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# Issue Brief

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**FEDERAL ELEMENTARY AND SECONDARY EDUCATION PROGRAMS:  
REAUTHORIZATION ISSUES**

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by

Wayne C. Riddle

Education and Public Welfare Division

Congressional Research Service

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NOTE: This issue brief was originally prepared by K. Forbis Jordan, the former Senior Specialist in Education at CRS.

FEDERAL ELEMENTARY AND SECONDARY EDUCATION PROGRAMS:  
REAUTHORIZATION ISSUES

SUMMARY

Most of the Federal elementary and secondary education assistance programs are being considered for reauthorization by the 100th Congress. The largest program, Chapter 1 of the Education Consolidation and Improvement Act of 1981 (ECIA), authorizes Federal aid for the education of disadvantaged elementary and secondary school children. The next largest program being considered for reauthorization is impact aid to local educational agencies (LEAs) with substantial numbers of students residing with parents who work and/or live on Federal property. A third program, Chapter 2 of the ECIA, the State education block grant, provides funds to State educational agencies (SEAs) and LEAs. Other programs being considered include assistance to "magnet" schools to encourage voluntary desegregation, immigrant education, math/science programs under Title II of the Education for Economic Security Act, adult education, bilingual education, the Indian Education Act programs administered through the Department of Education (ED), and the Women's Educational Equity Act. The total FY88 appropriations for these programs are about \$6.5 billion.

Each program has its own set of issues, but several general issues have emerged during the reauthorization process thus far. These issues include, should Federal assistance be allocated through formula grants for specific programs to serve special populations and targeted on areas of greatest need, or through block grants with broad Federal objectives so that decisions about students to be served and programs to be provided could be made by the States or LEAs? Another issue is whether to provide funds to virtually all LEAs through formula grants or to a few LEAs through nationally competitive programs. Questions also have been raised about the type of involvement that parents should have in the education of their children in Federally-assisted programs. Other issues have been related to provisions for services and programs for eligible private school children, the relationship between Federal programs and State-level school reform activities, and information about programs and participants for the Congress.

Conference reports on two major bills authorizing aid to elementary and secondary education have been considered by the Congress in recent weeks. P.L. 100-297, the Augustus F. Hawkins-Robert T. Stafford Elementary and Secondary School Improvement Amendments of 1988, was signed by the President on Apr. 28, 1988. The conference report on H.R. 3, the Omnibus Trade and Competitiveness Act of 1988, that contains elementary and secondary education provisions, was agreed to by the House on Apr. 21, and by the Senate on Apr. 27, 1988.

## ISSUE DEFINITION

The 100th Congress is considering the reauthorization of most Federal elementary and secondary education programs, as well as the creation of several new programs. Issues have included: (1) Federal versus State/local priorities in the use of funds; (2) use of formula grants or competitive grants to allocate funds; (3) services for eligible nonpublic school children; (4) relationship between Federal programs and State-level school reform activities; and (5) information about programs and participants for the Congress.

## BACKGROUND AND ANALYSIS

Except for education of the handicapped and vocational education, most Federal programs for elementary and secondary education are being considered for reauthorization by the 100th Congress. Conference reports on 2 major bills authorizing aid to elementary and secondary education have been considered by the Congress in recent weeks. P.L. 100-297, the Augustus F. Hawkins-Robert T. Stafford Elementary and Secondary School Improvement Amendments of 1988, was signed by the President on Apr. 28, 1988. The conference report on H.R. 3, the Omnibus Trade and Competitiveness Act of 1988, that contains elementary and secondary education provisions, was agreed to by the House on Apr. 21, and by the Senate on Apr. 27, 1988.

### Overview

Of the total funds for elementary and secondary education from local, State, and Federal sources, Federal funds comprise less than 7%. However, the percent of funds from Federal sources is greater in those States and local educational agency (LEAs) with large numbers of disadvantaged children or major Federal facilities, and is a major source of revenue for compensatory education and bilingual education.

Interest in Federal programs likely will increase partly because of the projected changes in the composition of the school age population. Large increases are projected in the proportion of the school-age population from poor or minority families. The effect likely will be greatest in school districts in the Nation's older urban areas and in the States extending from Texas to California. Many of these children will be educationally disadvantaged and/or have limited English language proficiency, and likely will need supplementary educational programs and services. Many urban areas also are confronted with a declining tax base and a growing elderly and disadvantaged adult population which needs a variety of social services. Competition among agencies likely will be strong for limited or decreasing public funds.

