

ETS: Minority College Enrollment Up, But Not Enough

Over the next 15 years, some 2.6 million more students will be ready for college, with 80 percent of the additional students expected to be minorities, a new study contends.

Between 1995 and 2015, the number of undergraduates will rise 19 percent, from 13.4 million to about 16 million, according to projections by Educational Testing Service (ETS) analysts in a report released yesterday.

But that rapid growth in minority students' readiness for college won't keep pace with the rising numbers of young people in their communities overall, the study says.

Latinos Gain Ground

"The essential message in this report is really bittersweet," said Anthony Carnevale, vice president for public leadership at ETS and co-author of the study. "All Americans, in the end, pay for our inability to provide equal opportunities to learn."

As the economy changes to demand a more technically skilled work force, a college education will be ever more valuable, he added.

Hispanic students are expected to show the largest increase. ETS projects they will add

1 million undergraduates, and grow from 10.6 percent (in 1995) to 15.4 percent of U.S. undergraduate enrollments by 2015.

ETS also estimates that Hispanics will overtake African-Americans as the second-largest racial or ethnic group on U.S. college campuses in 2006. Four states—California, Florida, New York and Texas—will register two-thirds of that increase, the study says.

As a percentage of the undergraduate population, black students will rise only slightly, from just under 13 percent to just over 13 percent. Their numbers are expected to grow from 1.7 million in 1995 to 2.1 million in 2015.

Asian-American student enrollment is expected to swell by 86 percent, from 600,000 five years ago, to 1.3 million in 2015. Half of that increase is projected for California.

In three states—Hawaii, California and New Mexico—as well as the District of Columbia, minority undergraduates will outnumber their white peers by 2015, according to the report. In six states—New York, Maryland, Florida, New Jersey, Louisiana and Mississippi—more than 40 percent of college students will be minorities, ETS projects. (more on p. 5)

Republicans, Auditors Question ED's Financial Practices

Federal and private-sector auditors hurled claims of financial mismanagement at the Education Department during a congressional hearing yesterday, joining the steady chorus of Republican lawmakers who have criticized the agency's practices in recent months.

The fiscal experts told members of the House Budget Committee's task force on education and training that while some improvements have been made to bolster ED's record-keeping, serious problems still need to be addressed to stop incidents of fraud from taking place.

Repeating many of same shortcomings detailed during a House Education and the Workforce subcommittee hearing in March, auditors said the agency has failed to improve its financial reporting, and has not been able to provide records to back up its accounting.

A report by the General Accounting Office shows a broad range of problems stretching back to at least 1995, and some identified as early as 1985. "Education's auditors have each year reported largely the same serious internal control weaknesses which have affected the department's ability to provide reliable financial information," said Gloria Jarmon, a GAO accounting director.

Those more familiar with the business world also questioned the bookkeeping procedures followed by ED. Edward Moore, president of Edelman Financial Services Inc., said the department has a responsibility to use the public's money wisely.

"The department does not have unlimited funding each year," he said. "I think it is reasonable to ask a federal agency to keep clean and complete records."

(more on p. 6)

Call to Action: An Executive Summary

The Commission calls upon the nation to improve education for Hispanic Americans. This Call to Action goes out to Hispanics and non-Hispanics alike — rich, middle-class, and poor — to work in partnership with the leadership and resources of government and the private sector.

The nature of the problem with the education of Hispanic Americans is rooted in a refusal to accept, to recognize, and to value the central role of Hispanics in the past, present, and future of this nation. The education of Hispanic Americans is characterized by a history of neglect, oppression, and periods of wanton denial of opportunity.

The successful resolution of what has become nothing less than a crisis is embedded in the collective and collaborative response of the nation; and it must be characterized by the affirmation of the value and dignity of Hispanic communities, families, and individuals.

The Nation's Future

This report demonstrates that Hispanic American students are at risk. The educational achievement gap between Hispanics and non-Hispanics persists. By recognizing the gravity of the educational attainment disparity between Hispanic Americans

The failure to face up to the need for change represents a myopia in America.... Clearly, we have failed to recognize the crucially important role that those segments of our society who are out of the mainstream will have to play, if America is to compete successfully in the world economy.

Dr. Tomás Arciniega,
President California State
University, Bakersfield, CA
Los Angeles Public Hearings,
August 1995

... public elementary and high school students ... suffer daily from the devastating effects that racial and ethnic isolation, as well as poverty, have had on their education

Chief Justice Ellen Ash Peters,
Connecticut State Supreme Court,
July 1996

and the majority population, and by changing the educational conditions faced by the vast majority of Hispanics, the nation can begin to address a well-documented crisis in education for its fastest growing, and soon to be largest, minority population. Data projections based on the 1990 census suggest that Hispanic American children (combining children on the continent and on the island of Puerto Rico) are already the largest minority school-age population.

The magnitude of the crisis is unparalleled. According to every educational indicator, Hispanic Americans are making progress at alarmingly low rates — from preschool through grade school, from junior high through high school, and on into higher education. The cumulative effect of such neglect is obviously detrimental not only to Hispanics,¹ but to the nation.

The Hispanic experience is inextricably woven into the fabric of the history and traditions of the United States, as it will continue to be in the nation's future. Elements of the Hispanic American experience have endured and contributed to the dynamic formation of this nation for over 500 years. Yet, on the brink of a new century, the American educational enterprise continues to deny equitable educational opportunity to Hispanic Americans.

Specific factors contribute to educational disparity for Hispanic Americans:

- < Inadequate school funding persists at local, state, and national levels, with little resolution;
- < Bilingualism is treated as a liability, rather than as a rich cultural and economic resource. It is absurd to think that Americans are being prepared for the work force of the 21st century without the facility of at least one other language. Yet, efforts persist to eradicate one of the nation's greatest natural resources from a significant portion of its population;
- < Critical masses of Latino students are segregated into inadequate schools; and

¹ "Hispanic Americans," as a term, applies to persons with historical origins in Spanish-speaking cultures. The term "Hispanic American" is an inclusive term that encompasses various groups with diverse countries of origin, cultural backgrounds, and histories. The term "Latinos" is used interchangeably with "Hispanics" throughout this report.

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- < Lack of representation makes it difficult for Hispanics to address such disparities. The future of equal educational opportunity for Hispanic Americans also is threatened by the following trends:
 - < The shift away from Federal mandates and performance standards in education makes it likely that Hispanic issues may remain marginal and of low priority compared to other state interests, especially corrections;
 - < Whenever standards, strategies, and initiatives for Hispanic Americans are suggested without Federal mandates, experience demonstrates that enforcement at the state level and local level is specious at best; and
 - < The changing judicial and legislative climate on issues related to race and ethnicity, including affirmative action and immigration policies, place at risk the progress made during the past 30 years.

Equitable treatment of our diverse population and high-quality schooling must be twin goals of our educational system.¹

A Nation at Risk, 1983

In the United States, educational attainment has traditionally been regarded as a key to economic prosperity; and it has been well established that there is a strong relationship between low income, low educational attainment, and low economic productivity — conditions readily evident among most Hispanic communities throughout the United States and Puerto Rico.

The essential purpose of this Call to Action is to compel local, state, and Federal policy makers to take serious and immediate action to improve the educational attainment of Hispanic Americans. To help reach that goal, this report provides an overview of the demographic and cultural composition of Hispanic Americans, and the current state of education for Hispanic Americans. Through specific findings and recommendations, the report responds to the President's charge by providing information to help re-focus the nation's policies and resources, which will be needed to counter the consequences of ignorance and inattention.

The National Challenge

When confronted with great challenges, Americans historically have come together to forge solutions. In that tradition, this report presents solutions and recommendations that can be used to formulate stronger partnerships between Hispanic Americans and other Americans who seek to improve schools for all children. The report informs the nation of a profound and threatening crisis in education, resulting in the loss of productive futures for millions of children and young people of Hispanic origin.

Responding to the President's mandate, the Commission held public hearings from coast to coast and in Puerto Rico. Those hearings provided the Commission with the opportunity to witness the rich diversity of Hispanic communities and to listen to constituents address educational issues. Those who spoke shared with the Commission a unifying acknowledgment of their country's persistent neglect toward Hispanic Americans, especially students. They also articulated in many different ways the hope and promise of an unyielding belief: that the United States educational enterprise, working in partnership with local communities, must, and can, ensure high-level educational achievement for Hispanics, from preschoolers to lifelong learners.

Furthermore, the Commission conducted a Federal Agency Inventory, as specified by Executive Order 12900, to assess Hispanic participation in education-related programs, to identify agency plans to eliminate inequalities and barriers to program access, and to increase Hispanic participation in such programs.² In November of 1995, two expert panels met in Washington, D.C., to examine bilingual education issues and the impact of testing, assessment, and tracking on Hispanic students. Taken together, our efforts, including substantial research by students and staff assigned to the White House Initiative office, led to several key findings and recommendations discussed below.

Key Findings.

- < Educational attainment for most Hispanic Americans is in a state of crisis.
- < While Federal efforts indicate a greater focus on achieving goals and standards, specific outcomes have not been mea-

sured. Most agencies lack adequate planning or accountability procedures to gauge the participation of Hispanic Americans.

- < Although the gap in some measures of educational attainment is narrowing, the disparity in overall achievement between Hispanic Americans and other Americans is intolerable.
- < Less than 15 percent of all Hispanic Americans participate in pre-school programs, though such programs have been proven to be high predictors of educational attainment.
- < An intolerable number of Hispanic American students are enrolled below grade level.
- < Students are segregated in schools that are "resource poor."
- < Hispanic American students drop out earlier and at unacceptably high rates.
- < The total proportion of bachelors degrees for Hispanic Americans has risen only slightly (from 3.5 percent in 1985 to 4.9 percent 1993) since the 1980s, even though Hispanic student enrollment has modestly increased (from 5.3 percent in 1985 to 8.5 percent in 1993).
- < Hispanic high school students are poorly represented in quality school-to-work initiatives.
- < One-third of all Hispanic American students in higher education are enrolled in less than 189 of 3,000 two- and four-year institutions of higher education in the United States and Puerto Rico, known as Hispanic Serving Institutions (HSIs).ⁱⁱ
- < Literacy levels for Hispanic American adults have remained low, compared to other groups.

ⁱⁱHispanic Serving Institutions (HSIs) are colleges and universities, two-year and four-year, whose Hispanic American student enrollment is 25 percent or greater of total enrollment.

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- < There are numerous success stories, model programs, and practices that have significantly improved attainment for Hispanic Americans.

While the findings suggest that the substance and scope of the problems and issues are significant, from Puerto Rico to major regions and cities on the continent, the voices of Hispanic community leaders, students, educators, parents, and corporate leaders described effective, community-based efforts that are making a brighter future possible for Hispanic Americans.

The testimony heard across the country has convinced the Commission that there are solutions to what would appear to be insurmountable problems. In city after city, numerous successful efforts were reported and documented, wherein schools and colleges have been successful in providing access and excellence in education to Hispanic youth and their families. Almost invariably, those successful programs were the outgrowth of ongoing partnerships between Federal, state, or local governments and community-based organizations and parent groups. Regrettably, the corporate sector has played what can only be called a negligible role in such efforts.

Recommended Solutions. As congressional actions move large segments of public education funding to block grants, accountability measures must be included, so that states are required to ensure that Hispanics can obtain the same level of educational quality and opportunity as other groups. State governments, through their education agencies, must review policies and practices that have failed to provide a high standard of excellence in the educational experience of Hispanic Americans.

Based on research and consultation, the Commission's report presents the following recommendations to Federal, state, and local policymakers, and to the Hispanic Community:

- < Ensure that state and local governments equitably allocate the necessary resources in public school funding for academic support and capital improvements to schools with large concentrations of Hispanic Americans.

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- < Broadly disseminate effective model programs and intervention strategies, especially in pre-school education, dropout prevention, bilingual education, and student motivation.
 - < End segregation of Hispanic Americans in public schools.
 - < Oppose the prevention and termination of educational and related opportunities for immigrant children.
 - < Focus on substantially decreasing the high rate of dropouts and postsecondary attrition.
 - < Improve and safeguard quality schools by establishing partnerships between teachers and school administrators at all levels, community-based organizations and leaders, parents, the business community, and local and Federal government agencies.
 - < Provide pre-school education for all Hispanic American children who qualify.
 - < Target youth apprenticeship, mentoring, and career pathway opportunities for Hispanic students and adults in workplace literacy and job-training programs; link community-based efforts and businesses, industry, and certain social institutions (e.g., social service and healthcare systems) with school systems and postsecondary institutions.
 - < Train teachers to deal effectively with multicultural populations and linguistic minority students. Assure that they receive appropriate skills and knowledge through continuous professional development training programs.
 - < Ensure adequate funding and proper implementation for Bilingual Education programs (Title VII), Title I of the Improving America's Schools Act, and Goals 2000.
 - < Articulate and advocate a national goal of multilingualism for all citizens.
 - < Increase the pool of Latino students eligible for higher education opportunities, especially in the sciences, health-related professions, mathematics, engineering, and education.

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- < Increase four-year college access initiatives for Hispanic high school graduates and community college transfer students, especially financial support initiatives.
 - < Develop comprehensive strategic plans that specify short- and long-term outcomes and goals and monitor student progress from preschool through postsecondary learning.
 - < Ensure Federal interagency coordination to increase the flow of services and the pooling of resources in support of Hispanic initiatives.

For these solutions to succeed, Congress, the Executive Branch, state and local levels of government, and the private sector must be committed to changing the status quo. Public school systems must value and affirm the culture of Hispanic students by providing quality education services and becoming more community oriented. School systems need to form viable partnerships with students, families, communities, other educational institutions, and government bodies, as well as, business and corporate leaders. Over the past 20 years, the Federal government has provided for many of the successful initiatives in Hispanic education. As threats to those initiatives arise, progress is threatened. It is not time to stop.

At the Federal level, successful programs targeted to the Hispanic American population must be expanded, and information about successful programs must be widely disseminated. Stable and fair funding formulas must be developed and implemented at the state and local levels, and carefully monitored at the Federal level. As a nation, we must provide excellence in education for all of America's students, and strengthen schools in all neighborhoods. Schools are the first place that youth from diverse backgrounds meet and learn about the world; and it is in schools that the most effective seeds of citizenship are sown.

At the local level, we need to empower all citizens, Hispanic and non-Hispanic, to bring about effective change. Local employee unions, school boards, superintendents, principals, parent organizations, community groups, business leaders, churches, and service organizations can form powerful coalitions to focus upon the continuous improvement of schools and the effective education of all students.

It is the desire of the Commission to remedy the crisis in educational attainment among Latinos. Schools must improve curriculum and standards as well as establish environments that encourage students to succeed in learning and life by engaging them in constructing exciting learning experiences. This challenges students' potential while increasing their propensity to learn, rather than requiring them to attend boring, repetitive, dead-end classes devoid of any real-world application.

All Latinos need to be cognizant of the state of affairs affecting all Hispanic children and the challenges they face, whether they are in urban or non-urban settings, and whether they are in private or public schools. All Hispanic Americans bear the responsibility of all our children and must advocate for those Hispanic parents who cannot advocate for themselves or their children.

The President's Advisory Commission on Educational Excellence for Hispanic Americans challenges the nation to recognize that it is not in its best interest to treat Hispanic American students as an invisible minority. The problems encountered by Hispanics in the educational arena are not new. Across the country, Hispanic Americans have expressed their frustrations and their fear that yet another generation of Hispanic students face the same unsolved problems. That there is now a President and Executive Branch willing to listen to the Latino community is new.

This Call To Action challenges Federal, state, and local leaders to make the nation's basic principle of equal opportunity a reality for Hispanic Americans. To live up to that ideal, we must work hard to ensure that equal opportunity and resources, and educational excellence are provided for all Hispanic Americans.

. . . let's not forget that we also have an educational deficit. Education is the fault line in America today; those who have it are doing well in the global economy, those who don't are not doing well. We cannot walk away from this fundamental fact. The American dream will succeed or fail in the 21st century in direct proportion to our commitment to educate every person in the United States of America.

**William Jefferson Clinton, April 12, 1995.
*Remembering Franklin D. Roosevelt,
50th Anniversary Commemorative Services.***

Who are Hispanic Americans?

The terms "Hispanic" and "Latino" are used interchangeably in this report, and refer to a group of Americans who share common cultural origins and language. However, Hispanic Americans come from diverse nations and backgrounds with distinctive histories and distinctive socio-economic and political experiences.

In 1994, there were 26.4 million Hispanic Americans living in the Continental United States: 64 percent Mexican Americans, almost 11 percent Puerto Ricans, over 13 percent were from Central and South America and the Caribbean, almost 5 percent were Cuban Americans, 7 percent classified as "other." An additional 3.7 million were Puerto Ricans living on the island of Puerto Rico, bringing the nation's total Hispanic American population to over 30 million. Although Hispanic Americans live in every part of the United States, they are more heavily concentrated in Arizona, California, Colorado, Florida, Illinois, New Mexico, New York, Puerto Rico, and Texas.

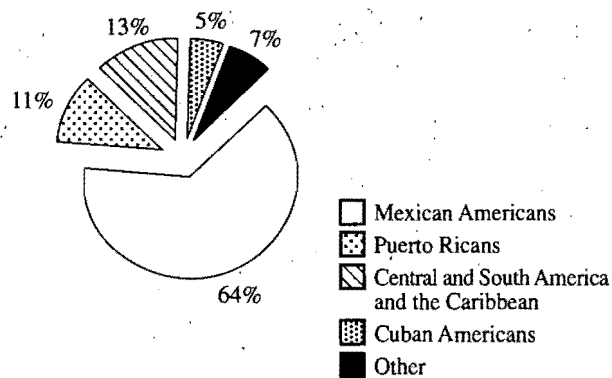
Mexican Americans. Today, while the majority of Mexican Americans live in urban areas, significant numbers comprise the three agricultural migrant streams that flow from the south to the north across the country, often twice annually. Historically, Mexican Americans have been both an urban and rural population. Since the 1600s, Mexicans were the first Americans to establish homesteads in the territories that became Arizona, California, Colorado, New Mexico, and Texas. Since before the

Latinos are homologous with the totality of the United States. That is, Latinos can be of any race. What distinguishes them from all other Americans is culture, not race."

Jorge Klor de Alva, 1996³

turn of the century, Mexican Americans literally built the great southwestern cities of Los Angeles, San Diego, Tucson, Albuquerque, Dallas, and San Antonio. Also, in the 1800's, Mexican American workers participated significantly in the massive industrial expansion in the midwest, from Kansas to Michigan, by building the railroad systems and steel mills. Few Mexican American families, however, received formal education. As Mexican Americans began to attend public schools in significant numbers, starting early in the 20th Century, students faced discrimination due to language, socio-economic, and cultural barriers.

Hispanic Americans in the United States



Poor Mexican Americans have always faced de facto segregation through attending schools outside of the white system. Even today, Mexican Americans are likely to attend segregated schools. Untold numbers of U.S.-born Mexican American citizens have suffered civil persecution since the 1800s, which continues to this day. The treatment of many Mexican American children in the public education system perpetuates unequal treatment.

No system (not even in the Southwest) comparable to Historically Black Colleges and Universities (HBCU) was established for Mexican Americans. Hispanic Serving Institutions or "HSIs" have only recently emerged as a distinct category of postsecondary institutions. In spite of very limited educational opportunity throughout the 20th century, Mexican American

individuals have distinguished themselves as statesmen, writers, artists, and professionals. However, there has been minimal educational progress for the majority of Mexican American citizens. Even today, most educational services in urban and rural areas where Mexican Americans go to school lack sufficient resources to provide excellence in education.

Puerto Ricans. Puerto Rico was acquired from Spain as a territory in 1898. Through the Jones Act in 1917, Puerto Ricans became U.S. citizens, able to move freely between the continental United States and their own homeland.* A commonwealth with a "special relationship" status written into law, Puerto Ricans receive lower levels of Federal aid than the states, do not pay Federal taxes and cannot vote for the President on the island. Due to the economic and social challenges within their community, various debates have developed throughout Puerto Rico's history concerning the political status it maintains with the United States. Today, 2.7 million Puerto Ricans are living in the 50 states and more than 3.7 million live on the island. Puerto Rico has the third largest Hispanic population in the country.

Schools on the island use Spanish as their primary language of instruction, with English-as-a-Second-Language classes required from grades 1 through 12. Because islanders frequently move between Puerto Rico and the continent, migration affects children who shift between school systems. Puerto Rican students living on the continent have better high school completion rates, but lower rates of college graduation than do students on the island.

Cuban Americans. A mass exodus from Cuba to the United States followed Castro's Cuban revolution in 1959. In its early stages, this migration was fairly homogenous in its socio-political origins. Immigrants came from the professional, technical, and entrepreneurial sectors of Cuban society. Their educational attainment was high. Indeed, this may have been one of the most highly educated people in American immigration history.

Since the mid-1960s, however, when the Freedom Flights program began, the Cuban immigrant population have come from ever-wider sectors of the population. Cuban immigrants, especially since 1979, have tended to be less well educated than their predecessors. Although higher education institutions catering to Cuban Americans have not emerged, Florida International

University and Miami-Dade Community College in Miami have substantial Cuban enrollment and are led by presidents of Cuban descent.

Recent arrivals. Recently, Hispanic immigrants have come primarily from a number of Central and South American countries, including El Salvador, Panama, Mexico, Honduras, Guatemala, Nicaragua, Bolivia, Columbia, Ecuador, Peru, and the Dominican Republic and other Caribbean countries. Many of these people have sought refuge in this country because of political unrest.

The changing judicial and legislative climate surrounding immigration policy at the state and Federal levels introduces a serious challenge to immigrant education. Not since slavery have entire generations of children been held hostage to economic and political considerations as well as sheer animosity and bigotry. Within this climate, the legal persecution implied by such phenomena as California's Proposition 187 is both an intimidating and daunting hurdle to Hispanic Americans.

The New Century's Demographic Context

In the next century, Hispanic Americans will become the largest ethnic group in the United States. Thus far, Hispanic Americans have experienced rapid population growth, nearly doubling in 14 years, from 14.6 million in 1980, to over 30 million in 1994.⁴ Despite popular misconceptions, most Hispanics are native born or naturalized citizens or have legal residency status. Undocumented immigrants remain a small minority.

Sixty-four percent of Latino Americans are U.S. born citizens residing in the United States. The three largest groups are comprised of Mexican Americans, Puerto Ricans, and Cuban Americans. Latino immigrants, the vast majority of whom are "legal," arrived from every Spanish-speaking country in the world, but primarily from Mexico and Central and South American countries, and the Caribbean islands. **Projections for the year 2050 predict that Hispanic Americans will comprise 25 percent of the total population of this country,⁵ and will, therefore, be the largest population group in the nation.**

Eleven percent of Hispanic Americans are under five years of age, and **a third of Hispanic Americans are under age 15.** By the year 2030, the U.S. Bureau of the Census projections suggest that Latino students age 5 to 18 will number almost 16 million — **25 percent of the total school population.**⁶ In California, Hispanic students are projected to become the largest ethnic majority of the school population by the 1996-1997 school year.⁷ This trend is occurring in all major cities throughout the nation. Obviously, this projected increase in the number of Hispanic children provides critical challenges to the nation's education systems.⁸

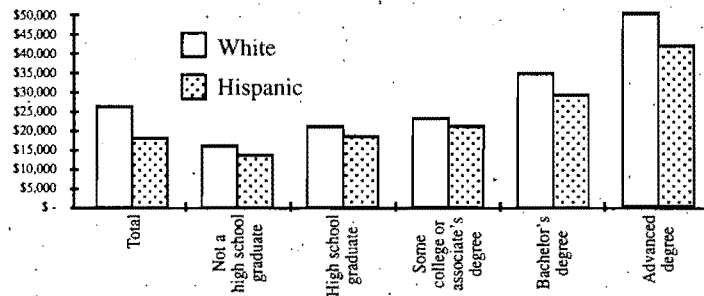
Underlying these data is the hard reality that a significant proportion of Hispanic children will continue to grow up in poor households. Such a reality provides an even greater challenge to policy makers and practitioners to aggressively seek solutions to eliminate poverty and low educational achievement. Unless these related issues are addressed, predictable outcomes with the inherent social and public costs will accrue to the nation as a whole.

