

Withdrawal/Redaction Sheet

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DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001. memo	Alexander Jutkowitz et al. to the DNC re: political (4 pages)	09/04/1998	Personal Misfile
002. memo	re: political event (5 pages)	08/02/1999	Personal Misfile

COLLECTION:

Clinton Presidential Records
First Lady's Office
Shirley Sagawa
OA/Box Number: 23242

FOLDER TITLE:

[Education] - Hispanic Roundtable

2013-0124-S

rc1141

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

P1 National Security Classified Information [(a)(1) of the PRA]
P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
P3 Release would violate a Federal statute [(a)(3) of the PRA]
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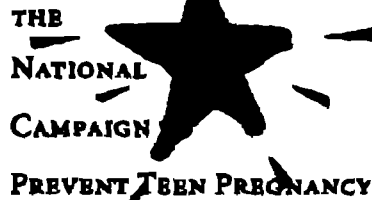
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Freedom of Information Act - [5 U.S.C. 552(b)]

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FAX TRANSMISSION

TO: Melanne Verreer DATE: 12/3/98

FAX NUMBER: 456-6244

FROM: Sarah Brown

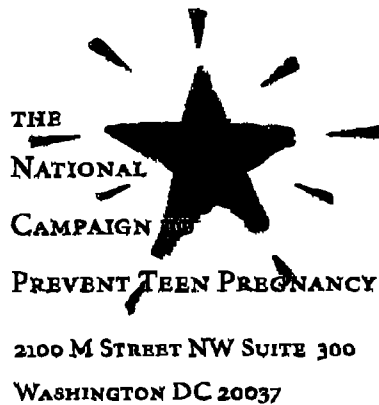
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NUMBER OF PAGES INCLUDING COVER: 3

MESSAGE:

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Dec. 4, 1998

Memorandum:

To: Melanne Verveer
From: Sarah Brown *Sarah*
Re: NYC Lunch

The lunch at *People* this past Tuesday was terrific, Melanne, and I am writing to thank you profusely for making it happen. You have consistently been the best friend any effort such as ours could have and I want you to know how very grateful we all are for the effort. I cannot imagine what it takes to actually show up at an event like that -- to organize the logistics, security, and substance simultaneously -- but it must be a ferociously complicated undertaking. I know that the competition for the First Lady's time is acute, and that it is your support that allows us to rise to the top of the pile.

What I most want you to know is that the event has already led to a truly remarkable series of developments and commitments (including a check for \$20,000 out of the blue just a few minutes ago from some guest I didn't even know was there...). For example, at the lunch we were able to secure real openings for partnerships with the following: Good Housekeeping, Parenting Magazine, the Christina Saralegui empire, People en Espanol, MTV, Nickelodeon, Sports Illustrated, ESPN and others as well. Over the next weeks and months, we will be working with all of these groups and industries to get our ideas out and to help showcase not only the problem but also some solutions. When these new commitments are added to the partnerships already in place, we begin to see real national mobilization on the scale that this problem deserves. Your role in all this has been central and you should take great pride in whatever successes we all achieve together.

Both Belle and I are writing the First Lady to thank her directly for her extraordinary support and generosity. But I hope you will also let her know personally that her presence catalyzed a remarkable outpouring of interest and new energy. The force, clarity and energy that she brings to this issue -- and so many others -- is a national treasure, and I hope she understands how grateful we are and how much we admire her.

A final idea. The high rate of births now to Hispanic teens along with other bad news for this group suggests to me we all ought to have a little private meeting with key Hispanic media leaders and others to begin thinking about reaching this population more effectively than we seem to be. Pregnancy is only one of the problems, though a huge one. I'd love to brainstorm with you more about how to help in this area if it's on your radar screen.

In the meantime, my fondest hope is that you get some time off for the holidays. And thank you again for once again helping us out in a very powerful and effective way. You're the best.

Smiles -
Hispanic Gaming

Regina -
Round table
25 people
Leaders to go
w/ substance people &
communicated
Mums.

Telemondo

Girls Inc.

In Dallas - more his girls
having babies than
Sachin

Yamuna
393 5501 x123

Heard

Effect

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See

Grant

you know it

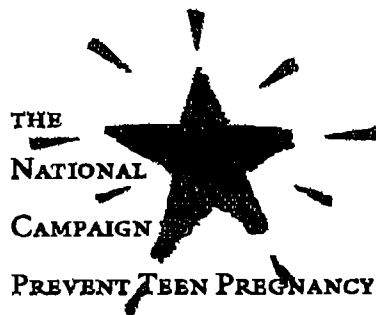
? Research

Too much

if you know

Type 7 pages

PHOTOCOPY
HRC HANDWRITING



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12/10/98

Memorandum:

To: Melanne Verveer
Shirley Segawa

From: Sarah Brown *SB*

Re: Candidates for a meeting on Hispanic issues

I'm delighted that you are interested in a small brainstorming meeting focused on a range of worrisome indicators for Hispanic teens. Such a discussion, chaired by the First Lady and involving people in a position to get issues out in a powerful way, could make a real difference.

As you requested, here are some candidates for invitations. Some were present at the People/ABC lunch last week, and all are actively involved with the Campaign in a variety of ways. Though each is concerned about teen pregnancy, all share a larger view of the problems now burdening Hispanic young people.

Media and advertising:

Consuelo Luz, President, Hispanic Radio Network
Jose Diaz-Belart, Anchor, CBS This Morning
Lisa Quiroz, Publisher of People en Espanol
Cristina Saralegui, the "Oprah" of Hispanic television
Marcos Avila (President of Cristina Saralegui Enterprises)
Alvaro J. Saralegui (Vice President of People Magazine)
Tere Zubizarreta (President, Zubi Advertising)
Daisy Esposito (President, the Bravo Group)

You may also want a few "real" people — community level experts who understand the problems of Hispanic teens face and how best to reach them. Some of our favorite such leaders are:

Hector Sanchez-Flores, director of the California Male Involvement Program
Jesus Rios, Director of New Options (YWCA) in San Jose
Debra Delgado, Program Officer at the Annie E. Casey Foundation in Baltimore
Maria Gomez, head of Mary's Center here in DC
Ruth Zambrana, Professor of Child Welfare and President George Mason University Center
for Child Welfare

We will provide you with addresses and other vital data as needed -- this is just a beginning list; if you need all that right now, let me know. I can also tell you more about each and every one of these candidates when you are ready.

FYI - this list is
subject to minor
changes over the
next few weeks due
to the "new"

Congress.

 M.E

Congress of the United States
House of Representatives
Washington, DC 20515

Congressional Hispanic Caucus
Members of the 105th Congress

OFFICERS:

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 1119 Longworth HOB
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Ways and Means

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Small Business

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National Security

Silvestre Reyes
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 514 Canon HOB
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 House Committees:
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MEMBERSHIP:

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~~Henry B. Gonzalez (D-TX)~~
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Resources
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~~Robert E. Torrey (D-CA)~~
~~2268 Rayburn HOB~~
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~~*Appropriations*~~

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Appropriations

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 House Committees:
Appropriations

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 House Committees:
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Veteran's Affairs

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Resources

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 House Committees:
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MEMORANDUM

December 23, 1998

TO: The First Lady
FROM: Neera Tanden
CC: Melanne Vermeer, Shirley Sagawa, Patti Solis Doyle, Jen Klein
RE: Education Attainment of Hispanic Students

A principle that has served as the cornerstone for many of this Administration's most important initiatives is that educational attainment is the key to economic prosperity. However, this economic prosperity is threatened by the alarmingly large educational disparity between Hispanic students and other students. According to every educational indicator, Hispanics are making progress at low rates -- from preschool through grade school, from junior high through high school, and on into higher education. And yet they are the fastest growing population within our schools. Hispanic Americans understand the importance of this issue, repeatedly describing education as their top concern.¹ Though you have focused attention on this problem through your speeches at La Raza and other venues, there is still more work that can be done to educate all Americans on this issue.

This memo provides you with: 1) brief background information on the gap in educational achievement of Hispanic students; 2) an account of the Administration's actions to reduce this gap; and 3) recommendations for your involvement in this issue.

I. Background

A. Demographics

Hispanic Americans have experienced rapid population growth, nearly doubling in 14 years, from 14.6 million in 1980, to over 30 million in 1994.² Projections for the year 2050 predict that Hispanic Americans will comprise 25 percent of the total population of this country, and therefore, will be the largest ethnic group in the nation. However, Hispanic representation amongst the school-age population is growing at an even faster rate. Today, about 14 percent of children of school age are Hispanic; by the year 2030, census projections suggest that Hispanic students age 5 to 18 will number almost 16 million -- 25 percent of the total school population.

¹See attached poll.

²Most Hispanics are native born or naturalized citizens or have legal residency status, and undocumented immigrants remain a small minority.

B. Educational Attainment 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 remains large. While much attention has been paid to drop-out rates, the achievement gap permeates the entire educational experience. Indeed, these disparities begin even before kindergarten, so that Hispanic children enter school less ready to learn, and then become compounded as time goes on, resulting in growing disparities in academic performance through high school.

1. Early Childhood Education

Research has shown that a quality preschool experience is an important indicator of student success. However, less than 15 percent of all Hispanic children participate in pre-school programs and they are much less likely than black or white to be enrolled in such programs. While enrollment in center-based programs, such as nursery school, pre-kindergarten, Head Start, and kindergarten, increased for nearly almost all groups between 1991 and 1996, the disparity between Hispanics and other groups remain large. Indeed, black and white three-year-olds are almost twice as likely as Hispanic children to be enrolled (roughly 40 percent among whites and blacks compared to 22 percent of Hispanics). The disparity narrows for four year olds -- roughly 45 percent of Hispanic 4-year olds are in center-based care, compared to almost 60 percent of white children and almost 70 percent of black children.³

In addition, data indicates that Hispanic children lag behind white children in an array of areas which implicate children's proper development. According to 1996 data, Hispanic children were less likely to have been read to than white children (65 percent of Hispanics compared to roughly 90 percent of whites); they were also less likely to have been told a story (70 percent of Hispanics compared to roughly 85 percent of whites), and to have visited a library in the past month (25 percent of Hispanics compared to 42 percent of whites). Hispanic children also have less well-developed school-related skills at age four than do white children. Indeed, Hispanic four-year old children are less able than their white counterparts to identify basic colors, recognize all letters of the alphabet, count up to 50 or more, and write their first name.⁴

2. Elementary, Middle and High School

Hispanic children continue to trail behind other groups in primary and secondary educational attainment as well. By age nine, Hispanic students lag behind in reading, writing, science proficiency and mathematics. Although slight gains were noted on the National Assessment of Education Progress (NAEP) in 1996, Hispanic children continue to score lower than white children in all those subject areas.

³Council of Economic Advisors, Changing America, 1998.

⁴President's Advisory Commission on Educational Excellence, Our Nation on the Fault Line, 1995.

Developing reading skills at an early state is important to future educational success. Once behind in reading proficiency, a student risks having difficulty with other aspects of the curriculum, as well as a continued lag in reading skills as the student gets older. In 1996, the Hispanic-white differences in reading scores were about the same at all three age levels: Hispanic students are roughly three to four years behind whites in reading ability. Hispanic students were also three years behind in writing and science proficiency. Indeed, only in mathematics proficiency did both white and Hispanic students increase at all age levels. In 1996, the scores of Hispanic 13-17 year olds increased at a faster rate than those of white students, causing the performance gaps to narrow.⁵

This educational attainment gap permeates a range of educational experiences for Hispanic students. They are less likely than white or black students to be enrolled in college preparatory programs, 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 more often incorrectly assessed as mentally retarded or learning disabled.⁶

The statistic that is perhaps most dramatic is that Hispanic students are significantly less likely to complete high school than white students. In 1997, 29 percent of all Hispanics 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 (7 percent) in the same group. Hispanic Americans not only have a higher drop-out rate, they tend to drop out of school earlier. One third of the Hispanic young adults in this group of dropouts have less than a Th-grade education and one half have less than a 10th-grade education. Comparable estimates for whites and blacks show that about one-tenth of the dropouts in each group have less than a Th grade education and about one-quarter have less than a 10th-grade education.

II. The Administration Record

A. Focusing on the Problem

Over the course of the Administration, the President has taken a number of steps to both focus attention on the education gap. In February 1994, the President issued Executive Order 12900, titled "Educational Excellence for Hispanic Americans." This Executive Order established the President's Advisory Commission on Educational Excellence, which held public hearings, convened expert panels and gathered research. From this experience they issued a report titled, "Our Nation on the Fault Line: Hispanic American Education," which made a series of recommendations on steps to close the education gap that Hispanic students are facing.

⁵National Center for Education Statistics, "The Condition of Education 1998," 1998.

⁶President's Advisory Commission on Educational Excellence, *Our Nation on the Fault Line*, 1995.

The Commission found a number of specific factors that affect the educational achievement of Hispanic Americans, including: inequity in school financing; school segregation and poverty; multi cultural training for school personnel; lack of bilingual and ESL programs; misplacement of students in special education classes; testing and assessment poorly attuned to Hispanic educational differences; lack of parental involvement; and lack of school safety.

The Commission then made specific recommendations:

- Provide pre-school education for all Hispanic American children who qualify;
- Target youth apprenticeship, mentoring, and career pathway opportunities for Hispanic;
- Train teachers to deal effectively with multi cultural populations and linguistic minority students;
- Increase the number of public, nonprofit, private, and community programs that provide intervention with parents during pregnancy incorporating health care, education, parenting education and child care to provide an even start for Hispanic Americans; and
- 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.

In addition, in February of 1998, the Hispanic Dropout Project, a project created by the Department of Education to focus on the particular issue of dropout disparities, issued a report. That report, titled "No More Excuses," made a number of direct recommendations for federal action, such as investing in bilingual education, creating a middle-class upward bound program, restructuring schools with high drop-out rates, and focusing on reading and literacy in the early years.

B. The President's Response

Last year, as part of his FY 99 budget proposal, the President put forward his Hispanic Education Action Plan, a package of proposals that was based on the recommendations of both the Hispanic Dropout Project as well as the President's Advisory Commission on Education Excellence. The guiding principle of this set of initiatives was America cannot prosper as a nation unless educational opportunity is made available to all of our children. To address this educational disparity, the Action Plan included more than \$600 million dollars for a comprehensive strategy based on high standards and research-based school reform. Congress funded much of that strategy, which includes:

High Standards: The President proposed to increase funding for Title I by 5.3 percent -- a \$393 million increase -- to strengthen basic reading and math skills. Thirty-two percent of those served are Hispanic. In FY 99, this program received \$301 million.

Training Teachers to Teach English: The Administration proposed a 17 percent increase --\$33 million -- in the Federal program for children with limited English skills, that would help train 20,000 teachers over five years to more effectively teach English in the context of high academic standards. Congress funded an increase of \$25 million in the FY 99 budget.

Adult Literacy in English: The President proposed a \$33 million increase in adult education that would provide more parents and other adults with English training. Congress approved an additional \$24 million for this program.

Transforming Schools with High Dropout Rates: The President proposed a 25 percent expansion -- an increase of \$30 million -- of a new effort to reform failing schools, specifically targeting schools with high-dropout rates. However, the program was flat-funded at \$120 million.

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 proposed a \$40 million (20 percent) increase in funding for Upward Bound. He also proposed an increase of \$13 million in all other TRIO programs. In the final budget, these programs received an additional \$70 million. In addition, the President's budget increased funding for the Federal program that strengthens colleges with large Hispanic populations by \$16 million --133 percent --increase, which it received.

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. The President sought 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). Except for the HEP program, all these initiatives were fully funded.

All these programs received \$500 million in additional funding as part of the FY 99 budget.

C. Implementation Concerns

A number of Hispanic groups are extremely concerned that some of the programs listed above that are only targeted for low-income or high-need populations must be focused on Hispanic students as these initiatives are implemented. While the groups have been engaged in discussions with the Department around these issues, they have not been completely reassured.

III. A Unique Opportunity for Your Involvement

We are presented with a unique opportunity to help bring attention to the educational attainment gap at this point in time because the Administration now has a real record of accomplishment. However, as the Hispanic Caucus and other groups have noted, most Americans are unaware of both the problem and our efforts to address it.

In conversations with a number of Hispanic organizations, they have recommended that you focus your attention on education, as you did for your speech to La Raza, because it remains the top

priority of the community. The groups have worked with the Administration to forge this comprehensive plan, and believe it is important to highlight its success. While they have applauded your efforts to focus attention on the problems placing Hispanic youth at risk, they are concerned that it is an overly negative message. They also point out that educational disparities are a critical cause of these at-risk behaviors so that it serves an important starting point for the discussion.

The following are a few recommendations for your involvement that would build on your La Raza event last summer:

A roundtable discussion with experts, Hispanic leaders, and members of the media: We are already working to put together a gathering of thinkers and members who will advise you on at-risk issues for Hispanic youth. We will make sure that education issues are a critical component of this conversation. As part of this ongoing dialogue, we hope to involve businesses, non-profits, and foundations that understand that education is critical to creating the workforce of the future, and that such a significant group cannot be left behind. We could either start these conversations in private and then hold a public event, or simply start with a public roundtable.

A public convening around early child hood issues: A focus on disparities in early educational experiences would allow you to bring your particular background to bear on an educational problem that has thus far received less public attention. It also provides you with a good starting point to address Hispanic educational issues in general. We propose a roundtable at the White House focused on successful efforts to involve Hispanic children in early education programs that could take place in the spring.

Conference on Educational Excellence for Hispanic Students at the Department of Education:

The Hispanic Caucus as well as other groups have asked the Department for a conference to highlight the educational attainment gap of Hispanic students, as well as promising practices that address these problems. In addition, such a conference could serve to inform and guide the implementation of the Hispanic Education Action Plan. While the Department has expressed interest in such an event, your involvement -- either to lead a conference or keynote it -- would be critical to their decision to go forward.

Speeches:

- You could make a major speech to the Hispanic Caucus or other groups on educational issues.
- The White House Task Force on Educational Excellence, which is housed at the Department, holds a number of conferences around the country -- any one of which may serve as an opportunity for you to address this issue.

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COLLECTION:

Clinton Presidential Records
First Lady's Office
Shirley Sagawa
OA/Box Number: 23242

FOLDER TITLE:

[Education] - Hispanic Roundtable

2013-0124-S

rc1141

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GAO

Report to Congressional Requesters

July 1994

HISPANICS' SCHOOLING

Risk Factors for Dropping Out and Barriers to Resuming Education





United States
General Accounting Office
Washington, D.C. 20548

**Program Evaluation and
Methodology Division**

B-256465

July 27, 1994

The Honorable Edward M. Kennedy
Chairman, Committee on Labor and Human Resources
United States Senate

The Honorable Paul Simon
United States Senate

You asked us to report, first, on the nature and extent of the school dropout problem among Hispanics and, second, on which Hispanic students are most at risk of dropping out. An analysis of who drops out should be helpful in developing strategies for preventive actions to reduce the dropout rate. But quite different strategies may be needed to help those who have already dropped out so, third, we report on the barriers young Hispanic dropouts face in resuming their high school education.

Like the Bureau of the Census, we use the term "dropout" to refer to a young adult's educational status on a given date, such as the date of the census survey. (The other educational status categories are "high school graduate" and "enrolled in school.") Although the word "dropout" may immediately suggest U.S. schools, we found that over one fourth of the 16- to 24-year-olds who are counted as Hispanic dropouts under this definition were not born in the United States and were age 18 or older when they entered this country. Most of those in this non-U.S.-born group presumably dropped out of school before arriving here. U.S. schools consequently have had little opportunity to influence most of these dropouts. Thus, the "Hispanic dropout rate" does not directly convert into an assessment of the performance of U.S. schools in educating Hispanic youths. However, the Hispanic dropout rate is a direct measure of the preparation of the Hispanic population for participation in our work force.

In addition to reviewing relevant research literature, we did extensive original analysis of data from the 1990 decennial census using the Public Use Microdata Sample (PUMS) created by the Bureau of the Census. PUMS includes comprehensive demographic data on a large sample of Hispanics and allows generalization to the Hispanic population as a whole and to Hispanic subgroups nationwide. At the same time, the census data pertain only to characteristics of individuals and do not permit explanation of many other meaningful risk factors, such as features of schools and peer groups that may influence school completion. (For details documenting our PUMS analysis and presenting confidence intervals for our estimates,

see appendixes I and II, respectively.) We reported earlier to you on your related request for information on federal programs for dropouts and Hispanic participation in these programs.¹

Results in Brief

First, with regard to the nature and extent of the Hispanic dropout problem, in 1990, the school dropout rate for Hispanics between the ages of 16 and 24 was high—about 30 percent.² That is, about 3 of every 10 Hispanics in this age group had not completed high school and were not currently enrolled in regular or adult high school classes.³ The comparable figure for non-Hispanic blacks was 18 percent, and for non-Hispanic whites, it was 10 percent. While the latter rates have been declining over the last two decades, the rate for Hispanics has shown no consistent trend.

Dropout rates were not uniform by country of origin, ranging from 36 percent for Central Americans and 34 percent for Mexican Americans to 12 percent for South Americans. Dropout rates were much higher for Hispanics not born in the United States (43 percent) than for U.S.-born Hispanics (20 percent). Further, among those born outside the United States, recent arrivals were at a greater risk of dropping out.

We estimate that the dropout rate for 16- to 24-year-olds who likely had contact with U.S. schools was 26 percent. This adjusted rate, while lower than the 30-percent rate for the age group as a whole, was still high.

Second, with regard to the objective of determining which Hispanic youths are at the greatest risk of dropping out, we studied 16- and 17-year-old Hispanics (excluding recent arrivals to the United States) using 1990 census data. We found that the risk of dropping out of U.S. schools was higher for 16- and 17-year-old Hispanics who fell into one or more of the following categories: (1) not born in the United States, (2) limited in English-speaking ability, (3) from poor families, or (4) either married or mothers.

¹See the April 6, 1994, letter (GAO/PEMD-94-18R) from Eleanor Chelimsky, Assistant Comptroller General, U.S. General Accounting Office, Washington, D.C., to the Honorable Edward M. Kennedy, Chairman, Committee on Labor and Human Resources, United States Senate, and the Honorable Paul Simon, United States Senate.

²The term "Hispanic" describes persons whose origin or country of ancestry is Mexico; Puerto Rico; Spain; or Spanish-speaking countries in South America, Central America, or the Caribbean. Some persons prefer other terms including "Latino" or "Chicano." The latter usually implies a person of Mexican ancestry.

³The 1990 dropout rate is sometimes cited as 32 percent, a rate derived from the Current Population Survey (CPS) estimates discussed in connection with figure 2.

Third, we examined the barriers young Hispanic dropouts faced in resuming their education. Looking at the 1.15 million Hispanic dropouts age 16 to 24, we found that 7 of 10 were of Mexican origin, that 1 of 10 was of Puerto Rican origin, and that 70 percent lived in one of three states (California, Texas, or New York). These patterns generally reflect the distribution of the 16- to 24-year old Hispanic population.

It is not clear how many of these young dropouts intended to remain in the United States and thus had an incentive to resume their education to obtain a high school diploma or an equivalency certificate. In any case, Hispanic dropouts faced the following formidable barriers to completing their education:

- 40 percent spoke English "not well" or "not at all,"
- over half needed 3 years or more of schooling to complete high school,
- over one third had incomes placing them at or below the poverty line as defined for several federal programs, and
- most had job or family responsibilities.

This study did not compare dropout rates among the racial groups for persons of similar circumstances. Findings from a major longitudinal study of students enrolled in U.S. schools in 1988 suggest that Hispanic youths drop out of U.S. schools at about the same rate as non-Hispanic blacks or whites of the same sex and similar family economic background.⁴

Nature and Extent of the Hispanic School Dropout Problem

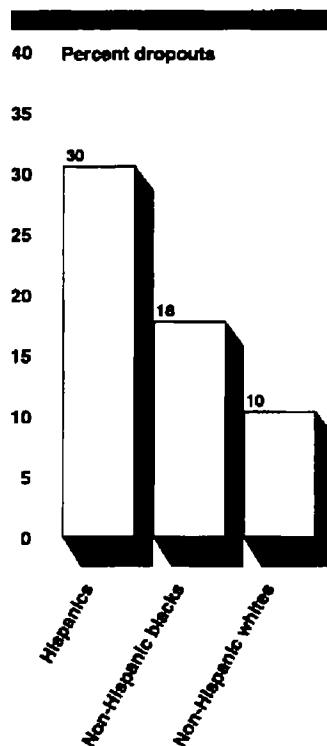
We developed statistics on the "dropout rate"—that is, the percentage of persons in an age group who had not completed high school and were not currently enrolled in high school or studying for a General Educational Development (GED) certificate—from the 1990 census for 16- to 24-year-old Hispanics. We found the following:

- The dropout rate for 16- to 24-year-old Hispanics was high—30 percent, compared with 18 percent for non-Hispanic blacks and 10 percent for non-Hispanic whites.
- The dropout rate for Hispanics has been relatively constant for the last 20 years in contrast to the declining dropout rate for white and black non-Hispanics.

⁴See Philip Kaufman and Denise Bradby, *Characteristics of at-Risk Students in NELS:88*, NCES 92-042 (Washington, D.C.: National Center for Education Statistics, August 1992), p. 8.

- Dropout rates for different Hispanic subgroups are not uniform, with rates varying from 36 percent for Central Americans to 12 percent for South Americans. (See figures 1, 2, and 3.)⁵

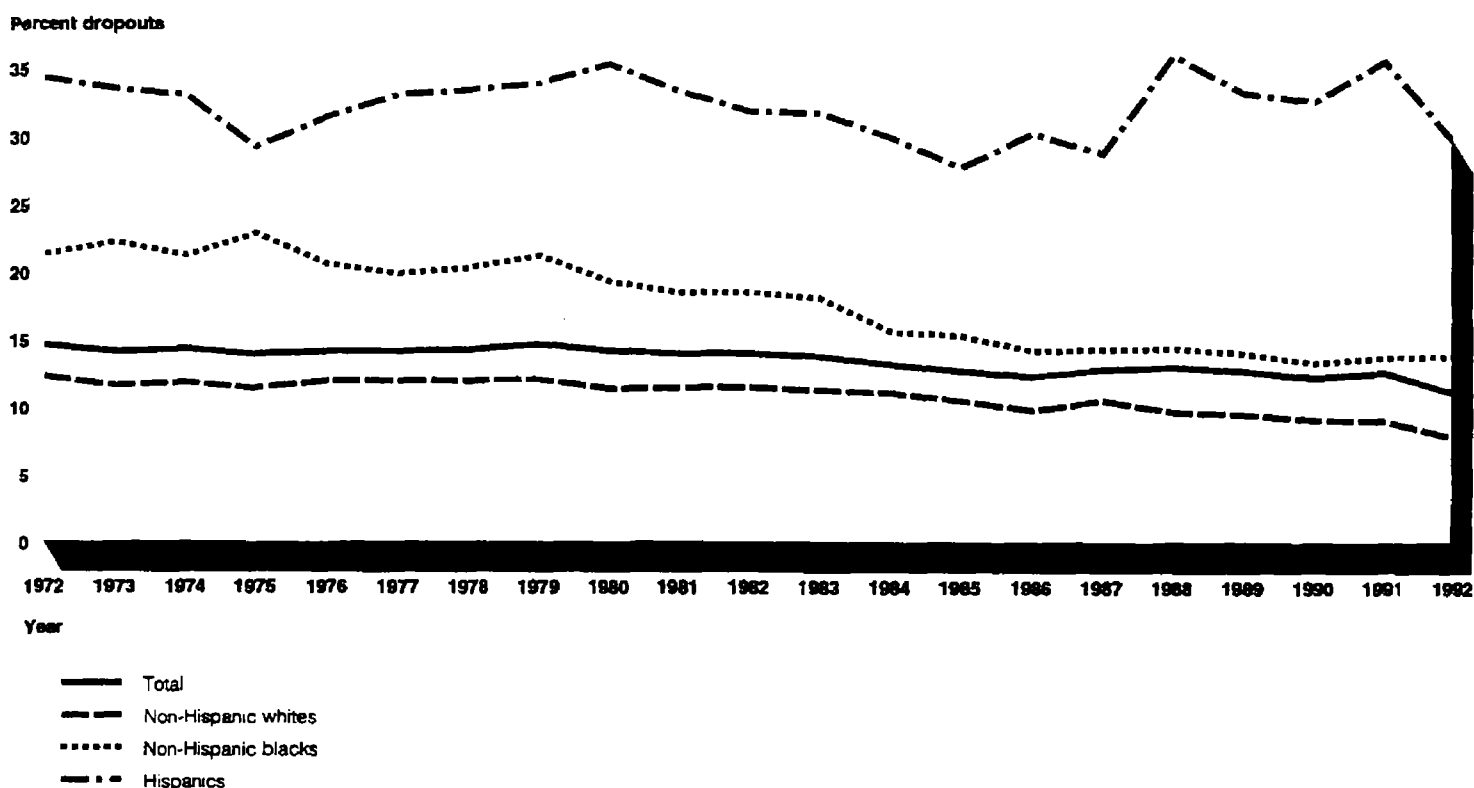
Figure 1: 1990 Dropout Rates for 16- to 24-Year-Olds, by Selected Racial and Ethnic Groups



Source: GAO analysis of 1990 decennial census PUMS.

⁵The long form of the decennial census records the "origin," which may reflect ancestry, country of birth, nationality group, and so on, depending upon the self-report of the census respondent. This can be complex—for example, persons of Mexican ancestry who were born in Cuba could describe their origin as either Mexican or Cuban.

Figure 2: 1972-92 Dropout Rates for 16- to 24-Year-Olds, by Selected Racial and Ethnic Groups



Notes:

PUMS data from the decennial census are not useful for examining year-to-year trends. We turned to the Current Population Survey conducted by the Bureau of the Census and reported by the U.S. Department of Education. While the age range and dropout measure are the same as ours from PUMS, the 1990 CPS Hispanic dropout rate was slightly higher (32 percent) than ours (30 percent) derived from PUMS. Differences between CPS and PUMS do not affect the validity of trends shown in figure 2.

