

II. PREFACE

On June 15, 2000 President Clinton hosted the White House Strategy Session on Improving Hispanic Student Achievement. The Strategy Session, another step in the Administration's continued commitment to ensuring that Hispanics reach high academic standards, focused on developing effective strategies aligned to broad national goals identified by educators, advocates, and policy makers from across the country. As a result, the strategy session and this report have been organized around newly defined national goals for improving the educational achievement of Hispanic students. These include providing access to quality early childhood education, attaining English proficiency, closing the academic achievement gaps, increasing the rate of high school completion, and doubling the rate of postsecondary degree attainment. These goals focus on results and, in some areas, include indicators that provide a clear picture of the progress that must be made. In other areas, key indicators must be developed to effectively gauge progress and achievement. This report is intended to share the many recommendations made by conference participants that might also provide ideas to help galvanize stakeholders at all levels and in all sectors into action. [NOTE: Roy is working with OGC to develop a strongly worded disclaimer for and more language to explain the purpose and use of this document.]

III. EXECUTIVE SUMMARY

A brief overview of the conference, goals and deliverables based largely on the press paper with additional policy issues, analysis and conclusions. [NOTE: to be drafted.]

IV. BACKGROUND

Hispanics are the most rapidly growing population in the United States and are projected to increase to 1 in 6 US residents over the next twenty years. And with one-third of Latinos younger than 18 years old, they are increasing in their representation in schools across the country. Since the 1970's, the percentage of public school children who are Hispanic has jumped from 6 to 14%, and much higher in many regions of the country, many schools and districts are faced with new challenges. And these challenges are only expected to become greater as the percent of Hispanics in the K-12 population increases to 25 percent by 2025.

Unfortunately, while improvements have been made in Hispanic student achievement over the past decades, academic progress for Latinos has not kept pace with either the growth in the population or the requirements for success in a global economic market. In light of the dramatic population shifts and the potential for Latinos to play an integral role in increasing the productivity of the labor force, improving the education of Hispanic in the United States must become a national priority.

As described in the 1996 report "Nation on the Fault Line," a variety of factors—from inequity in school financing, school segregation and poverty, underrepresentation of Hispanics among school personnel, lack of multicultural training for school personnel, lack of bilingual and ESL programs, to difficulties in accurately assessing student progress--affect the educational achievement of Hispanics.

Beginning from early childhood, Hispanic children are significantly more likely to be at risk of educational failure than their non-Hispanic peers. Thirty-nine percent of Hispanic children live in families with an income below the poverty line, a rate more than twice as high as that of white children. In addition, despite increased access to Head Start programs, Hispanic children begin elementary school with less preschool experience than either black or white children.

In school, Hispanics continue to be plagued by low expectations and limited support for success. For example, Hispanic students tend to be concentrated in central cities and racially isolated, high-poverty schools with larger classes and fewer qualified teachers. In addition, while more than 2 million Hispanic students have limited English proficiency, between 10-20 percent of limited English proficient students receive neither ESL nor bilingual education to help ensure students learn English. Academic achievement gaps between Hispanic and white students appear at all grade levels and across most academic subjects and over 80% of Hispanics are not introduced to college "gateway" classes such as algebra and geometry by the eighth grade. As a result, the high school completion rate for Latinos has not changed substantially in the past

several years, and the dropout rate for Hispanics remains unacceptably high. In addition, Hispanic enrollment and completion in college lags behind most other groups.

These educational achievement gaps are especially troubling in a labor market in which the economic rewards of education are large and increasing. Evidence suggests that demand has increased for workers who bring strong problem-solving ability and technical skills to the workplace and the economic rewards of education are much the same for Hispanics as for non-Hispanics. Those who fall behind in educational achievement will also lag in terms of participation in an active citizenry and economic success in the new economy.

As described in the recent report by the President's Council of Economic Advisers, "the gap in educational achievement between Hispanics and their peers is a matter of critical importance for Hispanic young people themselves and also to society more generally." As a result, our efforts must be both ambitious and all-inclusive, bringing together the commitment, expertise, and resources from across public and private partners and in every community.

V. CLINTON-GORE COMMITMENT (STRATEGY SESSION BACKGROUND)

Beginning with the 1994 reauthorization of the Elementary and Secondary Education Act and the Goals 2000: Educate America Act, improving educational opportunities and outcomes for all Americans has been a cornerstone of President Clinton's Administration. This commitment has helped to provide students with the educational opportunities they need to reach high standards, enhance the quality of teaching, make college more affordable for all Americans, and support lifelong learning opportunities. Despite these gains, significant gaps exist in educational access and achievement between Hispanic students and their peers.

In 1994, President Clinton signed Executive Order 12900, establishing the White House Initiative on Educational Excellence for Hispanic Americans, establishing a Presidential Advisory Commission, and affirming the Administration's commitment to improving Hispanic achievement to the same high expectations as all other children. The next year, the Department of Education established the Hispanic Drop-out Project which charged an advisory team to identify barrier and propose recommendations to reduce the Hispanic drop-out rate. The Project's final report, *No More Excuses*, was released in 1998 and served as a foundation for the historic Hispanic Education Action Plan (HEAP). Announced by Vice President Gore in February 1998, HEAP budget proposal identified key federal programs for improving Hispanic education to be targeted for increases in the President's FY1999 budget request.

President Clinton and Vice President Gore successfully garnered increased support for these programs in both FY1999 and FY2000; additional HEAP funds have been requested for FY2001.

In addition, to further address the needs in Hispanic education, the First Lady hosted a White House Convening on Hispanic Children and Youth in the fall of 1999. The forum of over 200 community leaders and foundation and private sector representatives emphasized the importance of ensuring that every child meets his or her full potential. Participants joined federal agency personnel in identifying pathways to achievement for Latino youth and the risk factors that impede that progress. The First Lady's convening also highlighted promising efforts across the country and examined ways to foster support for new and innovative programs.

Continuing in its commitment to Hispanic educational excellence, in the Spring of 2000, the White House--with the support and guidance of the President's Advisory Commission on Educational Excellence for Hispanic Americans, members of the Congressional Hispanic Caucus, Latino community-based organizations, Hispanic-Serving Institutions, corporate and foundation

representatives, and educators from throughout the nation--began development of a series of national goals for the education of Hispanics. These goals, developed over several months, identified benchmarks to measure progress toward closing the educational achievement gaps for Hispanic students within the next 10 years. The goals also served as a foundation for the June 15th White House Strategy Session on Improving Hispanic Student Achievement.

The Strategy Session brought together education researchers and advocates, policy makers, community leaders, educators, and corporate and foundation leaders in recognition of the unique potential that Hispanic students have to positively affect the economic and cultural future of the United States, and the need to develop promising solutions to ensure success.

VI. GOALS

As many conference participants affirmed, ensuring the promise of Hispanic students must begin with high expectations for achievement, clear goals for what must be accomplished, and specific benchmarks to measure progress. [NOTE: need more here].

Goal 1: Ensure that Hispanic American children have access to high quality early childhood education and development programs and enter school prepared to succeed by increasing the Hispanic participation rate to the national participation rate in high quality programs by 2010.

(CONTEXT/IMPORTANCE and DATA/RESEARCH)

Research has shown that access to high quality early childhood education is an important predictor of later success. Early learning programs help ensure that from language development, early reading, and socialization, children are provided the foundation necessary for lifelong learning. Access to such programs is of even greater concern to Hispanics, 10 percent of who are under age 5 (making up more than 15 percent the age group in the US). However, Hispanic children under age 5 are less likely than others to be enrolled in early childhood education programs. In 1998, for example, only 20 percent of Hispanic 3 year-olds were enrolled in early childhood education programs, compared to 42 percent of white and 44 percent of blacks (Bureau of the Census, CPS Report, No. P20-521, Table-2).

Providing a good start for Hispanic children requires focus on 1) access, 2) quality, and 3) family literacy. After all, there are considerable challenges. Hispanic children are less likely to attend any type of preschool program and the programs they do attend tend to be of lesser quality. The available research on program features indicates that maintenance and development of primary language and support of home culture are critical for high-quality programs that serve Hispanic children. In addition, the quality of teacher preparation and on-going teacher training, as well as limited access to quality research present further challenges to improving early childhood education. Improving instruction is further complicated by an increasing need for bilingual educators and difficulty in attracting, maintaining qualified staff. Successful early childhood programs require support from expert personnel--staff who value and respect the culture of the children served, have the ability to effectively communicate with children and families whose native language is not English, and understand the principles of language development and can help children build on their current literacy skills.

Since the late 1960's, and largely tied to increases in the number of women in the workforce, there has been a dramatic increase in the availability of preschool programs. Despite this, Hispanic children are consistently less likely to be enrolled in center-based early childhood care. This gap is often explained by the perception that Hispanic families prefer to care for their children at home, by family members. Additionally, because Hispanic families are at greater risk of living in poverty, many parents can not afford to send their children to outside programs.

In 1997, 67.9% of the Hispanic population 16 years old and over were in the civilian labor force, slightly more than for whites or blacks. In contrast though, the rates of high school and college completion are lower for Hispanics than for other groups, translating to a higher proportion of Latinos in low wage jobs, often working untraditional work schedules earning lower median family incomes. In addition though, Hispanic females are slightly less likely to work outside the home than either black or white females. Because Hispanic parents often work different hours, tend to care for their children at home, and often have different cultural values tied to their relationships with schools and outside organizations, reaching out to parents requires a variety of strategies, and not necessarily those that have been successful for other groups.

In addition, successful interventions value the tendency of Hispanic families to be close-knit as asset, rather than obstacle in improving early learning and Hispanic student achievement. Reading and telling stories to young children promotes language acquisition and correlates with later literacy development and overall school success. Storytelling has always been a core element of the Hispanic culture, where literature—including poetry and theatre is highly valued. However current conditions, including the limited educational achievement of parents, high rates of poverty, and increasing language barriers often lead to a disconnect ion between the exploration of books and young Latino children. Non-Hispanic children are more likely to be read to aloud every day (64%) than non-Hispanic black children (44%) or Hispanic children (39%) (Need better data, more complete research). Unfortunately, current literacy campaigns often rely on outreach strategies that are better suited to other ethnic or socio-economic groups and may not reach Hispanics. For example, Prescription for Reading, which has been very successful in distributing books through pediatricians and hospitals, may not be reaching the many Latino children who, because they are largely uninsured, may not have access to health care and therefore do not have access to free books.

Over the last few years, the Hispanic population has increased dramatically in communities across the country--from Arkansas and Georgia to Massachusetts and North Carolina--with little expertise or resources for serving Hispanic students and their families. For example, in the last five years, the Hispanic population has increased from less than 10 percent to nearly 60 percent in the

small community of Rossville, GA. Meeting the demands of these changing demographics requires thinking and acting proactively.

(CLINTON-GORE/FEDERAL ROLE)

While access to childcare is limited for all children – current child care funding only supports 10 percent of eligible children, the Clinton Administration has worked hard to include more Hispanic children in Head Start . As a result, enrollment has increased by nearly 60,000 during this Administration, with the program now reaching approximately 230,000 Hispanic children. Despite these increases, however, Hispanic children remain under-represented, comprising less than 25 percent of Head Start enrollment compared to nearly 30 percent of all low-income preschool children in the Nation (HHS, February 2000). [Add something about Even Start.]

(STRATEGIES)

As Horowitz has discovered, to be successful efforts to improve Hispanic education must reach Latino children in the early years, and must reach them where they are – i.e. through family-based child care rather than waiting until more Latino children are enrolled in center-based care. Similarly, parents need help becoming partners in learning through family literacy.

Expanding Outreach Strategies and Encouraging Parental Involvement.

- Use non-education organizations such as hospitals, faith-based organizations, health clinics, employment offices, community agencies, and libraries to build relationships with Latino families. In fact, as the (need name of project) discovered, even grocery stores can prove effective locations for connecting with parents and providing them with tools to improve the quality of parent-child interactions in the early years.
- Include intergenerational approaches that involve grandparents, parents and siblings in children's development.
- Encourage current programs such as Head Start and Even Start to increase outreach to Hispanics and help provide resources—from teaching tools to children's books--through home visits.
- Efforts, whether face-to-face with new or expectant mothers or through public service announcements run by the Spanish-language media should underscore the value of early childhood education and provide information on how to both work with young children and gain access to additional resources, including childcare subsidies, tax relief, and childcare or pre-K programs.

Increasing access to early childhood education programs.