Interest in the Federal programs of aid to elementary and secondary education is also high because many of these programs had not been thoroughly considered by the Congress since adoption of the Education Amendments of 1978. The many changes in the educational, political, legal, and demographic environment that have occurred over the past decade are being considered as part of the reauthorization process.

### Program Descriptions

For each program being considered for reauthorization by the 100th Congress, summary information is presented in the following discussion. Summary provisions of P.L. 100-297 and the conference version of H.R. 3 have been noted. Note that while it extends and amends the programs currently authorized under the ECIA, P.L. 100-297 repeals the ECIA, while authorizing the former ECIA -- and other -- programs under an amended version of the Elementary and Secondary Education Act (ESEA) of 1965. Except where otherwise stated, the period for which appropriations would be authorized under these bills is FY88 or FY89 through FY93.

#### Education for the Disadvantaged

The largest Federal elementary and secondary education program is the ECIA Chapter 1 compensatory education program for disadvantaged children. Under the basic grant program, funds are allocated through SEAs to LEAs based primarily on the number of low income children and the State average expenditure per pupil for public elementary and secondary education. In addition to the basic grants to LEAs, ECIA Chapter 1 funds are used for State agency programs for migrant, handicapped, and neglected and delinquent children. In 1985-86, about 4.5 million children were served by ECIA Chapter 1 basic grant programs operated by LEAs, and about 650,000 students were served in the State agency programs.

P.L. 100-297 extends this program as Title I, Chapter 1 of the ESEA. P.L. 100-297 updates certain population factors used in the basic grant allocation formula, and provides that the first \$400 million of LEA grant appropriations above the FY88 level, plus 10% of appropriations above this amount, shall be used for concentration grants allocated only to counties where the number of children counted in the basic grant allocation formula either exceeds 6,500 children or constitutes 15% or more of the total population aged 5-17 years. Additional Chapter 1 amendments in P.L. 100-297 authorize an Even Start program and grants specifically for disadvantaged secondary school students and dropout prevention; and attempt to increase program accountability and innovation, improve evaluations, plus increase parental involvement.

#### Even Start Program

P.L. 100-297 authorizes a program for demonstration projects for joint education of educationally disadvantaged children 1-7 years old and their parents who lack a high school diploma (or equivalent). This program becomes a new Part B of Chapter 1. Grants are to be made on a discretionary basis by the Department of Education if appropriations are less than \$50 million, but allocated to States in proportion to Chapter 1 basic grants at higher funding levels.

#### Basic Skills Improvement and Dropout Prevention

P.L. 100-297 authorizes programs of dropout prevention and secondary school basic skills improvement. One-year (FY89) demonstration programs for these purposes are authorized as a new Title VI of the ESEA. H.R. 3

authorizes similar demonstration programs for FY88, and FY88 appropriations for such a program are provided in P.L. 100-202. P.L. 100-297 provides that any FY88 appropriations for dropout prevention programs are to be expended in accordance with the provisions of the new ESEA Title VI. Under the demonstration programs, grants would be made on the basis of national competition to model programs of school dropout prevention/re-entry and secondary school basic skills improvement, although specified proportions of the dropout prevention must be allotted to LEAs in certain enrollment size categories. The Secretary of Education is required to prepare a definition of the term, "school dropout."

For FY90-93, P.L. 100-297 authorizes formula grants to the States for the purposes of secondary school basic skills improvement and dropout prevention, as a new Part C of Chapter 1. These grants would be made to States in proportion to Chapter 1 basic grants, with a State minimum of the greater of 0.25% of total grants or \$250,000. States would allot funds to LEAs that demonstrate the greatest need for assistance and propose innovative approaches. Not more than 50% of these grants may be used by LEAs for dropout prevention and re-entry.

#### **Gifted and Talented Program**

P.L. 100-297 authorizes a Jacob K. Javits Gifted and Talented Students Education Act, that would provide grants for programs to meet the special educational needs of gifted and talented children. Funds might be used for training personnel, establishing and operating model programs, strengthening State leadership and capacity, providing technical assistance, and carrying out national research, evaluations, surveys, and data collection.

