



**EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503**

STATEMENT OF ADMINISTRATION POLICY

(THIS STATEMENT HAS BEEN COORDINATED BY OMB WITH THE CONCERNED AGENCIES.)

September 29, 1999
(Senate)

**S. 1650 - DEPARTMENTS OF LABOR, HEALTH AND
HUMAN SERVICES, EDUCATION, AND RELATED
AGENCIES APPROPRIATIONS BILL, FY 2000**
(Sponsors: Stevens (R), Alaska; Specter (R), Pennsylvania)

This Statement of Administration Policy provides the Administration's views on S. 1650, the Labor, Health and Human Services, Education, and Related Agencies Appropriations Bill, FY 2000, as reported by the Senate Appropriations Committee. Your consideration of the Administration's views would be appreciated.

As the President indicated in his statement yesterday, while the funding levels in the Senate Committee bill are better than those in the House bill, he would veto the bill in its current form for the reasons discussed below.

The President's FY 2000 Budget provides levels of discretionary spending for FY 2000 that conform to the Bipartisan Budget Agreement by making savings through user fees and certain mandatory programs to help finance this spending. The Administration wants to work with the Congress on mutually-agreeable mandatory and other offsets that could be used to increase funding for high-priority discretionary programs, including those funded by this bill.

Department of Education

The Administration strongly opposes the Senate Committee bill's undermining of our national commitment to improve our schools by not guaranteeing funds specifically for Class Size Reduction. The President's Budget includes the second installment of his goal to hire 100,000 new teachers in order to reduce class size in the early years. Unfortunately, the Senate bill reneges on the bipartisan commitment last year to reduce class sizes to an average of 18 in the primary grades by providing no funds specifically for Class Size Reduction. As a result, it does not guarantee funding for the 29,000 teachers hired last year or the additional 8,000 teachers that would be hired under the President's proposal. This program has been extremely popular -- every State applied for and received funding in FY 1999, and preliminary State reports show that 1.7 million children will benefit from last year's funds alone. We would support efforts to restore funding to this critical initiative as the bill moves through the legislative process.

The Senate Committee-reported bill also provides unacceptably low funding for the following education priorities:

- **GEAR UP.** The President's budget requests \$240 million for GEAR UP, which helps students in high poverty areas stay in school, succeed in their classes, and prepare for college. The Committee bill provides \$180 million, denying college preparation

services to more than 130,000 fewer low-income middle school students.

- After School. The President's budget request focuses on raising student achievement and improving accountability in our Nation's schools. A cornerstone of this effort is the President's \$600 million request for After School programs, which would support State efforts to end social promotion by providing extra learning time for 1.8 million students to help them master academic material. The Senate bill provides only \$400 million for After School, denying services to nearly 600,000 students. The Administration strongly opposes the reduction in a top Presidential priority.
- Hispanic Education Agenda. The President's budget requested over a \$400 million increase to support programs targeted to improve the educational outcomes of Hispanic Americans. Unfortunately, the Senate bill cuts \$236 million from the request which will deny many of these indispensable services to this underserved population, seriously hampering the progress of Hispanic Americans in reaching the high academic standards expected of all students.
- ✓ • Adult Education ESL/Civics Initiative. The Senate bill provides no funding for the President's Adult Education ESL/Civics Initiative (part of the Hispanic Education Agenda), which would provide \$70 million to help adult English language learners acquire the skills necessary to become successful participants in American society.
- Reading Excellence. The Committee bill reduces the President's \$286 million request for Reading Excellence to help over one million children learn to read by the end of the third grade. The bill provides \$260 million for this program, denying 100,000 students the help they need to read independently, the cornerstone for all learning.
- Education Technology. The Committee's \$94 million reduction from the request would make it increasingly difficult for States to meet school children's education technology needs, especially in training teachers to integrate educational technology into their curriculum effectively. These technological investments are critical in order to prepare the next generation for the 21st Century.
- Community Based Technology Centers. The Committee's \$55 million reduction from the Budget would prevent low-income communities from gaining access to the technology that they need to prepare for the 21st Century. Recent studies have shown that not only do children and adults in low-income communities have much less access to computers than in high-income communities, this "digital divide" is also growing. The President's request would have helped to shrink this gap by funding nearly 300 additional community-based technology centers.
- Charter Schools. The Committee bill cuts \$30 million from the request, which would leave over 500 charter schools without funds to assist in the planning and development of innovative programs that enhance public school choice.
- Research. The Committee has cut by over \$50 million the President's request for research and dissemination, eliminating funding for large-scale, joint research with the National Science Foundation and the National Institutes of Health on early learning in reading and mathematics, teacher preparation, and technology applications. These cuts would occur at a time when teachers and policy-makers are demanding reforms proven by sound research.

In addition to the funding issues identified above, the Administration strongly urges the Senate to include a key language provision that would support stronger accountability under the Title I program by requiring States to reserve 2.5 percent of their LEA Grant allocations to help turn around the lowest-performing schools.

Furthermore, the Administration objects to the language limitation that would bring a halt to the President's efforts to help States and parents raise academic standards through a voluntary national test. The Committee bill's language would prohibit the pilot testing, field testing, implementation, administration, and distribution of the tests unless explicitly authorized. The language prohibition should be deleted. Congress should be promoting high standards for all students, not undermining them.

Department of Health and Human Services

The Senate Committee bill underfunds public health priorities, including preventive health, mental health services, and health care access for the poor. The Administration is very concerned about the following cuts to key health and social service programs:

- Social Services Block Grant (SSBG). The Administration is strongly opposed to the \$1.3 billion reduction in the Social Services Block Grant. The Committee funding level is less than half the level requested and 45 percent below the FY1999 level. This cut would have a direct and severe impact on States, local governments and nonprofits that provide such critical programs as child care, child welfare, and services for individuals with disabilities.
- National Family Caregiver Support Program. The Administration urges the Senate to provide the \$125 million requested to establish a new program to assist approximately 250,000 families caring for an older relative. The need for this program is indicated by the fact that there are seven million informal caregivers providing primary assistance to the 95 percent of older persons who need help with their daily activities.
- Head Start. The Administration commends the Committee for fully funding the President's request for Head Start. The \$507 million increase above the House mark will enable this important program to deliver comprehensive education and developmental services to 44,000 additional low-income children. This increase also supports critical investments in quality improvement activities included in the President's budget and agreed upon in the bipartisan reauthorization of the Head Start Act last year. The Administration raises concern, however, over the possible impact of an advance appropriation at the level included in the Committee's mark.
- Mental Health Block Grant. The Administration objects to the \$49 million reduction to the request for the Mental Health Block Grant. This funding is important for assisting States in supporting comprehensive community systems of care for adults with a serious mental illness and children with severe emotional disturbances, given that approximately 10.2 million people, or over five percent of the population, suffer from a serious mental illness over the course of any given year.
- Centers for Disease Control and Prevention (CDC). The Administration is concerned that the Senate bill would reduce requested funding for the Centers for Disease Control and Prevention by \$53 million, impairing CDC's ability to carry out key public health activities such as childhood immunizations, chronic and environmental disease prevention, domestic HIV/AIDS prevention, and surveillance and investigations of outbreaks. Research done in CDC laboratories is used by community disease prevention programs around the country to address illnesses such as AIDS, cancer, diabetes, and influenza. The Administration urges the Senate to fund the requested increases for CDC, including funding for research, laboratory work, and technical assistance.
- Health Care Access. The Administration strongly opposes the Senate bill's failure to fund adequately programs that will improve health care access for many Americans, including a portion of the 43 million uninsured. No funding is provided for the Health Care Access for the Uninsured initiative, which would provide funds to enable the

development of integrated systems of care and to address service gaps within these systems. In addition, the bill does not include the full \$25 million increase requested for Family Planning services. The President's full request would provide family planning services to an additional 500,000 clients who are neither Medicaid eligible nor have insurance.

- Children's Hospitals Graduate Medical Education. The Administration is concerned about the Senate bill's lack of funding for Children's Hospitals Graduate Medical Education (GME). Teaching hospitals that do not treat many Medicare patients, such as the Nation's free-standing children's hospitals, receive a very small share of Medicare GME dollars. The Administration urges the Senate to fully fund this request.
- Bioterrorism. The Senate bill does not include in the Public Health and Social Services Emergency Fund the requested \$13 million for critical FDA expedited regulatory review and approval of new vaccines and drugs to combat biological and chemical agents used for terrorist purposes.
- Minority AIDS Initiative. The Senate Committee reduces funding by \$15 million (-30 percent) for minority AIDS prevention and treatment from the FY 1999 enacted and FY 2000 requested level. These important resources allow HHS to direct the necessary funds to the most critical areas of need to address this epidemic in minority communities and should be restored.
- HCFA Program Management. The Administration appreciates the Senate Committee's action to fund the request for HCFA Program Management. However, we encourage the Senate to enact the full amount of already-authorized Medicare+Choice user fees, as well as the President's requested increase in Medicare+Choice user fees. We also encourage the Senate to enact the President's proposed program management user fees totaling \$194.5 million, which could free up resources under the discretionary caps for education and other priorities.
- Medicare+Choice Competitive Pricing Demonstrations. The Senate bill includes language that would prevent funds from being used to administer the Medicare+Choice Competitive Pricing Demonstration Project. These demonstrations were passed by the Congress as part of the Balanced Budget Act in order to provide valuable information regarding the use of competitive pricing methodologies in Medicare. The information that we could learn from these demonstrations is particularly relevant as we consider the important task of reforming Medicare. The Administration urges the Senate to remove this provision and to allow HCFA to implement the demonstrations.
- Abortion. The Administration urges the Senate to strike sections 508 and 509 of the Committee bill, which would prohibit the use of funds for abortion. The President believes that abortion should be safe, legal, and rare. These provisions would continue to limit the range of conditions under which a woman's health would permit access to abortion services. Furthermore, section 509 requires a physician to make a legal determination that these conditions have been met. The Administration proposes to work with the Congress to address the issue of abortion funding.
- Delayed Obligations for NIH. In providing the National Institutes of Health an increase of \$2 billion, the Senate bill would delay the obligation of \$3 billion to the end of the fiscal year. The Administration is concerned that the size of this restriction could hamper the efficient management of NIH's grant portfolio and potentially delay the funding of high-quality research on cancer, diabetes, Parkinson's, and other diseases.

Department of Labor

The Administration appreciates the Senate Committee's mark for the Department of Labor's employment and training programs and programs protecting working Americans at their jobs. This supports our initiatives to help dislocated workers, youth, and others in need of skills or skill upgrading to prepare for, find, and retain jobs in today's workplace. In addition, the Committee's mark will help ensure that worker safety and health and other rights are protected on the job at home as well as help developing economies establish core labor standards. However, the Administration urges the Senate to provide the full request for the Department to work with other agencies to address youth violence among out-of-school youth and the request for the Bureau of Labor Statistics to ensure that our statistical programs are maintained and improved.

National Labor Relations Board

The Administration appreciates the Senate Committee's full funding of the request for the National Labor Relations Board (NLRB). Among other things, this will enable the NLRB to work down its case backlog and improve its information technology so it can better serve labor and employers in resolving the charges brought before it for resolution.

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Quirina J. Orozco
09/29/99 10:14:50 AM

Record Type: Record

To: Irene Bueno/OPD/EOP@EOP

cc:

Subject: Re: funding levels 

Hi Irene,

It was good seeing you yesterday. Per your request, here are the marks for both the House and Senate subcommittees. As you can see, both cut National Leadership activities by at least \$87 million which would eliminate the prospect of the ESL/Civics Initiative. Please give me a call if you need more information.

Quirina

	FY 99 Comparable	FY 2000 Request	Senate Rec.	Difference
<u>Senate Mark</u>				
State Grants	\$365,000	\$468,000	\$468,000	\$103,000
Nat. Leadership Activities	\$14,000	\$101,000	\$14,000	-\$87,000
<u>NIFL</u>	<u>\$6,000</u>	<u>\$6,000</u>	<u>\$6,000</u>	<u>0</u>
Subtotal	\$385,000	\$575,000	\$488,000	\$103,000
<u>House Mark</u>				
State Grants	\$365,000	\$468,000	\$365,000	-\$103,000
Nat. Leadership Activities	\$14,000	\$101,000	\$7,000	-\$94,000
<u>NIFL</u>	<u>\$6,000</u>	<u>\$6,000</u>	<u>\$6,000</u>	<u>0</u>
Total	\$385,000	\$575,000	\$378,000	-\$197,000

DEPARTMENT OF EDUCATION

Statement by
Patricia W. McNeil
Assistant Secretary for Vocational and Adult Education

on

Fiscal Year 2000 Request for
Vocational and Adult Education and School-to-Work Opportunities

March 10, 1998

House Appropriations Subcommittee on Labor, Health and Human Services,
Education, and Related Agencies

Mr. Chairman and Members of the Committee:

Thank you for the opportunity to appear before you today. Our fiscal year 2000 budget request includes \$1.163 billion for Vocational Education, \$575 million for Adult Education, \$12 million for State Grants for Incarcerated Youth Offenders, \$55 million for School-to-Work Opportunities, and \$65 million for Community-Based Technology Centers.

Addressing the skills gap

For some years, the Nation has faced a gap between the skills Americans have and the skills they need to compete in the global economy. We can see the effect of that skills gap today. Employers are having trouble finding workers with the needed combination of academic, technical, and interpersonal skills – especially in high-tech fields. The average college graduate earns 76 percent more over his or her lifetime than a high school graduate. The response must be a national commitment to lifelong learning in order to give all Americans a chance to acquire the knowledge, skills, and continuing education they need to prosper in the 21st century.

To close the skills gap, we need a new approach to education. Congress recently enacted new adult and vocational education legislation that gives us a framework to do this. The new Acts increase the flexibility that States and local agencies have in deciding how to improve vocational and adult education. There are fewer set-asides and rules about how money may be spent. The guidelines in the law promote

quality programs and instructional strategies that research and local experience have demonstrated result in student achievement. In addition, the Acts increase our focus on student achievement, by requiring that we keep track of what happens to students and that we hold institutions and administrators accountable for students' success. We are moving to take advantage of this opportunity for dramatic program improvements.

The Department is using the flexibility in the new Acts to work as a partner with States, schools, colleges, vocational-technical institutes, and adult education programs. States, schools, colleges, and communities need to decide what educational approaches work best, and they need our support to build programs capable of closing the skills gap. We have worked with State directors, local educators, students, volunteer instructors, and national data experts to design the accountability systems called for in the statutes. We are issuing guidance, not regulations. All of our guidance documents are available to the public on our Web site, along with answers to questions about the laws. We are helping States network to help each other and are providing technical assistance to them. We are using our national research funds to give educational agencies information they can use to improve instruction and accountability.

Student achievement, and accountability for it, will be the key to our work in FY 2000 and the years that follow. I would like to spend much of my time with you today talking about the results you may expect from the investments you are making in vocational and adult education and school-to-work, and how you are going to know what those investments are achieving.

Accountability for results

The Government Performance and Results Act (GPRA) laid the foundation for ensuring that Federal investments pay off. OVAE's program performance plans specify what you can expect from your investments in our programs. Our objectives are: (1) student achievement of academic and technical skills, (2) access to educational opportunities for all students, especially those encountering barriers to participation, (3) student completion of educational objectives and transition to further education and employment, and (4) improving the quality of programs, teaching, and accountability systems.

The new Acts ask States to hold themselves and their local programs accountable for the same student achievement objectives that we are holding ourselves accountable for at the national level. States will gather information about student achievement and learning gains, attainment of credentials (high school diplomas, GEDs, and college degrees), and placement and retention in postsecondary education and employment. This alignment of State and national goals and focus on students will lead to improved education strategies. States are setting goals for each of these measures of student success, in order to promote program improvement. States will agree on these goals with our office as a condition for State plan approval. They will be accountable for the results, through publication of the data and the award of incentive grant funds when they exceed their objectives. You will know how it is working because we will report to Congress annually on the results.

The validity of performance information depends largely on the quality of data collected. A number of States, including Connecticut, Florida, Illinois, and Pennsylvania, have done some excellent work to ensure the quality of their adult education program data. Florida, Illinois, Indiana, and Texas are among the States that have made progress with their vocational education data systems. Still, a number of States have a lot of work to do before they can accurately report on the educational and employment outcomes of students. We are providing technical assistance to States that need help setting up data systems. We are training teachers and administrators to collect and report data, ensure that the data are valid, and use the data to improve program quality and student achievement. Our efforts to build performance management systems are supported entirely by the vocational and adult education national program funds, making that part of the budget request increasingly important to help us achieve our GPRA objectives.

Adult basic skills and literacy

For FY 2000, we request an increase of \$190 million in adult education to address one of the most pronounced skills gaps in our Nation. There are 44 million adults in this country who cannot find work that will support a family, help their children with schoolwork, move off welfare, or fully participate in America's civic life because they lack basic skills or English proficiency. The Federal adult education

system currently serves only about 4 million adults a year. Many immigrants face long waiting lists when they seek English language instruction. Large numbers of young people come to adult education to get a GED. Many do not come at all because the time for classes and the distance from these classes are insurmountable barriers.

Our request includes a \$103 million increase in Adult Education State Grants (to \$468 million) to make it possible for States to improve the quality of instruction, increase student achievement, and serve more students. The increase would enable States and local programs to add significant numbers of instructional hours, support more full-time teachers, increase the use of technology, and provide services such as child care. Over the past few years, Massachusetts has almost tripled the number of instructional hours per student per year — something research indicates significantly contributes to student achievement. However, Massachusetts had to trade off other program objectives, such as increasing enrollment, to achieve this. Our request would allow States to improve quality, as well as increase enrollment.

The Department supplements the Adult Education State grants with nationally targeted efforts to meet our most challenging literacy needs. Our English-language initiative, "Common Ground Partnerships," would provide \$70 million to improve the English language abilities, basic skills, and participation in community life among immigrants and others who have limited English skills. English language instruction is the fastest growing component of the adult education program. This initiative would reach 150,000 people, including many young adults who recently entered this country with minimal formal education. Recent immigrants are relatively young, low-paid, and vulnerable to unemployment. One third of recent immigrants have not completed high school. Actions that are second nature to us — opening a checking account, finding a doctor, enrolling a child in school and working with her teacher, using the subway or bus system — can be problems for new immigrants who do not yet speak English well.