- Encourage partnerships between states, local governments, and employers that support early childhood education opportunities.
- Increase state and federal investments in early childhood education, including Head Start and the Child Care and Development Block Grant. In addition, there is a need to consider options for ensuring that both Head Start and the

federal child care subsidies are targeted to Hispanic families and that they are aware of these opportunities.

- Expand the role of libraries. Because public libraries are free and available to all citizens from birth, are situated in nearly every community, and have traditionally worked in partnership with other community agencies, they are uniquely suited to provide quality early childhood educational experiences to underserved populations.

Born to Read, a program developed by the Association for Library Service to Children, a division of the American Library Association, has grown from its inception to over 500 sites nationally. Working in partnership with other child serving agencies, library sponsored Born to Read programs prepare expectant and new parents to be their child's first teacher, by providing them with necessary skills and materials, and by teaching them the importance of reading aloud to and sharing language and literacy experiences with their children.

Improving the quality of early education programs.

- Examine community needs and resources, including improving data collection and investing in research focused on serving Hispanic children and families.
- Because ensuring that children reach high academic standards in elementary and secondary schools means providing children a strong start before they reach elementary schools, early childhood programs should also be teaching to challenging performance standards for pre-k children. For example, Head Start has recently developed draft standards that... (I never hold here.)
- Recruit and support early childhood educators who are bilingual and bicultural. In addition, these educators need quality materials and curriculum in both English and Spanish. Continuing investments need to be made in professional development for early childhood educators

Goal2: Respecting the importance of multi-lingualism, age-specific learning needs, research-based instructional approaches, and the variety of developmental levels at which limited English proficient (LEP) children enter school, by 2010 all states and school districts will provide appropriate language instruction to ensure that all students graduate from high school having demonstrated proficiency in English.

(CONTEXT/IMPORTANCE)

The effects of an education that fails to teach students English quickly and well are clear. Nationally, 40 percent of students who have difficulty speaking English never complete high school. A 1998 study of Hispanics in Florida found that "a positive correlation between English proficiency and socioeconomic status suggests that ability to speak English provides an advantage in the labor force that translates into higher incomes, lower poverty rates, higher educational achievement levels, and employment in higher-paying occupations." The same study found that "...there is a clear inverse relationship between Hispanic poverty rates and English proficiency in Florida. The percentages indicate a consistent pattern for poverty rates to decline as English speaking abilities increase. Those who speak English "very well" have the lowest poverty rate and those who do not speak any English have the highest poverty rate." [Need more data here on college attendance/completion and economic impact]

At the same time, Miami-Dade County mayor Alex Penelas wrote, "...as we consider the language learning needs of the state, we also recognize the important contributions and potential economic opportunities that proficiency in other languages brings. The business community is demanding that employees be fully proficient and literate in English. However, the business community also realizes that being able to communicate effectively in English is not enough. Employers are also seeking employees who are literate in languages in addition to English." As global markets become increasingly available to all, language becomes increasingly important in the international arena. Knowledge of a second language is power and the second language inherent to LEP students is a valuable asset that will benefit them and their community throughout their lives. Better employment opportunities in this country and overseas are available for individuals who are fluent in English and another language. Research indicates that "Hispanics who speak English "very well" and who also speak Spanish tend to have higher incomes than Hispanics that know only English or that know only Spanish. Hispanics who speak English "very well" and who also speak Spanish have annual median and mean incomes that are about \$2,000 higher than Hispanics who "speak only English." "We must find ways to prepare the more

racially and culturally diverse pool of young people who will be flowing into jobs and operating businesses in the twenty-first century." -- Alan Greenspan, Chairman of the Federal Reserve Board, quoted by Irasenia Garza. [Need more here on economic value of multilingualism.] (Can we add a Riley quote on the value of two languages?)

(DATA/RESEARCH)

Generations of immigrants have come to the United States to find the American dream, and access to a high-quality education has long been critical to attaining that dream. Although most immigrants arrive with limited English proficiency, they often overcome language, cultural and economic barriers to succeed prosper and contribute to our great nation. Closing the achievement gap between Hispanic students and their non-Hispanic peers requires a serious commitment to ensure that all children become proficient in English quickly, while also reaching high standards in all core academic subjects. Limited English proficient (LEP) is the legal term for students who were not born in the U.S. or whose native language is not English, and who cannot participate effectively in the regular curriculum because they have difficulty speaking, understanding, reading, and writing English. Nationwide, there are more than 3.4 million—and perhaps as many as 7 million—limited English proficient students, and the number of LEP students has nearly doubled in less than a decade. LEP students comprise between seven–fifteen percent of all students, about one in four public school students in California, Alaska and New Mexico, and about one in eight students in Texas, Arizona and Florida. Over 75% of all limited English proficient students attend high poverty schools. Although about 1.3 million students are in state and local bilingual programs, too many identified LEP students are not served through any special program.

Title VII, the federal bilingual education program under the Elementary and Secondary Education Act, serves over 900,000 limited English proficient students (I think the budget rationale has this number as higher, but I don't have a copy here...can someone check?) but the demand for teachers to serve LEP students far outstrips the supply. Only 2.5% of teachers are certified to teach bilingual education or ESL, and a report by the GAO found that many school districts with high concentrations of LEP students were not adequately providing bilingual services. Hispanic students are by far the largest population of LEP students nationwide; the five most common language groups for limited English proficient students, making up more than 72% of all LEP students. One key obstacle to note when focusing on the success of limited English proficient students is the lack of good data and indicators to track their progress at the national level. (The U.S. Department of Education is working to address this deficiency by developing appropriate indicators and instituting relevant data collection processes [NOTE: Unless we get more on the how, I don't think we should include this here; it only raises more questions.]

(CLINTON-CORE/FEDERAL ROLE)

Although the importance of mastering English is clear, choosing the best strategy for the students and school to be served, and having the appropriate resources to effectively implement it is not always as easy. While the research is limited, there are successful examples of programs that help ensure English proficiency and achievement to high academic standards across the country. These include a variety of strategies, including bilingual education programs which use the native language to help teach content while also providing English instruction, dual-language programs, English as a Second Language (ESL) programs, English-immersion programs and other instructional methods that are helping children reach high academic standards while becoming proficient in English. President Clinton and Vice President Gore have consistently supported increases in funding for bilingual education programs, teacher recruitment and teacher quality initiatives, smaller classes in the early grades to help kids learn to read, after school and summer school programs and other investments that support LEP children's learning. New provisions in the 1994 Elementary and Secondary Education Act reauthorization reinforce professional development programs, increase attention to language maintenance and foreign language instruction, improve research and evaluation at state and local level, supply additional funds for immigrant education, and allow participation of some private school students. Recognizing that our nation can only grow stronger if all our children grow up learning two languages, Secretary of Education Richard Riley is championing a movement to ensure every child learns English plus another language.

Finally, the U.S. Department of Education's Office of Bilingual Education and Minority Languages Affairs helps school districts meet their responsibility to provide equal education opportunity to limited English proficient children. Bilingual education programs use the native-language to provide academic instruction in the content areas, while using ESL strategies to teach English. This is designed to enable limited English proficient (LEP) students to make a transition to all-English instruction, without losing ground in core academic subjects. Bilingual programs should emphasize the development of English-language skills as well as academic achievement, grade promotion and graduation requirements. These programs may not be appropriate for all schools or students, depending on the number of students speaking the same language, and the number of bilingual teachers available. The critical factor is for a community to identify which programs work for its students, and put in place the resources and accountability necessary to ensure a high-quality program.

[NOTE: Put a section defining some key terms in a dialogue box -- English as a second language (ESL) or English for Speakers of Other Languages (ESOL): English as a Second Language (ESL) is an educational approach in which limited-English proficient students are instructed in the use of the English language. Their instruction is based on a special curriculum that typically involves little or no use of the native language and is usually taught during specific school periods. For the rest of the school day, students may be placed in mainstream classrooms, an immersion program, or a bilingual program. Bilingual education is the use of two languages for instruction, English and native language. Bilingual education programs use the native-language to provide academic instruction in the content areas, while using ESL strategies to teach English. This is designed to enable LEP students to make a transition to all-English instruction, without losing ground in core academic subjects. Dual language program: Also known as two-way or developmental, these bilingual programs allow students to develop language proficiency in two languages by receiving instruction in English and another language in a classroom that is usually comprised of half native English speakers and half native speakers of the other language. EFL: English as a Foreign Language (EFL) refers to situations where English is taught to persons living in countries where English is not the medium of instruction in the schools, where English is taught as a subject, and where exposure to English is typically limited to the classroom setting (e.g., English in Japan. English Plus: A movement based on the belief that all U.S. residents should have the opportunity to become proficient in English plus one or more other languages. Immersion: a general term for teaching approaches for limited-English proficient involve using a student's native language)

(STRATEGIES) Outcomes of the White House Strategy Session

The White House Strategy Session brought together professionals from many arenas to identify critical issues to address and strategies to undertake in order to ensure all our children graduate from high school able to speak, read and write English at a high level. Led by Congressman Joe Baca (D-PT), participants in the Goal 2 breakout session drew on their personal and professional experiences to outline an action agenda for policymakers, parents, educators and activists at all levels. The group discussed the importance of language and communication in promoting self-esteem, confidence, motivation and a positive attitude toward education, as well as the importance of expectations in fostering student success. The group also recognized that, while the economic and cultural advantages of speaking English are paramount in the United States, speaking more than one language is an additional advantage to be celebrated and promoted. Although there is ongoing disagreement over the best way to reach the goal of English proficiency for all our children, the group agreed that this is an important goal that we must all work together to achieve. As one participant

noted, "The prime responsibility is to teach children regardless of their background," and the following are some ways to do that:

Ensuring Appropriate Resources and Services for LEP Students

As we implement a system that sets high standards for all children, and includes consequences both for students and for schools that do not help students reach those standards, it becomes increasingly important to provide appropriate resources to help all children succeed. The following strategies describe ways to deploy those resources:

- Develop and implement effective programs to ensure a thorough education for students who enter U.S. schools in the later grades with limited English proficiency;
- Disseminate effective, research-based practices for educating LEP students to achieve proficiency in English and other core academic subjects;
- Offer more supports to address limited English proficiency, illiteracy and prolonged reading difficulties in older students, including extended learning time in after school, summer school, extended day and extended year programs;
- Develop good standards and assessments that are aligned with curricula to determine language ability, inform teaching and cultivate accountability;
- Ensure that schools are offering sufficiently intensive English language services to LEP students and that students are reaching high levels of English literacy;
- Look for non-traditional funding sources such as corporations or foundations to support English proficiency and literacy programs;
- Use "back to basics" strategies such as phonics and strict discipline;
- Fund research to determine and define how children process the transfer of languages from one to another;
- Replicate research-based, "rigid" [NOTE: Need another word here, this was one used in session] reform programs (such as Success For All) that have been proven to help all children learn;
- Establish clear goals and outcome measures for educational programs such as ensuring children are bilingual, ensuring children are biliterate, or ensuring children learn English as quickly as possible;
- Support students who come to school with enough English to be disqualified from ESL but still are not proficient in English and are likely to struggle academically;
- Support the development and dissemination of software and other technology that can help LEP students master English;

The Importance of Good Teachers

Every parent knows what research confirms, a good teacher can make all the difference in a child's success. Unfortunately, many teachers are not prepared to address the special needs of LEP students, leaving students, parents and

teachers frustrated. Efforts to tackle this issue could focus on the following strategies:

- Foster the expectation that children entering our public schools at any time are capable of learning to high academic standards, and the understanding that it is the responsibility of educators to ensure they are offered the opportunity to do so;
- Work with schools of education to ensure all new teachers are trained in effective, research-based approaches to teach LEP students English, while also ensuring progress in other academic areas;
- Train teachers to support language acquisition;
- Ensure relevant and standards-based professional development is available to all teachers, especially those in geographic areas with growing populations of LEP students;
- Provide more analysis and feedback to help teachers adjust their teaching to better serve LEP students;
- Increase federal, state and nonprofit investment in the recruitment and training of teachers with bilingual ability;
- Encourage talented, Hispanic mid-career professionals to use alternative routes to certification to become teachers;
- Pair bilingual and regular teachers together to "team-teach" in classrooms with LEP students;
- Encourage more Hispanics to serve as English tutors and mentors for LEP students;
- Train teachers not to label students as "slow" or "learning disabled" because they lack English language skills;
- Train educators to differentiate age and learning capabilities;
- Give teachers more time and incentive to interact with the community with home-visit programs, community "back to school days," and more frequent parent-teacher meetings;

Involving the Community

Ensuring that all children graduate from our high schools with a diploma they can read and skills to succeed in college and good jobs benefits all Americans.