#### **Drug Education**

P.L. 100-297 extends and amends the Drug-Free Schools and Communities Act of 1986 through FY93. H.R. 3 also amends the Drug-Free Schools and Communities Act to require the distribution of funds to LEAs within States on the basis of the enrollment in public and private nonprofit schools, rather than on the school-age population in each LEA, an amendment that is also contained in P.L. 100-297.

#### **State Education Block Grant**

ECIA Chapter 2 is commonly referred to as the State education block grant program. In 1981, about 40 programs were consolidated into the State education block grant with three broad groups of authorized activities -- basic skills development, educational improvement and support services, and special projects. All SEAs and LEAs are eligible to receive Chapter 2 funds, and at least 80% of a State's funds is distributed to LEAs according to a (State-developed) formula. SEAs and LEAs may use the Chapter 2 funds for any purpose authorized under the antecedent programs.

P.L. 100-297 amends the Chapter 2 program -- as Title II, Chapter 2, of the ESEA -- to authorize the use of funds by State and local educational agencies for "targeted assistance" programs for children at

risk of school failure or whose education requires higher than average costs; acquisition of instructional materials; innovative, schoolwide improvement programs, including "effective schools" programs; personnel training; programs intended to improve the achievement and "personal excellence" of students; and other innovative programs to improve the educational climate of schools. At least 20% of the State share of Chapter 2 funds must be used for "effective schools" programs. Funding priorities are established for a number of national programs and activities, administered by the Secretary of Education -- National Diffusion Network, Inexpensive Book Distribution, Arts in Education, Law-Related Education, and Blue Ribbon Schools.

### **Impact Aid**

The impact aid program was first authorized in 1950 under the provisions of P.L. 874, 81st Congress. Impact aid funds are provided for payments to LEAs enrolling substantial numbers of students residing with parents who work and/or live on Federal property, including dependents of uniformed military personnel and Indian youth residing on Federal lands. Funds under P.L. 874 are allocated on the basis of the number of eligible children multiplied by a payment rate, and this is the only Federal program in which funds may be used for the general operation of schools.

In FY86, funds were allocated to about 2,700 of the Nation's 16,000 LEAs on the basis of a total of about 2 million public school children eligible for payments under the program. For FY86, ED estimates that impact aid payments averaged less than 1% of the total revenues for current expenditures in the recipient LEAs overall; however, in some individual LEAs, the payments may represent perhaps as much as 40% of total revenues.

P.L. 100-297 extends P.L. 874 through FY93, substantially revising the payment rates for different types of LEAs and Federally-related pupils, and providing that children residing in Federally-subsidized "Section 8" housing are eligible for grants through FY88.

### **Bilingual Education**

Under the Bilingual Education Act (BEA), funds are authorized for the Secretary of Education to make discretionary grants to LEAs for the education of limited English proficient (LEP) children. In school year 1985-86, about 205,000 LEP students participated in BEA programs. In 1985-86, ED estimates that California, Texas, and New York received about 50% of the total BEA funds.

P.L. 100-297 extends the BEA and provides for greater flexibility in the use of funds. This legislation also increases the proportion of BEA funds that support instructional approaches other than bilingual education for LEP pupils, and expands current BEA provisions regarding program evaluation, research, and administration by ED.

## Adult Education

The Adult Education Act (AEA) provides grants to SEAs for programs to meet the basic education needs of individuals who are not enrolled in school and who are not high school graduates. SEAs typically fund programs located throughout the State. The AEA is the largest source of Federal funds to help alleviate adult illiteracy. ED has estimated that about 2.8 million persons participated in AEA-assisted programs in 1985-86; about 70% received instruction in English as a second language or basic skills; and the remaining 30% were in programs leading to the equivalent of a high school diploma. The AEA requires the States to contribute 10% of the program costs, but actual State contributions were estimated to be 69% in 1984-85.

P.L. 100-297 extends the AEA through FY93 and clarifies the legislative intent that the program is to serve adults who lack sufficient literacy skills. P.L. 100-297 also amends the Act to create a 10% set-aside for services to persons in correctional or other institutions, clarify provisions for services to limited-English proficient individuals, authorize new programs of workplace literacy partnerships grants and English literacy for limited-English proficient adults, and new national programs of adult migrant farmworker and immigrant education plus adult literacy volunteer training.