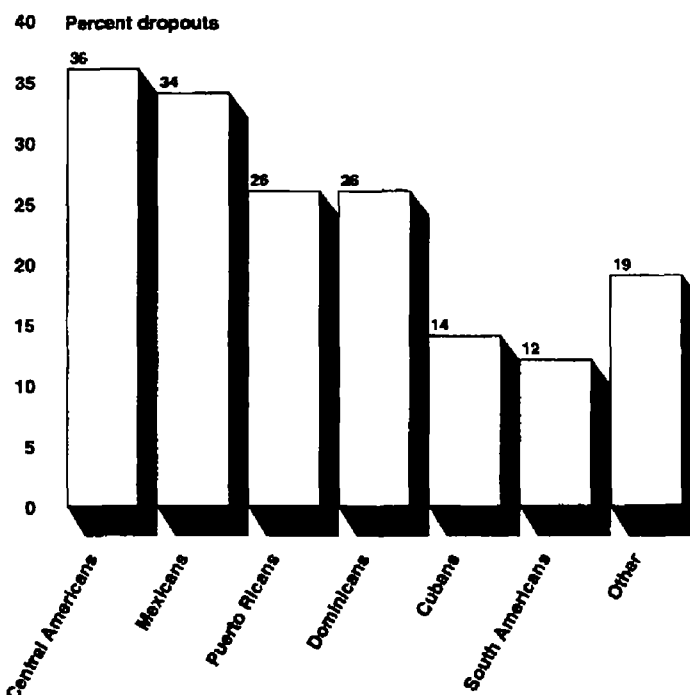
Not shown separately are non-Hispanics who are neither black nor white, but who are included in the total.

Percentages for 1987 and 1990-92 reflect new editing procedures instituted by the Bureau of the Census for cases with missing data on school enrollment items.

Percentages for 1992 reflect new wording of the educational attainment item in CPS.

Source: U.S. Department of Education, Dropout Rates in the United States: 1992, NCES 93-464 (Washington, D.C.: U.S. Department of Education, 1993), p. 97.

Figure 3: 1990 Dropout Rates by Hispanic Subgroup, Age 16 to 24



Source: GAO analysis of 1990 decennial census PUMS.

We wanted to determine whether Hispanics who were born outside the United States fared well in U.S. schools. In order to do this, we compared persons “born in the United States”—that is, the 50 states plus the District of Columbia—with those who were not, which included persons who were

- not citizens;⁶
- citizens by naturalization;
- born abroad of American parents; or
- born in Puerto Rico, Guam, the U.S. Virgin Islands, or the Commonwealth of the Northern Mariana Islands.

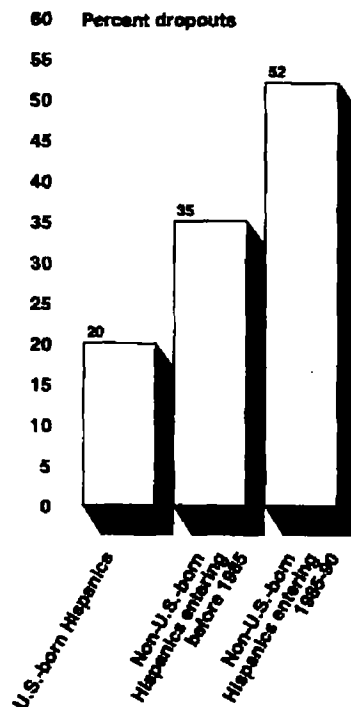
We refer to this group of persons as “not born in the United States” or “born outside the United States.” Although they are U.S. citizens, we

⁶This group includes persons who are “immigrants” (that is, permanent resident aliens), so-called “nonimmigrants” (persons with short-term visas authorizing them to be in this country for work, study, and so on), and “undocumented aliens.”

classified persons entering from Puerto Rico as “not born in the United States” in order to see how well persons who moved from Puerto Rico to one of the states fared in U.S. schools. We found that persons of Puerto Rican origin born in the United States—that is, in any of the 50 states or the District of Columbia—had a dropout rate of 23 percent compared with a rate of 31 percent for those born in Puerto Rico.⁷

Dropout rates were much higher for Hispanics not born in the United States (43 percent) than for U.S.-born Hispanics (20 percent). (See figure 4.) Put another way, 64 percent of the young Hispanic dropouts were persons born outside the United States. Recent arrivals were at the greatest risk of dropping out—in 1990, 52 percent of Hispanics who entered in 1985-90 were high school dropouts, compared with 35 percent of Hispanics who arrived before 1985.

Figure 4: 1990 Dropout Rates for U.S.-Born and Non-U.S.-Born Hispanics Age 16 to 24



Note: The dropout rate for Hispanics not born in the United States was 43 percent.

Source: GAO analysis of 1990 decennial census PUMS.

⁷There were 68,244 dropouts out of the 292,054 persons of Puerto Rican origin born in the 50 states and the District of Columbia and 45,765 dropouts out of the 145,718 born in Puerto Rico but living in the 50 states and the District.

The findings on recency of arrival suggest that the overall dropout rate by itself is not a good measure of the success of U.S. schools in educating Hispanic youths. We estimate that the dropout rate for 16- to 24-year-old Hispanics who had some contact with U.S. schools was 26 percent (compared with the 30 percent rate for all 16- to 24-year-old Hispanics). In appendix III, we discuss how we derived this estimate. Note that this adjusted dropout rate is still considerably higher than the dropout rates for all non-Hispanic blacks and all non-Hispanic whites. (See figure 1.)

Which Hispanic Students Are Most at Risk of Dropping Out?

Efforts to reduce the high dropout rate among young Hispanics should be aided by an understanding of which Hispanic youths are at the greatest risk of dropping out. In order to determine which students were most at risk of dropping out, we studied PUMS data for Hispanic youths age 16 to 17, the age at which state laws against dropping out typically cease to apply.

Because we were interested in studying the factors that predict dropping out of U.S. schools, we excluded from this analysis 16- to 17-year-olds born outside the United States who had entered this country within the last 3 years. This procedure should have excluded from our analyses most Hispanics who had little or no contact with U.S. schools.⁸ However, even excluding recently arrived non-U.S.-born persons from the calculations, the dropout rate of Hispanic youths age 16 to 17 was still 11 percent.⁹

We reviewed the research on factors associated with a higher likelihood of dropping out—including both dropout research in general and research specifically focused on Hispanic dropouts—and found four factors that were commonly cited and for which data were available in PUMS: (1) not

⁸The excluded group probably also includes many who did have considerable contact with U.S. schools, but our objective in conducting this analysis was not to obtain an accurate measure of how many were influenced by U.S. schools. Rather, our priority was to exclude from the analysis those who had had little contact with U.S. schools.

⁹The dropout rate for our sample of 16- to 17-year-old Hispanics was 11 percent, compared with 10 percent for non-Hispanic blacks and 7 percent for non-Hispanic whites. These status dropout rates appear consistent with cohort dropout rates developed in the National Education Longitudinal Study of 1988 (NELS:88). Unlike the cross sectional nature of the dropout rates we use throughout this report, the "cohort dropout rate" obtained from NELS:88 tracked a sample of 8th graders gathered from 1988 through 1992. This cohort measure enabled us to determine the educational status of a group, such as a sample of 8th graders in 1988, both initially and then again—that is, the same individuals at a later period (such as 1992). By 1992, 18 percent of the Hispanics in the original sample had dropped out, compared with 15 percent for non-Hispanic blacks and 9 percent for non-Hispanic whites. One would expect NELS:88 dropout rates to be higher than those of the 16- and 17-year-olds because NELS:88 did not exclude recently arrived youths and because NELS:88 data were for older youths.

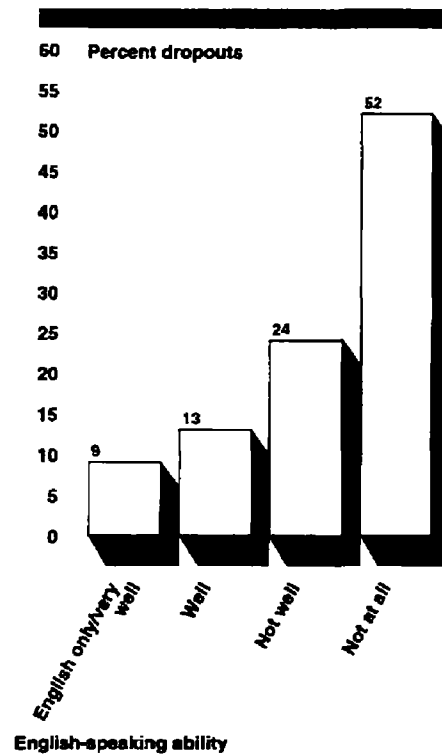
born in the United States, (2) lack of English-speaking ability, (3) low family income, and (4) marriage and childbirth.

Not born in the United States: Dropout rates were higher for persons born outside the United States than for U.S.-born Hispanics—14 percent versus 10 percent—even when recent entrants were excluded from the analysis.

Lack of English-speaking ability: The more limited the Hispanic students' ability to speak English, the higher the dropout rate.¹⁰ (See figure 5.) While dropout rates for U.S.-born Hispanics were lower the better they spoke English, the effect of English-speaking ability on the dropout rate of Hispanics born outside the United States was far more dramatic. (See figure 6.)

¹⁰English-speaking ability was measured by asking the family member who responded to the census to rate each member of the household.

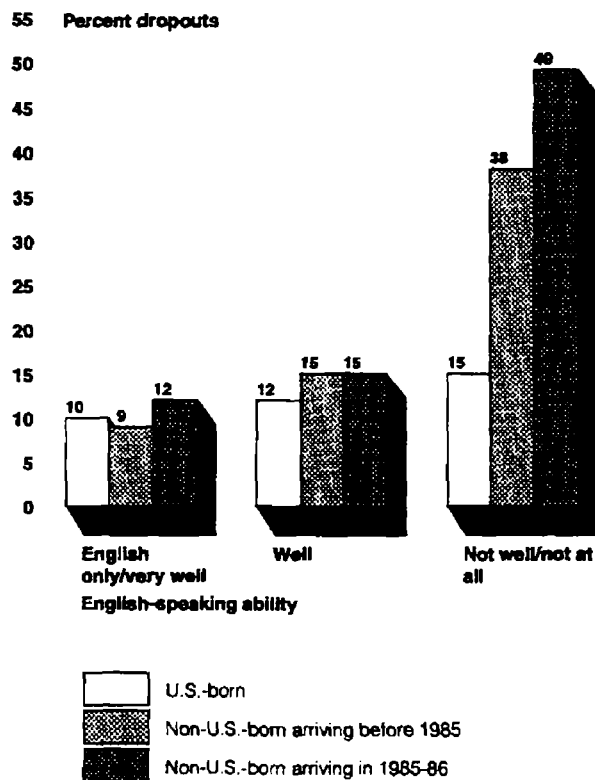
Figure 5: 1990 Dropout Rates for Hispanics Age 16 and 17, by English-Speaking Ability



Note: Excludes persons who arrived in the United States between 1987 and 1990.

Source: GAO analysis of 1990 decennial census PUMS.

Figure 6: 1990 Dropout Rates for Hispanics Age 16 and 17, by U.S.-Born and Non-U.S.-Born and by English-Speaking Ability



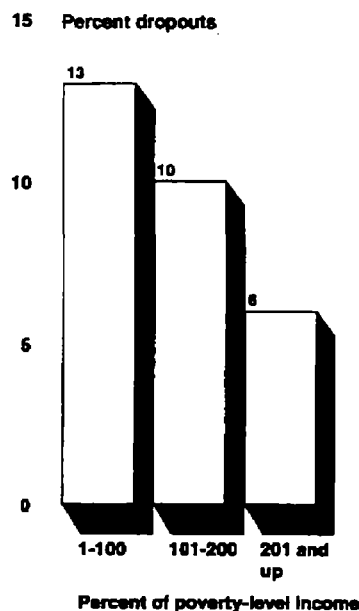
Note: Excludes persons who arrived in the United States between 1987 and 1990.

Source: GAO analysis of 1990 decennial census PUMS.

A lack of English-speaking ability was most strongly associated with dropping out among the more recent entrants to the United States. Among those who arrived in 1985 and 1986, those who spoke English "not well" or "not at all" had dropout rates 3 times the rate of those who spoke English "well." It may be that for those who speak English poorly or not at all, the combined difficulties of language and other complications associated with more recent arrival in this country are particularly disruptive of schooling. This educational disruption may be especially difficult for youths arriving in the United States in the later high school years, when the need to acquire skills for graduation (possibly including the wherewithal to pass a high stakes state examination) may be particularly daunting.

Low Family income: Hispanics age 16 and 17 from poorer families had higher dropout rates. (See figure 7.) We measured poverty by income relative to threshold poverty levels established for certain federal programs. Thus, we found the greatest poverty among those in "poverty level 1 to 100 percent," meaning a household income that is at or below the poverty level. Note that this poorest group also had the highest dropout rate.¹¹

Figure 7: 1990 Dropout Rates for Hispanics Age 16 and 17, by Income as a Percent of Poverty-Level Income



Note: Excludes persons who arrived in the United States between 1987 and 1990 and those not living with parents, stepparents, or grandparents or who were not in the same residence in 1985.

Source: GAO analysis of 1990 decennial census PUMS.

Marriage and childbirth: For both young Hispanic males and females, those who had ever been married had dropout rates about 5 times higher than those who had never married. (See table 1.)

¹¹For purposes of our poverty analyses only, we excluded persons who lived in less stable households. Therefore, it is not meaningful to compare the dropout rates in figure 7 with the rates in other figures. See appendix I for details of the methodology we employed for this poverty analysis.

Table 1: 1990 Dropout Rates for Hispanics Age 16 and 17, by Sex and Marriage Status

Sex	Dropout rate	
	Ever married	Never married
Males	47.0%	10.2%
Females	51.3	9.5

Source: GAO analysis of 1990 decennial census PUMS.

We found that child-bearing was also associated with higher dropout rates for Hispanic females 16 and 17 years of age, especially when combined with marriage. The dropout rate among married mothers was higher than the rate among married but childless females. Married mothers were also more likely to have dropped out than were unmarried mothers. (See table 2.) We do not have an explanation of this finding. It could be that unmarried women with children are more likely to be living with parents and thus have more resources for staying in school than do married women with children.

Table 2: 1990 Dropout Rates for Hispanic Females Age 16 and 17, by Motherhood Status and Marriage Status

Motherhood status	Dropout rate	
	Ever married	Never married
Had one or more children	66.0%	42.4%
No children	33.3	7.4

Source: GAO analysis of 1990 decennial census PUMS.

Young Hispanic females who had married and given birth had an average dropout rate of 66 percent, about 9 times that of their peers who had neither married nor given birth. While this 66-percent figure is dramatic, it pertains to a relatively small segment of the population. Nine of every 10 Hispanic females age 16 and 17 in this analysis had never been married and had no children.

The research literature cites many other risk factors for dropping out that we could not examine because measures were not available in the PUMS data set we analyzed. These include factors such as family and peer influences, academic performance, school behaviors (regularity of attendance, discipline problems, and so on), use of illegal substances, attitudes and behaviors of teachers and other school staff, and the like.

Characteristics of the Hispanic Dropout Population

Because 3 of every 10 young Hispanic adults are dropouts, it would be helpful to know more about this pool of young dropouts and what barriers may exist to their returning to classes to get a high school education. We cannot simply rely on the information in the previous section because that analysis excluded 16- to 17-year-old dropouts who arrived in the United States within the last 3 years and all young adult dropouts aged 18 and over. Put another way, the previous section told us a lot about who drops out of U.S. schools but little about the educational qualifications of the Hispanic young adult labor force.

From the PUMS data set, we derived the following estimates of the characteristics of the population of 16- to 24-year-old dropouts:

- Of the 1.15 million Hispanic dropouts, 59 percent are male.
- Over one fourth were not in the United States when they were of school age—that is, they were born outside the United States and were age 18 or older when they entered this country.
- More than 7 of every 10 Hispanic dropouts are of Mexican origin, and 1 of 10 is of Puerto Rican origin.
- The dropouts are concentrated geographically: 44 percent are living in California, 18 percent in Texas, and 8 percent in New York. Thus, 7 of every 10 Hispanic dropouts are located in these 3 states. (See table 3.)

Table 3: the 1990 Distribution of Hispanic Dropouts Age 16 to 24, by State

State	Number of Hispanic dropouts	Percent of all Hispanic dropouts	Cumulative percentage
Arizona	33,759	3%	3%
California	505,412	44	47
Colorado	16,806	2	49
Florida	50,065	4	53
Illinois	49,557	4	57
Massachusetts	15,784	1	58
New Jersey	28,251	3	61
New Mexico	16,440	1	62
New York	89,734	8	70
Texas	210,956	18	88
All remaining states	130,152	11	99 ^a
Total	1,146,916	99^a	99^a

^aPercentages do not add to 100 because of rounding.

Source: GAO analysis of 1990 decennial census PUMS.

The foregoing information on the concentrations of the dropout population is useful, for example, in considering how to set up programs to ease the return to school for Hispanic dropouts. We are not arguing that the foregoing patterns are unique; they do, in fact, generally reflect the distribution of the 16- to 24-year-old Hispanic population.

These 1.15 million young dropouts include many individuals who will spend years working in the United States, suggesting an economic interest on the part of the U.S. government in improving their preparation for full and useful participation in the labor force.

However, there is one substantial unknown in our analysis. Almost two thirds of these young Hispanic dropouts were born outside the United States, often in Mexico.¹² It is not clear how many of these young dropouts intend to remain in the United States and thus have an incentive to resume their education in order to obtain a high school diploma or an equivalency certificate.¹³ In any case, Hispanic dropouts face the following formidable barriers to completing their education.

Lack of English-speaking ability: We noted earlier that the risk of dropping out was especially high for those with limited English-speaking ability. Unfortunately, this is a common liability: 40 percent of Hispanic dropouts, nearly 456,000 persons, speak English "not well" or "not at all." Research shows that limited English-speaking ability also deters dropouts from further pursuing an education. Dropouts born outside the United States who have a limited command of English and expect to return to their homelands may see high costs and few benefits in returning to school. Yet, where the demand for further education exists, the geographic concentration of dropouts might make the delivery of educational services to persons with a very limited command of English more practical than would be the case if dropouts were more dispersed. Of course, funds for such services may well not be made available.¹⁴

¹²There were 542,011 dropouts of Mexican origin who were born outside the United States. They represent 73 percent of all 16-to 24-year-old Hispanic dropouts born outside the United States and 47 percent of all 16- to 24-year-old Hispanic dropouts.

¹³Kevin F. McCarthy and R. Burciaga Valdez, Current and Future Effects of Mexican Immigration in California (Santa Monica, Calif.: Rand Corporation, 1985), sections II and III.

¹⁴See our recent report Limited English Proficiency: A Growing and Costly Educational Challenge Facing Many School Districts, GAO/HEHS-94-38 (Washington, D.C.: January 1994).

Years of education needed: Many dropouts have a long way to go to get a high school diploma. Over half need 3 years or more of education, having at most completed grade 9. (See table 4.)

Table 4: Educational Attainment of Hispanic Dropouts Age 16 to 24 in 1990

Grade level	Number of Hispanic dropouts	Percent of all Hispanic dropouts	Cumulative percentage
Grade 4 and below	166,325	14%	14%
Grades 5 to 8	294,523	26	40
Grade 9	184,252	16	56
Grade 10	166,704	14	70
Grade 11	171,024	15	85
Grade 12 but no diploma	164,078	14	99 ^a
Total	1,146,916	99^a	99^a

^aPercentages do not add to 100 because of rounding.

Source: GAO analysis of 1990 decennial census PUMS.

Poverty: Whatever the causal connection may be between poverty and dropping out, poverty is a potential barrier for dropouts who may want to go back to school to complete a high school education. Some experts suggest that poor dropouts do not have the luxury of long-term thinking; their present needs for cash overwhelm any longer-term plans. Over one third of the Hispanic dropouts 16 to 24 years old are living on incomes that place them at or below the federally defined poverty line (data not shown).

Job and family responsibilities: Combined duties (both job and family) can limit the time available for dropouts to pursue their education. Responsibilities are quite different for male and female Hispanic dropouts. Males are more likely than females to be in the labor force (82 versus 46 percent) but are less likely to be married (25 versus 48 percent). A minority have neither a job nor family responsibilities (16 percent of males and 29 percent of females). In addition, relatively few Hispanic dropouts have both job and family responsibilities. For males, only 20 percent of dropouts are both married and in the labor force, and some men are working part-time or are separated from their families. For females, only 16 percent of dropouts are both married and in the labor force.¹⁵

¹⁵The results are similar if we look at whether the female dropout has child-care responsibilities rather than at marital status: 15 percent of female dropouts are both in the labor force and living with their own children. PUMS does not include data on whether males are living with their own children.

Concluding Observations

This report has concentrated on describing and showing the diversity within the Hispanic population in terms of high school completion, using cross-sectional demographic data from the 1990 census. This descriptive information is useful background for understanding the varied segments of the Hispanic dropout population and the fact that status dropout figures do not represent the rate at which Hispanics drop out of U.S. schools.

However, presenting cross-sectional demographic data on a single group has three important limitations that merit brief discussion. First, although these data tell us who drops out of school, they neither tell us why students cease to attend nor reveal the dynamics of students' decisions. For example, we know from these data that married Hispanic teenagers are more likely to have dropped out than those who have never married, but we cannot say whether marriage causes or even precedes departure from school. Information on students' decisions to drop out is available from cohort studies such as NELS:88 and observational studies.¹⁶

Second, while the census includes data on individual dropouts, it does not include information about the schools such students attended or the educational resources in their communities. Thus, census data do not suggest educational policy solutions that might help to reduce the dropout rate. We know from other studies that poor, ethnic-minority, and language-minority students are likely to attend high poverty schools in communities that offer limited options for out-of-school learning. Such studies were among the materials reviewed by the Congress in connection with the 1994 reauthorization of the major federal elementary and secondary education programs.¹⁷

Finally, our focus on Hispanics might lead readers to form an exaggerated notion of the differences between Hispanics and other racial or ethnic groups. True, the overall dropout rate for 16- to 24-year-old Hispanics was markedly higher than for other groups. However, when comparison is limited to persons of comparable background who attended U.S. schools, this dramatic difference disappears. For example, the NELS:88 data indicate Hispanics who actually attend U.S. schools are no more likely to drop out

¹⁶For a useful summary of statistical data, with references to observational studies, see the annual publication Dropout Rates in the United States issued by the National Center for Education Statistics.

¹⁷For a summary of these studies, see Reinventing Chapter 1: The Current Chapter 1 Program and New Directions. Final Report of the National Assessment of the Chapter 1 Program. (Washington, D.C.: U.S. Department of Education, February 1993).

than are non-Hispanic blacks or whites of the same sex and similar socioeconomic status.¹⁸

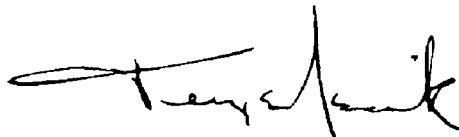
Agency Comments

We met with responsible officials of the Department of Education who agreed that, in view of the fact that our analysis was entirely based on Bureau of the Census data, they did not need to review this report. Further, because our report is largely descriptive in nature, we decided not to request written agency comments.

We performed our work in accordance with generally accepted government auditing standards between February 1993 and January 1994. The names of the experts we consulted are listed in appendix IV.

We will send copies of this report to the Chairman and Ranking Minority Member of the Committee on Education and Labor, the Ranking Minority Member of the Senate Committee on Labor and Human Resources, the Secretary of Education, and the Secretary of Labor. We will also make copies available upon request to others who are interested.

If you have any questions or would like additional information, please call me at (202) 512-2900 or Robert York, Director of Program Evaluation in Human Services Areas, at (202) 512-5885. Other major contributors to this report are listed in appendix V.



Terry E. Hedrick
Assistant Comptroller General

¹⁸Philip Kaufman and Denise Bradby, *Characteristics of at-Risk Students in NELS:88*, NCES 92-042 (Washington, D.C.: National Center for Education Statistics, August 1992), p. 8.

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Abbreviations

GAO	General Accounting Office
CPS	Current Population Survey
GED	General Education Development (certificate)
NELS:88	National Education Longitudinal Study of 1988
PUMS	Public Use Microdata Sample

1990 Census of Population and Housing Public Use Microdata Samples

In this appendix, we describe the 1990 census and the sample that we used, explain why we chose it, identify its limitations, and provide a rationale and description of the samples within PUMS that we analyzed.

The 1990 Census and PUMS

The 1990 census consisted of two questionnaires: the 100-percent questionnaire composed of a core set of questions asked of everyone and about every housing unit and the "long-form" questionnaire that included a more extensive set of questions asked of a sample of subjects at approximately one out of every six housing units, as well as of one out of six persons in group quarters. The 100-percent questionnaire asked about some basic demographic characteristics, such as race, age, relationship, housing value, and rent. The long-form questionnaire asked more detailed questions about characteristics such as education, ancestry, year of entry into the United States, income, and housing costs, in addition to the basic demographic and housing information covered in the 100-percent questionnaire.

PUMS contains most of the population and housing information collected in the 1990 census, but PUMS is a subset of the census sample (the sample receiving the "long-form" questionnaire). The largest public-use microdata sample, which we used for our analyses, is the 5-percent sample. Although PUMS is a subset of the census sample, the 5-percent sample is still quite large, including over 12 million persons nationwide.

Selection of PUMS

The PUMS data were particularly useful for examining the extent of the Hispanic dropout problem and the characteristics of dropouts. This sample provides for national estimates that can be generalized and, because of its large size, allows for estimates with relatively small errors of smaller Hispanic populations, based on such characteristics as marriage and origin.

We had considered using the Current Population Survey because it would give us more recent national estimates, but the much larger sample size of PUMS was a compelling advantage. Further analysis of data from longitudinal studies, such as the National Education Longitudinal Study of 1988, did not seem useful.

Limitations of PUMS

PUMS does not include all the variables that other research has suggested are associated with dropping out. Thus, we had to limit our analysis to the

demographic data found in PUMS. Also, since the data in PUMS are not longitudinal, we were unable to know with certainty that the (changeable) characteristics of dropouts—such as poverty, early marriage, or early childbearing—preceded the act of dropping out. Thus, although we are more certain of the predictive value of our analysis of fixed characteristics (such as year of U.S. entry) and relatively fixed characteristics (such as English-speaking ability), we had to make some assumptions for our analysis of the other variables.

We discuss sampling errors in appendix II. Nonsampling errors are inaccuracies introduced during collecting or processing the data. For example, some respondents may incorrectly answer questions, interviewers may incorrectly code some questions, or those editing the data may incorrectly impute characteristics based on other data. Recognizing that some nonsampling error is inevitable in the large and complex operations of the decennial census, the Bureau of the Census has programs to minimize it in several primary areas—undercoverage of persons and housing units, respondent and enumerator error, processing error, and nonresponse to particular questions.

We identified two concerns about nonsampling error. First, according to the Bureau of Census studies themselves, the 1990 census had a net undercount of between 1.6 and 1.8 percent of the population. Moreover, the net undercount varied by age, race, and sex. Thus, we probably slightly underestimate the number of Hispanics and Hispanic dropouts among the youths and young adults in our analyses. We did not attempt to adjust estimates for undercounts.

Our second concern about nonsampling errors involved the reliability of the key variable in our study, dropping out. Initially, we had intended to analyze dropout patterns of Hispanics as young as 11 years old, but our concern about the reliability of the dropout data, most particularly for ages younger than 16, led us to limit our analysis to ages 16 and older. Our analysis of the PUMS data would suggest that 11- to 14-year-old Hispanics had a dropout rate of about 4 or 5 percent, which is about 4 or 5 times greater than the estimate derived from the October 1990 cps. Census officials were aware that attendance rates are depressed in the 1990 census relative to both the 1990 cps and the 1980 census. However, they cannot explain the discrepancy, although it may be a measurement error in the 1990 census. We thus limited our analysis to Hispanics 16 and older because the estimated degree of measurement error for this group, if any, in the 1990 census data was far less than for younger age groups. (While

we would have liked to have examined dropout patterns for persons younger than age 15, the unreliability of the census data as discussed previously made this impractical.)

Samples Within PUMS

For much of our study, we described the characteristics of 16- to 24-year-old Hispanics. Note that we studied predictors of dropping out and that we did not try to determine "causes" of dropping out using census data on individuals at one point in time. We did, however, make certain analytical decisions to make our analysis of dropout risk more meaningful. PUMS provided a large sample size for each year of age and for the combined age groups. (See table I.1.) For the analysis of predictors of dropping out, we analyzed 16- and 17-year-olds. We restricted the sample to those who were U.S.-born or who had entered the United States before 1987. Since we were interested in studying the factors that predict dropping out by students in U.S. schools, we hoped to exclude the dropouts who were the most recent immigrants and who thus never or only briefly attended U.S. schools.

Table I.1: Number of Hispanics Age 16 to 24 in PUMS

Age in April 1990	Sample size
16	18,803
17	19,342
18	20,021
19	21,064
20	21,028
21	20,338
22	20,372
23	20,611
24	20,850
Total	182,429

In table I.2, we show the reduction in sample size that occurs when the sample is limited to persons born in the United States and persons who entered before 1987. The analyzed sample can be generalized to 89 percent of all Hispanics age 16 and 17 but to only 71 percent of the dropouts. We judged the gain in ensuring that we were generalizing about students in U.S. schools to be worth the loss in scope.

Table I.2: PUMS Sample Sizes and
1990 Population Estimates for 16- and
17-Year-Old Hispanics

16- and 17-year-old Hispanic population	Sample size		Estimated population	
	Total	Dropouts	Total	Dropouts
All	38,145	5,312	752,567	104,294
Excluding those who entered in 1987-90	34,203	3,815	673,500	74,540

For our analysis of poverty levels, we further restricted our scope to persons who were living with parents, stepparents, or grandparents, as well as those or who had resided in the same place for 5 years at the time when the census data was gathered. We assumed that these persons were in relatively stable households, and that the family income of those households reflected the dropouts' income levels before they dropped out of school. We were less certain that the family income of persons in other household situations reflected income levels of the dropouts before they dropped out. To the extent that dropouts were leaving their prior household situations and their moving affected family income level, an analysis that included this group would have biased our predictive analysis. For example, if dropouts tended to leave their parents' households after dropping out to form poorer households, then including such dropouts in our analysis would exaggerate the extent to which poverty predicts dropping out (since greater poverty in this example is the result, rather than a predictor, of dropping out).

This restriction of our poverty analysis resulted in a disproportionate loss of dropouts in this age group. (See table I.3.) Our findings about poverty are thus limited to persons in this age group whom we judged to be in stable households. Although this is an important limitation, we judged it better to be more certain about our findings for this restricted sample than to present possibly misleading findings about the whole sample. While this restriction may have led us to underestimate or overestimate the predictive strength of poverty, the thrust of our findings is similar to that of many other studies—that is, those from poorer families are more likely to drop out.