Working together in partnerships and including the community in the education of its children are key to reaching this goal.

- Include teachers, parents and students in the learning process by creating more opportunities for teacher/parent/student interaction;
- The entire community must have high expectations for LEP children, and the conviction that every child can learn;
- Parents and educators must cooperate in promoting good behavior and strong discipline;
- Promote teamwork and cooperation among teachers, principals, and parents;
- All students should be held to the same standard but we must be willing to try new and innovative ways to reach students;

- Encourage businesses, community based organizations, schools and governments to offer more English as a Second Language (ESL) courses in the after school and evening hours for students and their families;
- Inform parents and other of the importance of reading to children in any language;
- Recruit senior citizens who are proficient in English to mentor and read to LEP children;
- Tap into the corporate need for bilingual employees by having them support English proficiency tutoring for children and adults;
- Adapt successful corporate training strategies to help students become proficient in English;
- Encourage principals to spend at least 50 percent of their time in the classroom, observing teachers methods and students difficulties;
- Offer more and better adult English language proficiency programs to parents of LEP children to help English carry over into students' homes;
- Legislators and policymakers should use objective and thorough research to make policy decisions regarding LEP children;
- Foster community spirit and cohesion among advocates for LEP children;
- Public and private schools should work together to address this issue.

Promoting the Advantages of Bilingualism

[NOTE: Insert sentence here.]

- Encourage all students to become proficient in both English and a second language;
- Promote the development of effective dual immersion programs;
- Help students and educators appreciate the value of multilingualism with information campaigns and professional development;
- Recruit and train more foreign language teachers to offer more children the opportunity to become bilingual;
- Help LEP students to maintain their Spanish language skills while learning English;
- Set an equity agenda that all students need to learn English proficiency; all students should learn two languages; and education should support "native" language mastery;

[NOTE: I think that Coral Way elementary would be a great "best practices" piece to include in this section] Mrs. Migdania Vega - Coral Way Elementary School is bicultural as well as bilingual. Bilingual and Bicultural = global approach to learning. Sixty percent of the children are English speaking and the other 40% Spanish speaking; 86% of students for the year 2000 were proficient in English. Children who complete the curriculum are both bilingual and bicultural.]

Goal 3: Provide a high quality education with appropriate resources and support to ensure equal opportunity for all students in order to eliminate the achievement gap between Hispanic students and other students on appropriate state assessments and other indicators by 2010.

(CONTEXT/IMPORTANCE)

Over the last eight years, considerable progress has been made in setting high expectations for what every child should know and be able to do. Today, schools in every state have developed content standards and states are developing accountability systems aligned to those standards. Despite this progress though, Hispanic students tend to score significantly lower than their white peers on both national and state measures of progress.

The “achievement gap” refers to a variety of indicators and discrepancies in education. Indicators can range from access to computers in the classroom to test scores and can be measured in a variety of ways, from national test (NAEP and SAT) and state assessments to collections of indicators like AP exams taken, access to technology, retention in grade, etc. Whatever the indicator though, as access to and use of technology continues to expand and the economy is increasingly driven by information, knowledge, and high skills, such disparities in educational performance serve as a serious threat to both the students left behind and to the economic well-being of the nation as a whole. As a result, strategies for narrowing this achievement gap must be both ongoing and comprehensive, and they must be tied to high expectations.

As described in the White House strategy session, closing the achievement gap begins with a focus on improving access to and quality of early childhood education and opportunity since it sets the tone for later successes, but it is only one of many improvements that need to be made. Conference participants expanded this list to include support to enable educators to do what they know is necessary, but what they are often unable to do because of limited resources.

Essential to meeting the challenges of teaching though, is the elimination of what one participant called the “less than” thinking; if we expect less that is exactly what we get. Teachers need to enter the classroom with the expectation that every child in has the ability and potential to learn.

(DATA/RESEARCH)

In general, the emphasis on standards-based educational reform has placed a dual emphasis on equity and excellence, evidence of which includes increases in SAT scores, NAEP scores, and the number of students taking AP exams. The gap still remains great – with just 39% of Hispanic 8th graders scoring at or above

the basic level of the NAEP math test compared to 62% of all 8th graders – but there is encouraging news that supports the value of targeted attention to Hispanic students. Hispanic students have been making gains at a greater rate than students as a whole since 1992: on the 8th grade NAEP math test, for example, the percentage gain for Hispanic students was more than double the average gain for all students.

To further accelerate the narrowing of the achievement gap, however, action is necessary on a multiplicity of factors. For instance, despite the important role that positive role models can play in the social and educational development of children, today's teaching force does not accurately represent the students it serves. Of the estimated 3 million public school teachers, only about 4.2% are Hispanic; this is of particular concern to the Hispanic community which already lags behind other populations in adults who have completed high school, college, and advanced degrees.

In addition, few teachers have the skills necessary to help their students master challenging content, and they are particularly challenged by the need to effectively integrate technology in their lessons. Fewer than one in five teachers reports feeling prepared to teach culturally and linguistically diverse students, this despite the fact that more than half of all teachers has a student with limited English proficiency in his classroom and 14% of students are Hispanic. Teacher education programs need to do more to prepare new teachers for the challenges of non-diverse classrooms and teaching rigorous content. Partnerships between institutions of higher education and school districts could be very productive in preparing our teachers to be well prepared for the classroom.

Similarly, more teachers need to be trained to serve the growing number of students with limited English proficiency. Currently, fewer than 2.5% of all teachers have credentials to provide instruction in either English as a second language or bilingual education.

Latino students now experience more isolation from whites and more concentration in high-poverty schools than any other group of students. In 1998, close to 50% of Hispanics in public education attended urban schools. In 1996, the average scores in NAEP of Hispanic students age 17 were well below that of their white peers in math, reading and science. [NCIES, The Condition of Education 1998, Indicator 16]

(CLINTON/GORE FEDERAL ROLE)

President Clinton and Vice President Gore have worked tirelessly to end the era of low expectations for some students and some public schools. In 1993, the Clinton-Gore Administration proposed and fought for legislation requiring states to establish rigorous standards for what children should learn, institute regular tests to measure progress, and provide accountability for results. This legislation (the Goals 2000 Act and the 1994 reauthorization of the Elementary and

Secondary Education Act) ensured that states held disadvantaged students to the same high standards established for all students. Nearly all fifty states now have these results-driven systems in place, and while a considerable achievement gap still remains between Hispanic students and their peers, under the standards-based reforms of this Administration, Hispanic students have been narrowing the gap at a greater rate.

In addition to the strengthened accountability, a number of other key Administration initiatives have played a role in increasing the educational achievement of Hispanic students, including: increased access to and use of educational technology; smaller class sizes to allow greater attention and improve the learning environment; and extended learning opportunities before and after school, on weekends and during the summer to focus on academics as well as community building.

(STRATEGIES)

[load intro here]

The Importance of Rigorous Curriculum and Awareness

Ensuring that all students are aware of preparation requirements for college, and that they receive opportunities to understand the importance of both a high school diploma and post-secondary education is an important factor in closing the achievement gap.

- Preparing students to take the necessary coursework that is required for entry to most colleges and universities. Students and their families need more practical information regarding the systems, paperwork, etc. that parents must navigate in order to successfully get through the application process. (What can be said here that won't be repeated later?)
- Recognizing differences between boys and girls. Gender dynamics have helped many female students but not male students. Because of close monitoring, Hispanic females tend to develop good study habits, disciplined time schedules, etc. Their male counterparts have more freedom and are less supervised. They are out with their friends and don't seem to experience the same academic success.
- Incorporate Latino culture into classroom learning.
- University prep program content inadequate
- No specific structure. Lack of data collection. Lack of follow-up. Schools (undergraduate) not being trained in this in this field. Unaware of what resiliency factors and core competencies are. Formalizing principles into school curriculum.

The Need for Hispanic Teachers and Teachers With Adequate Training

- Too few teachers—including bilingual educators--trained to meet the needs of linguistically and culturally diverse students, and a disproportionate number of unqualified teachers serving students who most need expert support.

- More attention needs to be paid to recruiting and retaining qualified teachers. If schools are serious about high standards for Hispanic students, then they must also insist on high standards for those that provide them instruction. Poor and minority students, including Hispanics, are more likely to be in classrooms with unqualified teachers, those without an initial license or who are teaching out-of-field in subjects for which they lack training. This is particularly true in central cities and high-poverty school districts, where Latino students are concentrated. Much more needs to be done to ensure that students with the greatest educational needs are provided teachers with the greatest expertise to serve them.
- Teachers need support and mentoring in the early years, when too many leave the profession, and throughout their careers through ongoing professional development and learning opportunities
- Improved teacher training and content knowledge.

Involving Parents and the Community

- **Increasing Parental Involvement.** As described in a 1998 National Council of La Raza report, "Hispanic parents face extraordinary obstacles to participating more effectively in their children's education, including their own low levels of educational attainment, high poverty rates, language and literacy barriers, and an often indifferent or hostile educational system." But the majority of Hispanic families overcome these barriers, as well as memories of their own negative school experiences and the challenges of maneuvering through complicated paperwork processes. From enrolling their children in school to providing permission for field trips and participation in extracurricular activities, the maze of school policies, forms, and procedures can be confusing. As a result, schools and teachers need to do a better job of making the school system easier to navigate for parents and students. Some districts are successfully making use of peer mentors for parents and students, taking students from a few grades ahead and encouraging them to tell their stories to younger students who may then follow in their footsteps and sharing experiences among parents.
- **Connect the desire for a better life on immigrants part to greater achievement.** [NOTE: We need to be careful about the assumptions we make here.]
- **Identify and support role models** (students 4 grades ahead from school and middle school).
- **Home visits, bilingual staff, paying for childcare and transportation, explain physical changes in youth and increased need for parental guidance.**
- **CBO's involvement.** Training for all school personnel and parents on core competencies and principles.

GOAL 4: Increase the High School Completion Rate to 90 percent by 2010.

(CONTEXT/IMPORTANCE)

Over the last half century, the importance of a high school diploma has changed markedly. While the achievement of a high school diploma or equivalent potential once opened the door to a promising career pathway, that reality no longer exists. In today's workforce and economy, obtaining a high school diploma or equivalent is a critical gateway to the further education needed for individuals to compete and create opportunity.

Indeed, for today's economy, dropping out of high school is a passport to a low-wage future. Over the last twenty years, a large gap has opened between those with education beyond high school and those with less education. For those who fail to complete their high school education, opportunities in the workforce diminish greatly and access to high wage jobs is virtually shut off.

(DATA/RESEARCH) High School Completion Rates Have Not Kept Pace with increasing importance of Education

The United States made impressive gains in increasing the high school completion rate from the 1950s to the 1970s. However, despite the increasing importance of a high school education over the last half-century, the rate at which Americans complete high school has not changed dramatically. Between 1972 and 1985, the proportion of 18-24 year-olds not in high school who had obtained a diploma or equivalent credential climbed under 3% from 82.8% to 85.4%. From 1985 through 1998 (the most recent data), the rate has stayed flat, fluctuating around 85 to 86%, with a present rate of 85%.

Both White and Black students have made positive gains over the past quarter-century in rates of high school completion. The share of 18-24 year-old White students completing high school stands at 90%, having increased from 86% in the early 1970s. Black students have also posted significant gains, with rates rising throughout the 1970s and 1980s. The rate has remained steady in the 1990s, with 81.4% of 18-24 year-old Blacks having completed high school in 1998.

The story for Hispanic students is a different one. In 1998, 62.8% of 18-24 year-old Latinos had completed high school. Unlike the completion rates of their White and Black counterparts, completion rates for Hispanic students have fluctuated over the past 25 years, with no clear trend in either direction. Moreover, the 1998

figure is approximately where rates were in the mid-1980s and represents a 6% decline since 1997.

The dropout rate paints an equally disparate picture. During the 1997-98 school year, Hispanic students aged 16 through 24 year-olds, while 7.7% of non-Hispanic Whites and 13.8% of non-Hispanic Blacks are not in school and have not earned a high school credential (the "status" dropout rate), the rate for Hispanic students is 29.5%.