Economics and Hispanic American Education

By the year 2000, up to 80 percent of jobs in the United States are expected to require cognitive, rather than manual, skills,⁹ and 52 percent of jobs are expected to require at least some postsecondary education. The shortage of workers with high levels of communication, mathematics, computer, and other technological skills — already a problem for employers¹⁰ — will become more severe, if the Hispanic population continues to be deprived of a quality education. Educational attainment has a direct and positive impact on employment, earnings, investments, and savings.

Approximately, 37 percent of employed Hispanic Americans do not have a high school degree, compared to 13 percent of all workers. Those without high school diplomas have more difficulty in the labor market than do those with more education (e.g., unemployment rates for workers with less than four years of high school are twice as high as the rates for high school graduates). Additionally, only 11 percent of the Hispanic American work force is in managerial and professional positions, compared to 27

Mean Earnings



Source: Derived from Kominski, R. and Adams, A. "Educational Attainment in the United States," March 1993, U.S. Bureau of the Census, May 1994.

Note: Advanced degree includes masters, professional, and doctorate.

percent of the non-Hispanic population.¹¹ Unless the rates of educational attainment increase, Hispanics will be unable to acquire such professional positions.¹²

Currently, Hispanic Americans are disproportionately-represented in such occupations as operators, fabricators, laborers, and service providers. Still, Hispanic American males (16 years and older) have a participation rate of 90.2 percent in the U.S. labor force.¹³ The Hispanic women's labor force participation rate of 58 percent is expected to increase to 80 percent by the year 2005.

It is important to note that because low-paying jobs in service industries, construction, and agriculture provide few benefits and are known for frequent layoffs, many Hispanics need two jobs to "make ends meet" and their children often work part-time as well.¹⁴ For these families, neither time nor funds are available to pursue advanced education. To participate fully in the American economy, these barriers must be addressed.

In 1992, there were approximately 720,000 Hispanic-owned businesses in the United States that employed four million people and had annual revenues of \$63 billion per year.¹⁵ In 1996, Hispanic-owned businesses had grown to 1.25 million, twice the rate of companies in the general market.¹⁶ Additionally, American companies, recognizing the potential of Hispanic markets, engage in aggressive, competitive strategies, to attract, recruit, and hire Hispanic men and women with postsecondary

degrees — efforts that have just begun to give Hispanics access to most levels of the corporate work force. However, it is well known that full access to the corporate, executive work force, as well as to entrepreneurship, is enabled by high levels of educational attainment — high levels Hispanics have proven they can achieve, but often denied to them in practice.

If America makes a genuine commitment to improving educational opportunities for Hispanic Americans, individual and social benefits can accrue to the nation. Hispanics will have higher purchasing power, greater self sufficiency, and the needs of the work force will be met. For the nation to continue as a leader in the world economy it must take rigorous, proactive approaches to educate and to train all of its youth.

The nation is already paying the price for significant and intolerable proportions of entire generations of American minority populations who are crowding the criminal justice, corrections, and welfare systems at Federal, state, and local levels — due to educational neglect. This, too, must change.

A social disaster is in the making. The continued denial of the tools of excellence will exact a high economic toll on individual Hispanics, the Hispanic community, and the nation as a whole.¹⁷ The question is not whether Hispanic Americans will be an integral part of the American economic enterprise in domestic and global markets, but how well they will be able to compete? Simply put, the United States needs a well-educated Hispanic American population to help the nation reach new heights of prosperity.

Long-term economic productivity and global competitiveness are at stake.... Today, a nation needs a very highly skilled segment to produce new knowledge and access knowledge developed elsewhere. It also needs a well educated general population to use knowledge effectively throughout its economy.

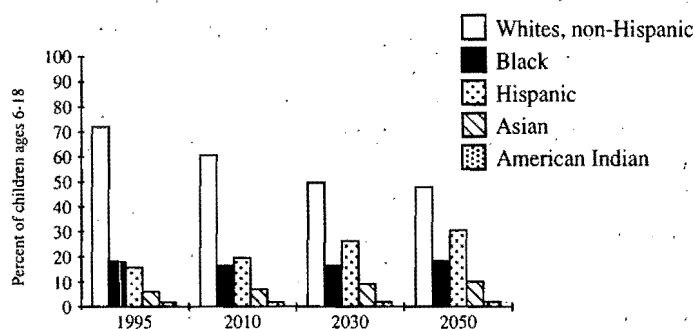
Dr. José Jaime Rivera, President
Association of Puerto Rico University
Presidents
Puerto Rico Public Hearings,
September, 1995

State of Education for Hispanic Americans

The "State of Education for Hispanic Americans" presents an overview of Hispanic American students as they move through the U.S. educational system — in elementary, middle, secondary, higher education, and beyond. Next, this section examines some of the most serious inadequacies of the educational system for Latino students, including inequity in school financing, the lack of sufficient bilingual and English-as-a-Second-Language programs and teachers, and the misuse of assessment and testing. If Latino youth are to fully benefit from and contribute to the wealth of this nation, then greater numbers must be given the chance to succeed throughout the educational system.

Changing School Population

Projections by the U.S. Bureau of the Census show that by 2050 one in four school-age children will be Hispanic



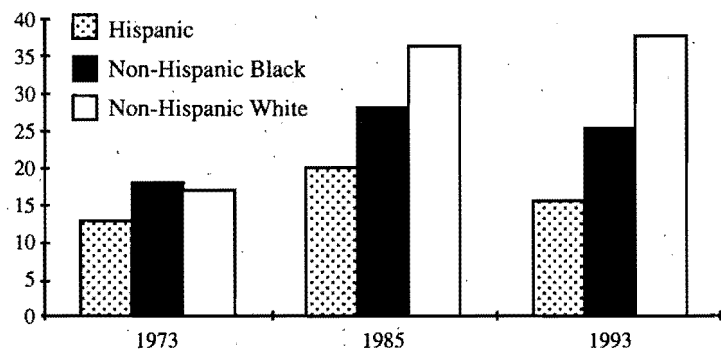
Note: Percents do not add to 100 because the Hispanic population includes members of several races, including blacks and whites.
Source: U.S. Bureau of the Census.

Progression Through the Educational System

Data collected by the National Center for Education Statistics (NCES) and the Bureau of the Census show important educational gains over the past two decades for both Latinos and non-Hispanic whites. Nevertheless, data also show Hispanic students trailing behind their non-Hispanic white peers in a number of important areas — disparities that begin even before kindergarten and continue throughout adulthood.

Early Childhood Education. Research has shown that a quality preschool experience is an important indicator of student success. Pre-primary schooling prepares children for a solid elementary education by teaching skills for learning and socialization.

**Enrollment Rates of 3- and 4-Year-Olds
in Preschool**



Source: Bureau of the Census, October current Population Surveys

Years of experience have led us to believe that the best intervention must be initiated as early as possible and it must comprise a firm commitment and involvement of the parents.

Hilda Maldonado
Puerto Rico Public Hearings
September 1995

The first nine months of pregnancy and the first five years of life are considered the critical years for establishing the foundation for learning. A mother's nutritional, health, social, emotional, and educational conditions and capacities will have a tremendous impact upon the future development and the future educational and social success of the child. The bonding, social interactions, and relationships established between parents and children during the first year of life will affect the child's "self esteem,"

language, cognitive abilities; world view, values, personality, and future social relationships with others. It is critical, therefore, that a child's environment (during the first three years) be stimulating, nurturing, supportive, and loving. If children are talked to, read to, allowed to explore, experiment, to utilize all five senses, they are more likely to be ready for school.

Proactive programs such as Parent-Child Development Centers, Early Head Start, and Head Start have begun to address the importance of parental influence on early childhood development. The Perry Preschool Project, a Head Start-like model, for instance, has been found to reduce high school drop-out rates, grade retention, delinquency, and teen pregnancy. In addition, Head Start students are 8 to 11 percent more likely to be immunized.¹⁸

In general, Hispanic children are under-represented in quality preschool programs. From 1973 to 1993, Hispanic three- and four-year-old enrollment in preschool remained flat (about 15 percent), while white preschool enrollment steadily grew from 18 to 35 percent.¹⁹ In 1995, similar percentages of white and black children, ages three and four, were enrolled in nursery, pre-kindergarten, Head Start, and kindergarten programs, while Hispanic children were less likely to be enrolled.²⁰ Often, low-income Hispanic families believe their home environments are better for their children than programs like Head Start, because many early childhood services are not prepared to deal with the linguistic and cultural diversity of their children.

At age four, Hispanic children tend to have less well-developed school-related skills than do white children. In 1993, for example, Hispanic four-year old children were less able than their white counterparts to identify basic colors (61 percent compared to 91 percent), recognize all letters of the alphabet (12 percent compared to 31 percent), count up to 50 or more (11 percent compared to 22 percent), and write their first name (59 percent compared to 74 percent).²¹ This inadequate introduction to schooling, as this report documents, may have long-term negative consequences for Hispanic students.

Conversely, quality preschool programs can prepare Hispanic children to be "ready to learn" in elementary school. Low income Hispanic American communities, especially, must be

strengthened with adequate health care and family services, environmental precautions, crime reduction, improved housing, accessible transportation, increased employment opportunities, and safe and developmentally appropriate child care. Hispanic families must be strengthened with effective parenting, health, and adult education services, and must be linked to available resources and support services. These services must begin before and during pregnancy, and be culturally and linguistically relevant.

Elementary and Middle School. For most children, elementary school provides their first experiences with formal learning — experiences that endure their entire lives. For Hispanic children, that usually means that throughout elementary and middle school they continue to trail behind other groups. By age nine, Hispanic American students lag behind in reading, mathematics, and science proficiency. Although slight gains were noted on the National Assessment of Educational Progress (NAEP) in 1992, Hispanic children continue to score lower than white children in all three subject areas.

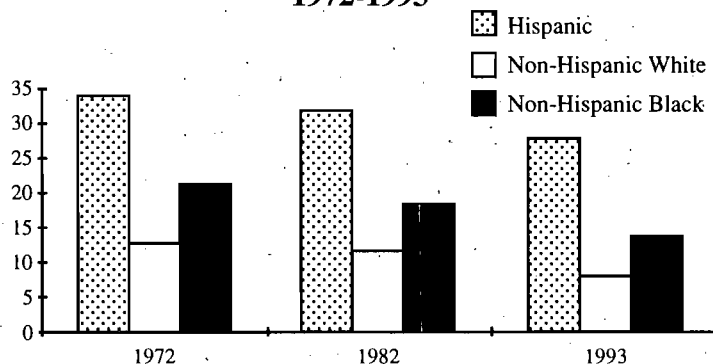
Latino students are more likely to be “held over” in the elementary grades or experience “delayed schooling.” This is the highest predictor of school dropout rates. Though there continues to be no research base to support the practice of holding over students, schools have not developed the intervention strategies needed to get students “back on course.”

The middle school experience also exerts a far-reaching influence on children's lives. In 1989, a Carnegie report, “Turning Points,” reminded the nation that middle schools, junior high schools, and intermediate schools are potentially society's most powerful force “...to recapture millions of youth adrift, and help every young person thrive during adolescence, yet all too often these schools exacerbate the problems of young adolescents.”²² At age 13, Hispanic students were, on average, about 2 years behind in math and reading, and about 4 years behind in science in 1992.²³ In fact, 40 percent of 16- to 24-year-old Hispanic dropouts left school with less than a 9th grade education, compared with 13 percent of white dropouts and 11 percent of black dropouts.

High School. Once a student falls behind, the effects may last a lifetime. Rather than face continuous humiliation, many Latino students simply walk away from formal education. It is essential to understand that each step in the educational system is a building block. When steps are missed, the results often lead to poor performance, grade retention, and dropping out. Large gaps in educational attainment remain through the age of 17, with Latino students scoring lower than white students in math, science, reading, and writing proficiency.

In short, due to many deficiencies in the educational system, Latinos have a high dropout rate.ⁱⁱⁱ In October of 1993, the dropout rate for Hispanic 16- to 24-year-olds was 28 percent. That is, 28 percent of all Latinos in this age group had not completed and were not enrolled in high school, which was double the rate for blacks (14 percent) and more than three times the rate for whites (8 percent) in the same group.²⁴

**Status Dropout Rates by Race and Ethnicity
Grades 10th - 12th, ages 16-24
1972-1993**



Source: National Center for Education Statistics,
"Dropout Rates in the U.S. 1993."

Hispanic Americans not only have a higher dropout rate, they tend to drop out of school earlier. In 1993, an alarming 40

ⁱⁱⁱStatus rates measure that part of the total population that has not completed high school and is not enrolled at one point in time regardless of when dropping out occurs. Status dropout rates thus reveal the extent of the dropout problem in the population and suggest the magnitude of the total challenge for further training and education that will permit individuals to participate more fully in the economy and the life of the nation.

percent of Hispanic dropouts had not completed the 8th grade.²⁵ Another 18 percent of Latino dropouts completed 9th grade, but left before completing 10th grade, and over one-half (58 percent) of Hispanic dropouts have less than a 10th grade education. Only 29 percent of white dropouts and 25 percent of black dropouts leave as early as do Hispanics.²⁶

Hispanic American students' high dropout rates are linked to various inefficiencies and inadequacies throughout the educational system. Intervention measures, therefore, must be aimed as well as at the elementary level and secondary level since a very large percent drop out early. Simply put, there is a need for more programs designed to bring the performance of Latino students up to par with other groups.

Grade retention is one of the major factors contributing to school dropout rates. Indeed, when looking at the overall picture, a correlation between dropout and retention rates becomes apparent. Data from the National Center for Education Statistics demonstrate that most students who decide to drop out have repeated one or more grades. In 1993 alone, 41 percent had repeated more than one grade, 17 percent had repeated one grade, and 9 percent had not repeated a grade.²⁷

Hispanic students are more often than not "tracked" into general courses that satisfy only the basic high school requirements, and do not provide access to four-year colleges or to rigorous technical schools. In addition, such courses do not qualify Hispanics for good, entry level jobs in high-technology industries. However, while the dropout rates remain high, some progress can be noted. The percentage of Latino and white high school graduates taking advanced science and mathematics courses, for instance, increased dramatically between 1982 and 1992. As a result, a few more Hispanic students are now following a more rigorous curriculum, but they are far from the majority.

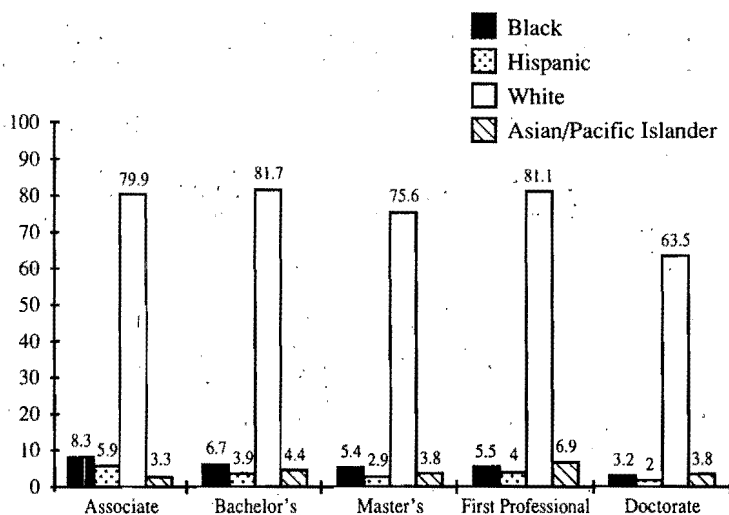
Even as the numbers of Latino high school graduates increase, they are still less likely than white graduates to have completed the "New Standards" curriculum, which includes four years of English and three years of science, social studies, and mathematics (44 percent compared to 54 percent in 1994).²⁸ In 1992, Hispanic graduates were less likely than white graduates to have taken geometry, Algebra II, trigonometry, chemistry, physics, or

a combination of biology, chemistry, and physics; they were more likely to have taken remedial mathematics.²⁹

Pre-College Preparation. These programs make college a more realistic option for many students. However, few Hispanic Americans enroll in such programs. In 1990, only 23 percent of Latino 10th graders, compared to 34 percent of whites, enrolled in college preparatory or academic programs;³⁰ and the recently released evaluation of Upward Bound reported that the program has considerably lower Hispanic participation than other pre-college programs.³¹

Many pre-college programs focus on motivating and preparing high-school-aged minority students to attend two- and four-year institutions. Such programs prepare students for professional careers by providing them with the proper academic advising for high school course selection, and by exposing them to career choices. These programs are not widespread among Latino students. Expanding these programs, though, would provide more Latino youth with the experience of academic success, which of course nurtures their aspirations to pursue a postsecondary education.

Percent of Degrees Conferred by Institutions of Higher Education by Student Racial and Ethnic Groups: 1992-1993



Higher Education. Modern economic realities place a great deal of pressure upon American students who are being urged to pursue careers in their field of choice. A high school diploma has not guaranteed employment for some time. Two-year, four-year, and graduate degrees, on the other hand, improve an individual's chances for success, and help to develop a range of "real-life" opportunities. For Hispanics, however, the demand for college degrees remains greater than the opportunities provided them to obtain such degrees.

While the increase in Hispanics pursuing a postsecondary education is significant, it is insufficient to assure parity in the workforce. From 1973 to 1994, the overall number of high school graduates enrolled in a four-year institution doubled, from 16 to 31 percent. The percentage of both whites and blacks enrolled at those institutions also more than doubled within the same time period. Blacks increased from 13 to 25 percent and whites increased from 16 to 33 percent. College-bound Hispanics in four-year institutions, however, only increased from 13 to 20 percent.³² Plainly, postsecondary Hispanic student enrollment and graduation rates are not keeping pace with the Hispanic American presence in the general population nor with the available pool of Latino high school graduates.

Numbers Reveal Disparity in PhDs

In 1994, of the 43,261 PhDs awarded nationwide, only 946 went to Hispanic Americans.³³

Moreover, 1992-1993 data on degrees conferred for higher education demonstrate that, overall, Hispanic Americans received a very small percentage of degrees. Hispanics earned 6 percent of all associate degrees, for example, and 4 percent of all bachelors degrees, 3 percent of all masters degrees, and 2 percent of all doctorates awarded for the 1992-1993 school year.³⁴ These proportions have remained relatively flat since the 1980s.

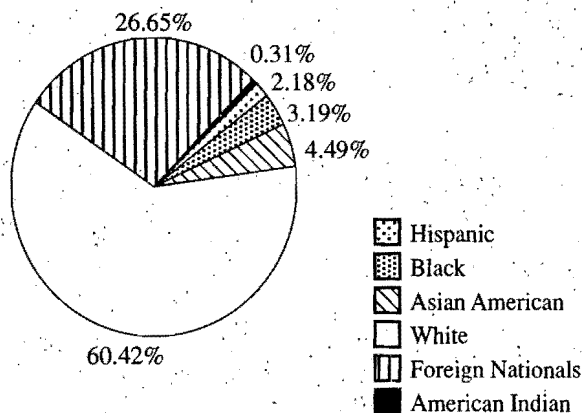
Actual numbers of PhD's awarded, for example demonstrate the magnitude of the degree disparities. In 1994, of the 43,261 PhD's awarded across all fields in U.S. colleges and universities, only 946 were awarded to Hispanics (2.18 percent), while 11,530 (26.65 percent) were awarded to foreign national or alien students, 1,344 (3.1 percent) to black, non-Hispanic students, 132 (0.31 percent) to American Indians or Alaskan Natives, 1,943 (4.49 percent) to Asian Americans, and 26,137 (60.42 percent) to white, non-Hispanic students. There are entire fields and disciplines at the doctoral level in which Hispanics and other minorities have never received a doctoral degree.

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Number of PhDs Awarded in U.S. Colleges and Universities in 1994 by Ethnicity



Additionally, in 1994, about half of all Hispanic Americans enrolled in postsecondary education were enrolled in two-year community colleges.³⁵ For many interested students, community colleges provide two years of an excellent education, and can "open doors" to four-year institutions as well as offering certificates and special training that translate into marketable skills. According to the American Association of Community Colleges (AACC), 47 percent of all minority students in higher education are students at community colleges; and Hispanics make up more than a third (36 percent) of total community college enrollments.³⁶

Many Hispanic community college students share a desire to transfer to a four-year school. However, most of those students are unable to transfer often due to lack of information and lack of counseling. Students are not aware of the courses needed to transfer, and too often are placed in remedial courses that do not transfer. Students, too, simply lack knowledge of the Federal aid that might help them to transfer to bachelor-granting institutions. Additionally, transfer articulation agreements between two- and four-year colleges are inconsistent and generally weak.

Adult Education. Among adults, Latinos have lower literacy levels than do whites, both in general and even when they hold similar levels of educational attainment.³⁷ Adult education can

address this condition by offering vocational skills, computer skills, ESL, basic education in the native language, and courses in a wide range of topics for personal or professional growth. Adult education programs enable adults to participate more fully in the workplace, to attain better paying and more satisfying jobs, and to become better advocates for their children.

Hispanic Americans are more likely to participate in English-as-a-Second-Language courses, literacy education, and citizenship classes — courses usually are offered by community-based organizations, schools, or community colleges. Waiting lists for adult education ESL classes in cities like Los Angeles, for instance, have been in the 10s of thousands, with classes taught late at night being as over-subscribed as are day classes, proving that Hispanics, like all serious students, will more than take advantage of a good education.

Although Hispanic community-based organizations have worked collaboratively with schools and have made significant contributions, many adults are finding it increasingly difficult to locate and to gain access to affordable programs, in which to learn English, improve literacy skills, and earn GEDs.

Similarly, even though lifelong learning is necessary for most skilled workers, not enough emphasis has been placed upon the public and private training of adults, or upon job retraining. Training and development funds, in fact, are the first to be cut when budgets are constrained. That must end, and businesses, too, need to provide programs of continuing education, training, and retraining to keep workers abreast of developing technology.

Increasingly, technology drives the workplace and requires a constant upgrading of education and skills, which puts added pressure upon the need for continuing education and lifelong learning programs. In brief, the education system must allow people to "reenter" and to pursue vocational and technical training. Equity in the workplace is contingent upon adult education for Hispanic Americans. Yet, those with the greatest need for continuing education and training are the unemployed, the under-employed, and those with a limited educational background, for whom education and training remain quite illusive.

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Factors Affecting Hispanic American Educational Attainment

Specific factors that affect the educational achievement of Hispanic Americans include:

- < inequity in school financing,
- < school segregation and poverty,
- < underrepresentation of Hispanics among school personnel,
- < multicultural training for school personnel,
- < lack of bilingual and ESL programs,
- < misplacement of students in special education classes,
- < testing and assessment,
- < underutilization of technology,
- < postsecondary financial assistance,
- < parental involvement, and
- < lack of school safety.

Each of these factors are addressed in turn, below.

Inequity in School Financing. School financing comes from three sources: Federal, state, and local funds (with most funds coming from states). For the majority of the 50 states, education is the largest expenditure category in the state budget, accounting for 20 percent of total state spending in fiscal year 1994. Education must, however, compete with other programs like Medicaid and corrections, which have seen their budgets increased while education budgets decrease.³⁸

The issue is not whether it is more expensive to educate Hispanic Americans — the issue is that the districts where Hispanic children reside are usually low-wealth districts that generate less funding from property taxes. Also, most Hispanic Americans live in urban areas. Urban schools are older and often have dilapidated buildings. In most cases, districts have to pass bond referendums to rebuild schools, which are often not supported by the general voting public. Therefore, school districts with concentrations of Hispanic American students remain underfunded and must seek other means of support.