Table I.3: PUMS Sample Sizes and
1 Population Estimates for 16- and
17-Year-Old Hispanics, Excluding
Those Entering the United States in
1987-90

16- and 17-year-old Hispanic population, excluding persons who entered in 1987-90	Sample size		Estimated population	
	Total	Dropouts	Total	Dropouts
All	34,203	3,815	673,500	74,540
Only persons in apparently stable households	31,560	2,845	619,230	55,418

Confidence Intervals

In this appendix, we present confidence intervals for the estimates contained in this report.

Because the estimates that we made in our analysis of the 1990 census data were based on a sample, they may differ from what would have been obtained if we had had information on all persons represented by the estimate. Each estimate has a sampling error indicating how closely we could reproduce from a sample the results that we would have obtained if we had made a complete count of the population using the same measurement methods. By both adding the sampling error to and subtracting it from the estimate, we developed upper and lower bounds for each estimate. This range is called a "confidence interval." We calculated these confidence intervals at the 95-percent confidence level; this means that if we had taken 100 samples and constructed confidence intervals for each sample, we could have expected 95 of these confidence intervals to include the actual value for the characteristic we were estimating.

There are two methods of calculating confidence intervals on 1990 census data available in PUMS. The first and simpler method is based on already calculated standard errors for specific sizes of estimated totals and percentages, as well as a design factor for specific variables being estimated. (The design factor adjusts the standard error to take account of the fact that the census sample is a complex design rather than a simple random sample.) The second method allows more precise estimates of standard errors but requires more complicated data processing. This method, called the random group method, requires the estimation of a standard error from the variability in estimations of up to 100 random groups within the sample.¹

For calculating confidence intervals for our estimates, we used the more precise random-group method. For estimations involving comparisons between Hispanics and other groups, we used the simpler method, which gives less precise estimates of the standard errors. Because the estimated confidence intervals for these other populations were small and generally conservative, this simpler method sufficed for our purposes.

Both methods of calculating standard errors fail to capture all aspects of nonsampling error that may be present in the data. The nonsampling error, if present, could introduce bias into the data and add errors in estimation

¹The Bureau of the Census does not release details about the complex sampling design of the census in order to maintain the legally required confidentiality of respondents. This confidentiality prevents the use of other methods of calculating standard errors for complex sampling designs.

Appendix II
Confidence Intervals

beyond those attributable to sampling. Therefore, the estimated standard errors should be considered a lower bound of total error. Further, the confidence intervals based on these standard errors may not meet the 95-percent level of confidence.

Nature and Extent of the Hispanic School Dropout Problem

Table II.1: Dropout Rates of 16- to 24-Year-Olds

Ethnicity/race	Dropout rate	Standard error (+/-)^a
Hispanic	30.5%	0.4%
Non-Hispanic		
White	10.3	0.1
Black	17.7	0.7

^aAt 95-percent confidence level.

Table II.2: Estimated Dropout Rate of 16- to 24-Year-Old Hispanics, by Selected Characteristics

Characteristic	Dropout rate	Standard error (+/-)^a
Hispanic origin ^b		
Central American	35.7%	1.1%
Cuban	14.3	1.0
Dominican	26.3	1.8
Mexican/Mexican-American	34.3	0.4
Puerto Rican	26.6	0.9
South American	12.4	1.1
Other	18.7	0.7
U.S. born/year of entry		
U.S. born	19.9	0.3
Entered before 1985	35.4	0.6
Entered 1985-90	52.2	0.7

^aAt 95-percent confidence level.

^bIn 1990, the estimated number of 16- to 24-year-old Hispanics in the United States was 1,146,916, with a standard error of +/-17,094.

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Table II.3: Estimated Percent of 16- to 24-Year-Old Hispanic Dropouts, by Place of Birth

Place of birth	Percent of dropouts	Standard error (+/-)*
U.S. born	35.6%	0.6%
Born outside U.S.	64.4	0.6

*At 95-percent confidence level.

**Which Hispanic
Students Are Most at
Risk of Dropping Out?**

Appendix II
Confidence Intervals

**Table II.4: Estimated Dropout Rates of
16- and 17-Year-Old Hispanics,
Excluding Persons Born Outside the
United States Who Entered After 1987**

Characteristic	Dropout rate	Standard error (+/-)^a
Born in U.S.	10.0%	0.5%
Most recent year of entry		
1987-90	37.6	1.7
1985-86	22.8	2.5
Before 1985	12.3	1.0
English-speaking ability		
Only English or very well	9.4	0.4
Well	13.3	1.2
Not well	23.7	3.2
Not at all	51.8	5.4
U.S. born or year of U.S. entry, and English-speaking ability		
U.S. born/only or very well	9.5	0.5
U.S. born/well	12.2	1.4
U.S. born/not well or not at all	15.4	2.9
1985-86/only or very well	12.0	3.3
1985-86/well	14.6	4.1
1985-86/not well or not at all	48.7	5.5
Before 85/only or very well	8.8	0.9
Before 85/well	14.9	2.3
Before 85/not well or not at all	38.4	4.3
Ever married, by sex		
Male, never married	10.2	0.6
Male, ever married	47.0	3.2
Female, never married	9.5	0.6
Female, ever married	51.3	2.2
Female, ever married/ever given birth		
Never married, no birth	7.4	0.5
Never married, birth	42.4	3.8
Married, no birth	33.3	4.6
Never married, birth	66.0	5.7
Poverty level income ^b		
1-100%	12.8	0.9
101-200	10.0	0.7
201 and above	6.1	0.4

^aAt 95-percent confidence level.

^bOnly persons in stable households and not in institutions, military quarters, or college dormitories.

Characteristics of the Hispanic Dropout Population

**Table II.5: Estimates of 16- to
24-Year-Old Hispanic Dropouts, by
Selected Characteristics**

Characteristic	Percent of dropouts	Standard error (+/-)*	Number of dropouts	Standard error (+/-)*
Gender				
Male	58.6%	0.5%	672,079	11,869
Female	41.4	0.5	474,837	8,409
Age				
16	3.3	0.2	37,663	2,003
17	5.8	0.2	66,631	2,565
18	9.4	0.3	107,544	3,296
19	11.3	0.3	129,716	3,823
20	13.3	0.3	152,123	4,551
21	13.4	0.3	153,391	4,052
22	14.4	0.3	164,929	4,963
23	14.6	0.4	167,611	4,631
24	14.6	0.3	167,308	4,335
U.S. citizenship				
Born in U.S.	35.6	0.6	408,565	6,929
Born in Puerto Rico or outlying territories	4.0	0.2	46,159	2,718
Born abroad of U.S. parents	1.3	0.1	14,497	1,322
Naturalized	7.7	0.3	88,077	3,538
Not U.S. citizen	51.4	0.6	589,618	13,323
Origin				
Central American	7.9	0.4	90,272	4,460
Cuban	1.5	0.1	16,684	1,231
Dominican	1.9	0.2	22,290	2,186
Mexican/ Mexican American	72.3	0.6	829,384	14,201
Puerto Rican	9.9	0.4	114,009	4,752
South American	1.7	0.2	19,137	1,877
Other	4.8	0.2	55,140	2,684

(continued)

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Characteristic	Percent of dropouts	Standard error (+/-)*	Number of dropouts	Standard error (+/-)*
State				
Arizona	2.9	0.2	33,759	2,515
California	44.1	0.7	505,412	11,879
Colorado	1.5	0.1	16,806	1,554
Florida	4.4	0.2	50,065	2,850
Illinois	4.3	0.2	49,557	2,986
Massachusetts	1.4	0.2	15,784	1,732
New Jersey	2.5	0.2	28,251	2,382
New Mexico	1.4	0.1	16,440	1,558
New York	7.8	0.4	89,734	4,204
Texas	18.4	0.2	210,956	6,136
Other 40 states	11.4	0.4	130,152	5,180
English-speaking ability				
Only English	14.6	0.4	167,408	4,411
Very well	30.6	0.5	350,756	7,676
Well	15.1	0.4	173,036	5,397
Not well	21.1	0.5	241,507	6,961
Not at all	18.7	0.5	214,209	6,567
Educational attainment				
0-4th grade	14.5	0.4	166,335	6,204
5th-8th grade	25.7	0.5	294,523	7,370
9th grade	16.1	0.4	184,252	4,931
10th grade	14.5	0.4	166,704	4,319
11th grade	14.9	0.4	171,024	4,275
12th grade, no diploma	14.3	0.4	164,078	4,729

*At 95-percent confidence level.

Appendix II
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Table II.6: Estimates of 16- to 24-Year-Old Hispanic Dropouts, by Selected Characteristics

Characteristic	Percent of male or female dropouts	Standard error (+/-) ^a	Number	Standard error (+/-) ^a
In labor force				
Male	81.5%	0.5%	547,866	10,141
Female	46.4	0.7	220,513	5,529
Married in 1990				
Male	22.6	0.5	151,786	4,541
Female	41.2	0.7	195,637	4,629
In labor force and married				
Male	20.3	0.5	136,278	4,332
Female	16.5	0.6	78,515	2,832
Females in labor force and living with children	15.0	0.5	71,390	2,630

^aAt 95-percent confidence level.

Table II.7: Estimates of 16- to 24-Year-Old Hispanic Dropouts, by Poverty Level

Characteristic	Percent of dropouts ^a	Standard error (+/-) ^a	Number of dropouts ^a	Standard error (+/-) ^b
Poverty level in 1989				
1-100%	35.5%	0.6%	406,527	8,325
101-200	32.7	0.6	375,400	8,464
201-300	16.9	0.5	193,995	6,085
301-400	7.1	0.3	81,848	3,677
401 and higher	4.9	0.2	55,995	2,791

^aExcludes institutionalized persons and persons in military group quarters or college dormitories.

^bAt 95-percent confidence level.

Estimate of the Dropout Rate for Hispanics Who Had Contact With U.S. Schools

Using PUMS data on entry periods and age as of April 1990, we can estimate the number of Hispanics entering the United States at the age of 18 or older. It is reasonable to assume that many, if not most, of these entering the United States beyond the compulsory school age had little or no experience in U.S. public schools. We derived an adjusted dropout rate for 16-to 24-year-olds who had contact with U.S. schools by subtracting the late-entry group from the calculation of the dropout rate among Hispanics.

PUMS provides multiyear entry periods rather than a year of entry. For each entry period and age (16 to 24) as of April 1990, we calculated the range of possible ages at the time of entry. When the range fell entirely below 18 years or entirely above 17 years, persons in these entry and 1990 age combinations were assigned to the appropriate age-at-entry category. Other ranges include both 17 and 18 years as possible ages at entry. For example, those who were 24 on April 1, 1990, could have been 16 to 19 years old at the time of their entry if they entered between 1982 and 1984. For these ranges, the proportion of Hispanics who were 18 or older at the time of entry was calculated by assuming a uniform distribution of birthdays between April 2, 1989, and April 1, 1990, and a uniform distribution of entry across the entry period. The estimated numbers for each combination were then summed across each age and entry combination to produce the total estimates shown in table III.1.

Table III.1: Dropout Estimates for 16- to 24-Year-Old Hispanics, by Estimated Age at U.S. Entry

Estimated age at U.S. entry	Number of dropouts	Number of persons	Dropout rate	Percent of total dropouts	Percent of total persons
18 or older	304,989	545,338	55.9%	26.6%	14.5%
17 or younger, or U.S. born	841,927	3,214,911	26.2	73.4	85.5
Total	1,146,916	3,760,249	30.5	100	100

These estimates highlight the effect of older entrants, most of whom U.S. schools have had little opportunity to influence. Over one quarter (26.6 percent) of all dropouts among 16- to 24-year-old Hispanics appear to have dropped out with little or no experience of U.S. schools. Based on this analysis, the dropout rate for the remainder—26.2 percent—is our estimate of the dropout rate for Hispanics who probably have had contact with U.S. schools.

These estimates are clearly not precise for two reasons. First, their calculation relies upon an estimated age at U.S. entry and, second, the estimated age at entry is a proxy for a direct measure of the extent of U.S.

Appendix III
Estimate of the Dropout Rate for Hispanics
Who Had Contact With U.S. Schools

schooling. With respect to the first imprecision—stemming from estimating age of entry and apportioning dropouts—the effect is likely to be an underestimation of the number of dropouts among those with little or no contact with U.S. schools. Although we have apportioned dropouts in ranges of age-at-entry (39 percent of the total estimate of those entering at age 18 or older), assuming a uniform dropout rate across ages, our analyses elsewhere suggest that dropout rates are considerably higher among older age-cohorts. The consequence is that the percentage of dropouts who entered at age 18 and older is likely to have been greater than the estimated 26.6 percent and their dropout rate thus even higher than we estimated (assuming no change in the denominator). Conversely, and still assuming no change in the denominator, the estimated dropout rate of 26.2 percent for those under the influence of U.S. schools is probably too high.

With respect to the second imprecision—caused by selecting 18 years of age as a proxy for attendance in U.S. schools—the likely net effect on the dropout rate is far from clear, since several factors could affect both the numerator and denominator of the rate. On the one hand, results may underestimate the extent of U.S. schooling—for example, for the person who has had multiple entries into the United States or who entered at age 18 or older and pursued an education in the United States. (Note that a discontinuous U.S. education may present other educational obstacles to graduation, and we estimate by our methodology that only about 8 percent of those entering at age 18 or older were still pursuing a high school education or equivalency certificate in 1990.) Adjusting for this effect would increase the number of persons attending U.S. schools and could disproportionately increase the number of dropouts in this group as well.

On the other hand, our results overestimate the extent of U.S. schooling in that they exclude those entering at age 17 or younger who never or only briefly attended U.S. schools. Adjusting for this effect would have the opposite consequence: fewer persons would be counted as attending U.S. schools, and perhaps fewer dropouts would be included as well. Regardless of these adjustments, the dropout rate for Hispanics who had contact with U.S. schools is unlikely to be less than 20 percent, which is the rate for 16- to 24-year-old Hispanics who were born in the United States.

Expert Sources

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Related GAO Products

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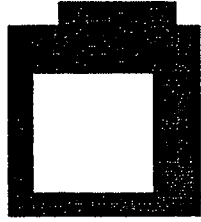
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Response to
The Hispanic Dropout
Project's
"NO MORE Excuses"

U.S. Department of Education

Richard W. Riley

Secretary

Office of Bilingual Education and Minority Languages Affairs

Delia Pompa

Director

This publication responds to a publication by the Hispanic Dropout Project titled *No More Excuses: The Final Report of the Hispanic Dropout Project* (February 1998), available from the U.S. Department of Education (see below).

The full text of this public domain publication is available at the Department of Education's home page at <http://www.ed.gov/offices/OBEMLA> and in alternate formats upon request. For more information, please contact us at:

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INTRODUCTION

All students must be equipped to perform the new jobs and roles of an increasingly sophisticated workforce, which means that offering students an equitable and excellent education must become a priority for the nation—our families, schools, communities, businesses, and all of us who are in contact with children. With this priority in mind, President Clinton and Secretary of Education Riley have been focusing the nation on a clear and urgent educational imperative: High standards for all students must be set and achieved. This imperative presents a difficult challenge and an enormous opportunity for the chronically disadvantaged who attend the nation's schools—particularly Hispanic students and Limited English Proficient (LEP) students. The strategies in this booklet aim at meeting the unique educational needs of Hispanic and LEP students in the context of this emphasis on high standards and high achievement.^a

In making an excellent education a priority, the administration both responded to the consensus of the people and issued a call to action to improve the education of American learners of every age, of every background, and of every community. To ensure the success of all students in becoming educated, we must provide each and every one of them with the chance to achieve to the highest academic standards; we must build upon their individual and collective gifts; and we must recognize and address the challenges they bring to the nation's schools.

The secretary's strategies for improving opportunities for Hispanic and LEP students build upon the significant initiatives undertaken by the administration and others over the past four years to develop education policy specific to this population of students. In February 1994, President Clinton signed Executive Order 12900, creating the President's Advisory Commission on Educational Excellence for Hispanic Americans, which advises the president and secretary of education on the educational progress of Hispanic Americans and on ways to increase their opportunities to receive a high-quality education. In September 1995, Secretary Riley created the Hispanic Dropout Project, whose mission was to study the Hispanic dropout problem, to produce concrete analyses and syntheses for a variety of audiences, and to recommend actions that could be taken at all levels to alleviate the problem. Finally, in June 1996 the Congressional Hispanic Caucus proposed a three-point education plan for supporting high achievement among Hispanic and LEP students.

The strategies in this booklet reflect the priority the Department places on the education of Hispanic and LEP students and respond to the recommendations proposed by the President's Advisory Commission, the Hispanic Dropout Project, and the Congressional Hispanic Caucus.

^a LEP students are students who were not born in the United States or whose native language is a language other than English and who come from an environment where a language other than English is dominant. Additionally, these students have sufficient difficulty speaking, reading, writing, or understanding the English language and those difficulties may deny them the opportunity to learn successfully in English. Hispanic students comprise approximately 73 percent of all LEP students. Hence, both Hispanic and LEP student needs must be addressed together. From *Descriptive Study of Services to Limited English Proficient Students* (1993) by Development Associates, Inc., under contract to USDOCE. #LC1003001.

We set out a substantive plan to refine existing programs and develop new initiatives that address the Department's five goals for Hispanic and LEP students:

- Goal One:** *Maintain and Refine Programs That Boost Hispanic and LEP Students' Achievement to World-Class Standards and Lower the Hispanic Dropout Rate*
- Goal Two:** *Ensure a Program of Ongoing, Empirical Data Collection and Research That Targets the Educational Needs of Hispanic and LEP Students*
- Goal Three:** *Build the Capacity of Teaching Professionals to Meet the Educational Needs of Hispanic and LEP Students*
- Goal Four:** *Support Efforts to Increase the Hispanic Community's Access to Higher Education and Lifelong Learning*
- Goal Five:** *Create Accountability Systems to Monitor the Progress of Hispanic and LEP Students*

For each of the goals we provide a concise outline of the Department's current improvement efforts and their direct impact on Hispanic and LEP students and adults nationwide. Next, we lay out the Department's new initiatives that support each goal and their projected impact upon the same population. We conclude by incorporating the five goals into proposed outreach and collaborative efforts designed to ensure the improvement of education for Hispanic and LEP students.

Overview of the Educational Status of Hispanic and LEP Learners

Two descriptors characterize Hispanics in the United States: rapidly growing numbers and a history of educational disadvantage. Over the past 20 years¹, the percentage of public school students who are Hispanic has increased from 6 percent to 14 percent. In some states, such as California, Texas and Florida, Hispanics constitute a majority of public school students in large urban areas. But this increase is not limited to the Southwest. Between the 1990-91 and 1994-95 school years, the number of LEP students nationwide grew substantially. For example, in Arkansas the LEP population grew by 120 percent, in Wisconsin by 42 percent, in Oklahoma by 99 percent, and in Kansas by 118 percent. *Nationwide, over 1,067,744 teachers had at least one LEP student in their class in 1992.*²

According to state education agency data³ for the years between 1990-91 and 1994-95, the number of LEP students mushroomed by nearly 50 percent. LEP students comprise approximately one in four public school students in California, Alaska, and New Mexico, and about one in eight students in Texas and Arizona.

Despite their significant representation, Hispanics and LEP students are among the most educationally disadvantaged of all population groups attending the nation's schools:

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- *The Hispanic dropout rate is unacceptably high:* about 20 percent for those who enrolled in a U.S. school and 30 percent counting both those who ever enrolled and those who never enrolled in a U.S. school. Language limitation is one factor associated with the failure to complete high school. A factor contributing to the high dropout *rate* is that while Hispanics in America who were born outside the United States may never have entered schools in this country, they are counted among those who dropped out. Regardless of the reasons behind their lack of high school credentials, the impact is the same—young Hispanic adults do not have the basic level of education necessary to participate in today's economy, which demands high skill levels and the ability to learn new skills fast.⁴
 - *Thirty-nine percent of Hispanic children live in families with an income below the poverty line, a rate more than twice as high as for white children.* In general, youth from families in the lowest income brackets are eight times as likely to drop out of school than those from families with a high income.⁵
 - *Hispanic children start elementary school with less preschool experience than white children.*⁶ According to the President's Advisory Commission on Educational Excellence for Hispanic Americans, less than 15 percent of Hispanic children attend pre-school (compared with 25 percent for black children and 35 percent for white children), despite our knowledge that such programs are proven predictors of educational attainment.⁷
 - *Achievement gaps between Hispanics and whites remain high.* At age 9, the gap in reading performance has not changed significantly since the initial assessment.⁸ In math and science proficiency, there has been little improvement in the gap between Hispanics and whites over the past 20 years. At age 13, the gap in math proficiency between Hispanics and whites has closed by 10 points; however, the current gap of 25 points still remains.⁹ And in reading proficiency, there has been little change in the gap between Hispanics and whites over the past 20 years.¹⁰ At age 17, the proficiency gaps for reading and math have closed by 11.6 and 12 points respectively; however, significant proficiency gaps remain.¹¹
 - *Academic courses like algebra and geometry in the eighth grade act as gatekeepers in high school to college preparatory courses and, hence, to college admission. Yet, well over 80 percent of Hispanic and other disadvantaged students are not introduced to these courses by the eighth grade.*¹²
 - *The demand for teachers qualified to serve LEP students far outstrips the supply.* The state of California, for example, estimates a shortage of nearly 21,000 bilingual or English as a second language teachers.¹³
 - *While approximately one-third of U.S. students are classified as minority,¹⁴ only 13.5 percent of their teachers have minority status.*¹⁵
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GOAL ONE: Maintain and Refine Programs That Boost Hispanic and LEP Students' Achievement to World-Class Standards and Lower the Hispanic Dropout Rate

Establishing more rigorous and challenging academic standards is at the heart of the U.S. Department of Education's agenda and is its most important initiative aimed at ensuring equal access to education for all students. The nation's most disadvantaged students have borne the brunt of insufficient resources and low academic standards. As a result, little opportunity exists for Hispanic, LEP, and other disadvantaged students to fully learn the basic and advanced skills required for entry into college and high-skilled, high-paying jobs. America's students can never be first in the world in math and science if all of America's students are not focused on high academic standards and helped to achieve them. This is particularly important because Hispanic and other minority workers will comprise larger and larger portions of our workforce as this sector of the population continues to grow.

Current Improvement Efforts and Their Impact

Through its elementary and secondary programs, the Department provides assistance to schools that serve millions of Hispanic and LEP learners each year. The Department's current programs take into account the growing numbers of Hispanic and LEP students and respond to their educational needs and those of their families and schools. The programs described below help Hispanic and LEP students simultaneously meet high academic standards, become engaged in school, and become adequately equipped for their eventual roles in the workplace and in contemporary American society.

Title I: Title I of the Elementary and Secondary Education Act (ESEA), as reauthorized in 1994 under the Improving America's Schools Act (IASA), is a far-reaching, \$7.4 billion (president's FY 1999 budget request: \$7.8 billion) program of grants to local education agencies that provides a wide variety of supplementary education services, for example extended learning time and in-classroom support, to help *6.5 million low-income K-12 students* nationwide meet high academic standards.

Direct Impact: In 1994-95, Hispanic students comprised approximately *2.1 million—or 32 percent—of all the students served by Title I*, second only to white, non-Hispanics in program participation.¹⁶ In 1994, at the request of the administration, Congress modified Title I by inserting language to ensure that more LEP students would qualify for its services and be served on the same basis as other students. As a result, Title I's impact on rapidly growing numbers of LEP and Hispanic students is increasingly important.

Bilingual Education: This ESEA program directly addresses the educational needs of rapidly increasing numbers of English language learners in the nation's schools, by aiming at three primary goals:

- helping students learn English and meet high academic standards;
- training teachers to serve limited English proficient students; and
- funding research and data collection on issues and problems related to the continuous improvement of education for LEP students.

Direct Impact: 630,000 Hispanic students—*approximately 72 percent of all LEP students served in the Bilingual Education program*—receive instructional services in this \$199 million (president's FY 1999 budget request: \$232 million) program.¹⁷

Immigrant Education: In 1998, \$150 million will be awarded to state education agencies through the ESEA Emergency Immigrant Education Program, created in 1984. Grants are to be used to help local education agencies provide high-quality instruction to immigrant children and youth so that they effectively make the transition into American society and meet the same challenging state performance standards all children and youth are expected to meet.

Direct Impact: Over 500,000 Hispanic students—approximately 60 percent of all immigrant students—receive services provided by the Emergency Immigrant Education Program.¹⁸

Migrant Education: Migrant Education is a \$305 million (president's FY 1999 budget request: \$354.7) program under ESEA tailored specifically to the needs of children whose parents' occupations are migratory. Specifically, Migrant Education has three goals:

- improving coordination of identification, recruitment, testing, distance learning technology, and development of assessment instruments among all states to help improve educational outcomes;
- fostering partnerships among state directors, federal agencies, and other organizations to improve coordination of services to migrant families; and
- ensuring that migrant children have access to services that will assist them in overcoming cultural and language barriers, health-related problems, and other challenges that place them at risk of not completing their education.

Direct Impact: According to the Office of Migrant Education, approximately 610,000 migrant students were served by the Migrant Education Program (MEP) in the school year 1993-1994. Eighty percent of the migrant and seasonal farm worker population is Hispanic American.¹⁹

Individuals With Disabilities Education Act (IDEA): While many Americans are familiar with the services provided by special education programs in the nation's schools, they may be unaware that special education services reach Hispanic students in a variety of ways tailored to their linguistic and cultural education needs—above and beyond their special needs. Grants to states under IDEA are at \$3.8 billion in fiscal year 1998. Participation of Hispanic children in the Special Education program varies with the type of disability. For example, compared with non-Hispanic students, Hispanic students have lower rates of identification as mentally retarded and emotionally disturbed. However, they have a higher rate of identification than non-Hispanics under the specific learning disabilities category, which includes half of children with disabilities.²⁰

Direct Impact: Hispanic and LEP students and their families who qualify for special education services benefit from parent training projects, numerous bilingual/bicultural direct service projects, and teacher training projects.

The Adult Education Act: The act authorizes the major federal program that supports and promotes literacy instruction and services for educationally disadvantaged adults—reaching beyond the nation's students to serve their families as well. In fiscal year 1998, \$361 million (president's FY 1999 budget request: \$394 million) is available.

Direct Impact: *Hispanics represent approximately 34 percent of the 3,900,000 adults served through Adult Basic Education courses. These courses include: Adult Secondary Education, which leads to a high school degree or its equivalent, and English as a Second Language (ESL), which helps adults participate more fully in the American workplace and in society at large. It is a testimony to the need for and the value of the ESL courses when one considers that 67 percent of Hispanics participating in adult education are enrolled in ESL classes.*²¹

Even Start: An ESEA family literacy program, Even Start expands the availability of early childhood services and provides General Educational Development (GED) instruction, job training, and English language instruction to many limited English proficient parents. The Even Start program delivers formula grants to states for the support of intergenerational literacy projects combining early childhood education for children and literacy training for their parents.

Direct Impact: In fiscal year 1998, the \$124 million Even Start program (president's FY 1999 budget request: \$115 million) will provide an opportunity for strengthening literacy through community and parental support. In 1995, 36 percent of participating parents were Hispanic.

New Initiatives and Projected Impact

Seven of the Department's new and far-reaching initiatives to further the administration's education priorities directly address the educational needs of Hispanic and LEP students and adults.

Reducing Class Size: Too many young children, especially those in low-income and Hispanic neighborhoods, face large class sizes in the early grades when they need more individual attention in small classes. The president has proposed a historic initiative to reduce class size in the first three grades.

Direct Impact: Over seven years, class size will be lowered to an average of 18 students. This will enable children in poor districts to get more individualized help from their teachers.

America Reads: The America Reads initiative's primary goal is to help all children read well and independently by the end of third grade. When implemented, it will include several efforts directly targeted to Hispanic/LEP students and their families.

- **The Read*Write*Now! Campaign:** This campaign combats "summer reading drop-off"—the loss of reading skills through non-use during summer vacation—and encourages continued reading during the year through the use of reading partners for children, active use of libraries, and concerted vocabulary development. English- and Spanish-language reading activity kits for children and their families and caregivers will be available in hard copy from the Department's toll-free number at 1-800-USA-LEARN and will be downloadable from the Department's Web site at www.ed.gov.

Modernize Schools: Many Hispanic disadvantaged and low-income children attend schools that are overcrowded and run down in counties that cannot afford to pay to build or renovate the schools.

Direct Impact: More than \$20 billion in interest-free bonds will be available to modernize school buildings to make them safer, reduce overcrowding and get up-to-date technology in the classrooms.

Model Effective High Schools: Working with the National Council of La Raza and ASPIRA, the Department of Education's New American High Schools Initiative is helping states focus attention on schools that better prepare all students for college and careers.

Direct Impact: Four of the ten schools initially selected have a Hispanic population of 20 percent or more. In addition, half of the six model urban high schools receiving Department awards have substantial Hispanic student participation.

Charter Schools: Since 1994, the Charter Schools program has been authorized in ESEA to support the design and initial implementation of charter schools and the evaluation of their effects on students, student achievement, staff, and parents. The president's FY 1999 budget request is \$100 million.

Direct Impact: Several charter schools that have received Department of Education startup funding meet the specific needs of linguistically and culturally diverse students. The cur-

ricula of these schools promote learning the first language and culture in conjunction with learning a second language and culture.²²

Mathematics Literacy and Standards: Working with the National Science Foundation and groups such as the National Council of Teachers of Mathematics, the Department is launching a comprehensive strategy to improve mathematics achievement, with particular attention to the middle school years. The Department's strategies focus on equipping teachers to teach challenging mathematics content, assisting states and school districts in selecting and implementing high-quality curricula and technologies, and increasing public understanding of the importance of high standards in mathematics.

Direct Impact: This drive to improve mathematics teaching and learning will ensure that all students have better odds of developing the mathematical skills and knowledge base they need to succeed in the 21st century. The Department and National Science Foundation activities will place special emphasis on high-poverty schools, which will reach high numbers of Hispanic and LEP students. Materials designed for parents and students will take into account the needs of second language learners and be made available in Spanish.

Eisenhower National Clearinghouse for Mathematics and Science Education: The Eisenhower National Clearinghouse for Mathematics and Science Education was established in 1992 at the Ohio State University. The Clearinghouse is the national repository for K-12 mathematics and science instructional materials. It also has an online searchable database of those materials, including those in Spanish and English, as well as online and direct resources for professional development supporting math and science education improvement. The president's FY 1999 budget request is \$335 million.

Direct Impact: The Clearinghouse provides, in Spanish and English, a broad range of instructional materials, software, and videos for classroom use.