Many experts correctly point out that the Hispanic dropout rate is a complex story. While first generation Latino youth aged 16 through 24 with both parents also born in the US have a dropout rate of 15%, Hispanic youth born outside the United States reflect a 39% drop-out rate. However, the fact remains that the lowest dropout rate for Hispanic youth (that of US born with US born parents) is still twice that of their non-Hispanic White peers and greater still than the rate for non-Hispanic Blacks.

The low high school completion rate of Hispanic Americans is reaching crisis proportions. With relatively low rates of the nation's fastest growing student population group completing high school, it is not just individual opportunity that will be put in jeopardy—it is the national economy. Stakeholders at all levels must come together to develop and implement strategies to achieve the important national goal of having at least 90% of Hispanic students graduating from high school by the year 2010.

(CLINTON-GORE/FEDERAL ROLE)

The Clinton-Gore Administration is committed to help build a foundation for school success by increasing access for Hispanic students to Head Start and other early childhood education opportunities, Title I, challenging coursework, smaller classes and learning communities and after-school programs and other extended learning opportunities. All of these programs have been shown to bolster literacy and research shows that reading difficulties are a key indicator for dropping out of school. The federal government is also committed to expanding access for Hispanics to mentoring and college access programs such as the GEAR-UP and TRIO programs. In addition, through a focus on smaller schools, charter schools, and reforming the American high school, the federal government will ensure that there are high quality options available to meet the varying needs of adolescent students. Finally, the Clinton-Gore Administration is committed to ensuring states hold all students to high standards and that schools and districts are held accountable for helping students to meet them.

Key Issues and Strategies Identified by Strategy Session Participants

(STRATEGIES)

Participants in the Strategy Session's breakout on high school completion, led by Secretary of the Army Luis Caldera, discussed key challenges, barriers, strategies and resources for constructing a comprehensive strategy. In that

conversation, participants discussed the challenges of access to preschool; the lack of cultural and social capital; the inequality of resources in many neighborhoods and school systems populated by Hispanics; low expectations from teachers and administrators; low aspirations by Latino students; poor counseling; and less than rigorous curricular options. In response to these challenges, participants identified the following as critical strategies for a comprehensive focus on increasing the high school completion rate of Hispanic students to 90% by the year 2010.

Partnerships and Community Support

Partnerships among schools, the private sector, government, colleges and universities, nonprofits, and foundations are critical to providing needed services, tapping existing expertise, and leveraging resources. Specific partnership strategies offered:

- Encourage business and community based organizations to establish mentoring, tutoring and internship programs for high school students
- Create private sector internship and apprenticeship partnerships that connect students to jobs during their high school years.
- Construct higher education partnerships that focus on bilingual students and provide information and access to post-secondary opportunities.

Curricular Reform

Hispanic high school students need access to high-quality and challenging curriculum and instruction in order to demonstrate that high school and learning matter and to prepare them for post-secondary educational and/or workforce opportunities. Participants discussed the following specific curricular reforms:

- Ensure all students have access to challenging coursework, including Advanced Placement courses and honors courses.
- Develop programs tailored to students who enter U.S. high schools with limited English proficiency.
- Invest in programs that combine rigorous academic standards with workforce-relevant applications and professional experience.
- Offer more opportunities for individualized instruction throughout the high school years.
- Ensure that curriculum, learning expectations, and assessments are aligned.

Reforming the High School

School Based and Systemic Reforms. Students need a learning climate conducive to keeping them in school and completing high school. The current structure of the American high school is often antithetical to the individualized needs of many Hispanic students. The following are school-based reform strategies advocated in the breakout session:

- Reduce class sizes and provide small-school settings (small schools or schools within schools) to foster connections and ensure a greater degree of individual attention.

- Provide more college counselors and curriculum advisors that reach out to Hispanic students.
- Assign every student to a school staff member for a weekly "focus session" to track progress
- Support and develop high-quality dropout recovery and GED programs.
- Ensure that schools (and districts and states) are accountable for including Hispanic students in assessments and that data is available
- Increase student access to Advanced Placement courses with greater information and advisory support.
- Offer extended learning time such as before- and after-school programs and summer school to help students reach high standards and provide productive opportunities during the out-of-school hours.
- Provide counseling, diagnostic, health, and other social services needs for students as a part of school services.
- Invest in high-quality alternative schools for at-risk kids and dropout recovery, including charter schools.
- End the practice of social promotion and ineffective retention in grade.
- Create incentives for strong linkages among schools for common approaches and the dissemination of successful practices.
- Increase federal investment in GEAR UP and TRIO to serve more Hispanic students.
- Create and offer flexible time programs, distance learning, and other alternative learning systems to the traditional high schools—but ensure that standards and content are not weakened in these programs.
- Promote school-to-work and other career awareness programs.
- Ensure access to technology (i.e. computer usage, internet) in all K-12 schools, especially those with a high percentages of Hispanic students.

Teacher Quality

Critical to improving Hispanic high school completion rates is a focus on the quality and capacity of the teachers who work with these students on a daily basis. Participants suggested the following professional development, recruitment and reward initiatives:

- Work with schools and districts to develop and implement teacher professional development strategy sessions to enhance their member's awareness of inclusion and achievement for Hispanic students and promotes high expectations for all students and cultural understanding.
- Create incentives for high-quality teachers to serve in high-need and predominantly Hispanic-serving districts.
- Increase the pay for teachers who participate in bilingual staff development and become fluent in Spanish and teach in districts with these needs.

Parental Involvement

Parents play a key role in supporting educational attainment. Where parents are not involved in their children's education, schools must work to involve their

students' parents to support the goals of completing high school. Participants offered the following parental involvement strategies:

- Develop outreach and school-based programs that make Hispanic parents feel welcome and that connect them to their children's education.
- Stimulate Hispanic parent involvement by designing a public relations model, that should include sending materials home in Spanish

Research

Research performs a critical function in identifying and disseminating best practices, identifying gaps in services and isolating key strategies. The following specific research initiatives were offered:

- Fund more research and data collection on effective practices for ensuring Hispanic students complete high school.
- Disseminate effective, research-based practices for educating limited English proficient (LEP) students to achieve academic excellence.
- Conduct research on effective use of Title I resources in high schools.
- Assess the role of high stakes testing and its impact on high school dropout and completion rates.
- Create websites that provide a method of sharing instructional strategies.

Goal 4: Double the percentage of Hispanic Americans who earn associate's and bachelor's degrees by 2010.

(CONTEXT/IMPORTANCE)

Over the last several years, it has become increasingly obvious that a college education is more important than ever before. In 1998, young men who completed at least a bachelor's degree earned 150 percent the salary of their peers with no more than a high school diploma—and young women earned twice as much if they had graduated from college (National Center for Education Statistics). For example, a college graduate earns \$600,000 more over a lifetime, on average, than a high school graduate. An associate's degree is worth \$240,000 over a lifetime (Census Bureau).

However, Hispanics do not have access to these same economic opportunities as other groups. The relatively low levels of Hispanic earnings are explained in large measure by lower levels of educational attainment. After accounting for differences in age and gender and in education, U.S.-born Hispanics were found to earn 6 percent less than non-Hispanic whites (with the remaining "unexplained" gap due to other unobserved differences, such as quality of education, geographic variation, and discriminatory employment practices).

As highlighted by the Council of Economic Advisers, Hispanics are greatly underrepresented in the high-paying information technology (IT) sector. While Hispanics represent 11 percent of the U.S. labor force, they are only 4 percent of workers in 5 IT occupations. This Hispanic "digital divide" exists because the relatively low educational level of many Hispanics prevents them from entering the IT labor market. An AT&T executive adds that a 30% failure rate (Hispanics without college degrees) would cause a crisis atmosphere in private industry. Within the next three to five years, there will be 300,000 unfilled technology jobs. We need to do more.

Today, more students are preparing for college, and more have the opportunity to continue their education. For example, the percentage of high school graduates who have taken four years of English and three years each of math, science, and social studies increased from 38 percent to 59 percent. SAT scores, especially in math, have gone up over the past 10 years—even as a larger and more diverse group of students took the test—and with large increases across all racial and ethnic groups.ⁱⁱ

However, while we are making progress in closing opportunity gaps, some groups – especially Hispanics – continue to lag behind.

While the gaps in college going have narrowed somewhat since the mid-1980s and, for the first time, a majority of young African-Americans is enrolling in higher education,ⁱⁱⁱ lower-income students continue to go straight to college at significantly lower rates than higher-income students, and African-Americans and Hispanics go straight to college at lower rates than whites.

According to U.S. Department of Education research, academic intensity of students' high school curriculum is a dominant determinant of whether they will earn a college degree. Rigor of curriculum is a better predictor of college completion than test scores or class rank and GPA, and the positive impact of the high school curriculum is far more pronounced for African-American and Hispanic students than any other pre-college indicator of academic resources. (Adelman, C. (1999), *Answers in the Tool Box: Academic Intensity, Attendance Patterns, and Bachelor's Degree Attainment*, Washington, DC: U.S. Department of Education.)

Hispanics (age 18-24) are less likely to be enrolled in institutions of higher education than other students, 20% of Hispanics compared to 25% over all. The percentage of 25- to 29-year-olds with a bachelor's or higher degree rose from 27 percent in 1990 to over 32 percent in 1999. However, Hispanics have not shown consistently strong gains over this period. Their rates of degree attainment continue to hover at roughly half the rates for whites.^{iv} While the national percentage of individuals ages 25 and older who hold a bachelor's degree or higher is 27%, only 11% of Hispanics have earned undergraduate

degrees. Similarly, only 5% of Hispanics ages 25 and older hold an occupational or academic associate's degree, compared to 7% nationally.

If today's economy is to reach its full potential, so must Hispanic Americans. As a result, as the demographics of high school and college students change, our system of higher education must adapt to serve the emerging marketplace and the increasing numbers of Hispanics.

[NOTE: We have a lot of statistical information here, what about research on what works? What about increased access to student aid?]

(CLINTON-GORE/FEDERAL ROLE)

With support of the Clinton Administration, college opportunity is expanding. Federal student financial aid has doubled from \$23 billion in 1990 to \$60 billion in 2000, including the Hope Scholarship and Lifetime Learning tax credits.

More students now have access to college scholarships. The new Hope Scholarship tax credit provides up to \$1,500 in tax relief for the first two years of college, saving 2.6 million families \$2.6 billion in 1998. The Lifetime Learning credit—which provides up to \$1,000 for juniors and seniors, graduate students, and adults seeking job training—gave 2.3 million families \$800 million in tax relief in 1998. Over 3.8 million needy students receive up to \$3,300 in Pell Grant scholarships, a \$1,000 larger maximum grant than in 1993. Since 1994, over 150,000 AmeriCorps members have earned nearly \$400 million for college while serving their communities.

This Administration has also made student loans more affordable by introducing lower fees and interest rates that have saved the average borrower over \$500; more flexible repayment terms, including the option to repay as a share of income; and a restored tax deduction for student loan interest. The new Direct Student Loan program—established in 1994—bypasses federally guaranteed lenders to deliver loans to students more quickly, simply, and cheaply. Together, students and taxpayers have already saved \$15 billion through student loan reform.

As a result, more Americans are going to college than ever before; sixty-six percent of 1998 high school graduates enrolled in college or trade school the next fall, compared to only 60 percent in 1990.

[NOTE: Need more here on specific programs, e.g. TRIO, HSI's, etc.?]

(STRATEGIES)

[Need intro here.]

Preparing for college

- Support challenging curriculum in elementary and secondary school, including access to gifted and talented and advanced placement courses.
- Focus early on college preparation and outreach by creating K-16 partnerships, such as the middle school-college partnerships that raise student expectations and prepare them academically for success in higher education. (GEAR UP example?)
- Implement early and aggressive intervention strategies—from remediation to advanced learning. For example, many schools have found that 7th grade can be a crucial time for developing interest and discipline in future scientists and engineers.
- Increase support for cutting-edge, experimental approaches (such as?).
- Encourage mentoring programs that match Hispanic students with community role models.
- Encourage alternative routes to college, including the military which provides both career options and a pipeline to college.

Increase associate degree attainment and articulation with bachelor's degree programs

Because not all students will proceed straight into four-year colleges—in fact 50% of Hispanics go to community colleges—much work needs to be done to ensure connections between two- and four-year colleges so that students complete bachelor's degrees and no one is left behind.

Ensuring college retention

Increasing the percent of Hispanics who attain college degrees requires more than increasing Hispanic enrollment; schools and communities must also develop strategies to help Hispanic Americans stay in college (e.g., addressing the “over-prediction” problem, helping students maintain good grades, etc.).

