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REPORT
110–254

SHIRLEY A. CHISHOLM UNITED STATES-CARIBBEAN EDUCATIONAL EXCHANGE ACT OF 2007

JULY 23, 2007.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. LANTOS, from the Committee on Foreign Affairs, submitted the following

R E P O R T

[To accompany H.R. 176]

[Including cost estimate of the Congressional Budget Office]

The Committee on Foreign Affairs, to whom was referred the bill (H.R. 176) to authorize assistance to the countries of the Caribbean to fund educational development and exchange programs, having considered the same, reports favorably thereon with an amendment and recommends that the bill as amended do pass.

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59–006

THE AMENDMENT

The amendment is as follows:

Strike all after the enacting clause and insert the following:

SECTION 1. SHORT TITLE AND TABLE OF CONTENTS.

(a) SHORT TITLE.—This Act may be cited as the "Shirley A. Chisholm United States-Caribbean Educational Exchange Act of 2007".

(b) TABLE OF CONTENTS.—The table of contents for this Act is as follows:

Sec. 1. Short title and table of contents.
Sec. 2. Definitions.
Sec. 3. Findings and statement of purpose.
Sec. 4. Shirley A. Chisholm United States-Caribbean Educational Exchange Program.
Sec. 5. Program to provide educational development assistance for CARICOM countries.
Sec. 6. Administrative provisions.
Sec. 7. Reporting requirements.
Sec. 8. Authorization of appropriations.

SEC. 2. DEFINITIONS.

In this Act:

(1) ADMINISTRATOR.—Except as otherwise provided, the term "Administrator" means the Administrator of the United States Agency for International Development.

(2) APPROPRIATE CONGRESSIONAL COMMITTEES.—The term "appropriate congressional committees" means—

(A) the Committee on Foreign Affairs and the Committee on Appropriations of the House of Representatives; and

(B) the Committee on Foreign Relations and the Committee on Appropriations of the Senate.

(3) CARICOM COUNTRY.—The term "CARICOM country"—

(A) means a member country of the Caribbean Community (CARICOM); but

(B) does not include—

(i) a country having observer status in CARICOM; or

(ii) a country the government of which the Secretary of State has determined, for purposes of section 6(j) of the Export Administration Act of 1979 (as continued in effect pursuant to the International Emergency Economic Powers Act), section 40 of the Arms Export Control Act, section 620A of the Foreign Assistance Act of 1961, or any other provision of law, is a government that has repeatedly provided support for acts of international terrorism.

(4) SECRETARY.—Except as otherwise provided, the term "Secretary" means the Secretary of State.

(5) UNITED STATES COOPERATING AGENCY.—The term "United States cooperating agency" means—

(A) an accredited institution of higher education, including, to the maximum extent practicable, an historically Black college or university that is a part B institution (as such term is defined in section 322(2) of the Higher Education Act of 1965 (20 U.S.C. 1061(2))) or an Hispanic-serving institution (as such term is defined in section 502(5) of such Act (20 U.S.C. 1101a(5)));

(B) a higher education association;

(C) a nongovernmental organization incorporated in the United States; or

(D) a consortium consisting of two or more such institutions, associations, or nongovernmental organizations.

SEC. 3. FINDINGS AND STATEMENT OF PURPOSE.

(a) FINDINGS.—Congress finds the following:

(1) The United States and CARICOM countries have enjoyed long-standing friendly relations.

(2) As an important regional partner for trade and democratic values, the Caribbean region constitutes a "Third Border" of the United States.

(3) The decrease in tourism revenue in the aftermath of the tragic terrorist attacks on September 11, 2001, had an adverse affect on the Caribbean region.

(4) According to a 2005 World Bank Report on the Caribbean region, high rates of unemployment, particularly youth unemployment, have had severe implications on poverty and income distributions, as well as drug trafficking and addiction.

(5) The 2005 World Bank Report also concludes that better synchronization is needed between curricula in CARICOM countries and the skills needed in evolving national and regional job markets and economies.

(6) Caribbean leaders have highlighted the need for increased educational opportunities for Caribbean students in fields that will contribute to and support an increasingly competitive regional economy.

(7) Enhancing United States cultural and educational exchange programs in CARICOM countries will expand human resources, provide opportunities that promote economic growth, and improve regional security.

(8) Many Caribbean leaders studied at the undergraduate or graduate level in the United States before returning to their respective countries to contribute toward the strengthening of democracy, the economy, or the provision of social services.