Our adult education technology initiative, "America Learns Partnerships," would aim at increasing access to adult education and improving its effectiveness. With 44 million adults in the country who can benefit from improved basic skills, we must acknowledge that we will never have the resources for the classrooms and teachers needed to close that skills gap. Nor will the majority of these adults have the time,

transportation, or child care they need to attend classes. The future of adult education lies in technology that gives adults flexible options to learn what they need, at home or other convenient places, in interesting ways. The initiative would make \$23 million available to partnerships of States and private companies that have the capacity to develop cutting-edge technologies. The partnerships would develop and evaluate sophisticated new technology that gives adults who now have no access to technology, access to personalized instruction in basic communication, math, and technology skills. Technologies developed with these grants — perhaps interactive instructional television programs for adults with low reading levels — would then become available to adult education programs nationally.

Our Adult Education request includes \$6 million for evaluation and technical assistance activities. These investments are targeted at achieving our GPRA objectives, which include improving student access and program quality and establishing benchmarks for adult education performance systems. FY 2000 resources would focus on three key areas: (1) professional development and certification of adult education teachers, (2) technical assistance and support to States to improve accountability systems, and (3) assessment and certification of student learning gains. Our national activities would directly support our requested increases for the State adult education grants. For example, States would need more full-time, certified instructors in adult education to fill the classrooms opened by the increase in the Basic State Grant funds, and the national professional development and certification projects would bring more of these qualified instructors into the field.

We also request \$6 million for the National Institute for Literacy, which plays an important role in facilitating collaboration for literacy among the Departments of Education, Labor, and HHS and facilitating communication in the field. The Institute plays a crucial role in sponsoring projects that move research into practice. Through a current project, NIFL is supporting the development of research-based training materials for practitioners to use in improving instruction for adults with learning disabilities. NIFL, working with the Departments, makes extensive use of the Internet and other electronic forums to disseminate innovative State projects nationally and to facilitate communication among adult education providers. NIFL's "Equipped for the Future" project is contributing to new performance management

systems by developing voluntary content standards that complement the Department's performance indicators.

The request for Adult Education is part of the President's strategy for addressing the skills gap. The President has also proposed a 10 percent tax credit for employers that provide English-language, literacy, and basic skills education for their employees. This would leverage more business investment and involvement in adult literacy.

The Department also includes \$65 million for Community-Based Technology Centers (CTCs) in the Education Reform request. CTCs will give adults in economically distressed urban and rural communities access to technology for learning. Our Nation has a digital divide. Minority and low-income homes are unlikely to have the computers and Internet connections that are increasingly common in American homes. Many low-income people do not have even the most basic computer skills and have no way to acquire them. The CTCs will make it possible for residents to come to a local center and not only use computers for Internet access, writing a business letter, or preparing a resume, but receive instruction in computer use and basic skills from qualified adult educators. This proposal builds on previous public investments in community-accessible computers, which have demonstrated that computer access can literally make a difference in peoples' lives — through new jobs and other opportunities. This initiative will increase the number of communities that have centers and ensure that centers are available to adults with limited reading and basic skills.

Technical skills and high-level academics needed for careers in the 21st century

Federal vocational education, tech-prep, and school-to-work investments give States and communities resources to address another serious skills gap confronting the Nation — the gap between the skills our citizens bring to the workforce and those we need to be competitive in the global economy. Fifty-six percent of business establishments report that restructuring and new technology have increased the skill requirements for their employees. Employers need people with both the skills students get in academic courses — math, science, and communications — and technical skills. Workers need to continue their

education to upgrade their skills. The new Perkins Act responds to worker and employer needs by requiring that students who take technical courses achieve the academic, computer, and technical skills they need to be prepared for postsecondary education and further learning and for careers.

The budget includes \$1.163 billion for Vocational Education. Like the Adult Education Act, the vocational education legislation requires States to set challenging goals for student achievement and be accountable for results. Vocational education must continuously improve programs to reach these objectives. The requested funds would help States and communities to begin making changes in instruction, professional development, counseling, and accountability systems.

We have requested an increase of \$5 million for Tech-Prep Education to continue to expand our efforts to build high-tech courses and create seamless transitions for students from secondary to postsecondary technical and professional degree programs. Through this investment, we hope to encourage such innovations as locating high schools on community college campuses and enabling high school students to receive credit for college courses. Finally, the request continues \$4.1 million in support for Tribally Controlled Postsecondary Vocational Institutions.

For Vocational Education National Programs, the FY 2000 budget includes a request for \$17.5 million. We are strategically using these funds to achieve our GPRA objectives. FY 2000 resources would be focused on five key areas: (1) identifying and supporting New American High Schools, (2) strengthening teacher preparation and development, (3) providing technical assistance and support to States to improve accountability systems, (4) supporting the development of instructional materials with challenging academic and technical content for careers in high-tech industries, and (5) conducting research and evaluation. To give you an example of the impact of these investments, our New American High Schools projects have research evidence on high school reform strategies that improve student achievement. By FY 2000, this relatively small project will reach 2000 high schools and create networks of schools that help each other implement reforms and improve student outcomes. Research and evaluation activities include the National Center for Research in Vocational Education and a National Assessment, which will generate information about national progress toward attaining the vocational education GPRA goals. We also include \$12 million

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**U.S. Department of
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Pages: 2 INCLUDING COVER PAGE

☒ Urgent ☐ For Review ☐ Please Comment ☐ Please Reply ☐ Please Recycle

•Comments:

Ron... Attached is a five-year look at
on enrollment in ESL. As you can see,
significant increase around the country.

Ron

FIVE - YEAR TREND IN ESL ENROLLMENT

STATE or OTHER AREA	1994 ESL ENROLLMENT	1998 ESL ENROLLMENT	% CHANGE
ALABAMA	1,480	1,736	18.9%
ALASKA	2,066	1,219	-41.0%
ARIZONA	20,896	29,990	43.5%
ARKANSAS	1,866	3,221	93.3%
CALIFORNIA	611,016	1,220,594	99.8%
COLORADO	3,851	6,119	58.9%
CONNECTICUT	13,137	11,147	-16.1%
DELAWARE	777	1,131	45.6%
DIST. OF COLUMBIA	2,176	535	-75.4%
FLORIDA	121,849	137,891	13.2%
GEORGIA	17,661	22,812	29.2%
HAWAII	13,336	11,372	-14.7%
IDAHO	1,382	2,652	91.9%
ILLINOIS	58,332	50,229	-10.8%
INDIANA	3,497	5,097	46.8%
IOWA	4,401	6,080	38.2%
KANSAS	2,825	4,883	72.8%
KENTUCKY	2,584	1,055	-59.2%
LOUISIANA	1,624	1,156	-28.8%
MAINE	1,086	1,154	6.3%
MARYLAND	10,663	6,017	-43.0%
MASSACHUSETTS	7,100	10,485	47.7%
MICHIGAN	18,881	16,093	-14.8%
MINNESOTA	9,335	14,190	52.0%
MISSISSIPPI	781	946	21.1%
MISSOURI	3,814	5,850	53.4%
MONTANA	282	287	9.5%
NEBRASKA	1,942	2,889	48.8%
NEVADA	2,366	10,296	335.1%
NEW HAMPSHIRE	1,167	1,646	32.5%
NEW JERSEY	20,037	23,011	14.8%
NEW MEXICO	6,877	8,853	28.7%
NEW YORK	72,198	74,421	3.1%
NORTH CAROLINA	14,667	27,007	85.4%
NORTH DAKOTA	674	567	-16.9%
OHIO	11,175	10,723	-4.0%
OKLAHOMA	4,491	3,923	-12.6%
OREGON	13,226	15,037	13.7%
PENNSYLVANIA	12,500	12,194	-2.4%
RHODE ISLAND	1,848	2,450	25.8%
SOUTH CAROLINA	2,548	4,266	67.4%
SOUTH DAKOTA	608	1,094	79.9%
TENNESSEE	2,939	4,827	67.6%
TEXAS	78,258	90,837	16.1%
UTAH	3,300	6,611	100.3%
VERMONT	311	475	52.7%
VIRGINIA	8,015	14,100	75.9%
WASHINGTON	18,644	26,898	44.3%
WEST VIRGINIA	384	624	58.4%
WISCONSIN	8,529	3,179	-62.7%
WYOMING	582	580	-0.3%
PUERTO RICO	0	6,387	0.0%
GUAM	553	271	-51.0%
NO. MARIANA IS.	0	3	0.0%
VIRGIN ISLANDS	259	101	-61.0%
MARSHALL ISLANDS	0	0	0.0%
UNITED STATES	1,222,461	1,927,210	57.7%

SOURCE: U.S. DEPARTMENT OF EDUCATION
OFFICE OF VOCATIONAL AND ADULT EDUCATION
DIVISION OF ADULT EDUCATION AND LITERACY
SEPTEMBER 1998

DAE



UNITED STATES DEPARTMENT OF EDUCATION
OFFICE OF VOCATIONAL AND ADULT EDUCATION

FAX

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TO: *Andrea Kane*
Irane Bueno

FROM: *Julia Shepherd*

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3/2/99

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**NUMBER OF PAGES INCLUDING
COVER SHEET:**

RESPONSE REQUESTED:

YES _____ NO _____

NOTES:

*As requested - excerpts from Title II of WIA,
Sections 212 and 231*

begins after September 30, 2001.

(4) Administrative costs.--The Secretary may provide not more than 5 percent of the funds made available for grants under this subsection to pay the administrative costs of the Pacific Region Educational Laboratory regarding activities assisted under this subsection.

(f) Hold-Harmless.--

(1) In general.--Notwithstanding subsection (c)--

(A) for fiscal year 1999, no eligible agency shall receive an allotment under this subtitle that is less than 90 percent of the payments made to the State or outlying area of the eligible agency for fiscal year 1998 for programs for which funds were authorized to be appropriated under section 313 of the Adult Education Act (as such Act was in effect on the day before the date of the enactment of the Workforce Investment Act of 1998); and

(B) for fiscal year 2000 and each succeeding fiscal year, no eligible agency shall receive an allotment under this subtitle that is less than 90 percent of the allotment the eligible agency received for the preceding fiscal year under this subtitle.

(2) Ratable reduction.--If for any fiscal year the amount available for allotment under this subtitle is insufficient to satisfy the provisions of paragraph (1), the Secretary shall ratably reduce the payments to all eligible agencies, as necessary.

(g) Reallotment.--The portion of any eligible agency's allotment under this subtitle for a fiscal year that the Secretary determines will not be required for the period such allotment is available for carrying out activities under this subtitle, shall be available for reallotment from time to time, on such dates during such period as the Secretary shall fix, to other eligible agencies in proportion to the original allotments to such agencies under this subtitle for such year.

SEC. 212. PERFORMANCE ACCOUNTABILITY SYSTEM.

(a) Purpose.--The purpose of this section is to establish a comprehensive performance accountability system, comprised of the activities described in this section, to assess the effectiveness of eligible agencies in achieving continuous improvement of adult education and literacy activities funded under this subtitle, in order to optimize the return on investment of Federal funds in adult education and literacy activities.

(b) Eligible Agency Performance Measures.--

(1) In general.--For each eligible agency, the eligible agency performance measures shall consist of--

- (A)(i) the core indicators of performance described in paragraph (2)(A); and
- (ii) additional indicators of performance (if any) identified by the eligible agency under paragraph (2)(B); and
- (B) an eligible agency adjusted level of performance for each indicator described in subparagraph (A).

(2) Indicators of performance.--

(A) Core indicators of performance.--The core indicators of performance shall include the following:

- (i) Demonstrated improvements in literacy skill levels in reading, writing, and speaking the English language, numeracy, problem solving, English language acquisition, and other literacy skills.
- (ii) Placement in, retention in, or completion of postsecondary education, training, unsubsidized employment or career advancement.
- (iii) Receipt of a secondary school diploma or its recognized equivalent.

(B) Additional indicators.--An eligible agency may identify in the State plan additional indicators for adult education and literacy activities authorized under this subtitle.

(3) Levels of performance.--

(A) Eligible agency adjusted levels of performance for core indicators.--

(i) In general.--For each eligible agency submitting a State plan, there shall be established, in accordance with this subparagraph, levels of performance for each of the core indicators of performance described in paragraph (2)(A) for adult education and literacy activities authorized under this subtitle. The levels of performance established under this subparagraph shall, at a minimum--

(I) be expressed in an objective, quantifiable, and measurable form; and

(II) show the progress of the eligible agency toward continuously improving in performance.

(ii) Identification in state plan.--Each eligible agency shall identify, in the State plan submitted under section 224, expected levels of performance for each of the core indicators of performance for the first 3 program years covered by the State plan.

(iii) Agreement on eligible agency adjusted levels of

performance for first 3 years.--In order to ensure an optimal return on the investment of Federal funds in adult education and literacy activities authorized under this subtitle, the Secretary and each eligible agency shall reach agreement on levels of performance for each of the core indicators of performance, for the first 3 program years covered by the State plan, taking into account the levels identified in the State plan under clause (ii) and the factors described in clause (iv). The levels agreed to under this clause shall be considered to be the eligible agency adjusted levels of performance for the eligible agency for such years and shall be incorporated into the State plan prior to the approval of such plan.

(iv) Factors.--The agreement described in clause (iii) or (v) shall take into account--

(I) how the levels involved compare with the eligible agency adjusted levels of performance established for other eligible agencies, taking into account factors including the characteristics of participants when the participants entered the program, and the services or instruction to be provided; and

(II) the extent to which such levels involved promote continuous improvement in performance on the performance measures by such eligible agency and ensure optimal return on the investment of Federal funds.

(v) Agreement on eligible agency adjusted levels of performance for 4th and 5th years.--Prior to the fourth program year covered by the State plan, the Secretary and each eligible agency shall reach agreement on levels of performance for each of the core indicators of performance for the fourth and fifth program years covered by the State plan, taking into account the factors described in clause (iv). The levels agreed to under this clause shall be considered to be the eligible agency adjusted levels of performance for the eligible agency for such years and shall be incorporated into the State plan.

(vi) Revisions.--If unanticipated circumstances arise in a State resulting in a significant change in the factors described in clause (iv)(II), the eligible agency may request that the eligible agency adjusted levels of performance agreed to under clause (iii) or (v) be revised. The Secretary, after collaboration with the representatives described in section 136(j), shall issue objective criteria

- (3) English literacy programs; and
- (4) secondary school credit programs.

(c) **Priority.**--Each eligible agency that is using assistance provided under this section to carry out a program for criminal offenders in a correctional institution shall give priority to serving individuals who are likely to leave the correctional institution with 5 years of participation in the program.

(d) **Definition of Criminal Offender.**--

(1) **Criminal offender.**--The term "criminal offender" means any individual who is charged with or convicted of any criminal offense.

(2) **Correctional institution.**--The term "correctional institution" means any--

- (A) prison;
- (B) jail;
- (C) reformatory;
- (D) work farm;
- (E) detention center; or
- (F) halfway house, community-based rehabilitation center, or any other similar institution designed for the confinement or rehabilitation of criminal offenders.

CHAPTER 3--LOCAL PROVISIONS

SEC. 231. GRANTS AND CONTRACTS FOR ELIGIBLE PROVIDERS.

(a) **Grants and Contracts.**--From grant funds made available under section 211(b), each eligible agency shall award multiyear grants or contracts, on a competitive basis, to eligible providers within the State or outlying area to enable the eligible providers to develop, implement, and improve adult education and literacy activities within the State.

(b) **Required Local Activities.**--The eligible agency shall require that each eligible provider receiving a grant or contract under subsection (a) use the grant or contract to establish or operate one or more programs that provide services or instruction in one or more of the following categories:

- (1) Adult education and literacy services, including workplace literacy services.
- (2) Family literacy services.
- (3) English literacy programs.

(c) **Direct and Equitable Access: Same Process.**--Each eligible agency receiving funds under this subtitle shall ensure that--

(1) all eligible providers have direct and equitable access to apply for grants or contracts under this section; and

(2) the same grant or contract announcement process and application process is used for all eligible providers in the State or outlying area.

(d) Special Rule.—Each eligible agency awarding a grant or contract under this section shall not use any funds made available under this subtitle for adult education and literacy activities for the purpose of supporting or providing programs, services, or activities for individuals who are not individuals described in subparagraphs (A) and (B) of section 203(1), except that such agency may use such funds for such purpose if such programs, services, or activities are related to family literacy services. In providing family literacy services under this subtitle, an eligible provider shall attempt to coordinate with programs and services that are not assisted under this subtitle prior to using funds for adult education and literacy activities under this subtitle for activities other than adult education activities.

(e) Considerations.—In awarding grants or contracts under this section, the eligible agency shall consider--

(1) the degree to which the eligible provider will establish measurable goals for participant outcomes;

(2) the past effectiveness of an eligible provider in improving the literacy skills of adults and families, and, after the 1-year period beginning with the adoption of an eligible agency's performance measures under section 212, the success of an eligible provider receiving funding under this subtitle in meeting or exceeding such performance measures, especially with respect to those adults with the lowest levels of literacy;

(3) the commitment of the eligible provider to serve individuals in the community who are most in need of literacy services, including individuals who are low-income or have minimal literacy skills;

(4) whether or not the program--

(A) is of sufficient intensity and duration for participants to achieve substantial learning gains; and

(B) uses instructional practices, such as phonemic awareness, systematic phonics, fluency, and reading comprehension that research has proven to be effective in teaching individuals to read;

(5) whether the activities are built on a strong foundation of research and effective educational practice;

(6) whether the activities effectively employ advances in technology, as appropriate, including the use of computers;

(7) whether the activities provide learning in real life contexts to ensure that an individual has the skills needed to compete in the workplace and exercise the rights and responsibilities of citizenship;

(8) whether the activities are staffed by well-trained instructors, counselors, and administrators;

(9) whether the activities coordinate with other available resources in the community, such as by establishing strong links with elementary schools and secondary schools, postsecondary educational institutions, one-stop centers, job training programs, and social service agencies;

(10) whether the activities offer flexible schedules and support services (such as child care and transportation) that are necessary to enable individuals, including individuals with disabilities or other special needs, to attend and complete programs;

(11) whether the activities maintain a high-quality information management system that has the capacity to report participant outcomes and to monitor program performance against the eligible agency performance measures; and

(12) whether the local communities have a demonstrated need for additional English literacy programs.