- Provide supports to ensure that students continue to enroll in at least one course per semester. Research indicates that, contrary to popular belief, “stop-outs” pose a considerable threat to college completion; keeping student engaged, even when they can not continue full-time, can be an important strategy.
- Extend programs like GEAR UP through college. After all, even some high school valedictorians doubt their ability to succeed at top-tier colleges; students say reaching out to them makes a big difference.
- Find new ways to validate student success.

Support Hispanic-Serving Institutions

[Need something here, or at least some contextual info on the role of HSI's above.]

Providing student financial aid

- Expand scholarship and grant opportunities, not just tax credits, which because of limited resources, have less impact on Latinos.
- Encourage involvement from new philanthropists to create greater opportunities for grants and scholarships.

[WHAT'S THIS: refund policies that require some community college students to repay grants after dropping out, this disproportionately punishes low-income students and ought to be fixed. [NOTE: administration has proposal to do that on the Higher Education Technicals, unfortunately the bill is stalled this year...I'm not sure what we're saying here. DO we support something like this or not.]

- Prepare students early for the obstacles that residency status pose in enrolling in college and receiving aid. [NOTE: Do we mean helping students get their papers, or working to change these policies? Either way we need to deal w/ the problem of Hispanic valedictorians not being able to go to college because of their immigration status.]

Increasing advanced degree attainment

Hispanic success should be measured by more than increases in associate's and bachelor's degrees, but also by affecting the number of graduate degrees earned by Hispanics. As participants described, these increases have significant implications for improving Hispanic leadership and creating more role models to help foster supportive climates for Hispanic undergraduates. Currently, Hispanics earn 3.4% of all PhDs, while foreign students earn 33%.

VII. RESOURCES

[NOTE: To be added -- Descriptions and contact info for resources to support any/all of the goals.]

VIII. NEXT STEPS

As part of June 15 Strategy Session, President Clinton and Vice President Gore unveiled a series of public and private sector commitments for improving Hispanic students' education. Participating in the White House Strategy Session on Improving Hispanic Student Achievement via satellite, Vice President Gore announced several federal agency programs, as well as a partnership between the National PTA and the Hispanic Radio Network. President Clinton will host an afternoon roundtable where he will announce a new CEA status report and five national goals for improving Hispanic students' achievement over the next decade (see appendices). The President also introduced several private and non-profit sector commitments. Described below, these are only a sample of promising strategies and commitments community partners might consider as they take on the difficult challenge of improving Hispanic education and meeting the five national goals.

- **2010 Alliance.** To close the achievement gap between Latino children and Anglo, African American, and Asian students by 2010, the National Council for Community and Education Partnerships, the National Association for Bilingual Education, the National Council of La Raza, and the National Association for Latino Elected and Appointed Officials will join with leaders from the Ford, Irvine, Kellogg, and Hazen foundations and AT&T, Univision, State Farm Insurance, and General Motors Corporation to convene a summit in Washington, D.C. in October 2000 and commit to a collaborative partnership over the next decade to support the Latino achievement agenda announced by President Clinton at the White House Strategy Session. [Need more here.]

(I need to sort through these as many are repeated in the different drafts; suggestions for how they should be organized...by sector or goal, or content area, e.g. parental involvement, reading, mentoring)...List to be narrowed by Jacob and Julie.

The Association of Hispanic Advertising Agencies (AHAA). The Association of Hispanic Advertising Agencies, the national organization of minority-owned and minority-managed advertising firms, will undertake the first integrated Hispanic communications campaign to close the educational achievement gap between Hispanics and the rest of the student population. Entitled "FuturaMente," the project will be executed through two multi-media campaigns: one will educate the parents of 3-4 year-olds about the importance of early education, and the second will encourage high school youth to pursue a career in marketing.

American Library Association (ALA). The American Library Association has committed to establish a literary award for children's literature that reflects the Latino culture and to elevate the award's prestige to the level of the Newberry or Caldecott awards by 2010. Additionally, the ALA will offer model programs for libraries on how to provide excellent service to the Hispanic community and initiate an outreach campaign to show other organizations how to create similar model programs.

American Association of Museums (AAM). The American Association of Museums is committed to closing the achievement gap by encouraging museums to meet the needs of Hispanic students by providing teacher training, using technology to link to schools with high Hispanic populations, and making curriculum materials available online. AAM will also create a link on its website to provide information on this outreach campaign, publicize the site in its publications, and seek promising practices from museums to highlight on the site and in its publications.

Reach Out and Read. Reach Out and Read, a non-profit organization dedicated to providing parents with information on the importance of language development

and literacy during routine well-baby check-ups, will initiate a major outreach campaign to migrant families.

National PTA and the Hispanic Radio Network. The 6.5 million member National PTA and the Hispanic Radio Network, with 100 affiliate stations in the United States, Puerto Rico and Latin America, announce a new partnership to produce a series of one-minute radio programs that will highlight the positive affects of parental participation on student academic achievement, offer ideas to parents on how to promote safe, effective, community-centered schools, and identify resources targeted to Spanish-speaking parents.

CORPORATE COMMITMENTS

Proctor & Gamble. Proctor & Gamble has contributed \$50,000 to the White House Initiative on Educational Excellence for Hispanic Americans for the collaborative development and distribution of a "an information kit for organizers" to support Latino parents' efforts to secure a quality education for their children. The information kit will be developed in both English and Spanish and will address the following topics: Parents as First Teachers, A Quality Education for All, Heading Towards College, and Making it Happen in Your Community.

The Hispanic Association of Colleges and Universities Partnership. HACU has partnered with the St. Paul Companies, State Farm Insurance Companies, and the Target Corporation, to initiate a corporate internship program for Hispanic college students throughout the United States, modeled after its successful federal government internship program which places over 500 interns annually.

Scholastic, Inc., Univision and The National Latino Children's Institute. Scholastic, Univision and The National Latino Children's Institute will lead a nationally focused and locally targeted public awareness campaign entitled "Discover the Excitement of Reading" to support Latino families and caregivers in raising their young children's literacy skills and overall student achievement by nurturing and cultivating the love of reading and storytelling; making quality, affordable children's books available to Latino children; encouraging and promoting new Latino authors; and increasing the number of culturally appropriate materials available for Latino children.

Lightspan, Inc. and The Department of Housing and Urban Development (HUD). Lightspan and HUD will team up to provide educational technology resources to HUD's over 600 Neighborhood Networks centers in public and assisted housing communities across the country. To launch this national partnership, Lightspan will provide assistance and customize the online content to meet the needs of the residents at 10 Neighborhood Network centers in Hispanic communities. Governor Thomas R. Carper of Delaware is taking the

lead in encouraging and facilitating this dynamic partnership in two of the State's HUD Neighborhood Networks.

Washington Mutual, Inc. Washington Mutual Inc., has committed to expand its high school internship program from 6 to 8 states. This program provides 11th and 12th grade students with a two-year internship opportunity consisting of part-time employment in the bank's financial centers and 80 hours of instruction in workforce preparation and consumer education (e.g. interview techniques, dress code, team work, work place ethics, time management, cultural diversity, conflict resolution, money management). Over the past 26 years, the program has served over 37,000 high school students, including 11,000 Hispanic students.

Sears, Roebuck and Co. Sears, Roebuck and Co. will implement a pilot internship/mentoring program in Miami and Los Angeles. The Sears Future Leaders program will target Hispanic high school juniors and seniors who have demonstrated strong academic performance and leadership potential. Participating students will be guaranteed part-time jobs at Sears during holidays and summer breaks for as long as they maintain a "C" average in school. They also will be matched up with manager-level volunteer mentors who will guide the students in learning business literacy and professional conduct. Mentors who meet policy guidelines will be offered tuition reimbursement for company.

Discovery Communications, Inc. Discovery en Espanol (DEH) will create five public service announcements (PSAs) that will be run on the channel regularly for a year beginning in October, 2000, and distributed through any other available medium. Each PSA will focus on one of the five national Hispanic Education goals announced by the President at the White House Strategic Session on June 15th. Discovery en Espanol, in partnership with cable operators across the country, will create versions of the PSAs to air in local communities. Discovery en Espanol is a digital channel owned and operated by Discovery Communications, Inc.

FEDERAL AGENCY ANNOUNCEMENTS

Council of Economic Advisers' Report. The President's Council of Economic Advisers will release a report entitled, "Educational Attainment and Success in the New Economy: An Analysis of Challenges for Improving Hispanic Students' Achievement." The report documents the gaps in educational outcomes for Hispanics and the importance from both an individual and national perspective of improving Hispanic students' educational achievement. In addition, the CEA's report focuses on the need for greater representation of Hispanics in the rapidly growing information technology sector.

Department of Agriculture (USDA). In 2001, the U.S. Department of Agriculture will establish a scholarship program to increase the number of students entering and graduating from 2- and 4-year Hispanic Serving Institutions and encourage

students to pursue careers in the U.S. Food and Agriculture sector. The scholarship will cover educational expenses for students earning degrees ranging from an Associate of Arts through a doctorate. Following graduation, the scholarship recipients must work at USDA for one year for each year of financial assistance received. The program, which will be called the National Hispanic Serving Institutions Scholars Program, will serve up to 30 students during its first year of funding.

Department of Commerce (DOC)

- **Faculty Exchange with Hispanic Serving Colleges and Universities.** The Department of Commerce recently entered into agreements with three Hispanic Serving Institutions (HSIs), covering 40,000 Hispanic students. The agreements will result in professional exchange programs between DOC executives and HSI faculty, make DOC's world-renowned scientists available to the HSIs to present lectures, and permit the Department to enhance its efforts to recruit HSI graduates for DOC employment. In September, DOC will sponsor a mini-conference for HSI presidents, leaders of the Hispanic community, and DOC executives to promote communications among the entities' executives and facilitate progress on the implementation of the MOUs.
- **Directions 2000 Conference.** On September 21-22, 2000, the Department of Commerce will sponsor a conference for Minority Serving Institutions (MSIs) to promote minority participation in DOC grants and other financial assistance programs. Over 100 Minority Serving Institutions of higher learning, including a substantial number of HSIs, will be invited to participate in the conference.

Department of Defense (DOD). The Department of Defense will expand its student teaching internship program to increase the number of Hispanic educators in overseas schools, which serve family members of military personnel. The Department has entered into five new partnerships with Hispanic Serving Institutions and will provide round-trip travel expenses to encourage exceptional students who are majoring in education at those colleges and universities to complete their student teaching internships in DOD schools overseas.

Department of Education (DoEd)

- **National Goals and Benchmarks for the Next Decade.** The U.S. Department of Education will release "Key Indicators of Hispanic Student Achievement: National Goals and Benchmarks for the Next Decade," which

provides national goals to guide federal, state, and local educators, policy makers, and community leaders in improving educational access and quality for Hispanic students. This publication also provides indicators of progress in the following areas for schools, communities and states to follow: early childhood education, learning English, closing achievement gaps and the dropout rate, and increasing college completion.

- **The "Idea Book".** DoEd is releasing "**Helping Hispanic Students Reach High Academic Standards: An Idea Book,**" which highlights promising strategies used by schools and communities to help Hispanic students succeed in learning, gaining productive employment, and becoming responsible citizens. The "Idea Book" was developed by the U.S. Department of Education as a guide to support schools and communities in designing successful programs that promote high academic achievement among Hispanic students, including using federal funds. The Department will send the Idea Book to the top 100 school districts with the fastest growing Hispanic student populations.
- **Assisting School Districts with Rapidly Growing Hispanic Populations.** DoEd, in partnership with the National Association of Bilingual Education, will launch a series of workshops for school districts on strategies for training teachers to address linguistic and cultural diversity in the classroom, effective bilingual education programs, focusing reading to English language learners, and using community-wide resources to meet the needs of new students and their families. The Department will also provide technical assistance for school superintendents and principals, who work in communities that have recently experienced a large increase in Hispanic students, on building partnerships to improve academic performance and increase high school completion rates.
- **New Grants To Support Hispanic Serving Colleges and Universities.** DoEd's Hispanic-Serving Institutions program will provide \$100 million for 70 new development grants to enable eligible Hispanic-serving institutions of higher education expand their capacity to serve Hispanic students and other low-income individuals. The HSIs may use the funds for faculty development, administrative management, and improvement of academic programs, facilities and student services. Hispanic Serving institutions enroll the majority of all Hispanic students nationally and have provided access for a large number of other disadvantaged students.
- **Title I Outreach Campaign.** DoEd will launch an expansive outreach effort to provide more and higher quality services to very young Hispanic children through Title I pre-school programs. The Department will write to all local school districts, encouraging them to use Title I funds for preschool, urging schools to reach out to Hispanic families, and explaining the flexibility in Title I schoolwide programs in selecting participants and in providing

services to Hispanic children and their parents. In addition, the Department will prepare policy guidance on the use of Title I funds for preschools with examples of high quality programs serving large numbers of Hispanic preschoolers.