(9) From 2003 through 2005, 217 Caribbean leaders participated in exchange programs with the United States that focused on good governance, combating drug trafficking, anti-corruption, and other regional issues of concern.

(10) The Department of State currently administers public outreach programs that include cultural, academic, and citizen-exchange initiatives in CARICOM countries through the Embassy Public Affairs Sections with support from the Office of Public Diplomacy in the Bureau of Western Hemisphere Affairs.

(11) The Caribbean Center for Excellence in Teacher Training (C-CETT), a Presidential Initiative funded by the United States Agency for International Development and implemented by the University of the West Indies, works to improve the quality of reading instruction by training classroom and student teachers in seven countries of the English-speaking Caribbean. Belize, Jamaica, Grenada, St. Lucia, Guyana, St.Vincent and the Grenadines, and Trinidad and Tobago have participated in the C-CETT as a means to reducing illiteracy in the most disadvantaged urban and remote rural areas.

(12) In Anguilla, Antigua and Barbuda, the Bahamas, Barbados, Belize, the Cayman Islands, the Dominican Republic, Dominica, Grenada, Guyana, Jamaica, Montserrat, St. Kitts and Nevis, St. Lucia, St. Vincent and the Grenadines, Suriname, and Trinidad and Tobago, the Bureau of Educational and Cultural Affairs of the Department of State sponsors educational advisors to promote study in the United States.

(13) In the 2004–2005 academic year, approximately 14,000 Caribbean students were enrolled in United States colleges and universities.

(14) Shirley Anita Chisholm, who served as a member of the United States House of Representatives from 1968 to 1983, had family roots in the Caribbean nation of Barbados, was a staunch advocate for educational opportunity and access, and increased support for historically Black colleges and universities and other minority-serving institutions in the United States.

(b) STATEMENT OF PURPOSE.—The purpose of this Act is to establish—

(1) an educational exchange program between the United States and CARICOM countries, to be known as the "Shirley A. Chisholm United States-Caribbean Educational Exchange Program", pursuant to section 4 of this Act to assist in educating promising students and scholars from CARICOM countries who will invest the knowledge and experiences they gain in the United States back into the community of CARICOM countries; and

(2) a program to provide educational development assistance for CARICOM countries pursuant to section 5 of this Act.

SEC. 4. SHIRLEY A. CHISHOLM UNITED STATES-CARIBBEAN EDUCATIONAL EXCHANGE PROGRAM.

(a) PROGRAM AUTHORIZED.—The Secretary of State is authorized to establish an educational exchange program between the United States and CARICOM countries, to be known as the "Shirley A. Chisholm United States-Caribbean Educational Exchange Program," under which—

(1) secondary school students from CARICOM countries will—

(A) attend a public or private secondary school in the United States;

(B) participate in activities designed to promote a greater understanding of the values and culture of the United States; and

(C) have the option to live with a United States host family and experience life in a United States host community; and

(2) undergraduate students, graduate students, post-graduate students, and scholars from CARICOM countries will—

(A) attend a public or private college or university, including a community college, in the United States;

(B) participate in activities designed to promote a greater understanding of the values and culture of the United States; and

(C) have the option to live with a United States host family and experience life in a United States host community or live in an on-campus housing environment.

(b) ELEMENTS OF PROGRAM.—The program authorized under subsection (a) shall meet the following requirements:

(1) The program will offer scholarships to students and scholars based on merit and need. It is the sense of Congress that scholarships should be offered under the program to students and scholars who evidence merit, achievement, and strong potential for the studies such students and scholars wish to undertake under the program and 40 percent of scholarships offered under the program should be based on financial need.

(2) The program will seek to achieve gender equality in granting scholarships under the program.

(3) The program will limit participation to—

(A) two years of study for secondary school students;

(B) four years of study for undergraduate students;

(C) 30 months of study for graduate students; and

(D) one year of study for post-graduate students and scholars.

(4) For a period of time equal to the period of time of participation in the program, but not to exceed 2 years, the program will require participants who are students and scholars described in subsection (a)(2) to—

(A) agree to return to live in a CARICOM country and maintain residence in such country, within 6 months of completion of academic studies; or

(B) agree to obtain employment that directly benefits the growth, progress, and development of one or more CARICOM countries and the people of such countries.

(5) The Secretary of State shall have the discretion to waive, shorten the duration, or otherwise alter the requirements of paragraph (5) in limited circumstances of hardship, humanitarian needs, for specific educational purposes, or in furtherance of the national interests of the United States.