H.R. 3 contains authorizations for workplace literacy and English literacy grants that are similar to these provisions in P.L. 100-297, except that the English literacy grant authorization in H.R. 3 is for FY88 only. H.R. 3 also requires that the Department of Education's Adult Education Division serve as a Federal literacy coordination office. However, it is provided in H.R. 3 that its adult education provisions shall not take effect if P.L. 100-297 has first been enacted.

## Math/Science Education Program

Under Title II of the Education for Economic Security Act (EESA), P.L. 98-377, funds are provided to States and LEAs for programs to improve instruction in science, mathematics, computer learning, and foreign languages. State funds are allocated through formula grants to LEAs, and competitive grants to LEAs and institutions of higher education. The primary use of funds has been for training and retraining of teachers in the target subject areas. Since all LEAs may receive funds under this program, all teachers in the target subject areas could potentially receive services, but summary participation data have not been made available.

P.L. 100-297 authorizes funds to improve instruction in science and mathematics at the State and local level under a Dwight D. Eisenhower Mathematics and Science Education Act. The proportional allocation of funds is changed to provide that 75% of funds are used for elementary and secondary education programs, and 25% for higher education programs. At least 90% of the elementary and secondary education funds are to be allocated to LEAs: one-half in proportion to enrollments in public and private elementary and secondary schools, and one-half in proportion to counts of children in low-income families, as used in the Chapter 1 basic



grant formula. States are to renew grants to LEAs only if the State determines that the LEA is making adequate progress in meeting the goals of this program.

H.R. 3 amends the Education for Economic Security Act to authorize a new State grant program to encourage partnerships between schools and businesses or other public and nonprofit agencies. H.R. 3 also increases the FY88 authorization for EESA Title II to \$175 million.

#### **Elementary and Secondary School Foreign Language Programs**

Currently, funds provided under Title II of the Education for Economic Security Act (EESA) may be used for programs to improve elementary and secondary school instruction in foreign languages. P.L. 100-297 authorizes two new programs for elementary and secondary foreign language education. A new Title II, Part B, of the ESEA authorizes grants to States -- in proportion to population aged 5-17, but with a 0.5% State minimum -- for model LEA programs of foreign language education. A new Title II, Part C, of the ESEA authorizes the President to make 104 awards (1 elementary and 1 secondary school teacher from each State plus the District of Columbia and Puerto Rico) for excellence in teaching foreign languages. H.R. 3 authorizes foreign language education programs similar to those of P.L. 100-297, but only for FY88.

#### **Magnet Schools**

The Secretary of Education is authorized to make grants to LEAs for magnet schools to encourage voluntary school desegregation under the provisions of Title VII of P.L. 98-377. Funds are used for curricular materials, inservice training programs for teachers, teachers' salaries, and promotion of magnet school programs. With FY87 funds, 38 grants were made. P.L. 100-297 extends the magnet school program through FY93, as Title III of the ESEA. A separate program of "alternative curriculum schools" is authorized under the Secretary's Fund for Innovation in Education (Title IV, Part F, of the ESEA), that can be funded only if at least \$165 million is appropriated for the magnet school program (the FY88 appropriation is \$71.8 million).

#### **Educational Telecommunications**

Each of P.L. 100-297, H.R. 3, and S. 778 authorizes the Secretary of Education to make cost-sharing grants to establish a series of telecommunications centers to improve instruction in mathematics, science, foreign languages, and remedial or compensatory education, as a new Title IX of the Education for Economic Security Act. Under both P.L. 100-297 and H.R. 3, no individual center may receive more than \$20 million under this program; and at least 25% of grants must be used for instructional programming, plus a minimum of 50% for facilities, teacher training, equipment, or technical assistance. The H.R. 3 provisions are not to take effect if P.L. 100-297 is first enacted. This program received an FY88 appropriation of \$19.148 million under P.L. 100-202.

## **Indian Education**

The Indian Education Act (IEA) consists of three parts. Under Part A, the Secretary of Education is authorized to make grants to LEAs and tribally operated schools for special programs to educate Indian youth. (Separate funding through the Bureau of Indian Affairs (BIA) in the Department of Interior is provided for the operation of schools for Indian youth on Indian reservations.) IEA Part B funds are used to fund competitive grant demonstration projects, resource and evaluation centers, and postsecondary fellowships for Indian students; Part C funds are used to fund competitive grant programs to serve Indian adults.