GOAL TWO: Ensure a Program of Ongoing, Empirical Data Collection and Research That Targets the Educational Needs of Hispanic and LEP Students

Empirical research relevant to the real problems schools and students confront—particularly the pressing issues related to the large and increasing population of Hispanic and LEP students—is a prerequisite for achieving two of the Department's priorities: raising the level of student achievement and achieving literacy. The Department believes that a program of ongoing, empirical data collection and research targeting the educational needs of Hispanic and LEP students must accomplish the following:

- **Provide Current, Accurate Demographic Data:** As the number of Hispanic and LEP students in the nation's schools continues to grow, there is a critical need for reliable data that will help educators and policy makers intervene strategically and appropriately in behalf of this population.
- **Discover and Disseminate Best Instructional Practices and Facilitative School Structures:** The Department supports a program of research that discovers best instructional practices and facilitative school structures and teaching for Hispanic and LEP youth. When disseminated aggressively, the findings of this research can be used to spur best practices in schools and communities nationwide.
- **Evaluate Ongoing Policies and Programs:** This program of research must serve an evaluative function, assessing the effectiveness of ongoing policies and programs so that they can be refined and improved. As educators assess the needs of Hispanic and LEP students, they must have a clear sense of program and cost effectiveness—as well as specific guidelines and empirically tested action plans that will carry them forward in implementing new programs and practices.

Current Improvement Efforts and Their Impact

Ongoing Publications and Dissemination of Relevant Information on Hispanic and LEP Students: The Department provides leadership to researchers through the production of several data sets and related publications, which are the primary source of national-level information on Hispanic and LEP students.

Direct Impact: Two data sets and a time series study are especially key to our knowledge of Hispanic and LEP students: *Dropout Rates in the United States*, *The National Education Longitudinal Study of 1988*, and *The Schools and Staffing Survey*. These studies track and analyze populations of students to better understand factors affecting educational progress

over time. Their ongoing presence on the national scene allows researchers to deal more reliably with issues directly related to improving education for Hispanic and LEP students. The studies also provide a historical context important for developing current and future policy.

Research Centers Funded by the Department: The priority that the Department places on Hispanic and LEP students is highlighted in the research conducted by several national research centers, all funded by the Department. Within the Department's Office of Educational Research and Improvement (OERI) are two research centers, funded through the National Institute on the Education of At-Risk Students, with a focus on Hispanic and LEP youth. Under the Department's Office of Reform Assistance and Dissemination (ORAD) are three Regional Educational Laboratories with specialty areas in Language and Cultural Diversity.

Direct Impact: The Center for Research on the Education of Students Placed At-Risk, at Johns Hopkins University, is funded at \$27,700,000 over 5 years and the National Center for Research on Education, Diversity, and Excellence, at the University of California at Santa Cruz, is funded at \$19,965,089 over 5 years. The Northeastern Laboratory at Brown University, the Southwest Educational Development Laboratory (SEDL) in Austin, Texas and the Pacific Resources for Education and Learning (PREL) in Hawaii are funded at approximately \$1,200,000 per year, or \$6,000,000 over five years.

Individuals With Disabilities Education Act (IDEA): The 1997 reauthorization of IDEA ensures that Hispanic and LEP students with disabilities will receive better quality and equitable education services through data-driven practices.

Direct Impact: The reauthorization of IDEA requires states to gather data to prove that school districts are not disproportionately identifying and placing in separate educational settings children with disabilities from among minority or limited English proficient backgrounds. These data also must show that such children are not disproportionately suspended or expelled from school.

The Outcomes Center of the Office of Special Education and Rehabilitative Services: The center, located at the University of Minnesota, works to improve the assessment of educational outcomes for children and youth with disabilities. Among its activities are projects that identify, prioritize, and generate solutions to technical and implementation issues in assessing students identified as LEP and disabled. These projects were funded at \$250,000 in 1997.

Direct Impact: Through the growing and relevant body of research on issues related to language, diversity, and student achievement produced by these national research centers, other researchers, practitioners, and policy makers will be able to develop informed, strategic, cost-effective ways to address the educational needs of Hispanic and LEP students.

New Initiatives and Projected Impact

Research Sponsored by the Office of Bilingual Education and Minority Languages Affairs (OBEMLA): In fiscal year 1998, OBEMLA will award nearly \$4.5 million in research and information dissemination grants and contracts targeted solely to educational issues that affect Hispanic and LEP students. The National Clearinghouse for Bilingual Education Web page received a *daily* average of 5,500 requests for information from practitioners, policy makers, and members of the public during 1996-97—a total of 1,596,240 hits for that year.

Direct Impact: These monies will provide funding for focused research and dissemination that will guide the development and delivery of educational services for Hispanic and LEP students.

Standardized Data Collection: In order to refine and improve its program of ongoing data collection relevant to Hispanic and LEP students, the Department will examine data collection needs and propose a standardized process for gathering and sorting data by race, ethnicity, and language background.

Direct Impact: The National Center for Education Statistics will work with OBEMLA and other relevant offices to create a systematic plan for including Hispanic and LEP students in relevant data sets.

Research on Assessment: In light of the proposed national voluntary assessments in mathematics and reading, research on how to appropriately assess Hispanic and LEP students must be paramount on the nation's education agenda. This area of research is highly complex and resource intensive.

Direct Impact: The Department plans to invest approximately \$5 million in such research in fiscal year 1998 to address the most urgent questions relevant to assessing Hispanic and LEP students so that they may fully participate in and benefit from the proposed national assessments. The major areas of research will focus on three questions:

- At what point is testing in a second language yielding useful results?
- What accommodations are appropriate when assessing LEP students?
- What role does assessment in the native language play in overall assessment?

GOAL THREE: Build the Capacity of Teaching Professionals to Meet the Educational Needs of Hispanic and LEP Students

The quality of instruction that Hispanic and LEP students receive depends in great part upon having an adequate supply of teachers with the rigorous training needed to meet the educational needs of this fast-growing population of our nation's students. Many school districts that are experiencing this rapid growth of students with diverse needs cannot find sufficient numbers of trained teachers—and instead find themselves in a state of educational crisis, struggling to deliver high-quality services to students whose need is critical. *Approximately 27.2 percent of schools seeking teachers for their LEP students have bilingual/ESL vacancies which are very difficult or impossible to fill.*²³ A 1993 study found that *only 18 percent—or fewer than one in five teachers serving LEP students—were certified in either English as a second language or bilingual education.*²⁴

However, the presence of a certified teacher alone will not accomplish the ambitious education goals of the president and the Department. Clearly, Hispanic and LEP students need teachers equipped with new skills and able to teach challenging content in ways that engage students and motivate them to achieve according to world-class standards.

Current Improvement Efforts and Their Impact

Teachers and Personnel Programs: Funded under Title VII of ESEA, this program will award \$18 million to institutions of higher education and local education agencies that propose activities to increase the availability of improved training for teachers who will work with LEP students. The president's FY 1999 budget request is \$22 million.

Direct Impact: As a result of these awards 2,000 teachers will receive certification or graduate degrees in English as a second language or bilingual education. These grants will also increase the availability of professional development activities for mainstream teachers, ensuring that the nation's teachers will be better prepared to address the educational needs of the growing number of LEP students.

Career Ladder Programs: In fiscal year 1998, this Title VII program of ESEA will award \$7.3 million (president's FY 1999 budget request: \$17.3 million) in grants to institutions of higher education and local education agencies to train paraprofessionals or to recruit secondary school students to become certified teachers of LEP students.

Direct Impact: This is part of a long-range solution focusing on early awareness of the importance of and need for bilingual and ESL teachers in the future. Succinctly put, these resources go into the community, targeting students who potentially are interested in becoming teachers of LEP students.

New Initiatives and Projected Impact

Teacher Recruitment: The president has proposed legislation under Title V of the Higher Education Act that, over a five-year period, would provide \$350 million to attract excellent teachers to high-poverty communities by offering scholarships and other support services for those who commit to teach in those communities for three years.

Direct Impact: The proposed legislation contains a special emphasis on recruiting minorities into teaching and a funding priority for applications from Hispanic Serving Institutions. In addition, the legislation provides special consideration for applications from Historically Black Colleges and Universities and Tribally Controlled Colleges, further increasing the potential for a more diverse teacher workforce.

National Board for Professional Teaching Standards: The Department has worked with the National Board for Professional Teaching Standards to develop teaching proficiency examinations for teachers of English language learners. In fiscal year 1998, the Department will provide the National Board \$16 million to develop the examinations. The National Board will provide a rigorous set of standards based on which teachers must demonstrate their knowledge of content as well as apply appropriate teaching strategies. The content domain for becoming a teacher of LEP students and the varied approaches to teaching in this setting demand different training. Teachers who meet the content and performance standards through the process of the National Board application are acknowledged as superior by their administration.

Direct Impact: School districts will have a new opportunity to identify and reward master teachers to hold them in the teaching profession. This will ensure that a significant percentage of teachers working with LEP students will meet the highest performance standards.

GOAL FOUR: Support Efforts to Increase the Hispanic Community's Access to Higher Education and Lifelong Learning

A basic credential for future success in the workplace and in American society is the ability to expand one's knowledge base. As the workplace increases in technological sophistication, demanding workers with advanced problem-solving abilities, a two- or four-year degree and learning for a lifetime will become even more critical. Hispanic students who do graduate from high school appear to be in a good position to continue their education and acquire the skills they need to succeed in the labor market. The percentage of Hispanic students who had enrolled in college by the Fall immediately following their high school graduation was 51 percent in 1996 versus 65 percent for white students.²⁵ Furthermore, *Hispanics who achieve a bachelor's degree earn between 63 and 108 percent more than Hispanics who graduate from high school without further education.*

Adult Hispanic and LEP learners may also seek non-degree education opportunities that will further their position in American society. Individuals who do not speak English well may choose to pursue opportunities to learn English and thus improve their marketability in the U.S. workforce. Hispanic and LEP learners also benefit considerably from specialized courses or training to upgrade existing job skills or to learn new skills.

Current Improvement Efforts and Their Impact

Pell Grants: Pell Grants are the most effective way to provide access to higher education for low-income students, despite the fact that the grant award amounts have not kept pace with the increase in college costs. For fiscal year 1998, Congress provided a \$1.4 billion (24 percent) increase for Pell Grants that supports the administration's proposal to increase the maximum Pell Grant from \$2,700 to \$3,000 and raises the number of Pell recipients by 220,000. The \$300 increase in the Pell maximum award is the largest in two decades. The president's FY 1999 budget request is \$7.6 billion, to support a maximum award of \$3,100.

Direct Impact: With the Pell Grants increase benefiting about 4 million students, over 40 percent of Hispanic students will receive much-needed support to access higher education with a Pell Grant. In total, 17 percent of Pell recipients are Hispanic.²⁶

Additional Student Financial Assistance: Since cost is an important factor influencing students' decisions to attend an institution of higher education, student financial aid is an important tool for providing access. Hispanics receive about 10 percent of total federal student aid, consistent with their enrollment levels in higher education overall.²⁷

Direct Impact: Overall, over 40 percent of Hispanic students receive some federal student financial aid.

Strengthening Hispanic Serving Institutions (HSI) Program: In 1994, about 50 percent of all undergraduate Hispanic students attended the 135 HSIs eligible to participate in the HSI program. This program supports the administration's commitment to capacity building for institutions that provide educational opportunities for large numbers of diverse, needy and underrepresented students. Eligible institutions are required at a minimum to have a total Hispanic student undergraduate full-time equivalent enrollment of 25 percent or more, have a high enrollment of needy students, and have low educational and general expenditures. In fiscal year 1998, the HSI program will be funded at \$12 million.

Direct Impact: As the proportion of Hispanics grows in the nation, so will their educational needs. The HSI program is a prime vehicle to assist institutions that serve large numbers of these underrepresented students by providing educational opportunities. The administration has recognized this and has proposed increasing support for this program to adequately address these growing educational needs. With FY 1998 funding of \$12 million (president's FY 1999 budget request: \$28 million), the HSI program supports 37 Hispanic-serving higher education institutions enrolling about 200,000 students, of which 120,000 are Hispanic.²⁸

TRIO Programs: Six programs are identified collectively as the Federal TRIO Programs: Student Support Services, Upward Bound, Upward Bound Math/Science, Talent Search, Educational Opportunities Centers, and McNair Postbaccalaureate programs. The Federal TRIO Programs are educational outreach programs designed to motivate and support students from disadvantaged backgrounds throughout their academic careers, from middle school to postbaccalaureate programs. For fiscal year 1998, the TRIO programs were funded at \$530 million. The president's FY 1999 budget request is \$583 million. In reauthorizing the Higher Education Act (HE), the administration is recommending that priority points be added to applicants proposing TRIO projects in underserved geographic areas. This priority is intended to respond to changing national demographics and may increase the number of Hispanic students served in TRIO programs.

Direct Impact: Findings from a recent national evaluation of Upward Bound show that students who participate in the program expect to complete more schooling, take 17 percent more academic course work, and are more likely to be in a stronger academic curriculum than similar students not participating in the program. More than for any other group participating in Upward Bound, significantly positive results were found for Hispanic students.

The McNair program encourages the educational advancement of low-income, first-generation^b and minority students by providing effective preparation for doctoral studies through involvement in research and other scholarly activities. Research data show that the McNair-eligible population is substantially underrepresented in graduate education; thus, this program responds to a national need to assist disadvantaged and minority students—such as Hispanic students—complete doctoral degrees.

^b Individuals defined as first generation were born in the 50 states or the District of Columbia and have one or both parents born outside the 50 states and the District of Columbia.

Adult Education: As already stated, the Adult Education Program provides instructional opportunities for obtaining a GED, as well as literacy instruction for adults. The program also supports a major new project entitled "Crossroads Cafe," a distance-learning ESL program broadcast by the Public Broadcasting Station.

Direct Impact: In 1995, 67 percent of all Hispanic Adult Education participants received ESL instruction.²⁹ This is a testament to the value of as well as the need for these services. More importantly, as programs such as "Crossroads Cafe" are developed and able to be delivered electronically into the home, such instruction will become more accessible. These types of programs and the services they offer, such as infant and day care, will enable many more students to take advantage of educational opportunities.

GOAL FIVE: Create Accountability Systems to Monitor the Progress of Hispanic and LEP Students

Hispanic and LEP students must be included in national, state, and local accountability systems. This has not been the case for many LEP students, who were excluded because of the technical challenges of assessing them. Even when they do include this population of students, many national, state, and local data collections are of little value to schools, students, or parents: Academic achievement assessments of Hispanic and LEP students conducted in English and with no accommodations for language proficiency usually provide testing officials little more than crude estimates of English proficiency and insignificant information about an LEP student's content knowledge and skills in other subjects. Often as a result of this inadequacy, LEP students are excluded from large-scale testing until their English proficiency allows them to participate in the assessment in ways that authentically measure their achievement. However, during the period of exclusion, LEP students may be forgotten or ignored. They may not receive instruction that would equip them to take these necessary tests—and education agencies are not held accountable for the plight or the success of these students.

Current Improvement Efforts and Their Impact

The National Assessment of Educational Progress (NAEP): The National Assessment of Educational Progress is the longest-running assessment of student academic achievement at the national level. Several studies are underway to provide useful information about Hispanic and LEP student academic achievement. In addition, the Department's Office of Educational Research and Improvement has budgeted nearly one million dollars to pilot a Spanish-language version of the NAEP mathematics assessment in coming years.

Direct Impact: NAEP data, which enable the Department to measure Hispanic student performance over time against a national standard and in comparison to other racial and ethnic groups, provide the basis for analyzing the academic achievement of Hispanic students.

Coordinated Program Review: There is a clear need to provide improved oversight of federal education programs. To address this need, a variety of Department offices—the Office of Bilingual Education and Minority Languages Affairs (OBEMLA), the Office of Elementary and Secondary Education, the Office of Vocational and Adult Education, and the Office of Special Education and Rehabilitative Services—are conducting coordinated quality reviews.

Direct Impact: These coordinated reviews have an added benefit for Hispanic and LEP student populations, namely, specific interest in and monitoring of Hispanic and LEP participation and integration in federal programs. OBEMLA's participation in this coordinated review process has provided an insightful and much needed perspective on the participation of LEP students in diverse federal programs.

New Initiatives and Projected Impact

Voluntary National Assessments: New voluntary national assessments in reading and math will help to set high academic standards for all students and measure how well they meet these standards. The National Assessment Governing Board is developing the voluntary national test. At the same time, the National Academy of Sciences is studying issues related to the quality of test items and their use, making recommendations for practices and safeguards in the use of test results, and determining if an equivalency scale can be developed to link commercially available standardized tests and state assessments to the National Assessment of Educational Progress.

Direct Impact: Communities and parents will have information that tells them how well their children are performing in relation to a national standard. Access to this information will support parents' taking a more active role in reviewing the effectiveness of their schools in educating Hispanic and LEP students.

INCORPORATING THE FIVE GOALS THROUGH OUTREACH

As the current improvement efforts, partnerships and new initiatives described above clearly indicate, the Department's intent is to be more responsive and committed to an urgent goal: improving the quality of education for all Hispanic and LEP students so that they may get a solid foundation in elementary and secondary school and have access to college and learning for a lifetime. An additional, key component of the Department's strategies is to integrate the five goals through an ambitious program of outreach and collaboration. To extend the impact of the administration's initiatives, the Department seeks partnerships that will expand their effectiveness and the number of students reached. Community groups, businesses and professional organizations must also develop sustained key roles in communities to ensure that Hispanic and LEP students meet the highest academic standards and increase their engagement in school. The Department has instituted the following outreach activities:

La Opinión: The Department document, *Getting Ready for College Early*, is available in Spanish and English. About 200,000 copies of this document were distributed by *La Opinión*, the largest Spanish newspaper in the United States. *La Opinión* will also make the document available on computer disk to other newspapers as well as on its Web site.

Scholastic, Inc.: In partnership with the Department, Scholastic, Inc. created and disseminated 50,000 posters conveying the message "Reading is Power/Leer es Poder" to commemorate Hispanic Heritage Month for 1997. The poster includes reading activities in English and Spanish that teachers and parents can reproduce for use in the classroom and at home, as well as a letter from the secretary of education and the president of Scholastic Inc. emphasizing the importance of reading.

League of United Latin American Citizens (LULAC): LULAC, the nation's largest constituency-based organization of Hispanics, has committed to prepare its 110,000 members to tutor Hispanic students through the Department of Education's America Reads Challenge.

Univision: Univision, the country's largest Spanish-language television network, is partnering with the Department in several cities with large Hispanic populations to develop television spots and other types of televised programming that deliver to homes messages supporting education.

Toll-Free Number and Spanish Materials: The Department of Education is developing criteria to systematically determine which of its publications should be translated so that Spanish-speaking parents have better access to information about education. In addition, the Department will establish a toll-free number that is answered in Spanish to ensure that there are no barriers to Hispanic parents who want to find out how to better help their children succeed in school.

Inter-Departmental Council for Hispanic Educational Improvement: The White House Initiative on Educational Excellence for Hispanic Americans will launch this new effort this

spring. Senior-level representatives from all departments will participate in the council and in working groups on early childhood, K-12, undergraduate and graduate education, and on community and federal employment to pursue aggressive programs to improve educational opportunities for the nation's Latino community.

Council of Great City Schools: The Department is collaborating with the Council of Great City Schools, which represents the nation's 50 largest city school districts, to promote high standards through the voluntary national assessments. As a result of the partnership, 15 major urban school districts, all with significant populations of Hispanic or LEP students, have committed to participate in the national assessments. Additionally, the Department is working with the Council to provide technical assistance to these districts in reaching high standards and increasing the likelihood that students will perform well on the national tests.

Coordinating Committee on LEP Research: The Department is creating an external committee to coordinate research on LEP students. The external committee, composed of researchers who bring expertise and interest to the problem of educating Hispanic and LEP populations, will assist the Department to focus its efforts on critical Hispanic and LEP education policy issues. An internal committee will aid the principal offices currently conducting research—or planning such research—on Hispanic and LEP issues to better integrate research efforts.

Corporation for National Service: In partnership with the Department, the Corporation is engaging volunteer tutors in literacy efforts in hundreds of communities nationwide. Increasing numbers of Hispanics serve in the AmeriCorps national service.

Conferences on LEP Assessment: The Department is hosting periodic conferences on the most pressing research issues affecting the development of assessments for LEP students. These conferences, which convene representatives from the research community, state education agencies, school districts, and advocacy organizations, focus on improved coordination and planning of research.

Clearinghouse on Successful Models for Dropout Prevention: The Department of Education, through its various research centers and other clearinghouses, has a great deal of resources relating to dropout prevention. This would provide school and community leaders with one-stop shopping for ideas and information on best practices for keeping kids in school.

CONCLUSION

Clearly, significant problems present obstacles to educating Hispanic and LEP students. At times these obstacles may seem insurmountable to the individuals, schools and organizations that grapple with them daily. The Department's response is meant to provide a sustained and national focus on these problems, tackling the obstacles with multifaceted, proactive, and aggressive strategies aimed at a paramount goal: educating all Hispanic and LEP students so that they meet high standards and prepare for full participation in an increasingly sophisticated job market and society.

In all its programs and initiatives, the Department believes that it must be both responsive and strategic on a variety of levels. A number of key Department-sponsored programs can have direct, positive effects on the education of Hispanic and LEP students and their families, and on adult Hispanic and LEP learners. However, we realize that the continued success of these programs depends upon the degree to which they are improved and refined over time by local leaders, educators and families—and supported throughout the nation by a variety of influential constituencies.

With its new initiatives the Department also acknowledges the need for action on a variety of fronts. This multifaceted plan for action covers a vast and difficult territory. It ranges from equipping the nation's teaching force to deal with increasing numbers of bilingual and LEP students to implementing a relevant program of research that can inform the best practices of the nation's schools. It also includes bold new ways to help families pay for college and needed training.

In all of these initiatives and strategies, the Department seeks the active collaboration of the nation's educators, researchers, families, businesses, and community, state and national organizations as well as the help of individuals. This collaboration and help can bring results through a variety of tutoring and other volunteer activities, making a significant impact on the lives of the nation's students.

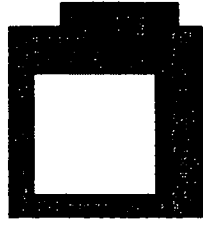
Finally, the Department's strategies for outreach supplement its current programs and new initiatives, connecting its five goals in a plan to draw upon the expertise of key community organizations, universities, distinguished researchers, and individuals connected to the Hispanic and LEP communities. With fundamental and necessary programs in place, with new and far-reaching initiatives, and with concerted collaboration and outreach throughout the nation, the Department will support educating all Hispanic and LEP students to high standards. If we, together, work toward this far-reaching, yet realistic, attainable goal for Hispanic and LEP students, they can have a productive future in the world's marketplace.

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Hispanic Dropout Project:

No More Excuses

Dear Secretary Riley:

It is with a sense of great urgency that I forward to you the final report of the Hispanic Dropout Project, *No More Excuses*. With this report, we have fulfilled the charge that you gave to us in our letters of appointment to the project and at our meeting on September 18, 1995.

Since we first met with you, thousands of this nation's Hispanic students have left school without a diploma. Some left because they felt that other life options were more viable; others left because they felt that they were being pushed out; and still others left because of family obligations. Yet almost all these students left school because no one had established individual relationships with each of them, communicated high academic expectations to them, and provided them with meaningful opportunities to achieve those expectations.

We mourn their truncated education. We worry about their future lives, their unfulfilled dreams and aspirations, their access to this nation's most cherished democratic institutions, and their full participation in the economic, labor, social, and other spheres of life. We share with you a concern for the impact of their inadequate education on this nation's economic and social systems. And we are outraged at the conditions that made possible such a shocking state of affairs in the first place.

In our report to you, we note that parents, teachers, and other school personnel have central roles in supporting this nation's Hispanic youth to complete school and to have a worthwhile education in doing so. What is more, we outline steps that need to be taken by policy makers, the business community, and the larger voting public to support the work of our nation's schools in educating and graduating their Hispanic youth. These efforts will require a concerted and long-term investment of human and fiscal resources; the problem of Hispanic school dropout will not be solved within an election cycle nor within a time frame that lends itself easily to political grandstanding and sound bite news reporting.

For all of us in the project, it has been an honor to serve the nation in this effort. What is more, we feel an obligation to the countless people who shared their expertise with us, who testified at our open hearings, and who hosted our visits to sites around the country. We feel an even stronger obligation to the younger siblings of the dropouts with whom we spoke and, in general, to all Hispanic students whose educational experiences are less than what should be their due in a nation that prides itself on the treatment of its children. We stand prepared to support meaningful follow up to this project. The time for excuses is over; there is much work to be done.

Sincerely yours,

Walter G. Secada
Professor of Curriculum and Instruction
University of Wisconsin-Madison
Director, Hispanic Dropout Project

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The material in this report that is marked by the icon at left or that is boxed represents the views of those we heard in the field and the knowledge of those whose work we consulted.

BACKGROUND

Nearly one in five of our nation's Hispanics between the ages of 16 and 24 who ever enrolled in a United States school left school without either a high school diploma or an alternative certificate such as a GED, according to the most recently available data from the United States Census Bureau. If we consider all of this nation's Hispanics, including immigrants who never enrolled in U.S. schools, the Hispanic dropout rate reaches a staggering 30 percent. While accounting for just 56 percent of all U.S. immigrants, Hispanics account for nearly 90 percent of all immigrant dropouts.

While the dropout rate for other school-aged populations has declined, more or less steadily, over the last 25 years, the overall Hispanic dropout rate started higher and has remained between 30 and 35 percent during that same time period. As a result, today's dropout rate for Hispanics is 2.5 times the rate for blacks and 3.5 times the rate for white non-Hispanics. Moreover, of Hispanics who have ever enrolled in U.S. schools, proportionately more of them seek alternative high school diplomas than do whites; that is, they may get high school diplomas, but even Hispanics who get diplomas are more likely to leave school in order to do so.¹ The situation is far more serious than any of these odds and rates suggest because they apply to a rapidly growing number of our nation's students.

As with other students, the odds of school completion rise for Hispanics with gains in factors such as family income and parent education. Nevertheless, reports and studies document that gaps in school completion rates between Hispanic and non-Hispanic students remain even after controlling for the social class background of students, for their language proficiency, and for their immigrant status. *Regardless of your position in society, if you are an Hispanic student, you are more likely to drop out of school and not earn a diploma than if you are a non-Hispanic American in a similar position.*²

For students, dropping out forecloses a lifetime of opportunities—and in turn makes it far more likely that their own children will grow up in poverty and be placed at risk. For business, this means a lack of high-skilled employees, fewer entrepreneurs, and poorer markets. For communities, this cumulates the risk of civic breakdown. The high-wage low-skill factory jobs that lifted generations of Americans from poverty and empowered them to buy homes, send their children to college, and take care of themselves and their families are little more than a memory in our age of the silicon chip and global economy. In economic progress, as in strategic security, education is truly America's first line of defense. In other words, *the career and employment prospects for dropouts are dismal.*

"Those who do not complete high school face difficulties in making successful steps in other transitions to adult life." In National Center for Education Statistics, *Dropout Rates in the United States: 1994* (NCES 96-863), p. 51. Washington, DC: United States Department of Education

As Thomas Jefferson said, education is the anvil of democracy. More than ever before, democracy depends not on 30-second sound bites from politicians on the cutting edge of rhetoric, but on an informed citizenry who can see through the spin and choose effective options to solve our nation's problems. From toxic waste to environmental protection to economic progress, understanding these issues is fundamental. Dropouts have among the lowest voting rates and among the lowest levels of civic participation. Lack of an informed, active citizenry is dangerous to the American prospect.

According to the United States Census Bureau, Hispanics are projected to become the largest ethnic minority in the United States by the early twenty-first century. If our country stays on its current path, the low rate of Hispanic school completion means that a large segment of the country's soon-to-be largest minority group will be underprepared for employment, for making personal choices, and for engagement in civic life as is required for this democracy to grow and adapt as the founders intended it to. Dropouts diminish our democracy, our society, and their own opportunities.



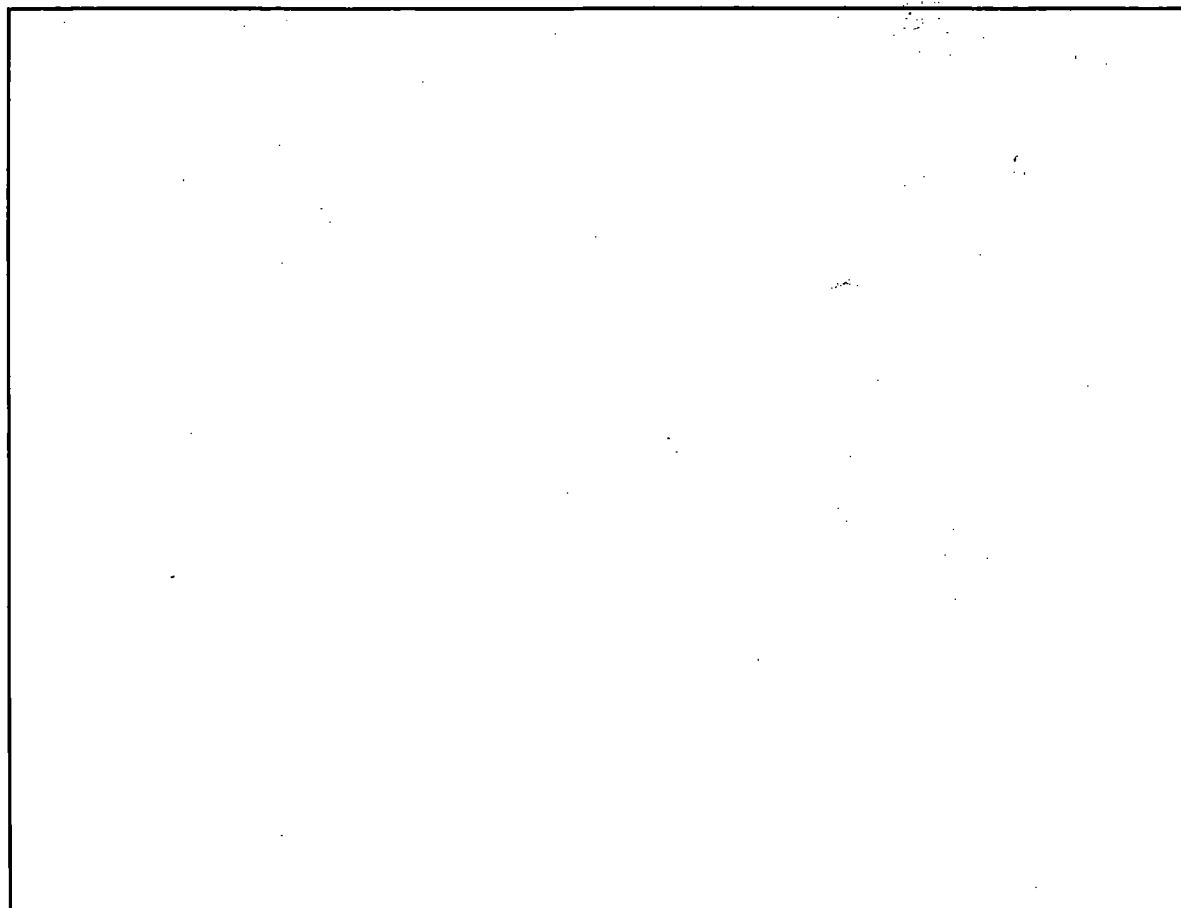
"Students...see dropping out as wrong; they see it as representing failure, a problem. This is of interest because it tells us that these Latino students (who are still in school) do not want to drop out. This counters the assumption of many who argue that Latinos are not really very interested in finishing school."