(c) ROLE OF UNITED STATES COOPERATING AGENCIES.—The Secretary shall consult with United States cooperating agencies in developing the program authorized under subsection (a) and shall make grants to United States cooperating agencies in carrying out the program authorized under subsection (a).

(d) MONITORING AND EVALUATION OF PROGRAM.—

(1) IN GENERAL.—The Secretary shall establish and implement a system to monitor and evaluate the effectiveness and efficiency of the program authorized under subsection (a). In carrying out the system, the Secretary shall evaluate the program's positive or negative effects on brain-drain from the participating CARICOM countries and suggest ways in which the program may be improved to promote the basic goal of alleviating brain-drain from the participating CARICOM countries.

(2) REQUIREMENTS.—In carrying out paragraph (1), the Secretary shall review on a regular basis—

(A) financial information relating to the program;

(B) budget plans for the program;

(C) adjustments to plans established for the program;

(D) graduation rates of participants in the program;

(E) the percentage of participants who are students described in subsection (a)(1) who pursue higher education;

(F) the percentage of participants who return to their home country or another CARICOM country;

(G) the types of careers pursued by participants in the program and the extent to which such careers are linked to the political, economic, and social development needs of CARICOM countries; and

(H) the impact of gender, country of origin, financial need of students, and other relevant factors on the data collected under subparagraphs (D) through (G).

(e) SENSE OF CONGRESS.—It is the sense of Congress that the Secretary should seek to work with CARICOM countries to establish an educational exchange program under which—

(1) secondary school students from the United States will attend a public or private equivalent school in CARICOM countries; and

(2) undergraduate students, graduate students, post-graduate students, and scholars from the United States will attend a public or private college or university in CARICOM countries.

SEC. 5. PROGRAM TO PROVIDE EDUCATIONAL DEVELOPMENT ASSISTANCE FOR CARICOM COUNTRIES.

(a) PROGRAM AUTHORIZED.—The Secretary of State, acting through the Administrator of the United States Agency for International Development, is authorized to establish a program to provide educational development assistance for CARICOM countries.

(b) PURPOSE OF PROGRAM.—The purpose of the program authorized under subsection (a) is to improve primary and secondary education in CARICOM countries by enhancing teacher training, strengthening curriculum and instructional materials, and assisting improvements in school management and public administration of education.

(c) ELEMENTS OF PROGRAM.—The program authorized under subsection (a) shall extend and expand upon existing primary and secondary school programs in CARICOM countries to provide—

(1) teacher-training methods and training in subject area studies;

(2) classroom and school management;

(3) development and modernization of curriculum and instructional materials;

(4) increased community involvement in school activities; and

(5) local, regional, and national government policy planning on the elements described in paragraphs (1) through (4).

(d) ROLE OF UNITED STATES COOPERATING AGENCIES.—The Secretary shall consult with the Secretary of Education and United States cooperating agencies in developing the program authorized under subsection (a) and shall make grants to United States cooperating agencies in carrying out the program authorized under subsection (a).

(e) MONITORING AND EVALUATION OF PROGRAM.—The Secretary shall establish and implement a system to monitor and evaluate the effectiveness and efficiency of the program authorized under subsection (a).

(f) SENSE OF CONGRESS.—It is the sense of Congress that the Secretary should seek to work with CARICOM countries to establish an educational development program under which education in the CARICOM countries is improved and access to quality education for children in CARICOM countries is increased.

SEC. 6. ADMINISTRATIVE PROVISIONS.

(a) FUNDING FROM PRIVATE SOURCES AND PARTNERSHIPS WITH OTHER APPROPRIATE ENTITIES.—To the maximum extent practicable, the Secretary of State and the Administrator of the United States Agency for International Development should implement the programs authorized under sections 4 and 5 of this Act through utilization of funding from private sources to maximize the impact of United States funds under this Act, and through partnerships with appropriate United States organizations, institutions, and corporations.

(b) AVOIDANCE OF DUPLICATION.—The Secretary and the Administrator shall consult with the Secretary of Education to ensure that—

(1) activities under the programs authorized under sections 4 and 5 of this Act are not duplicative of other United States educational programs for CARICOM countries; and

(2) United States cooperating agencies and partner institutions in CARICOM countries are accredited by national or regional accrediting bodies.

(c) REPORTING UNDER SEVIS.—To the extent necessary, the Secretary shall provide support to United States cooperating agencies that are participating in the program authorized under section 4 of this Act in order to fulfill the requirements for student data reporting under the Student and Exchange Visitor Information System (SEVIS).

SEC. 7. REPORTING REQUIREMENTS.