- **Outreach Campaign with the National PTA.** Hispanic families, like all others, want their children to achieve to high standards and be successful in school. In partnership, the Department of Education and the National PTA will distribute "Vamos Juntos a la Escuela" (Let's Go to School Together), a videotape for Spanish-speaking families and the schools and organizations that serve them. The tape, which will go to PTAs nationwide serving schools with significant populations of Hispanic students, provides basic suggestions about helping children succeed in school, covering subjects such as parent involvement in education, early childhood, reading and mathematics, and preparing young people for college.
- **Department of Energy (DOE).** For FY 2001, the Department of Energy's Community College Institute (CCI) has committed to quadruple the size of its summer "technical and research" internship program for community college students studying mathematics, science, or other technical subjects. The Department will enhance its internship program by providing additional incentives for interns who agree to mentor other students when they return to their community college after their internships, including reimbursement for textbooks and membership fees and travel expenses for members of the American Association for the Advancement of Science.
- **Department of Health and Human Services (HHS).** The Substance Abuse and Mental Health Services Administration is working in partnership with the Hispanic community to develop and implement an initiative called "SOY UNICA!! SOY LATINA!! I'M UNIQUE!! SOY LATINA!!", a national, comprehensive, multimedia bilingual campaign geared for Hispanics/Latinas ages 9 to 14. The initiative will assist young girls to build positive self-esteem in order to prevent drug use, as well as harmful consequences of emotional and behavioral problems.
- **HHS, HUD, and the White House Initiative on Educational Excellence for Hispanic Americans.**

The Department of Housing and Urban Development (HUD), Department of Health and Human Services (HHS) and the White House Initiative on Educational Excellence for Hispanic Americans will work together to provide English and Spanish language materials and educational forums to parents of young children through HUD's Neighborhood Networks and other community-based programs. The parents will receive information on early brain development research, parenting tips, how to access child care subsidies and tax credits, how to choose a child care center, what Head Start has to offer, and other family supports.

Starting this summer, this effort will be piloted in six locations across the country serving Latino communities.

IX. APPENDICES

- Participants List -- Names and organizations (contact info or breakout session attended could also be included)
- CEA Report (Executive Summary?)
- Report Card
- Thorough list of resources and commitments if not all are included in chapters

ⁱ School and Staffing Survey. NCES.

ⁱⁱ *Digest of Education Statistics 1999*, p. 156 (Table 142).

ⁱⁱⁱ *The Condition of Education 2000*, pp. 49, 149 (Table 32-1) (using three-year averages for low-income students, African Americans, and Hispanics), 151 (Table 32-3).

^{iv} *The Condition of Education 2000*, p. 156 (Table 38-3).

Expanding College Opportunity

"I have something to say to every family listening to us tonight: Your children can go on to college. If you know a child from a poor family, tell her not to give up— she can go on to college. If you know a young couple struggling with bills, worried they won't be able to send their children to college, tell them not to give up— their children can go on to college. If you know somebody who's caught in a dead-end job and afraid he can't afford the classes necessary to get better jobs for the rest of his life, tell him not to give up— he can go on to college. Because of the things that have been done, we can make college as universal in the 21st century as high school is today. And, my friends, that will change the face and future of America."

*President Bill Clinton
State of the Union Address
January 27, 1998*

EXECUTIVE SUMMARY

More and more, college is the gateway to the American Dream. Education may be the most important investment we make in our lifetimes. It holds the key to good citizenship, enriched lives, and economic prosperity—both for ourselves as individuals and for us as a nation.

The economic returns to college are higher than ever before, and more Americans than ever are going to college. In 1998, young men who completed at least a bachelor's degree earned 150 percent the salary of their peers with no more than a high school diploma—and young women earned twice as much if they had graduated from college.¹ A college graduate earns \$600,000 more over a lifetime, on average, than a high school graduate.² And the real rate of return on a college investment is 12 percent—nearly twice the historical average of the stock market.³

Over the past seven years, we have more than doubled our investment in student aid. As a nation, we need to help America's parents pay for their children's college education and their own continuing education. For seven years, President Clinton and Vice President Gore have sought to make colleges and universities, community colleges, and trade schools universally affordable for all Americans. The Clinton-Gore approach is three-pronged:

- **More college scholarships.** The new Hope Scholarship tax credit provides up to \$1,500 in tax relief for the first two years of college, saving 2.6 million families \$2.6 billion in 1998. The Lifetime Learning credit—which provides up to \$1,000 for juniors and seniors, graduate students, and adults seeking job training—gave 2.3 million families \$800 million in tax relief in 1998. Over 3.8 million needy students receive up to \$3,300 in Pell Grant scholarships, a \$1,000 larger maximum grant than in 1993. Since 1994, over 150,000 AmeriCorps members have earned nearly \$400 million for college while serving their communities.
- **More affordable student loans.** This Administration has introduced lower fees and interest rates that have saved the average borrower over \$500; more flexible repayment terms, including the option to repay as a share of income; and a restored tax deduction for student loan interest. The new Direct Student Loan program—established in 1994—bypasses federally guaranteed lenders to deliver loans to students more quickly, simply, and cheaply. Together, students and taxpayers have already saved \$15 billion through student loan reforms.
- **New paths to college and successful careers.** The new GEAR UP initiative raises expectations and helps over 450,000 disadvantaged middle-school students get on track for college success through partnerships between high-poverty middle schools, universities, and communities. AmeriCorps education awards and a one-third increase in work-study jobs have allowed hundreds of thousands of Americans to earn money for college. Our investment in the TRIO program to help low-income, first-generation students succeed in college has increased by two-thirds since 1993, to \$645 million. The School-to-Work Opportunities Act has provided seed money to help every state broaden young people's career options, make learning more relevant, and promote successful transitions to college and careers. And Youth Opportunity grants make possible comprehensive employment and training assistance to 75,000 out-of-school youth in high-poverty communities.

The Clinton-Gore commitment to opening the doors of college is the largest investment in higher education since the G.I. Bill. College is affordable for all Americans, and more and more of us are benefiting from it. The evidence is in:

- **More Americans are going to college than ever before:** Sixty-six percent of 1998 high school graduates enrolled in college or trade school the next fall, compared to only 60 percent in 1990. Although low-income and minority students continue to go straight to college at significantly lower rates than high-income and white students, the gaps have narrowed since the 1970s and 1980s.⁴
- **More high school students are preparing themselves for college:** The percentage of high school graduates who have taken four years of English and three years each of math, science, and social studies increased from 38 percent to 55 percent.⁵ This increasing academic rigor is heartening because the intensity and quality of high school curricula are dominant determinants of degree completion. Also, SAT scores, especially in math, have gone up over the past 10 years, and the number of test takers reached an all-time high last year— even as a larger and more diverse group of students took the test.⁶
- **Fewer students are dropping out of school:** During the 1990s, approximately 11-12 percent of 16- to 24-year-olds had not completed a high school program and were not enrolled in school, compared to 13-14 percent in the 1980s and over 14 percent in the 1970s. Progress has been especially strong among African Americans, whose high school completion rate now slightly exceeds the national average.⁷
- **More Americans are earning college degrees:** Over 32 percent of 25- to 29-year-olds had earned at least a bachelor's degree in 1999, up from 27 percent in 1990. In particular, white and African American women have seen their college opportunities grow.⁸
- **Americans are becoming lifelong learners:** Fifty percent of adults participated in formal learning in the year prior to a 1999 survey, up from 38 percent in 1991.⁹

This report describes President Clinton and Vice President Gore's efforts to expand college scholarships, make student loans more affordable, and close the college opportunity gap. It describes the impact these efforts have had on college preparation, enrollment, and completion. Finally, it outlines the challenges that continue to face all of us who care about expanding and equalizing college opportunity.

MORE COLLEGE SCHOLARSHIPS

More financial aid is available for college than ever before. Since 1993, new college tax credits and national service programs— as well as the greater availability of federal scholarships for low-income families— have opened the door to higher education for millions of students who otherwise could not afford it. The federal government will provide over \$60 billion in 2001 aid, including the Hope Scholarship and Lifetime Learning tax credits, compared to only about \$25 billion in 1993. Today, students are going to college in record numbers.

College and lifelong learning are more important than ever before. One hundred years ago, we passed laws requiring every child to attend school. Fifty years ago, we extended public schools to 12 years and passed the G.I. Bill to open the doors of college to middle-class Americans. Today, as we enter the 21st century— stepping confidently into the Information Age and an era of global economic competition— we must expand postsecondary education opportunities for everyone.

- **President Clinton proposed the Hope Scholarship to make two years of college affordable for all families.** A \$1,500 tax credit for the first two years of college, the Hope Scholarship will pay for nearly all of a typical community college's tuition and fees. When proposing the credit in 1996, President Clinton declared that "our goal must be nothing less than to make the 13th and 14th years of education as universal to all Americans as the first 12 are today." In 1998, 2.6 million families received \$2.6 billion in tax relief for higher education through the Hope Scholarship.
- **President Clinton also proposed the Lifetime Learning tax credit to complement the Hope Scholarship and promote lifelong education and worker training.** The \$1,000 Lifetime Learning credit reimburses families for 20 percent of their tuition and fees (up to \$5,000 per family) for college, graduate study, or job training. Starting in 2002, the credit will reimburse families for 20 percent of their costs up to \$10,000, for a maximum value of \$2,000. In 1998, 2.3 million families saved \$800 million on higher and continuing education through the Lifetime Learning credit.
- **These credits make a difference for American families.** For instance, a family earning \$60,000 with one child at a community college (with a tuition of \$2,000) and another child who is a sophomore at a private college (with a tuition of \$11,000) would receive as much as \$3,000 in tax relief under the Hope Scholarship. An automobile mechanic with an income of \$30,000, taking courses at a local technical college (with a tuition of \$1,200) to upgrade his computer skills would save as much as \$240 using the Lifetime Learning credit.

The Clinton Administration has been dedicated to expanding scholarships for needy students. The cost of college makes a difference for students from low-income families. Some scholars believe, for instance, that a \$100 increase in the cost of college decreases the enrollment of lower-income students by about 1 percent.¹⁰

- **Pell Grant scholarships for low-income students are the federal government's single largest commitment to equalizing college opportunities.** Pell Grants— more targeted to meet financial need than any other of the Department's student aid programs— help ensure

financial access to postsecondary education. Over the past quarter century, 30 million students have used a Pell Grant to help pay for college or career training.¹¹

- **The Clinton Administration restored the financial integrity of Pell Grants.** The Clinton Administration inherited a \$2 billion funding shortfall in the Pell Grant program. During the next several years, this funding shortfall was eliminated— restoring this important program's solvency— even while increasing the amount that the lowest-income students receive.
- **The Clinton Administration has increased the federal investment in Pell Grants by over 40 percent.** Today, 3.8 million students receive grants of up to \$3,300. When President Clinton took office in 1993, the maximum Pell Grant was \$2,300. In contrast to this \$1,000 increase, the maximum grant increased by only \$630 during 12 years of the Reagan-Bush Administrations.
- **Supplemental Educational Opportunity Grants,** which provide scholarships up to \$4,000 to low-income students, have also been expanded under this Administration. This year, 1.1 million students will receive nearly \$800 million in SEOG scholarships.

Since 1994, AmeriCorps has allowed more than 150,000 Americans to strengthen their community while earning help to pay for college. AmeriCorps members tutor children, fight crime, build houses, and do countless other things to improve lives and bring people together. AmeriCorps has made available nearly \$400 million dollars to help participants achieve their dream of a college education while improving their communities.

MORE AFFORDABLE STUDENT LOANS

Many working families could not afford to pay for college without college loans. Although a college education usually pays for itself in higher earnings many times over, immediate liquidity problems may be a major obstacle for many families.¹² As a result, an accessible and affordable student loan program is essential to college access.

In 1993, the student loan program needed serious reform.