In Rodriguez, C. E. (1992). *Student voices: High school students' perspectives on the Latino dropout problem* (pp. 89-90). (Report to the Latino Commission on Educational Reform). New York: Fordham University.

Dropping out is not a random act. According to some observers, school dropout is the logical outcome of the social forces that limit Hispanics' roles in society. Many Hispanic students live in the nation's most economically distressed areas. They attend overcrowded schools in physical disrepair and with limited educational materials. They see the devastating effects of their elders' limited employment opportunities and job ceilings. Hispanic students encounter stereotypes, personal prejudice, and social bias that is often part of larger anti-immigrant forces in this society. For many Hispanics, the United States does not appear to be a society of opportunities. Not surprisingly—faced with evidence of lingering institutional bias against Hispanics—these students figure: *The American Dream is not for me. Why bother?* And, of course, they drop out.

Hispanic school dropout has been portrayed as all of the above, and more. Although various aspects of this crisis have been highlighted by different researchers and writers, all agree on one thing: *The Hispanic dropout rate is shockingly and unacceptably high.*

If the nation does nothing, this unacceptable state of affairs can only worsen. The Census reports that because of demographic growth there will be at least a million more elementary students—many of them Hispanic—in our schools by the end of the decade. Without quick and concerted intervention, technology, trade, and changing policy will increase the number of children, many of them Hispanic, growing in poverty. Without adequate funding that is *effectively* used—particularly in the high-poverty schools attended by many Hispanic children—classes will become



even more overcrowded than we have witnessed recently, instructional materials will be increasingly out-of-date, and schools' ability to attract and hold effective teachers will decrease. Although connection between students and their teachers and role models is important, the number of minority college students entering teaching is declining. There are shortages of teachers with meaningful proficiency in more than English. The retirement of the large proportion of current teachers originally hired to teach the baby boomers will intensify attrition of the teachers with the most classroom experience.

If the same proportion of Hispanic students is still dropping out tomorrow, America will have many more dropouts—at a time when education is crucial for employability. America's young people are not going away. If they drop out at the rates that their older siblings do today, the consequences to this nation and its institutions will be devastating.

This is also an opportunity to make a difference. We know much about what works and can build on this know-how. Effective teaching and schools change lives. Support and professional skills development for today's teachers and for the large number of teachers who must be hired in the next handful of years can make much of the difference.

The Hispanic Dropout Project

In September 1995, United States Secretary of Education Richard W. Riley invited seven individuals to take part in a special project to study issues related to the problem of Hispanic student dropout. The secretary's charge to the Hispanic Dropout Project—as this effort came to be known—incorporated three broad goals: (a) to increase public awareness about the issues of Hispanic dropout; (b) to develop a policy-relevant set of recommendations at local, state, and federal levels addressed to school personnel, families, community, business, and other stakeholder groups; and (c) to support the development of a network of stakeholders interested in this issue to support actions taken after the project ended. Because the Hispanic Dropout Project is not a federal commission, we were not invited to make recommendations addressed to the federal government. In spite of this limitation on the project's scope of work, we realize that many recommendations are more likely to be implemented with supporting action by the federal government, as well as by state and local governments, school districts, businesses, community groups, and other interested parties.

Final Report

This report constitutes the Hispanic Dropout Project's culminating activity. It is intended to raise public awareness of the issues of Hispanic student dropout. This report contains our findings and recommendations at local, state, and national levels, and is addressed to school personnel, families, and community, business, and other stakeholder groups.

Throughout the entire project, we tried to reflect the knowledge and views of the various individuals and constituency groups that hosted our site visits, provided witness to what is happening in our nation's schools, and participated in our open discussions on these matters. With their varied experiences and broad range of views, these students, parents, teachers, volunteers, social service and business representatives, and other concerned citizens have been working on improving the education of Hispanic students. Their actions and words breathe life into the stolid statistics found in so many research studies. They make the facts matter.



"My parents sacrificed a lot for me. That's why I want to make good. For my kids to start somewhere higher than I did." Student leader at HDP student leader forum, New York City

What we saw and what people told us confirmed what well-established research has also found: Popular stereotypes—which would place the blame for school dropout on Hispanic students, their families, and language background, and that would allow people to shrug their shoulders as if to say that this was an enormous, insoluble problem or one that would go away by itself—are just plain wrong.



"I got throwed out, mainly." Arnie (former 10th-grade student). In Cairns, R. B., & Cairns, B. D. (1994). *Lifelines and risks: Pathways of youth in our time* (p.167). New York: Cambridge University Press.

We in the Hispanic Dropout Project developed a new appreciation for Yogi Berra's "*déjà vu, all over again*." Much of what we have to report to America is *not* new. The roots of our findings run deep through the decades of extensive research gathered in many parts of the nation (see Appendix E for a bibliography). Much of the work on the education of at-risk and disadvantaged students, and dropout prevention applies; but then, so does much of the work on effective schools, school restructuring, school finance, and equity. Over the years, many of our findings have been repeated by Hispanic and non-Hispanic researchers, practitioners, and advocacy groups.

What troubles us and adds to our collective impatience in submitting this report is precisely that so much of this has appeared so often in the research literature and has been urged so often by those who care about student outcomes. Yet the nation has failed to put this knowledge to work in more than a few sites. There are lighthouses and beacons of excellence, yet policymakers and schools keep missing the message, sailing through the daily grind of ineffective and alienating practices, and piling up on the shoals of failure. Our nation's children, its most valuable resource

for its future, pay the price. We have tried to mix research that identifies what works in preventing school dropout with our other activities and to synthesize our findings in a form that can provide a basis for concerted action.



"Dropping out is sometimes a healthy response to an intolerable situation."

Speaker at HDP hearings, San Antonio

We were also struck by the misinformation and myths about Hispanic dropouts. These myths excuse inaction by turning children, parents, and their communities into victims so that educators dare not aspire to Hispanics' achieving educational excellence lest they be accused of blaming the victim. These myths also excuse inaction by demonizing Hispanic students and dropouts, their families, teachers, schools, districts, the state, business, and the community—thereby undermining the basis for teamwork. The stereotype that demonizes Hispanics raises the question: What can be accomplished with a demon who cannot or will not understand, who does not want to learn, who is antisocial and untrustworthy, and who just doesn't care?



"College is for the good, American persons, but not for me. I didn't think that I could have part of the American dream." Student testimony, Albuquerque

One goal of this report is to debunk these stereotypes, myths, and excuses. Published research, the testimony we gathered, and the sites we visited clearly show that something can be done about Hispanic dropout. The nation's task is to ensure that what works for Hispanic excellence in education is not confined to isolated research studies or limited to a few lighthouse programs.

Each of the following sections focuses on the role of key actors in solving the problem of Hispanic student dropout: the students themselves; their parents and families; their teachers; schools; policymakers at the district, state, and federal levels; and business and the extended community. Each section also discusses the excuses commonly used to justify inaction and the ways that our findings contradict the myths on which the excuses are based. We end each section with a list of recommendations for that actor.

Change for the better can begin with the actions of any adult player. But the actions of all the players must work in concert to produce a move forward, to support change in other arenas, and to achieve longer lasting and more extensive improvements in Hispanic dropout rates than can be achieved through solitary action.

HISPANIC STUDENTS



"People need to respect and like children. I have seen teachers say things to kids that no one should have to put up with." Speaker at HDP public hearings, San Diego

Hispanic students deserve to be treated as if they matter—as if they have abilities and talents to contribute to our society and as if they can be responsible for achieving excellence given the chance to do so. The Hispanic Dropout Project has two major findings and recommendations involving Hispanic students:

- Schools and their staffs must connect themselves to Hispanic students and their families, provide Hispanic students with a quality education based on high standards, and provide backup options to move past obstacles on the way to achieving those high standards.
- Students and their families deserve respect. In order to accomplish the first goal, schools, their personnel, policy stakeholders, and the larger society must have respect for these children. In many cases, this means fundamentally changing people's conceptions of Hispanic students and their families. This country's Hispanic students are *ours* and they are *smart*. Hispanic families have social capital on which to build. Hispanic students deserve meaningful opportunities to learn and to succeed in later life. They deserve support in school.



"They treat you with respect here. They talk with you individually. Not just about school, but what's on your mind. I get respect from the tutors. I get it and try to give it back." Student in an alternative placement program, Las Cruces

To think of and portray Hispanic students as poor things who cannot achieve—as "pobrecitos"—is patronizing and wrong. Treating students and their families as deviant or deficient blames the victim and just doesn't work. Neither belief is correct or helpful in designing programs and intervention strategies.



"The respect and value in which students were held was [sic] extremely important in separating the schools with low Latino dropout rates from those with high rates." In Rodriguez, C. E. (1992). *Student voices: High school students' perspectives on the Latino dropout problem* (Report to the Latino Commission on Educational Reform, p. 79). New York: Fordham University.

Some stereotypes that have been used to blame Hispanic students for dropping out of school suggest that they do not care about school, do not want to learn, do not come to school ready to learn, use drugs, belong to gangs, engage in violence, cannot achieve, have cultural backgrounds that are incompatible with schools, do not know English, are illegal immigrants, and in general, do not merit help or to be taken seriously. Alternative stereotypes portray Hispanic students as victims who, unable to do much about their conditions, cannot help but drop out of school.

According to the these latter myths, Hispanic students can do little or nothing about their education because they are poor, are the children of drug users, are victims of violence and abuse, do not speak (read or write) English well, encounter cultural barriers in school or in the larger society, or, through no fault of their own, lack some essential ingredient for success.



"My life, my heritage has been a cycle of poverty, of goals that were never achieved. I want to break that cycle. I want to achieve for my family, so that my parents can be proud of me." Student at HDP student leaders forum, New York City

Contrary to both sorts of myths, the vast majority of Hispanic students want to learn. They value education and try hard to do well in school. As is the case for the larger society, there are a small number of Hispanic youth who engage in antisocial behaviors. We do not condone such behaviors: If such youth are to succeed not only in school, but also later in life, they must change, and we must help them to change.



"I want to be a change agent. Things don't have to be like these stereotypes." Student at HDP student leaders forum, New York City

On the other hand, beliefs that paint Hispanics, en masse, as social misfits say more about how whole groups of people can be stereotyped in our society than they do about the vast majority of individuals within those groups. The Hispanic students (and their families) whom we encountered did not give up in the face of the barriers rooted in personal and institutional forms of bias and outright racism that they encounter. Instead, they worked hard to overcome those barriers.



"A persistent theme. . . is the observation that our educational system requires failure of some in order to assure success for others. . . . We spend enormous amounts of money and time locating children that we perceive as predestined for failure, often because they do not meet the expectations of the cultural patterns of the mainstream." In Trueba, H. T., Spindler, G., & Spindler, L. (Eds.) (1989). *What do anthropologists have to say about dropouts?* (pp. 2-3) New York: The Falmer Press.

Stereotypes hold that much should not be expected of Hispanic children, as if providing them with challenging opportunities to achieve educational excellence will only drive them out of school in increasing numbers. Quite the contrary: The Hispanic Dropout Project found that Hispanic students are most likely to learn when curricular content is challenging and meaningful. In visits to early childhood, elementary, and alternative high school programs, we observed that Hispanic students were very engaged when working with such content.

In our visits to less effective schools, many older students complained about being bored and not challenged in their classes. They complained of dull, dumbed down, and irrelevant curricula. The clear message they had internalized was one of low expectations, worsened by unpleasant, adverse physical circumstances and overcrowded classrooms. Students and dropouts alike com-

plained that they could not ask questions and get them answered in class, leading them to believe that their teachers did not really care about them.



*"Perhaps the most important step in fostering adolescent development and achievement is the improvement of education. ... Changes in policy are important only if they contribute to more effective school and classroom environments in which students are strongly motivated to work hard at challenging learning tasks." In Panel on High-Risk Youth, National Research Council: (1993). *Losing generations: Adolescents in high-risk settings* (p. 205). Washington, DC: National Academy Press*

The existence of such schools and classrooms raises the question: Why would *any rational person* stay in such a setting? Students' reports to the Hispanic Dropout Project and our own observations during site visits corroborate what is reported in the research on tracking and on the instructional quality of lower tracks—that is, the everyday in-school experiences of too many Hispanic students fail to engage their minds. In contrast to their criticisms of their secondary schools, many students interviewed by the Hispanic Dropout Project praised volunteers and teachers in their schools and in alternative placements who made course work relevant to their lives and, thereby, compelling enough to make them want to achieve.



"What is there to hope for? If I get out of school, what kind of a job will I get?"
Speaker at HDP hearings, San Antonio

Students often complete high school because it promises opportunities—such as a good job, a military career, or postsecondary education. For too many Hispanic students, these futures don't look like realistic options. Hispanic high school students look around themselves only to see that their siblings and older friends who just graduated are earning less than their classmates who dropped out and have been working a couple of years. Many Hispanic students often need to contribute materially to their families, and this need for a paycheck often causes even successful students to respond to daily crises rather than to maintain a future orientation. If students need jobs to meet their responsibilities, schools should help them get part-time job placements and work with businesses to develop effective schedules and learning opportunities that help students, their employers, and the schools. The workplace, in its turn, needs to change from being a threat to a student's learning and finishing school to being an effective part of a high-quality education for a non-traditional student.



*"In general, there appears to be a powerful economic incentive for students to finish high school. But is this economic incentive similar for Hispanics and Chicanos as for Whites and other groups? Recent data suggest that the answer may be no...unemployment rates in October 1985 for White youths who dropped out of high school during the 1984-85 school year were almost twice as high as for high school graduates from the year before who were not enrolled in college. But for Hispanics, dropouts had an unemployment rate only slightly higher than high school graduates." In Rumberger, R. (1991). *Chicano dropouts: A review of**

research and policy issues. In R. Valencia (Ed.), *Chicano school failure and success: Research and policy agendas for the 1990s* (p. 77). Philadelphia: Falmer Press.

The point is that schools and adults can help students envision better lives, help open options, and provide the connections that strengthen learning and build futures that work. To achieve these goals, the Hispanic Dropout Project—based on our observations and research review—recommends the following minimum set of guarantees for students:

1. ***Each individual Hispanic student should have someone who understands how schools work and who is willing to take personal responsibility for ensuring that the student makes it in and through school.***

Hispanic students who stayed in school (despite peer pressure, economic pressure, and other factors that pushed out many of their friends) often pointed to someone in that school—a teacher, coach, some other school staff member, someone from the larger community—whose personal interest in their finishing school nurtured their individual sense of self-worth and supported their efforts to stay in school.



"Students often say that one significant person took an interest in them." Testimony at HDP open forum, Las Cruces

2. ***Hispanic students should receive a high-quality education that guarantees that all students leave third grade able to read. They should experience curricula that are relevant and interesting, convey high expectations, and demand student investment in learning. They should understand the options that are available to them so that they can make informed decisions about their lives. They should be able to envision their futures with confidence based on an education that provided them with the tools needed to make their visions into reality.***



"The first task should be to determine what kinds of education and training would be appropriate in terms of enhancing their ability to live productive lives within this society. . . . Some of the successful dropouts designed their own curriculum: they enrolled in a training program for mechanics, got on-the-job training in supervising others, took a full-time job in a hosiery mill, but found time to complete a GED. For these subjects, the "school" they created for themselves could tolerate them and they could tolerate the intellectual and attitudinal discipline. One challenge is for schools to create opportunities within the context of the standard curriculum...The second and related comment concerns the school and behavioral problems cited by the dropouts themselves. They typically attribute leaving school to specific difficulties they had with the standard curriculum and/or school restrictions." In Cairns, R. B., & Cairns, B. D. (1994). *Lifelines and risks: Pathways of youth in our time* (p. 186). New York: Cambridge University Press.

Junior high school is too late to *begin* dropout prevention efforts. Successful experiences must begin in the early grades and continue throughout Hispanic students' schooling. On the other hand, early interventions, *by themselves*, are not enough. Later efforts should build on the successes of early interventions.



"The national investment in Head Start and other early intervention programs, while laudatory, constitutes only a first step in the solution." In Cairns, R. B., & Cairns, B. D. (1994). *Lifelines and risks: Pathways of youth in our time* (p. 193). New York: Cambridge University Press.

Older students who had dropped out of school often thought that they had no other choice. School personnel either did not know about or did not tell students about alternative programs because of fiscal pressures to remain quiet about those programs. A former dropout quit his original school because, as he starkly put it, "It was either school or dropping out." He entered an alternative school only because a friend told him about it.



"Interventions must be intensive, comprehensive, coordinated and sustained. Anything less is naive and will show only marginal results. There is no 'cure all' or 'fix the kid' phenomenon. ... When special intervention is stopped before high school graduation, one can expect high-risk youth who have become successful to once again be at risk for school failure and drop out." In Larson, K., & Rumberger, R. (1995). *ALAS, Achievement for Latinos through academic success* (Dropout prevention and intervention project targeting middle school youth with learning disabilities and emotional/behavioral disorders at risk for dropping out of school. Project evaluation: 1990-1995), p. A67.

A former dropout stated that one reason many Hispanics leave school is that they believe that the American dream is for someone else, not for them. The effective dropout interventions that we reviewed included all students in that dream. They provided Hispanic students chances to meet and talk with Hispanic college students and successful Hispanics, and to visit college campuses. Successful interventions also helped students to plan for life after high school in work, the military, or continuing education.

Hispanic youth need to be coached, not rescued. They should be able to take credit for what they achieve. They need encouragement and opportunities to take responsibility for their learning and later lives, to set long-range, real-life goals, and to take the steps needed to achieve those goals. Adults who advocate for students, who encourage students to dream about their futures, who mentor students on how to achieve those dreams, and who hold students accountable for their actions can provide needed support for students to make their dreams come true.

3. Schools should be responsive to the behaviors and needs of individual children. They should target Hispanic students for pro-social roles.

When respect, responsibility, membership, and opportunities for leadership are denied to students by their schools, then gangs and antisocial behaviors often fill the gap. The most effective schools that we visited gave students opportunities to assume important roles in school and in helping other students. They expected and often received the best from their Hispanic students. Effective schools also realize that real students have real problems; and hence, they provide flexibility, support, and backup strategies to turn things around when problems arise. For children, schools and effective support networks can make an important difference.



"Explicit in good practice models is the recognition that young people, like all people, need to feel a sense of comfort and need to be offered a sense of autonomy in order to profit from program teachings and experiences. . . . Consistent demonstrations of caring and high expectations for young people are also a prerequisite. Many programs are also providing young people with choice and 'voice' regarding program operation, and, in response to the racial and ethnic diversity of adolescents, many practitioners incorporate cultural traditions and values into programs." In Panel on High-Risk Youth, National Research Council. (1993). *Losing generations: Adolescents in high-risk settings* (p. 219). Washington, DC: National Academy Press.

4. Hispanic students have the right to schools and classrooms that are safe, healthy, free from intimidation, and inviting—that is, where their language and culture are treated as resources.

National statistics show that many Hispanic students attend some of the most dangerous schools in America. Schools should provide students with positive and appealing alternatives to joining gangs or engaging in other antisocial behaviors. What is more, school should be a place where a student's language and cultural backgrounds are treated with respect.



"I would have been worse off if I had stayed in school. Others have dropped out to try to help their own futures." Testimony at HDP forum, Albuquerque

5. Hispanics' schools should have the resources necessary to provide safe environments and a high-quality education.

Troubled schools lack basic resources. From fights breaking out due to jostling in overcrowded halls, to filthy restrooms, to long-ignored fire hazards, the basic infrastructure for effective schooling is too often missing from the schools attended by Hispanic students. Outdated textbooks, laughable lab facilities, antiquated libraries, and the absence of a challenging academic curriculum and the requisite instructional resources all bear the implicit message that these children just don't count. America cannot afford this.



"In Maryland, for instance, the one inner-city district (Baltimore) and five rural districts each spend less than \$4,500 per student, compared with three suburban districts that spend \$6,000-\$7,500 per student. Thus, schools in the poorer Mary-

land districts have about \$45,000-\$60,000 less each year for each classroom of 30 students than schools in affluent districts. Per pupil expenditures directly affect the availability of textbooks, laboratory equipment, resource rooms, library books, and a range of other educational resources. . . . In one national survey, for example, in districts with more than one-third of the students from families below the poverty line, 59 percent of fourth grade teachers reported a lack of resources, compared with 16 percent in districts with no students below the poverty line."

In Panel on High-Risk Youth, National Research Council. (1993). *Losing generations: Adolescents in high-risk settings* (pp. 106-107). Washington, DC: National Academy Press.

PARENTS AND FAMILIES

Hispanic parents and families are frequently perceived as being indifferent to their children's education, moving too frequently, not speaking or wanting to learn how to speak (read, or write) English, and being too undereducated to properly educate their children. Likewise, parents and families are often portrayed as victims unable to do anything about the racism they experience and unable to understand American cultural norms. Parents are said to be ignorant, poor, products of bad schools, in conflict with their children, and in general, culturally deprived.

The schools that we saw working effectively with Hispanic parents prove that these stereotypes and descriptions are wrong. Our observations are backed up by the testimony of countless parents, both individually and through the community-based organizations they participated in, and by the extensive research on the importance of effective parent involvement. Large-scale national studies and targeted research show that, contrary to stereotypes, Hispanic parents and families highly value learning and seek to effectively support their children in school. What students told us reinforced the research.



*"There were deep chasms in the relationship and communication between school and home. School personnel had many negative misconceptions about the motivations and values of parents. There was widespread belief that parents did not sufficiently value education and that they were unwilling to give sufficient time to rearing their children and participating in school activities. On the other hand, we found most parents to be fearful and alienated from school authorities while at the same time assigning expertise and responsibility to school personnel for educating their children. However, when parents were approached with a genuine desire to serve them and their family, we found that almost all parents were exceedingly open to suggestion and to becoming more involved in directing their adolescent and monitoring school performance. **Parents, far more than school or community personnel, were willing to implement suggestions from project researchers.**"* In Larson, K., & Rumberger, R. (1995). *ALAS, Achievement for Latinos through academic success* (Dropout prevention and intervention project targeting middle school youth with learning disabilities and emotional/behavioral disorders at risk for dropping out of school. Project evaluation: 1990-1995), p. A66 (emphasis added).

Hispanic students, whether they stayed in school or had dropped out and then returned, almost unanimously reported that they wanted to "make it" as a way to thank their parents and families for the sacrifices that they had made on the students' behalf. These students wanted to make their parents proud of them. They wanted to better themselves and did not want to disappoint their parents by quitting school. In addition, one-time dropouts spoke about their parents' disappointment in them as well as the love, support, pressure, and encouragement that they received from their parents at first to stay in school, then to return to school, and always to try hard and to learn.

The Hispanic Dropout Project's hearings were attended by Hispanic parents who were anxious about their children's educational futures. Many of them had found out about the hearings by word of mouth. Their testimony demonstrated their readiness to be involved in their children's education.



"Many high-risk children and their parents are blamed and not treated with respect by educators. Highest risk students and their parents are very responsive to genuine and meaningful offers of help despite cultural, language, and economic barriers."

In Larson, K., & Rumberger, R. (1995). *ALAS, Achievement for Latinos through academic success* (Dropout prevention and intervention project targeting middle school youth with learning disabilities and emotional/behavioral disorders at risk for dropping out of school. Project evaluation: 1990-1995), p. A69.

Parents said that, in order to be involved, they must often overcome school resistance and hostility to that involvement. At almost every site that we visited, Hispanic parents said that their children's schools did not take them or their concerns very seriously. One mother recounted being told of her child's suspension hearing just 30 minutes before it was held. Risking her job, she rushed to the school, only to wait all morning in the school office and to be told abruptly that the meeting had been postponed. One father did, in fact, lose his job because of the time he spent trying to keep his daughter from being, in his words, pushed out. Another mother, in flawless English, reported how her child's principal would not speak directly to her, supposedly because her accent made it too difficult for school personnel to understand her.



"Schools also differ on the extent to which parents are involved in school decision making, conferences with teachers, and home-school instructional programs.

Over the past decade, studies consistently demonstrate the positive effects of such programs on student achievement, yet parents from low-income neighborhoods, especially racial and ethnic minorities, are least likely to participate. The reasons for this lack of participation include not only the lack of funds, but also different levels of school commitment, cultural and language barriers, and time constraints and stress on poor working families." In Panel on High-Risk Youth, National Research Council. (1993). *Losing generations: Adolescents in high-risk settings* (p. 108). Washington, DC: National Academy Press.

Although community groups and activists expressed anger—sometimes bordering on rage—at how schools treat parents, they also expressed determination to press on with their efforts to ensure that parental concerns would be heard. What is more, parents found help and strength by joining and working with such groups.

Hispanic parents spoke eloquently about their dreams and wishes for their children's futures, and the roles that schools must play in educating their children. In a Head Start program, in community and recreation centers that provided social services for students, and in community action groups—all visited by the Hispanic Dropout Project—parents volunteered as tutors, instructional assistants, fundraisers, program implementers, and in many other roles.

When Hispanic parents see clear benefits to their children from their participation and when parents are given meaningful roles and responsibilities, many parents will do more than asked to do. One of the few longitudinal studies of a successful dropout prevention program reported that Hispanic parents cooperated much more readily with the program's recommendations than did the schools and the teachers.³

**Strategies That Families Use
To Keep (Hispanic) Adolescents in School**

1. Maintain parent in charge;
2. Recognize a two-way influence [between parents and their children];
3. Set limits;
4. Monitor [their children's] actions, whereabouts, feelings;
5. Draw the line about peers;
6. Send continuous positive messages [to their children];
7. Stay involved in school.

In Romo, H. D., & Falbo, T. (1996). *Latino high school graduation: Defying the odds* (pp. 12-14). Austin: University of Texas Press.

The Hispanic Dropout Project finds that empowering parents to support their children's education and to work for better schools is fundamental.

1. Hispanic parents and families need to negotiate their children's education system.

In today's world, Hispanic parents must advocate for their children because no one else will—or can—do the job as well as they. Beyond individual advocacy, parents can find strength through active membership in church and community groups that rely on their size and political clout to ensure that parents' concerns are taken seriously and that provide necessary services such as recreational and after-school tutoring programs.



"To better understand how both schools and families influence achievement and dropout behavior, one must focus on the interaction between families and schools. This may be particularly important for understanding the achievement of Chicano children. For instance, research suggests that in the U.S. lower social class children in general and Hispanic children in particular often face learning environments in school that foster poor academic performance and may be dysfunctional to the type of learning style and reward structure found in the home."

In Rumberger, R. (1991). *Chicano dropouts: A review of research and policy issues*. In R. Valencia (Ed.), *Chicano school failure and success: Research and policy agendas for the 1990s* (p. 75). Philadelphia: Falmer Press.

2. *Schools should recruit Hispanic parents and extended families into a genuine partnership of equals for educating Hispanic students.*

The most impressive schools visited by the Hispanic Dropout Project aggressively recruited parents to work with them in educating their children. Parent roles were authentic and appropriate. For instance, school personnel helped graduating students and their parents to understand and to fill out various financial aid forms for college. At the same school, parents whose children engaged in inappropriate behaviors were helped to recognize how their own behaviors enabled their children to avoid responsibility. When those parents knew what to look for, they monitored their children's behaviors and held them accountable for avoiding antisocial activities and for getting to school on time. These parents' behaviors show that they understood that their advocacy for their children and their partnership with the school continued at home by the parents' fulfilling their side of the bargain.

Conversely, schools that were less successful or seemed to be actively pushing students out were also those schools which, by their messages and practices, seemed to actively blame parents and families for their children's failures. Parents bitterly complained about such schools.



"The bottom line: the local school board and local power brokers should not disenfranchise parents. They should give them the power to run their schools for their neighborhoods." Testimony at HDP hearings, San Diego

3. *Hispanic parents should be helped to envision a future for their children and a reasonable means by which to plan for and achieve that future.*

One of the most powerful incentives mentioned by Hispanic students was their parents' and families' determination that these students have better lives than the older generation had. Parents want better lives for their children; schools should help parents learn what is available for their children and help parents provide these opportunities for their children. That parents can motivate their children and that schools can provide information about opportunities for students should provide the basis for the aforementioned partnership.



"My mom was always supportive of me. She pushed me to go to school. She wouldn't let me stay home. So, I ditched. Finally, she saw the problem and took me out of the school. But she pushed me to go to another school until this place [an alternative school setting] helped me to graduate." Former dropout at HDP open forum, Albuquerque

TEACHERS

Teachers and other school staff can and must make a difference in students' lives. In spite of this imperative, many teachers feel powerless. Excuses such as "The problem is too big for one teacher. How can I, a single teacher, hope to overcome the effects of students' backgrounds?" are common. This particular excuse portrays teachers as helpless when dealing with students who are not ready or do not want to learn. Hispanic students are said to lack something (usually English); their aspirations or those of their parents are said not to support schooling.



"Teachers only want to teach from 8:00 to 3:00. They just follow the contract."

Testimony at HDP student leader meeting, New York City

Teachers' overcrowded classrooms are said to be the reason that they can attend to just so many students. Hence, a type of academic triage results: Some students must be sacrificed so that others can be taught. Not surprisingly, those who are sacrificed are portrayed as uneducable.



"There is no support from teachers for the students. Teachers don't believe in the students. One of the main problems I saw in high school is that teachers don't want to pay attention." Student in alternative placement, Las Cruces

On the other hand, Hispanic students at project hearings across the country leveled the most damning charge possible against some of their teachers: "They just don't care."