SEC. 232. LOCAL APPLICATION.

Each eligible provider desiring a grant or contract under this subtitle shall submit an application to the eligible agency containing such information and assurances as the eligible agency may require, including--

(1) a description of how funds awarded under this subtitle will be spent; and

(2) a description of any cooperative arrangements the eligible provider has with other agencies, institutions, or organizations for the delivery of adult education and literacy activities.

SEC. 233. LOCAL ADMINISTRATIVE COST LIMITS.

(a) In General.--Subject to subsection (b), of the amount that is made available under this subtitle to an eligible provider--

(1) not less than 95 percent shall be expended for carrying out adult education and literacy activities; and

(2) the remaining amount, not to exceed 5 percent, shall be used for planning, administration, personnel development, and

July 6, 1999

TO: Eugenia Chough
(202) 456-5372, fax 7431

FROM: Lavinia Limon

RE: As Requested - Examples - Effectiveness of ESL Programs

Pre-literate Nuer-Sudanese refugee women in Minnesota who attended ESL literacy and work-related English customized to their language needs have higher job retention rate. Iraqi women in California who attended job-related transitional ESL are able to obtain and maintain full time employment with health benefits. In southern California, Cambodian refugee children whose parents are more involved in school activities are getting better grades, and are reportedly active participants in extracurricular school activities

Jane Addams School for Democracy

1B -
Hard copies
of civics
materials
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The Jane Addams School

Jane Addams School for Democracy (JAS) is a community-based education and action initiative located in Neighborhood House, a 100 year-old settlement house on the West Side of St. Paul, Minnesota. The School is a collaborative effort of the

- Latino and Hmong families of the West Side
- College of St. Catherine
- University of Minnesota
- Center for Democracy and Citizenship at the Hubert H. Humphrey Institute at the University of Minnesota
- Neighborhood House

JAS is based on an approach to learning in which everyone is seen as a contributor and a resource.

The School opened in September, 1996, establishing intergenerational "learning circles" in which Hmong and Latino immigrants and their children partner with high school and college students to do public work projects and engage in teaching and learning citizenship education, language acquisition, and culture.

The mission of JAS is to free and cultivate the talents, cultures, and interests of people from diverse backgrounds and traditions in order to add their energy and wisdom to the building of our communities.

The soul of this work is the relationships that are built by engaging in learning and collaborative action.

Jane Addams School for Democracy

About JAS

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Jane Addams School for Democracy is a community-based education and action initiative located in Neighborhood House, a 100 year-old settlement house on the West Side of St. Paul, Minnesota. Jane Addams School is based on an approach to learning in which everyone is seen as a contributor and a resource. The School's mission is to free and cultivate the talents, cultures, and interests of people from diverse backgrounds and traditions in order to add their energy and wisdom to the building of our communities. The soul of this work is the relationships that are built in the creation of a school for democracy.

The School was not designed to be a place which provides a particular curriculum; rather, it is a space that engenders an open-ended set of learning opportunities. It started by asking neighborhood residents two simple questions: "What



A roundtable discussion at JAS

would you like to learn?" and "Would you be interested in learning alongside college students?" These learning opportunities can grow and change through time in response to neighborhood residents' desires for learning and collaborative action, with the university as a constant partner in this work.

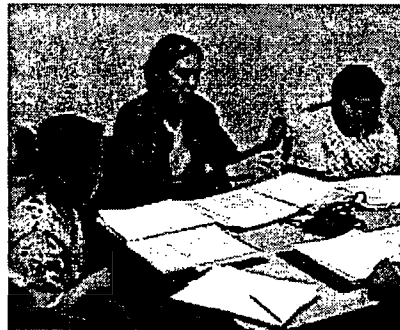
This conception of learning partnership draws from two separate traditions: the Citizenship Schools of the civil rights movement and the settlement house movement. Jane Addams School draws upon the idea of non-professional learning partnerships advanced in the Citizenship Schools of the civil rights movement. The Citizenship Schools avoided using certified teachers because "people with teaching experience would likely impose their schooling methodology on the students and be judgmental." The university enters the community at Jane Addams School with the same assumption held by Bernice Robinson, the first teacher in the Citizenship Schools. The first time the people got together, Robinson would say, "I am not a teacher. We're here to learn together. You're going to teach me as much as I'm going to teach you."

In addition, like the Citizenship Schools, the learning at Jane Addams School is grounded in the self-interests of the learners. For African-Americans during the civil rights movement, literacy was a key to political representation; the schools opened doors to full participation and citizenship within American society. The learners came to the schools with definite ideas and goals about what they wanted to learn. Bernice Robinson learned this on the first day of class. She had come prepared to use children's reading materials, but soon learned that the learners had set their sites higher. They wanted to discuss issues of larger importance, such as the Universal Declaration of Human Rights,

and this goal motivated them to achieve literacy. The goal came first, engendering the motivation to take the steps to reach that goal.

In another sense, Jane Addams School is a rebirth of the early settlement house movement. Canon Barnett, who founded the first settlement house, described the distinguishing feature of Toynbee Hall and the settlement movement as "the absence of program and the presence of men and women who recognize the obligations of citizenship."

Barnett's model and philosophy greatly influenced Jane Addams and the most well known settlement house, Hull House. Hull House was involved in various forms of civic engagement with the community and the University of Chicago. This work included Hull House Maps and Papers (1895), a sociological investigation of the neighborhood. Hull House was also a place that enabled immigrants to be seen for their capacities. Like Hull House, Jane Addams School believes that immigrants can be contributors to democracy if given a place that values them and allows them to build off their experiences.



With these traditions as models, Jane Addams School opened in September, 1996, establishing intergenerational "learning circles" in which Hmong and Latino immigrants and their children partner with high school and college students. During two evenings each week more than 40 college students, 15 high school students, 40 children,

and 60 adults from the neighborhood meet in learning circles. In this environment, every participant is both a teacher and a learner. The participants in the learning circles practice citizenship by studying for the citizenship exam, sharing language, exchanging culture and implementing public work projects.

Additional work is done as it develops from the learning circles. For example, the Earth Day Club, a group started by the children, meets each Tuesday. The Earth Day Club discusses community issues and is currently raising money for a trip to Washington, DC to meet with federal officials to highlight the contributions of immigrants and discuss their concerns with the citizenship exam. In addition, Jane Addams School purchased eight shares of a local community supported agriculture farm, the Philadelphia Community Farm. Every Thursday this summer children from Jane Addams School worked on the farm with parents and college students. The produce from the harvest was donated to the food shelf at Neighborhood House.

In its two years of existence, Jane Addams School has grown from the strength of its collaborating partners to have a significant impact on the community. At the Annual Meeting of the Neighborhood House Board of Directors, Jane Addams School was named the "Organization of the Year" for the work it has done with the community. In addition, the Board recognized a Humboldt High School student and Jane Addams School member, Nicole Ly, as the "Youth Volunteer of the Year" for

her work at the School. Furthermore, in the past year, 30 Jane Addams School community members have become new citizens. Many of these new citizens have returned to the School to continue their learning process and to share their experience and knowledge with others.

Jane Addams School for Democracy

Mission and Vision

The Mission of the Jane Addams School is to free and cultivate the talents, cultures, and interests of people from diverse backgrounds and traditions in order to add their energy and wisdom to the common public wealth of all.

The Soul of this work is the relationships we build as we engage in learning and collaborative action



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The Vision of the Jane Addams School lies within the work on several goals

(click on the goal to learn more about specific projects)

- Make Visible the Contributions of New Immigrants in order to Honor and Strengthen Cultural Traditions
- Promote the Exploration and Practice of Citizenship Through Public Work/ Political Action to Work on Community-Identified Issues
- Create an Intergenerational Environment in which Children Learn with Their Families, Develop a Sense of pride and Confidence in Themselves and their Culture, Gain Skills in Problem-Solving, and Create projects for Themselves and Their Community.
- Use Innovative Learning Approaches to Create a Community of learners Where people Recognize and Develop their Capacities So That they Can Become more Fully themselves and Strengthen Their Communities
- Catalyze Institutional Change within Sponsoring Organizations and the Broader Community
- Develop Mechanisms that Increase the Accessibility of Higher Education for Community Members

Jane Addams School for Democracy

Projects- 1

Goal:

*Make Visible the Contributions of
New Immigrants in order to
Honor and Strengthen Cultural
Traditions*

Hmong Language Lessons
Native Language Test Preparation
Book: We are the Freedom People
Cultural Exchange
Health and Wellness Circle
Storytelling
Sharing of Paj Ntaub, Dressing in Hmong

Strategies/Projects:

Clothing
St. Catherine's Class on Hmong
Handiwork
West Side Freedom Festival

Hmong Language Lessons

This summer, JAS started a learning group called "Hmong for Everyone". This grew out of several different sources. First, many of the Hmong adults expressed concern that they did not know how to read and write in Hmong. They also voiced a worry that their children were not learning Hmong literacy and had difficulty with spoken Hmong. In addition, several of the college students working at JAS indicated a desire to learn Hmong. The "Hmong for Everyone" learning circle was designed to accommodate all of these groups. It was a way for Hmong adults to teach their children and the college students. It was also a means for them to learn native language literacy and reinforce this through the process of teaching the language to others. Another aspect that grew out of this learning circle was that children saw their native language valued by the college students and became more interested in studying it. We hope to continue this learning circle in the fall.

Native Language Test Preparation

In addition to the "Hmong for Everyone" learning circle, JAS has developed a learning circle for those who are eligible to take the citizenship test in their native language. In this way, the school is honoring the knowledge that people have without circumscribing or devaluing it by imposing language restrictions.

Book: We Are the Freedom People

JAS is currently working on a book that ties together the stories and struggles of the many layers of people involved at the school. Woven throughout the stories are common themes of freedom, education, and citizenship. This book grows out of the relationships that serve as the foundation of JAS and creates a public space where our voices and stories are heard and valued. The book highlights the strengths that immigrants bring to this country and the contributions they make in renewing our democracy.

Cultural Exchange

Each night, JAS opens with a "Cultural Exchange", a large group discussion on an issue of importance to the community. These discussions are facilitated by college students, faculty, and Hmong and Latino community members. Topics range from the meaning of citizenship, democracy, or freedom to cultural traditions on childrearing or examining violence in the community. These discussions provide a forum for JAS members to have their voices heard on important issues and create a space where cultural traditions are honored and shared.

Health and Wellness Circle

In this learning circle, established in January of 1998, St. Catherine's students from Occupational and Physical Therapy, Social Work, Dietetics, and Nursing learn about

the culture's within the West Side in an effort to form a partnership with the community to address health and wellness concerns. They place an emphasis on prevention using existing practices and cultural means. The circle is currently embarking upon a project with the local Latina women's support group, Mujeres Hispanas en Accion, to create together a display/exhibit to celebrate El Dia de los Muertos (Day of the Dead), an important holiday in Latin America. In this way, students and community residents will work together to discover cultural rituals and ways that encourage community and individual health.

Storytelling

Several adults from JAS have joined the Children's Circle to tell traditional stories. These range from ghost stories to fairy tales. The storytelling times serve as an important way to remember and celebrate cultural traditions and for parents and children to join together.

Sharing of Paj Ntaub, Dressing in Hmong Clothing

On several occasions, the Hmong members of JAS have brought their traditional clothing and paj ntaub (embroidery) to share as a part of the cultural exchange. They have dressed the college students in Hmong clothing and have explained the significance of the different styles and pieces of clothing to the college students and to their children.

St. Catherine's Class on Hmong Handiwork

Last spring, the College of St. Catherine offered a course on traditional Hmong handiwork. The course was held at JAS and was taught by one of the Hmong members of the school who is an expert in Hmong paj ntaub. This course highlighted not only the richness of Hmong handiwork traditions, but also the contributions to this art of someone from within the community.

West Side Freedom Festival

This community-wide festival provided an opportunity for the Hmong and Latino residents of the West Side, children and adults, to publicly celebrate our democratic and immigrant heritage. The festival was a way to honor the struggles of immigrants to achieve freedom, make visible the importance of freedom for all of us, and provide a space for children to see their parents' struggles valued. The children of JAS worked with Larry Long, a troubadour from Community Celebration of Place, to create a performance piece that transformed their parents' struggles for freedom into song and dance. Other cultural events included traditional dancing, music, singing and poetry. Community residents organized booths to display and sell traditional handicrafts and foods. There was also a public honoring of community members who had recently become citizens and speeches by local politicians including Bruce Vento, Mike Freeman, Skip Humphrey, and others. The day offered a public venue to celebrate the many contributions of immigrant families.

Cooking

An important piece of cultural exchange often occurs around food. At JAS, this has evolved from potlucks into learning circles around cooking. Hmong and Latino community members partner with college students to share recipes and teach traditional cooking methods.

Museum Trips

This past year, JAS has taken several field trips to area museums. One such trip was to the Minneapolis Art Institute to see the Jacob Lawrence exhibit of paintings on the story of Harriet Tubman. On this trip a group of Hmong adults and children, college students, and faculty, joined to learn about the history of the Underground Railroad and the African-American struggle for freedom. The Hmong adults quickly saw the similarities between their own flights for freedom and those of the African-American people. The trip became an opportunity for the Hmong to tell their story to their children and the college students, while learning more about the struggles of others.

Additional museum trips have included the Science Museum of Minnesota, where school members spent time at the Hmong exhibit teaching and learning about Hmong traditions and the way of life in Laos. This provided a chance for Hmong children to learn about their backgrounds from their parents in a setting that valued that

background.

Jane Addams School for Democracy

Projects- 2

Goal:

Promote the Exploration and Practice of Citizenship through Public Work/Political Action to Work on Community- Identified Issues

Strategies/Projects:

Clean up our Neighborhood Day
West Side Freedom Festival
Health Fair
West Side Pride Day
Mural
Painting of the Public Garbage Cans
Book: We Are the Freedom People
Study Circles Campaign with Minnesota League of Women Voters
Farm Project
Relationship with INS
Hmong Veteran's Bill
Voter Registration
Mock Elections
Children's letters

Clean Up Our Neighborhood Day

Last June, JAS held its first annual neighborhood clean up day. College students and professors joined with children and adults of the West Side to pick up trash in the neighborhood. The day ended in a picnic for everyone in a local park. Discussion has been started with other groups, such as the Neighborhood Development Alliance, to collaborate for a cleanup day in the coming year.

West Side Freedom Festival

This community-wide festival provided an opportunity for the Hmong and Latino residents of the West Side, children and adults, to publicly celebrate our democratic and immigrant heritage. The festival was a way to honor the struggles of immigrants to achieve freedom, make visible the importance of freedom for all of us, and provide a space for children to see their parents' struggles valued. The children of JAS worked with Larry Long, a troubadour from Community Celebration of Place, to create a performance piece that transformed their parents' struggles for freedom into song and dance. Other cultural events included traditional dancing, music, singing and poetry. Community residents organized booths to display and sell traditional handicrafts and foods. There was also a public honoring of community members who had recently become citizens and speeches by local politicians including Bruce Vento, Mike Freeman, Skip Humphrey, and others.

Health Fair

On July 25, the Health and Wellness circle at JAS partnered with Global Health Corps to hold a community-wide health fair for West Side children and their families. The fair incorporated puppets, a parade, and games to help children learn about health practices.

West Side Pride Day

JAS has participated in this annual event for the past two years. This year, JAS has become an active member of the planning committee, allowing the community to help craft this celebration.

Mural

The idea for a community mural came from a group of Humboldt High School students working at JAS. Over the coming year, the concept and pictures for the mural will be developed with the members of JAS.

Painting of Public Garbage Cans

The children of JAS created the designs for community garbage cans around the themes of healthy community and the environment. They painted the cans and then presented them to the community.

Book: We Are the Freedom People

JAS is currently working on a book that ties together the stories and struggles of the many layers of people involved at the school. Woven throughout the stories are common themes of freedom, education, and citizenship. This book grows out of the relationships that serve as the foundation of JAS and creates a public space where our voices and stories are heard and valued. The book highlights the strengths that immigrants bring to this country and the contributions they make in renewing our democracy.

Study Circles Campaign with Minnesota League of Women Voters

JAS is working collaboratively with the League to develop a community-wide, and later statewide, program of study circles around issues of immigration. Study Circles draw together diverse people for candid discussions and the development of action plans on identified issues.

Farm Project

JAS has purchased eight shares in a local community supported agriculture farm (CSA), the Philadelphia Community Farm. Every week, children, parents, high school students, and college students and faculty from JAS work on the farm, participating in planting and harvesting of vegetables, community-building games, and meal preparation. JAS's shares from the harvest are donated to the Neighborhood House Food Shelf. In this way, the families of the West Side work together to provide fresh vegetables for their community.

Relationship with Immigration and Naturalization Service (INS)

Last February, after several JAS members had experienced difficulties with the INS, JAS organized a meeting with the INS District Director. This meeting was hosted by the Attorney General's Office. At the meeting JAS members brought up several issues, among them the idea of having non-participating observers present at citizenship examination interviews. Since this meeting, JAS has continued the relationship with the director and others at the INS. Beginning in April, all JAS members who go to take the exam have been accompanied by an observer. This observer's presence and support has allowed JAS members to demonstrate their real knowledge and the hard work they have done in preparing for the exam. JAS continues to have a working relationship with the INS – JAS members recently met with the testing supervisors, the District Director will visit the school in October. This relationship is the first step in holding the government accountable to the people and in changing how the INS operates.

Hmong Veterans Bill

Much work has been done on supporting the passage of the Hmong Veteran's Bill in Congress. This bill would confer veteran's status to Hmong who fought in the Secret War in Laos and would exempt them from the English language requirement of the Citizenship Test. Last fall, students from the Humphrey Institute, under the lead of the JAS Community Liaison, worked on a letter writing campaign in support of this bill. In addition, JAS members have actively supported this bill by signing petitions, writing letters, and discussing it with elected officials. In conjunction with these efforts, a group working through the Public Achievement program at Humboldt High School joined the campaign to achieve military recognition for Hmong veterans.