State and Local Financing Methods. There are significant disparities in per-pupil expenditures by state. Across all states, the average, base expenditure per pupil in 1989-1990 was \$4,523.³⁹ During this same period, however, the highest-spending state contributed about three times as much per elementary and secondary student as did the lowest-spending state — or approximately twice as much, after adjusting for interstate differentials in the cost of education;⁴⁰ and 11 states fell short of the average per-pupil expenditure by at least \$1,000.⁴¹

The most common form of school financing at the local level is property taxes. As a result, wealthy districts raise far more money through taxation than do poor districts. Even though many poor districts have taxed themselves at a much higher rate than do wealthier districts, they still produce far less revenue than wealthy districts.⁴² This process has been devastating to Hispanic populations.

In 1984, a group of less-wealthy school districts in Texas filed a suit (*Edgewood v. Kirby*) charging that the state's heavy reliance on property taxes to fund education resulted in expenditure differences that violated the Texas constitution, leaving residents of low-income districts with old schools in poor condition, fewer teachers and educational resources, and less developed curricula. The wealthiest district in the area had over \$14 million of property wealth per pupil, while the poorest had about \$20,000 of property wealth per pupil. The Mexican American Legal Defense and Education Fund (MALDEF) reported that 95 percent of the students in the poorest districts were Mexican American; and at the state level, it was discovered that 65 percent of all students in the poorest quarter of the districts were Mexican American.

Since the Texas Supreme Court rendered a unanimous decision in *Edgewood v. Kirby*, some progress has been made. Educational financing in Texas has become more equitable, despite remaining discrepancies. It will take, however, more than 10 years to overcome the differences between poor and wealthy school districts. Wealthy districts, meanwhile, are dissatisfied with this new system and have pressured the legislature to make changes. Thus, even after the system is implemented in 1999, it will permit wealthy districts to spend about \$600 more per pupil than less wealthy districts.⁴³

New Mexico, another high Hispanic population state, has been proactive in dealing with the inequality in education financing from district to district. As early as February of 1974, the New Mexico Public School Funding Formula was enacted into statute by the Legislature.⁴⁴ New Mexico opted not to use a generic formula for funds distribution, but to use a formula based upon the principle that all students are entitled to equal educational opportunities, despite differences in wealth.⁴⁵ What makes this formula different is that it does not assume all factors are equal for every student, and it weighs the costs of programs, the training and experience of personnel within the districts, and the size of districts.⁴⁶

The U.S. General Accounting Office (GAO) reported that state legislatures used one or more of the following remedies to lessen revenue disparity and to foster educational equality:

- < added new money to the school finance system to increase funding in poorer districts,
- < redistributed available resources by modifying the school finance formulas, and
- < limited local revenues from wealthy districts and redistributed it to poor districts.⁴⁷

Federal Funding. Elementary and secondary schools receive most of their funds from state and local revenues. Federal aid, on the other hand, targets services to educationally disadvantaged children through categorical, program-specific grants for bilingual education, special education, and at-risk children (e.g., Title I funds). Although a major source of aid for poor school districts, Title I cannot overcome expenditure gaps, nor can it provide supplemental resources for students in the lower-spending states.⁴⁸

Currently, the Federal government has two main tools at its disposal, direct funding and incentives, to shift resources toward lower-spending states or localities.⁴⁹ The Federal government can affect the direct-funding mechanism, for instance, by changing the Title I allocations, and by distributing new forms of Federal aid.⁵⁰ The Federal government also can offer incentives or impose penalties for jurisdictions that distribute, or fail to

distribute, funds in ways that support supplemental services for disadvantaged students.⁵¹ Funding cuts at the Federal level would compel school districts to curtail crucial programs that benefit at-risk children.

School Segregation and Poverty. Today, Hispanic American students are experiencing higher rates of segregation in school systems than are any other group of students. A recent report of the Harvard Project on School Desegregation to the National School Boards Association describes the changing patterns of segregation and poverty since 1968. The study found that segregation by race is strongly correlated with segregation by poverty; and the study provides national data demonstrating that both African American and Latino students are much more likely than white students to be in schools that are segregated and poorly funded.⁵²

Underrepresentation of Hispanics among School Personnel. Hispanic youth comprised more than 12 percent of the U.S. public school population in 1993-1994. However, Hispanic teachers comprised less than 4 percent of the teaching population; counselors represented only 2 percent; and Hispanic public school administrators composed only 4 percent. Only 2 percent of college faculty members were Hispanic; and Hispanics in decision-making positions on school boards counted for 1 percent.

It should be obvious that positive educational outcomes are enhanced when schools are staffed with sufficient Hispanic personnel to serve as mentors as well as role models for Hispanic students.⁵³ A study conducted by Meier and Stuart, for instance, showed that Hispanic representation on school boards and in the teaching profession reduce dropout and grade retention rates. Furthermore, Hispanic students evaluated by those sensitive to their culture are far less likely to be assigned to special education classes and far more likely to be identified as gifted.⁵⁴

There are too few Hispanic teachers, counselors, and administrators. Consequently, there are few school professionals who are linguistically, culturally, and socially empathetic to the needs of Hispanic students — which, in turn, leaves Hispanic students without mentors to guide them toward college or toward technical and professional careers.

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Multicultural Training for School Personnel. Hispanic students need instructors who can challenge them academically and set high expectations. However, only 80 percent of Limited English Proficient (LEP) teachers of LEP students are trained to do so.⁵⁵ While more than 15 percent of all teachers in the U.S. have one or more LEP students in their classroom, only 10 percent are certified in bilingual education or teaching English as a second language.⁵⁶ Furthermore, as a consequence of not understanding their students' native language, culture, and socioeconomic realities, many teachers have low expectations for their Hispanic students, which contributes, as does the lack of Hispanic staff, to attrition.

Teacher insensitivity to cultural and linguistic diversity often influences a student to become alienated from the school system. "Students of color" have been quoted as saying that their teachers, school staff, and even other students neither understood nor liked them, and many teachers similarly reported that they do not always "understand" students from different ethnic backgrounds. Not surprisingly, minority students perceive their schools to be racist and prejudiced.⁵⁷

According to Dr. Juan Juárez, Associate Vice President for Research and Planning, New Mexico Highlands University, the number of prospective Hispanic and bilingual education teachers is decreasing, even as the population of school-age children grows. At the Phoenix hearings, he testified that "...the low number of Hispanics in teacher education programs is due in part to the failure of both university and Federal teacher preparation initiatives to actively recruit Hispanics."⁵⁸

This is not to imply that an educator must be Hispanic American or must be Spanish-speaking in order to be a good and effective instructor of Hispanic students. All teachers, but especially teachers and staff who work in schools with concentrations of Hispanic students, need to be trained in effective ways to work with Latinos and other students. Until adequate numbers of bilingual teachers can be recruited, the problem may be addressed through the use of Spanish-speaking teacher aides or assistants recruited from the community, who should be trained and encouraged to become fully licensed teachers.

Lack of Bilingual and ESL Programs. One of the most controversial issues in the education of Hispanic children is language. The reason for this controversy is primarily political, rather than educational, and reflect a public misunderstanding that bilingual and English-as-a-Second-Language education methods are somehow a threat to American culture and values. In fact, the General Accounting Office (GAO) indicated in 1994 that "the bilingual method" is the most effective for non-English speaking children.

The fastest and most effective way for bilingual students to acquire both a command of English and a command of classroom subject matter is through well-designed and fully implemented bilingual programs. Unfortunately, many states and districts fail to provide full bilingual instruction in academic subjects. In 1994, for example, the GAO found that many school districts with high concentrations of Limited English Proficient (LEP) students were not adequately providing bilingual services. In one district with 21,000 identified LEP students, only 3 percent of the LEP students were being served.⁵⁹

Today, two primary strategies for instructing LEP students are English as a Second Language (ESL) and bilingual education. ESL is a teaching method in which instruction is almost exclusively in English. In fact, it may be based upon a curriculum that incorporates little or no use of the native language, and is taught only in specific school periods, after which students are placed under regular instruction for the rest of the school day.⁶⁰

According to Professor Josué Gonzalez of Columbia University Teachers' College:

Bilingual education is the use of two languages, one of which is English, as a means of instruction. It is an educational tool primarily used with children of limited English proficiency to provide them both English language instruction and access to other content areas of the curriculum. . . . The native language of the child is used in bilingual programs to the extent necessary to teach basic skills and insure that children do not fall behind their peers in other subjects while they learn English.⁶¹

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Bilingual education programs develop native-language proficiency in order to enable LEP students to make a transition to all-English instruction, while receiving academic subject instruction in their native language. These programs emphasize the development of English-language skills as well as grade promotion and graduation requirements.⁶²

In *Lau v. Nichols* (1974),⁴⁷ the Supreme Court ruled that students who are not fluent in English have a right to comprehensible instruction as a means of ensuring equal access to a public education. Failure to provide supplemental language instruction, then, violates Title VI of the Civil Rights Act. From 1984 to 1994, the number of limited English proficient (LEP) students increased by almost 70 percent, yet, the corresponding numbers of qualified bilingual teachers did not increase. Currently, more than 2.3 million LEP students, representing different linguistic and cultural backgrounds, attend public elementary and secondary schools — and three-fourths of them are Spanish speakers.⁶³

A panel of experts was convened in Washington, D.C., in November of 1995, to address the issues affecting bilingual education. (A list of panelists can be found in Appendix E.) They agreed that without effective bilingual education, a pattern of failure develops:

- ⟨ Students receiving no special language training inevitably fall behind in other subject matter while they struggle to learn English;
- ⟨ Students may, over time, become fluent in oral English, but are not promoted with their peers, because they have missed several years of instruction in content areas; and
- ⟨ Students are rarely able to overcome this and are, consequently, more likely to leave school before high school graduation. The National Education Goals Report 1992 found that LEP students have one of the highest dropout rates in the country.⁶⁴

Misplacement of Students in Special Education Classes.

Special Education programs are provided for students with disabilities, as defined by the Individuals with Disabilities Education Act (IDEA). The needs of this population, too, are

still far from met. Services for Latino students with disabilities require effective linkages between regular education and special education programs, including bilingual education and English-as-a-Second-Language programs.

Many Hispanic American educators have learned through their own experience that large numbers of Latino children, LEP and non-LEP, are being classified as "seriously emotionally disturbed" (SED) or "specific learning disabled" (SLD), and referred to special education programs. Between the years of 1976 and 1994, Hispanics with learning disabilities increased from 24 percent to 51 percent among all students with learning disabilities.⁶⁵

Even for students who are discovered to be erroneously tracked into Special Education programs, there is a lack of exit criteria to draw them back into regular classes. Some education models, that provide students with team support from multiple disciplines are currently being implemented toward that end. These teams strive to place students in a successful environment whereby the team can strive to distinguish the educationally deprived children from children who are disabled.

Testing and Assessment. Many Latino students never reach their full potential due to inappropriate and inaccurate uses of testing and assessment. Data show that when compared to non-Hispanic students, Hispanic students are:

- < less likely than white or black students to be enrolled in college preparatory programs,⁶⁶
- < less likely than students from other racial or ethnic groups to be enrolled in college preparatory math, even when they score in the top quartile of a standardized math test,⁶⁷
- < less likely than white or black students to be enrolled in gifted and talented programs,
- < more likely to be placed in remedial-general education tracks,
- < more likely than white students to be enrolled in vocational programs, and

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One means of ensuring academic success for LEP students is to use appropriate and valid assessments aligned to state and local standards that take into account language acquisition. In locations where "high-stakes" testing (i.e., testing for high school graduation and school accountability) is required by law, a team of assessment specialists, second language learning specialists, and core content teachers can work together to validate and to align existing instruments, or to develop new measures for LEP students so that those students can demonstrate competence.⁶⁹

Most experts suggest students should be assessed using methods other than standardized tests. However, if standardized tests are used to determine student competencies, they should be used as only one of many criteria. Particularly for Hispanic children and youth, the use of standardized tests should be tied to other formal and informal assessment techniques. Given the inherent flaws of testing, the additional challenge of testing Hispanic Americans is that the test results must reflect an assessment of core content learning, and not reflect solely linguistic or cultural competencies.

Standardized testing and tracking continue beyond the pre-K through 12 classrooms. At the undergraduate level, students are often placed in remedial classes based on tests solely of English skills. At the professional level, tests are administered for licensure. It is easy to see how these time-restricted tests unfairly penalize bilingual candidates. Given additional time, bilingual students, as a group, perform at the same level as their English language peers.⁷⁰

Underutilization of Technology. Technology is rapidly changing the way we communicate and deliver services. By the year 2000, about 75 percent of all Federal and state services will be processed electronically. Thus, there is an increasing demand for computer literacy. The lack of access to technology, and the cost of the equipment, are serious barriers for Hispanic Americans. Yet, if the primary access to computers is established in public places, such as schools and libraries, some of this could be circumvented, as these sites could offer extended hours, training, and assistance.⁷¹

Nationwide, only one in five eighth graders has a computer in his or her classroom.⁷² Currently, only one in two Hispanic children has access to a computer at school, and only one in eight Latino households has access to a home computer.⁷³ Schools in poorer neighborhoods do not have the funds to place computers in classrooms, much less to provide Internet access.

Specifically, 58 percent of Hispanic students in grades 1 through 8, and 54 percent of those in grades 9 through 12, used computers in school in October 1993. For white students, the rates were higher: 74 percent in grades 1 to 8, and 60 percent in grades 9 to 12. Latino students had much less access to computers at home than did white students. Twelve percent of Hispanic students in grades 1 to 8, and 14 percent of those in grades 9 to 12 had a computer at home, in contrast to 40 and 46 percent of white students.⁷⁴

In short, computer literacy is the "basic skill" of an information based economy and workforce. Yet, Latinos, as these data demonstrate, do not have access to computer technology at home nor at school. The "fault line" is most emphatically real between those who can use technology to process information and those who cannot.

Postsecondary Financial Assistance. Between 1980 and 1990, tuition and fees at public universities grew annually at a rate of 4 percent above the rate of inflation. Between 1990 and 1994, the rate increased to 4.8 percent. Concurrently, government appropriations for public institutions of higher education fell 8 to 12 percentage points between 1980 and 1990.⁷⁵ Such funding cuts have devastated students in need. Hispanic students are more than three times as likely than white students to come from low income families; and more than half of Hispanic undergraduates (53 percent) are financially independent of their parents.

The outlook for Latino students requiring financial aid is becoming bleaker every year. While overall college enrollment grew 18 percent between FY 1980 to FY 1994, Federal support for student financial assistance rose only 11 percent.⁷⁶ Consequently, the percentage of Latino undergraduates receiving Federal financial aid declined from 41 percent to 36 percent between 1987 and 1990, at the same time that moderate increases in

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Latino enrollments were occurring.⁷⁷ Student aid as a percentage of total costs has steadily declined.

The most important source of Federal financial aid for Hispanic Americans, the Pell Grants Program, has been underfunded since its inception in 1972. Furthermore, over the last decade, the purchasing power of the maximum Pell Grant has declined. In the mid-1980s, it would cover one half the costs at public universities. Today, the Pell Grant covers only about one-third of that cost.⁷⁸

Additionally, the shift from grants to loans is creating a dangerous imbalance and is causing financially disadvantaged students to look at options other than college. To avoid taking out loans, Hispanic students, for example, often opt for part-time enrollment, or work more hours.⁷⁹ Naturally, increasing the amount of time that is spent working reduces study time and prolongs the length of time required to graduate. During the past five years, Pell Grants as a percentage of total student aid, has steadily decreased, especially at community colleges where the majority of Hispanic American students access postsecondary education.

The Department of Education's Campus-Based Program is designed to supplement the Federal Pell Grants and student loan programs with Supplemental Educational Opportunity Grants and College Work Study. These programs often are not as available to Hispanic Serving Institutions as they are to institutions serving the general population, nor do allocation formulas under the Campus-Based Program reflect the change in demographic trends across our nation's higher education institutions. The current formula requires that the initial institutions admitted into the program maintain their original allocation. Policies such as this obviously affect participation by Hispanic Serving Institutions; and Hispanic students enrolled in such institutions are left out of supplemental financial aid programs.

Parental Involvement. Research shows that children succeed when schools recognize and support parents as the child's primary teacher; when parents are welcomed and involved in all aspects of school life, including policy-making and priority-

...the cost of higher education in California has risen dramatically over the past five years, in the University of California almost 150%. Registration fees for UC undergraduates average around \$4,000 annually, a figure that excludes books and living expenses. Furthermore, scholarship and grant money for college students from both Federal and state sources has declined in the same period.

Dr. Raymundo Paredes
L.A. Public Hearings, August 1995

setting; and when schools are meaningfully accountable to parents. These conditions routinely exist in middle-class, white schools. Testimony to the Commission, on the other hand, documents that such routine conditions often do not exist in low-income and Latino schools.

The failure to involve parents is closely related to many other factors affecting Hispanic American educational attainment; in turn, failure to work with families as partners perpetuates the problems. For example, school professionals who are not linguistically, culturally and socially sensitive to Hispanic students also do not relate effectively to their students' parents. Because of class, ethnic and language differences, professionals often fail to value the vital strengths and contributions parents bring to their children's education.

Schools' failure to listen and be accountable to parents has a disastrous effect on parents' ability to support their children's education and on children's success. In most schools, Latino parents have few effective means to assure observance of their children's educational rights and to create school environments supportive of success for all children.

Certain critical needs must be addressed, such as the necessity for easily understandable written and oral communication to parents in Spanish and English on all matters regarding their children. For parents serving on Title I and other policy committees, materials and discussions must be bilingual and free of jargon; parents will often need access to community-based organizations and other external resources to be effective participants. Schools must address issues such as meeting times, transportation, and child care in order to engage parents effectively. Schools need to work with parents, adult education programs, and community organizations to find ways to communicate with, support, and involve parents who cannot easily come to the school. Schools can play a great role in providing culturally-relevant parent education on many topics; and to be successful, these programs need to build on the strengths of parents and families.

Lack of School Safety. Research indicates that a safe and orderly school environment is another key to effective learning. Many Hispanic children, though, are not safe in the schools they

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attend. Violence, suspensions, and expulsions are common. In 1992, Latino high school seniors were more likely than white seniors to report that disruptions by other students interfered with their learning. They claimed that fights often occurred between different racial and ethnic groups, and that they did not feel safe at their school.⁸⁰

Exposure to dangerous or threatening behavior at school was most common for students attending middle or junior high schools, students at public schools, and students at larger schools. Obviously, students exposed to crime or threats and worried about becoming victims at school are experiencing a learning environment that is seriously deficient. America needs to ensure that schools are communities of teachers and learners, where learning can take place in a secure environment.⁸¹

Safe schools can be created by reducing their size, establishing personal relationships between faculty and students, creating conflict resolution education and dispute resolution mechanisms, bringing parents into the school, and many other mechanisms. In addition, a safe school is a school in which staff are held accountable for physical and verbal violence toward students, and in which complaints of physical or sexual abuse of students are investigated and acted upon quickly and impartially.

Unique Sectors of the Hispanic Community

Puerto Rican Education. Puerto Ricans living on the island of Puerto Rico face many of the same educational obstacles as do Hispanics on the continent, but special factors aggravate those obstacles, such as caps on Federally funded programs, minimal attention from Federal policy makers, the island's economy, and very high poverty rates.

Annually, about 25,000 to 30,000 Puerto Rican students enroll in schools on the continent.⁸² This migration often involves great difficulties, as it does for all migrants. Many of these migrating students often enter underfunded, overcrowded schools with limited instructional support systems to meet their needs. In turn, Puerto Rican schools encounter similar challenges when students lacking full Spanish literacy move back to the island and must adapt to new instructional systems.

The children of Puerto Rico are United States Citizens. They are entitled to equal treatment and equal opportunities, educationally and otherwise.

Sandra Espada Santos, Secretary,
Puerto Rico Council on Higher
Education, Puerto Rico Hearings,
1995.

Puerto Ricans believe that Puerto Rico's development — like that of the entire Nation — depends on the investment in people. What we need are appropriate tools, adequate funding, and procedures to improve the working conditions for teachers and students. Education is the most effective resource to raise a nation's productivity and strength. Teachers and leaders in Puerto Rico have learned to do the most with the least and this is a valuable effort.⁸⁶

José Eligio Vélez, President
Puerto Rico Teachers' Association,
Puerto Rico Hearings, 1995.

Poverty and inadequate funding for education contribute to low rates of educational participation and limited educational attainment. According to the 1990 Census, the population of Puerto Rico that is 18 and older is 2.4 million. Of that number, 1.1 million, or 47 percent, do not have a high school diploma.⁸³ Puerto Rico is a highly populated island with high dependency rates (62 percent), high unemployment (16 percent), and low labor participation rates (46 percent). Access to excellence in education at all levels is key to alleviating these social conditions.⁸⁴ Per-pupil expenditures for kindergarten to 12th in Puerto Rico (\$1,779) are far below those of even the poorest state in the continental United States. Puerto Rico spends 9 percent of government revenues and almost 9 percent of gross revenues on education. Per pupil expenditures, however, compare with just 55 percent of the States' lowest per-pupil expenditures, and one-fifth of the national average expenditure.⁸⁵

Of the 189 Hispanic-Serving Institutions (HSIs) of higher education, 53 are in Puerto Rico. Those institutions prepare professionals in a variety of fields, and many students eventually work in the continental United States. In fact, employers from the continental United States often recruit bilingual professionals from Puerto Rico. Consequently, Puerto Rican institutions of higher education play a vital role in the development of bilingual and bicultural professionals for the educational system of the United States. Bilingual and bicultural graduates also enter the work force and increase the international competitiveness of United States' businesses. Yet, for these institutions, financing for higher education is a continuing concern.

In contrast to trends in the United States, private universities in Puerto Rico most often serve lower-income students, while the public University of Puerto Rico system most often serves middle- and upper-income students. In fact, some private universities receive close to 85 percent of their funding from student financial aid programs, due to the large number of low-income students they serve. As a result, students and postsecondary institutions disproportionately serving the poor are more deeply affected when there are cuts in Federal financial aid to low-income students.

For Puerto Rican students attending institutions of higher education, further reductions in financial aid grants and the

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Direct Student Loan Program threaten to eliminate the major avenues available to them for financing their education. It is to the United States' benefit to find more inclusive, efficient, and effective methods of financing higher education to improve the financial stability of institutions of higher education, and to make college more affordable to Puerto Ricans on the island.

Migrant Education. The children of migrant and seasonal farm workers have special needs that place them at a great disadvantage in terms of accessing regular school systems, as their parents make a living by following the harvest schedules of various agricultural crops throughout the country. Some of the problems faced by these families and their children include severe poverty, lack of continuity in schooling, transportation problems, poor nutrition and health, and linguistic and cultural barriers. It is important to note that about 80 percent of the migrant and seasonal farm worker population is Hispanic American.

According to the Office of Migrant Education (OME) of the U.S. Department of Education, approximately 610,000 migrant students were served by the Migrant Education Program (MEP) in school year 1993-1994. OME estimates that approximately 657,000 migrant students between the ages of 3 through 21 were eligible for MEP services in 1994.

Though significant progress has been made in the implementation of specially designed Federal programs such as these, the measures of educational attainment still show high dropout rates and low achievement levels among migrant children. It is therefore obvious that more innovative efforts must be made on behalf of migrant children and families — which will require that state governments in partnership with Federal programs and local school districts develop new initiatives and expand effective program models.

Summary

A generation of Hispanic American students in U.S. public education are at risk due to serious inadequacies in the educational system. Thus far, the system has been unable to meet the needs of those students. Among other inequities, there continues

to exist a disparity in school funding, a lack of effective Bilingual and ESL education programs, a lack of trained teachers, and a misuse of testing and assessment.

Hispanic students trail behind their non-Hispanic counterparts in many areas. This commences even before kindergarten and continues through adulthood. At age 4, Latino children have less school-related skills than do non-Hispanic children of their same age group. By age 13, Hispanic students are, on average, 2 years behind in math and reading, and about 4 years behind in science.

Latino students are, more often, retained in a grade level than other students. High retention rates are correlated to dropping out and the dropout rates among Latino students are very high. This and the low rate of Hispanic American graduates at undergraduate and graduate levels is disproportionately low, and can no longer be tolerated.