P.L. 100-297 amends current statutes on the operation of schools by the Bureau of Indian Affairs (BIA) of the Department of Interior, and extends IEA programs. Among other provisions, the definition of Indian student for participation in IEA programs is clarified. A new grant program and changes in formula provisions are authorized for BIA-funded contract schools. New ED programs are authorized for the education of Native Hawaiians. In addition, P.L. 100-297 modifies provisions for aid to Navajo Community College, and authorizes a White House Conference on Indian Education, an Indian early childhood education program, grants for tribal departments of education, centers for gifted and talented Indian children, and a variety of programs for Native Hawaiian children and youth.

## **Immigrant Education**

Under the Emergency Immigrant Education Act, Title VI of P.L. 98-511, ED is authorized to provide assistance to LEAs with large numbers of immigrant children. In FY86, 31 States received grants under this program to serve a reported 436,612 school children. The States with the largest numbers of such children are California, New York, Texas, Illinois, and Florida. P.L. 100-297 adds reporting requirements and reauthorizes this program.

## **Women's Educational Equity**

Title IX, Part C of the ESEA authorizes the Secretary of Education to make grants for the promotion of educational equity for women and girls, and to provide assistance to educational agencies and institutions in meeting the prohibition against sexual discrimination in Federally assisted programs or activities (Title IX, P.L. 92-318). In FY85, 59 grants were made; the two most prominent program priorities were projects on educational equity for racial and ethnic minority women, and projects for the elimination of persistent barriers to educational equity for women. P.L. 100-297 extends this program through FY93.

## **Territorial Assistance**

Grants are currently authorized for general elementary and secondary education assistance to the Virgin Islands, and for teacher training programs in all of the Outlying Areas of the United States. P.L. 100-297 extends these programs through FY93.

**Excellence in Education Program**

The Secretary is authorized to make awards to LEAs to demonstrate successful techniques for improving the quality of education. Such awards may not exceed \$25,000 for any fiscal year or a total of \$40,000. P.L. 100-297 terminates the authorization for this program.

**Ellender Fellowship Program**

P.L. 100-297 extends and amends this program for fellowships to provide learning activities about governmental operations. Provisions are made for programs in State and local government as well as at the Federal level. P.L. 100-297 expands the program to include fellowships for older Americans and recent immigrants.

**(National) Center for Education Statistics**

P.L. 100-297 extends the appropriations authorization for the (National) Center for Education Statistics, amending its authority to enhance the independence of the Center and to attempt to make its organization and status comparable with other Federal Government statistical agencies.

**Other New Elementary and Secondary Education Programs Authorized Under P.L. 100-297**

Several other new initiatives are included in P.L. 100-297, for which there are no comparable current programs. These include the following:

- a Secretary's Fund for Innovation in Education, authorizing discretionary grants for optional tests for academic excellence, programs for computer-based instruction, programs for the improvement of comprehensive school health education, alternative curriculum schools, programs of technology education, and other activities at the discretion of the Secretary of Education;
- a rural education opportunities program, as Part F, Subpart 3 of Chapter 1;
- a Fund for the Improvement and Reform of Schools and Teaching, that is authorized to make grants for schools and teachers, as well as for family-school partnerships;
- an amendment to the current provisions for a National Assessment of Educational Progress (NAEP) to authorize a trial mathematics assessment with results to be reported on a State-by-State basis for voluntarily participating States;
- an authorization for a grant to a "predominantly rural centrally located Western State which has a high birthrate and with a low per pupil expenditure", for education and training of individuals "at risk", such as persons with disabilities;

- an amendment to the Communications Act of 1934, regarding the transmission of obscene or indecent material over telecommunications lines; and
- a comprehensive child development program for preschool children.

### **Other New Elementary and Secondary Education Programs Created Under H.R. 3**

Several other new initiatives are included in H.R. 3, for which there are no comparable current programs. These include the following:

- a program of educational partnerships between public elementary and secondary schools, institutions of higher education, and the private sector, to increase the resources available for elementary and secondary education and increase the career awareness of students;
- a program of assistance to up to 10 demonstration centers for technology education in secondary schools, vocational education centers, and community colleges;
- an access demonstration program of aid for the training of secondary school personnel, including guidance counselors, in rural areas; and
- a student literacy corps program, under which postsecondary students would be trained as tutors in public community agencies.