Voter Registration

As JAS members become new citizens, JAS has worked to register them as voters. Last July, the League of Women Voters registered voters at the West Side Freedom Festival. In addition, JAS takes time during school to practice filling out cards and to discuss the voting process, the candidates, and the importance of voting.

Mock Elections

This fall, as part of the election process, JAS will be holding mock elections. This involves groups developing platforms, nominating candidates, filling out

mock-registration cards, engaging in debates, and voting in booths supplied by the Ramsey County Elections Office.

Children's Letters

Last February, a group of children ages 8 to 13 got together to discuss immigration related issues. They were very concerned about their parents, the hard work they were putting in to study for the citizenship test, and the fear that the tests were unfair. Out of this grew a letter writing campaign. The children each wrote letters to their Congressional Representatives and Senators. The letters were given to Paul Wellstone, but when he did not respond, the children brought them to Gubernatorial Candidate Mike Freeman, who met with them to discuss the letters and how to use them. In addition, the children made trips to the library to send e-mail messages on this issue to President Clinton.

? Trip to Washington, DC

From their work in writing letters, the children have begun to plan a trip to Washington, DC to present their concerns to President Clinton, Senators Wellstone and Grams, and their Representatives in person. They started fundraising for this trip this summer, designing "Dream to Washington" buttons to sell and holding car washes.

? Politician Visits

JAS has hosted visits by Paul Wellstone, Bruce Vento, and Skip Humphrey. These officials have come at the invitation of JAS members to discuss issues of importance to the community. In addition, Bruce Vento, Skip Humphrey, Mike Freeman, Jim Farrell, and others joined JAS members at the West Side Freedom Festival last July.

? Continuous Action on Relevant Bills and Laws

A constant part of JAS is education about and action on bills and laws that affect the JAS community. Recently action has been taken on a proposed bill to raise the price of the Citizenship Test, welfare reform, the Hmong Veteran's Bill, an agriculture bill that restored food stamps to many immigrants, and other immigration related bills.

? Discussion of Broad Issues

Each night, JAS opens with a "Cultural Exchange", a large group discussion on an issue of importance to the community. These discussions are facilitated by college students, faculty, and Hmong and Latino community members. Topics range from the meaning of citizenship, democracy, or freedom to cultural traditions on childrearing or examining violence in the community. These discussions provide a forum for JAS members to have their voices heard on important issues and create a space where cultural traditions are honored and shared.

? Citizenship Test Preparation/English Language Learning

When community residents and college students and faculty first met in the summer of 1996, the issues that were most on residents' minds were the citizenship test and English language. Since that time, JAS

has worked to prepare Hmong and Latino immigrants for this test and provide a space where they can engage in language learning. In the past year, 28 members of the JAS community have become new citizens. Working towards becoming citizens has involved not only studying for the test, but also establishing a relationship with the INS and holding them accountable to the community. English language learning has been done in the context of the cultural exchange and one-on-one learning, allowing immigrants to have their voices heard on issues of importance to them.

? INS Scholarships

The cost of the citizenship test (\$95, increasing to \$225 as of 10/13/98) is often a burden for immigrant families. To address this, JAS has established a scholarship fund that provides money to offset the cost burden of the test. To raise money for these scholarships, members of JAS recently worked at the Election Hotline sponsored by the League of Women Voters. Money earned for the work went towards the INS Scholarship Fund.

? Earth Day Club

A subgroup has formed from the Children's Circle that includes some of the older children (ages 8 to 13) who are interested in meeting to discuss issues of importance to them and their community. This group has worked on addressing issues surrounding the citizenship test, worked to clean up the neighborhood, planted flowers for older community residents and housing projects, and more. The group also serves as a forum for the children to share their voices and be taken seriously in conversations on broad and significant topics.

? Public Achievement

A connection has been established with Humboldt High School in which students who take part in the Public Achievement program come to work at JAS. This relationship was begun by the daughter of one of the Hmong adults at JAS. She came to the school with her mother and quickly saw the potential for involving high school students in the community. She recruited other high school students, and the relationship continued to grow from there. The Center for Democracy and Citizenship, one of the collaborating partners at JAS, started a Public Achievement program at Humboldt that now involves 100 high school students. This fall, around 25 students from Public Achievement are expected to participate at JAS.

Hmong Language Lessons

This summer, JAS started a learning group called "Hmong for Everyone". This grew out of several different sources. First, many of the Hmong adults expressed concern that they did not know how to read and write in Hmong. They also voiced a worry that their children were not learning Hmong literacy and had difficulty with spoken Hmong. In addition, several of the college students working at JAS indicated a desire to learn Hmong. The "Hmong for Everyone" learning circle was designed to accommodate all of these groups. It was a way for Hmong adults to teach their children and the college students. It was also a means for them to learn native language literacy and reinforce this through the process of teaching the language to others. Another aspect that grew out of this learning circle was that children saw their native language valued by the college students and became more interested in studying it. We hope to continue this learning circle in the fall.

Native Language Test Preparation

In addition to the "Hmong for Everyone" learning circle, JAS has developed a learning circle for those who are eligible to take the citizenship test in their native language. In this way, the school is honoring the knowledge that people have without circumscribing or devaluing it by imposing language restrictions.

Book: We Are the Freedom People

JAS is currently working on a book that ties together the stories and struggles of the many layers of people involved at the school. Woven throughout the stories are common themes of freedom, education, and citizenship. This book grows out of the relationships that serve as the foundation of JAS and creates a public space where our voices and stories are heard and valued. The book highlights the strengths that immigrants bring to this country and the contributions they make in renewing our democracy.

Cultural Exchange

Each night, JAS opens with a "Cultural Exchange", a large group discussion on an issue of importance to the community. These discussions are facilitated by college students, faculty, and Hmong and Latino community members. Topics range from the meaning of citizenship, democracy, or freedom to cultural traditions on childrearing or examining violence in the community. These discussions provide a forum for JAS members to have their voices heard on important issues and create a space where cultural traditions are honored and shared.

Health and Wellness Circle

In this learning circle, established in January of 1998, St. Catherine's students from Occupational and Physical Therapy, Social Work, Dietetics, and Nursing learn about the culture's within the West Side in an effort to form a partnership with the community to address health and wellness concerns. They place an emphasis on prevention using existing practices and cultural means. The circle is currently embarking upon a project with the local Latina women's support group, Mujeres Hispanas en Accion, to create together a display/exhibit to celebrate El Día de los Muertos (Day of the Dead), an important holiday in Latin America. In this way, students and community residents will work together to discover cultural rituals and ways that encourage community and individual health.

Storytelling

Several adults from JAS have joined the Children's Circle to tell traditional stories. These range from ghost stories to fairy tales. The storytelling times serve as an important way to remember and celebrate cultural traditions and for parents and children to join together.

Sharing of Paj Ntaub, Dressing in Hmong Clothing

On several occasions, the Hmong members of JAS have brought their traditional clothing and paj ntaub (embroidery) to share as a part of the cultural exchange. They have dressed the college students in Hmong clothing and have explained the significance of the different styles and pieces of clothing to the college students and to their children.

St. Catherine's Class on Hmong Handiwork

Last spring, the College of St. Catherine offered a course on traditional Hmong handiwork. The course was held at JAS and was taught by one of the Hmong members of the school who is an expert in Hmong paj ntaub. This course highlighted not only the richness of Hmong handiwork traditions, but also the contributions to this art of someone from within the community.

West Side Freedom Festival

This community-wide festival provided an opportunity for the Hmong and Latino residents of the West Side, children and adults, to publicly celebrate our democratic and immigrant heritage. The festival was a way to honor the struggles of immigrants to achieve freedom, make visible the importance of freedom for all of us, and provide a space for children to see their parents' struggles valued. The children of JAS worked with Larry Long, a troubadour from Community Celebration of Place, to create a performance piece that transformed their parents' struggles for freedom into song and

dance. Other cultural events included traditional dancing, music, singing and poetry. Community residents organized booths to display and sell traditional handicrafts and foods. There was also a public honoring of community members who had recently become citizens and speeches by local politicians including Bruce Vento, Mike Freeman, Skip Humphrey, and others. The day offered a public venue to celebrate the many contributions of immigrant families.

Cooking

An important piece of cultural exchange often occurs around food. At JAS, this has evolved from potlucks into learning circles around cooking. Hmong and Latino community members partner with college students to share recipes and teach traditional cooking methods.

Museum Trips

This past year, JAS has taken several field trips to area museums. One such trip was to the Minneapolis Art Institute to see the Jacob Lawrence exhibit of paintings on the story of Harriet Tubman. On this trip a group of Hmong adults and children, college students, and faculty, joined to learn about the history of the Underground Railroad and the African-American struggle for freedom. The Hmong adults quickly saw the similarities between their own flights for freedom and those of the African-American people. The trip became an opportunity for the Hmong to tell their story to their children and the college students, while learning more about the struggles of others.

Additional museum trips have included the Science Museum of Minnesota, where school members spent time at the Hmong exhibit teaching and learning about Hmong traditions and the way of life in Laos. This provided a chance for Hmong children to learn about their backgrounds from their parents in a setting that valued that background.

Jane Addams School for Democracy

Projects- 3

Goal:

Create an Intergenerational Environment in which Children Learn with Their Parents, Develop a Sense of Pride and Confidence in Themselves and their Culture, Gain Skills in Problem-Solving, and Create Projects for Themselves and Their Community

Hmong Language Lessons
West Side Freedom Festival
Farm Project
Reading Circle
"Open Door" Policy
Nightly Wrap-up with Kids and Parents
Museum trip

Strategies/Projects:

Hmong Language Lessons

This summer, JAS started a learning group called "Hmong for Everyone". This grew out of several different sources. First, many of the Hmong adults expressed concern that they did not know how to read and write in Hmong. They also voiced a worry that their children would not learn Hmong literacy and had difficulty with spoken Hmong. In addition, several of the college students working at JAS indicated a desire to learn Hmong. The "Hmong for Everyone" learning circle was designed to accommodate all of these groups. It was a way for Hmong adults to teach their children and the college students. It was also a means for them to learn native language literacy and reinforce this through the process of teaching the language to others. Another aspect that grew out of this learning circle was that children saw their native language valued by the college students, and became more interested in studying it. We hope to continue this learning circle in the fall.

West Side Freedom Festival

This community-wide festival provided an opportunity for the Hmong and Latino residents of the West Side, children and adults, to publicly celebrate our democratic and immigrant heritage. The festival was a way to honor the struggles of immigrants to achieve freedom, make visible the importance of freedom for all of us, and provide a space for children to see their parents' struggles valued. The children of JAS worked with Larry Long, a troubadour from Community Celebration of Place, to create a performance piece that transformed their parents' struggles for freedom into song and dance. Other cultural events included traditional dancing, music, singing and poetry. Community residents organized booths to display and sell traditional handicrafts and foods. There was also a public honoring of community members who had recently become citizens and speeches by local politicians including Bruce Vento, Mike Freeman, Skip Humphrey, and others.

Farm Project

JAS has purchased eight shares in a local community supported agriculture farm (CSA), the Philadelphia Community Farm. Every week, children, parents, high school students, and college students and faculty from JAS work on the farm, participating in planting and harvesting of vegetables, community-building games, and meal preparation. JAS's shares from the harvest are donated to the Neighborhood House Food Shelf. In this way, the families of the West Side work together to provide fresh vegetables for their community.

Reading Circle

Several of the members of the Adult Circle have begun to join together to work on reading. The group reads children's books so that the parents can spend time reading with their children. The circle grew out of the parents' desires to feel useful and helpful

to their children and their recognition of the importance of reading. By reading the books first with college students, the parents gain the confidence to read them later with their children. This fall a discussion component will be added to the circle to examine how to use books to talk about important family issues.

“Open Door” Policy

At JAS, the Children's Circle and the Adult Circle operate in an interactive fashion. Children are not consigned to another room, kept separate from their parents. Instead, children are welcomed into the Adult Circle. Many times, children will come in and out of the Adult Circle to show their parents what they are working on or to see what their parents are learning. Some children join their parents and the college students to learn about the citizenship test. In addition, parents often join the Children's Circle to tell stories or to listen to the children sing or play musical instruments. In this way, the work of both circles is integrated.

Nightly wrap-up with kids and parents

Each night, the Children's Circle and the Adult Circle merge to share the work they have been doing. The children often bring food they have prepared to share with their parents and the college students. The parents share with their children the work they have been doing. This interaction is an important way for families to see that they are learning and working together.

Museum Trips

This past year, JAS has taken several field trips to area museums. One such trip was to the Minneapolis Art Institute to see the Jacob Lawrence exhibit of paintings on the story of Harriet Tubman. On this trip a group of Hmong adults and children, college students, and faculty, joined to learn about the history of the Underground Railroad and the African-American struggle for freedom. The Hmong adults quickly saw the similarities between their own flights for freedom and those of the African-American people. The trip became an opportunity for the Hmong to tell their story to their children and the college students, while learning more about the struggles of others.

Additional museum trips have included the Science Museum of Minnesota, where school members spent time at the Hmong exhibit teaching and learning about Hmong traditions and the way of life in Laos. This provided a chance for Hmong children to learn about their backgrounds from their parents in a setting that valued that background.

Jane Addams School for Democracy

Projects- 4

Goal:

Use Innovative Learning Approaches to Create a Community of Learners Where People Recognize and Develop Their Capacities So That They Can Become More Fully Themselves and Strengthen Their Communities

Teachers and Learners
Cultural Exchange
Community Teachers
Earth Day Club
Recruitment, Orientation, Evaluation
West Side Freedom Festival
Public Achievement
One-on One Learning
Learning Circles
Farm Project

Strategies/Projects:

Teachers & Learners

At JAS there are no professional teachers – at least not in the role of professional teacher. Rather, everyone at the school is viewed as a teacher and a learner. JAS emphasizes that every person has something of value to contribute to the group. In addition, the school recognizes that everyone has many things to learn. In this way, everyone contributes to the creation of the school. Everyone is expected to be an active participant and share their strengths with others.

Cultural Exchange

Each night, JAS opens with a “Cultural Exchange”, a large group discussion on an issue of importance to the community. These discussions are facilitated by college students, faculty, and Hmong and Latino community members. Topics range from the meaning of citizenship, democracy, or freedom to cultural traditions on childrearing or examining violence in the community. These discussions provide a forum for Jane Addams School members to have their voice heard on important issues and create a space where everyone’s opinion is valued publicly.

Community Teachers

Many of the Hmong community members who pass the citizenship test are returning to JAS as community teachers. They share their knowledge of the test and the testing experience to help prepare others. In addition, several who are literate in Hmong have offered to teach Hmong language and literacy to adults and children at the school. This fall, JAS hopes to tap more fully into these resources and provide further opportunities for these community teachers to develop their capacities.

Earth Day Club

A subgroup has formed from the Children’s Circle that includes some of the older children (ages 8 to 13) who are interested in meeting to discuss issues of importance to them and their community. This group has worked on addressing issues surrounding the citizenship test, worked to clean up the neighborhood, planted flowers for older community residents and at housing projects, and more. The group also serves as a forum for the children to share their voices and be taken seriously in conversations on broad and significant topics. It gives them a chance to develop their skills in working on public issues.

Recruitment, Orientation, Evaluation

JAS is in the process of developing a recruitment, orientation and evaluation system, grounded in the JAS philosophy, so that people can enhance their learning experiences and provide a feedback mechanism to JAS. This process will serve not only to

introduce the work of JAS to new members, but will also bring them into the community and allow them to participate in the ongoing creation of the school.

West Side Freedom Festival

This community-wide festival provided an opportunity for the Hmong and Latino residents of the West Side, children and adults, to publicly celebrate our democratic and immigrant heritage. The festival was a way to honor the struggles of immigrants to achieve freedom, make visible the importance of freedom for all of us, and provide a space for children to see their parents' struggles valued. The children of JAS worked with Larry Long, a troubadour from Community Celebration of Place, to create a performance piece that transformed their parents' struggles for freedom into song and dance. Other cultural events included traditional dancing, music, singing and poetry. Community residents organized booths to display and sell traditional handicrafts and foods. There was also a public honoring of community members who had recently become citizens and speeches by local politicians including Bruce Vento, Mike Freeman, Skip Humphrey, and others.

Public Achievement

A connection has been established with Humboldt High School in which students who take part in the Public Achievement program come to work at JAS. This relationship was begun by the daughter of one of the Hmong adults at JAS. She came to the school with her mother and quickly saw the potential for involving high school students in the community. She recruited other high school students, and the relationship continued to grow from there. The Center for Democracy and Citizenship, one of the collaborating partners at JAS, started a Public Achievement program at Humboldt that now involves 100 high school students. This fall, around 25 students from Public Achievement are expected to participate at JAS.

One-on-One Learning

The learning at JAS occurs within learning pairs. This one-on-one learning gives real opportunities for school members to develop their skills and capacities. People are allowed to move at their own pace and to build off of the knowledge and abilities they already have. In addition, the learning pairs are self-directed, allowing people to take responsibility for their own learning.

Learning Circles

The importance of the one-on-one learning must also be viewed in terms of the broader community of JAS. The learning at JAS, although individualized, takes place within a common space, a "learning circle". The participants are part of a larger being, with a larger vision that adds a sense of solidarity to their learning. JAS is not just a place to study for the citizenship test. It is a citizenship school, broadly defined, where those involved can learn about and practice democracy. By placing themselves within this broader community, the learners gain a sense of connection and of common work. Furthermore, they are themselves creators, contributors who play an essential role in strengthening the community.

Farm Project

JAS has purchased eight shares in a local community supported agriculture farm (CSA), the Philadelphia Community Farm. Every week, children, parents, high school students, and college students and faculty from JAS work on the farm, participating in planting and harvesting of vegetables, community-building games, and meal preparation. JAS's shares from the harvest are donated to the Neighborhood House Food Shelf. In this way, the families of the West Side work together to provide fresh vegetables for their community.

