administered from 150 in 1981 to 120 in 1982. By 1993, however, the number of programs had grown to 230.

It is even more interesting to note that these 110 programs that were added during the last 12 years reflected our dual mission of access and excellence; and that they continued the Department's history of responding either to particular social needs or to the economic or political climate of the time.

For instance, at mid-decade, growing concern about the potential impact of declining math and science skills on our economic competitiveness led to new programs and funding for math and science education, and in 1987 the Drug-Free Schools and Communities program was launched as a crucial part of the Nation's war on drugs.

At the same time, despite this growth in the number, size, visibility, and complexity of our programs, the Department's full-time equivalent employees were cut more than 40 percent, from 7,400 in 1980, to a low of 4,413 in 1987, before rising to the current level of 4,960. I would point out that even this 4,960 is a 33 percent reduction from the former 1980 level.

In summary, today, as a result of the increased appropriations provided by your committee, our programs are serving more American children and adults than ever before. For instance, and I will name just a few, Chapter 1, our largest elementary and secondary education program, provides supplementary education for 6 million disadvantaged children. The special education State grant program helps States educate over 5 million children with disabilities. The vocational rehabilitation program helps 1 million disabled adults each year to lead more independent and meaningful lives. The student financial aid programs provide grants, loans, and work study opportunities to over 7 million college students, or about one out of every two regular full-time college students in our country.

The TRIO programs this year will encourage and help 650,000 disadvantaged students to enter and complete college, and the Bilingual Education Act provides special instruction for 350,000 limited education proficient students each year.

These are just a few examples. Attached to my more complete statement are various tables showing how each of the Department's major programs has grown since 1980.

DEPARTMENT OF EDUCATION

AMOUNT AND PERCENT OF BUDGET USED FOR ADMINISTRATIVE EXPENSES

- o Staff offices, which account for 1/2 of 1 percent of the Department's total budget, provide support services to program offices.
- o The total Department of Education budget for 1995 is \$31.2 billion.
- o The amount appropriated for administrative expenses, including Direct Loans, is \$715 million--2.3 percent of the total budget.
- o The \$715 million is distributed as follows:
 - \$531 million, or 74 percent, for management and implementation of Department programs provided by program offices (1.8 percent of total ED budget).
 - \$184 million, or 26 percent for staff offices (.5 percent of the total ED budget).

11/17/94

**FEDERAL ROLE IN EDUCATION
FROM THE EDUCATION SUMMIT AND THE NATIONAL EDUCATION GOALS**

Attached are copies of:

- o A Joint Statement agreed to by President Bush and all 49 Governors present at the Education Summit, in September 1989; and,
- o The original text of the National Education Goals, including clarifying introduction and discussion of changes necessary to achieve the goals. The text of this document, in its entirety, was also adopted unanimously by all 50 Governors and endorsed by President Bush, in February 1990.

Both documents contain specific language indicating what Governors and the Bush Administration agreed was an appropriate federal role in education. These sections are marked.

Taken together, these documents underscore the following:

- o Federal education programs must focus on results, and provide flexibility in how to achieve them. ("Federal...executives need authority to waive statutory and regulatory provisions in return for greater accountability for results." The President and the Governors agreed to "submit legislation to Congress...that would provide state and local recipients greater flexibility in the use of federal funds, in return for firm commitments to improved levels of education and skill training.")
- o There is an important federal role to promote national education equity by "...helping our poor children get off to a good start in school, giving disadvantaged and handicapped children extra help to assist them in their school years, ensuring accessibility to a college education, and preparing the workforce for jobs."
- o There is also an important federal role in promoting education improvement through "...research and development..., goodin information on the real performance of students, schools and states, and assistance in replicating successful (practices)...all across the United States."

EDUCATION AND LABOR NEWS



*Committee on Education and Labor
Republican Office
2174 Rayburn House Office Building
Washington, D.C. 20515*

*Telephone
(202) 225-6910*

*Fax
(202) 225-8078*

*Contact: Amy Swisher Lozupone (Committee)
Julie Williams (Rep. Bill Goodling)*

For Immediate Release: November 17, 1994

TRANSITION UPDATE FOR NOVEMBER 17, 1994

Congressman Bill Goodling

Statement

Good morning.

For those of you who don't know, I am Bill Goodling.

**Some have asked if I am ready to the lead this
Committee. Let me tell you, after having spent my career
as a leader in the field of education and fought the battles
on workplace policy issues, I am more than ready. And I
know exactly where I would like to go.**

Page Two

My goals for the Committee emphasize two overarching themes that are central to the Republican "Contract with America."

First, we must empower Americans through local decisions. People, not the federal government, should make the key decisions affecting their lives. This means driving decisions closest to the customer . . . letting employers and employees make decisions about what is best for them, not decisions made by government mandates and regulations. In terms of education policy, it means local control and putting confidence in parents, teachers, administrators, school boards and local officials to make the best decisions about how their children will be educated.

Page Three

Second, we must provide quality solutions. I fundamentally question whether what the federal government provides, across-the-board, is quality. In a practical sense, this means a comprehensive process of reviewing current government programs, laws and regulations. If they aren't working, either reform them, replace them or throw them out entirely.

If my Chairmanship is truly going to be about local decisions and quality solutions, old habits will have to be dramatically changed. That is why I suggest a comprehensive, systematic review of programs and laws within the Committee's jurisdiction.

Page Four

Reform legislation several of my Republicans colleagues and I introduced in the current Congress is a good example. Known as the CAREERS bill, the Comprehensive and Reformed Education, Employment and Retraining Systems Act, resulted from such a comprehensive, systematic review. The bill would streamline workforce preparation programs at the federal level through consolidation of similar programs, provide flexibility needed by states and local communities to build on existing successful programs and encourage change where such change is needed.

Further, I'd suggest that the "inside the Beltway" term "reauthorization" be stricken from the dictionary. It's an old approach that ensured programs continued

decade after decade. We shouldn't assume programs are going to continue year after year, but intensely examine them to make sure they are still needed and achieving their purpose.

Similarly, I would suggest adding sunsets to some programs, laws and regulations. By this I mean establishing a date certain by which the program, law or regulation will expire. This is a good way to insure that the programs are reviewed in the future.

While the Contract with America will be the Committee's first priority in January, soon after I would like to see the Committee holding comprehensive hearings on what exactly the federal government's role in education and workplace policy should be.

Page Six

For example, do the current spider web of statutes and regulations that govern the workplace serve the expansion of the economy needed to meet the world challenges of the future? I think there is a better approach than the heavy hand of the federal government imposing "one-size-fits-all" requirements on the workplace. We have to examine old assumptions which seemed to declare the federal government could fix every problem.

I look forward to working with the new Republican leadership in Congress, in both the House and Senate, as well as with Democrat colleagues in the House and on this Committee and in the Clinton Administration to find bipartisan answers to these questions.

###