Adequate responses to the educational needs of other Hispanic population groups, including Latino adults, and Puerto Rican and migrant students, are also lacking. They, as well as all Hispanic youth, need, as members of society, to be prepared to join the work force. For this to occur, the number of those who graduate from high school, and the number of those who continue and complete a college education must increase.

All levels of government must work to enhance Latino educational attainment. This investment is crucial to meeting the needs of a nation whose adequately educated competitive work force continues to shrink and whose demands for technological skills are becoming greater.

The American public, parents, and the leadership of Hispanic communities across the country must work in partnership with government leaders at all levels to be successful in addressing the crisis in the education of Hispanic Americans described in these findings.

Issues and Recommendations for the Attainment of Educational Excellence For Hispanic Americans

To reverse a legacy of neglect and to ensure Hispanic Americans equitable opportunity in educational attainment, it is important to form partnerships among all levels of government, the public and private sectors, the community, teachers, administrators, students, and parents. All are equally challenged to take a role in addressing the educational issues facing Hispanic American education, and all must learn to work together toward a common goal of excellence for all students.

The identification of the issues, policy areas, recommendations and research directions by the Presidential Commission and the White House Initiative on Educational Excellence for Hispanic Americans responds to the President's charge. We list the most important areas for ongoing improvement in the education of Hispanic Americans. Effective solutions and practices, and insightful scholarship are addressing some of these issues. It is our intention to widely disseminate, through electronic and printed media, this call for action, effective practices, models and scholarship as well as the Federal Agency Inventories, thereby creating a national database, accessible to all, on Hispanic American education.

Issues and Policy Areas

As described in this report, the issues affecting Hispanic American education are numerous and alarming. For the purpose of presenting recommendations, the following issues must be addressed:

- < Improving the quality of instruction at every point along the educational continuum: Early Childhood, Elementary, Middle School, High School, Postsecondary, and Adult Education;
- < Improving the condition of schools;
- < Increasing access to postsecondary institutions, and providing appropriate support;
- < Improving the knowledge, skills, and cross-cultural competencies and effectiveness of teachers and administrators;
- < Designing and promoting appropriate use of testing and assessment to enhance high quality instruction;
- < Targeting appropriate levels of financial, human, health, and material resources toward Hispanic Americans;
- < Challenging Federal, state, and local agencies to provide Hispanic Americans with equitable opportunities;
- < Challenging the Department of Education to re-work the funding formulas and institution eligibility criteria so that HSIs can benefit from Campus-Based-Programs like work-study and supplemental educational opportunity grants;
- < Challenging the corporate sector to provide Hispanic Americans more support and opportunities to enter all sectors of the work force and at every level; and
- < Identifying and implementing future directions in research based on systematic collection of data targeted on specific program improvements affecting Hispanic educational outcomes.

Recommendations

To address these issues and policy areas, effective educational models must incorporate high-quality standards, equitable financial support, and diverse language and cultural knowledge. Parent and school collaboration must be specified in all plans of action; and the following principles should guide the implementation of recommendations:

- ⟨ Government, at all levels, in partnership with local Hispanic and non-Hispanic communities, must assure that schools ensure the attainment of quality educational outcomes by Hispanic students;
- ⟨ Long-term, strategic plans must be developed through collaborative approaches with the public and private sectors at the local, state, and national level to monitor and to ensure a high standard of educational attainment among Hispanic Americans; and
- ⟨ Inter-Federal-agency coordination must be strongly promoted to maximize the pooling of resources and delivery of services.

The following is a description of specific recommendations.

Corrective action at every point along the educational continuum: Early Childhood, Elementary, Middle School, High School, and Adult Education.

- ⟨ Direct the U.S. Department of Education, the U.S. Department of Health and Human Services, and the U.S. Department of Housing and Urban Development to work closely with community-based organizations to improve the participation of Latino preschoolers and their parents in early childhood programs;
- ⟨ Increase the number of public, nonprofit, private, and community programs that provide intervention with parents during pregnancy incorporating health care, education, parenting education and childcare to provide an even start for Hispanic Americans;

- < Monitor, research, collect, analyze, and report relevant data for every program affecting Hispanic American education;
- < Increase funds, maintain and promote Bilingual Education programs, preschool programs, Title I, Title VII, migrant education, Goals 2000, and strengthen and expand parent involvement components;
- < Promote multilingualism as a national resource for all Americans;
- < Identify successful dropout prevention programs for Latino students and implement these programs in school districts with the greatest need; and
- < Establish programs that will train and prepare young adults (through school-to-work) and adults for a technology driven workplace.
- < Provide access to technology resources in public places, such as schools and libraries.

Facilitate access into postsecondary institutions and provide appropriate support.

- < Support Hispanic graduate students in targeted fields especially mathematics, the sciences, health related professions, the humanities, and in fields of anticipated faculty shortages;
- < Commit special initiatives and resources to Hispanic Serving Institutions;
- < Increase support for two-year and community college programs with concentrations of Hispanic students, and strengthen guidance and other support systems to facilitate transfer from community colleges to four-year colleges;
- < Identify exemplary transfer programs that lead Hispanic students to the attainment of bachelor degrees;
- < Ensure collaboration among Federal agencies regarding outreach and support programs for undergraduate and graduate Hispanic students; and

- < Facilitate collaborations between businesses and higher education institutions, in order to provide apprenticeships, mentoring relationships, and summer training opportunities for Hispanic undergraduate and graduate students.

Build capacity in the education professions.

- < Launch a national professional development program for elementary, middle school, secondary, college and university faculty that focuses on increasing the participation and success of Hispanic students in postsecondary education;
- < Link loan forgiveness programs and scholarships to a national initiative which will encourage Hispanic students to become teachers and educators; and
- < Launch a national program that equips educators across all content areas with the knowledge and skills to effectively teach bilingual and multicultural students.

Promote the design and appropriate use of testing and assessment.

- < Establish a national standard which makes clear that a single measure of student achievement does not adequately assess a student's knowledge and capability;
- < Ensure fair testing practices that take in consideration issues of language and culture; and
- < Establish a national monitoring system to identify the misuse of testing and assessment that tracks Hispanic students into low-level curricular sequences and inappropriate placement in special education.

Challenge each Federal agency.

- < Establish programs to upgrade the Hispanic American hiring and promotion system, from internships through senior executive service positions;
- < Facilitate, promote, and monitor the progress of Hispanic education initiatives;

- < Ensure the equitable allocation of resources in public school funding for academic support;
- < Enforce the Federal requirements for desegregation;
- < Monitor adherence to Federal requirements for the provision of equal educational opportunities for students with languages other than English;
- < Direct Federal agencies to provide Hispanic Americans with equitable educational opportunities related to the agency's mission and services;
- < Identify the appropriate office and staff in each Federal agency to respond to Executive Order 12900, Educational Excellence for Hispanic Americans;
- < Establish a data system to track the number of participants and awards distributed for research and development, program evaluation, training, facilities and equipment, fellowships, internships, recruitment, student tuition, scholarships, private sector involvement and administration to institutions of higher education (two-year and four-year), Hispanic Serving Institutions (HSIs), school districts (K-12), Hispanic serving school districts, and organizations serving Hispanic Americans;
- < Increase the grant award rate for Hispanic Serving Institutions from all Federal departments and agencies;
- < Establish a Federal agency collaborative working group to identify, build, and complement successful, existing programs;
- < Specify responsibility, data collection, procurement and contract considerations, and profile improvement at management and senior executive levels in the renewal version of *Executive Order 12900*;
- < Establish the office of the *White House Initiative on Educational Excellence for Hispanic Americans* as a permanent, ongoing collaborative effort between the Executive Branch and the Department of Education; and

- Prepare a plan of action to correct Hispanic participation performance in Federal agencies, below the 10 percent level.

Future Research Directions

There is a growing body of research on the education of Hispanic Americans. However, there is much more to learn and to implement. What follows is a brief listing of relevant issues for immediate, action-oriented research.

Early Childhood, Elementary, Middle School, High School, and Adult Education.

- Discover what can be done to promote inter- and intra-governmental agency collaborative approaches that promote preschool programs for Hispanic children;
- Explore to what extent early childhood bilingual programs enhance children's entry and success in later schooling;
- Investigate how distance-learning technologies can be utilized to prepare Hispanic preschoolers to begin school ready to learn;
- Analyze how teachers can be trained, in order to understand and to incorporate new knowledge, into their classrooms — knowledge which leads to an understanding of how ever-changing educational practices can be prescribed and implemented; and
- Determine which strategies for change are most effective and what resources are required to maintain exemplary learning environments that effectively integrate linguistic and cultural factors.

Access into Postsecondary Institutions and Appropriate Support.

- Analyze the points of entry and exit into postsecondary education for Hispanic students;

- < Identify factors and interventions that influence and predict Hispanic student's decisions to remain or to leave postsecondary education;
- < Identify the most effective proactive approaches for early outreach to middle schools and high schools, matriculation between two- and four-year institutions, and persistence interventions, including how these vary by Hispanic group, region, and background;
- < Analyze the financial support structures that best assure the successful completion of postsecondary education for Hispanic American students; and
- < Analyze the enrollment and graduation rates and student persistence factors of HSIs both on the continental U.S. and on the island of Puerto Rico.

Building Capacity in the Education Professions.

- < Determine how intellectually stimulating opportunities can be provided for educators to grow as professionals to improve pedagogy and to influence the expectations held by instructors about minority student performance.

Use of Testing and Assessment.

- < Explore what impact assessment reforms have on Hispanic student achievement.

Targeting Civil, Financial, Human, and Material Resources Toward Hispanic Americans in the Federal work force.

- < Determine what organizational, social, attitudinal, and political factors promote or obstruct effective Federal initiatives toward more inclusive approaches and programs with Hispanics as employees and as the recipients of agency-funded programs.

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Conclusion

In response to President Clinton's charge and in response to the commitment demonstrated by Secretary Riley, this report focuses national attention on the education of the Hispanic American community in the United States. By synthesizing public hearing testimony, expert panel deliberations, research, and inventories of Federal agencies, it reports on the educational disparity between Hispanics and non-Hispanics precisely to illuminate the gravity of the Presidential challenge.

The Commission calls upon the nation to improve education for Hispanic Americans. This call to action goes out to Hispanics and non-Hispanics alike — rich, middle-class, and poor — to work in partnership with the leadership and resources of government and the private sector.

The nature of the problem with the education of Hispanic Americans is rooted in a refusal to accept, to recognize, and to value the central role of Hispanics in the past, present, and future of this nation. It is characterized by a history of neglect, oppression, and periods of wanton denial of opportunity.

The successful resolution of what has become nothing less than a national crisis is embedded in the collective and collaborative response of the nation; and it must be characterized by the affirmation of the value and dignity of Hispanic communities, families, and individuals.

There are serious shortcomings in the public education system that directly lead to unacceptable dropout rates, exceedingly low numbers of college graduates, and an overall denial of educational excellence to Hispanic Americans. While certain academic gains can be measured with some groups of Hispanic students, there remain enormous gaps between Hispanic American students and other American students on specific measures of educational attainment.

Unequal educational outcomes diminish the nation's ability to compete in the global economy, thus weakening its national fabric by not utilizing all of its human capital. The nation essentially is being robbed of the full intellectual, moral, and

spiritual strengths of a major segment of the American population, Hispanic Americans.

To reiterate, the essential purpose of this *Call to Action* is to compel local, state, and Federal policy makers to take serious and immediate action to improve the educational attainment of Hispanic Americans. To help reach that goal, this report has provided an overview of both the demographic and cultural composition of Hispanic Americans and the current state of education for Hispanic Americans. Through specific findings and recommendations, the report has responded to the President's charge by providing information to help re-focus the nation's policies and resources that will be needed to counter the consequences of ignorance and inattention.

Since 1983, the educational war conducted on behalf of children in public schools is slowly being won for many students, but not for all. To win that war, this work requires commitment, as a nation, to provide the best education possible to all U.S. citizens. The Presidential Advisory Commission on Educational Excellence for Hispanics is aggressively and affirmatively committed to keeping the nation alert. The United States should not tolerate the loss to our society of any more generations of children of any cultural, racial, or linguistic background. Excellence and equity must be inseparable benchmarks for the education of all of our nation's children. This report, therefore, is not the last word on what concerns Hispanic Americans. On the contrary, this report is just the beginning.



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Hispanic Education Action Plan 1999

THE WHITE HOUSE
Office of the Vice President

For Immediate Release

February 2, 1998

"America's future prosperity depends on our ability to provide a sound education to all of our children. The President's Hispanic education initiative will offer Latino students a better chance to develop their full academic potential so they can contribute the full force of their talent to the success of America in the Twenty-First Century."

-- Vice President Gore, February 2, 1998

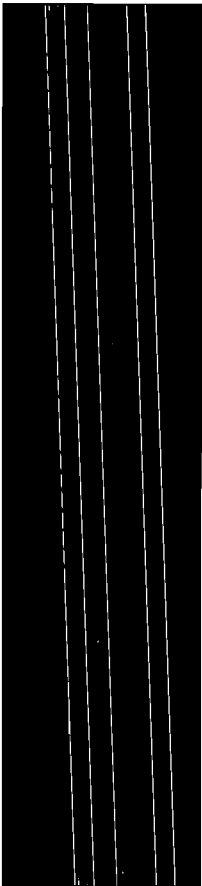
EXCELLENCE IN EDUCATION

THE CLINTON ADMINISTRATION'S HISPANIC EDUCATION ACTION PLAN

Vice President Gore today (2/2) announced the Administration's \$600 million Hispanic education action plan. In his State of the Union address, President Clinton reinforced his commitment to excellence in education for all Americans. America cannot prosper as a nation unless educational opportunity is made available to all of our children. Today, about 14 percent of the school-age population is Latino; by 2020, the proportion will grow to about 22 percent. Hispanic students are among the nation's most educationally disadvantaged. To address this educational disparity, the Clinton Administration's FY99 Budget includes more than \$600 million dollars for a comprehensive action plan based on high standards and research-based school reform:

I. \$393 Million to Strengthen Basic Reading and Math Skills: Students, including those with limited English skills, must be held to challenging academic standards, with a firm foundation in reading and math. President Clinton proposes to increase funding for Title I -- the largest elementary and secondary program -- by 5.3 percent -- a \$393 million increase -- to meet these critical needs for all disadvantaged students. Thirty-two percent of those served are Latino.

II. \$66 Million to Train 20,000 Teachers to Teach Students English, and Help Adults Learn English: A 17 percent increase -- \$33 million -- in the Federal program for children with limited English skills would help train 20,000 teachers over five years to more effectively teach English in the context of high academic standards. A \$33 million increase in adult education will provide more parents and other adults with English training, including the first year of a five-year, \$100 million effort to promote model approaches to adult English-as-a-Second Language (ESL) programs.



III. \$30 Million to Transform Schools with High Dropout Rates: The President is calling for a 25% expansion of a new effort to reform failing schools, specifically targeting schools with high-dropout rates. This increase will allow low-achieving schools to receive expert advice to adopt research-based models to improve teaching and learning.

IV. \$69 Million to Prepare Disadvantaged Youth for Success in College: The federal TRIO programs fund outreach and support programs to help disadvantaged students prepare for and successfully complete college through counseling and academic assistance. One of the programs -- Upward Bound, which helps high school students with academic preparation for college -- has been found to be especially helpful to Hispanic youth. The President has proposed a \$40 million (20 percent) increase in funding for Upward Bound. All other TRIO programs will receive a total increase of \$13 million. In addition, the Federal program to strengthen colleges with large Latino populations is slated for a \$16 million -- 133 percent -- increase.

V. \$60 Million to Improve Education Programs for Migrant Youth and Adults: Migrant families face particularly difficult obstacles to gaining the education and training they would need to improve their standard of living. President Clinton seeks significant increases in the Migrant Education Program (16 percent increase of \$50 million), High School Equivalency Program (HEP: 31 percent increase of \$2.4 million), College Assistance Migrant Program (CAMP: 138 percent increase of \$2.9 million) and Migrant Youth Job Training Demonstration (a new \$5 million).

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**THE WHITE HOUSE
CORRESPONDENCE TRACKING WORKSHEET**

ID# 416098
PAGE 1

DATE RECEIVED: 04/06/2000

NAME OF CORRESPONDENT: THE HONORABLE TONY HALL

SUBJECT: REQUESTS THE PRESIDENT TO SEND USAID ADMINISTRATOR BRADY ANDERSON AND
SECRETARY OF EDUCATION RICHARD RILEY TO THE WORLD EDUCATION FORUM IN DAKAR,
SENEGAL

		ACTION		DISPOSITION		
ROUTE TO: OFFICE/AGENCY	(STAFF NAME)	ACTION CODE	DATE YY/MM/DD	TYPE RESP	C D	COMPLETED YY/MM/DD
LEGISLATIVE AFFAIRS	CHARLES "CHUCK" BRAIN	ORG	2000/04/06			
ACTION COMMENTS: _____						
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COMMENTS BATCH #416092

ADDITIONAL CORRESPONDENTS: 0

MEDIA: LETTER

INDIVIDUAL CODES:

REPORT CODES:

USER CODES:

ACTION CODES:

A - APPROPRIATE ACTION
C - COMMENT/RECOMMENDATION
D - DRAFT RESPONSE
F - FURNISH FACT SHEET
I - INFO COPY/NO ACT NECESSARY
R - DIRECT REPLY W/ COPY
S - FOR SIGNATURE

DISPOSITION CODES:

A - ANSWERED
B - NON-SEPC-REFERRAL
C - COMPLETED
S - SUSPENDED

OUTGOING CORRESPONDENCE:

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TONY P. HALL

THIRD DISTRICT, OHIO

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RANKING MINORITY MEMBER

SUBCOMMITTEE ON RULES AND
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CHAIRMAN

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March 30, 2000



The President
The White House
Washington, DC 20500

APR 5 PM 6:24

Dear Mr. President:

Next month, the president of the World Bank, the heads of United Nations agencies, and education ministers from 160 nations will meet in Dakar, Senegal at the World Education Forum to develop a global plan of action for education in the 21st century. This meeting marks the ten-year anniversary of the Education For All Conference, when the global community pledged that all children should have access to basic education and that adult illiteracy and gender disparities should be reduced.

While tremendous progress has been made toward this goal, more than 130 million children still do not attend primary school and hundreds of millions more suffer from wretched learning environments. The World Education Forum will assess the progress made since 1990, review the challenges to improving education and develop a framework for achieving universal access to basic education.

For decades, the United States has been a leader in international education programs. USAID has developed innovative programs to increase access to school, especially for girls and to improve the quality of education in poor nations. These initiatives have not only had an enormous impact on education programs in those countries, but they have also provided highly effective models that have been replicated by other donors and governments and leveraged additional resources.

Please ensure the United States demonstrates our commitment and leadership by sending USAID Administrator Brady Anderson and Secretary of Education Richard Riley to this important meeting. I also urge you to commit additional resources toward achieving the goal of education for all.

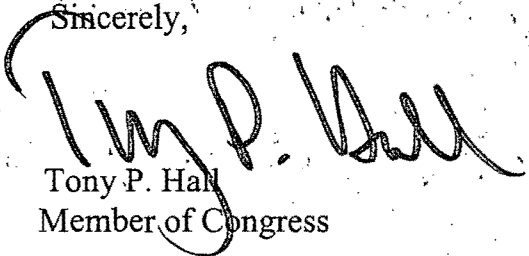
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860674

The President
March 30, 2000
Page 2

Mr. President, your commitment to education at home has been unmatched. Strong leadership at the World Education Forum will demonstrate a commitment abroad that is even more urgently needed.

Sincerely,



Tony P. Hall
Member of Congress

TPH:ehh

58 -

Please check w/ Leg. Affairs and

Draft a response from BR if one

is necessary. Check w/ Leg about

whether NSC should respond.

(A)

Campaign Partners With White House to Reach Hispanic Community

5/10/99 • Vol. 48, No. 9

The "College Is Possible" campaign is making a special effort to get its message of college affordability to the Hispanic community, through a series of conferences for parents and elementary/secondary officials sponsored by the White House Initiative on Educational Excellence for Hispanic Americans.

The American Council on Education (ACE) and other campaign members are participating in the White House conferences, which are designed to encourage parents to become involved in their children's education.

A March 7 meeting in Los Angeles featured California Governor Gray Davis and Henry Cisneros, president of the Hispanic television network Univision. More than 600 parents, teachers, and school administrators spent two days hearing from experts on everything from early childhood education to college financial aid. A similar meeting was held in San Antonio, Texas last October and future meetings will be held June 4-5 in New York City and in Chicago and Miami later this fall.

College and university campaign members in the New York, Chicago, or Miami metropolitan areas are encouraged to participate in the meetings by setting up an information booth or contributing a speaker. Contact Deborah Santiago at the White House Initiative for more information, (202) 401-1411.

In other campaign activities, the website, www.CollegeIsPossible.org, continues to attract between 5,000-6,000 visitors per week. The campaign's toll-free number (1-800-433-3243), established through a partnership with the U.S. Department of Education, continues to receive 2,000-3,000 callers per week. Much of the interest has been generated by grassroots activities undertaken by campaign members that have highlighted issues of college affordability issues, among them:

- The California State University, Sacramento ran a series of regional newspaper ads that integrate affordability themes, and university staff have developed posters and fliers, which have been used for high school visits and recruitment days.
- Clackamas Community College (OR) developed a new financial aid and affordability publication, "You CAN Afford College," that has been integrated into a comprehensive community outreach program, which includes presentations for parents on the Free Application for Federal Student Aid (FAFSA), weekly workshops on scholarships held during the winter term, and a special "Scholarship Night" held in late January.
- San Jose State University (CA) incorporated campaign themes and information into its annual College Resource Fair, where more than 1,000 middle- and high-school students and their families were able to speak to representatives from some 60 area colleges, universities, and government agencies.
- Tennessee Technological University and several other institutions have created a link from their homepage to the campaign website.

- The University of Nebraska at Omaha developed a campus-specific brochure in conjunction with the "College Is Possible" campaign that combines pertinent facts from the national campaign with specific statistics about the cost of attending college at UN Omaha.

For information on the "College Is Possible" campaign, click here -- "[College Is Possible](#)" -- or contact ACE's Office of Public Affairs at (202) 939-9365.

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Please send your questions, comments, and suggestions
to:
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Last Modified: May 24, 1999

Increasing Hispanic Participation in Higher Education: A Desirable Public Investment

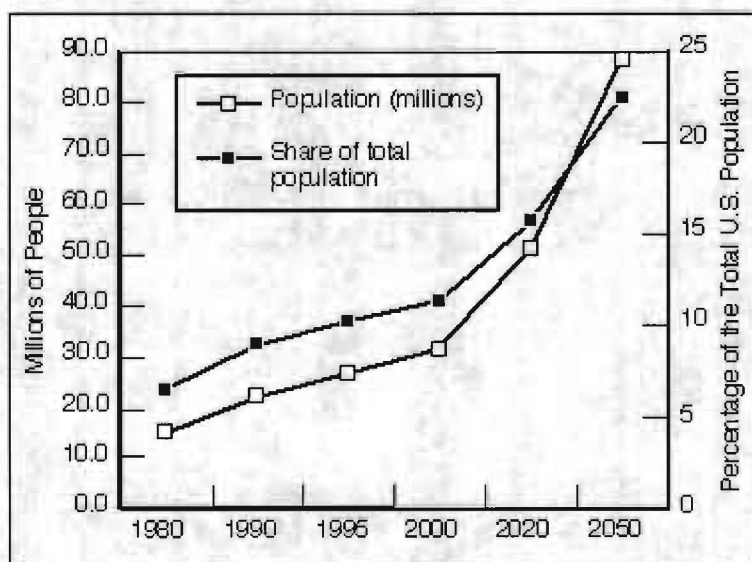
Stephen Sorensen, Dominic J. Brewer, Stephen J. Carroll, and Eugene Bryton

Hispanic youth represents the fastest growing segment of the U.S. population, and Hispanics now account for more than a quarter of all new entrants into the labor force. Education has historically been the path for upward occupational, economic, and social mobility in this country, but Hispanics complete college at much lower rates than other ethnic groups do and are much more likely to drop out of high school. What will it mean for the nation to have a growing, significant proportion of the population competing for low-skill jobs and locked in the lowest socioeconomic brackets?