Jane Addams School for Democracy

Projects- 5

Goal:

*Catalyze Institutional Change
within the Sponsoring
Organizations and the Broader
Community*

College and Professional Students at JAS
College Courses Head at JAS
Change Within Neighborhood House
Faculty Associates
Collaboration
Applying lessons from JAS to Education

Strategies/Projects:

College and Professional Students at JAS

JAS has become an important learning site for college and graduate students at the University of Minnesota, the College of St. Catherine, and St. Thomas University. Students come to JAS as a part of their learning experience for other classes and receive credit for their work there from a variety of departments, including philosophy, social work, youth studies, public affairs, education, and others. This is an important move in creating change in the sources of knowledge traditionally used by higher education institutions. More and more, the lessons of the community are coming into the classroom. This offers the potential to impact and transform both college education and professional education, such as social work and public affairs programs, by altering the dominant model of "experts" and professionals who "serve" needy clients. The work at JAS represents an important opportunity to change this paradigm and to open up college and professional students to different ways of thinking and working with communities – working with rather than doing for.

College Courses Held at JAS

Several classes this past year have come from the university to the community. The College of St. Catherine had two courses that met at JAS. The first, a course on traditional Hmong handiwork, was taught by one of the participants at JAS who is an expert in Hmong paj ntaub. This woman has not been to college, she does not speak perfect English (class was conducted using an interpreter), and she has not written books on the subject. Her teaching the class represented an important change in the way colleges determine who is qualified to teach. It broke down the professionalized and credentialized system most frequently used, and looked to someone who actually practices the arts discussed.

Another class based at JAS looked into the history of some of the murals on the West Side. They produced a booklet on the subject that was distributed to the community. Therefore, not only was the community the place for learning, but the learning produced something of value for the community.

Change within Neighborhood House

The social service department at Neighborhood House is making the move from a service delivery mechanism to a group that works in partnership with community members. In the process of creating a new mission, they have developed a set of value statements that emphasize the importance of partnerships and dialogue as foundations for action. In addition, they focus on the importance of cultural and learning exchange and the need to promote leadership from within the community. This represents the evolution of the traditional definition of social work moving to work with people rather than for them.

Faculty Associates

JAS is currently recruiting a group of faculty associates from the University and from the College of St. Catherine. These associates will be professors who are familiar with the work of JAS and who have agreed to incorporate opportunities for their students to

work at JAS as a part of their coursework. This is being undertaken as a means to allow students a way to continue their involvement in and deepen their learning at JAS.

Collaboration

As JAS is a collaborative, part of its work is to continue to strengthen the ways in which this collaboration is done. This means developing the connection between JAS and the collaborating institutions – Neighborhood House, the College of St. Catherine, the University of Minnesota, and the Humphrey Institute/Center for Democracy and Citizenship.

Applying lessons from JAS to Education

This summer a Humphrey Institute research assistant has been working on an evaluation of JAS funded by the Center for Urban and Regional Affairs. This evaluation will be an important means of determining what is working at JAS and how this can impact other learning institutions.

In addition, several current teachers and teachers-in-training are participants at JAS. Their work at JAS is changing the way they view teaching. They are learning important lessons that they bring into their classrooms outside of JAS.

Jane Addams School for Democracy

Projects- 6

Goal:

*Develop Mechanisms that
Increase the Accessibility of
Higher Education for
Community Members*

Political Philosophy Course

Post Secondary Enrollment Option

Mapping Post Secondary Options

Strategies/Projects:

Political Philosophy Course

As part of an effort to make higher education available to the community, Professor John Wallace of the University of Minnesota Philosophy Department has created a course that will involve both high school juniors and seniors and university students. His course in Political Philosophy will meet at Humboldt High School on the West Side of St. Paul. In this way, the university is reaching out to the community and making its classes more available to community residents. In addition, all students in the class are eligible to receive extra course credits for work at JAS.

Post Secondary Enrollment Option (PSEO)

Last year, two students from Humboldt High School received college credit through the University of Minnesota for their work at JAS. In this way, students from the community can begin to see that they can do college-level work, receive free credits, and apply this towards future post-secondary education.

Mapping Post-Secondary Options

JAS is undertaking an effort to map options in addition to the PSEO that are available for community members to access higher education. This includes learning about vocational school, OIC, community college, and other resources.

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I. OVERVIEW

This evaluation is an attempt to document and illuminate the work of Jane Addams School. It is meant to be a living work: part of an ongoing conversation. As this dialogue continues to create new knowledge, this product attempts to discern practices and ideas through the voices of many of the participants and creators of the School. The ideas documented convey a range of perspectives, with multiple and sometimes contradictory views about the theory and practice of the School. The lessons in this evaluation are also not fixed or static; they are perspectives to be debated and discussed to improve understanding and to heighten the impact of the work. However, one thing does seem clear: this public work- the creation of a school for democracy- is having lasting impact on the individuals and institutions involved in its ongoing creation.

This impact is illustrated in the central finding of this evaluation:

- The core lesson illuminated by Jane Addams School is the importance of putting an *emphasis on relationships*. The voices of people involved with Jane Addams School sang loudly: **relationships are the soul of Jane Addams School**.

The relationships being built at Jane Addams School are conveyed in the one-on-one learning pair, the community of relationships, and the intergenerational environment. By examining these aspects, along with other central practices of Jane Addams School, including the citizenship test and the Cultural Exchange, it is clear that:

- To have the greatest impact on students, residents, and institutions, *the relationships must be consistent and ongoing*.

In addition, within the web of these relationships the following themes have emerged in the voices and actions of Jane Addams School:

"Democracy," "Capacity," "Culture," and "Vision."

Recommendation

The most important recommendation of this evaluation is to focus on building relationships between students and community members which are **consistent** and **ongoing**. A number of strategies are suggested in order to accomplish this. However, the most important strategy is to take the lesson of this evaluation- the concept of relationships described by participants impacted by Jane Addams School- and expand it.

This concept of relationships is not just a strategy, but a *framework* to explore strategies for encouraging people to stay. For example, within this notion of relationships, the questions ("What else would you like to learn?" "What other classes could connect to Jane Addams School?") that *are now seen as primary would become secondary* as people pass the citizenship exam or their college class commitment is complete.

These questions suggest that the relationships at Jane Addams School are simply means to people's individual and shifting goals. This conception of relationships- as simply means- is easily dissolved. While the questions are important, they are secondary for the work of Jane Addams School. If there is a strong connection between participants, people will want to continue participating because the relationships are ends in themselves. Moreover, because of these relationships they will want to continue work on issues of larger importance. *Jane Addams School should work to create an environment where all people see Jane Addams School as a place to practice citizenship among a diverse group of friends.*

II. Jane Addams School for Democracy: A Description

Jane Addams School for Democracy is a community-based education and action initiative located in Neighborhood House, a 100 year-old settlement house on the West Side of St. Paul, Minnesota. The School is a collaborative effort of Hmong and Latino residents of the West Side, the College of St. Catherine, the University of Minnesota, the Center for Democracy and Citizenship at the Hubert H. Humphrey Institute, and Neighborhood House. Jane Addams School is based on an approach to learning in which everyone is seen as a contributor and a resource. The School's mission is *to free and cultivate the talents, cultures, and interests of people from diverse backgrounds and traditions in order to add their energy and wisdom to the building of our communities*. The soul of this work is the relationships that are built in the creation of a school for democracy.

The School was not designed to be a place which provides a particular curriculum; rather, it is a space that engenders an open-ended set of learning opportunities. It started by asking neighborhood residents two simple questions: "What would you like to learn?" and "Would you be interested in learning alongside college students?" These learning opportunities can grow and change through time in response to neighborhood residents' desires for learning and collaborative action, with the university as a constant partner in this work.

This conception of learning partnership draws from two separate traditions: the Citizenship Schools of the civil rights movement and the settlement house movement. Jane Addams School draws upon the idea of non-professional learning partnerships advanced in the Citizenship Schools of the civil rights movement. The Citizenship Schools avoided using certified teachers because "people with teaching experience would likely impose their schooling methodology on the students and be judgmental." The university enters the community at Jane Addams School with the same assumption held by Bernice Robinson, the first teacher in the Citizenship Schools. The first time the people got together, Robinson would say, "I am not a teacher. We're here to learn together. You're going to teach me as much as I'm going to teach you."

In addition, like the Citizenship Schools, the learning at Jane Addams School is grounded in the self-interests of the learners. For African-Americans during the civil rights movement, literacy was a key to political representation; the schools opened doors to full participation and citizenship within American society. The learners came to the schools with definite ideas and goals about what they wanted to learn. Bernice Robinson learned this on the first day of class. She had come prepared to use children's reading materials, but soon learned that the learners had set their sites higher. They wanted to discuss issues of larger importance, such as the Universal Declaration of Human Rights, and this goal motivated them to achieve literacy. The goal came first, engendering the motivation to take the steps to reach that goal.

In another sense, Jane Addams School is a rebirth of the early settlement house movement. Canon Barnett, who founded the first settlement house, described the distinguishing feature of Toynbee Hall and the settlement movement as "the absence of program and the presence of men and women who recognize the obligations of citizenship."

Barnett's model and philosophy greatly influenced Jane Addams and the most well known settlement house, Hull House. Hull House was involved in various forms of civic engagement with the community and the University of Chicago. This work included *Hull House Maps and Papers* (1895), a sociological investigation of the neighborhood. Hull House was also a place that enabled immigrants to be seen for their capacities. Like Hull House, Jane Addams School believes that immigrants can be contributors to democracy if given a place that values them and allows them to build off their experiences.

With these traditions as models, Jane Addams School opened in September, 1996, establishing intergenerational "learning circles" in which Hmong and Latino immigrants and their children partner with high school and college students. During two evenings each week more than 40 college students, 15 high school students, 40 children, and 60 adults from the neighborhood meet in learning circles. In this environment, every participant is both a teacher and a learner. The participants in the learning circles practice citizenship by studying for the citizenship exam, sharing language, exchanging culture and implementing public work projects.

Additional work is done as it develops from the learning circles. For example, the Earth Day Club, a group started by the children, meets each Tuesday. The Earth Day Club discusses community issues and is currently raising money for a trip to Washington, DC to meet with federal officials to highlight the contributions of immigrants and discuss their concerns with the citizenship exam. In addition, Jane Addams School purchased eight shares of a local community supported agriculture farm, the Philadelphia Community Farm. Every Thursday this summer children from Jane Addams School worked on the farm with parents and college students. The produce from the harvest was donated to the food shelf at Neighborhood House.

In its two years of existence, Jane Addams School has grown from the strength of its collaborating

partners to have a significant impact on the community. At the Annual Meeting of the Neighborhood House Board of Directors, Jane Addams School was named the "Organization of the Year" for the work it has done with the community. In addition, the Board recognized a Humboldt High School student and Jane Addams School member, Nicole Ly, as the "Youth Volunteer of the Year" for her work at the School. Furthermore, in the past year, 30 Jane Addams School community members have become new citizens. Many of these new citizens have returned to the School to continue their learning process and to share their experience and knowledge with others.

III. Jane Addams School: A Model for Community Partnerships

Jane Addams School strives to be a community partnership. The theory and practice of Jane Addams School could serve as a model for community partnerships. Jane Addams School attempts to **work with** the community to solve community problems and to create new knowledge. It can be contrasted with how the university and service organizations usually interact with communities. The Jane Addams School approach can be described as what John Wallace, one of the founding members of the School, calls a "shift in the burden of proof." This shift gives important insights into university/ community partnerships that educate and create knowledge, as well as to organization/community partnerships that work together to solve problems and build neighborhood capacity.

Universities (when they interact with the public at all) usually do research "for" or "on" communities, rather than creating knowledge "with" communities. Information is normally created within the confines of the university and subsequently delivered to communities. Research is also usually a one-time project. At Jane Addams School, the "shift" is evident. A space is created for ongoing conversation between the university and the community. People from the University of Minnesota and the College of St. Catherine are developing a new type of scholarship: **co-creating knowledge "in action" with community members through a sustained dialogue.**

The "shift" can also be contrasted with a traditional "service provider" approach in which organizations provide services for needy "clients." Service organizations often see clients for their deficiencies. This approach perceives people as needy and powerless, disregarding their capacity or potential for identifying and solving their own needs. In contrast, both the creation and the work of Jane Addams School aim to be a common struggle that partners the community with organizations in order to solve problems. One example of this partnership is treating every participant as both a teacher and a learner, enabling the "us" – "them" distinction to begin to dissolve. At a time when Neighborhood House is in the process of shifting from providing services to having a partnership with the community, the approach used by Neighborhood House in Jane Addams School should be a model: **work is a co-creation among equal partners within relationships.**

By working *with* the community, Jane Addams School illustrates the power of putting an *emphasis on relationships* for education and knowledge creation; and the importance of putting an *emphasis on relationships* for community problem-solving and capacity building.

IV. The Questions and Core Finding: Relationships are the Soul

This evaluation began with the initial questions: *How does working with the University of Minnesota and College of St. Catherine in Jane Addams School enhance the capacity of Neighborhood House to fulfill its mission? How has this partnership been useful to Neighborhood House in shifting from a service-delivery to a capacity-building model? How can the partnership be shaped to make it more useful in assisting this shift in the future?*

To accomplish this, some of the questions examined included:

- What are the lessons being learned about the importance of working *with* communities, rather than

doing *for* the community? How do community residents and college students' work jointly to define problems and design solutions?

- How does a consistent relationship between students and neighborhood residents impact the quality of learning? What is the power of paired learning (students and residents working together one-on-one on a regular basis)?
- What can the intergenerational environment created at the Jane Addams School (people from ages 3 to 73 participate in the learning circles) teach us about working with youth? How can this environment be sustained? Improved?
- How does Jane Addams School contribute to the learning experiences of participants (Neighborhood House staff, college students, faculty, high school students, and neighborhood residents)? How do participants begin to take ownership of their learning? How do participants then claim responsibility for the public sphere?

It is important to note that this evaluation is simply the first step in addressing these questions. To this end, *I attempted to define and illuminate the work of Jane Addams School through interviews and participatory observation*. This evaluation focuses on the words, actions, and ideas of those involved in Jane Addams School. In the process of defining its work and practices, many recommendations and improvements were suggested. Although Jane Addams School will be emphasized as a starting point and case study, the lessons learned could be analyzed later in terms of Neighborhood House's mission of moving beyond providing services toward capacity building with the West Side community.

From the outset, this work was designed as a "people's" evaluation: to be relevant and useful to the work that it documented. To ensure this, I spent time crafting the questions with stakeholders in the School. This time included meeting with the principals, planning group, and adult learning circles. These discussions helped design useful places and questions for inquiry, as well as focus the interviews towards participants whose voices are not normally included in formally defining the ideas that characterize Jane Addams School.

As already stated, with this as my task, I found:

- The core lesson illuminated by Jane Addams School is the importance of an *emphasis on relationships*. The voices of people involved with Jane Addams School sang loudly: **relationships are the soul of Jane Addams School.**

This lesson became evident in a Cultural Exchange in May 1997, when Jane Addams School had a public celebration for St. Catherine's students who had participated in the learning circles as a public work component of their class. During the discussion at the celebration, one Hmong student stated:

We encourage you to come back because we've been working together a lot and are now very good friends- like brothers and sisters.

In the course of the discussion, a Hmong student added:

I don't want to discontinue the relationship because if we go apart for a while it will take time to put it all back together again.

Another Hmong student declared:

When the semester comes to an end, you should have more time. We only have fun when all of you are here. Without you we won't have any fun.

This same Hmong student later added:

I think I'm a teacher and a student at Jane Addams [School]. When college students first

1B -
these 3 civics
prog. aren't
targeted to immigrants,
but are more broad
civics ed. efforts.

CDC: Public Work Mapping Project: Local Government: "We Own the Store"

"We Own the Store"

Building "A More Vital Democracy" in Local Government

Welcome to American Government 1990s-style: "Can I help someone down here, please?"

Section 1: Introduction Parts 1, 2, 3, 4

Section 2: Burnsville, MN

Section 3: Other Examples and Conclusion

"Doing more with less" became the mantra of public managers in city and state governments well into the 1990s, a decade that again started with a major economic recession, stretching state and local budgets and increasing deficit. These managers were "willing to try anything" to fulfill public demand for services while generating growth to meet citizen needs and government revenue targets.

At the Third Reinvention Conference, held in April, 1998, in Washington, D.C., Vice President Gore explained the thinking behind government redesign. In 1964, he observed, 76 percent of the American people had trust government would do the right thing most of the time. Thirty years later, the figure had declined to less than 20 percent. Gore found that the feelings of government ineffectiveness and despair about the public's view of government were even stronger among federal employees, when he conducted a series of town hall meetings in different agencies.

Reinventing government, as developed in the Clinton-Gore approach, has several features. It emphasizes reduction of the size of government, especially middle layers of bureaucracy which were seen as stifling creativity. It stresses focus on the workers on the front lines, reduction of paperwork, and decrease in regulations. In his 1998 address, Gore gave two examples of "the new freedom" that resulted from federal reforms.

The Coast Guard Marine Safety programs have increased managerial flexibility for field commanders to waive unnecessary requirements that had previously accounted for more than a half-a-million work hours annually

The Department of Agriculture's animal plant health inspection services tort claims adjudication team used a waiver to reduce the processing time for tort claims of less than \$2,500 from fifty-one days down to eight days.

These are real advances. Such changes often improve morale and the quality of interactions between government employees and other citizens. Yet they also have a conceptual limit: they are structured around a metaphor of "customer service" that conceives of government as a business-- and citizens as consumers. As Vice President Gore put it,

"Even more than reducing the size of government and making it more efficient, Reinventing Government has been about a different vision of the role which our self-government should play. We've tried to give the American people the same universe of choices that they have in the rest of their lives."

"American business now emphasizes choice and quality and efficiency. (Similarly) we wanted a government that sees citizens as customers to be respected and served..."

The pattern spread across all levels of government. Employing private sector management practices, government's central metaphor for interaction with citizens has come to be customer service.

Customer service has brought new attention to the world outside of government, but it also has negative aspects. Leading analysts of government practice like Paul Light and Don Kettl have noted both.