(a) REPORT REQUIRED.—Not later than 90 days after the date of the enactment of this Act, the Secretary of State shall submit to the appropriate congressional committees a report on plans to implement the programs authorized under sections 4 and 5 of this Act.

(b) MATTERS TO BE INCLUDED.—The report required by subsection (a) shall include—

(1) with respect to implementation of the program authorized under section 4—

(A) a plan for selecting participants in the program, including an estimate of the number of secondary school students, undergraduate students, graduate students, post-graduate students, and scholars from each country, by educational level, who will be selected as participants in the program for each fiscal year;

(B) a timeline for selecting United States cooperating agencies that will assist in implementing the program and for those agencies to setup to implement the program;

(C) a financial plan that—

(i) identifies budget plans for the program, identifying budgets for each educational level under the program; and

(ii) identifies plans or systems to ensure that the costs allocated to public school, college, and university education under the program and

the costs allocated to private school, college, and university education under the program are reasonably allocated; and

(D) a plan to provide outreach to and linkages with schools, colleges and universities, and nongovernmental organizations in both the United States and CARICOM countries for implementation of the program; and

(2) a plan outlining implementation of the program authorized under section 5, identifying the initial countries in which the program will be implemented and a timeline for implementation.

(c) UPDATES OF REPORT.—

(1) IN GENERAL.—The Secretary shall submit to the appropriate congressional committees updates of the report required by subsection (a) for each fiscal year for which amounts are appropriated pursuant to the authorization of appropriations under section 8 of this Act.

(2) MATTERS TO BE INCLUDED.—Such updates shall include the following:

(A) Information on United States cooperating agencies that are selected to assist in implementing the programs authorized under sections 4 and 5 of this Act.

(B) An analysis of the positive and negative impacts the program authorized under section 4 will have or is having on brain-drain from the participating CARICOM countries.

(C) A description of efforts made by the Secretary of State, acting through the Administrator of the United States Agency for International Development, to implement the program authorized under section 5.

(D) A description of the programs established in each CARICOM country receiving assistance under the program authorized under section 5 that provides a detailed explanation of the extent to which the program and the assistance provided are contributing to the purpose of the program described in section 5(b) in the CARICOM country.

(E) An evaluation of additional educational development goals in CARICOM countries, identifying those goals that could be maximized or achieved with United States assistance through the program authorized under section 5. In addition to standard or necessary areas of education review, the evaluation should give attention to factors affecting academic achievement, attrition, and graduation rates in CARICOM countries. The evaluation should suggest ways to maximize success factors and address factors contributing to poor achievement through United States assistance.

SEC. 8. AUTHORIZATION OF APPROPRIATIONS.

To carry out this Act, there are authorized to be appropriated such sums as may be necessary for each of the fiscal years 2008 through 2012. Amounts appropriated pursuant to the authorization of appropriations under this section are in addition to amounts otherwise available for such purposes.

SUMMARY

H.R. 176, the "Shirley A. Chisholm United States-Caribbean Educational Exchange Act of 2007" (the "Act") establishes an educational exchange program between the United States and the nations of the Caribbean Community and Common Market, also known as CARICOM, and provides educational-related development assistance for CARICOM countries.

The Shirley A. Chisholm Educational Exchange Program will enable high school, undergraduate and graduate students, and scholars from CARICOM countries to attend public and private schools, colleges and universities in the United States. The program will emphasize activities designed to promote a greater understanding of the values and culture of the United States and will give students the option to live with a United States host family and experience life in a community. The scholarships will be offered to students who evidence merit, achievement and potential, and 40 percent of scholarships will be based on need. Participating students must agree to return to a CARICOM country within 6 months of completion of academic studies or agree to obtain employment that directly benefits the growth, progress, and development of a CARICOM country.

In addition, the Act seeks to improve primary and secondary education in CARICOM nations and to increase access to quality education for children in CARICOM countries. The Act authorizes the Secretary of State, acting through the Administrator of the U.S. Agency for International Development (USAID), to extend and expand upon existing educational development programs to provide teacher training, curriculum development and improvements in school administration in primary and secondary schools in CARICOM countries. The Act would allow USAID to use public-private partnerships to implement the program and it encourages the

participation of Historically Black Colleges and Universities and Hispanic Serving Institutions in this effort to improve education in these nations.