- More than one borrower in five defaulted within two years of graduation.
- Subsidies for lenders and guaranty agencies (intermediaries between lenders and the Department of Education) created a large and unnecessary expense for taxpayers.
- Lenders and guaranty agencies faced financial disincentives to prevent defaults or spend taxpayer dollars prudently.
- Different lenders often had different paperwork, procedures, and schedules, causing confusion and administrative burdens for students and schools.
- Lenders and guaranty agencies often reported unreliable financial data to the government.

In 1993, President Clinton revolutionized college loans by championing the Direct Student Loan program. The Direct Loan system applies free-market principles effectively: It raises capital less expensively through U.S. Treasury bond sales and delivers and services loans through competitively awarded, performance-based contracts with top-quality private firms.

For students, reform means more accessible, cheaper loans. Students now can repay their loans as a share of their income and have saved \$9 billion through lower interest rates and fees.

- **New flexible loan repayments.** By allowing graduates to repay their loans as a share of income, Direct Lending allows students to start college without fear of being unable to repay their loans. The “income-contingent” plan also enables college graduates to undertake teaching and other public service careers.
- **Lower interest rates.** Student loan borrowers since 1993 will save \$100 annually for each \$10,000 in outstanding loans—a total of \$5 billion so far—due to reductions in the interest rate formula in 1993 and 1998. The Administration also championed the lower maximum rate paid by students, reduced from 10 percent to 8.25 percent, to protect them against high interest rates.
- **Lower fees.** Thanks to savings from the Direct Loan program, fees on direct and guaranteed loans were reduced from up to 8 percent of loan principal in 1993 to up to 4 percent today, saving students \$4 billion so far. In 1999, in recognition of widespread discounts available on guaranteed student loans, the Administration reduced direct loan fees to 3 percent.
- **Easier to receive and repay.** Direct loans require less application paperwork and, unlike the guaranteed program, all borrowers have just one account with a single point of contact.
- **Favorable refinancing terms.** Loan consolidation allows students to better manage their debt and lock in favorable loan terms. A typical member of the Class of 2000 who consolidates before July 1, 2000, will save over \$1,500 on \$20,000 of debt due to today’s lower interest rates.

For taxpayers, the student loan reform means billions in savings.

- **Direct loans are much cheaper for taxpayers.** By eliminating subsidy payments to lenders, direct lending has saved over \$4 billion over the past five years.
- **Federal costs of guaranteed loans have also fallen.** Federal subsidies for banks and guaranty agencies have also been pared down, saving taxpayers an additional \$2 billion.
- **The default rate has fallen for seven straight years,** from 22.4 percent at the start of this Administration to a record-low 8.8 percent today.
- **Collections on defaulted loans have tripled,** from \$1 billion to \$3 billion, under this Administration.

For schools, student loan reform slashed administrative burdens.

- **Over 1,200 schools chose to leave the guaranteed loan program and join Direct Lending during its first three years.** Direct lending offers one set of procedures, fast and reliable delivery of funds, less paperwork, electronic loan processing, and a customer service emphasis.
- **Schools in the guaranteed loan program have also benefited through competition.** A new and strong competitor in one of the largest financial markets in the world, the Direct Loan program inspired lenders to improve their service.
 - **School satisfaction with the guaranteed loan programs has increased every year since 1994,** according to independent surveys.
 - **A senior banking executive told a trade journal** that “[Direct Loans] have introduced some ways of doing business and some delivery mechanisms that made the private enterprise wake up a little bit. To be perfectly honest, as a private enterprise we thought we were doing almost an A-plus job. When we stepped back a little bit, we saw some of the things the Department of Education was doing and we realized we weren't. . . . It's been relatively good for the industry, particularly for the recipients in terms of students and schools.”¹³
 - **A 1999 independent assessment concluded,** “Virtually no one disputes that the operation of an alternative loan program has produced a competition that inspired innovation and service—to the benefit of all borrowers and schools.”¹⁴

By signing a tax deduction for student loan interest into law in 1997, President Clinton complemented these reforms. This legislation— which reinstated a provision that had been repealed in the 1980s— will, for example, provide \$144 in tax relief to a college graduate earning \$25,000 a year and struggling to repay her \$12,000 debt. This year, President Clinton asked Congress to expand the student loan interest deduction because current law covers only the first 60 months of loan repayment.

In sum, there was little competition in the student loan program in 1993. The Direct Loan program gave students and schools a choice, injecting healthy competition into the marketplace. Students have saved \$9 billion in interest and fees and enjoyed new tools to manage their debt, including income-contingent repayment. Taxpayers have saved an additional \$6 billion. Today we have two leaner, more competitive, customer-focused programs.

NEW PATHS TO COLLEGE AND SUCCESSFUL CAREERS

Student aid matters, but more is needed to expand college opportunities for all Americans.

The Clinton Administration has substantially expanded the federal government's investment in student aid through the Hope and Lifetime Learning tax credits, cheaper and more widely available student loans, and larger Pell Grant scholarships for needy students. But too many students still limit their potential by ruling out education beyond high school. Research indicates that financial aid is not enough—we must intervene in the lives of poor and minority youth to raise their expectations and help them prepare for college, and do so early enough to make a difference.

The GEAR UP initiative is raising expectations of disadvantaged students. In his 1998 State of the Union address, President Clinton proposed a new initiative to make a difference for students in high-poverty schools. Ten months later, Congress enacted GEAR UP—Gaining Early Awareness and Readiness for Undergraduate Programs—with broad bipartisan support. This academic year, its first in operation, the GEAR UP initiative is giving hope, raising expectations, and creating college opportunities for over 450,000 disadvantaged children. Next year it will grow to 750,000 students, and President Clinton requested \$325 million to serve 1.4 million students in 2001-02.

- **GEAR UP supports partnerships of schools, colleges and universities, and community organizations** to strengthen academics and tutoring, raise expectations, provide college visits and counseling, inform families about college requirements and financial aid, and often provide college scholarships. It also funds state efforts to promote college awareness and provide scholarships for needy students. Over 1,000 organizations are GEAR UP partners, including colleges and universities, libraries, arts organizations, and chambers of commerce.
- **Developed based upon academic research about college success, GEAR UP has several special characteristics.** GEAR UP partnerships start no later than the 7th grade because research shows that students who take challenging coursework in middle school, including algebra, are far more likely to succeed in high school and college. Second, GEAR UP programs stay with children through high school graduation to provide long-term mentoring over a period of six or more years, helping children stay on track for college, and often providing scholarships when they reach college. Third, GEAR UP partnerships work with entire grades of students to transform their schools. And finally, they provide college scholarships, which research shows to be particularly important in preventing low-income students from dropping out.
- **Research on existing programs demonstrates the value of and the need for GEAR UP.**
 - **The I Have a Dream (IHAD) program** provides an entire grade of low-income students with intensive mentoring, academic support, and a promise of public and private aid for college tuition. Roughly 75 percent of Chicago IHAD students in the class of 1996 graduated from high school, compared to only 37 percent of students in the control group.
 - **Project GRAD** is a college-school-community partnership to improve inner-city education that has produced dramatic results on a large scale: The percentage of middle school students passing the Texas statewide math test has tripled from 21 percent in 1995 to 63 percent in 1998. Five times more students are going to college.

The Clinton Administration has also expanded the TRIO programs to promote college success. TRIO is a network of initiatives designed to help low-income, first-generation college, and disabled individuals achieve academic success beginning in middle school, throughout college, and into graduate school. Since 1993, funding for the programs has increased by two-thirds, from \$388 million to \$645 million. Named TRIO in the late 1960s after its first three programs— Upward Bound, Talent Search, and Student Support Services— TRIO now serves 730,000 students. The eight TRIO programs include:

- **Upward Bound** provides intensive mentoring and academic enrichment throughout high school to primarily low-income or first-generation college-bound youth. In 1999, over 560 Upward Bound projects engaged 42,000 students in demanding coursework and summer residential programs.
- **Educational Opportunity Centers** provide pre-college academic and financial aid counseling primarily for adults seeking to return to school.
- **Student Support Services** provides tutoring and counseling to help students stay in college.
- **Talent Search** provides academic, career, and financial counseling to disadvantaged students with the potential to succeed in higher education.
- **The Ronald McNair Post-Baccalaureate Achievement Program** provides colleges and universities with funds to subsidize research projects by low-income students to prepare them for a doctoral program.

This year, one million college students will have work-study jobs, over 250,000 more than in 1993. Federal work-study funds have increased 43 percent since 1993. Work-study jobs both expand opportunity and teach responsibility and employment skills. And through the America Reads and America Counts initiatives, work-study students at 1200 schools serve as reading and math tutors in their communities.

Other important Clinton-Gore initiatives have helped young people and their parents set their sights high as they plan for the future:

- **Through the School-to-Work Opportunities Act of 1994, the Administration funds state efforts to broaden young people's career options, make learning more relevant, and promote successful transitions to college and careers.**
- **AmeriCorps builds paths to college.** A recent evaluation found that AmeriCorps helped at least three-quarters of members benefit more from school, pursue their careers, and become engaged citizens. The evaluation also found that the education award served as both an incentive and a clear opportunity to further education and skills.¹⁵
- **Youth Opportunity grants are aimed at increasing the long-term employment of youth in high-poverty.** In some areas of pervasive joblessness, the Department of Labor found that only one out-of-school youth in four had a job.¹⁶ Youth Opportunity grants take a saturation approach to bring about community-wide change, promoting economic development, reducing drop-outs, decreasing crime, and increasing post-secondary enrollment. Youth Opportunity grants now serve over 58,000 youth.
- **The Administration's Think College Early campaign provides accessible guidance to students and their families as they plan for college.** The campaign targets the nation's 19

million adolescents, 20 percent of whom live in poverty. Recognizing that disproportionate numbers of low-income students and minority students attend two-year colleges, Think College Early encourages all students to pursue admission to a four-year college. A brochure available at the Department's web site, *Think College? Me? Now?*, emphasizes the importance of college preparatory coursework and early financial planning for college. In particular, the campaign urges students to take algebra by the 8th grade, as students who gain early exposure to high school math are far more likely to go to a four-year college than those who do not.

- **The new College Opportunities On-Line (COOL) web site** at the Department of Education informs students and their families about their college options. By displaying information on 9,000 colleges— from small technical colleges to the nation's largest and most prestigious universities— the COOL site helps families make informed decisions and creates an incentive for colleges to reduce tuition prices. For each college, the web site provides tuition and financial aid statistics, information on the most recent incoming freshman class, a list of the degrees offered, the available fields of study, and contact information for the college's departments. The web site is available through www.ed.gov.
- **To encourage low-income students to take AP classes and tests, the Administration's Advanced Placement Incentive Program** will provide \$15 million in competitive grants this year to 40 states. Schools use the funds to pay test fees for low-income students, tutoring, classroom materials, and other innovative methods to boost the number and quality of AP classes and participation by low-income students. Since 1998, over 92,000 low-income students have benefited from the program, and this year, over 80,000 more students will benefit from funds to offset the cost of AP exams. Federal support has also encouraged many schools that had not participated in the AP program to begin offering AP courses.

These initiatives complement the Clinton Administration's efforts to strengthen elementary and secondary education:

- **Through high academic standards for all children**, President Clinton has sought to raise expectations and measure results over the past seven years — no longer tolerating lower standards for children living in poverty, with disabilities, or with limited English proficiency.
- **To improve teacher quality**, this Administration has invested in the recruitment, preparation, mentoring, and support of new teachers for the first time in 30 years. It has promoted rigorous standards, supported high quality professional development, and vigorously called for a complete reform of the teaching profession at every level. In 1999, the Administration launched its initiative to hire 100,000 teachers for the early grades to reduce class sizes and strengthen reading and early childhood development.

TRENDS IN HIGHER EDUCATION

President Clinton and Vice President Gore have worked hard to expand college opportunity, and our country has seen remarkable results. As the benefits of college, high academic standards, and student aid grow, so too do high school and college completion rates. Although a “college opportunity gap” still faces many minority and low-income students, our society is making headway in promoting equal educational opportunity for all our citizens.