In Kettl's view, customer service has helped reorient government employees to the simple fact that there is a world outside of government-- a clear advance for bureaucracies that were largely unaccountable and inwardly-focused. The idea of describing government action with the metaphor of customer service is also a crude fit for several reasons. The metaphor of customer service tends to produce conflicting claims that are hard to satisfy when citizens need to be treated equally. It creates conflicts between the demand side and the supply side-- customer service encourages individuals to develop and express their preferences, even while government's revenues through taxes are sharply limited. It can create a hypersensitivity among civil servants and political leaders about citizen "needs." Finally, a customer approach works poorly for creating goods of general use and public value, available to all.

CDC: Public Work Mapping Project: Local Government: "We Own the Store"

"We Own the Store"

Building "A More Vital Democracy" in Local Government

Section 1: Introduction Parts 1, 2, 3, 4

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Burnsville, Minnesota: An innovative civic laboratory

Burnsville, Minnesota, is a suburban Twin Cities community which is has been renewing a sense of public for itself. Burnsville has created a new role for local government in an area that once viewed government simply as a service provider that should be sharply limited in scope and range. City manager Greg Konat, describes the limitations of customer service: "rather than just providing services, our role is to help build community."

Konat believes strongly that citizens must have a sense of ownership of the community's public goods in order to make democratic government work better, and create lasting value in the city of Burnsville. Konat describes this shift away from a scarcity model using the language of partnerships: "now, rather than saying 'no,' we're saying here's what we can bring to the problem. What can you (citizens) bring?"

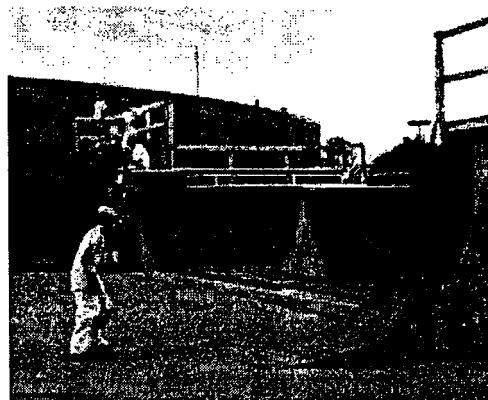
Burnsville is a city where leaders propose that the whole community is "building its future." Its leaders whom we interviewed found the language and concept of "public work" a helpful way to describe their innovations in government practice as well as citizen undertakings. They stress that they have consciously sought to engage citizens in public work in many arenas. In the process they redefine their work roles and the role of government itself.

Like many other outer-ring suburbs in Minneapolis, Burnsville's population grew in the last thirty years. Citizens were skeptical about what government could do. Mayor Elizabeth Kautz observes that "government used to be the only things got done for the community." Kautz, an energetic and charismatic leader, believes that the community as a whole faced a number of challenges that required public action: environmental concerns, engaging young people, dealing with an increasingly diverse population and others. She led the charge for seeking solutions outside of a framework which saw government as the singular actor, while adhering to a firm citizen mandate of low taxes. Under her leadership, city government has partnered with various citizens and other public organizations to pool resources. It has reframed the role of the city as more of a catalyst. According to Kautz, "the role of government is to facilitate the work of the public."

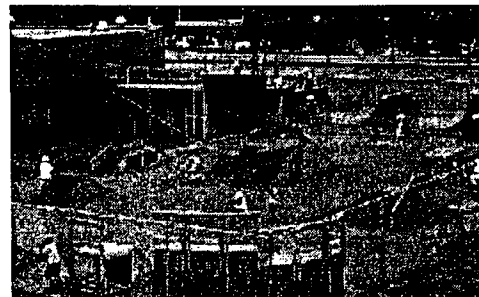
A vivid example of her approach occurred in her first term. In 1995, a group of young people were in constant trouble with the police and community residents for the sites of their skateboarding. When Kautz met with them, they said, essentially, "build us a skateboard park so we don't bother other people." She replied, "I'm not going to build anything for you." But she said she would open doors, and they could see what they do to organize the park themselves. She said the city could provide technical assistance and help them connect to potential funding in the business community. The city would also advise the young people.

Disappointed at first, the youth nonetheless took up Kautz's challenge and proceeded to work. They contacted numerous businesses, successfully raised funds, secured support from residents, and managed to secure support from the City Council. The skateboard park was completed in June, 1998, during Kautz's second term.

This is one of many examples in Burnsville of government as a partner with citizens in public work. Mayor Kautz feels strongly that this kind of effort requires a shift in identity for government leaders and employees. In her view, such a shift requires public leaders to:



The Burnsville Skate



- See themselves as catalyzing public work;
- Help to identify and mobilize resources for citizen projects;
- Devote government resources for partnership responsibilities;
- Build staff teams who are prepared to collaborate with non-government actors;
- Recognize accomplishments, learn from mistakes, and celebrate in public fashion the value of citizen effort

A prime context for such common work with citizens was Partnerships for Tomorrow, or PFT, a civic leadership coalition of city council members, Greg Konat, the school superintendent, the director of a major community action organization, and other religious and civic leaders that created a foundation upon which other civic innovations have been built. PFT's goal has been to find ways for people to collaborate on public projects in Burnsville. PFT sought to "break out of the boxes" of traditional planning hierarchy and narrow turf-oriented program work that often dominates the city landscape.

In the summers of 1993 and 1994, PFT sponsored community wide issues forums on the future of Burnsville which involving more than a thousand residents. From these, citizens produced a sixty-four point action plan which was subsequently formally incorporated into city budget plans and city council legislation. Especially important, government agencies, under the direction of Konat, reorganized themselves in order to develop an ongoing partnership approach with citizens in which there could be a much more continuous flow of information, ideas, accountability, and a common work.

Mary Ajax, the CEO of the Community Action Council, a nonprofit service agency, believes that PFT has been a catalyst for "building the commonwealth" of Burnsville. "The public does not enter the picture when the government is the monopoly provider" of public work, in Ajax's opinion. She rejects the classic non-profit model of volunteerism, noting that it is a framework where "work is separated from other day-to-day activities." Ajax sees the benefits of PFT in terms of its capacity-building model of collaboration, with the result that "certain key people and organizations are working and planning together better."

PFT through its network of community contacts and regular leadership meetings has provided a vehicle for planning and implementing public work efforts and engaging in discussion about the future commonwealth of Burnsville. To Sisler, Executive Director of the Minnesota Valley YMCA, agrees with Ajax, adding that the group needs to continue to "catalyze the community and facilitate citizen work. In Sisler's view, suburban communities like Burnsville tend to attract people who want to focus on their private lives, "citizens who want things done for them and who don't want to get involved with the community." How to catalyze public work and productively engage citizens remains a challenge. Mary Ajax shares such concerns, noting that "we, as a group, need to engage people in a larger effort that shifts the view of work... so that it does not look or feel like traditional volunteer work, or just something to do on the side."

The Mayor and city have worked with business leadership to build public work into the civic practices of various businesses. One of the primary vehicles for such involvement is a project called "Heart of the City," or HOC. HOC is a physical and civic infrastructure project which seeks to create a center -- "a heart" -- for social, cultural, economic, and civic activity for downtown Burnsville.

Heart of the City, growing out of the PFT framework, "is evolving from defined projects to a way of thinking that promotes public work." Especially, it illustrates an innovative and citizen-led approach to addressing questions of suburban sprawl and runaway development with which communities across the country are now wrestling with.

A key feature of HOC is the physical infrastructure redevelopment in an area called the Burnsville Parkway, site of future downtown. The mission statement of the project describes the Parkway as an effort "to create an attractive, vibrant neighborhood setting in which residents and visitors to our city can enjoy with their families and friends, a combination of the natural beauty, and local business that, together with the Burnsville citizens, originate a true sense of community." It is a project that heavily involves citizen work and business community support.

Dave Eastling, owner of an Amoco gas station, sees great value in projects like this, in which citizens help create public goods. "I know I liked these public amenities in my community." Eastling is emphatic in his view that "there is a civic and moral mission to owning a business. You need to be involved and give back to the community where you prosper.

Eastling feels that smaller businesses are often not taken seriously in public affairs. He wanted to change the pattern. He credits the hard work of the mayor and city staff as catalysts that formed a true partnership with him and other businesses throughout the project -- which entails moving his entire retail operation temporarily, while construction is underway. "This project has involved a diverse group of citizens with various self-interests organized around a common vision. It's hard work and fun as well, where everyone involves becomes equal," Eastling comments with a smile. He notes that democratic practices like this on public projects are a very different than a customer service model which sounds more like "what are you -- government -- going to do for me?"

Eastling attributes the success of the project and the above qualities to:

catalytic government;

- a focus on public work and vision;
- the need for public goods and private support for them;
- citizens as owners of the public realm, their government, and creating a civic identity

Working on this project "is a statement of who you are as a people, reminds you of your identity as a citizen, and combats powerlessness," by demonstrating that people can have an effect on the overall development of their community, Eastling asserts.

While Burnsville is path breaking in combining catalytic government action with restructuring of the organizational forms of government itself, similar approaches, in different forms, have also begun to appear many other communities. The following examples illustrate the broader patterns that begin to appear.

continue to section 3- Examples from other cities and conclusion

The creation of a downtown is no easy task. goals and ambitions are complex and are still evolving. The Parkway project is creating a to center; a place for civic and commercial exchange in an area dominated by traditional suburban development and fast food joints. While private economic development remains a focus, expansive plans are in process for creating public spaces. A farmers' market is underway. Sidewalks are being widened to accommodate pedestrian foot, bicycles, and in-line skates. Public kiosks being designed to announce public events. Public art projects, sponsored by area businesses, are a central feature. And all these civic amenities will be well-lit by new streetlight fixtures which are close to the ground.

Planning for the Parkway, the key physical redevelopment piece of HOC involved a high public process. The city convened citizen meetings with a diverse set of interests and views of what the project would look like. The support of key business people has helped to make the project a reality. Marty Wolfe, a skeptic at first, works for a prominent local real estate developer and lives in nearby Bloomington became involved in the project.

Wolfe admitted "my biggest surprise was that citizens developed a real stake, a sense of ownership... my fear was that everyone would show up at the front end with a wish list, but not stay involved." It was hard work to stay involved. People had conflicting interests and tough decisions needed to be hammered out. Yet people felt the payoff was enormous.

CDC: Public Work Mapping Project: Local Government: "We Own the Store"

"We Own the Store"

Building "A More Vital Democracy" in Local Government

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Falcon Heights, Minnesota

The city of Falcon Heights has developed a number of citizen partnerships that involve public work and an explicit challenge to the customer service model of government. Mayor Sue Gehrz believes that a pure customer service model does not account for citizen contributions. One concern of Gehrz's is that people's talents are often not tapped or catalyzed. At a public event in 1998 at a city park, Mayor Gehrz met new residents in an informal social gathering and encountered a young couple with no kids. Recognizing that being outside of a school system mindset could be the couple from community work, Gehrz told them: "we expect citizens to get involved and hope you will." The couple later became involved in city-led youth initiatives.

Mayor Gehrz sees this kind of exchange as an important catalyst. She notes that "if you treat citizens as a customer then their money, not their work" becomes the measure of their connection with the city. The city uses newsletters, regular neighborhood meetings, and other communications efforts to make government activities "public." Significant resources are allocated in the city budget aimed at increasing citizen-government communications.

City manager Susan Hoyt agrees with Gehrz about the weaknesses of the customer service model. "It undermines responsibility," she argues. "Hoyt works with other staff to convey the concept that citizens should be thought of as partners, resources, and ultimately the owners of city government."

Youth are central to the public work projects in Falcon Heights. Carol Kriegler, Parks and Recreation Director, hires young people to do park work as part of the summer recreation program. Kriegler herself has a close identification with such workers, since she was once a part-time staff person in the city's recreation department. Another citizen-led project is the "Dead of Winter" event, a social and recreational public gathering during the winter months. It began as a small community skating event and grew with the contributions of young people. As part of a hockey coach's effort to involve his players in community service, a group of 14-year-old boys undertook a clean-up day at the Roseville Arena. Their interest in such work grew and their coach asked them to go further. "They practically ran the event themselves," says Kriegler. "As a city staff person, I could never do this event without citizen help." The young people helped to organize the event, recruited others to teach kids to skate and help with safety issues on the rink. Kriegler feels strongly that these sorts of public work experiences build 'civic muscle.' "People's sense of ownership is incredible," she observes. "We can't do it all. Citizens can be a real asset in solving problems and building things."

Catherine Mackiewicz is a high school senior who lives in Falcon Heights and has been involved with the solid waste citizen commission for four years. "Young people are eager to be involved," she believes. "[They] don't always feel options are available." She believes strongly that productive citizenship best describes what can powerfully motivate young people. She points to a service project in which a group of young people sought to meet with legislators. "We felt like we were just getting a pat on the head. It turned our enthusiasm into a dead issue." Customer service, she thinks, leads mainly to whining.

Rosemount, Minnesota

In the city of Rosemount, Minnesota, a combination of catalytic leadership from the Mayor and grass-roots citizen activism produces a number of public work partnerships. One of these grew from the efforts of a group of lower-income citizens who banded together to address neighborhood safety and education issues, and ended up creating a major Family Resource Center. Concerned about an increase in crime reports, citizens worked together to design the Center and raised nearly \$500,000 in grants to get it built. The Center will be programmed by citizens who particularly want to organize activities for kids grades 4-8, and also computer classes and parenting skills workshops for adults. The actual construction will include youth from the Area Learning Center, an alternative school which designs programs based on a philosophy that stresses young people's potential for constructive contribution. The Center will be operated by the Community Action Council and also will serve as a public meeting space. One activity includes organizing parents from all over the city for a "Monday Night Out" networking event, bringing together citizens of different social and economic backgrounds to find common ground on parenting-related issues. The Community Action Council at the University of Minnesota Extension Service helps coordinate the event as well as Rosemount citizens. Mayor C. Busho notes that countering the customer service trap in Rosemount involves "building methods for city government to empower citizens to work on public issues." In such efforts, those in government must learn to think of those outside as real partners.

Natchez, Mississippi

In Natchez, Mississippi, a neighborhood matching grant program emphasizes citizen participation with local government. Established in 1997 by Mayor Larry L. Brown, the fund distributes grants of up to \$1,000 for public safety, physical improvement, cultural, educational, and recreational programs. The city of Natchez has developed certain criteria, including democratically-held elections for neighborhood organization. To build capacity in the community, the city encourages citizens to build partnerships among diverse groups including local businesses, religious institutions, social service agencies, political groups, universities, etc.

The three project categories include:

- **Physical improvements:** Such as playground and park improvements or neighborhood beautification projects.
- **Public safety:** Projects might include neighborhood patrols, senior citizen home safety programs, or fire prevention programs.
- **Cultural, Educational and Recreational Initiatives:** For example, youth or family literacy programs, neighborhood computer labs, family learning centers, or neighborhood dance, music or training programs.

The eligibility criteria for projects underscore the importance of citizens producing public goods. In order to qualify for city funds, the work must take place within defined neighborhoods, provide a public benefit, involve neighborhood residents directly in all phases, and have goals which can be accomplished in 12 months or less.

Houston, Texas

The City of Houston operates a program out of the Mayor's office called SPARK. SPARK is a non-profit organization that generates and encourages citizen work to develop elementary school playgrounds as community parks. In SPARK efforts, PTA members, civic clubs, and neighbors meet to determine the type of park to be built. Citizens work in collaboration with landscape architects to design a park reflecting community interests. SPARK has developed the notion of tapping into diverse resources, with government playing the role of catalyst. Funding sources include foundations and corporations, county park budget allocations, federal Community Block Development grants, city funds and in-kind contributions. The project was started by Eleanor Tinsley, a former city council member, in 1983 as part of a larger city-wide plan to increase public green spaces.

Conclusion

The notion that citizens are the foundations of democracy, the key and central actors in our public realm, is far removed from much of today's debates, focused largely on test scores, rising stock markets, and the most recent scandals involving public officials' lives. Public life today seems, on the surface of it, a world apart from "government of the people."

We offer these stories, however, as evidence that other powerful currents are beginning to appear, reinvigorating citizens' sense of ownership and participation in government. The case studies outlined here share common characteristics: catalytic government that stimulates a civic identity for public servants; a focus on the public work of ordinary citizens; a recognition of the need for public goods and the cultivation of private support for such goods; a stress on strategies that renew a sense of citizen ownership of the public realm, of government, while generating a sustaining civic identity itself.

Our challenge is to transform such local experiences into re-building a flourishing democracy. Government will not be the only actor in this process; our other major institutions including-- religious congregations, schools and universities and businesses and labor unions-- must all play distinctive roles. Yet local governments can take leadership. The stories and the lessons they suggest form beacons of democratic hope that we can restore Americans' ability to change the course of our shared future into the 21st century.

democracy.org

DEEP

Democracy Ethics & Educational Principles



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DEEP E-mail Network



DEEP maintains an e-mail distribution list to share information and resources on character education, education for democratic citizenship, and service learning. To join, send a message to:

join-list@democracy.org



The DEEP "Bookstore"

Recommended Books in Character Education, Education for Democratic Citizenship, Service Learning, & School Reform.



Programs



WASHINGTON STATE PARTNERSHIP ON
CHARACTER EDUCATION

The Washington State Partnership on Character

Education, funded through a grant from the U.S. Department of Education, develops community-based models for infusing a local definition of character into Washington schools. The Partnership is a consortium made up of the Office of the Superintendent of Public Instruction, four school districts, two Educational Service Districts, and community based/nonprofit organizations. DEEP is a member of the Partnership and--with ETDC and ESD112--provides technical assistance to the statewide projects. DEEP provides assistance to local partners through forums on character education, staff development, and curriculum development, selection, and implementation.

Service Learning: The Literacy

Partnership Comprised of DEEP-Democracy Ethics and Educational Principles, Educational Service District 112, and West Valley School District (Spokane); The Literacy Partnership received funding from the Corporation for National Service and the Washington State Commission for National and Community Service to support, evaluate, and disseminate fifteen exemplary service learning projects in the State of Washington.



Literacy Partnership projects: (1) include a community-based organization as a full partner in the project; (2) promote literacy; (3) promote mastery of the Washington State Essential Academic Learning Requirements; and (4) assess the impact of service learning on literacy.



Check the Pathfinder/NOMS Literacy Partnership Reading Guide for Elementary and Middle School Students.

Links

to Character,
Democracy, Service
Learning, & School
Reform Organizations
and Resources

Guide for Elementary and Middle School Students.