Neither extreme is the rule. During Hispanic Dropout Project open hearings and visits to schools, we encountered many teachers who made a difference in their students' lives. These caring individuals were trying their hardest to help Hispanic students succeed. Some had developed teaching practices designed to engage their students. Others provided counseling and mentored students. All constantly worked to improve how they taught their students. All communicated a deep sense of caring, high expectations, respect, and commitment to their students.



"I saw how teachers invested in me. I felt like a person. The teachers' personal investment in me meant so much to me." Testimony at HDP student leader meeting, New York City

Excellent teachers are very aware of the challenges that their students face. They are very realistic about students' individual situations. What seemed to distinguish teachers who made a difference from those who did not was that the former teachers used knowledge of Hispanic students' academic, social, and psychological characteristics as a foundation and a source of competence on which to build. These teachers passionately believed that, because of their teaching and personal concern for their students, they made a difference in their students' lives. Students and parents agreed.



"I got to know them [personnel at an alternative setting] as family. They showed

me different things that I could do besides drop out. So I went back to school and finished in three years." Former dropout at HDP public forum, Albuquerque

Students reported that teachers who really cared about them as individuals often provided them with the inspiration and personal support needed to get through hard times. When asked why they stayed in school, students (many with friends who had dropped out of school) pointed to a teacher or other school person as having taken a special interest in them and nurtured their dreams for the future.

Less successful teachers do not really understand their Hispanic students' lives. They do not use what they know about their students as a foundation on which to build. Instead, they use what they know about their students to explain away failure.



"The school staff was extremely resistant to change and to being challenged by change. School problems were perceived to be caused by deficiencies on the part of students and parents. The need for fundamental change was believed to reside within students and parents." In Larson, K., & Rumberger, R. (1995). *ALAS, Achievement for Latinos through academic success* (Dropout prevention and intervention project targeting middle school youth with learning disabilities and emotional/behavioral disorders at risk for dropping out of school. Project evaluation: 1990-1995), pp. A65-A66.

Students know the difference and respond positively to the good teachers that they encounter. Instead of scurrying out of class as soon the bell's ringing marked its end, students with effective teachers would stay to ask a question, to discuss a new insight about the day's work, or simply to share something that had happened outside of school with the teacher. We saw such student behaviors in secondary mathematics classes, in alternative school settings, and with middle-school generalist teachers.



"Even when a school was not particularly sensitive to Latino cultural differences — as was the case at School B — the critical difference was whether the school's staff thought the student was worth teaching." In Rodriguez, C. E. (1992). *Student voices: High school students' perspectives on the Latino dropout problem* (p. 79). (Report to the Latino Commission on Educational Reform). New York: Fordham University.

Hispanic students and their parents expect teachers to engage students in challenging content. In contrast to their complaints about low tracks, low expectations, and dumbed-down, boring and irrelevant curricula, Hispanic students and their parents who were interviewed by the project praised teachers who made material interesting and relevant. The students craved being challenged by their teachers.



"At School D, students would begin by hiring teachers who care and by making classes more fun. They would remove a large number of the faculty and replace

them with teachers who are patient and interested in the needs of all the students, not only a select few. Importantly, they would provide the school with more bilingual teachers." In Rodriguez, C. E. (1992). *Student voices: High school students' perspectives on the Latino dropout problem* (p. 86). (Report to the Latino Commission on Educational Reform). New York: Fordham University.

Students expected teachers to help them with the subject matter. Many students complained about not getting help when they needed it and, as a result, becoming frustrated. They talked about raising their hands or calling for help during class but not getting assistance because the teacher was busy with someone else. Students realized that large class size and the fact that secondary teachers teach many courses militate against teachers being able to help them.

Teachers may send unintentional messages to students when they fail to respond directly to requests for help. Some students interviewed by the project, for instance, reported that their teachers suggested that they get academic help from a tutoring service which met during breaks and after-school. Such help is too little and too late for a student who, because of frustration, has given up trying to understand. To the student who recounted that "My teacher told me she was too busy and that I should get help from the school's tutoring service," the teacher had simply dismissed her request.



"Student preferences are viewed by school staff as non-essentials, which contributes to student alienation." In Larson, K., & Rumberger, R. (1995). *ALAS, Achievement for Latinos through academic success* (Dropout prevention and intervention project targeting middle school youth with learning disabilities and emotional/behavioral disorders at risk for dropping out of school. Project evaluation: 1990-1995), p. A68.

When asked about the features of alternative schools or programs that they most appreciated, almost every student pointed to the personalized relationships that they developed with their teachers and the individualized attention that they received. Many students realized that this attention was possible because of the smaller class size. These students also spoke about the mutual respect and caring that developed between themselves and the schools' staffs. This respect was communicated to the students in countless ways by adults who provided mentoring. A volunteer at a social service agency would tell students that, like them, he too had dropped out of school but had later achieved his goals by believing in himself and being persistent. A retired teacher insisted that all of her students could learn to read, and she provided them with the support to do so.



"Many disadvantaged youth feel ignored or unimportant in school—as if no one at school cares about them. . . . [Intervention] efforts [typically] rely upon three broad strategies: (1) strategies to link students to adults in the school, including mentor programs and efforts to reorganize school schedules to promote closer contact between teachers and students; (2) strategies to link students to other students in the school, including extracurricular activities and orientation pro-

grams; and (3) strategies to link students to the school as an institution, including fair and equitable policies and greater student choice over their school programs." In Natriello, G., McDill, E. L., & Pallas, A. M. (1990). *Schooling disadvantaged children: Racing against catastrophe* (p. 136). New York: Teachers College Press.

- 1. Teachers should teach content so that it interests and challenges Hispanic students. They should help students to learn that content. They should communicate high expectations, respect, and interest in each of their students. They should understand the roles of language, race, culture, and gender in schooling. They should engage parents and the community in the education of their children.**

Effective instruction requires knowing the student and tapping into her or his strengths and interests to trigger learning. Effective teachers use parents as allies to extend learning outside the classroom. They provide parents with a stream of timely feedback and help parents see concrete ways of extending their children's learning outside the classroom. Teachers who are not familiar with the lives of their students, their words, and their backgrounds find it hard to be highly effective.



"Make class interesting." Testimony at HDP student leader meeting, New York City

As project members have seen, under schoolhouse pressures, harried teachers may find themselves unintentionally sending the wrong message. Teachers need to monitor themselves or receive inservice training to ensure that Hispanic students and their families receive the message that they are really wanted in the classroom and in school, that excellence is within their reach, and that success depends on working together.

- 2. Teachers should become knowledgeable about and develop strategies to educate Hispanic students and to communicate with their parents. Teachers should receive the professional development needed to develop those attitudes, knowledge, and skills.**

Ongoing professional development should help teachers learn about their students' backgrounds and interests, curriculum adaptation, and other instructional strategies for heterogeneous student populations. Teachers should be familiar with the implications of second language acquisition for student learning and how to adapt instruction for students of varying levels of English language proficiency. Teachers' knowledge of their students' cultural heritage and the implications of language loss are important for effective teaching and the creation of well-functioning home-school linkages.



"Teachers were asked to organize their classrooms into small groups which eventually became cohesive work teams with full control of their own writing activities. They would explore possible topics, research them, develop data gathering instruments such as surveys and interview protocols, conduct interviews with peers and adults, discuss findings and finally write cooperatively extended

and complex essays. The students discovered that writing was no longer a futile school exercise designed by teachers for their own purposes, but a meaningful activity and a means of exchanging important ideas and specific audiences and for expressing their own feelings. Students realized that their individual and collective voices can make a difference in public opinion and in the quality of life at school. Thus Chicano high school students not only significantly sharpened their communicative skills but realized that these skills are a powerful instrument in voicing individual and collective concerns. Teachers would often express their surprise: 'I am impressed. Look!', they said as they shared their students' compositions. A teacher wrote in her diary: 'This [the unexpected high performance of students] was a very successful lesson for me in many ways. It furthers my belief that if what is taught is important in the mind of the learner, much more will truly be learned.'" In Trueba, H. T., Spindler, G., & Spindler, L. (Eds.) (1989). *What do anthropologists have to say about dropouts?* (p. 34) New York: The Falmer Press.

Often, teachers in high-poverty schools are the last to receive high-quality professional development on new instructional approaches, curricula, and unbiased ways of assessing students. They should be the first to get these opportunities.



"Why should I want to be a teacher? Look at the conditions we're taught in."
Testimony at HDP student leader meeting, New York City

SCHOOLS

Schools are the most important focal point for dropout prevention. The research on dropout prevention, effective schools, and restructuring schools, and the Hispanic Dropout Project's commissioned papers—all conclude that schools do, in fact, matter in students' lives. In the course of our explorations, we found powerful and personalized evidence that schools matter *positively* in keeping Hispanic students in school and in helping them to achieve academically. The most impressive schools that we visited were those where teachers and staff worked together to personalize each student's school experience. Teachers collaborated to ensure that no Hispanic student fell through the cracks, either academically or psychosocially. Spanish-speaking staff were respected for their ability to communicate with students' parents; indeed, many of these schools aggressively recruited multilingual, multiethnic staff who could relate to their students and parents.



"The key finding from our research is that effective schools provide at-risk students with a community of support. School as a community of support is a broad concept in which school membership and educational engagement are central. School membership is concerned with a sense of belonging and social bonding to the school and its members. Educational engagement is defined as involvement in school activities but especially traditional classroom and academic work. . . . Schools successful at dropout prevention created a supportive environment that helped students overcome impediments to membership and engagement."

In Wehlage, G. G., Rutter, R. A., Smith, G. A., Lesko, N., & Fernandez, R. R. (1989). *Reducing the risk: Schools as communities of support* (p. 223). London: The Falmer Press.

The Hispanic Dropout Project saw secondary schools and an entire school system in which Hispanic students graduated in greater numbers than in similar schools; these examples challenge the myth that secondary schools are doomed to be cold and impersonal places for students or that they are too difficult to change into personalized and caring places. We also visited elementary and middle schools that made special efforts to ensure that all their children learned how to read, achieved academically, and became better connected to their school. Recognizing the real-world challenges that their students faced, principals, teachers, and other school staff spoke with determination about Hispanic students learning, about not losing students, and about always trying to do better. Teachers at one elementary school, for instance, said that they were relentless in ensuring that all of their Hispanic students—even students who did not speak English—could read by third grade.

Moreover, out-of-school alternative programs for students who could not attend regular school used the latter as reference points by providing a curriculum that mirrored what was offered in regular schools, by tutoring and helping students with their homework, and by helping to return students to their original schools. Their services, therefore, were linked to the school and its education programs.



"Latinos at these schools 'know the deal.' They know when they are getting a good education and when they are not. They also have some pretty good ideas on how to improve education. . . . The bottom line in this report is that: good neighborhoods or bad: good schools = success, bad schools cause dropouts."

In Rodriguez, C. E. (1992). *Student voices: High school students' perspectives on the Latino dropout problem* (p. 99). (Report to the Latino Commission on Educational Reform). New York: Fordham University.

On the negative side, the research literature paints an unflattering portrait of schools that do nothing to improve their dropout rates, that use some subtle (and sometimes not so subtle) means to encourage Hispanic students to leave school, and that deny Hispanics educational opportunity. The staff at such schools behave as if the students (and their parents) are so rife with social problems that there is nothing that they can do. The Hispanic Dropout Project heard some school and district staff claim that schools could do very little to reduce the Hispanic dropout rate because of student poverty, lack of student readiness or desire to learn, language, excessive student mobility, excessive costs, lack of qualified staff, lack of knowledge about the real causes of the problem, lack of parental concern, parental aspirations that do not include school, and earlier efforts that have failed. Schools, according to these individuals, can do very little about the larger social ills that befall their students. The literature is clear: Schools where such beliefs are the norm are not likely to be very successful either in ensuring that large numbers of their Hispanic students graduate or in educating many of their students very well.

The Hispanic Dropout Project heard from students, parents, and community activists who said that school conditions made dropping out an inevitable outcome and logical choice for students. In these schools, staff were said not to care about Hispanic students; policies involving discipline and grading were applied in a biased manner; tracking and other forms of ability grouping were used to write off whole segments of the student body, not to improve educational opportunities; and the general attitude seemed to be: "Ignore the problem and it will go away." Schools may in fact *try* to make the problem go away. For instance, we heard about schools using Hispanic students' excessive absences to suspend students rather than to conduct formal suspension hearings on more serious charges. Many Hispanic students and parents charged that rules were being enforced unfairly.



"I was absent 27 times in one class, 36 in another. They only checked things out when I was dragged into the principal's office with red eyes. 'Look at these absences.' [they said]. Well, it's about time you noticed!" Testimony at HDP open hearing, Las Cruces

Overcrowding and the quality of a school's facilities affect a school's ability to keep its students. One mother complained that the building code had been waived for the city's schools. This meant that dilapidated schools—located primarily in the inner city—would not have to be brought up to code. According to this mother, the district's newer schools, which were being built in its wealthier neighborhoods would, of course, be built according to code. Another parent noted that her son was one of over 2,000 students in a building designed for 1,500. She talked

about the heat, noise, and deteriorating conditions at this school where large males could not help but jostle one another as they went from class to class. Because of the heat and noise, tempers would flare, fights break out, and students would be suspended. As this mother observed, the step from suspension to dropping out is very small. The Hispanic Dropout Project heard about secondary schools enrolling 40 students in a class, but having 30 chairs. In at least one case, teachers were told not to worry because not all the students would show up. "What sort of a message does this send to the school's students?" asked a graduate from such a school.



"We need smaller classes. With 34 students in a class, teachers don't have time to listen to you. During my freshman and sophomore years, my math classes were small. During my junior year, I was put into large classes. Things got harder for me to learn and the teacher couldn't help me. I was an honors student; remedial classes are even bigger. My sister was in a class with 40 kids. There are 4 to 5 kids for a microscope. We don't have enough books, so they tell us, 'Go to the library [to get books].' We don't have enough chairs in our classrooms, so we have to sit on the floor. We can't even Xerox a poem by Shakespeare. This sends a strong message to the student: 'You're not important'" Testimony at student leader meeting, New York City

There are too many wrongheaded solutions to the issues of low student achievement, retention, excessive student absence, and eventually, student dropout. Tracking, grade retention, and remedial coursework are too often used to write off students considered too difficult to handle. Too many schools focus their efforts on students' acquiring English to the detriment of their learning content. Schools seldom help Hispanic students develop a sense of their own future or provide them with information needed to make informed decisions about their education programs.

The Hispanic Dropout Project found five characteristics of schools that make a difference in their students' education. *First*, these schools have very high academic and behavioral standards for their students. *Second*, they communicate those standards clearly, and they provide access to and support students in meeting those standards—that is, they provide students with many opportunities to succeed in meeting these high standards. *Third*, schools that make a difference connect their students in meaningful ways to adults. In spite of their size, secondary schools can adopt strategies—such as a school within a school, a group of teachers accepting responsibility for the same students, everyone on staff agreeing to "adopt" some students, older students mentoring younger students—to increase the personalization that students need to experience. *Fourth*, these schools connect their students to possible futures in college and the work force. *Fifth*, they provide families with useful information about how their children are doing and about their futures. Rather than accepting the myth that parents do not care, good schools adopt the position that parents need information in order to make informed decisions that affect their children. Aspirations are not enough. For schools to make a difference, they must provide ways for students and their families to achieve those aspirations.



"Educational engagement is a complex process that involves more than simply 'motivating' students. Promoting engagement requires attention to student char-

*acteristics, the tasks students are asked to perform, the school environment in which work takes place, and the external environment that influences the student and the school itself. . . . In spite of conditions outside the school that weaken student engagement, there are practices that educators could implement to substantially strengthen it. The level of engagement. . . could be increased if specific impediments under the control of educators were addressed. . . . (1) Schoolwork is not extrinsically motivating for many students because achievement is not tied to any explicit and valued goal; (2) The dominant learning process pursued in schools is too narrow in that it is highly abstract, verbal, sedentary, individualistic, competitive and controlled by others as opposed to concrete, problem-oriented, active, kinesthetic, cooperative and autonomous. Because of these qualities, the dominant mode of learning stifles the likelihood of intrinsic rewards for many students. (3) Classroom learning is often stultifying because educators are obsessed with the 'coverage' of subject matter; this makes school knowledge superficial, and also intrinsically unsatisfying, thereby preventing students from gaining the sense of competence that ideally accompanies achievement." In Wehlage, G. G., Rutter, R. A., Smith, G. A., Lesko, N., & Fernandez, R. R. (1989). *Reducing the risk: Schools as communities of support* (p. 179). London: The Falmer Press.*

Although we were impressed with the preschool and early childhood education programs that we visited, we would caution that, by themselves, these programs are not enough. First, Hispanic access to high-quality early childhood education programs is limited. According to Head Start data, there simply are not enough programs to meet demand. Second, the research has failed to produce substantial evidence that the effects of early childhood interventions persist very long after the program ends. Schools need to provide consistent and ongoing support throughout grades K-12.

We were impressed with the quality of the alternative programs that we visited; however, we caution that alternative programs can become little more than holding pens for their students and that these programs cannot replace schools. Schools could learn from the quality programs that we visited. Students recounted that they were treated with respect and warmth in their alternative settings. Just as important, staff at such places accepted their students' experiences yet encouraged students to consider the *consequences* of their actions. To the staff, that a student had skipped school a lot, been suspended from school, or had dropped out did not mean that the student was fundamentally flawed. Rather, that a student had behaved inappropriately meant that there were consequences. Personnel in alternative settings helped students learn from their actions, and overcome, avert, or reverse the worst of those consequences. The challenge is for Hispanic students' regular schools to become more like these alternative placements and other schools that do a good job at retaining and educating their students.

Actions the Schools Need to Take [To Keep Latino Students In]

1. Focus on student learning
2. Meet basic needs
3. Use a variety of teaching techniques
4. Make material meaningful to students
5. Make scholastic standards clear to all
6. Allow no student to fail
7. Use tests as milestones
8. Make participation in school work more rewarding than skipping
9. Make skipping difficult
10. Value persistence and hard work
11. Make schools accessible to parents
12. Assume responsibility for educating all students
13. Mobilize resources to link school and work.

In Romo, H. D., & Falbo, T. (1996). *Latino high school graduation: Defying the odds* (pp. 15-19). Austin: University of Texas Press.

The most shocking of our findings is the rarity of outstanding schools and programs like those we visited. Although the project visited many sites that featured impressive programs, those programs served a very small number of Hispanic students, and they are at variance with the average educational experiences of Hispanic students. However, there was little about those schools and programs that could not be replicated elsewhere.

1. Schools should emphasize the prevention of problems. They need to become more aggressive in responding to the early warning signs that a student may be doing poorly in, losing interest in, or in some other way, becoming disengaged from school.

Elementary schools should ensure that all children know how to read by third grade and that they are learning mathematics with understanding. Middle and secondary schools should build on the successes of elementary schools.

Schools should be alert to early warning signs of student disengagement. If, for example, a student has two unexcused absences in a row from school, parents should be contacted by a live person—by phone or even by a home visit. The immediacy and personalization of the contact make a difference.

1. Schools should be held accountable and should hold themselves accountable for growth and progress of all students.
2. School procedures, practices, and policies must be individualized and personalized for high-risk youth.
3. Effective middle-school interventions for high-risk youth must address simultaneously the three contexts of family, school, and community through an independent, school-based, case management approach.
4. System reforms of schools must not only change organization structures and practices, but more importantly, must change adult attitudes and behaviors to be more compassionate and nurturing toward high-risk youth.

In Larson, K., & Rumberger, R. (1995). *ALAS, Achievement for Latinos through academic success* (Drop-out prevention and intervention project targeting middle school youth with learning disabilities and emotional/behavioral disorders at risk for dropping out of school. Project evaluation: 1990-1995), pp. A69-A70.

Minorities are overrepresented in special education programs. Schools should ensure that their assignment practices are valid; more importantly, they should emphasize the interventions that prevent such placements.

2. Schools, especially high schools, need to personalize programs and services that work with Hispanic students.

Strategies that could be adopted by a high school trying to personalize its programs and services include the reduction of individual class size, reduction in the number of different classes that teachers must teach, creation of schools within schools or of a smaller high school for all but a few highly specialized classes, the creation of houses or academies within a large high school, team-teaching involving fewer students, teachers serving as counselors for or "adopting" a few students, and older students serving as mentors for younger students.

3. Schools should be restructured to ensure that all students have access to high-quality curricula. They should reconfigure time, space, and staffing patterns to provide students with additional support needed to achieve.

School restructuring needs to attend to the nature of the curriculum that is provided to students so that all students encounter a curriculum that is demanding, interesting, and engaging.



"A positive school climate—one in which students feel 'membership' in their schools and in which they perceive that teachers care about them as individuals—

is considered a prerequisite for student engagement in either academic or vocational learning. The large size of many high schools is seen as a strong institutional barrier to a positive school climate. In large schools, teachers are most likely to form close supervisory relations with only the most accomplished students, while others (most often minority students and low achievers) remain isolated from ongoing adult attention. . . . Available evidence indicates that low-achieving students are most likely to prosper in smaller schools. Accordingly, some districts have created alternative schools and schools-within-schools to make schools feel smaller.” In Panel on High-Risk Youth, National Research Council. (1993). *Losing generations: Adolescents in high-risk settings* (p. 207). Washington, DC: National Academy Press.

Secondary and junior high schools should eliminate their lowest tracks. Relative to advanced placement tracks, low-track classrooms are overcrowded, have the least qualified teachers, have the fewest resources, and experience a low-level curriculum focused on remediation to the virtual exclusion of any new or interesting content. If tracking is to be anything for large numbers of Hispanic students other than the final stop en route to being pushed out, these conditions must change.

Hispanic students should be recruited actively into the highest tracks and provided with the support to succeed. In addition to placing students in more demanding curricular settings, schools should provide added support for students such as libraries, after-school programs, individualized tutoring, counseling, and social service referrals.



“Those programs that are most effective are the ones that are least like school. They meet the needs of the learner according to when the learner needs to learn. They provide flexibility. High schools need to become more like this.” Testimony at HDP open forum, San Antonio

The changes that we recommend above are not difficult nor are they expensive. What they require is a commitment by school personnel to provide educational opportunities to all their students.

4. *Schools should replicate programs that have proven effective. In addition to using new funding, schools should redeploy existing resources to run these programs.*

The Hispanic Dropout Project found programs and efforts that have proven effective or show promise for improving Hispanic student achievement and lowering the dropout rate. Schools do not have to reinvent these programs. They should be prepared to adapt existing programs to the needs of their students and to local conditions. Appendix F provides a list of programs identified as effective in the project's commissioned papers.

Effective Dropout Prevention Strategies

Counseling services and adult advocacy for students are key elements of any particular dropout prevention initiative.

At the elementary level, providing after-school tutoring and enrichment that are directly related to in-class assignments and having in-class adult friends (e.g., trained volunteers or helpers) appear to be effective approaches.

At the middle level, team teaching strategies, flexible scheduling, heterogeneous grouping of students, and provision of as-needed counseling assistance are especially useful strategies.

At the secondary level, paid work, embedded in activities that prepare and monitor students' on-the-job experiences, appears to be a critical component to keeping students in school.

In programs where dropout recovery is an emphasis, flexible class schedules assist students who need to work or meet personal commitments during regular school hours.

In Rossi, R. J. (1995). *Evaluation of projects funded by the school dropout demonstration assistance program: Final evaluation report* (Volume 1: Findings and recommendations) (p. 7). Washington, DC: U.S. Department of Education.

Although any program has start-up costs and schools are strapped for resources, many programs visited by the project and reviewed in its commissioned papers can be implemented through a combination of new and old funding, and a reconfiguration of existing roles and responsibilities.

5. Schools should carefully monitor the effectiveness of their programs and continuously try to improve them or to replace them with more reliable strategies.

School effectiveness in reducing Hispanic dropout rates or in increasing student achievement will not be accomplished overnight. The most impressive programs visited by the project had been developed and improved over the years by their staffs. Over the years, these schools and programs had carefully recruited staffs who supported their mission and respected their students; they fine-tuned their strategies for teaching students and for preventing dropout; they recruited parents into partnerships; they developed credibility and support within the Hispanic and business communities; they were entrepreneurial in raising funds to support their efforts.

In talking with members of the Hispanic Dropout Project, school personnel and concerned community people highlighted many well-meaning efforts. Yet they were unable to provide convincing, research-based evidence that their programs were reaching targeted students or that the programs were effective. Schools and others should monitor their efforts, keep what works well, modify what could be improved, and discard what does not work.



*"Our recommendations for restructuring schools have called for greater coordination of educational resources and their delivery to students. Restructuring schools must lead to improved management of the educational experiences of students, whether at the classroom, school, district, state, or federal level. Restructuring the relationships among schools, families, and communities must result in the same type of improved management of the educational and social resources delivered to disadvantaged youth. At a time when the gap between available resources and needs is growing, we must obtain as much leverage as possible from all of the resources at our command. The coherent, mutually reinforcing mobilization of school, family, and community resources may be our best hope for addressing the problems of disadvantaged students. We simply cannot afford duplication, lack of coordination, and piecemeal approaches if we wish to have an impact on the problem." In Natriello, G., McDill, E. L., & Pallas, A. M. (1990). *Schooling disadvantaged children: Racing against catastrophe* (p. 197). New York: Teachers College Press.*

6. Schools and alternative programs should be better coordinated.

Students noted they often had a hard time making the transition from an alternative program back to school. Personnel working in alternative programs had similar concerns about schools' lack of cooperation with their efforts to provide students with a meaningful education until they could return to school.

DISTRICT, STATE, AND NATIONAL POLICIES

School districts, states, and the nation as a whole influence whether Hispanics drop out or stay in school. School districts' influence is felt through their governance of schools, recruitment of a workforce, and the professional development that they provide to teachers. States exert influence through their education policies, assessment and accountability programs, and teacher certification requirements. The nature and quality of national debates involving education influence funding and other forms of legislation.



"If we're the future, I don't see why we [funding for schools] have to be cut. It's the future of the whole country." Speaker at student leader meeting, New York City

The project heard some individuals link Hispanic education to debates about immigration—both legal and illegal—and to language policy. As a result, debates about what to do to solve a problem turn into debates about deeply held beliefs involving noneducational matters. Such unrelated beliefs interfere with the development of a coherent education policy at all levels. The following is a sampling of beliefs that are obstacles to solving the problem of Hispanic dropout: (a) until we really understand the full extent of the problem, we can do nothing; (b) this is a local school problem that does not lie in the domain of state or other policy levels; (c) there are a few successful programs, but they cannot be scaled up; (d) these are not our children, hence, it is not our problem; (e) the problem is short term and will go away when something else (typically, immigration policy) is taken care of; and (f) serious efforts to solve this problem cost more than the public is willing to spend.

Once again, our findings contradict such wrongheaded beliefs. For instance, at the most impressive sites that the project visited, language policy and immigration issues had been depoliticized for the cause of education. Districts decided that, in order to educate their students, they had to recruit teachers who could communicate with them and with their parents, that is, with the district's ever-changing clientele. These districts hired teachers and administrative staff who spoke Spanish and who were familiar with Hispanic culture. Their schools developed programs that built on students' native language and their real-world knowledge in the various subjects in order to prepare them for life in America—for higher education, jobs, careers, and citizenship. There were no questions about using and, in many cases, developing children's native languages and home cultures because this was what the children brought to school with them. Also, there were no questions that children would become literate in English and learn to high standards.



"Chapter 1 and dropout prevention programs are the traditional means for providing extra assistance to the most needy students. However, they are often de facto lower tracks for students who have been retained." In Panel on High-Risk Youth, National Research Council. (1993). *Losing generations: Adolescents in high-risk settings* (p. 206). Washington, DC: National Academy Press.

Schools and programs were very creative in finding new sources of funds and in redeploying existing monies for dropout prevention and education improvement efforts. Although the project was impressed by the sheer amount of volunteerism and creative funding employed by every site and program that its members visited, every single program and alternative school was severely underfunded and living a hand-to-mouth existence. Programs had waiting lists. Alternative schools—with their relatively small student-to-teacher ratios—felt that they were always on the chopping block due to their costs and their districts' ongoing budget problems.

On the other hand, the conditions that we witnessed at many sites recalled for us what many of those we interviewed told us—that dropping out under such conditions is a healthy response. Children and their families should never be subjected to such unhealthy conditions that they would feel they had no other choice but to drop out in order to protect their well being. Classrooms and schools where instruction and proper attention to children's needs are inhibited due to overcrowding, lack of equipment and supplies, rundown buildings, and overused, out-of-date textbooks are all unhealthy conditions that no country with high expectations for learning for all children should expect any of its children to tolerate.

Likewise, given the few resources that are available for professional development to upgrade teachers' skills for working with changing populations of students, it is not too hard to see why some school personnel respond to their Hispanic students with neglect if not actively push them out.



"When a student fails a class or two, some people want that student to drop out. He's taking space that someone else who wants to succeed could have." Speaker at student leader meeting, New York City

The project heard from parents, teachers, and other school personnel about contradictory guidelines and policies that are too complex for parents to understand and too time-consuming for them to follow. For instance, one district often informs parents about their children's educational problems and possible program options by using a multi-page check-off form that includes special education, Title 1, bilingual education, English as a second language, socio-psychological and behavioral problems and counseling, achievement, and excessive absence or tardiness. Though convenient for the district, these forms confuse parents who are too overwhelmed to ask for clarification about what the form means. Confronted with such forms, policies, and guidelines parents feel discouraged from participating in decisions that affect their children's schooling.



"Another surprise was the readiness of school administrators to administratively transfer students to another school for behaviors associated with school disengagement and dropout—high absenteeism, disruptive non-conforming behavior, or poor academic work. Case studies in other schools have documented how often and in what ways school administrators actively 'got rid of troublemakers.' . . . Special education law and due process were frequently ignored by either blatant noncompliance or by conforming to the letter of the law but not the intent or spirit of the law. . . . There was deep resistance by the school to provide more than 45 minutes of resource help despite youth's failing multiple classes. Most often it

was 'regular' education personnel who were responsible for making suspension and disciplinary referrals about special education youth. In general, these personnel were more exclusionary and alienating in their approach than inclusionary and engaging. Frequently, the 'letter of the special education law' framed actions as opposed to the 'spirit' of the IEP process. . . . Frequently, when a youth was having difficulty in school, especially in terms of behavior problems, the school would place the students on home or independent study. . . . Unfortunately, we found that almost every single youth placed on independent study, where they came to a center to receive and turn in assignments completed at home, did not produce enough school work to earn any credits toward graduation." In Larson, K., & Rumberger, R. (1995). *ALAS, Achievement for Latinos through academic success* (Dropout prevention and intervention project targeting middle school youth with learning disabilities and emotional/behavioral disorders at risk for dropping out of school. Project evaluation: 1990-1995), pp. A66-A66.