The Benefits of Postsecondary Education

The real rate of return on a college investment is 12 percent— nearly twice the historical average of the stock market. This figure is based on only earnings; the documented benefits of higher education such as job benefits, better health, and more informed investments and purchases might double the value of higher education. Finally, society’s return on its investment in higher education, in higher tax revenues and lower crime and welfare rates, is also roughly 12 percent.¹⁷

The economic power of higher education is growing steadily, especially for women, as technology and knowledge increasingly drive our nation’s economy. Whereas young men and women in 1980 who completed at least a bachelor’s degree earned 19 percent and 52 percent more, respectively, than their peers with no more than a high school diploma, by 1998 the earnings gap had grown to 56 percent among men and 100 percent among women. In other words, women with a bachelor’s or higher degree now earn twice as much as women with no more than a high school diploma. Similarly, young adults with only a high school diploma earned 30 percent more than young adults who dropped out of high school.¹⁸

Jobs that require a college degree are growing twice as fast as others. The 20 occupations with the highest earnings all require at least a bachelor’s degree.¹⁹ The growing importance of education is illustrated by the demand for technology skills: In 1997, for example, information-technology workers earned 78 percent more than workers in all industries combined— up from 56 percent above average in 1989.²⁰

Higher levels of education encourage additional education over a lifetime— an increasingly important activity in an age of rapid technological and economic change.

- Overall, among adults age 18 or older, participation in some type of formal learning activity during the past 12 months rose from 38 percent in 1991 to 50 percent in 1999.
- In 1999, 65 percent of adults with a bachelor’s or higher degree participated in a formal learning activity within the past 12 months, compared to only 41 percent of those with a high school diploma and only 27 percent of those who had finished middle school but not high school.²¹

Finally, higher levels of education are associated with more active citizenship. In the 1998 congressional elections, college graduates between 25 and 44 years old were 77 percent more likely to vote than high school graduates. High school dropouts were 52 percent less likely to vote than high school graduates. Voting patterns in the 1996 presidential election were similar.²²

High School Dropout and Completion Rates

Fewer students drop out of school than in the 1980s and 1970s. During the 1990s, around 11 to 12 percent of 16- to 24-year-olds had not completed a high school program and were not enrolled in school, compared to 13 percent to 14 percent in the 1980s and over 14 percent in the 1970s. In 1998 and 1999, around 88 percent of 25- to 29-year-olds had completed high school.

Progress has been especially strong among African Americans, whose high school completion rate now slightly exceeds the national average. While there has been some progress, the dropout rate among Hispanic youth remains too high. During the 1990s, around 30 percent of Hispanic 16- to 24-year-olds had not completed a high school program and were not enrolled in school, down only slightly from around 33 percent during the 1970s.²³

College Preparedness

Academic intensity of students high school curriculum is a dominant determinant of whether they will earn a college degree, according to U.S. Department of Education research. Rigor of curriculum is a better predictor of college completion than test scores or class rank and GPA, and the positive impact of the high school curriculum is far more pronounced for African-American and Hispanic students than any other pre-college indicator of academic resources.²⁴

So it is heartening that students who finish high school are better prepared for college than they were a decade ago. Between 1990 and 1998, the percentage of high school graduates who have taken four years of English and three years each of math, science, and social studies increased from 38 percent to 55 percent, with large increases across all racial and ethnic groups.²⁵

Advanced Placement test-taking is at an all-time high. In 1999, over 704,000 students took college-level AP exams; 55 percent of the test-takers were women and 30 percent were minority students, including the highest proportions of African American and Hispanic students ever. Fifty-six percent of high schools offer AP classes today, compared to only 40 percent in 1989.²⁶ As a result, more students are entering college with experience in college-level curriculum than ever before.

Scores on the Scholastic Assessment Test are rising. SAT scores, especially in math, have gone up over the past 10 years, and the number of test-takers reached an all-time high last year— even as a larger and more diverse group of students took the test. Average verbal and math scores have risen among all racial and ethnic groups except Mexican Americans and Hispanics/Latinos.²⁷

College Enrollment and Educational Attainment

High school graduates are enrolling in college in record numbers. The percentage of high school graduates going straight to college rose from 60 percent in 1990 to 66 percent in 1998. These rates of college-going exceed comparable rates during the 1980s, when only 50 percent to 60 percent of high school graduates immediately enrolled in college.

Much of this progress is due to substantial increases in college attendance among women, who now go straight to college at higher rates than men. Lower-income students continue to go straight to college at significantly lower rates than higher-income students, and African Americans and Hispanics go straight to college at lower rates than whites. Nevertheless, the gaps have narrowed somewhat since the mid-1980s and, for the first time, a majority of young African-Americans is enrolling in higher education²⁸

More Americans are earning college degrees. The percentage of 25- to 29-year-olds with a bachelor's or higher degree rose from 27 percent in 1990 to over 32 percent in 1999. Progress among white women account for much of this gain; while less than 29 percent of white women had completed a bachelor's degree in 1990, over 37 percent had done so in 1999. African American women have also made substantial progress; around 19 percent had completed a bachelor's degree in 1999, up from 13 percent to 14 percent at the start of the decade. However, African American men and Hispanic men and women have not shown consistently strong gains over this period. The rates of degree attainment for these groups continue to hover at roughly half the rates for whites.²⁹

Educational attainment among women increased rapidly over the past decade, continuing a trend beginning in the 1970s. Their rates of educational attainment have increased more rapidly than rates among men. By 1999, among 25- to 29-year-olds, women had higher rates than men for completing high school and some college, and there were no differences in the percentages of men and women with a bachelor's or higher degree.³⁰

THE ROAD AHEAD

We can all be proud of our colleges and universities. They are preparing more of our youth from more diverse backgrounds for a more challenging future than ever before. Two-thirds of our high school graduates are immediately enrolling in college and trade school, the most ever. And workers with a bachelor's degree earn 50 to 100 percent more than do their peers with only a high school diploma.

Yet as we enter the 21st century, we face new challenges. We must redouble our efforts to help all students who enter college or trade school earn their degrees and certificates. More than one-third of students who enter college or trade school drop out before they earn a certificate or degree.³¹ The problem is particularly acute among minorities: 29 to 31 percent of African Americans and Hispanics drop out of college in their first year, compared to 18 percent of whites.

In his Fiscal Year 2001 budget, President Clinton proposed new critical investments in higher education, training, and youth opportunities as part of his New Opportunity Agenda:

- **The College Opportunity Tax Cut** to allow families to save up to \$2,800 by deducting \$10,000 in college tuition from their taxes. Investments in human capital deserve the same favorable tax treatment as those in equipment. The College Opportunity Tax Cut would save American families \$30 billion over the next 10 years.
- **More student aid, including a \$716 million investment in Pell Grants** to increase the maximum grant to \$3,500, and substantial increases for Supplemental Educational Opportunity Grants and Federal Work-Study.
- **A \$325 million investment in GEAR UP**, a \$125 million increase, to mentor 1.4 million disadvantaged students on their way to college, and an \$80 million increase for the TRIO programs for low-income and first-generation college students.
- **College Completion Challenge grants** to reduce college drop out rates through increased scholarship aid and pre-freshman summer "bridge" programs.
- **The Dual Degree initiative** to increase opportunities for minority students to earn advanced degrees.
- **Critical investments in elementary and secondary education.** The President asked Congress to reduce class sizes in the early grades, modernize our school facilities, provide high-quality after-school and summer school learning opportunities, and invest in quality teachers. All students ought to be held to high academic expectations.
- **Increase economic opportunities for disadvantaged youth.** The President's budget would increase our investment in Youth Opportunity Grants from \$250 million to \$375 million, serving 25,000 more youth in high-poverty areas. The budget would provide funds to employ 3,330 young high school drop-outs to build houses through YouthBuild, increasing employment skills and creating housing for low-income and homeless families. Finally, the President asked Congress to increase our investment in Job Corps—the nation's largest and most comprehensive residential education and job training program for impoverished young people—to nearly \$1.4 billion.

Over the past seven years, President Clinton and Vice President Gore have implemented an unprecedented array of initiatives to expand college opportunities. The new Hope Scholarship and Lifetime Learning tax credits provide \$3.5 billion in tax relief for college. The Direct Student Loan program has saved students and taxpayers a total of \$15 billion. Student loans are cheaper and can be repaid based on the ability to pay.

AmeriCorps has given over 150,000 young people the chance to earn their way through college by serving their country and their communities. The GEAR UP initiative is raising college aspirations for 450,000 at-risk teenagers. And more needy students receive larger Pell Grants scholarships.

We have made great progress toward enabling all of our citizens to achieve the American Dream. All Americans deserve a chance at the economic opportunity, cultural enrichment, and civic engagement that result from higher education. By building upon our investment in education, we can ensure the future prosperity of our nation.

ENDNOTES

- ¹ National Center for Education Statistics, *The Condition of Education 2000*, Washington, D.C.: U.S. Department of Education, 2000, p. 34.
- ² U.S. Department of Commerce, Bureau of the Census (1994), *Statistical Brief: More Education Means Higher Career Earnings*, p. 2.
- ³ U.S. Department of Education, National Library of Education (1999), *College for All? Is There Too Much Emphasis on Getting a Four-Year Degree?*, pp. 30-31.
- ⁴ *The Condition of Education 2000*, pp. 49, 149 (Table 32-1) (using three-year averages for low-income students, African Americans, and Hispanics), 151 (Table 32-3).
- ⁵ National Center for Education Statistics, *Digest of Education Statistics 1999*, Washington, D.C.: U.S. Department of Education, 2000, p. 156 (Table 142).
- ⁶ The College Board, "College Board Reports 'Decade of Promise' for America's College-Bound Students As Record Numbers Take the SAT and Advanced Placement Courses," August 31, 1999 (available at < www.collegeboard.org/press/senior99/html/990831.html >)[hereinafter "College Board SAT/AP Report"].
- ⁷ Unless otherwise noted, the data come from *The Condition of Education 1999*, pp. 132, 140, 142, 152, 274-76.
- ⁸ *The Condition of Education 2000*, p. 156 (Table 38-3).
- ⁹ *The Condition of Education 2000*, pp. 15, 129 (Table 10-1).
- ¹⁰ McPherson, Michael S., and Morton Owen Schapiro (1998), *The Student Aid Game: Meeting Need and Rewarding Talent in American Higher Education*, p. 39.
- ¹¹ The College Board (1997), *Memory, Reason, Imagination: A Quarter Century of Pell Grants*.
- ¹² Kane, Thomas J (1999), *The Price of Admission: Rethinking How Americans Pay for College*, p. 127.
- ¹³ *Student Lending Update*, "Interview with James Gathard, Senior Vice President for Business Executives for NationsBank Education Loans," January 13, 1998.
- ¹⁴ Macro International (1999), *Five-Year Assessment of the Direct Loan program*.
- ¹⁵ Aguirre International (1999), *An Evaluation of AmeriCorps Summary*, pp. 3, 8.
- ¹⁶ U.S. Department of Labor, *FY 2001 Budget Justifications of Appropriation Estimates and Performance Plans for Committee on Appropriations*, p. TES-91.
- ¹⁷ U.S. Department of Education, National Library of Education (1999), *College for All? Is There Too Much Emphasis on Getting a Four-Year Degree?*, Washington, DC, pp. 26, 30-31.
- ¹⁸ National Center for Education Statistics, *The Condition of Education 2000*, Washington, D.C.: U.S. Department of Education, 2000, p. 34.
- ¹⁹ U.S. Department of Labor (1999), *Futurework: Trends and Challenges for Work in the 21st Century*, Washington, DC, p. vii.
- ²⁰ Council of Economic Advisors (2000), *Economic Report of the President*, p. 137.
- ²¹ *The Condition of Education 2000*, pp. 15, 129 (Table 10-1).
- ²² *The Condition of Education 2000*, p. 33.
- ²³ *Digest of Education Statistics 1999*, p. 127 (Table 108); *The Condition of Education 2000*, p. 154 (Table 38-1).
- ²⁴ Adelman, C. (1999), *Answers in the Tool Box: Academic Intensity, Attendance Patterns, and Bachelor's Degree Attainment*, Washington, DC: U.S. Department of Education.
- ²⁵ *Digest of Education Statistics 1999*, p. 156 (Table 142).
- ²⁶ The College Board, "More Schools, Teachers, and Students Accepted the AP Challenge in 1998-99," August 31, 1999 (available at < www.collegeboard.org/press/senior99/html/990831b.html >); College Board SAT/AP Report.
- ²⁷ College Board SAT/AP Report.
- ²⁸ *The Condition of Education 2000*, pp. 49, 149 (Table 32-1) (using three-year averages for low-income students, African Americans, and Hispanics), 151 (Table 32-3).
- ²⁹ *The Condition of Education 2000*, p. 156 (Table 38-3).
- ³⁰ *The Condition of Education 2000*, p. 56.
- ³¹ National Center for Education Statistics, *The Condition of Education 1999*, Washington, D.C.: U.S. Department of Education, 1999, p. 34.