BACKGROUND AND PURPOSE FOR THE LEGISLATION

The U.S. continues a long tradition of close and friendly relations with the member nations of CARICOM. Currently, the CARICOM member states are Antigua and Barbuda, The Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Haiti, Jamaica, Montserrat, St. Lucia, St. Kitts and Nevis, St. Vincent and the Grenadines, Suriname and Trinidad and Tobago. Geographic proximity has ensured strong economic relations between the U.S. and the CARICOM nations, and the U.S. continues to be a major trading partner for CARICOM nations and a significant source of foreign investment in the region. In addition, migration from CARICOM nations to the United States has been significant over the last few decades, creating sizable Caribbean populations in states such as New York and Florida. Many Americans of Caribbean heritage make significant contributions to our economy and culture throughout the United States.

The Committee expects that the visit of CARICOM leaders to the United States in June of 2007 will serve as a key step forward in enhancing the depth and range of cooperation between the United States and the nations of the CARICOM region. This Act, and the educational exchange and development programs it creates, will play a significant role in expanding U.S. relations with CARICOM countries by investing in the people of these nations. In addition, the education initiatives in this bill will assist long-term U.S. efforts to address three key policy priorities for the region: promoting democracy, advancing free trade, and advancing poverty alleviation and social justice.

Caribbean citizens have come to the United States to pursue higher education for decades. Close to 14,000 students from the Caribbean have studied in the U.S. annually over the last few years. Student exchange programs help increase mutual cultural understanding and assist in strengthening our ties with other nations. In particular, the Shirley A. Chisholm United States-Caribbean Educational Exchange Program will ensure closer ties between Americans and our Caribbean neighbors, and will help develop leaders in the Caribbean who will have enhanced knowledge of American systems of democracy and our free market economic system.

Opportunities to study abroad have played a key role in the development of leadership throughout the CARICOM countries, impacting government, the economy and civil society in these nations. Many leaders in English-speaking countries have studied at the University of the West Indies, but many have also left the region to study in England, Canada and the United States. As an example, the current Prime Minister of Antigua and Barbuda, W. Baldwin Spencer, studied in England, Canada and Norway; the Prime Minister of Belize, Said Musa, studied in England; and the President of Haiti, Rene Préval, studied in Belgium. These leaders, and many others, chose to reinvest their education back into their nations and their home communities.

Many of the Caribbean's best and brightest have come to study in the U.S. and later obtained jobs here. They have made significant contributions to American communities and to our nation as a whole. But with their immigration to the U.S., our gain has come at a great price for the Caribbean nations they left. Over the decades, there has been a significant brain drain of talent from the Caribbean to the United States and Europe particularly. This bill seeks to address that problem by targeting young scholars who are committed to returning home, and those who are determined to contribute the knowledge and skills they gain through education in the U.S. for the betterment of their nations. By becoming leaders in business, politics, education and teaching, religion and civil society, the beneficiaries of this program can enhance job creation and opportunity in their home country, or another CARICOM nation.

CARICOM nations face significant political and social challenges and the United States shares an interest in working with these neighbors to address these issues of common concern. We continue to work with CARICOM nations on the problems of illegal drug trafficking and addiction, HIV/AIDS, severe forms of poverty and underdevelopment, income distribution distortions, and high rates of unemployment. In addition, these nations have continued to be good partners with the U.S. on regional security concerns and beneficial trade relationships. Section 2 of this Act makes explicit that assistance provided under the Act may not be provided to a country the government of which the Secretary of State has determined, for purposes of section 6(j) of the Export Administration Act of 1979 (as continued in effect pursuant to the International Emergency Economic Powers Act), section 40 of the Arms Export Control Act, section 620A of the Foreign Assistance Act of 1961, or any

other provision of law, is a government that has repeatedly provided support for acts of international terrorism.

The World Bank concluded that educational systems and curricula in CARICOM nations need to be adjusted to meet the needs of increasingly competitive national and regional job markets. Caribbean leaders have invited increased investment by the United States in their educational systems, and have highlighted the need for increased educational opportunities in fields that will contribute to further development of their economies in regional and international contexts.

Educational systems in the Caribbean are generally marked with high levels of participation in primary school, with steady decreases in enrollment in secondary school. Grade repetition, attrition, and space or access limitations are significant challenges in many countries. In addition, the quality of education is below international goals in many countries, though most nations show successful levels of achievement at schools primarily accessed by the nation's social elites. In fact, private sector education is a key feature of educational systems in the Caribbean: in most Caribbean countries, private schools account for more than 80% of total enrollment. While gender parity exists in most primary school systems, it skews notably to favor girls in secondary systems in many countries (with the exception of Haiti where far more boys then girls receive secondary education). Caribbean school systems are also marked by outdated curricula, under-trained teachers and teachers with low qualifications. In some nations, a substantial percentage of teachers never finished secondary school themselves. These problems are reflected in the persistent low literacy rates throughout the Caribbean where 70% of adults, 55% of them women, are unable to read and write with understanding.