See photographs from Latona Elementary School's Park Project.

Education for Democratic Citizenship

Through grant support through Social Ventures Partners, DEEP is working with Talbot Hill Elementary (Renton, WA) and its "Ventures" program to expand student voice in school governance and to strengthen the climate of civility and respect. Talbot's Ventures Project simulates a democratic community, with government, businesses, and services. Students participate in major aspects of society through banking, publishing, food services, performing arts, postal services, court, and peer mediation, and holding government positions. Talbot Ventures is a MicroSociety ® program.



CDC: Public Work Mapping Project: Local Government: "We Own the Store"

"We Own the Store"

Building "A More Vital Democracy" in Local Government

by Harry Boyte and Josh Zepnick, Center for Democracy and Citizenship



The Burnsville Skate Park

"I like these public amenities in my community. Being involved in this project (Burnsville City Center redevelopment) has involved a diverse group of citizens with various self-interests organized around a common vision. It's hard work, and fun as well, where everyone involved becomes equal."

--Dave Eastling, Business Owner
Burnsville, Minnesota

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Citizen Work Work done by a mix of people for the common good

Project Synopsis Steering Committee Co

not targeted to immigrants

THE VALUE OF CITIZEN WORK is a three-year project of the Center for Democracy and Citizenship and many players in Minnesota Community Education, including the Minnesota Community Education Association (MCEA); the Minnesota Department of Children, Families and Learning (CFL), the Center for Community Education at the University of St. Thomas; and local Community Education programs. The project is investigating the role and importance of citizen work- work done by a mix of people for the common good.



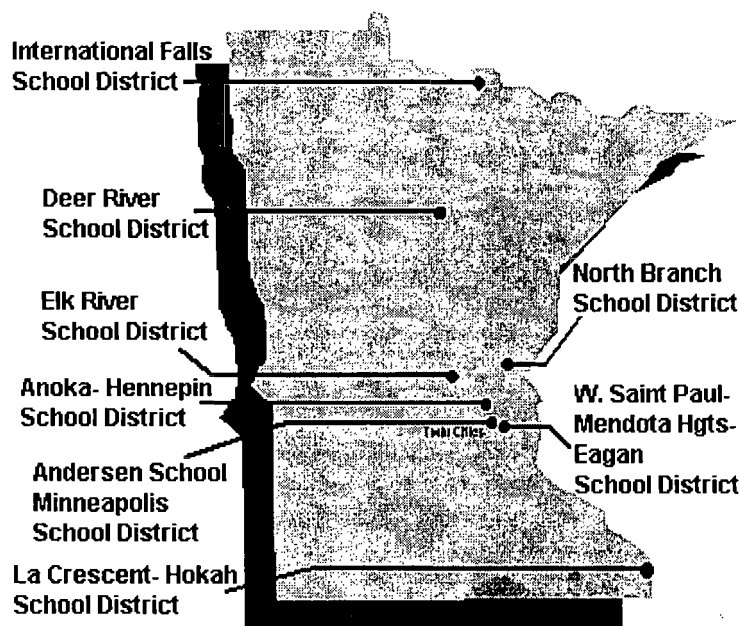
VCW Retreat, 1999 in S

Working with Community Education programs in local communities, the project is identifying and investigating the impact of citizens working together on collective issues. Questions the project will investigate include, how can citizens begin to shift their efforts from volunteering to community building?

What impact is made on the individual, the community, and the Community Education program when citizens work together to

What lessons can other communities use to engage their citizenry? What is the value of the work being done by citizens? co-create and strengthen their community?

The project will produce citizen work programs and products build communities, while identifying strategies and tools people use to claim ownership their citizen work.



Value of Citizen Work Project Sites-1999

A Brief History: 1998 "The Pilot Year"

In project's first year, the two pilot sites- the La Crescent-Hokah and North Branch school districts identified strategies and captured stories of citizen work, engaged citizens in active participation community, and facilitated continued citizen work.

Using citizen work principles, the La Crescent school district has taken the lead in engaging community in their district's youth asset build initiative. By creating spaces for adults and youth work together, their VCW project has created linkages across the generations and helped a and youth feel valued by each other. "The real exciting thing in La Crescent and Hokah is the huge potential we have by including our youth in the process of citizen work...it makes our project better now and it instills that 'citizen work' standpoint in our young people," remarked community member Theresa O'Donnell.

In North Branch, their Leadership team citizen work aspects of Community Education Advisory Councils, Community Education Instructors, and local community organizations and why people join them. A haven for citizen involvement, advisory councils offer legitimate real-world opportunities for citizens to have important impact and voice in local government and education decisions, breaking the walls of professionalized decision-making. In North Branch, the CE Advisory Council has held several community dialogues with different community members on the civic contributions of active citizenry in the area. "The project has helped me to recognize and realize

What does a Leadership look like?

appreciate how individual citizens, contributing their own talents for the greater good of the community are truly this country's greatest untapped resource," commented Connie Meek, a North Branch community member and Advisor member

The Second Year of the Value of Citizen Work Adds Six Additional Communities

In 1999 six additional communities were selected to join La Crescent- Hokah and North Branch in the project:

- Anoka-Hennepin
- Deer River
- Elk River
- International Falls
- Minneapolis at Andersen School
- West Saint Paul-Mendota Heights- Eagan

"The first year in the Value of Citizen Work has caused me to re on the real reason we, as community educators, do the work we in our communities... the foundation of Community Education is always the same. It's the citizens involved in the identification, discussion, and solution of their needs and issues. They are the people who best know what needs to be done."

-Hannah Puzcko, Community Ed. Director, La Crescent- Hokah

"We have identified our communities as unique and import places. With the proper skills, we have a very bright future"

-Harry, Weilage, Community Ed. Director in Marshall, MN

New sites were selected on a number of criteria such as the level of and quality of citizen work currently going on, the diversity of people involved in community decision making, and the use of resources for community issues. Representing the diversity of communities and citizen involvement in Minnesota, the new sites will broaden the lessons and stories of citizen work. A Kick-Off Event on February 10th at the Earle Brown Cener at the University of Minnesota marked the beginning of the second year.

The Value of Citizen Work project is funded with a grant from the Charles Stewart Mott Foundation, of Flint, Michigan, as well as with financial support from the Minnesota Community Education Association and Minnesota Department of Children, Families, & Learning. Click here to run the full project synopsis including timeline and specific project products

Value of Citizen Work Steering Committee members include:

Harry Boyte, Co-Director of the Center for Democracy and Citizenship (CDC)
 Bridget Gothberg, Community Education Director, St. Louis Park Schools
 Lisa Greene, Advisory Council Member, Osseo Schools
 Marilyn Kerns, Community Education Center Director, University of St. Thomas
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VALUE^{of} CITIZEN WORK

"Citizen Work: Work done by a mix of people that contributes to the common good"

www.hhh.umn.edu/centers/cdc/vcw.htm

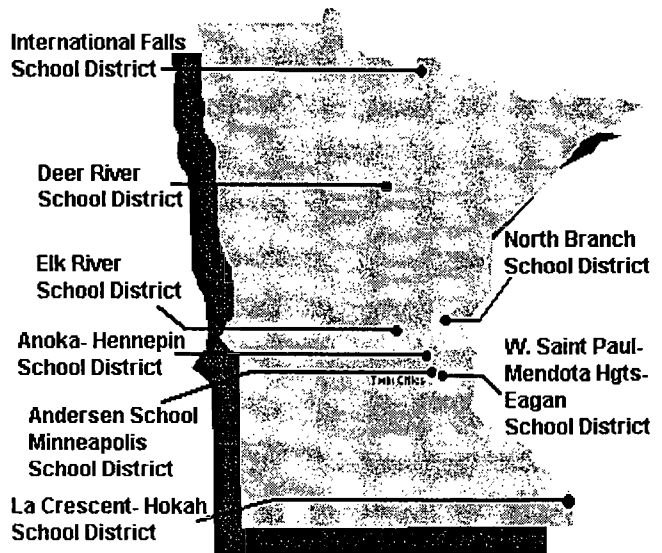
Purpose: *The purpose of this project is to produce programs and products that contribute to the well being and vitality of the community as a whole. We will do this by naming, assessing, and highlighting the value of citizen work. The project will identify strategies and tools people can use to claim ownership of the citizen work they are doing and to engage others in the public work of community building and Community Education.*

This project is aimed at the assessment of Community Education by demonstrating the public nature and citizen engagement aspects of Community Education as critical outcomes of the work.

Introduction:

Effective communities are places where people work together on projects and programs of common interest and concern. They are places where citizens put their hands to common tasks for the common good. Playgrounds get built; community gardens are organized; beautification projects are done; neighborhood watches are begun; clean-up days are designated and implemented; and the list continues as far as the collective imagination can carry it. Often a local organization, such as a church, YMCA, Community Education, or service club catalyzes these projects; other times ad hoc leadership emerges to address a specific issue (school building referendum, annexation of property, public transportation). The products of this kind of citizen work form the commonwealth of community.

Project Sites- 1999



The value of the products (new playground, referendum passed, etc.) of this kind of citizen effort generally eclipses other intangible yet essential outcomes. Material or visible work gets more attention than the changes that happen in the people and communities doing the work. When citizens work together community leaders and community cohesion are developed, friendships are formed, and the long-range viability of the community is enhanced.

The **Value of Citizen Work** project will focus on both the tangible and intangible outcomes which result from a group of citizens successfully enriching their community through common effort. The intangible outcomes, while more difficult to describe, can be measured and discussed. This project will discover ways to talk about how people change when they work together successfully to produce things of lasting public value.

Outcomes of this project will include:

- Identifying and naming examples of citizen work in communities
- Assessing how people feel a sense of place and get involved in citizen work
- Describing how that involvement changes perspectives and perceptions, and
- Summarizing lessons which foster citizen engagement and citizen work in other settings.

Specific project focus:

This is a three-year research project aimed at using the learnings each year to assist in expanding the project each succeeding year. The project will attempt to identify evaluation strategies to determine the effectiveness of programs that education and directly involve citizens in public work. It is the project's intent to engage 10-15 Minnesota communities by year three in the **Value of Citizen Work**. The communities selected will represent the full range of community demographics in the state. We initiated our project with three Minnesota communities during our pilot phase of the project and added six additional sites for our second year, 1999. We will add five additional communities for year three of the project. Our goal is creating and doing the kind of assessment that grows from working with people.

Primary Objectives:

1. Apply and test public work principles to identify criteria for assessing the effectiveness of community engagement
2. Assess good practice in engaging citizens in public work

Specific Product Outcomes:

1. A guide to assist communities in identifying, assessing, and expanding citizen involvement in public work.
2. Materials describing skills and strategies essential for meaningful and sustained citizen involvement in a community.
3. Evidence which links Community Education and like programs to positive community outcomes.
4. A collection of stories and examples of public work in community settings to be shared via pictures, video, website, and other mechanisms.
5. Journal articles and presentations at state and national conferences which highlight findings from the project.
6. A monograph on assessment principles, criteria, and methodologies for Community Education to use in assessing the value of citizen work
7. Training or approaches to training that help equip community educators, advisory councils, and interested others in promoting citizen involvement and citizen work in communities
8. A website for the **Value of Citizen Work** that shares lessons learned from the project. (*Our website is located at <http://www.hhh.umn.edu/centers/cdc/vcw.htm>*)

Primary partners in the **Value of Citizen Work** project are the Center for Democracy and Citizenship (CDC) at the University of Minnesota's Humphrey Institute; the Minnesota Department of Children, Families, & Learning; and the Minnesota Community Education Association (MCEA). Current funding partners include the Charles Stewart Mott Foundation of Flint, Michigan, MCEA, and the Minnesota Department of Children, Families, & Learning. We are seeking partnerships with Minnesota-based funders to complete the funding picture for this three-year effort.

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EDUCATION for DEMOCRACY

Dislike
w/ Andy
for this period
in school culture

THE SOLUTION

A PLAN TO REQUIRE CIVICS AND SERVICE TO BUILD TOMORROW'S CITIZENS

In today's new knowledge-based economy, schools have a greater burden than ever in preparing our children for a lifetime of work. But that alone is not enough. Our schools must also prepare our children for a lifetime of active citizenship.

From this nation's earliest days, leaders such as Thomas Jefferson, James Madison, and John Adams recognized that even the most well-designed institutions are not sufficient to maintain a free society. Ultimately, a vibrant democracy must rely on the knowledge, skill, and virtues of its citizens and their elected officials. Education that imparts that knowledge and skill and fosters those virtues is essential to the preservation and improvement of American constitutional democracy and civic life.

The goal of education in civics and government is informed, responsible participation in political life by citizens committed to the fundamental values and principles of American constitutional democracy.

Charles N. Quigley is Executive Director of the Center for Civic Education.



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A Need for Increased Attention

This important part of education is seldom given sustained attention in the K-12 curriculum. Inattention to civic education stems in part from the assumption that civic knowledge and skills emerge as by-products of other disciplines or as outcomes of the process of schooling itself. While it is true that history, economics, literature, and other subjects do enhance students' understanding of government and politics, they cannot replace a systematic civic education. It has been estimated that at most 15 percent of students at the pre-collegiate level receive an adequate education in this field.

The lack of required American government courses in 30 states is evidence of indifference to civic education throughout our schools. It is not surprising, therefore, that numerous studies reveal apathy, alienation, low levels of voting, and a paucity

of knowledge about government among young people.

A new study of students just starting college found that "this year's college freshmen exhibit higher levels of disengagement — both academically and politically — than any previous entering class of students."

Perhaps now more than ever before, our children need to understand the ways of democratic life. The forces of technological, social, and demographic change have the potential to pull citizens farther apart unless greater attention is paid to the values that unite us as Americans and the ways we can act on those values to build stronger communities.

The failure of schools to provide effective civic education is particularly unfortunate because there is abundant evidence that good civic education programs make a real difference. Studies show that they can increase participation in civic life, promote tol-

erance, enhance political expertise, and encourage a reasoned commitment to the fundamental values and principles of American constitutional democracy. These findings provide the basis and justification for a new nationwide initiative to promote education for democracy in our schools.

To reform and revitalize civic education in our schools, every state should require high school seniors to take a capstone course in Democracy Education as a condition of graduation. This course in Democracy Education would:

- ensure that all students understand our government's workings as well as naturalized citizens do;
- serve as a rite of passage as they begin their adult lives; and
- inculcate them with the importance of community service.

The 21st century agenda also should promote the idea that education in civics and government should not be seen as incidental, but as a central purpose of education that is essential to the well-being of American democracy.

What is Democracy Education?

Unlike traditional civics classes, a Democracy Education course explores the responsibility for "owning" government and participating as an active citizen. It includes attention not only to facts and content, but also to the essential skills, principles, and values required for full participation in and reasoned commitment to our democratic system. The essential elements of Democracy Education are 1) civic knowledge, 2) civic

skills, 3) civic dispositions and character development, and 4) community service.

1) Civic Knowledge.

Civic knowledge is the content that should be taught — the basic facts that citizens ought to know for effective participation. In the voluntary *National Standards for Civics and Government* and the *Civics Framework for the 1998 National Assessment of Educational Progress*, the knowledge component is embodied in five questions. These are questions that continue to engage political philosophers and politicians. They are questions that should engage every citizen:

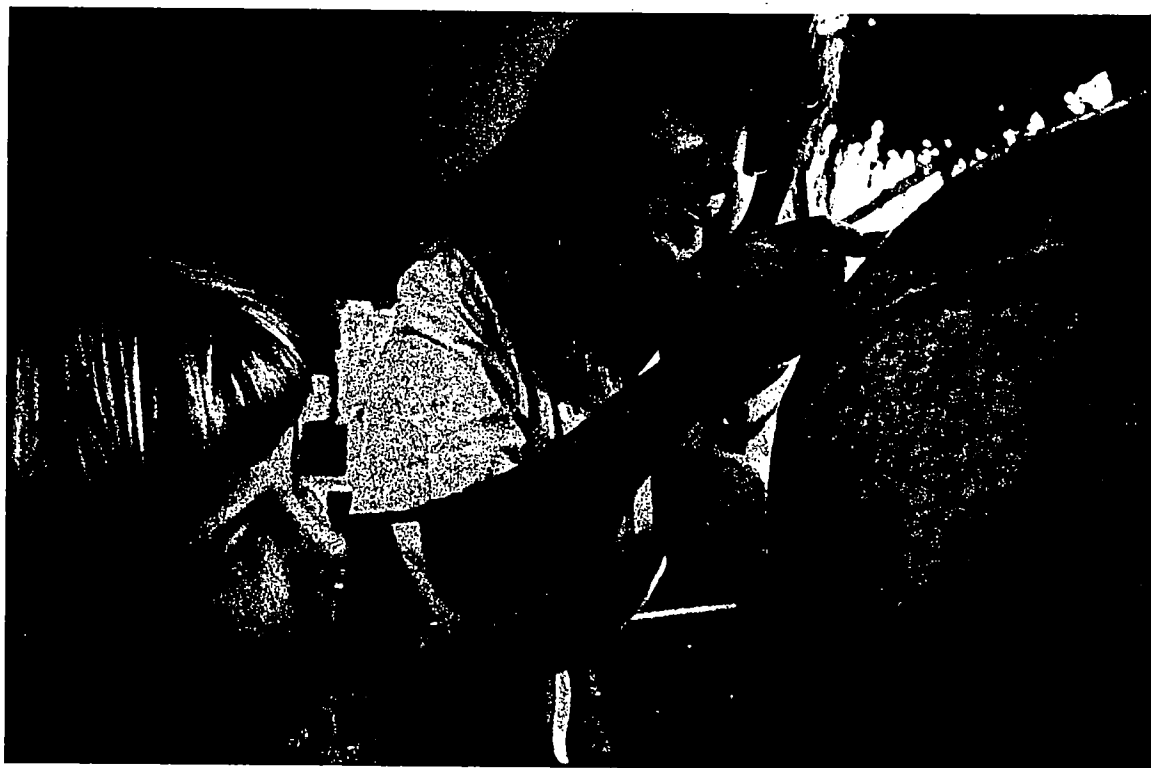
I. What are civic life, politics, and government?