### **Issues**

While most debate over the programs described above is based on program-specific issues, a variety of general issues are associated with Federal elementary and secondary education programs. For information on the major issues and reauthorization options associated with individual programs, see the reports listed in the reference section at the end of this issue brief.

### **Targeting vs. Local Discretion**

Basic policy questions concerning formula grants likely will include whether to (1) maintain current requirements about use of funds and participant eligibility; (2) target funds more on those students most in need of particular programs; or (3) provide SEAs and LEAs with more discretion in the identification of the students to be served and the types of programs to be provided. A related issue is whether the conditions among the States and LEAs are so different that these agencies are in a better position than the Federal Government to determine their educational needs and to make decisions about the distribution of assistance and use of funds.

The targeting/local discretion issue is related to both the ECIA Chapter 1 program for the education of the disadvantaged and the Chapter 2 State education block grants. With Chapter 1 funds, the issue is whether to (1) concentrate the funds on the "most needy" students, or schools or LEAs with the highest percentages of eligible students; or (2) relax current requirements in order to promote use of "school-wide" projects in which Chapter 1 activities are made available to all students in schools with especially high percentages of poor pupils. With Chapter 2 funds, the issue has been related to (1) the appropriate amount of discretion for the States in establishing the intra-State funding formula; and (2) authorized uses of funds by LEAs. Interest groups have questioned whether a "fair" share of the funds is going to those LEAs with either high percentages or large numbers of special needs students.

Perceived national interests and Federal priorities may come into conflict with SEA and LEA perceptions of their educational needs. Some observers contend that programs such as ECIA Chapter 1 for the education of disadvantaged children and P.L. 94-142 for the education of handicapped children were enacted because SEAs and LEAs were either unable or unwilling to serve these populations adequately.

#### **Formula Grants vs. Competitive Grants**

An issue is whether Federal education programs should be provided to virtually all LEAs, or at least all States, through formula grants, or to a few LEAs or States through competitive grants. Formula grants are used in allocating funds for the largest Federal elementary and secondary education programs such as Chapter 1 compensatory education, education of the handicapped, vocational education, and Chapter 2 State education block grants; competitive grants are used in allocating funds for such programs as magnet schools assistance, bilingual education, and ED research.

With limited Federal funds, competitive grants may be used to fund a series of "model" or demonstration programs to promote new initiatives; one concern with this option is that LEAs in financial stress may not have the resources to replicate the model programs in addressing their educational problems. In addition, LEAs often raise questions about (1) the resources required to submit applications for a limited number of competitive grants; (2) the merits of the criteria used in making awards; and (3) a possible lack of objectivity in selecting recipients. The alternative may be to use formula grants and provide funds to all eligible LEAs, but possibly have limited impact because of limited funds per individual grant.

#### **Services for Private School Pupils**

A general issue may be the permissible procedures that LEAs can use in providing services and programs for private school pupils who are eligible for the Federal programs. Until the July 1, 1985, Aguilar v. Felton decision of the U.S. Supreme Court, LEAs could employ teachers and provide special non-sectarian instruction for the children at religiously affiliated, or other, nonpublic schools. The decision held that provision of Chapter 1 instructional services on the premises of sectarian schools

was unconstitutional, because it lead to "excessive entanglement" of public officials with religious institutions.

Since the statutes for Chapter 1 and certain other Federal elementary and secondary education programs require that educational services and arrangements be provided on an equitable basis to eligible pupils attending private elementary and secondary schools, LEAs are required to serve the eligible children in a place other than on the premises of a religiously affiliated nonpublic school. Suggested alternatives include providing services to the nonpublic school students in the public schools, renting space in "neutral" sites near the nonpublic school, using mobile classrooms, or utilizing new instructional technology. One problem with the neutral site and mobile classroom options is that ED has indicated that in the case of Chapter 1, any costs of renting or purchasing neutral sites or portable classrooms must be deducted from the total payments to that LEA rather than only from that portion allocable to eligible nonpublic school students. This issue is especially critical in certain urban school districts with large numbers of eligible students attending religiously affiliated nonpublic schools.

#### **Relationship Between Federal Programs and State School Reforms**

Federal activities and programs to support the current education reform movement have been limited; however, the question remains as to whether changes should be made in existing Federal programs to support or encourage State school reform efforts. Some have proposed that, as a condition of receipt of Federal funds, States be required to adopt certain education reforms. This option suggests an increased degree of Federal control over the schools; however, some might contend that current educational problems are of sufficient magnitude to justify the action. As an alternative, Federal incentives could be provided to encourage State adoption of certain reforms; however, opposition might develop because of a lack of agreement concerning the programs or actions that could be classified as educational reforms, their relative merits, the means to achieve them, or the way to finance them. Another option would be to promote or encourage reforms through Federal grants for research projects and demonstration or model programs.