Like much of the Western Hemisphere, school enrollment rates in the Caribbean are relatively high compared to many other countries in the developing world. However, primary school enrollment rates in the Caribbean lag behind those in Latin America. In 2004, Caribbean nations showed a net enrollment ratio in primary school of only 83% compared to 95% for Latin America. Large numbers of children remain outside of the primary educational systems and many enter school late, or over-age, and unprepared to learn. Over half of children not enrolled in school are girls.

Although participation in secondary school is generally expanding across the region, attrition continues to be a substantial problem in many countries. In the Bahamas, for example, the secondary school gross enrollment ratio (expressing enrollment as a percentage of the population in the corresponding age group) declined 30% between 1999 and 2004. Thus school completion is a significant challenge in some countries, with boys tending to leave school or fail to complete at a greater rate than girls. Some school systems have had success with improvement in enrollment. This ratio increased in eleven Caribbean nations, including CARICOM members Barbados, Dominica, Grenada, Montserrat, and St. Kitts and Nevis. Nonetheless, national and international learning assessments continue to reveal poor literacy and numerical skills, especially for students from poor or culturally excluded families in the Caribbean.

The Caribbean has particularly narrow access to tertiary education for students in the relevant age group. While the gross enrollment ratio is 29% in Latin America, it is only 6% in the Caribbean. The University of the West Indies plays an important role in providing quality university and graduate education to citizens of the Caribbean. By providing access to tertiary education in the United States, the Shirley A. Chisholm United States-Caribbean Educational Exchange Program can expand the number of university graduates in the CARICOM countries, while ensuring that these nations benefit from the educational achievements of their citizens.

In a large number of countries in Latin America and the Caribbean, fewer than 80% of teachers have received pedagogical training. Six of the eleven countries in the world with more than 50% of their secondary teachers lacking training are in the Caribbean, and are all CARICOM members: Belize, Dominica, Grenada, St. Kitts and Nevis, and St. Vincent and the Grenadines. The Bahamas showed a remarkable increase in teacher training in recent years (more than 60%), but the total number of teachers declined, leading to notably high student to teacher ratios and resulting overcrowded classrooms. Barbados and Montserrat showed declines in the percentage of trained teachers. In addition, requirements for teacher qualifications are sometimes low. In recent years only secondary education was required to teach in Antigua and Barbuda, St. Kitts and Nevis, and St. Vincent and the Grenadines. In numerous countries, qualification requirements are not met. In Antigua and Barbuda, for example, fewer than 50% of primary school teachers finished secondary school.

Many of these educational issues are noted in specific reports and assessments on national school systems. A 2004 national report on education produced by the Jamaican Government noted that "a number of Jamaicans are under-educated and

cannot take advantage of educational and economic opportunities that may arise. . . . There is concern that output from the system does not possess the attitude and the skills required to function effectively in today's society." That report also notes the formidable challenge of access to secondary education due to inadequate space and financial restraints on families.

A 2007 World Bank project appraisal for an education program in Haiti notes that half a million children between the ages of 6 and 11 do not attend school at all in Haiti, and only half of all 6-year-olds enroll in first grade. That report indicates that a small fraction of the needed teachers are certified each year and that "teacher trainers emphasize out-dated teaching methods and trainees lack the materials they need to develop both theoretical and practical pedagogical competencies." The report notes that many children are not ready to learn; they arrive at school hungry and without energy. Furthermore, "Quality of instruction and learning is extremely poor. Curricula are outdated and in many cases inappropriate for over-age students who make up the bulk of the primary education population. Teaching practices are almost exclusively 'chalk and talk,' requiring students to recite words and phrases they frequently cannot understand."

Though Haiti faces extreme development challenges, these two reports reflect challenges faced by numerous educational systems throughout the Caribbean and throughout CARICOM nations. The United Nations has determined that external assistance will be required to achieve international "Education for All" goals in this region, especially in the least developed countries with the lowest education indicators. The "Shirley A. Chisholm United States-Caribbean Educational Exchange Act of 2007" will contribute toward assisting the CARICOM countries in developing their capacity to meet the educational challenges and goals necessary for their people to become vibrant contributors in growing national, regional and international economies.

HEARINGS

The Committee did not hold any hearings directly related to the subject matter of this bill.