The answers to this question will require a great deal more research than has yet been done on Hispanic education and its socioeconomic effects. There are surely benefits to society of closing the educational gap between Hispanics and other ethnic groups in terms of equity and social stability, though these benefits might be difficult to quantify. However, it is possible to estimate roughly what increasing Hispanic participation in higher education would mean for individuals' income and, thus, for the U.S. tax base and funding of social programs. In this paper, we present our estimates and conclude that, given the effects, increasing Hispanic education levels seems very much in the best economic interests of the country.

A Growing Population with Low Educational Attainment

The Hispanic population in the United States has grown remarkably. At more than 9 percent of the population in 1990 and with projected growth of about 3.5 percent every five years, Hispanics could account for 20 percent of the U.S. population by 2020 (see Figure 1). In addition, the age structure among Hispanics is pyramid-like, with nearly 40 percent below the age of 19, compared with 29 percent for the total population. Given this structure, the Hispanic share of the labor force is likely to increase even more.



SOURCE: U.S. Bureau of the Census.

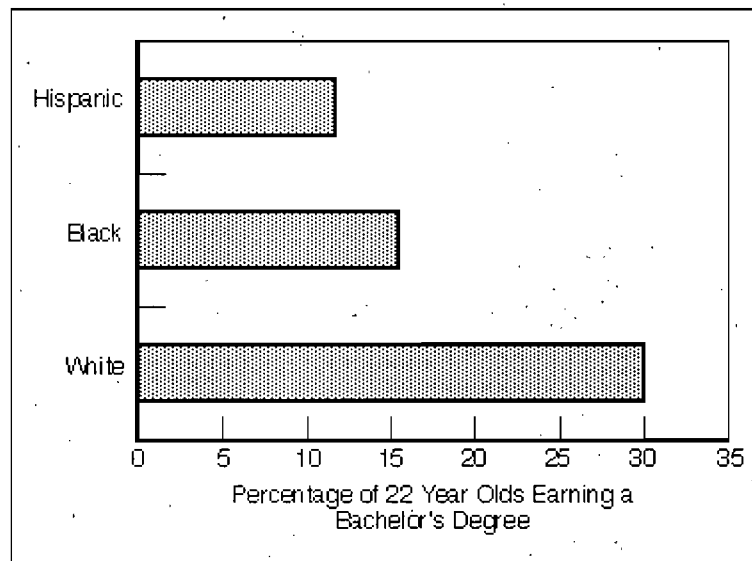
Figure 1--Hispanic Population Growth and Projections

The educational achievement of Hispanics has not kept pace with their increasing share of the population and the labor force. According to the 1990 U.S. Census, high school completion for Hispanics aged 22-24 was only 64 percent, compared with 91 and 84 percent for whites and blacks, respectively.

Although this figure for all Hispanics partly reflects the entry into the United States of young adult immigrants with low levels of education, the high school completion rate of native-born Hispanics (78 percent) still remains significantly lower than for other groups. Even more alarming, the growth rate for Hispanic high school completion lags that for blacks and has been only slightly higher than that for whites.

Low high school graduation rates have obvious repercussions for Hispanic higher education. Since there is a much smaller pool of college-eligible students, one would expect Hispanic college participation to be lower than other groups' participation. In fact, Hispanics are among the most severely underrepresented groups in higher education.

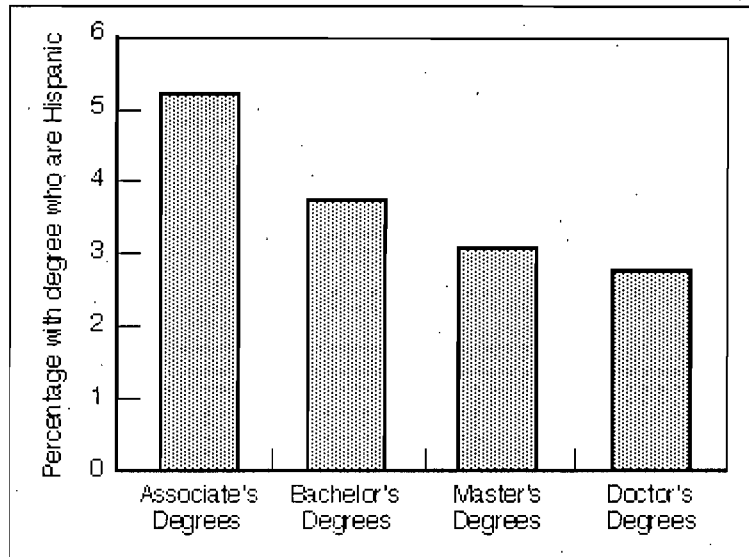
Using data from the National Center for Education Statistics' High School and Beyond database, Pelavin and Kane report that over 58 percent of white students attend some college within four years of high school graduation, compared with 45 percent of Hispanics (and 47 percent of blacks).^[1] Moreover, Hispanic degree attainment is much lower than that of whites, with only 12 percent of Hispanic 22 year olds earning bachelor's degrees (see Figure 2). This rate is four-fifths of the rate for blacks and less than half of the rate for whites.



SOURCE: National Center for Education Statistics.

Figure 2--Hispanics Are Less Likely to Complete Bachelor's Degrees

The effect of low academic attainment cascades through all levels of higher education. Figure 3 shows that the Hispanic share of the educated population dwindles as education levels increase. The disproportionately small percentage of Hispanics with bachelor's degrees necessarily means underrepresentation in professional and graduate schools, as well.



SOURCE: National Center for Education Statistics.

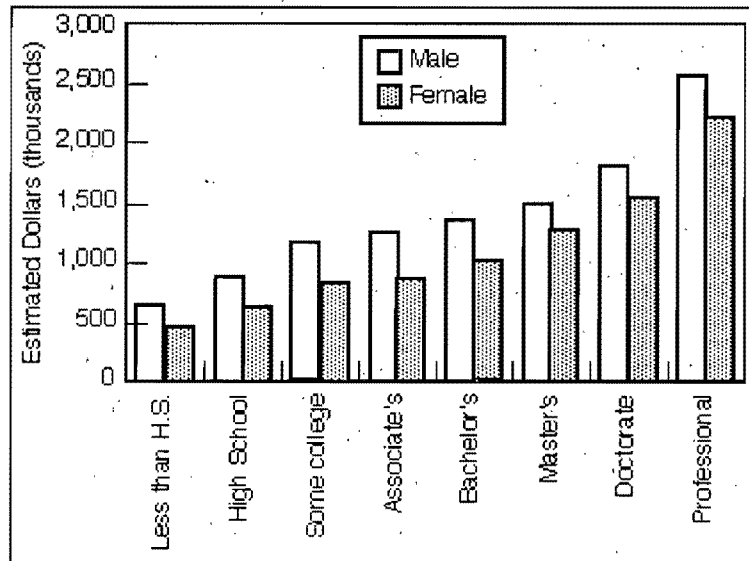
Figure 3--Hispanic Share Falls as Degree Level Rises

What Do Hispanics Lose from Low Participation in Higher Education?

A bumper sticker glibly asserts that "if you think education is expensive, you should try ignorance." This assertion is strongly supported by income statistics in the United States. Those with a bachelor's degree earn significantly more than those with only a high school diploma. In fact, the U.S. Census Bureau estimates the premium for a bachelor's degree (over a high school degree) at about \$600,000, or 75 percent more in lifetime earnings.

Using the Census methodology, we estimated the lifetime premiums for higher education for the current cohort of Hispanic males and females. (We calculated lifetime income for an individual under a 40-year earning horizon. We then used the current mean earnings for four age groups--25-34, 35-44, 45-54, and 55-64--as estimates of the individual's income.) Reported earnings do not reflect discounting or inflation. For further explanation, see U.S. Bureau of the Census Statistical Brief, S/94-25, Washington, D.C., 1994.

As Figure 4 shows, the premium for a bachelor's degree over a high school diploma is about \$500,000 for Hispanic men and \$400,000 for Hispanic women. More striking, the premium for a Hispanic with a professional degree is about \$1.7 million, over 200 percent more in lifetime earnings.

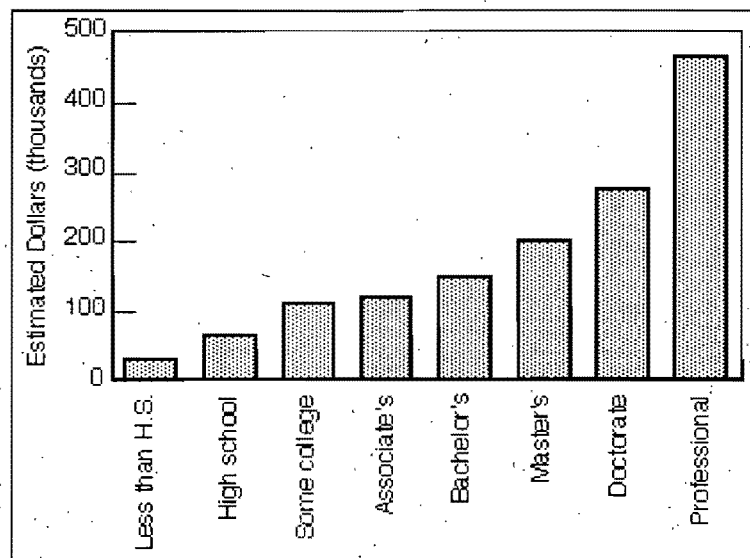


SOURCE: U.S. Bureau of the Census.

Figure 4--Hispanic Lifetime Earnings Rise with Education

What Does Society Lose?

Education pays off for individuals, but there are also payoffs to society. Over a lifetime, people who have college degrees (and concomitant higher earnings) pay significantly more in taxes than people who have only high school diplomas. Figure 5 shows estimated lifetime income tax payments based on the current tax schedule for Hispanic individuals with various educational levels. Hispanics with a bachelor's degree will pay more than twice as much in taxes as those with only a high school diploma, and Hispanics with a professional degree will pay an estimated three times as much as those with a bachelor's degree. These estimates were generated under the conservative assumptions that the wage gap between Hispanics and non-Hispanics would not be closed.



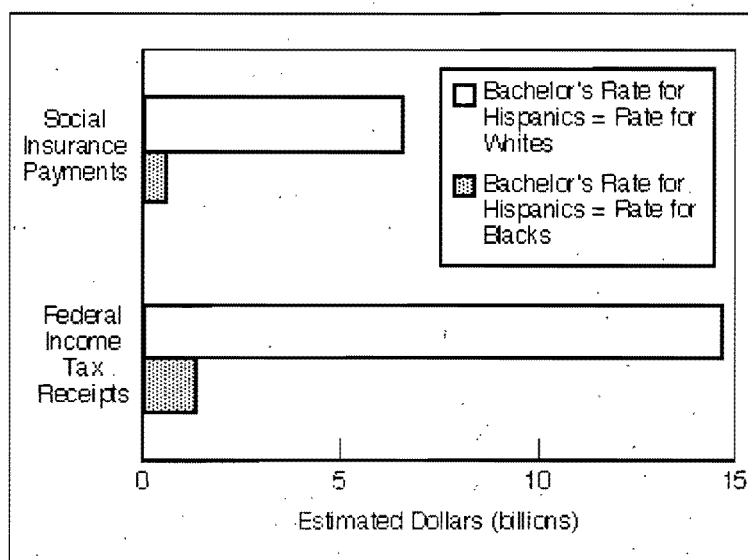
SOURCE: Authors' Calculations.

Figure 5--Estimated Lifetime Tax Payments for a Hispanic by Education Level

Increased Tax Revenues: Scenario One

With the caveats noted above in mind, we considered how raising Hispanic educational levels would affect tax revenues. The completion rate for bachelor's degrees is 12 percent for today's cohort of 18-year-old Hispanics. We estimated the effect of increasing Hispanic participation in higher education to either the current rate for blacks (15 percent) or the rate for whites (30 percent). Further, we assumed that the high school graduation rate for this cohort of Hispanics remained the same but that more went on to complete a bachelor's degree.

Figure 6 indicates the magnitude of the effect from raising Hispanic college participation levels. Boosting the college completion rate of that cohort to 15 percent would produce an estimated \$1 billion in federal tax payments, while raising the rate to 30 percent would generate about \$15 billion. In addition, the increased income levels would result in estimated increases in contributions to social insurance programs--Social Security and Medicare--of about \$600 million and \$6.6 billion at the rates for blacks and whites, respectively.



SOURCE: Authors' calculations.

Figure 6--How Federal Revenues Might Increase with Hispanic College Education: Scenario 1

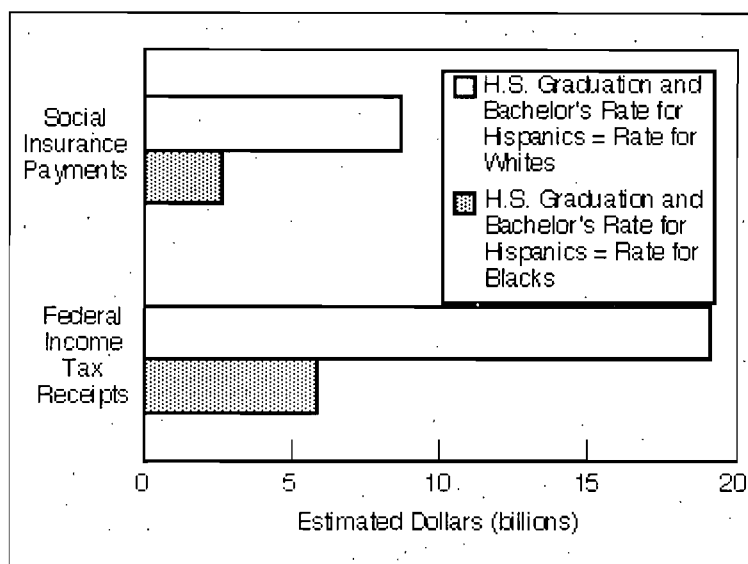
These numbers may seem small compared with the federal debt. However, these increases reflect the gross effects of increasing the college participation rate of only the current 18-year-old cohort of the Hispanic population. If we considered an entire generation, e.g., the cohort from birth to age 18, the increase in federal revenues from increasing Hispanics' college participation rates to those of whites would be on the order of \$10 billion in additional tax revenues *each* year.

Increased Tax Revenues: Scenario Two

Under Scenario One, we held high school completion rates for the cohort constant at the current rate. However, raising the level of Hispanic participation at the bachelor's level is likely to have positive effects at other educational levels: An increased rate of Hispanics completing college would increase motivation for Hispanic high school students to take academic subjects and complete high school. Raising the high school graduation rate would increase the pool of Hispanics eligible for college.

We tested the possible effects of increasing that pool by also raising the Hispanic rate of high school graduation to the levels of either blacks or whites (see Figure 7). With the rate for blacks (84 percent for high school graduation, 15 percent for college participation), the additional income tax revenue from Hispanics would be about \$6 billion. With the rate for whites (91 percent for high school graduation, 30 percent for college participation), the additional tax revenue would be about \$19 billion. These increases were for the 18-year-old cohort alone. Compounding such gains over multiple generations would

generate increases exceeding \$13 billion each year.



SOURCE: Authors' calculations.

Figure 7--How Federal Revenues Might Rise with Increased Hispanic College and High School Graduation Rates: Scenario 2

Conclusions

Although these estimates suggest that increasing Hispanic participation in higher education would be a sound public investment, they should not be taken as predictive: A definitive conclusion about the magnitude of this increase for Hispanics is not possible given the present lack of research on how higher education affects their earnings specifically. Nevertheless, our calculations indicate that the effect is considerable enough that the continued undereducation of Hispanics will exact a high economic toll for individuals and for society. Given the experience of other undereducated groups, there are certainly concomitant human, social, and political costs. These estimates thus may serve as a lower bound of the benefits of increasing the bachelor degree attainment of Hispanics.

[1]Sol H. Pelavin and Michael B. Kane, *Minority Participation in Higher Education*, Washington, D.C.: Pelavin Associates, 1990.

Results of specific studies are documented in other RAND publications and in professional journal articles and books. To obtain information about RAND studies or to order documents, contact Distribution Services (Telephone: 310-451-7002; FAX: 310-451-6915; or Internet: order@rand.org). Abstracts of all RAND documents may be viewed on the World Wide Web (<http://www.rand.org>). Publications are distributed to the trade by National Book Network.

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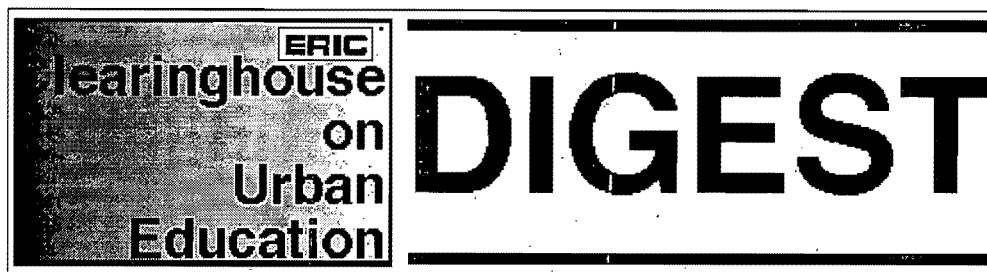
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INCREASING THE SCHOOL INVOLVEMENT OF HISPANIC PARENTS

Morton Inger
ERIC Clearinghouse on Urban Education

This digest is largely based on *Together Is Better: Building Strong Partnerships Between Schools and Hispanic Parents* (1990), written by Siobhan Nicolau and Carmen Lydia Ramos, and published by the Hispanic Policy Development Project, Inc. (HPDC). A 1998 edition of the publication and a companion parents' booklet (in English and Spanish) describing the differences between schools in the U.S. and most schools in Latin American students' countries of origin, are available from HPDC, 1001 Connecticut Avenue, NW, Suite 538, Washington, DC 20036, 202/822-8414.

The importance of family structure and support for extended families remains strong among Hispanics in the U.S. despite news reports about the decline of the traditional family in general. At home, Hispanic children are usually nurtured with great care by a large number of relatives. Often, however, family members don't extend their caregiving role into their children's schools; they are reluctant to become involved in either their children's education or in school activities. In the case of poor Hispanic parents, interactions with school range from low to nonexistent (Nicolau & Ramos, 1990).

There is considerable evidence that parent involvement leads to improved student achievement, better school attendance, and reduced dropout rates, and that these improvements occur regardless of the economic, racial, or cultural background of the family (Flaxman & Inger, 1991). Thus, given that 40 percent of Hispanic children are living in poverty, that Hispanics are the most under-educated major segment of the U.S. population, and that many Hispanic children enter kindergarten seriously lacking in language development and facility, regardless of whether they are bilingual, speak only English, or speak only Spanish, the need to increase the involvement of Hispanic parents in their children's schools is crucial.

Schools and Hispanics: Separated by Social Barriers

In Hispanics' countries of origin, the roles of parents and schools were sharply divided. Many low-income Hispanic parents view the U.S. school system as "a bureaucracy governed by educated non-Hispanics whom they have no right to question" (Nicolau & Ramos, 1990, p. 13). Many school administrators and teachers misread the reserve, the non-confrontational manners, and the non-involvement of Hispanic parents to mean that they are uncaring about their children's education--and this misperception has led to a cycle of mutual mistrust and suspicion between poor Hispanic parents and school personnel.

Many schools have unconsciously erected barriers to Hispanic parents, adopting a paternalistic or condescending attitude toward them. In some cases, parent-teacher organizations meet during working hours, and material sent home is in English only. Few teachers or administrators are offered guidance or

training to help them understand and reach out to Hispanic parents, and school personnel rarely speak Spanish. Less than three percent of the nation's elementary school teachers, less than two percent of secondary teachers, and only two percent of other school personnel are Hispanic (Orum & Navarette, 1990).

The Hispanic Family: An Untapped Resource

One step that schools can take is to understand and tap into an important and underutilized source of strength--the Hispanic extended family. Aunts, uncles, grandparents, cousins, godparents, and even friends all play a role in reinforcing family values and rearing children. This is a resource that schools can and should draw on.

With budget cuts affecting virtually every school district in the country, public schools have turned to parents for help. Parents keep school libraries open, raise funds for computers and playground equipment, and, at some schools, even pay out of their own pockets to continue before-school and after-school enrichment programs. Although worthwhile, these efforts raise troubling questions: "[W]hat happens to schools in which parents do not have enough money to compensate for the system's failings?" (Chira, 1992). And what happens at schools where Hispanic parents are not involved and therefore are not available to supplement the school's staff? Does this put their children at an increased competitive disadvantage? Budget crises thus reinforce the urgency for schools to break down the barriers between them and Hispanic families.

Through expanded outreach efforts, a budget crisis could be an opportunity to bring Hispanic family members into the school. Even if the parents are working and cannot volunteer their time, other available family members could serve as a pool of potential volunteers. If the schools need their help, and if this need is made clear, Hispanic family members are more likely to feel welcome, useful, and respected, and this participation could lead to a fuller involvement with the school.

But the need for schools to work with what Delgado (1992) calls the "natural support systems" of Hispanics--e.g., the extended family, neighborhood mutual-help groups, community based organizations--goes beyond the short-term exigencies of a budget crisis. By working with these natural support systems and not insisting on meeting only with the nuclear family, schools can draw poor Hispanic families into the system.

Removing the Barriers

Some educators, community groups, and government agencies are working to develop ways to encourage greater participation by low-income, non-English-speaking parents. Some school districts now employ a range of special training programs to help parents build self-esteem, improve their communication skills, and conduct activities that will improve their children's study habits. Within the U.S. Department of Education's Office of Elementary and Secondary Education (OESE), Project Even Start provides assistance to instructional programs that combine adult literacy outreach with training to enable parents to support the educational growth of their children. In the private sphere, many Hispanic organizations have undertaken a variety of projects to improve the relationship between schools and poor Hispanic families. For example, the Hispanic Policy Development Project (HPDP) conducted a nationwide grant program to promote and test strategies to increase Hispanic parental involvement in the schooling of their children. And the National Council of La Raza (NCLR) runs a series of demonstration projects, called Project EXCEL, that combine tutoring and enrichment programs for Hispanic children with training seminars for parents.

Recommendations

The following recommendations are based on what has been learned from the efforts of educators and community groups to improve Hispanic parent involvement.

Programs that increase and retain the involvement of Hispanic parents follow a simple, basic rule: they make it easy for parents to participate. In Detroit's Effective Parenting Skills Program, for example, programs and materials are bilingual, baby-sitting is provided, there are no fees, and times and locations of meetings are arranged for the convenience of the parents (Linn, 1990, cited in Flaxman & Inger, 1991). Other programs provide interpreters and transportation.

Outreach efforts require extra staff. They take considerable time and cannot be handled by a regular staff person with an already full job description. Also, successful outreach is organized by people who have volunteered, not by people who have been assigned to the job.

Hispanic parents need to be allowed to become involved with the school community at their own pace. As the Hispanic Policy Development Project (HPDP) learned, "All the schools that felt that poor Hispanic parents should begin their involvement by joining the existing parents' organizations failed" (Nicolau & Ramos, 1990, p. 18). Before they join existing parent organizations, Hispanic parents want to acquire the skills and the confidence to contribute as equals.

The hardest part of building a partnership with low-income Hispanic parents is getting parents to the first meeting. HPDP found that impersonal efforts--letters, flyers, announcements at church services or on local radio or TV--were largely ineffective, even when these efforts were in Spanish. The only successful approach is personal: face-to-face conversations with parents in their primary language in their homes.

Home visits not only personalize the invitations but help school staff to understand and deal with parents' concerns. The schools learn, for example, which families need baby-sitting or transportation; and the parents learn whether they can trust the school staff or otherwise allay their fears about attending. Since many low-income Hispanics feel uncomfortable in schools, successful projects hold the first meetings outside of the school, preferably at sites that are familiar to the parents. Successful first meetings are primarily social events; unsuccessful ones are formal events at school, with information aimed "at" the parents.