District and state policies can provide incentives for schools to ignore student difficulties—if not to actively push students out. For instance, many states provide funding based on a one-time student count that takes place early in the year. Parents and school personnel reported that prior to the student census, schools actively try to keep students. After the schools have their monies, they can simply ignore student tardiness, absence, truancy, and other behaviors that lead to dropout. Not only are there no sanctions when schools rid themselves of such "bad" students, there are positive consequences, especially for overcrowded schools. When students leave overcrowded schools, the benefits include smaller classes, additional resources for the "good" students who remain, improved performance on mandated assessments and on other indicators of school productivity, less stress on the overall climate of the school, and a reduced administrative burden. Moreover, safe in the knowledge that a new crop of students will enter in time for next year's census, the school has no reason to recruit students who leave into already overcrowded alternative programs.

Districts and states also provide incentives for schools to exclude Hispanics from their accountability systems by focusing solely or mostly on achievement as the major accountability item and then allowing schools to exclude students who are identified as limited English proficient, in need of special education services, or through some other categorical marker. The exclusion of such students and the sole focus on test data allow, if not encourage, schools to hide many of their lowest-achieving students.



"The city, state, and others allow bad conditions to continue. They set the codes and allowable noise levels in schools. The district gets waivers from the state so that untrained teacher aides can become teachers." Testimony at HDP open forum, San Antonio

Districts may overenroll high school students, under the presumption that not all students will come to class. Such a practice sends strong messages to students that they are not expected to attend. Teachers also receive the message that some students are not expected to come to class

and that they are not expected to teach all of their enrolled students. It should not be surprising when students and teachers comply with these messages.

Recommendation 1: Districts should establish strong permanent alternatives as part of a comprehensive strategy of dropout prevention. Alternative schools should be high-status organizations receiving resources commensurate with the tasks they undertake and the success they demonstrate.

Recommendation 2: Districts, in cooperation with state departments of education, should establish special alternative schools for at-risk students with a clear mission that includes experimentation, curricular innovation and staff development.

Recommendation 3: State policy should require each school system to establish a Management Information System that provides basic and common data on all students.

Recommendation 4: State policy should require schools to examine the effects of course failure, grade retention, out-of-school suspension and other practices that appear to impact negatively on at-risk students.

Recommendation 5: State and local policy should encourage the decentralization of large schools and school systems, creating smaller units characterized by site-based management.

Recommendation 6: State and local policy should encourage the development of new curricula and teaching strategies designed for diverse groups of at-risk students.

Recommendation 7: State and local policy should develop mechanisms to hold schools accountable for their dropout rates through a system emphasizing outcomes and results.

Recommendation 8: Cities should develop broad-based community partnerships aimed at serving at-risk youth.

In Wehlage, G. G., Rutter, R. A., Smith, G. A., Lesko, N., & Fernandez, R. R. (1989). *Reducing the risk: Schools as communities of support* (pp. 225-236). London: The Falmer Press.

- 1. Districts should inform students and parents of their policies in ways that are clear and easy to understand. Policies should not be overly complex, nor should administrative procedures discourage parental participation. Parents should be warned, well in advance, when their children's behaviors are deemed unacceptable to the district. Districts should enforce their policies fairly and equitably. If a student is charged with a serious infraction, districts should not bypass due process by also charging the student with something that is unrelated but easier to substantiate.***

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- 2. States should analyze their policies to remove incentives for schools to ignore, if not push out, students who experience trouble. State policies should be rewritten with an eye towards encouraging schools to do all they can to retain students. District and state accountability and incentive systems should encourage schools to keep students through high school graduation.**

Report cards of school effectiveness and other efforts by districts and states to hold their schools publicly accountable should not be limited to overall levels of achievement. They should include information about students who were excluded from the tests, student completion rates, attendance statistics, and student enrollment in various tracks. Schools and Hispanic parents should know how Hispanic students are doing.



"We recommend four strategies for moving decisions to levels where information on student performance and behavior is available: (1) revising rules and programs to promote flexibility; (2) using goal setting to enhance the discretion of local educators; (3) creating self-contained teaching/learning units, to allow educators to make decisions about deploying resources to meet student needs; and (4) providing educational resources above those thought minimally necessary, thus allowing educators some discretion in addressing emerging needs."

In Natriello, G., McDill, E. L., & Pallas, A. M. (1990). *Schooling disadvantaged children: Racing against catastrophe* (p. 161). New York: Teachers College Press.

- 3. In light of the ongoing standards movement, districts and states should develop standards for school conditions, class and school size, and in general, student opportunity to learn. Districts should restructure schools that are too large and impersonal into smaller-sized units. Districts' and states' oversight and accountability mechanisms should ensure that Hispanic students participate in the ongoing reform agendas. Reform agendas—especially high-stakes testing programs—should be explained to the parents of Hispanic students, and their input solicited. High-stakes testing programs should be monitored to ensure that they are implemented equitably so that Hispanic students have a fair opportunity to show what they know and can do.**
- 4. Districts and state education agencies should design comprehensive strategies for dropout prevention that are tied to the states' standards and that take account of students' differing needs at different points in their lives.**

Well-meaning advocates for one or another intervention targeted for a specific age-group often seem to promise more than they can accomplish. No single strategy—be it early childhood intervention, Title I, bilingual education, alternative education, curriculum reform, student tutoring and mentoring—can by itself solve the problem of student dropout. The most successful schools visited by the Hispanic Dropout Project used multiple approaches across pre-K–12, and even provided support for older people to return to school to obtain a high school certificate.

- 5. School districts and state education agencies should evaluate currently funded dropout prevention efforts against curricular and student learning standards, and they should provide support for those efforts to continuously improve.**
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6. As schools become better able to respond to their diverse student populations, programs should be redirected so as to (a) reconnect students who have been placed on the borderline between success and failure and (b) provide alternatives for students who, for whatever reason, prefer to take alternative pathways to a high school credential.

7. Districts and state education agencies should provide lifelong learning opportunities so that people past school age can still acquire a high school credential.

Society cannot afford to give up on people who, for whatever reasons, have dropped out of school. They should be encouraged to and provided with multiple opportunities to return to school and to graduate.



"Prior policy has always been focused on prevention. What about people who have dropped out? What should we be doing about the people who are the victims of previous policy and inaction?" Testimony at HDP open hearing, New York City

8. Districts, state education agencies—indeed, all of society—need to target their resources strategically and to invest more money in helping schools, particularly urban schools, to provide their Hispanic students with opportunities to learn. For example, additional resources could be tied to (a) schools' implementation of programs that have been proven effective or (b) the expansion and continuous improvement of a promising program that is already in place.

Because existing resources need to be directed more strategically, schools and districts should carefully evaluate their programs and engage in continuous improvement of their best practices. School districts should redirect monies strategically from programs that are not working (and that seem unable to work) to implementing and improving school-based programs that do work.

Schools—especially urban schools in conditions of poverty—need additional resources. There is no way to improve the physical plant of run-down schools, to reduce class size, to target much-needed resources, to purchase basic supplies and new books, to reform curriculum, and to provide professional development for teachers without an increased investment in those schools that educate our poorest children.



"The formal institution that directly affects virtually all adolescents is school. Schools are critically important because education is the means by which individuals from economically or socially disadvantaged backgrounds can build the skills and credentials needed for successful adult roles in mainstream American life. . . . Because of residential stratification, most of these adolescents attend schools with the fewest material resources. In 1991, for example, per pupil expenditures in the 47 largest urban school districts averaged \$5,200; in suburban districts, the figure was \$6,073. Although an \$875 per pupil funding gap may not appear significant, in an average class of 25 students, the difference is almost \$22,000—enough to hire an aide, provide special instructional materials or computers, pay significantly higher teacher salaries, or improve a dilapidated classroom. When the relatively greater need of urban chil-

dren for special services is taken into account (for health needs, language instruction for non-English-proficient students, etc.), the resource differences are even more critical. Differences in funding of this magnitude can make a clear qualitative difference in the total educational experience. Traditional education practices contribute to the high rates of failure for low-achieving students. Historically, schools have addressed the diversity of student achievement by tracking students into homogeneous ability groups and by retaining students who fail courses because of poor attendance, grades, or test scores. Contrary to expectations, these practices have consistently shown negative academic and social consequences for low-achieving adolescents."

In Panel on High-Risk Youth, National Research Council. (1993). *Losing generations: Adolescents in high-risk settings* (p. 7). Washington, DC: National Academy Press.

Districts and school personnel may balk, at first, at the idea of redirecting existing resources. The larger society might have concerns about investing more money than is currently the case in the education of poor Hispanic children. Yet, if monies could be invested strategically in order to provide Hispanics with high-quality education programs in the first place, then schools and society would save on the long-term costs of their failure to have educated these children properly.

9. Schools, districts, and state education agencies need to develop better management information systems that follow students more accurately and efficiently.

In order to plan, monitor, evaluate, and improve dropout prevention programs, people need information about students who leave school. Such information is simply not available. Current policy is focused on students who stay; hence there are few incentives for schools or districts to worry about dropouts. Without such basic information, it seems impossible to envision the development of any comprehensive set of interventions.

Knowing annual dropout rates of high school students is a start, but ultimately inadequate for planning and monitoring programs. Where possible, districts should follow groups of students from first through twelfth grades.

10. Schools and districts must diversify their teaching workforce to include people with the knowledge, language skills, and backgrounds that will enable them to better connect with Hispanic students and their parents.

Beyond having role models, Hispanic students need to encounter teachers who communicate trust and confidence, who can understand what students are experiencing, and who can guide and support students. Hispanic students reported establishing mutually respectful relationships with Hispanic teachers, with non-Hispanic teachers and volunteers who themselves had dropped out of school but still managed to further their education, with retired teachers who communicated a sincere confidence in students' intelligence and ability to succeed, and with other adults whose own life experiences validated them in the students' eyes. Such teachers were in short supply in these children's schools.



*"In contrast to Coleman et al.'s 1966 finding of no consistent differences in the quantity and quality of school inputs for predominantly majority and minority schools, the analyses presented in this paper reveal substantial within district variations in four types of school inputs: teacher test scores, years of education, teacher experience and class size (student-teacher ratios). The statistical models presented in this paper document a sorting of school inputs based on campus racial/ethnic and socio-economic composition. In particular, the models suggest that teacher ability, measured with both verbal and written proficiency scores, decreases with campus percentage black and Hispanic and increases with the campus percentage of higher income students. . . . Texas teachers employed in schools with high fractions of disadvantaged minority students have fewer years of education and less experience and have more students in their classes." In Kain, J. F., & Singleton, K. (1996). *Equality of educational opportunity revisited*. (Paper presented at the Federal Reserve Bank of Boston Symposium.) Cambridge: Harvard Institute of Economic Research.*

In addition, schools need teachers who can understand and talk to Hispanic parents. Parents respond best to people they know outside of school such as their neighbors and other parents, to people who treat them with respect, to people who speak Spanish or at least do not denigrate their accents, and to people who clearly show that they care for their children's academic success.

Diversifying the teaching workforce will occur only when people with broad experience, knowledge, and dispositions to work with Hispanic students are recruited into and successfully complete certification programs. Schools of education, school districts, state education agencies, state boards of education, and postsecondary education's governing bodies have important roles in diversifying the teacher workforce.

- 11. *Schools and Colleges of Education should recruit people into the teaching profession who will diversify its ranks. They should develop course work, practica, student teaching, and other experiences that will help all preservice teachers to succeed with Hispanic students. The governing bodies of postsecondary education institutions should require that their faculty be able and willing to prepare teachers to teach Hispanic students.***

Recommendation 1: Put the services in rather than pull students out.

Recommendation 2: Deliver the services without calling attention to the fact that special services are being provided.

Recommendation 3: Deliver the services within a supportive climate that includes adults as student advocates.

Recommendation 4: Provide students with substantive incentives to participate.

Recommendation 5: Carefully select, train, and support the staff persons providing the services .

In Rossi, R. J. (1995). *Evaluation of projects funded by the school dropout demonstration assistance program: Final evaluation report* (pp. 8-10) (Volume 1: Findings and recommendations). Washington, DC: U.S. Department of Education.

12. Teacher certification bodies should insist that entering teachers have the knowledge and skills needed to work with a diverse student body.

Because it is within the power of state boards of education to set minimal requirements for entering teachers, they should use those requirements to pressure universities to update their teacher preparation programs so that new teachers will be better able to, in the long run, teach Hispanic students. In addition, the certification bodies should update their rules and regulations so as to encourage the creation of a diverse teacher workforce.

13. Bilingual education, the education of Hispanics, and the education of immigrants should be depoliticized.

Many schools that were successfully keeping Hispanic students in school relied on bilingual education and incorporated Hispanic culture into their functioning. On the other hand, schools can also use programs for limited English proficient students to deny such students access to a mainstream education. In other words, bilingual education, English as a second language, and sheltered English instruction are but the means to an end—keeping students in school in one case, denying them educational opportunity in the other. Schools and districts should choose among program models and adopt those characteristics that best suit their unique situations.



"There is a need for broader recognition that the achievement of educational and social potential is not just an individual affair. It also involves the constraints of the peer groups in which the youths are embedded, and the constraints of the schools they attend. When schools segregate or cluster individuals who share low standards of accomplishment (or expectations for school dropout), they explicitly help bring about those outcomes. To keep educational opportunities open, there should not only be challenges for achievement, but ample assistance and support to ensure that each student will reach adequate standards.

The curriculum should include information that is not only preparatory for subsequent accomplishments; it should place the information in the context of living.

In plans to prevent serious problems of behavior, at-risk youths should be kept in the conventional system, not excluded from it. Exclusion serves to exacerbate problem behavior by the selective isolation of the individuals from the rules and standards of conventional society.

*In the inner city and elsewhere, schools and the values they represent constitute safe havens for many students. In cases of children of privilege, the school is more typically an extension of the rest of the individual's life experience. For seriously disadvantaged youths, the haven might serve a unique function. This function must not be compromised, and society must ensure that access to schools remains open and safe, including zones around schools and places within it." In Cairns, R. B., & Cairns, B. D. (1994). *Lifelines and risks: Pathways of youth in our time* (pp. 191- 193). New York: Cambridge University Press.*

COMMUNITY-BASED ORGANIZATIONS, BUSINESS, AND THE LARGER COMMUNITY

Community-based organizations, the business community, chambers of commerce, and other agencies can play mutually reinforcing roles in reducing the Hispanic dropout rate. Businesses and chambers of commerce—which are rightly concerned about the productivity and quality of the local workforce—should provide work experiences that support students' staying in school, provide incentives for students to continue their education, and encourage their employees' participation in all facets of the community's schools. Community-based organizations—which are concerned about the overall quality of life for Hispanics in the local community—should advocate for their members' concerns in the schools and seek support from business for the education programs that they provide to students.



"We [schools] can't do it alone. We have a hard time educating the kids who are staying in school." Speaker at HDP open hearing, San Diego

The thoughtful comments that we heard at the project's hearings and the activities that we witnessed provide ample counterevidence to those who would assert that groups outside the school have little or no role to play in addressing issues of Hispanic dropout. Latina businesswomen became active friends, role models, and mentors to younger Latinas. Chamber of Commerce members mentored and tutored students, volunteered in schools, and served on advisory boards and committees. Community-based organizations advocated on behalf of parents and provided education services that paralleled and supported Hispanic students' school experiences. Representatives from across the local community participated in local self-study efforts to improve the schools' responsiveness to their Hispanic clientele. We visited some alternative, out-of-school programs that were financially supported by local businesses. Some businesses and chambers of commerce provided scholarships for Hispanics to go on to college. These individuals and agencies maintained long-term, personal commitments to students.



"We should encourage businesses to help link parents with schools." Speaker at HDP open hearing, San Diego

However, we also heard of cases where the conditions of employment interfered with Hispanic parents' ability to participate in their children's education. Parents often noted that more of them would have come to the project's open hearings, but friends, family, and neighbors could not get off from work. Similar to earlier stories of parents who risked, and in some cases lost, their jobs to take an active role in their children's education, one parent testified about leaving his daughter at school every day at 8:30 a.m. If anything happened before he left work in the late afternoon, that parent could not go to the school without risking his job.

- 1. The local business community, chamber of commerce, and community-based organizations should work together to help to keep students in school. Coalitions of community-based organizations and businesses should monitor local conditions to ensure that Hispanic***

students receive the high-quality education that they deserve. These same coalitions should advocate at local, state, and national levels for the improvement of the educational conditions of Hispanic students.

In addition to in-school tutoring and out-of-school mentoring programs, financial assistance, and other forms of volunteerism, businesses should offer school-to-work apprenticeships and internships that integrate productive work and schooling for Hispanic students who wish to stay in school but feel pressure to contribute to their families. Businesses could also provide space and financial, managerial, and other forms of continuing assistance for school- and community-based alternative programs.



"Increase the credits that are offered to corporations for kids who are adopted and given the opportunity to work. Corporations should get involved. They should help with parent training and provide teacher training." Speaker at HDP open hearing, San Diego

2. *Businesses where students work should provide incentives and support for their students to complete and to continue beyond high school.*

Many Hispanic students work out of basic economic necessity. Carefully designed school-to-work programs that balance between academic demands and the needs of the workplace can help students meet their economic and educational responsibilities by strengthening the connections between what students study and how it is applied in the workplace. Businesses must avoid encouraging or allowing students to work excessive hours that would endanger their school completion. Instead, employees of older secondary school students should provide flexible work schedules, tutoring, study time during work hours, mentoring, individual and family referrals to social service agencies as needed, incentives, and other supports so that students can finish high school. If a person cannot finish high school, then the business should encourage that student to obtain a GED.

Businesses where Hispanic students work should also develop scholarship and other financial assistance programs that encourage students to pursue postsecondary education.

3. *The business community should implement policies that encourage parents to take time off, as needed, to go to parent-teacher conferences, to participate in school governance activities, and the like.*

Businesses should include paid leave for participating in school activities as part of their overall compensation package for workers.



"The majority of projects offered academic skills and counseling, and many offered a wide range of additional services, combined in a variety of ways within and across 'project components' (i.e., discrete programmatic activities for specific groups of students. Many projects were considered to offer comprehensive

*services...academic, counseling, social support, and, for components serving grades 6 and higher, vocational/career)." In Rossi, R. J. (1995). *Evaluation of projects funded by the school dropout demonstration assistance program: Final evaluation report* (p. 2) (Volume 1: Findings and recommendations). Washington, DC: U.S. Department of Education.*

4. *The business community in conjunction with community-based organizations should support schools in their missions.*

Businesses and community-based organizations have expertise to share with schools on fund raising, needs assessment, strategic planning, and day-to-day management. They should study the physical plant and other resources of their local schools. As necessary, these organizations should press for increased financing of schools that is targeted to the identified needs and for ensuring that Hispanic students receive high-quality programs. They should also help schools to design and implement continuing improvement programs.

5. *Community-based organizations should continue to include the concerns of Hispanic parents in their service and advocacy activities.*

We visited adult literacy programs, early childhood interventions staffed by parents, out-of-school tutoring offered by adults in the community, social service referrals, and mentoring efforts initiated by community-based organizations. In addition, many of these organizations encouraged parents to visit their children's schools and advocated for the school to take their parents' concerns seriously.



*"We point out the need within communities to develop comprehensive, clear plans for delivering services to the disadvantaged. Most communities lack a coherent policy on what services are needed, who should be receiving them, and who is responsible for delivering them. An explicit policy with clearly stated goals, that takes into account the bureaucratic and administrative complexities characteristic of contemporary social service delivery, can help insure that individuals do not fall through the cracks in the social machinery." In Natriello, G., McDill, E. L., & Pallas, A. M. (1990). *Schooling disadvantaged children: Racing against catastrophe* (p. 196). New York: Teachers College Press.*

6. *Businesses should band together to support local research, development, and the dissemination of effective programs for enhancing student achievement and graduation rates.*

Businesses at sites visited by the Hispanic Dropout Project supported the development of dropout prevention programs. At a few sites, local businesses and the Chamber of Commerce also supported systematic research into those efforts. One national corporation supported the dissemination of a program that it had helped to develop.

RESEARCH AND DEVELOPMENT

The Hispanic Dropout Project heard from representatives of many programs whose developers and staff showed an impressive commitment to improving the educational opportunities of Hispanics and to reducing the Hispanic dropout rate. Unfortunately, many of these programs found themselves in constant financial turmoil, in part due to their inability to provide convincing evidence that they were accomplishing their goals. The innovative ideas found in these programs are seldom tested; and hence, they face the skepticism of schools, the public, and funding agencies. Although we made the conscious decision to solicit the input of program developers and others involved in Hispanic dropout prevention in crafting these recommendations, we believe that they too should be subjected to rigorous empirical testing.



Student 1: "The differences between us and them [friends who have dropped out]? They haven't had the opportunities I've had—in life or in school. They're still young, still partying, acting like teenagers. I'm getting on with my life. They're struggling."

Student 2: "Well, it's okay to party. You just have to take responsibility for your own life." Testimony at HDP meeting with students, Albuquerque

1. There should be sustained evaluations of promising programs and dropout prevention practices.

Many programs and sites visited by the Hispanic Dropout Project did not have adequate research-quality evidence of their effectiveness. Given how these programs emphasize helping students, it is not surprising that scarce resources were not diverted into collecting and analyzing program-effectiveness data. On the other hand, it is difficult to recommend programs to others without empirical evidence that they make a difference. Moreover, such performance data are fundamental to continued program improvement. Program funders and designers should include evaluation components to identify effective programs that could be replicated elsewhere and to support ongoing improvement.



*"Another community influence on dropout behavior is peers. Recent research reveals that peers exert a powerful influence on children, especially teenagers. Although the influence of peers on dropout behavior has not been the subject of much study, ethnographic studies report that dropouts of all ethnic backgrounds are more likely to associate with other youth who drop out or have low educational aspirations." In Rumberger, R. (1991). *Chicano dropouts: A review of research and policy issues*. In R. Valencia (Ed.), *Chicano school failure and success: Research and policy agendas for the 1990s* (p. 76). Philadelphia: Falmer Press.*

2. There should be coordinated, sustained, and systematic programs of research that investigate the times and the mechanisms through which students of different backgrounds disengage from school.

Much research on student dropout is fragmentary, based on a single study, and seldom links purported causal agents with the evaluation of an intervention. For instance, we do not fully understand the complex relationship between pregnancy and a female's decision to leave school. Research can help schools to understand the mechanisms by which dropout occurs and to take steps to remove barriers to student engagement.



"The relationship between Latino children and the schools is a disconnect."

Testimony at HDP open forum, New York City

3. *Research and development should focus on identifying and developing Hispanic students' knowledge and interests, and on working with and strengthening the supportive social networks found in these students' extended families.*

Much of the at-risk and dropout literature is based on assumptions that Hispanic students and their families do not know very much, are missing some important competencies, lack certain traits, or have some fundamental flaw that needs fixing. The recommendations growing out of such research are predictably bereft of helpful ideas: Fix the flaws; if the flaws can't be fixed, despair.

On the other hand, the schools we visited and the more relevant and recent research literature try to identify what students know and what their families can do to support their education. Student knowledge (including knowledge of their cultures and bilingualism) and interests (including problems that are relevant to them) provide the basis for research and development in pedagogical practices (curriculum, teaching, and assessment), teachers' professional development, and school reform. Parental concerns about and caring for their children should be the basis for the research and development that seeks to build vibrant home-school partnerships.



"The most effective thing is contact between students and the institution on a regular basis. Systematic, deliberate, ongoing contact with kids." Testimony at HDP open forum, New York City

4. *Dropout prevention programs that are proven to work should be sustained and disseminated. The education research and development infrastructure should include a component for transferring such programs from development to widespread implementation.*

Increasing America's Hispanic school completion rates cannot be a stop-and-go operation. In view of the urgency for proven dropout prevention programs, it is shocking to note that one of the most impressive programs found in the research literature no longer exists. This program was based on solid research, and had shown strong and sustained effects. Too many programs are developed to demonstrate a point and subsequently cease functioning when the developers or program funders move on to other tasks and priorities. The support for dropout prevention efforts that are shown to work should no longer come from demonstration monies but from the basic funding for the nation's schools.



*"Three factors importantly affected the replication activities at various of the sites and may have inhibited the effectiveness of projects for students. These factors included: the fit of models to the replication sites; the extent of principal buy-in to the replications; turf considerations." In Rossi, R. J. (1995). *Evaluation of projects funded by the school dropout demonstration assistance program: Final evaluation report* (pp. 13-14) (Volume 1: Findings and recommendations). Washington, DC: U.S. Department of Education.*

- 5. *The population of Hispanic students who are limited English proficient should be taken into account in local, state, and national efforts to (a) improve and reform the education system, (b) evaluate the impact of schools and of categorical programs, and (c) implement accountability systems for schools.***

As noted above, the exclusion of Hispanics from such efforts contributes to their being invisible and, by extension, to schools not being held accountable for their educational success. One strategy for including Hispanic children that should be explored is the use of their native language for gathering information in those efforts.



"I knew of no alternatives. Either you go to school or you don't. Or you go for a GED, and that's not as good. I was never told of the alternatives." Former dropout at HDP open forum, New York City

- 6. *Research is needed on preservice and in-service teachers' beliefs, knowledge, skills, and professional development as related to the education of Hispanic students. Moreover, research should include attention to issues surrounding the diversification of the teacher workforce.***

Teachers are central in reducing the Hispanic dropout rate. Teachers themselves, schools, and policymakers need to better understand the processes by which teachers can make a difference in their students' education.

- 7. *Better data on student dropouts should be gathered at all levels: local, state, and national.***

Although available data clearly document the crisis of Hispanic dropout, one of the most common complaints we encountered involved the quality of data on student dropouts. The nation needs clear, commonly accepted, and stable definitions of dropout that allow for comparisons across states, that allow schools to decide if they should adopt a program that was effective elsewhere, and that provide policymakers and parents with a clear sense of how many students are dropping out of school and when they begin to drop out. Such information is fundamental to improving education at all levels. Hence, it should be systematically gathered, analyzed, and reported at local, state, and national levels.



"I want to give back to my family. As a Dominican woman, I am going to make it. Make my parents proud that their sacrifice was worth it. I'm going to go back to my community and show them, I made it." Speaker at HDP student leader forum, New York City

CONCLUDING COMMENTS

We, the members of the Hispanic Dropout Project, submit this *Final Report* to the United States Secretary of Education, with an urgency born of recognizing the devastating personal, social, and civic consequences that will accrue if Hispanic dropout rates do not improve.



"The income stratification that concentrates large numbers of low-income students into poorly funded schools is followed by instructional stratification, most often on the basis of prior performance. Low-achieving students are likely to be exposed to instructional practices—tracking and grade retention—that deny them educational opportunities, stigmatize them, and contribute to their sense of uncertainty and alienation. Many disadvantaged adolescents are unable to overcome these conditions. Students from low-income families are far more likely to receive bad grades or be held back, and as much as three times more likely to drop out before completing high school, than the children of more affluent families: 'consigning them to lives without the knowledge and skills they need to exist anywhere but on the margins of our society, and consigning the rest of us to forever bear the burden of their support.'" In Panel on High-Risk Youth, National Research Council. (1993). *Losing generations: Adolescents in high-risk settings* (p. 103). Washington, DC: National Academy Press.

The overall school completion rate has steadily increased, with some fluctuations, over the last 40 years: in the 1950s, an average of 40–50 percent of all students did not finish high school; in 1972, the overall dropout rate for people between 16 and 24 years of age was slightly less than 15 percent; in 1994, it was 11.5 percent. The gap in black–white school completion rate has been steadily closing over the past 20 years *through an increase in school completion by African Americans*: in 1972, about 21 percent of black, non-Hispanics between 16 and 24 years old had dropped out of school; in 1994, that rate was 12.6 percent—a drop of between 8 and 9 percentage points. In contrast, over the same time period, the average rate of white, non-Hispanic dropout decreased from approximately 12.5 percent to 10.5 percent—just 2 percentage points. In spite of this overall improvement in the school completion rate, the dropout rate for all Hispanics ages 16 to 24 in the United States has consistently hovered at between 30 percent and 35 percent. *There is no reason to expect that this unacceptably high rate of dropping out among Hispanic students will diminish on its own without major changes in our schools and society.*

The Census Bureau reports that there will be at least one million more elementary school students in our nation's schools by the end of the decade. Without adequate funding, classes will become even more overcrowded. Teachers hired to teach the baby boomers will be retiring in unprecedented numbers over the next decade. This provides an unprecedented opportunity to educate and recruit a *diverse* teaching workforce over the same time period.

We submit this report with impatience because we know that ours is not the first report to note this consistent disparity in school completion rates. Under previous Republican and Democratic

administrations, researchers, policymakers, and community advocates have spoken out about these disparities. Yet because little has been done to address them, the problems they identified have become a crisis that threatens this nation's well being.



"Programs for disadvantaged youth include those that aim to enhance the relevance of school to the students' future. If it is true that working- and lower-class adolescents believe that the social conformity and academic achievement demanded in school are not clearly linked to their future status in society, then efforts to establish this linkage in the minds of students should be successful in promoting academic achievement and educational attainment." In Natriello, G., McDill, E. L., & Pallas, A. M. (1990). *Schooling disadvantaged children: Racing against catastrophe* (p. 136). New York: Teachers College Press.

We submit this report with impatience because we know that, when the nation decides that something is a problem and sets its mind to do something about that problem, it moves—though often slowly—to solve the problem. The nation and its schools have risen to the challenges of dropout prevention for students in general, improving overall student achievement, starting to close the racial achievement gap, and starting to close the mathematics achievement gap between males and females. Critics from opposite ends of the political and educational spectra have often written as if there has been very little progress or even deterioration in our educational progress—as if the nation and its education systems were incapable of developing a consensus to do something about vexing social problems. The evidence clearly shows quite the contrary: *The nation and its schools can rise to the challenge when we set our collective will to do so.*

Improvement in overall school completion, student achievement, and the achievement gaps has taken decades. Progress in these areas could not be seen or measured in terms of election-year cycles or other yardsticks used by those seeking immediate payoffs or simple solutions. What is more, efforts to identify the cause for such trends—as if a simple, magic pill could be found—have been unsuccessful. We speculate that these improvements can be traced to a combination of factors. First, there has been a gradual change in the nation's beliefs so that high dropout rates, low achievement, and race- and gender-based achievement gaps have become unacceptable: Our expectations of minorities and women have risen. Second, the nation has developed a complex network of curricular and teaching innovations, school-based programs, community-based efforts, and other structural changes for educating students.