Citizens should be equipped to deal with essential questions about the nature of civic life, politics, and government: Why are politics and government necessary? What are the purposes of government? What are the essential characteristics of and differences between limited and unlimited government? What are the nature and purposes of constitutions? What are alternative ways of organizing constitutional governments? What is the role of civil society?

II. What are the foundations of the American political system?

Citizens should know the ideals, values, and principles set forth in the nation's core documents to provide the criteria to judge the means and ends of government, as well as the means and ends of the myriad groups that are part of civil society. This knowledge must include an understanding of the historical, philosophical, and economic foundations of the American political system; the distinctive

“A
Democracy
Education course
explores the
responsibility
for ‘owning’
government.”



characteristics of American society and political culture; and the values and principles basic to American constitutional democracy — such as individual rights and responsibilities, concern for the public good, the rule of law, justice, equality, diversity, truth, patriotism, federalism, and the separation of powers.

III. How does the government established by the Constitution embody the purposes, values, and principles of American democracy?

Citizens should understand the limited government they have inherited and the complex dispersal and sharing of powers it entails. Citizens who understand the justification for this system and its design are better able to participate competently in public affairs, to hold their governments — local, state, and national — accountable, and to ensure that the rights of individuals are protected. They also should develop a considered appreciation of the unparalleled opportunities for choice and citizen participation that the system makes possible.

IV. What is the relationship of the United States to other nations and to world affairs?

To make judgments about the role of the United States in the world today and about what course American foreign policy should take, citizens need to understand the major elements of international relations and how world affairs affect their own lives and the security and well-being of their communities, state, and nation.

V. What are the roles of citizens in American democracy?

In a constitutional democracy, each citizen is a full and equal member of a self-governing community — endowed with rights and entrusted with responsibilities. Citizens should understand that, through their involvement in political life and in civil society, they may help to improve the quality of life in their neighborhoods, communities, and nation. If they want their voices to be heard, they must participate in the political process. Although elections, campaigns, and voting are central to democratic institutions,

citizens should learn that beyond electoral politics many participatory opportunities are open to them. Finally, they should understand that attaining individual and public goals goes hand-in-hand with participation in political life and civil society. They are more likely to achieve personal goals for themselves and their families — as well as their goals for their communities, state, and nation — if they are informed, effective, and responsible citizens.

2) Civic Skills: Intellectual and Participatory.

Intellectual skills in civics and government are inseparable from content. To think critically about a political issue, one must understand the issue, its history, its context, and its contemporary relevance.

But a “just the facts, ma’am,” civic curriculum is not enough. Democracy Education must also focus on the skills required to participate competently and responsibly in politics and civic life. Those participatory skills include those needed to communicate and to work cooperatively with others, to track current events and issues in the political process and government, and to affect the processes and outcomes of politics and governance.

3) Civic Dispositions: Essential Traits of Private and Public Character.

Civic dispositions are those traits of private and public character that contribute to the healthy functioning of the political system and the improvement of society. These include responsible self-governance by each individual, moral responsibility, self-discipline, and respect for individual worth and human dignity.

In addition, our democracy cannot function as it should unless its citizens are inclined to participate thoughtfully in public affairs. Traits of public character such as public spiritedness, civility, respect for law, critical mindedness, and a willingness to negotiate and compromise are indispensable for its vitality.

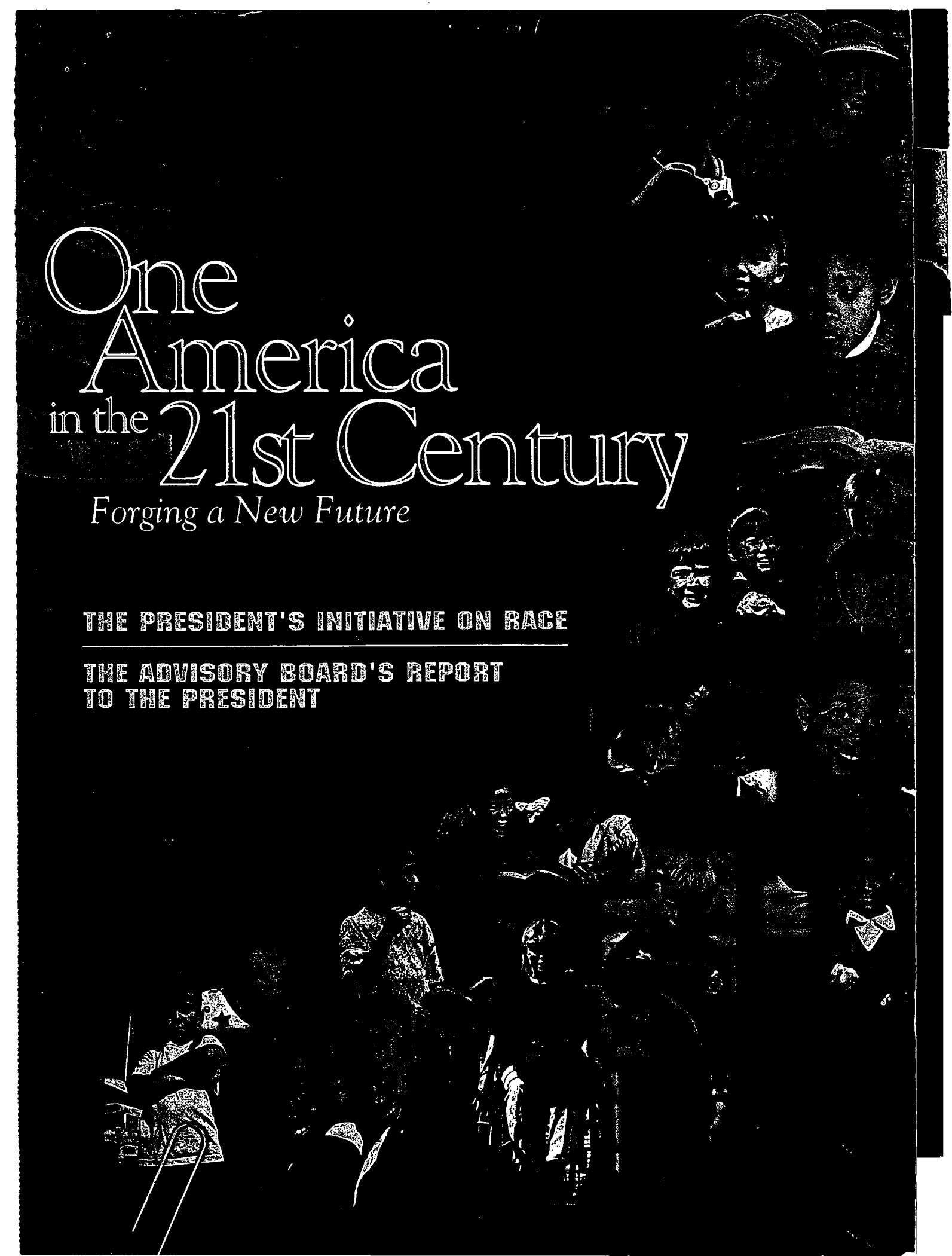
These traits of private and public character contribute to the political abilities of the individual, the healthy functioning of the political system, and the individual's sense of dignity and worth.

4) Community Service.

Community service must be an important part of Democracy Education — provided it is conceived as being more than just doing good deeds. Community service should be integrated into both the formal and informal curriculum of the school. Community service is not a substitute for formal instruction in civics and government, but it can enhance that instruction. Students must understand that one of their responsibilities as citizens in American democracy is to be a part of making sure their community is strong. Schools must do more than require service and make students aware of opportunities to serve their schools and communities. Students must be adequately prepared for such experiential learning. They need to understand the institution or agency with which they'll be engaged and its larger social and political context. Students need to be supervised and provided with regular opportunities to reflect on their experiences.

Conclusion

Humans may well be born free, but that doesn't mean they are born with the capacity to participate competently and responsibly in a civic society. Part of a basic education in the 21st century must be the fostering of a reasoned commitment to the fundamental values and principles of American constitutional democracy. Thus prepared, citizens should have the capacity and the inclination to work together to preserve our democratic heritage and narrow the gap between our ideals and reality. The establishment of Democracy Education as a graduation requirement for 12th-grade students is an important step toward achieving this goal. ♦



One America in the 21st Century

Forging a New Future

THE PRESIDENT'S INITIATIVE ON RACE

**THE ADVISORY BOARD'S REPORT
TO THE PRESIDENT**

IMMIGRANTS AND RACE

In response to the President's call for a national dialogue, the Carnegie Endowment for International Peace and the Georgetown University Law Center jointly sponsored a meeting, in which Board members participated, to explore immigration and race. Historical and contemporary contexts for thinking about how immigrants help transform the race discussion beyond the black/white paradigm were provided and examples of promising programs were presented. There also was a general roundtable discussion by scholars, researchers, journalists, Government officials, and representatives from community organizations.

At this meeting, evidence was presented to show that race is the source of a fundamental rift in American society that affects many—but not all—immigrants and their experience with discrimination. At times, press stories suggest that issues surrounding immigrants' social, economic, and political position in America can aggravate already existing racial tensions. However, as several conference panelists noted, race, and not immigration, is the fundamental source of division in this society. Historically and currently, immigrant adjustment and degrees of "American-ness" have been measured using whiteness as a yardstick. Skin color, more than culture or language, influences the way immigrants and their offspring become incorporated into our society. Sociologists call this a process of "segmented assimilation" in which immigrants who are white or identify as white have different and better opportunities than do immigrants of color, such as Haitians, Jamaicans, and non-white Hispanics.¹⁴³

Many of the panelists who have worked with or studied different immigrant and racial groups described varying magnitudes of color-based discrimination and levels of prejudice against them. For example, West Indian, Haitian, and African immigrants are more likely to be identified or treated like blacks¹⁴⁴ and concomitantly experience comparable levels of discrimination and exclusion. Thus color, usually more than ethnicity, plays a major role in how these immigrant groups are perceived.

The panelists noted, however, that there are also clear examples and evidence that stereotypes, alien status, language, and other factors can create boundaries for Asian and Latino immigrants, leading to a perception of their status as "outsiders."¹⁴⁵ Their racial and ethnic distinctiveness sometimes results in significant discrimination in areas such as employment, housing, and education. In the case of Arab

were not "like us." While we are not suggesting national curriculum standards for citizenship training, we believe that the Federal Government can play a significant role in promoting a vision of our shared values based on history and our hopes for the future. We therefore recommend that, as part of the millennium celebration and beyond, the President appoint a group of prominent advisers to establish a broad-based study to provide the Nation a civic lesson that will strengthen us all.

- **Support local-level immigrant-inclusion initiatives.** We urge that Federal agencies champion local government programs that foster collaborative efforts to cross racial, ethnic, and immigrant group boundaries in pursuit of common goals. Some of these policies should be targeted at newcomers while others should be more general; all communities should be encouraged to try to foster their own version of these efforts. A mediation and community-building function, as exemplified by the Community Relations Service (CRS) in the U.S. Department of Justice, is an essential means of reducing and possibly eliminating forms of racial and ethnic group tension that have and will, unfortunately, arise again in many communities. We therefore recommend that the functions of the CRS in community tension reduction on issues of race and immigration be reconsidered as a major, critical part of program operations at the national level until State and local governments are better able to offer the independent mediation services. At a minimum, CRS' funding for the next 5 years should be increased significantly.

In June 1997 the President committed this Race Initiative to a study, dialogue, and action agenda. He indicated that he did not want the Board to wait until the end of the Initiative year to recommend action steps. The President intended, and has acted, to implement many of the proposals described in this chapter, which the Board submitted to him throughout the year. The other recommendations are being reviewed and considered further by the President and his staff.

In the following chapter, we describe the essential elements of a long-term strategy for continuing the work of the Race Initiative. We also briefly discuss critical issues that we did not have the opportunity to examine fully and recommend that they be given serious attention and rigorous review as we continue to build one America.

Americans, many of whom are Christian, the uninformed public image of them as all being Muslim subjects them to religious as well as racial discrimination. Stereotyping also comes into play, as many Arab Americans are mislabeled as members of terrorist organizations because of presumed political sympathies.

RECOMMENDATIONS

Although we did not seek explicit policy recommendations from the panelists, we make the following recommendations on strategies to include immigrants of color into the American community and foster a greater degree of community cohesion. These fall into three main categories: (1) policies that orient newcomers to U.S. society and history; (2) policies that foster empathy and respect among groups; and (3) policies that support educational advancement, which were discussed in the "Education and Race" section earlier in this chapter.

- **Anti-discrimination measures must be strongly enforced on behalf of every racial and ethnic minority group.** Active enforcement of existing civil rights laws needs to continue to provide safeguards to all affected people. It is therefore important for the civil rights agencies to increase their sensitivity to newer forms of mistreatment and to develop education and outreach campaigns, in multiple languages, that inform newly arrived immigrants and citizens of foreign birth of their civil rights. This is a fundamental and, we believe, uncontroversial part of the American ideal. Congress needs to think seriously about fully funding the President's proposed FY 1999 civil rights budget requests, as many immigrants and other minorities and people of color continue to experience significant discrimination.
- **Promote programs, for both immigrants and those born in the United States, that would promote a clear understanding of the rights and duties of citizenship.** These types of programs would help to promote national identity and cohesion. We recommend that our educational institutions pay increased attention to the education needed by newcomers so that they may learn U.S. history and values while, concurrently, ensuring that native-born citizens will learn to appreciate America's ideals of welcoming and integrating immigrants. This education should also include a discussion of the periods in which we did not live up to those ideals and rejected or attempted to exclude certain immigrant groups because they

Not all Arabs are Muslims. In fact, there are about 16 (million) Arab Christians in the Middle East and about 2 million have immigrated to the United States....When we talk about Arabs....(a)re we talking about a race, a language, a culture, or a religion? (I)n the Unites States, we see they are all collapsed together. The Arab and the Muslim have become...not only the other, not only the potential terrorist who is a threat to the way of life....rather than our daydream—the Arab and the Muslim have become the enemy.

Yvonne Haddad of the Center for Muslim and Christian Understanding, Carnegie Endowment for International Peace meeting, Washington, D.C., July 13, 1998

"We are talking about the hottest economy in American history, when employers are going into the inner city and saying, 'We'll provide transportation out to where the jobs are.' "

Yet the number of employed black men continues to sink, he said.

"We have watched coming into that age cohort a larger proportion of males who have grown up without an adult male in their lives . . . who is behaving as an adult," he said. "I mean taking care of your spouse and family, getting up every morning and going to work, behaving with sexual restraint.

"There's a larger and larger number of kids who've never seen that. You don't get to 18 or 19 years old and naturally want to take a low-paying job. . . . When you have men who are not in the labor force during these crucial years, they lose out on the chance to get the kind of upward job ladder they need."

However, mainstream America is not worried about this underclass, he said, because of white flight, gated communities, better security devices and the hiring of more police officers in the nation's largest cities. People do not have to deal with a black illegitimacy rate of 69 percent, as the white rate is a much lower 26 percent.

"The reason we aren't worried about the underclass anymore is not because the underclass doesn't exist but because we got it out of our face," he said. "First, there was busing, where children from the wrong side of the tracks were brought into our schools. Busing is so far in our past that even the term has an archaic bent to it now."

The incivilities of daily life that grated at the middle and upper classes - graffiti, panhandling, youths with squeegee sponges who insisted on cleaning one's car windows for a fee - are gone for the most part, he said.

"Good times aren't going to last forever," he noted. "There is going to be an economic downturn."

If and when that happens, Americans will vote for a "custodial democracy," he said, whereby the poor are segregated into areas much like American Indian reservations.

And, he added, "I don't think the United States can function that way for very long."

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The San Francisco Chronicle APRIL 14, 1999, WEDNESDAY

Welfare Reform Study Describes Immigrant Women's Problems; Researchers find language barriers limiting progress

By: Carolyn Zinko, Chronicle Staff Writer

Jobs are plentiful in Silicon Valley, but only if you have the skills to find them.

A new study released yesterday says that the state's welfare reform has failed to assess the skills of Mexican and Vietnamese women immigrants in Santa Clara County -- most notably their inability to speak English. The study says this has caused unrealistic expectations of the women's ability to finish training programs and find permanent jobs.

As a result, immigrant women in one of the nation's wealthiest regions are still on welfare or working in dead-end jobs while welfare recipients elsewhere are moving into economic self-sufficiency, according to Equal Rights Advocates, a women's rights group founded in San Francisco in 1974.

Its study, "From War on Poverty to War on Welfare: The Impact of Welfare Reform on the Lives of Immigrant Women," was conducted in 1998. It is based on interviews with 75 Vietnamese and 75 Mexican women receiving public assistance.

"It's not just a problem in Santa Clara County, but in all counties with significant immigration populations," said Doris Ng, author of the study. "California has taken a one-size approach in a state that has more immigrants than any other state -- that doesn't make sense. Different welfare recipients will have different barriers. We need to find out what those are and give people the education and training they need."

The state is currently moving people off public assistance through its CalWORKS welfare reform program, adopted in 1997 after the passage of federal welfare reform law.

The state's program emphasizes work before job training and education. Under the program, welfare recipients have a five-year limit on benefits that began in January, 1998.

Among the report's findings:

-- More than 86 percent of the Vietnamese women and 48 percent of Mexican women indicated poor or no understanding of

English. Despite that, one woman was told to read the classified ads of a local paper to find a job, the report said.

-- Women reported "scoldings" and degrading treatment by county welfare workers and job training instructors because they could not speak English.

-- Immigrant women are discriminated against by being offered low-paying assembly work, house cleaning and child care jobs with few benefits and little upward mobility.

Among 17 recommendations to help immigrant women were a legislative proposal to amend CalWORKS to require assessment of the welfare recipient's proficiency in English, a call for standardized and culturally sensitive training of county welfare workers and the development of "sister-to-sister" mentoring programs for minority women.

Alette Lundeberg, CalWORKS manager for Santa Clara County, said the situation is complicated by the fact that many immigrants want to go to work, even when they don't speak English.

The county is working with seven community colleges and five adult schools to develop more educational programs for welfare recipients, she said. And she noted that the county already offers ESL classes coupled with short-term training.

"We recognize we're developing a system," she said, "and it isn't perfect yet."