To retain the involvement of low-income Hispanic parents, every meeting has to respond to some needs or concerns of the parents. Programs that consult with parents regarding agendas and meeting formats and begin with the parents' agenda eventually cover issues that the school considers vital; those that stick exclusively to the school's agenda lose the parents.

Based on what it learned from its 42 School/Parent projects, HPDP concluded that overcoming the barriers between schools and Hispanic parents does not require large amounts of money; it does require personal outreach, non-judgmental communication, and respect for parents' feelings. HPDP found that although Hispanic school personnel can facilitate the process, non-Hispanics can also be effective. In fact, HPDP reported that the two most successful and innovative programs were led by a Chinese principal and an Anglo principal. Both, however, spoke Spanish.

Resources

ASPIRA, 1112 16th St., NW, Suite 340 Washington, DC 20036

Hispanic Policy Development Project, 250 Park Ave. South, Suite 5000A New York, NY 10003

Mexican American Legal Defense Fund, 634 South Spring St., 11th Floor Los Angeles, CA 90014

National Council of La Raza, 810 First St., NE, Suite 300 Washington, DC 20002-4205

National Puerto Rican Coalition, 1700 K Street, NW Washington, DC 20006

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ERIC Clearinghouse on Urban Education, Institute for Urban and Minority Education, Box 40, Teachers College, Columbia University, New York, NY 10027, (800) 601-4868, eric-web@columbia.edu. Erwin Flaxman, Director. Wendy Schwartz, Managing Editor.

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Gaining Early Awareness & Readiness for Undergraduate Programs

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The Challenge

Helping More Low-Income Students Prepare for College

Many of America's talented young people end their formal education at high school. For them, the opportunity to prepare for and go on to college is not apparent because of low expectations and motivation, a lack of appropriate curriculum, instruction, and support, and/or the absence of information that clearly delineates available educational options and opportunities. Although this problem cuts across all income levels (fully a third of middle income students with average test scores do not attend college), it is particularly acute for the nation's poor. Even high academic achievers from low-income families are five times less likely to attend college than their high achieving more economically advantaged peers.

The reasons for this are myriad. Too many of this nation's economically disadvantaged children are neither encouraged sufficiently to strive for college nor prompted early enough to think about continuing beyond high school. As a result, they do not plan for college and fail to enroll in secondary school courses needed for college entry. For those who do take the right courses, however, the kinds of extra support they may need to succeed academically are often unavailable. Moreover, as studies show, the parents of these same students seldom feel that they possess the information to encourage and guide their children toward post-secondary education. They need and want more information about college preparatory and advanced placement courses as well as the cost of college and how they can afford to pay for it. Without this information they are at a loss to encourage and guide their children toward a college education. The result is that unlike their more advantaged peers, whether children from low-income families get the right information and encouragement, take the right courses and get the help they need to succeed is too often left to happenstance rather than design. This situation is not only inherently unfair and a waste of young talent, but also a threat to the nation's long-term prosperity. For it is through the knowledge and skills of its citizens and by extension the long-term educational attainment of its children, that a nation realizes its future.

In recognition of the need to provide a true opportunity to a quality education that all children deserve, GEAR UP was signed into law as part of the Higher Education Amendments of 1998 (Public Law 105-244). GEAR UP is designed to enable more young Americans to stay in school, study hard, and take the right courses to go to college. It is aimed at enabling low-income communities and States to create new or expanded plans that strengthen their schools and provide educational opportunities for low-income students. Based upon proven models, GEAR UP supports local schools, community-based organizations, businesses, institutions of higher education, and States to work together to help students and their parents gain needed knowledge, and strengthen academic programs and student services in the schools. Through GEAR UP, the U.S. Department of Education addresses the challenge to help more low-income students become prepared academically and financially to enter into and succeed in college.

The Response Must Address Need, Effective Strategies, And Commitment

Grants awarded under this initiative will support local partnerships and State efforts to develop or expand comprehensive programs that provide the opportunities, support, and information low-income middle and high students need to: have high expectations, stay in school, study hard, and go to college. Every school -- large or small, urban, suburban or rural -- in the country has the responsibility to provide access to a quality education for all students, rich or poor.

To insure that low-income students have the opportunities, support and information they need to go on to college, GEAR UP programs must develop effective responses to three demands.

NEED: Students from low-income families have low rates of academic success and low levels of academic attainment relative to their more advantaged peers. This is particularly true of students who attend schools where the majority of their classmates come from equally modest circumstances. In contrast, low-income students attending schools where the majority of students are more advantaged, record higher levels of achievement and attainment than low-income students enrolled in schools where poverty is pervasive. Put simply, poverty has the most negative impact where it is the most concentrated. If we are to meet the challenge of helping more low-income students prepare for college, therefore, we must concentrate on those neighborhood schools within communities of high financial need.

Of course, even in some of this nation's poorest communities there are schools that manage to produce students with the academic achievement and educational attainment comparable to those found in more affluent areas. These schools -- staffed by well-prepared and committed individuals -- have been particularly successful in mitigating the negative effects of poverty on young minds. They have done so, by first carefully assessing the academic, social, and support needs of students and the concomitant programmatic needs and gaps in services that prevent students from being successful. If we hope to help more low-income students succeed, the first thing we must do is look within schools and the community to identify what must be changed, what must be improved, and what must be added or enhanced so that every student has a real opportunity for academic success and educational attainment.

EFFECTIVE STRATEGIES: Figuring out what the needs and gaps in services are, is only a start. Delineating and initiating strategies to address those needs is at the heart of meeting the challenge. For example, although taking algebra by the eighth or ninth grade is a gateway to college preparatory courses, such as geometry, trigonometry, chemistry, calculus, and physics, only 15% of low-income students enroll in algebra by the eighth grade. This despite the fact that those low-income students who do take algebra and geometry are almost three times more likely to attend college than those students who do not. Getting low-income students to take algebra by the eighth or ninth grade, therefore, is a worthy goal. However, meeting the need to improve students' basic mathematics skills will likely be a precursor to taking and successfully completing an algebra course. What strategies and services will be employed to meet this need yet keep students on track to take algebra no later than the ninth grade? Will it require curricular changes? Upgraded teacher professional development? Smaller classes with more targeted instruction? One-on-one tutoring? Saturday academies? All of the above? In short, how exactly can the needs of students and required changes in schooling be tied to strategies that ensure that needs are met and programmatic gaps are filled?

As another example, the parents of these students may have no clear idea of how one prepares for college or the existence of available financial assistance to offset the expense of higher education. In a recent Gallup poll, 70% of parents indicated that they have little information, or need more information, about which courses their child should take to prepare for college, and 89% want more information regarding how to pay for college. Yet, this kind of knowledge is vital if parents are to serve as effective academic mentors for their children. Clearly, here is a need that must be met because it impacts the expectations and aspirations that low-income parents have for their children. In addressing this need, some questions that arise may be "what strategies best engage parents in the education of their children?" Or, "in what forms and in what ways should needed knowledge be conveyed so that parents may serve as effective educational mentors and partners in their children's long term educational goals?"

These are the kinds of issues that must be addressed and the subsequent planning and strategies that must take place if individual and programmatic needs are to be met. To meet the challenge, therefore, the response must be systematic and comprehensive if more low-income students are to realize the potential that lies within each of them.

COMMITMENT: The concept of a college awareness and preparation is not new. We have known for some time that such programs can be successful. Students who participate in high-quality college awareness programs and strengthen their academic preparation attend college at a higher rate than those who do not. What sets GEAR UP apart from the other programs? First, GEAR UP reflects the call by

hundreds of college presidents and scores of community organizations for a new national ethic that all colleges should partner with low-income, middle grade schools in order to help prepare the children of our nation for college. If we, as a nation, truly value education, those who have experienced college must help our young people get on the right path to college and success. Second, GEAR UP provides for an ongoing process that will enable students and families to learn about and plan for college over a period of years. We must reach students – and their parents – far earlier, and in far greater numbers, with accurate information about the demands and expectations of college, both academic and financial. Third, GEAR UP uses a different, more systematic approach that involves students and families, K-12 schools, colleges and community-based groups. The lack of experience with college -- not just within families but within entire neighborhoods – has meant that piecemeal and pullout programs have reached only a fraction of the population. GEAR UP programs will provide college awareness services, including mentoring, academic course counseling and financial aid information as well as strengthen the instruction and course offerings in participating middle and high schools. These services must be provided during as well as outside the school day. This is what must be done if we are to help more low-income students prepare for college.

This kind of vision calls for commitment on the part of all involved – educators, parents, students, partners, and states. It also calls for a commitment to continue the program beyond the federal support that initiates it lest it die after the funding runs out. Commitment of this sort requires resources, of course, but it is sustained on success both incremental and long-term. Commitment to careful planning, proper execution, teamwork, communication, self-reflection, and dedication to continuous improvement ensure such success. And success in these terms is absolutely vital if we are to meet the challenge to give low-income students high expectations, have them stay in school, study hard, and go to college.



[Gear Up Home Page](#)



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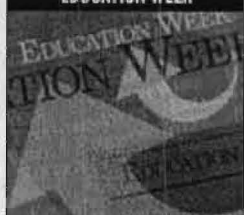
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U.S. Report Tracks High Dropout Rate Among Hispanics

By Lynn Schnaiberg

While the school dropout rates of some minorities have fallen over time, the rates for Hispanic students have remained stubbornly high, according to a report released last week by the U.S. Department of Education.

In 1994, the most recent year for which figures are available, the annual dropout rate for Hispanic students was more than double the rate for African-Americans and 3 1/2 times that for non-Hispanic whites, the study concludes.

With Hispanics poised to become the largest ethnic minority in the United States--projections indicate they will make up one in five Americans by 2050--the dropout statistics take on added significance. Hispanics now make up about 13.5 percent of the nation's school-age children, according to the Education Department.

For More Information

Free copies of "No More Excuses: The Final Report of the Hispanic Dropout Project" are available from the U.S. Department of Education at (202) 401-3026.

Poverty, lack of English skills, and recent immigrant status may contribute to the alarming figures, said Eugene E. Garcia, one of the report's authors and the dean of the graduate school of education at University of

California, Berkeley. But even when those factors are taken into account, he added, Hispanics are still more likely to drop out of school than non-Hispanic classmates with similar backgrounds.

"It's a tough issue to grab hold of," said Mr. Garcia, who is a former director of the Education Department's office of bilingual education and minority-languages affairs.

But rather than ponder why Hispanics' high dropout rates persist, the authors urged policymakers to take action to bring the rates down.

'Schools Failing Kids'

The Clinton administration, which has introduced a flurry of new education proposals with its proposed 1999 federal budget, last week seemed happy to oblige.

In a White House ceremony Feb. 2, Vice President Al Gore announced a \$600 million "Hispanic education action plan," which includes \$150 million for dropout-prevention efforts and proposed increases for programs that help at-risk students prepare for college. Not all \$600 million is exclusively for Hispanics, since the sum includes increases for

Read a related story, "Milwaukee Takes On a Tough Problem: the Dropout Rate," in This Week's News.

Read our story, "Hispanic Dropouts Face Higher Hurdles, Study Says," Aug. 6, 1997.

"Surge in Hispanic Student Enrollment Predicted," March 27, 1996.

million is exclusively for Hispanics, since the sum includes increases for the massive Title I program, which provides educational services for poor students from all backgrounds.

The appeal of such proposals for Hispanic voters clearly was not lost on leaders like Raul Yzaguirre, the president of the Washington-based National Council of La Raza, one of the largest advocacy groups for Latinos.

"Improving educational opportunities is the single most popular issue in the Latino community," Mr. Yzaguirre said in a statement. "Those in Congress who would thwart investments in education in the name of 'budget constraints' do so at their own peril."

Last week's report, which includes recommendations and information on successful dropout-prevention programs, is the product of a seven-member task force of academics convened in 1995 by Secretary of Education Richard W. Riley. Mr. Riley's action was urged by Sen. Jeff Bingaman, D-N.M., who hails from a state where 47 percent of schoolchildren are Hispanic.

Low Expectations

"This is not about kids failing at school, it's about schools failing kids," said a spokeswoman for Sen. Bingaman, who has introduced a national dropout-prevention bill. The spokeswoman underscored the report's conclusion that many Hispanic students attend schools that do not hold high expectations for students and are overcrowded and poor.

The dropout problem is a familiar one in New Mexico's largest district, Albuquerque, which serves nearly 90,000 students. In an effort to keep children in school, some of the city's high schools have hired home liaisons to work with the families of students who are at risk of dropping out, said Jennifer L. Dunstan, a district spokeswoman. "It's definitely one of our biggest issues," she added.

Although the nation's overall school completion has risen steadily over the past 40 years, the dropout rate for Hispanics has remained at 30 percent to 35 percent, according to the report. In 1994, the nationwide dropout rate was 11.5 percent.

On the Web

"The Condition of Education 1996," issued by the U.S. Department of Education's National Center for Education Statistics, breaks out dropout rates by sex and ethnicity.

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A W.K. Kellogg Foundation Initiative for Hispanic Higher Education

News Release, January 18, 2000



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For a listing of Hispanic-Serving Institutions visit this website:

<http://www.ed.gov/offices/OIIA/Hispanic/hsi.html>

Overview

The W.K. Kellogg Foundation announces the initiation of a new program focused on assisting communities to strengthen the educational pipeline for Latino* youth. Known as ENLACE, or Engaging Latino Communities for Education, this initiative is designed to be a comprehensive, community-based collaborative effort among Hispanic Serving Institutions (HSIs)** and other colleges and universities, K-12 schools, and community organizations.

The term "ENLACE" is from the Spanish word "enlazar," which means to link or weave together — to connect in such a way that the new entity is stronger than its parts. To improve the education of Latino youth, strategies must be found to draw upon the strengths of Latino people and communities to create a vibrant, healthy learning environment for today's young people.

ENLACE will enhance educational opportunities through support of partnerships among communities, K-12, and institutions of higher education.

The program reflects lessons learned from other Kellogg Foundation-funded initiatives. On this framework of experience, ENLACE will interweave the efforts of many diverse partners with three continuous threads:

1. A common vision of a brighter future for Latino youth,
2. Collaborative work in coalitions, and
3. A focus on strengthening K-12/university/community partnerships.

The Kellogg Foundation's experience confirms the strength of these unifying elements.

Supporting a vision.

For many of our nation's young people, education is a way to opportunity. But for millions of Latino students — more than 90 percent — the path stops short of college. The educational level of Latinos in the United States is the lowest of any group:

- Latinos have the highest dropout rates of any student group — as high as 30 percent at some levels.
- Barely half of Latinos age 25 and older have earned high school diplomas.
- Only 2 percent of all doctorates are awarded to Latinos.

The human potential lost for our nation due to the under-education of Latino students is a tragic waste and makes poverty and limited opportunity more likely for the next generation.

By 2020, Latinos will constitute one-fifth of the workforce. Our response to preparing this workforce will affect the intangible wealth of our nation — the premise that each individual has worth; a promise of equal opportunity; and pride in drawing greatness from human diversity.

Most believe multiple solutions are needed to improve educational opportunities for Latino youth. No one set of policies or strategies, no one group of organizations or institutions, can support the pathway to educating Latino students through college graduation. Generally, current approaches target specific parts of the educational continuum and work in relative isolation. ENLACE will enhance these efforts by uniting institutions, organizations, and communities in single-minded commitment to improving education for Latino youth.

ENLACE's vision joins many separate programs and projects, drawing them together to create a brighter future in which well-educated Latino youth pursue their dreams and interests as they build strong communities and contribute to strengthening the nation.

Collaborating through partnerships.

Collaboration is the primary operating principle of ENLACE, and the chief method used to shape it. In developing ENLACE, the Foundation:

- Drew on experience gained from work with U.S. higher education institutions to expand the cohort of Hispanic educators, and on experience with Latin American rural development and health professions education.

- Conducted exploratory research and engaged in conversations with individuals, communities, and institutions to understand the issues unique to Latino students and identify leverage points for improving their education.
- Relied upon an advisory group of national Hispanic leaders to help frame the initiative, provide guidance, and identify best practices, potential partners, and resources.

Through many other efforts to close educational gaps, the Foundation has learned that sustainable educational improvements require changes along the entire educational continuum. This knowledge informed ENLACE's goal:

To develop new partnerships and strengthen existing ones among higher education institutions, communities, K-12 schools, and business in order to increase opportunities for Latino students to enter and graduate from college.

To be eligible to participate in ENLACE, applicants must be Hispanic Serving Institutions (HSIs) or institutions with at least 2,500 Latino students currently enrolled. Institutions also must have a documented history of commitment to Latino education and outreach to the Latino community. Non-Hispanic serving institutions applying for funding will be expected to have explicit plans for working in partnership with HSIs.

ENLACE will draw potential and existing partnerships into new patterns of collaboration, so they in turn can extend support to Latino students from the first day of school through college graduation. Developing collaborative partnerships and coalitions will enable ENLACE to:

1. Support HSI/K-12/community coalitions and partnerships that increase educational success and community involvement, and
2. Inform key stakeholders of best practices and models to improve the education of Latino students.

Supporting the education community.

Even with a host of partners, a shared vision, and strong collaborations and coalitions, ENLACE's success will depend largely on its ability to strengthen the capacity of institutions and systems serving Latino students.

In designing ENLACE's approach, the Foundation drew upon lessons learned through initiatives with other minority institutions, including Tribal Colleges and Historically Black Colleges and Universities. Because these institutions often develop distinct ways to serve their students and strive to preserve cultural traditions, they constitute both entry and leverage points for improving education. Kellogg Foundation initiatives have helped these institutions expand their crucial role by fostering community-mainstream institution partnerships. Today, these coalitions are making significant progress toward common goals.

Most ENLACE activities will be concentrated in selected states — regions selected for their potential to inform, impact, and leverage sustainable change for the greatest number of Latino youth:

- California
- Arizona, New Mexico, and Colorado (the Southwest)
- Texas
- Illinois and Michigan (Midwest)
- New York
- Florida

How ENLACE will pursue its goals.

The first challenge in crafting a better future for millions of students is to identify creative plans for work in multiple, diverse settings. To this end, ENLACE will select partners, initiate work, and share approaches in three phases carried out over six years.

Program structure and timeline.

ENLACE's work will include elements essential for success — accountability, networking, and innovative problem-solving.

Phase I — Identifying and developing partnerships.

For Phase 1 of ENLACE, the Kellogg Foundation will invite institutions of higher education within the target regions to apply for one-year planning grants not to exceed \$100,000. Of the invited grantees, the Foundation will fund 10 to 15 planning grants in the designated regions.

Phase II — Implementation.

Upon completion of the planning phase, ENLACE will fund 8 to 10 implementation grants of up to \$2 million each over four years within the designated regions. As part of this work, the Foundation will be looking for evidence that coalitions build programs that create success in the educational continuum.

Under Phase II, partnerships will be selected for funding with priority given to coalitions that bring together diverse organizations who pool their resources to design long-term community/institutional structures. These structures and partnerships must demonstrate ability to impact system change. Grantees also will have an opportunity to participate in a series of networking meetings and leadership symposia sponsored by the Foundation to share lessons learned.

Phase III — Institutionalization and sustainability.

The last phase of the initiative will focus on disseminating the impact of the efforts, as well as institutionalization and sustainability of the vehicles of success. ENLACE activities will link with other national education agendas and will rely on leaders and changemakers who are at the forefront of the policy issues for counsel. Assessment will run throughout the process and beyond.

The leveraging of lessons learned throughout the ENLACE Initiative will

continue to be informed by an advisory committee comprised of Latino leaders and students.

Threading together solutions.

The Foundation believes ENLACE is right for its time. Mounting social, economic, and workforce pressures are creating new space for federal, state, and local government efforts that can shape a new framework for student success.

It is a time when many minds are open to a bold experiment and many hands will help propel these activities. To create a fabric of better education for millions of Latino students, ENLACE will need many partners and participants: HSIs and mainstream higher education institutions, funding sources, Latino parents and students, student organizations, alumni associations, policymakers at all levels, leaders who address education issues in every arena, and friends in communities, government, business, and industry. We invite you to join us in this effort.

To learn more about ENLACE, please contact:

ENLACE — Hispanic Higher Education Initiative
W.K. Kellogg Foundation
One Michigan Avenue East
Battle Creek, MI 49017-4058
USA

To receive an *ENLACE* brochure and invitation for Proposal, please call

1-800-819-9997
TDD on site

***ENLACE* Questions and Answers**

PowerPoint presentation on *ENLACE*, responses to frequently asked questions, and the Invitation for Proposals has been posted to the website of our project manager for this initiative, Intercultural Development Research Association (IDRA) in San Antonio. This information available for your use. Their website address is:

www.idra.org

This information is updated regularly as inquiries are received. If you have a question or a concern that you would like to have clarified regarding the *ENLACE* initiative, you may send it to omaroney@idra.org. A response to your inquiry will be posted on-line at IDRA's web site within five working days.

Due Dates for Planning Grants

Phase I - Identifying and Developing Partnerships: The first phase of the work includes identifying and developing partnerships. The Foundation expects to invite qualifying higher education institutions to apply for one-year planning grants. From this group, the Foundation anticipates funding 10 to 15 partnerships (up to \$100,000 each). Phase I planning grant proposals are due

to the Foundation by October 25, 1999. Grant award announcements are tentatively planned for December 15, 1999.

* The Kellogg Foundation recognizes and values the diversity represented by the terms "Hispanic" and "Latino." Since the use of either term largely depends on personal or regional preferences, we use both interchangeably in our work, acknowledging the richness in diversity within this population.

** By Federal definition, HSIs are those institutions of higher education that have 25 percent or more full-time Hispanic enrollment and meet other specifications outlined by Federal regulations.

More Information

A Microsoft PowerPoint® presentation on ENLACE, responses to frequently asked questions, and the Invitation for Proposals has been posted to the website of our project manager for this initiative, Intercultural Development Research Association (IDRA) in San Antonio. This information is available at the following web address: www.idra.org.



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ED357911 Mar 93 Hispanics in Higher Education: Trends in Participation. ERIC Digest.
Author: Chahin, Jaime

ERIC Clearinghouse on Rural Education and Small Schools, Charleston, WV.

THIS DIGEST WAS CREATED BY ERIC, THE EDUCATIONAL RESOURCES INFORMATION CENTER. FOR MORE INFORMATION ABOUT ERIC, CONTACT ACCESS ERIC 1-800-LET-ERIC

THIS DIGEST CONSIDERS trends in the participation of Hispanics in higher education from 1980 to 1990. Educators at all levels (including elementary and secondary schools) need to understand the circumstances of improved educational attainment among members of this increasingly influential population.

The Digest first examines participation rates in overall demographic context and then examines the importance of the K-12 experience. Then it considers trends in enrollment and degree completion. The discussion concludes by drawing implications from the data and recommending measures to help improve related practice in both K-12 and higher education.

COLLEGE PARTICIPATION RATES IN DEMOGRAPHIC CONTEXT

The college participation rate is the most important indicator of the status of Hispanics in higher education. This Digest considers participation in terms of current enrollments and degrees awarded. The discussion illustrates trends, in most cases, by comparing 1979 or 1980 data with 1990 data. Two sorts of participation rates are considered: (1) changes in absolute numbers and (2) changes in the share of Hispanic participation. By both measures, as the analysis will show, Hispanic participation is improving markedly.

Interpretation of these data, however, requires some consideration of overall demographic context. Although participation is growing, the Hispanic share of participation (enrollment and degrees) is still far less than the Hispanic share of the general population. Indeed, evidence suggests that the proportion of all Hispanic youth attending college has declined. The total number of Hispanic college-aged youth (those aged 18 to 24 years) increased by 35.2 percent between 1980 and 1990 (Garcia & Montgomery, 1991). Nonetheless, the enrollment of this cohort in higher education declined to 16.2 percent in 1990, down from its 1975 high of 20.4 percent (Snyder & Hoffman, 1992, Table 173; cf. Carter & Wilson, 1992). The trend among all non-Hispanic whites in this cohort is quite different--an increase to 36.8 percent in 1990 from 27.4 percent in 1975.