COMMITTEE CONSIDERATION

On June 26, 2007, the Committee marked up H.R. 176, and reported it favorably to the House, as amended, a quorum present.

VOTES OF THE COMMITTEE

There were no recorded votes during consideration of H.R. 176.

COMMITTEE OVERSIGHT FINDINGS

In compliance with clause 3(c)(1) of rule XIII of the Rules of the House of Representatives, the Committee reports that the findings and recommendations of the Committee, based on oversight activities under clause 2(b)(1) of rule X of the Rules of the House of Representatives, are incorporated in the descriptive portions of this report.

NEW BUDGET AUTHORITY AND TAX EXPENDITURES

In compliance with Clause 3(c)(2) of House Rule XIII, the Committee adopts as its own the estimate of new budget authority, entitlement authority, or tax expenditures or revenues contained in the cost estimate prepared by the Director of the Congressional Budget Office, pursuant to section 402 of the Congressional Budget Act of 1974.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

In compliance with clause 3(c)(3) of rule XIII of the Rules of the House of Representatives, the Committee sets forth, with respect to the bill, H.R.176, "Shirley A. Chisholm United States-Caribbean Educational Exchange Act of 2007," the following estimate and comparison prepared by the Director of the Congressional Budget Office under section 402 of the Congressional Budget Act of 1974:

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, July 20, 2007.

Hon. TOM LANTOS, *Chairman,*
Committee on Foreign Affairs,
House of Representatives, Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for H.R. 176, the Shirley A. Chisholm United States-Caribbean Educational Exchange Act of 2007.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contact is Sunita D'Monte, who can be reached at 226–2840.

Sincerely,

PETER R. ORSZAG.

Enclosure

cc: Honorable Ileana Ros-Lehtinen
Ranking Member

H.R. 176—Shirley A. Chisholm United States-Caribbean Educational Exchange Act of 2007

H.R. 176 would authorize a comprehensive program to improve primary and secondary education in nations in the Caribbean region and an educational exchange program with those same countries, and would authorize the appropriation of such sums as may be necessary over the 2008–2012 period for both programs.

The bill would authorize the Administrator of the U.S. Agency for International Development (USAID) to expand existing initiatives for teacher training and community involvement in school activities. Based on information from USAID, CBO estimates that implementing this provision would require funding of $15 million a year, and would cost $2 million in 2008 and $48 million over the 2008–2012 period, assuming appropriation of the estimated amounts.

H.R. 176 also would authorize the Secretary of State to establish an exchange program for secondary and post-secondary students from the region to study in the United States, and to collaborate with Caribbean countries to establish similar opportunities for U.S. students. According to the State Department, H.R. 176 would duplicate existing efforts to facilitate exchange programs with Caribbean countries; thus, CBO estimates that implementing this provision would have no significant effect on spending subject to appropriation. Enacting the bill would not affect direct spending or receipts.

H.R. 176 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act and would impose no costs on state, local, or tribal governments.

The CBO staff contact for this estimate is Sunita D'Monte, who can be reached at 226–2840. This estimate was approved by Peter H. Fontaine, Deputy Assistant Director for Budget Analysis.

PERFORMANCE GOALS AND OBJECTIVES

The Act is intended to cultivate and educate future leaders in CARICOM nations by creating a student exchange program that enables CARICOM students to study in the United States and learn about U.S. culture, while insuring that these students invest their skills and education towards the betterment of CARICOM nations. In addition, the Act is intended to improve the quality of primary and secondary schooling in CARICOM countries, and access to that schooling, by improving teaching, curriculum, management and political operations of schools in CARICOM countries.

CONSTITUTIONAL AUTHORITY STATEMENT

Pursuant to clause 3(d)(1) of rule XIII of the Rules of the House of Representatives, the Committee finds the authority for this legislation in article I, section 8 of the Constitution.

NEW ADVISORY COMMITTEES

H.R. 176 does not establish or authorize any new advisory committees.

CONGRESSIONAL ACCOUNTABILITY ACT

H.R. 176 does not apply to the Legislative Branch.

EARMARK IDENTIFICATION

H.R. 176 does not contain any congressional earmarks, limited tax benefits, or limited tariff benefits as defined in clause 9(d), 9(e), or 9(f) of rule XXI.

SECTION-BY-SECTION ANALYSIS AND DISCUSSION

Section 1. Short Title and Table of Contents.

This section provides that the short title of the Act is the "Shirley A. Chisholm United States-Caribbean Educational Exchange Act of 2007."