#### **Information Needs of the Congress**

An issue is the conflict between (1) the interest in supporting the stated intent of the Paperwork Reduction Act, and the implicit intent of the Education Consolidation and Improvement Act, to minimize the information gathering and reporting burdens on Federal grant recipients; and (2) the need of the Congress for participation, program, and evaluation information about Federal programs. When reauthorizing legislation, the Congress likely will seek program information, but requiring LEAs and SEAs to provide the information imposes a paperwork burden. The challenge is how to balance the competitive goals of paperwork reduction and the need for information in making public policy decisions about whether to maintain or modify a particular Federal program.

**LEGISLATION****P.L. 100-297, H.R. 5**

Augustus F. Hawkins-Robert T. Stafford Elementary and Secondary School Improvement Amendments of 1988. Extends and amends the Elementary and Secondary Education Act and most other Federal programs for elementary and secondary education. Introduced Jan. 6, 1987; referred to Committee on Education and Labor. Reported by the Committee on Education and Labor on May 15, 1987 (H.Rept. 100-95). Passed by the House on May 21, 1987. Passed by the Senate on Dec. 1, 1987. Conference report (H. Rept. 100-567) agreed to by House on Apr. 19, and by Senate on Apr. 20, 1988.

**H.R. 3 (Gephardt et al.)**

Omnibus Trade and Competitiveness Act of 1988. Includes Title VI, the Education and Training for a Competitive America Act of 1988. Conference report (H. Rept. 100-576) agreed to by House on Apr. 21, and by Senate on Apr. 27, 1988.

**S. 360 (Inouye)**

Authorize education programs for Native Hawaiians. Introduced Jan. 21, 1987; referred to Committee on Indian Affairs; ordered reported (S.Rept. 100-36) Apr. 9; passed Senate Apr. 22. Basic provisions included in Title IV of P.L. 100-297 (see above).

**S. 373 (Pell)**

The Robert T. Stafford Elementary and Secondary Education Improvement Act of 1987. Amends and extends most programs of Federal aid to elementary and secondary education, and authorizes certain new programs. Introduced on Jan. 21, 1987. Reported by the Committee on Labor and Human Resources on Oct. 14, 1987 (S. Rept. No. 100-222). Provisions incorporated into P.L. 100-297, as passed by the Senate, on Dec. 1, 1987.

**S. 778 (Kennedy)**

Star Schools Program Assistance Act. Establishes telecommunication networks to improve instruction in mathematics, science, and foreign languages. Introduced Mar. 18, 1987; referred to Committee on Labor and Human Resources. Reported Apr. 23 (S.Rept. 100-44); passed Senate Apr. 23. Referred to House Committee on Education and Labor Apr. 27, 1987. Similar provisions were included in the conference versions of H.R. 3 and P.L. 100-297 (see above).

**S. 1238 (Kennedy)**

Bilingual Education Act Amendments of 1987. Amends the Bilingual Education Act to make Federal financial assistance available for limited English proficient children while increasing the flexibility allowed grantees regarding the specific method of instruction. Introduced, referred to Committee on Labor and Human Resources; reported (S.Rept. 100-92) May 20, 1987. Similar provisions were included in P.L. 100-297 (see above).

FOR ADDITIONAL READING

U.S. Congress. House. Committee on Education and Labor. Federal assistance for elementary and secondary education: background information on selected programs likely to be considered for reauthorization by the 100th Congress. Committee Print Serial No. 100-A. Jan. 27, 1987.

U.S. Library of Congress. Congressional Research Service. Adult literacy issues, programs, and options [by] Paul M. Irwin. [Washington] 1985. (Updated regularly)  
CRS Issue Brief 85167

----- Early childhood education and development: Federal policy issues [by] Wayne Riddle. [Washington] 1988 (Updated regularly)  
CRS Issue Brief 88048

----- Education for disadvantaged children: Reauthorization issues [by] Wayne C. Riddle. [Washington] 1987 (Updated regularly)  
CRS Issue Brief 87070

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