THE IMPORTANCE OF THE K-12 EXPERIENCE

Rendon and Nora (1988) note that improving the level of educational attainment among Hispanics requires attention to the K-12 experience. Improvement will most fundamentally require sustained efforts to increase the high school graduation rate, though this increase is not sufficient in itself.

In 1991, 183,740 Hispanics graduated from high school, an increase of 31.2 percent over the 1985 figure (Western Interstate Commission for Higher Education, 1991). In some parts of the nation, particularly the South and West, increases of up to 65 percent by 1995 are likely (Carter & Wilson, 1992). The commission projects that Hispanics will account for nine percent of all high school graduates by 1995. These figures could represent low estimates, however, if the rate of high school completion among Hispanics increases from the previous 10-year average (among the lowest for all ethnic and racial groups) of 57.4 percent (Carter & Wilson, 1992).

In 1975, 30.1 percent of Hispanic high school graduates enrolled in higher education, as compared to 31.3 percent of white non-Hispanics. In 1991--the latest year for which data are available--28.2 percent of Hispanic high school graduates were enrolled in higher education, as compared to 41.0 percent of white, non-Hispanic high school graduates (Snyder & Hoffman, 1992, Table 173). Thus, Hispanics' high school graduation no longer appears to improve their chances of participation to the same extent as

among white non-Hispanics.

Such observations mean that concern for the improved participation of Hispanics in higher education cannot be limited to college and university faculty and administration. It is a major challenge for K-12 educators as well. The challenge is not simply a matter of increasing the rate at which Hispanics graduate from high school: improving the quality of students' K-12 experiences appears to be a key issue.

COLLEGE ENROLLMENT

According to the U.S. Department of Education (Snyder & Hoffman, 1992, Tables 193 and 194), overall enrollment in higher education grew by about 13.4 percent (to 13,710,000 students nationwide) between 1980 and 1990. During the same time period, Hispanic enrollments in higher education grew by 60.7 percent, to about 758,000 students (or 5.5 percent of total college enrollment, as compared to 3.0 percent in 1980).

The overall trend, however, can be analyzed further by participation in different types of higher education programs. The focus, below, is on changes in the Hispanic share of total enrollment from 1980 to 1990 (all data from Snyder & Hoffman, 1992, Tables 193 and 194):

- * two-year programs: 5.7 percent of total enrollment (1980), versus 8.1 percent (1990);
- * four-year programs: 3.0 percent of total enrollment (1980), versus 4.2 percent (1990);
- * graduate programs: 2.6 percent of total enrollment (1980), versus 3.2 percent (1990); and
- * professional schools: 2.4 percent of total enrollment (1980), versus 3.9 percent (1990).

COLLEGE DEGREES

Between 1979 and 1990, the number of degrees conferred by colleges and universities in the U.S. increased by about 12.5 percent (to 1,926,635). During this period, the number of degrees conferred on Hispanics increased by almost 50.9 percent (to 65,863, or 3.4 percent of the total, as compared to 2.5 percent of the total in 1979). In terms of the Hispanic share of degrees conferred, the overall trend breaks out by type of program as follows (Snyder & Hoffman, 1992, all data from Tables 246, 249, 252, 255, and 258):

- * two-year programs: 4.1 percent of the total (1979), versus 4.9 percent (1990);
- * four-year programs: 2.2 percent of the total (1979), versus 3.1 percent (1990);
- * graduate programs (masters level): 1.9 percent of the total (1979), versus 2.5 percent (1990);
- * graduate programs (doctoral level): 1.3 percent of the total (1979), versus 2.1 percent (1990); and
- * professional schools: 1.9 percent of the total (1979) versus 3.4 percent (1990).

IMPLICATIONS

The absolute number of Hispanics enrolled in and completing higher education increased substantially from 1980 to 1990 (up 60.7 and 50.9 percent, respectively). Share of enrollment and degree completion is another indicator of participation trends. Relative to their 1980 share of total enrollment, Hispanics increased their participation by about 80 percent in the last decade (3.0 percent to 5.5 percent). On the same basis, increases in the share of degrees actually completed by Hispanics (between 1979 and 1990) were more modest (about 36 percent), as the preceding data also show (2.5 percent to 3.4 percent). Degree completion, therefore, is a major concern.

Hispanics now comprise nine percent of the total U.S. population and about 12 percent of the cohort aged 18-24. Seen in this light, the trend data also establish the fact that Hispanics have not participated in higher education in anything like their proportional representation in the general population.

If one accepts the proposition that all groups in society (e.g., ethnic, racial, and socioeconomic groups) ought to participate in higher education at rates equal to their presence in the general population, then Hispanics--like many other groups--are clearly "underrepresented" in higher education. Recent studies have cited several critical influences that might be responsible for this circumstance (Carter & Wilson, 1992; Holtzman, 1992; Quality Education for Minorities Project, 1990; Rendon, 1992; Stamper & Reeves, 1985; Wilson & Melendez, 1985):

- * inadequate preparation and elevated dropout rates among Hispanics at the secondary level;
- * rising cost of postsecondary education, coupled with reduced levels of financial assistance for low-income students and families;
- * concentration of Hispanics in poorly funded urban elementary and secondary schools; and
- * low transfer rates from two-year to four-year programs and from four-year to graduate and professional programs.

RECOMMENDATIONS

A society that sought to include all citizens in meaningful and productive roles in both public and private life would cultivate the intellectual capacities of all students well. On this basis, fuller participation of Hispanics in higher education would seem to be important for the common good of the nation. The following recommendations relate to major points illuminated by the trend data:

- * elementary school faculty should encourage high educational aspirations among Hispanic students from an early age (Hodgkinson, 1985);
- * schools and districts should develop and implement effective plans to improve the high school completion rate of Hispanic students (QEM, 1990);
- * high school faculty (including counseling and guidance staff) should challenge Hispanic students to undertake stronger academic programs (Carter & Wilson, 1992);
- * schools and districts should provide more widely accessible information about college planning to Hispanic students and their families (Rendon, 1992);
- * secondary schools, community colleges, and institutions with four-year degree programs should collaborate to recruit and retain Hispanic students for higher education programs (Rendon & Nora, 1988); * community colleges and institutions with four-year programs should collaborate to facilitate the transfer of Hispanic students from two-year programs (Rendon & Nora, 1988); and
- * higher education agencies should establish special programs--such as the New Jersey Academic Careers Program or the Rutgers Minority Advancement Program--to help enhance Hispanic participation in doctoral programs (see Clague, 1990, for details).

Educators need to recall Hodgkinson's (1985) assertion that our educational institutions--from elementary schools to universities--are "all one system." Though some progress is clearly evident, educators in both K-12 and college settings can take steps to cultivate Hispanics' fuller and more successful engagement in postsecondary studies.

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Hispanic Education

Myrna Eshelman

EMC 598
Arizona State University
Spring 1997

Some recommendations

This essay will describe the major issues in education facing Hispanics students including the bilingual education debate. Barriers Hispanic students face in obtaining a quality higher education will be explored. Finally, information technology and the role of distance education in the educational process will be discussed.

One of the problems that Hispanic students have in obtaining a quality education is the language barrier. Larson and Wilhelm (1994) repeat that almost three fourths of immigrants from Latin American countries usually speak Spanish in the home. There are more Spanish speakers in the United States than in the combined population of six Latin American Countries (Larson and Wilhelm, 1994). Therefore, many Hispanic students are enrolled in schools with little English proficiency. Gonzalez offers suggestions for improving the education of Hispanic students. First, increase the numbers of Hispanic teachers as this would improve bilingual education, perhaps helping the student become not only bilingual but biliterate. Encourage the Hispanic students to continue to cultivate their own native language. Those educators who advocate only enough bilingual education to assist the student in getting by in the English language, need to be challenged. Rather, both Spanish and English need to be mastered.

However, some avid supporters of bilingual education, including some Hispanic parents, are now questioning this educational practice (Schnaiberg, 1996). This disenchantment with bilingual education may be rooted in the questions of cultural assimilation and self-identity. Also the excellence and integrity of bilingual education has been questioned. Language is a conduit of culture (Schnaiberg, 1996). Hispanic parents have pulled their children out of bilingual classes for fear that their kids are getting an inferior education. These parents fear that rather than a rich educational experience, bilingual education may be a political, bureaucratic trap for immigrant children (Schnaiberg, 1996).

Others suggest that school choices such as open enrollment, charter school, parental choice grants are the answer. Some low income parents are selecting alternative schools believing that public schools are miseducating their children. In a 1992 Gallup survey, 67 percent of Hispanic parents favored school choice (School Choices).

Another major problem for Hispanic students is the high school drop out rate and the lower rate of completion of college degrees. In 1990, high school graduation rates for Hispanics was 64 percent, compared to 87 and 84 percent for whites and blacks, respectively (Sorensen, et.al.). Since education has traditionally been the conduit to the right job, good salary, and professional success, these trends of lower educational attainment for Hispanics have major impact in their communities. The Hispanic population is growing with projections that by the year 2020, 20 percent of the population will be Hispanic. Also, the same survey indicates that 40 percent of the Hispanic population is now below the age of 19. Therefore, now is the time to boost educational attainment for this ethnic group.

One of the paths to higher education for Latinos, is community colleges (Menard). The open door policy, offers access regardless of educational proficiency. Of over 10 million community college

students, 34.3 percent are Hispanic. As admission policies in universities become more restrictive, it is essential that the community college mission remains intact; the only requirement is a willingness on the part of the student to learn.

In addition to educational access, Hispanic students must have access to information technology (Larson and Wilhelm). Without access, the information superhighway will not have on-ramp for this marginalized group. Access has two dimensions. First, the equipment must be available in the home, library, or community kiosk. In addition to the hardware and software, the learner must have access to the know-how.

The practice of electronic redlining--technologically bypassing certain communities based on income, race, or ethnicity must be stopped. Some are suggesting that access to the information superhighway could be subsidized for the low income households, similar to subsidies for telephone access (Larson and Wilhelm). On an interesting note, this Internet site was funded by a generous grant from the AT&T (Larson and Wilhelm).

Utilization of the Internet by the classroom teacher, could help to solve several educational problem. Since the Internet is available in several languages, mastery of the Spanish Language could be enhanced by the this technology. Additionally, Hispanic students have access to culture, literature, and pen pals from Latin countries. For example available on line is an annotated bibliography of literature for children focusing on Latinos. This Internet site suggests books which can aid students in the exploration of their culture and encouragement to pursue goals. Information is available online on Hispanic heroes and sheroes. For example, their is an extensive homepage on Rigoberta Menchu, a poor peasant young woman, who won the Nobel Peace Prize for her brave leadership for social justice in Chiapas. Certainly after reading her life story, I Rigoberta Menchu, any student would believe that they too could succeed no matter what the barrier.

This essay described major issues in education facing Hispanics students including the bilingual education debate. Barriers that Hispanic students have faced in getting a quality higher education were explored. Finally, information technology and the role of distance education in the educational process was discussed.

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[Return to Assignment page.](#)

NCBE Newsline -- Week of January 12, 1998

Items in this issue:

1. Dropout Rates from the U.S. Department of Education
 2. Improving Latino Education
 3. Urban Educator Appointed CAL Trustee
 4. Conferences
 5. What's New at NCBE
 6. Online Resources
-

1. DROPOUT RATES FROM THE U.S. DEPARTMENT OF EDUCATION

In a press release last month, U.S. Department of Education Secretary Riley announced the release of "Dropout Rates in the United States: 1996" which shows the high school dropout rate holding steady at 5 percent. The dropout rate for Hispanics remains the highest at 9 percent; the rate for Blacks is 6.7 percent, and for Whites, 4.1 percent. The higher annual dropout rate for Hispanics is coupled with the fact that one-third of the Hispanic immigrants who came to the U.S. without a high school diploma had not entered U. S. schools by 1995, making the disparity for high school completion even larger.

The report showed that the percent of young adults out of school without high school credentials has decreased, indicating that some students who have dropped out have subsequently earned their credentials. During the 1990s the percent of students holding an alternative certification has doubled from 4.9 percent in 1990 to 9.8 percent in 1996. Tables in the report show cumulative dropout rates by region of the country, review racial-ethnic groups across the regions, and reveal that Hispanics exceed the national dropout rate in each region.

To order this report, call the National Library of Education (800) 424-1616. Copies are also available on the National Center for Education Statistics web site:
<http://nces.ed.gov/pubs98/dropout/index.html>

For more information on the U.S. Department of Education's Hispanic Dropout Project (HDP), visit
<http://www.ncbe.gwu.edu/miscpubs/used/hdp/index.html>

[excerpt, National Center for Education Statistics press release, 11/97]

2. IMPROVING LATINO EDUCATION

The Winter 1997 issue of Educational Testing Services (ETS) Policy Notes discusses demographic trends and educational conditions affecting Latino students. It reports on presentations made by four scholars:

- Richard R. Valencia (University of Texas, Austin), "Latinos and Education: An Overview of Sociodemographic Characteristics and School Conditions"

This article discusses demographic trends and schooling conditions leading to low academic achievement, such as curriculum differentiation, defined as the grouping of students based on perceived and/or measured educability.

- Margarita Calderon (Johns Hopkins University), "Preparing Teachers and Administrators to Serve the Needs of Latino Students."

This article lists components and characteristic of successful whole-school approaches at the elementary, middle, and high school levels.

- Aida Hurtado (University of California at Santa Cruz) and Eugene Garcia (UC at Berkeley), "Students' Pathways to Higher Education: Policy Lessons Learned from the Latino Eligibility Study"

This article uses a funnel image to describe Latino students' "flow" through the California educational system, resulting in only 4 percent of Latino students who graduate from California's schools being eligible to attend the University of California.

- Richard Duran, Francisca Escobar, Michele Wakin (UC at Santa Barbara), "Improving Classroom Instruction for Latino Elementary School Students: Aiming for College."

Achievement, activities that give rise to achievement, and assessing achievement are covered in this article promoting collaboration between school practitioners and university-based research.

For information on ETS Policy Notes, contact Educational Testing Services:

tel: (609)734-5694
email: pic@ets.org
URL: <http://www.ets.org>

[ETS Policy Notes, 8:1, Winter 1997]

3. URBAN EDUCATOR APPOINTED CAL TRUSTEE

The Center for Applied Linguistics (CAL) announces the unanimous election of Atlanta Public School System Superintendent Dr. Benjamin O. Canada to its Board of Trustees. Dr. Canada was elected to a three-year term beginning January 1998.

Dr. Canada has worked in educational administration and management

*Good list
of possible
further contacts*

for more than 25 years. His wealth of experience includes service as a special education teacher; director of a drop-out prevention program; principal at the elementary, middle, and high school levels; and superintendent. He is the first African American to be elected to the executive committee of the American Association of School Administrators, and was recently named one of the top ten urban school superintendents by the Portland Oregonian.

For more information, visit the CAL website at <http://www.cal.org>

[excerpt, CAL press release, 12/97]

4. CONFERENCES

CALICO (Computer Assisted Language Instruction Consortium)

CALICO has extended its deadline for presentation proposals to January 23, 1998. CALICO is a professional organization involved with computer assisted language learning and teaching. The annual symposium, hosted by San Diego State University, will be held July 8-9, 1998 with preconference workshops July 6-7, 1998. Proposal submissions can be made online at: <http://www.calico.org>, or write CALICO at: 317 Liberal Arts Building, Southwest Texas State University, 601 University Drive, San Marcos, TX 78666-4616.

Decimo Encuentro Nacional De Educacion Y Pensamiento

Decimo Encuentro Nacional de Educacion y Pensamiento offers a conference in Spanish with the theme, Globalization, Critical Thinking, and Liberation Pedagogy in homage of educator Paulo Freire. Sponsored by the University of Puerto Rico's Oficina de Asuntos Academicos, the conference will be held in San Juan, Puerto Rico, on March 18-20, 1998. For more information, call (787) 764-0000, extension 7593 or 2189.

New Jersey TESOL/New Jersey Bilingual Education

The New Jersey TESOL/New Jersey Bilingual Education spring conference will be held May 20-21, 1998 in East Brunswick, New Jersey. Proposals are being solicited. For a proposal application and more information, call 1-800-953-2375, or visit the NJ TESOL website: <http://www.union-city.k12.nj.us/njtesol/njtesol.htm>

Dual Language Workshop

The Fourth Annual Dual Language Workshop in Mexico will hold two sessions in Dolores, Guanajuato this summer. Session I runs June 27 - July 5, 1998, and Session II is July 4 - July 12, 1998. Sponsored jointly by Texas A&M University (Kingsville) Department of Bilingual Education and the Mexico/U.S. Educational Institute in Mexico, the workshop will include different perspectives and techniques for dual language instruction. For more information, call Dr. Gustavo Gonzalez at (512) 593-2871.

National Migrant Education Conference -- Correction

The correct dates for The National Migrant Education Conference in Louisville, Kentucky are March 28- April 1, 1998 not April 28-May 1, as indicated on the cover of some misprinted fliers.

5. WHAT'S NEW AT NCBE

Three publications from NCRCDsLL's Research Reports and Educational Practice Reports series have recently been added to NCBE's Online Library:

Educational Practice Report No. 1

The Education of Linguistically and Culturally Diverse Students: Effective Instructional Practices (1991), Eugene E. Garcia
<http://www.ncbe.gwu.edu/miscpubs/ncrcdsll/epr1/>

Educational Practice Report No. 4

Rating Instructional Conversations: A Guide (1992), Robert Rueda, Claude Goldenberg, & Ronald Gallimore
<http://www.ncbe.gwu.edu/miscpubs/ncrcdsll/epr4.html>

Research Report No. 4

Untracking and College Enrollment (1992), Hugh Mehan, Amanda Datnow, Elizabeth Bratton, Claudia Tellez, Diane Friedlaender, & Thuy Ngo.
<http://www.ncbe.gwu.edu/miscpubs/ncrcdsll/rr4/>

For more research publications from the National Center for Research on Cultural Diversity and Second Language Learning, see the listing at: <http://www.ncbe.gwu.edu/miscpubs/ncrcdsll/>

6. ONLINE RESOURCES

ERIC Clearinghouse on Languages and Linguistics

<http://www.cal.org/ericcll>

The web site for ERIC Clearinghouse on Languages and Linguistics (ERIC/CLL) has been redesigned to feature improved graphics, links to OERI (Office of Educational Research and Improvement) and NLE (National Library of Education), and a "What's New" box. See the latest issue of the ERIC/CLL bulletin for Jeff Solomon's article entitled, "Language Teachers Align Curricula With Standards: Preliminary Results of a National Survey." The site also contains access to full-text Digests and Minibibs, and a catalog of recent publications.

Advancing Women in Leadership -- Online Journal

www.advancingwomen.com

Call for Manuscripts: Authors from all professional fields are invited to submit manuscripts regarding women's professional issues for review for publication in *Advancing Women in Leadership*. This journal represents the first online professional refereed journal.

for women in leadership. Published manuscripts include those that report, synthesize, review or analyze scholarly inquiry focusing on women's issues.

Manuscript Deadlines: Accepted on continuing basis.

For Manuscript/Publishing Guidelines contact:
Dr. Genevieve Brown/Dr. Beverly Irby, Editors
Sam Houston State University
P.O. Box 2119
Huntsville, Texas 77341
Telephone: 409-294-1147 * FAX: 409-294-3886

Contributors to this issue include: James Estes, Veronica Fern, Minerva Gorena, Anneka Kindler, and Andrea Todd.

January 1998	Previous Week: <u>January 5, 1998</u>	Next Week: <u>January 19, 1998</u>
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NCBE Newsline is a publication of the National Clearinghouse for Bilingual Education at The George Washington University.

Newsline Archives

NCBE Home Page
<http://www.ncbe.gwu.edu>

The successful resolution of what has become nothing less than a crisis is embedded in the collective and collaborative response of this nation; and it must be characterized by the affirmation of the value and dignity of Hispanic communities, families and individuals. Taken together, these examples demonstrate vividly that the explanation for the growing education gap...is not that Latino kids are failing in school, it is that the schools are failing Latino students.
(Vice President Al Gore, 1998)

Hispanics remain among the most undereducated major segment of the U.S. population. While their educational attainment rates have improved somewhat during the past decade, Hispanics continue to enter school later, leave school earlier and receive proportionally fewer high school diplomas and college degrees than other Americans.

Approximately one in five of our nation's Hispanics between the ages of 16 and 24 who has ever enrolled in an American school left school without either a high school diploma or an alternative certificate such as a GED, according to the U.S. Census Bureau. If Hispanic immigrants are included, the dropout rate reaches a staggering 30%. Hispanics account for 56% of all U.S. immigrants yet they account for 90% of all immigrant dropouts.

While the dropout rate for other school aged populations has declined over the last 30 years, the overall Hispanic dropout rate, which has historically been high, has remained between 30-35% during the same period. As of 1998 the dropout rate for Hispanics is 2.5 times the rate for Blacks and 3.5 times the rate for White non-Hispanics. In 1972 the drop out rate for African Americans was 21%. In 1997 it declined to 13.4%. The White student drop out rate declined from 12.3% to 7.6%. This occurred while the Hispanic drop out rate remained a staggering 25.3%.

To respond to this growing issue three national reports and studies have recently been commissioned to examine the dropout issue and make recommendations from their findings. All three reports: The President's Advisory Commission on Hispanic Academic Excellence: Our Nation on the Fault Line, 1996, National Council of La Raza: Latino Educational Status of Hispanic Americans, 1998, The Hispanic Drop out Task Force Report: No More Excuses, 1998 had similar findings and more importantly were calling the state of Hispanic education a national crisis.

hometown school hasn't fared any better as it relates to the Hispanic dropout rates either. I graduated in 1969 from a small parochial school in my blue collar town. At that time, the Hispanic dropout rate was approximately 30% and in 1999 the dropout statistic remains the same.

The dropout issue is real to me on many fronts, for my parents, for my extended families, for my own children, for the Hispanics in my hometown and for all Hispanics in our nation's public schools today. The question begs to be answered: Why are so many Hispanics still dropping out? While my personal interest in the dropout issue is certainly compelling, by no means is it my greatest interest. In many ways, my professional interest is just as compelling if not more than my personal one.

Currently I serve as a Hispanic principal of a large, urban high school also in the Midwest. The community is a changing community with my high school that's 87% Hispanic and 13% white with a student enrollment of 3400 students (of whom 63% are low income). The high school mirrors the national profile of large urban schools that are struggling. The challenges are many. We have an annual drop out rate of 10-12% (remaining constant for the last 10 years) and a declining graduation rate which is currently 60% and still dropping. Our failure rate is between 17-20%. The students come from either recent immigrant families from Mexico or are at the very least first generation themselves.

As an Hispanic principal, I often see my personal and professional interests merge and becoming one compelling passion. A passion to find out why Hispanic students continue to dropout and what schools should do to stem this tide. More specifically what can my school do?

As an Hispanic, I often see my own parents as my students and my students' parents as my grandparents as they speak Spanish, and very limited English and are trying to understand how our school works. I often find myself questioning what we as an institution can do differently to become more responsive to our parents so their children can be more successful.

I am in my second year as the principal of this large, overcrowded, urban school. A school that has seen its population change dramatically in the last decade. A population that in many ways offers more challenges than contributions to many observers. Over 40% of next year's incoming class of 1100 are reading at the 3rd or 4th grade level and 67% are low income.

The teaching staff at my high school is 98% white and quite vocal regarding the values we as an institution should maintain and defend. I am the first Hispanic principal in the history of the school and for many in this changing community that in itself is a threat to the status quo. The

semester of last year, over 1700 courses were dropped and over 360 students were withdrawn or dropped out largely due to attendance drops. The 1700 course drops also effect failure rate and retention rate.

Using the case study method, I will identify what effect our attendance policy has on a student's decision to stay in school or leave (dropout). The case study method will be conducted over a period of 2 years. It will involve all students in grades 9-12 and a faculty of 200.