Section 2. Definitions.

This section provides for definitions for use in the Act.

Section 3. Findings and Statement of Purpose.

This section establishes the fact that the U.S. and CARICOM have had long-standing friendly relations and that they are an important regional partner for trade and democratic values. This combination provides for characterization of the Caribbean region as a "Third Border" of the United States. This section also recognizes the adverse affect that 9/11 had on tourism revenue, which then lead to high rates of unemployment, poverty, drug trafficking and drug addiction.

It further establishes the need for better synchronization between curricula in CARICOM counties and the skills needed in the national and regional markets. This section says that enhancing the U.S. cultural and educational exchange programs in CARICOM countries will expand human resources, provide opportunities that promote economic growth, and improve regional security. Education will also strengthen democracy, the economy and provision of social services. It states that the State Department currently administers public outreach programs which focus on these areas, and others of regional concern. This section establishes the purpose of the exchange program, which is to assist in educating promising students and scholars from CARICOM counties who will then invest the knowledge and experiences back into their home communities.

Section 4. Shirley Chisholm United States-Caribbean Educational Exchange Program.

This section establishes the Shirley Chisholm United States-Caribbean Educational Exchange Program, named after the former Representative from New York who was a strong advocate for the Caribbean and the first American woman to run for the office of President of the United States. This section authorizes an exchange program under which secondary, undergraduate and graduate students attend a public or private school, participate in activities designed to promote a greater understanding of the values and culture of the U.S., and have the option of living with a host family or on-campus housing.

This section further establishes the elements of the program. It requires that the program offer scholarships based on merit and need, and will seek to achieve gender equality. This section limits the program to 2 years for secondary, 4 years for undergraduate, thirty months for graduate, and 1 year for post-graduate students and scholars. It further establishes that the participant agree to return to live in a CARICOM country and maintain residence in such country within 6 months, and that the residence be equal, but not exceeding 2 years, to the period of time spent in the program. This section also requires that the participant obtain employment that directly benefits the growth, progress and development of one or more CARICOM counties. The Secretary of State is given discretion to waive, shorten or alter the requirements in limited circumstances.

The Secretary is also required to consult with cooperating agencies and to make grants to those agencies. This section further requires the Secretary to establish a monitoring and evaluation program to review financial information, budget plans, adjustments to plans, graduation rates, progress of student achievements, and impacts on gender, country of origin, financial need of students and other relevant factors on the data collected. This section includes a sense of Congress that the Secretary of State should work with CARICOM countries to establish an educational exchange program that will enable American high school, undergraduate, graduate and post-graduate students and scholars to study at schools or universities in the CARICOM nations.

Section 5. Program to Provide Educational Development Assistance for CARICOM Countries.

This section authorizes the Secretary, through USAID, to establish a program to provide educational development assistance for CARICOM countries. This program shall extend and expand on existing programs to provide teacher-training, classroom and school management, modernization of curriculum, increased community involve-

ment, and policy planning. This section requires consultation with the Secretary of Education and U.S. cooperating agencies, and the establishment of a monitoring and evaluation of the program. This section notes the sense of Congress that the Secretary of State should work with CARICOM governments to establish an educational development program that will improve and increase access to quality education for children in these nations.

Section 6. Administrative Provisions.

This section instructs the Secretary and the USAID administrator to use funds from private sources where possible, to implement the programs. It further requires that the Secretary shall consult with the Secretary of Education to ensure that the programs authorized are not duplicative of other U.S. educational programs for the CARICOM counties, and that the cooperating agencies and partner institutions in the CARICOM countries are accredited appropriately. This section instructs the Secretary to provide support to the cooperating agencies in fulfilling the requirements for student data reporting under the Student and Exchange Visitor Information System.

Section 7. Reporting Requirements.

Plans to implement this program are to be reported no later than 90 days after the date of the enactment of this Act. The report must include the following: a plan for selecting participants, timeline for selecting U.S. cooperating agencies, financial plan, outreach plan, and a plan for implementation which identifies the initial countries and projects a timeline for implementation.

This section also instructs the Secretary to submit updates of the report for each fiscal year. The updates are to include information on cooperating agencies, analysis of the positive and negative impacts the program is or will have on "brain drain" from the participating CARICOM countries, a description of the efforts made by the Secretary to implement the program, a description of the programs implemented in the CARICOM countries, and an evaluation of additional educational development goals.

Section 8. Authorization of Appropriations.

This section authorizes to be appropriated such sums as may be necessary for each of the fiscal years 2008 through 2012.

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