The first year of the case study will be dedicated to collecting data, identifying current procedures, interventions efforts and personnel involved with attendance. I will also form a school wide of committee of staff members to assist in the development of data collection and policy review. The first year will also be used to identify specific areas of improvement that might improve the school's attendance for the following school year.

This case study will utilize both quantitative and qualitative data in its approach. The second year will be the implementation year for any of the attendance recommendations. I will identify specific areas of attendance data that will be reviewed and collected in a quantitative manner. In a qualitative approach, I will conduct focus groups of parents, students and teachers and seek their reaction to the new attendance recommendations. I will also seek their suggestions on what they feel the school could do to improve attendance. Some quantitative indicators that will be used include the following:

Attendance Policies, Procedures and Intervention Efforts

I. Data review

- A. number of dropouts
- B. ADA
- C. Graduation Rate
- D. Failure Rate
- E. number of chronic truants
- F. number of suspensions
- G. expulsions
- H. retention rate
- I. number of students on the honor roll
- J. number of students with perfect attendance
- K. number of courses dropped

II. Budget

- A. Budget for personnel
- B. Budget for supplies and incentives
- C. Amount for ADA reimbursement

8. What do students/parents feel that the school could do to address the high absentee rate?
9. Does student achievement have any effect on student attendance?
10. Does student attendance improve when the school's intervention efforts are more consistent, effective and personal?
11. What incentives are effective in improving student attendance?
12. Does calling home help parents stay informed of their student's absences?
13. When is the best time to call?
14. Do parents recognize how often students are absent? What do parents feel is a reasonable rate of absence?
15. What do our parents feel is a good or fair reason to have their student stay home from school?
16. Do our students/parents feel the school has a responsibility to improve our school attendance? If so, to what extent and how?
17. Why is attendance more of a problem at the high school level than in elementary and middle school?
18. Why is it important for students to be in school?
19. Are there any special programs that help students attend school more regularly?
20. Are there things at the school that discourage students from attending school daily?
21. Do parents/students know the dropout rate, ADA, etc.?
22. What do parents and students feel about the improvement of our attendance efforts?

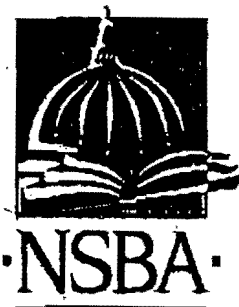
April 18, 2000

MEMORANDUM

To: Maria Echaveste, Assistant to the President and
Deputy Chief of Staff

From: Reginald M. Felton, Director, Federal Relations, NSBA

Subject: *White House Conference on Hispanic Education/Student Achievement*



*Excellence and Equity
in Public Education
through School Board
Leadership*

Office of Advocacy

- Clarice L. Chambers
President
- Anne L. Bryant
Executive Director
- Michael A. Resnick
Associate
Executive Director

I appreciated the opportunity to participate in your planning meeting on Friday, April 14. I believe the White House Conference scheduled for Thursday, June 15, could significantly raise the commitment of the nation's leaders toward this goal.

As discussed during the meeting, I encourage you and your staff to refine the conference goals in such a manner that the focus is clear. The participants should be fully aware of the purpose and the White House expectations resulting from the conference. As you are aware, too often conferences provide a forum for participants to discuss a wide range of issues and options without coming to agreement on the specific follow-up actions and required commitments. I urge you to design the conference in a way that will yield active participation and commitment from key stakeholders. Here are some of my thoughts and recommendations regarding the conference:

- **Problem Identification**—I suggest that you define the problem and national impact more clearly. With the general focus on Hispanic education and achievement as proposed, there are too many variables that would have to be addressed. I suggest you start with a premise based in research. As an example, failure to ensure high-quality educational opportunities for the fastest growing minority group in the U.S. will adversely impact the economic future of our nation. If this were the problem, participants would be expected to share their expertise and organization's resources in solving this national problem. The small group sessions would focus on the "how."
- **Participants**—Target the invited participants beyond the education community. While the leadership from the major K-12 education community should be included, representatives from the business, financial, and elected public official communities should be included as well. A successful public education system is dependent upon academic, business, and political partners. In order to raise the issue of Hispanic education toward a national priority, it will be necessary to involve those at the most senior levels within the respective communities. As an initial strategy, I believe it will be more effective to have in attendance key senior stakeholders from the communities of business, education, and elected officials who are in a position to commit resources.

Maria Echaveste

April 18, 2000

Page Two

Also, it is important to include those who have already experienced the challenges relating to Hispanics having full access, and those who already recognize the criticality of this issue. This combination of participants should prove beneficial in developing realistic recommendations. I would be pleased to recommend prospective attendees.

- **Small Group Topics.** The five topics that you have selected are important and critical to our current public education system. In addition, you might explore the relevancy of the current educational opportunities offered the Hispanic communities and whether such educational programs may be offered through alternative and non-traditional approaches. The one-size-fits-all approach no longer appears effective to our school-age population.
- **Conference Format—**I suggest that you structure the conference to permit key stakeholders to not only share their views, but also to commit to specific actions for their respective community in support of the goals. Additionally, the level of the White House commitment will be assessed based on the keynote speaker. Secretary Riley has certainly been a strong supporter of the public school system. However, I would hope that President Clinton would be able to address the conference.

This general session should be followed with several small group sessions comprised of representatives from as many of the communities as are represented. This structure would better facilitate a more comprehensive approach to problem identification as well as solution. You could have a wrap-up session, but it is not uncommon to allow the small groups to adjourn when they have completed their assigned tasks. It is normally a good idea to end with a reception or dinner, depending upon how many will need to leave town that evening. Other White House and executive staff could be invited to attend this event in appreciation for the participation of the high level stakeholders.

Thank you again for the opportunity to comment. If I can be of assistance to you, please do not hesitate to call me. I may be reached at 703-838-6782, or e-mailed at rfelton@nsba.org.



Kendra L. Brooks
03/10/2000 10:23:06 AM

Record Type: Record

To: Andy Rotherham/OPD/EOP@EOP, John B. Buxton/OPD/EOP@EOP, Bethany Little/OPD/EOP@EOP

cc:

Subject: Increasing Hispanic Participation in Higher Education

----- Forwarded by Kendra L. Brooks/OPD/EOP on 03/10/2000 10:22 AM -----

Increasing Hispanic Participation in Higher Education: A Desirable Public Investment

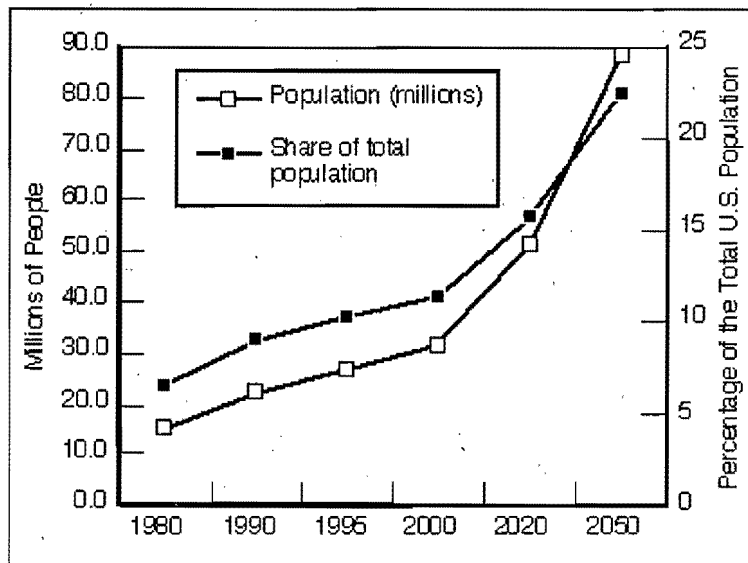
Stephen Sorensen, Dominic J. Brewer, Stephen J. Carroll, and Eugene Bryton

Hispanic youth represents the fastest growing segment of the U.S. population, and Hispanics now account for more than a quarter of all new entrants into the labor force. Education has historically been the path for upward occupational, economic, and social mobility in this country, but Hispanics complete college at much lower rates than other ethnic groups do and are much more likely to drop out of high school. What will it mean for the nation to have a growing, significant proportion of the population competing for low-skill jobs and locked in the lowest socioeconomic brackets?

The answers to this question will require a great deal more research than has yet been done on Hispanic education and its socioeconomic effects. There are surely benefits to society of closing the educational gap between Hispanics and other ethnic groups in terms of equity and social stability, though these benefits might be difficult to quantify. However, it is possible to estimate roughly what increasing Hispanic participation in higher education would mean for individuals' income and, thus, for the U.S. tax base and funding of social programs. In this paper, we present our estimates and conclude that, given the effects, increasing Hispanic education levels seems very much in the best economic interests of the country.

A Growing Population with Low Educational Attainment

The Hispanic population in the United States has grown remarkably. At more than 9 percent of the population in 1990 and with projected growth of about 3.5 percent every five years, Hispanics could account for 20 percent of the U.S. population by 2020 (see Figure 1). In addition, the age structure among Hispanics is pyramid-like, with nearly 40 percent below the age of 19, compared with 29 percent for the total population. Given this structure, the Hispanic share of the labor force is likely to increase even more.



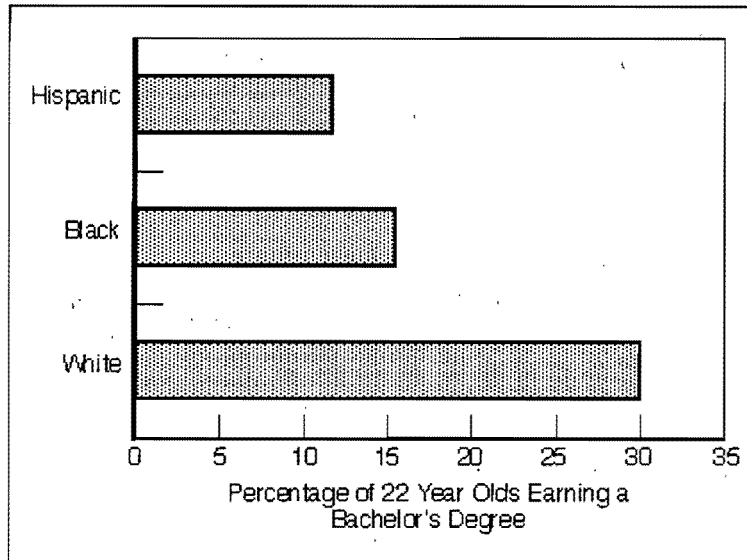
SOURCE: U.S. Bureau of the Census.

Figure 1--Hispanic Population Growth and Projections

The educational achievement of Hispanics has not kept pace with their increasing share of the population and the labor force. According to the 1990 U.S. Census, high school completion for Hispanics aged 22-24 was only 64 percent, compared with 91 and 84 percent for whites and blacks, respectively. Although this figure for all Hispanics partly reflects the entry into the United States of young adult immigrants with low levels of education, the high school completion rate of native-born Hispanics (78 percent) still remains significantly lower than for other groups. Even more alarming, the growth rate for Hispanic high school completion lags that for blacks and has been only slightly higher than that for whites.

Low high school graduation rates have obvious repercussions for Hispanic higher education. Since there is a much smaller pool of college-eligible students, one would expect Hispanic college participation to be lower than other groups' participation. In fact, Hispanics are among the most severely underrepresented groups in higher education.

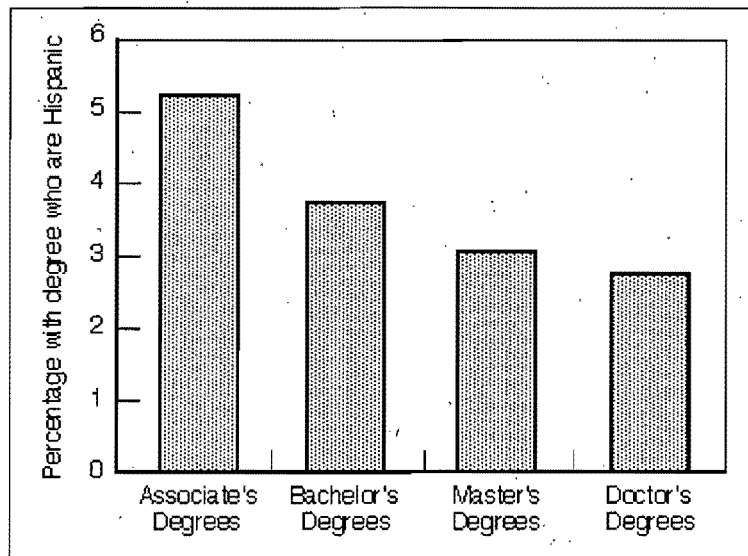
Using data from the National Center for Education Statistics' High School and Beyond database, Pelavin and Kane report that over 58 percent of white students attend some college within four years of high school graduation, compared with 45 percent of Hispanics (and 47 percent of blacks).^[1] Moreover, Hispanic degree attainment is much lower than that of whites, with only 12 percent of Hispanic 22 year olds earning bachelor's degrees (see Figure 2). This rate is four-fifths of the rate for blacks and less than half of the rate for whites.



SOURCE: National Center for Education Statistics.

Figure 2--Hispanics Are Less Likely to Complete Bachelor's Degrees

The effect of low academic attainment cascades through all levels of higher education. Figure 3 shows that the Hispanic share of the educated population dwindles as education levels increase. The disproportionately small percentage of Hispanics with bachelor's degrees necessarily means underrepresentation in professional and graduate schools, as well.



SOURCE: National Center for Education Statistics.

Figure 3--Hispanic Share Falls as Degree Level Rises

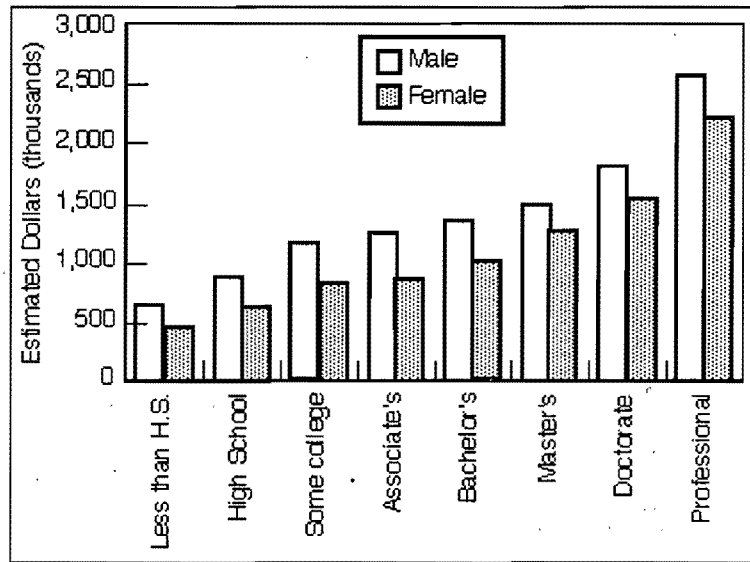
What Do Hispanics Lose from Low Participation in Higher Education?

A bumper sticker glibly asserts that "if you think education is expensive, you should try ignorance." This assertion is strongly supported by income statistics in the United States. Those with a bachelor's degree earn significantly

more than those with only a high school diploma. In fact, the U.S. Census Bureau estimates the premium for a bachelor's degree (over a high school degree) at about \$600,000, or 75 percent more in lifetime earnings.

Using the Census methodology, we estimated the lifetime premiums for higher education for the current cohort of Hispanic males and females. (We calculated lifetime income for an individual under a 40-year earning horizon. We then used the current mean earnings for four age groups--25-34, 35-44, 45-54, and 55-64--as estimates of the individual's income.) Reported earnings do not reflect discounting or inflation. For further explanation, see U.S. Bureau of the Census Statistical Brief, S/94-25, Washington, D.C., 1994.

As Figure 4 shows, the premium for a bachelor's degree over a high school diploma is about \$500,000 for Hispanic men and \$400,000 for Hispanic women. More striking, the premium for a Hispanic with a professional degree is about \$1.7 million, over 200 percent more in lifetime earnings.

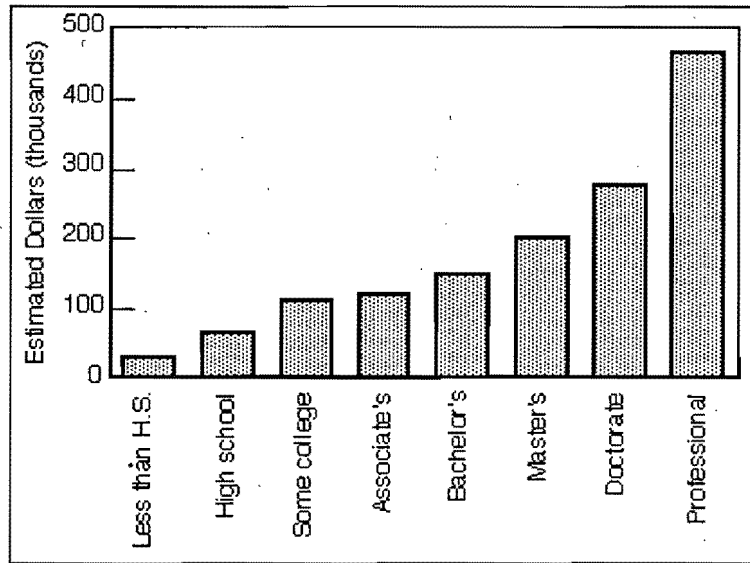


SOURCE: U.S. Bureau of the Census.

Figure 4--Hispanic Lifetime Earnings Rise with Education

What Does Society Lose?

Education pays off for individuals, but there are also payoffs to society. Over a lifetime, people who have college degrees (and concomitant higher earnings) pay significantly more in taxes than people who have only high school diplomas. Figure 5 shows estimated lifetime income tax payments based on the current tax schedule for Hispanic individuals with various educational levels. Hispanics with a bachelor's degree will pay more than twice as much in taxes as those with only a high school diploma, and Hispanics with a professional degree will pay an estimated three times as much as those with a bachelor's degree. These estimates were generated under the conservative assumptions that the wage gap between Hispanics and non-Hispanics would not be closed.



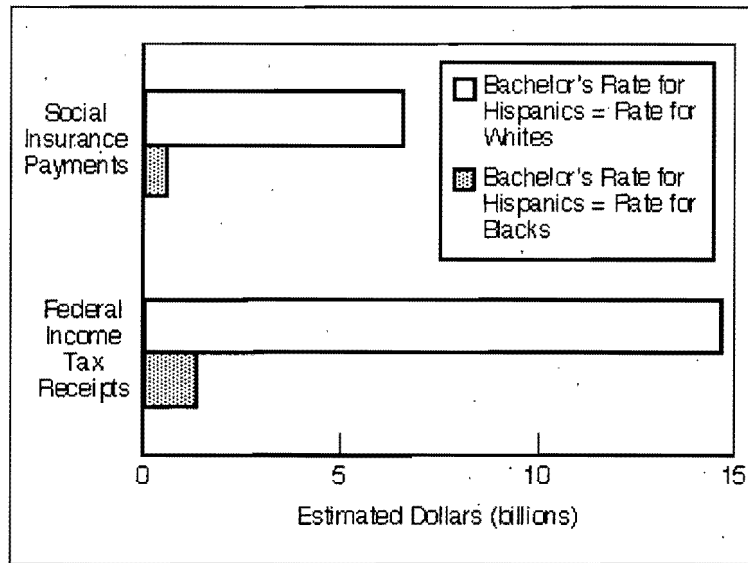
SOURCE: Authors' Calculations.

Figure 5--Estimated Lifetime Tax Payments for a Hispanic by Education Level

Increased Tax Revenues: Scenario One

With the caveats noted above in mind, we considered how raising Hispanic educational levels would affect tax revenues. The completion rate for bachelor's degrees is 12 percent for today's cohort of 18-year-old Hispanics. We estimated the effect of increasing Hispanic participation in higher education to either the current rate for blacks (15 percent) or the rate for whites (30 percent). Further, we assumed that the high school graduation rate for this cohort of Hispanics remained the same but that more went on to complete a bachelor's degree.

Figure 6 indicates the magnitude of the effect from raising Hispanic college participation levels. Boosting the college completion rate of that cohort to 15 percent would produce an estimated \$1 billion in federal tax payments, while raising the rate to 30 percent would generate about \$15 billion. In addition, the increased income levels would result in estimated increases in contributions to social insurance programs--Social Security and Medicare--of about \$600 million and \$6.6 billion at the rates for blacks and whites, respectively.



SOURCE: Authors' calculations.

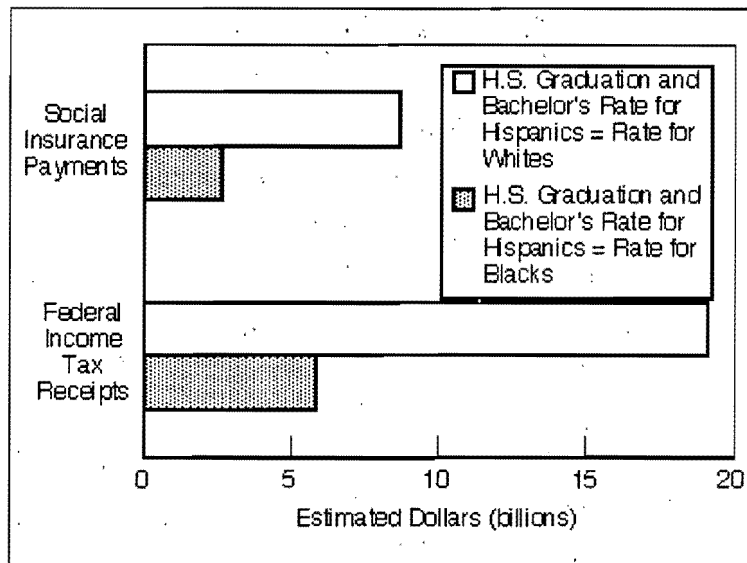
Figure 6--How Federal Revenues Might Increase with Hispanic College Education: Scenario 1

These numbers may seem small compared with the federal debt. However, these increases reflect the gross effects of increasing the college participation rate of only the current 18-year-old cohort of the Hispanic population. If we considered an entire generation, e.g., the cohort from birth to age 18, the increase in federal revenues from increasing Hispanics' college participation rates to those of whites would be on the order of \$10 billion in additional tax revenues *each* year.

Increased Tax Revenues: Scenario Two

Under Scenario One, we held high school completion rates for the cohort constant at the current rate. However, raising the level of Hispanic participation at the bachelor's level is likely to have positive effects at other educational levels: An increased rate of Hispanics completing college would increase motivation for Hispanic high school students to take academic subjects and complete high school. Raising the high school graduation rate would increase the pool of Hispanics eligible for college.

We tested the possible effects of increasing that pool by also raising the Hispanic rate of high school graduation to the levels of either blacks or whites (see Figure 7). With the rate for blacks (84 percent for high school graduation, 15 percent for college participation), the additional income tax revenue from Hispanics would be about \$6 billion. With the rate for whites (91 percent for high school graduation, 30 percent for college participation), the additional tax revenue would be about \$19 billion. These increases were for the 18-year-old cohort alone. Compounding such gains over multiple generations would generate increases exceeding \$13 billion each year.



SOURCE: Authors' calculations.

Figure 7--How Federal Revenues Might Rise with Increased Hispanic College and High School Graduation Rates: Scenario 2

Conclusions

Although these estimates suggest that increasing Hispanic participation in higher education would be a sound public investment, they should not be taken as predictive: A definitive conclusion about the magnitude of this increase for Hispanics is not possible given the present lack of research on how higher education affects their earnings specifically. Nevertheless, our calculations indicate that the effect is considerable enough that the continued undereducation of Hispanics will exact a high economic toll for individuals and for society. Given the experience of other undereducated groups, there are certainly concomitant human, social, and political costs. These estimates thus may serve as a lower bound of the benefits of increasing the bachelor degree attainment of Hispanics.

[1]Sol H. Pelavin and Michael B. Kane, *Minority Participation in Higher Education*, Washington, D.C.: Pelavin Associates, 1990.

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