"No single model can encourage membership or respond to the specific educational needs and desires of all at-risk youth. . . . A multiplicity of interventions is required. Even then, however, some students may continue to resist the efforts of teachers whom they see as representatives of an opposing culture. . . . Many students are in fact willing to enter into the relationships with their teachers that foster social membership in the school. They become partners in the experience of 'us and us'. . . . Overcoming their sense of incongruity, formerly at-risk youth discover that their teachers can also be friends, and schooling can thus be a positive rather than an aversive experience." In Wehlage, G. G., Rutter, R. A., Smith, G. A., Lesko, N., & Fernandez, R. R. (1989). *Reducing the risk: Schools as communities of*

support (pp. 203-204). London: The Falmer Press.

We submit this report with a sense of urgency and impatience precisely because of the slow pace of improvement. Hispanics confront too many excuses for the country's inaction regarding their educational status. Ways to improve the schools that Hispanics attend and solutions to Hispanic dropout are known; they should be implemented on a large scale. There are dozens of proven, replicable programs capable of increasing Hispanic students' achievement, increasing their high school completion, and increasing their college enrollment—we visited many of them. *Only a lack of political leadership, will, and resources keeps the nation from solving the problem; there is no shortage of effective models.*

The solutions that we propose in this report support one another. Our recommendations should be implemented together if the nation is to make a significant impact in reducing the Hispanic dropout rate. It would be most unfortunate if those who read our report were to selectively interpret our findings and recommendations as meaning that before they can do something, someone else must fulfill a specific task. We cannot stress enough: *Everything must work in synchronization.*

Youth are influenced by their family, school and community contexts. High-risk youth are most often required to function in contexts that are dysfunctional or antithetical to the nurturing and support children require. Consequently, if an intervention is expected to succeed it will have to address all three contexts in such a way as to enhance the effectiveness of the contexts and to increase the coordination and communication between contexts. . . . Effective middle school interventions must accomplish six functions.

- (a) Frequent (in some cases hourly but generally daily or weekly) and on-going (sustained throughout the school year) monitoring of the youth's school performance.
- (b) Close teamwork with parents including parent training in terms of being an effective educational consumer and issues with raising a teenager.
- (c) A case manager is essential to coordinating services provided and linking school, home and community together into a cohesive structure for the youth.
- (d) The intervention must respond to the individual needs of youth and must be sufficiently flexible to personalize the educational experience.
- (e) A social cognitive problem-solving approach that teaches the youth and parents how to effectively handle short- and long-term challenges is highly effective in making high-risk youth less impulsive, more independent and more goal oriented.
- (f) The intervention must actively attempt to change the youth's expectations and vision of the future from one of probable failure and hopelessness to one of hopefulness and possibility.

In Larson, K., & Rumberger, R. (1995). *ALAS, Achievement for Latinos through academic success* (Dropout prevention and intervention project targeting middle school youth with learning disabilities and emotional/behavioral disorders at risk for dropping out of school. Project evaluation: 1990-1995), pp. A67-A68.

Why, then, the persistent gap in Hispanic school completion? Many explanations have been offered: student characteristics such as social class, language, and achievement level—especially among recent immigrants; school-based forces such as student retention, ability grouping, and tracking; and nonschool forces such as family and/or neighborhood violence and criminal activity, lack of community-based economic opportunity, and the historical social and political oppression of different ethnic groups. Many of these “reasons” have assumed mythic proportions. They are used to explain a phenomenon that is portrayed as too large and too complex for schools to address. In short, these reasons have become little more than excuses for our schools’ and society’s failure to act.

The evidence that we have presented in this report clearly contradicts this counsel of despair. At our hearings around the nation, we heard Hispanic students, their parents, and community leaders tell us unequivocally that they care deeply about their schools. Through their words and actions, many school personnel, community representatives, and business people have shown that something can and must be done.

We propose an alternative reason for the persistent gap in Hispanic school completion: *Hispanic dropout rates have remained largely an invisible problem to all but Hispanic students, their parents, and their communities.* Although many researchers and a few policymakers have known about the problem, discussions of Hispanic dropout have often been submerged in discussions of dropouts in general, the education of ethnic minorities in general, or politicized debates about immigration, language, and bilingualism.



“You have to do it for yourself. In spite of all the obstacles, I had to overcome all of the people who said that I couldn’t make it. Also, bring someone along with you. My sister, who dropped out, will come back to school. She sees I’m going to graduate. That encourages her.” Participant at HDP student leader forum, New York City

Attention to Hispanic school completion must become a salient part of the national agenda on education. To reverse the long-standing disparity in school completion between Hispanics and other groups will require the long-term, sustained attention that other issues have received. That this crisis has remained largely invisible results in inaction and allows the many excuses for doing nothing to go unchallenged. At a time of a dramatically increasing need for a well-educated citizenry, the nation cannot afford, nor can it tolerate, the persistently high rate of Hispanic dropout. We, as a people, need to say: *No more excuses, the time to act is now.*

NOTES

¹ Relevant data can be found in National Center for Education Statistics, 1996a, table 14 and 1996b, table 101, and United States Department of Education, 1997, pp. ix, 2, 23, 29, 30, and 32. A comprehensive list of research studies and reports that were reviewed in the preparation of this report appears in Appendix E.

When drawing on work by others, this report uses the terms for racial and ethnic group membership that are found in those documents. We are well aware that the validity of racial and ethnic categories is undergoing scrutiny for a variety of reasons. First, the use of blood quantum to determine a person's ethnic or racial membership—which, historically, was the foundation for the creation of such categories—has been quite thoroughly discredited, even before recent developments whereby increasing numbers of people (especially children) trace their ancestry to multiple ethnic and racial sources. Second, people's self-described membership in ethnic and/or racial groups varies across generations, within an individual's lifetime, and even depending on the term that is used. Third, people who belong to ethnic groups engage in complex and elaborate methods for judging the validity of a person's claim to belong to or even to opt out of a group.

On the other hand, a person's skin color, facial features, names, accents, and other physical characteristics are used by other people as indicators of that individual's ethnic and racial group membership. In its own turn, this ascription of race and ethnicity has important social consequences for the person regardless of her or his desire to be treated as an individual. Hence, although we must use these terms, we do so advisedly and with great caution.

² See Hispanic Dropout Project, 1996; NCES, 1996a.

³ See Larson & Rumberger, 1995b, p. A66.

APPENDICES

Appendix A

An Overview of the Hispanic Dropout Project's Activities

To achieve its three goals of (a) increasing public awareness about the issues of Hispanic dropout, (b) developing a policy-relevant set of recommendations at local, state, and federal levels addressed to school personnel, families, and community, business, and other stakeholder groups, and (c) supporting the development of a network of stakeholders who would take action after the project's end, the Hispanic Dropout Project engaged in six activities prior to writing this report. All six activities are related directly to the above goals and their results are reflected in this report.

First, we commissioned four technical papers to inform our own thinking and, eventually, the thinking of others who wish to learn more about the issues surrounding Hispanic dropout. The first paper, by Hugh Mehan, was entitled *Contextual factors surrounding Hispanic dropouts*. The second paper, by Olatokunbo S. Fashola, Robert E. Slavin, Margarita Calderón, and Richard Durán, was entitled *Effective programs for Latino students in elementary and middle schools*. The third commissioned paper, by Olatokunbo S. Fashola and Robert E. Slavin, was entitled *Effective dropout prevention programs for Latino students*. And the fourth technical paper, by Rudolfo Chavez-Chavez, was entitled *A curriculum discourse for achieving equity: Implications for teachers when engaged with Latina and Latino students*.

Second, the project commissioned five nontechnical reports by Anne Turnbaugh Lockwood for use in increasing public awareness and for providing examples of how local policies and local programs might be used to increase school completion by Hispanics. Entitled *Advances in Hispanic Education*, the series was written for general audiences of school personnel, parents and their children, school board members, state and federal policy makers, community representatives, business people, and other stakeholders. These reports provide nontechnical information about issues in Hispanic dropout and about exemplary school programs for increasing Hispanic student achievement and for preventing dropout.

Third, in order to learn about the issues of Hispanic dropout as seen by the people who are most directly affected by student dropout and who are trying to do something about this crisis, to seek input from the field to the development of its recommendations, and to support the creation of a network of stakeholders, the Hispanic Dropout Project held open hearings and heard testimony in Albuquerque, New Mexico; Houston, Texas; Los Angeles, California; Miami, Florida; New York; San Antonio, Texas; San Diego, California; Toledo, Ohio; Calexico, California; and Las Cruces, New Mexico. We interviewed and listened to varied groups of Hispanic students: students who had graduated, were still in school, had left school and had returned, or were enrolled in dropout prevention programs. Specialty and regular classroom teachers, principals, curriculum specialists, program directors, superintendents, other school personnel, parents, community activists, youth- and social-service agency representatives, police representatives, business

people, Chamber of Commerce representatives, and concerned citizens—over 300 people—participated in these sessions. A list of their names appears in Appendix B.

In addition to making oral presentations, many people submitted written comments, program documents, and other written materials to the Hispanic Dropout Project. A list of people, organizations, and projects submitting written materials to the project comprises Appendix C.

Fourth, in order to ascertain how promising programs actually work in their day-to-day practices, we visited school and non-school sites that were developing such practices for educating Latinos and dropout prevention efforts in Albuquerque, Calexico, Houston, Las Cruces, Los Angeles, Miami, New York, San Antonio, and San Diego. We reasoned that there would be an above-average awareness of issues in Hispanic dropout at these locales because of their large Hispanic populations. A list of sites that we visited appears in Appendix D.

Sites included whole-school and districtwide programs, alternative secondary schools, mentoring and tutoring programs taking place both in and out of school, and supplementary in-school programs. Dropout prevention efforts focused attention on academics, school attendance, peer relationships, and socio-psychological needs, either singly or in some combination. Interventions ranged from pre-school, early childhood programs, to alternative high schools, GED efforts, and community college-based programs that continue to provide educational opportunities to Hispanics. The people who supported, ran, worked for, and volunteered in these programs included parents, school personnel, community activists, college and other students older than the individuals receiving the services, business people, and concerned citizens. Often, workers and volunteers were themselves Hispanics, had been dropouts, knew someone whom they wished had these opportunities, or had some experiences that enabled them (the volunteers and workers) to relate to their students on a personal level.

The fifth project activity was to hold press conferences and meet with the media during visits to the above-mentioned cities. The intent of this last activity was to increase public awareness about issues of Hispanic dropout. Hispanic Dropout Project representatives were interviewed by local and national news organizations. Newspaper articles appeared in the *Albuquerque Journal*, *Albuquerque Tribune*, *El Paso Times*, *Houston Chronicle*, *Kansas City Star*, *Las Cruces Sun News*, *Miami Herald* and *El Nuevo Herald*, *New York City El Diario/La Prensa*, *Portland Oregonian*, *San Antonio Express News*, *San Diego Union*, *Santa Fe New Mexican*, *Silver City Daily Press*, *Tampa Tribune*, *USA Today*, and the *Associated Press*. Local affiliates of Univision in Houston, New York City, and Miami, of NBC in Miami and San Antonio, and of CBS in Albuquerque, and local radio and television stations in Albuquerque, Houston, Los Angeles, Miami, New York City, and San Antonio carried stories about Hispanic dropout and interviews with the project's members.

Sixth, Hispanic Dropout Project members reviewed the research on the education of at-risk and disadvantaged students, dropout prevention, and related topics. A list of research, policy documents, and other materials that we reviewed appears in Appendix E.

Appendix B

People Who Provided Public Testimony and Otherwise Participated in the Hispanic Dropout Project's Site Visits

**Community Focus Meeting
Education Service Center (Region XX)
1314 Hines Avenue
San Antonio, Texas 78208**

**December 11, 1995
2:00-4:30pm**

Magdalena Alvarado
Kevin C. Moriarty
Chuck Rodriguez
Rev. John Moder
Kimeer Jones
Gloria Zamora
R. A. Marquez
Jerry D. Allen
Ramon A. Guerra
Diana Lam
Patricia Karam
Isabel Salas
Irene Chavez
Juan Sepulveda
Shari Albright
Gilbert Garcia, Jr.
Richard Clifford
Joe Rubin
David Samrad
Bertha C. Franklin
Pilar Oates

**Community Focus Meeting
University of Houston
4800 Calhoun Street
Houston, Texas**

**December 12, 1995
2:00-4:30pm**

Gloria Gallegos
Sylvia C. Peña
Jerome Freiberg
Irma Guadarrama
Kip Tellez
Emilio Zamoros
Angela Valenzuela

David Arredondo
Joe Stubbs
Hulberto Saenz
Albert Leal
Debra Basisiera
Tom Carrizal
Guadalupe San Miguel
A. R. Warner
Peter Linden
Manuel Rodriguez
Ben Marquez
Jaime E. De la Isla
Maria M. Rustonji
Melba J. Hamilton
Diane Sirna Mancus
Phyllis Gingiss

**Community Focus Meeting
Calexico High School
1030 Encinas Avenue
Calexico, California**

**April 24, 1996
2:00-4:00pm**

Patricia Levy
Hortencia Armendariz
Arminda L. Romero
Gary Watts
Gloria Celaya
Sandra C. Lopez
Gilbert Mendez
Harry Pearson
Roberto Moreno
Pat Peake
Mike McFadden
Paula Wilkinson
Cecilia Castaneda
Carmen Durazo
Rachel Aguilar
Yvonne Cardona
Dana Sue Gonzalez
Elvia Contreras
Pablo A. Macias
Luz C. Paredes

Yolanda Islas
Rosa A. Vargas
Carmen Chapa
Alicia Fuentes

Community Focus Meeting
University of California
9500 Gilman Drive
San Diego, California

April 25, 1996
2:30-4:30pm

Judy Leff
Nancy Cunningham
Rafael Hernandez
Irene Villanueva
Cynthia Gutierrez
Margaret Gallego
Olga Vasquez
Jose Smith
Paul Espinoza
Maria Nieto Senour
Andrea Nieto Senour
Ricardo Stanton-Salazar
Yolanda Hernandez
Juan P. Leyva
Linda Nolte
Ana Slomanson
Richard Barrera
Luis Cerda
Marcia Venegas-Garcia
Mike Rodriguez
Diego Bavalos
Mario A. Chacon
Robert Gira
Kathy Deering
Cecil Lytle

Community Focus Meeting
University of California
Sunset Village Complex
Los Angeles, California

April 26, 1996
2:30-4:30pm

Mary Lou Gomez
Mario Chiappe
Larry D. Kennedy
Marlene Wilson
Bruce McDaniel

Lloyd Monserratt
Eliseo Davalos
Carla Vega
John Rios
Moises Valez
Raul Ruiz
Martha Sanchez
Virginia Martinez
Andres F. Castillo
Frank DePasquale
Cherie Francis
Hal Hyman
Raymond Paredes

Community Focus Meeting
Miami Dade Community College
Wolfson Campus
Miami, Florida

May 9, 1996
2:00-4:00pm

Rachel Porcelli
Susan McCallion
Betty Mallory-Colson
Denayl Serralta
Manuel Perez-Leiva
Magdi Amador
Ana Miyares
Javier Bray
George Suarez
Randy Egues
Cora Mann
Kevin Prescott
James Moore
Rosa Royo
Maria C. Mateo
Julie Palm
Carlos Seales
Orlando Blance
Javier Vazquez
Blanca Torrents Greenwood
Liliana Wolf
E.D. Taylor
Mike Lenaghan
Carrie Montano
Virginia Bustillo
Rosario S. Roman
Carlos F. Diaz
Byron Massialas
Diane Cole
Dorothy W. Graham

Zaida G. Olmsted
Samuel Gonzalez
Enrique Serna
Tony Vivaldi
German Izguierdo
Ray Zeller
Albert Rivera
Irene Secada
Nick Arroyo
Bill Primus
Lianne Acebo
Ramiro Inguanzo
Catherine Matteo
Bill Renuart
Joan Friedman
Alex Martinez
Nick Barakat
Eugenia Russell
Martha Young
Isabel Gomez-Bassols
Madeline Rodriguez
Rosa Castro Feinberg
Roger Cuevas
Hector Hirigoyen
Jose Vicente

**Education and Hispanics:
Solving the Equation
Hearing Sponsored by the Ohio
Commission on Spanish-Speaking Affairs
Toledo, Ohio**

**May 30, 1996
9:00am-4:00pm**

Andrea Loch
Amando P. Bejarano
Diana Flores
Irma Coah
Roberto Gonzalez
Irene Hernandez
Frederick S. Garcia
Ruth G. Garcia
Margaret A. Williams
Cynthia Arredondo
Oscar Hernandez
Deborah Ortiz
Linda Arranado-Well
Manuel Caro
Elenea Caballero
Carlos A. Caro
Ramon Perez

Consuelo Hernandez
Dan Fleck
Maria Chavez
Manuel Vadillo
Joseph Mas
Richard Daoust
Robert E. Ranchor
Pat Kennedy
Raquel Bravo
Mickey Avalos
Dal Lawrence
Rudolph J. Chavez
Craig Cotner
Ricardo Cervantes
Robert Torres
Michael Thomson

**Community Focus Meeting
Maria de Hostos Community College
475 Grand Concourse
Bronx, New York**

**June 12, 1996
10:00am-12:00pm**

Tony Baez
Daralyn Calderon
Felipe Colon, Jr.
Ruth Coronado
Lorraine Cortez Vazquez
Rudy Crew
Joseph DeJesus
Rafael Diaz
Ariane Franco
Michele Gataldi
Rafael Gomez
Guillermo Linares
Lyzeth Martinez
Nancy Lopez
Mariella Martinez
Michael Mena
Aneudy Perez
Luis Reyes
Daniel J. Rivera
Maria Rivera
Sonia Rivera
James F. Rodriguez
Laura Rodriguez
Theresa Rodriguez
Yadira Santana
Yonathan Santana
Maria Santiago Mercado

Claire Sylvan
Silvio Torres Saillant
Jensy Urefia
Nicholas West
Alexander Betancourt
Rosa Agosto
Peter Martin
Victoria Sanacore
Laurel Huggins
Denise Diaz
Wilfredo Frarcia
Enrique Carmona
Garciano Matos
Annette Hernandez

**Community Focus Meeting
University of New Mexico
Albuquerque, New Mexico**

**August 12, 1996
2:00-4:30pm**

Jose Armas
Peter Horoshcak
Emma Lou Rodriguez
Alex Sanchez
Merryl Kravitz
Belinda Pacheco-Laumbach
Gloria Tristani
Loretta Armenta
Frances Gandara
Carlos Atencio
Bianca Ortiz y Wertheim
Julia Lerma
Moises Venegas
John J. Lopez
Felipe Gonzales
Maria Dolores Velasquez
Karen C. Sanchez-Griego
Robert W. Chavez
Gerald Hunt
Eddie Lucero
Eligio Padilla
David M. Gallegos
Penny Smith
Liz Ethelbah
Kathy Carpenter
Richard R. Romero
Jean Salas Reed
Cathy Alva
Angela Gonzales
Marcia Hernandez

Phil Davis
Dolores Chavez de Paigle
Evangeline Sandoval
Tasia Stockham
Robert Velarde
Jery Ortiz y Pino
Fred Griego III
Dolores Herrera
Tom Savage
Andres Valdez
Patrick McDaniel
Marisol Aviles
Jenny Vigil
Jackie Rider
Veronica C. Garcia
Tirzah Alva
Tally Archuletta
Evelyn Fernandez
Cahty Lucas
Pat Bonilla
Claire Jenson
Flora M. Sanchez
Susan Bender Benjamin
Nancy Sanchez
Ida S. Carrillo
Miriam Martinez
Stephanie Gonzales
Genaro Roybal
Theresa M. Lucero
Patricia Barela
Rommie Compher
Linda Valencia Martinez
Michael J. Gadler
Lynne Rosen
Nana Almers
Virginia Duran Ginn
Patricia Chavez
Cecilia M. Sanchez
Santos G. Abeyte
Ida S. Carrillo
Virginia M. Trujillo
Gilbert Gallegos
Marjorie Schmedt
Art Morales
Joseph P. Arellano
Raul Candelaria
Frank Duran
John Leahigh
Nan Elsasser
Natalie Meneses
RoseAnn McKernan
Oralia Zuniga Forbes

Barbara Lynn
Aurora Jane Sweeny
Bianca Ortiz Wertheim
Christine Trujillo
Maria A. Rodriguez
Steve Griego
Joseph Torres

**Community Focus Meeting
New Mexico State University
Las Cruces, New Mexico 88003**

**August 12, 1996
2:30-5:00pm**

Nena Singleton
Leonel Briseno
Ray Francis
Lewis Spencer
Mary Jane Garcia
J. Paul Taylor
Rosalia Gallegos
Averett S. Tombes
Martha Montoya
Angelo Vega
Felix C. Vega
Karl Hill
Michelle Valverde
Robert Oyas
Sam Barba
Ernest Viramontes
Maria Stops
Esther Aguirre
Debbie Rhinehart
M. L. Gonzalez
Steve Trowbridge
Vodene Schultz

Cecil Shultz
Lena N. Parsons
Mike McCamley
Juan Sanchez
Ray Sandoval
John Lyle
George Duran
Ruth Cartelli
Trula Holstein
James O'Donnell
Saehint Sarangam
Sam Baca
Ann Nance
Janah O. Garcia
Cathy Provine
Ana B. Spencer
Mary Helen Garcia
Cristina Barrera
Juan Franco
Aida Delgado
Len LoPresto
Liz Gutierrez
Steve Ramirez
Alma A. Barba
Samuel Reyes
Cheryl H. St. George
Marcie Graham
Jane L. Gonzalez
Marsha Buchanan
Arminda H. Hernandez
Rosalie A. Gallegos
Eric Cress
Martha Cole
Richard Melendez
Ana Spencer
Carlos Provencio
John Allen Lyle
Laura Gutierrez Spencer

Appendix C

People and Organizations Who Presented Handouts to the Hispanic Dropout Project

Abraham Lincoln Community High School, Los Angeles, California.

ALAS (Achievement for Latinos Through Academic Success), University of California, Santa Barbara.

Albuquerque Chamber of Commerce, Albuquerque, New Mexico.

Alternative Resources, Changing Adolescent Behavior, Ontario, California.

ASPIRA of New York, Brooklyn, New York.

AVANCE, Family Support and Education Programs, Houston, Texas.

Advancement Via Individual Determination (AVID) Program, San Diego, California.

Berriozábal, M. P., San Antonio, Texas.

Board of Education of The City of New York, New York, New York.

Calexico Unified School District, Calexico, California.

Center for Applied Linguistics, Program in Immigrant Education, Washington, District of Columbia.

Children's Aid Society, New York, New York.

Clearinghouse on Urban Education, Columbia University, New York, New York.

COPS/METRO, San Antonio, Texas.

Communities in Schools of New Mexico, Las Cruces, New Mexico.

Cuban American National Council, Inc., Miami, Florida.

Dade County Public Schools, Dropout Prevention Programs, Miami, Florida.

De Jesus, J. N., New York, New York.

Dewitt Clinton High School, Bronx, New York.

Durocher, E. N., New York, New York.

Gira, R., San Diego County Office of Education, San Diego, California.

Greater Miami Chamber of Commerce, Hispanic Business Group, Miami, Florida.

Hernandez, L., Hostos Community College, Bronx, New York.

Home Economics Department, Eastern New Mexico University, Portales, New Mexico.

Hostos-Lincoln Academy of Science, Bronx, New York.

HOSTS (Help One Student To Succeed) Corporation, Vancouver, Washington.

Houston Independent School District, Houston, Texas.

Intercultural Development Research Association (IDRA), San Antonio, Texas.

Kravitz, L., New Mexico Highlands University, Las Vegas, New Mexico.

Laboratory of Comparative Human Cognition, University of California, San Diego, California.

Lennox School District, Lennox, California.

Little Havana Institute, Cuban American National Council, Miami, Florida.

Lincoln Senior High School, Los Angeles, California.

Mains Elementary School, Calexico, California.

MANA de Albuquerque, Albuquerque, New Mexico.

Mar Vista High School, Imperial Beach, California.

Mathematica Research Policy Institute, Inc., Washington, District of Columbia.

Mesilla Alternative Learning Center, Las Cruces, New Mexico.

Mesilla Valley Youth Foundation, Las Cruces, New Mexico.

Miami Beach Senior High School, Miami Beach, Florida.

National Diffusion Network, The Coca Cola Valued Youth Program, Washington, District of Columbia.

National Dropout Prevention Center, Clemson University, Clemson, South Carolina.

New Mexico Highlands University, Las Vegas, New Mexico.

New Mexico MESA (Mathematics, Engineering, Science Achievement) Inc., Albuquerque, New Mexico.

New Mexico Youth at Risk Foundation, Albuquerque, New Mexico.

New Workplace for Women Project, Albuquerque, New Mexico.

Office of the Superintendent of Bronx High Schools, New York, New York.

Padilla-King, T., Las Cruces, New Mexico.

Project GRAD, Houston, Texas.

Project GRADS, Portales, New Mexico.

Re: Learning New Mexico, Santa Fe, New Mexico.

Research Triangle Institute, Research Triangle Park, North Carolina.

San Andres High School, Las Cruces, New Mexico.

San Antonio Board of Education, San Antonio, Texas.

San Antonio Education Partnership, San Antonio, Texas.

San Diego County Office of Education, San Diego, California.

Society of Mexican American Engineers and Scientists, San Antonio, Texas.

South Beach Alternative School, Miami Beach, Florida.

Southwest Independent School District, San Antonio, Texas.

Starbase Kelly Youth Program, San Antonio, Texas.

Success for All, Houston, Texas.

Success STArTS with Hope!, Miami, Florida.

Systemic Initiative in Mathematics and Science Education, Sante Fe, New Mexico.

Texas Interfaith Fund, Alliance Schools Project, Houston, Texas.

Universidad Interamericana de Puerto Rico, Arecibo, Puerto Rico.

United Services Automobile Association (USAA), Mentor and Junior Achievement Program, San Antonio, Texas.

Vasquez, O. and M. Cole, Laboratory of Comparative Human Cognition, University of California, La Jolla, California.

Young, M., The Little Havana Institute, Miami, Florida.

Wechsler, N. M., DeWitt Clinton High School, The Bronx, New York.

Youth Development, Inc., Albuquerque, New Mexico.

Zamora, G., Hispanic Association of Colleges and Universities, San Antonio, Texas.

Appendix D

Sites Visited by the Hispanic Dropout Project

CALIFORNIA

Aurora High School

(alternative school)
641 Rockwood Avenue
Calexico, CA 92231
Principal: Patrick Peake
619-357-7410
Contact Person: Emily Palacios
619-357-7351
Site Visited: April 24, 1996

AVID Program

Mar Vista High School
505 Elm Avenue
Imperial Beach, CA 91932-2099
Principal: Gloria Samson
619-691-5400
Site Visited: April 25, 1996

Calexico High School

1030 Encinas Avenue
Calexico, CA 92231
Principal: Harry Pearson
619-357-7440
Contact Person: Emily Palacios
619-357-7351
Site Visited: April 24, 1996

La Clase Magica

St. Leo's Mission
936 Genevieve Street
Solana Beach, CA 92075
Contact Person: Vicente Leal
619-481-6788
Site Visited: April 24, 1996

Lennox Middle School

10319 Firmona Avenue
Lennox, California 90304
310-206-4624
Contact Person: Hal Hyman
(Center X - UCLA)
Site Visited: April 25, 1996

Lincoln High School

3501 North Broadway
Los Angeles, CA 90031
Principal & Contact Person: Lupe Sonnie
213-223-1291
Site Visited: April 25, 1996

Neighborhood House Head Start Program

St. Leo's Mission in Eden Gardens
936 Genevieve Street
Solana Beach, CA 92075
Site Coordinator: Amie Khalssa (site director)
619-792-1996
Site Visited: April 24, 1996

Newcomer Program

Mains Elementary School
655 Sheridan Street
Calexico, CA 92231
Principal: Gloria Selaya
619-357-7410
Contact Person: Emily Palacios
619-357-7351
Site Visited: April 24, 1996

The Fifth Dimension

Boys & Girls Club
Lomas Santa Fe Branch
533 Lomas Santa Fe
Solana Beach, CA 92075-1323
Contact Persons: Duncan Smith or
Raul Castillo
619-755-9373
Site Visited: April 24, 1996

The Magical Dimension

Skyline Elementary
606 Lomas Santa Fe
Solana Beach, CA 92075
Principal: Kevin Riley
619-794-3920
Site Visited: April 24, 1996

FLORIDA

Allapattah Middle School

1331 NW 46 Street

Miami, FL 33142

Principal: Alex Martinez

305-634-9787

Teacher: Nick Barakat

Host & Escort: Hector Hirigoyen (Math

Supervisor, Dade County Schools)

305-995-1921

Site Visited: May 11, 1996

Little Havana Institute

300 SW 12 Avenue

Miami, FL 33130-2002

Director: Martha Young (Cuban American
National Council)

305-642-3484

Host and escort: Isabel Gomez Bassols (Dade
County Public Schools, Head of Psychology
Department for Alternative Programs)

Site Visited: May 11, 1996

Miami Beach Senior High School

2231 Prairie Avenue

Miami, FL 33139-1595

Principal: Bill Renuart

305-532-4515

Mathematics Department Chair: Joan Fried-
man

Host and escort: Hector Hirigoyen (Mathemat-
ics Supervisor, Dade County Schools)

305-995-1921

Site Visited: May 11, 1996

South Beach Institute

920 Alton Road

Miami Beach, FL 33139-5204

Director: Eugenia Russell (Adult Mankind)

305-673-4782

Host and escort: Isabel Gomez Bassols (Dade
County Public Schools, Head of Psychology
Department for Alternative Programs)

305-995-1260

Site Visited: May 11, 1996

NEW MEXICO

Cornerstones

Old Dona Ana Church

Dona Ana, NM 88032

Contact Person: Pat Taylor (Site Coordinator)

505-647-6611 (beeper)

Site Visited: August 14, 1996

MESA Program

Washington Middle School

1101 Park Place SW

Albuquerque, NM 87102-2967

Contact Person: Evangeline Sandoval (MESA
Director)

505-262-1200

Site Visited: August 13, 1996

Mesilla Valley Youth Foundation (a.k.a. Court Youth Center)

401 West Court

Las Cruces, NM 88001

Contact Person: Irene Oliver-Lewis (Director)

505-541-0145 or 523-0935

Site Visited: August 14, 1996

San Andres Alternative Learning Center

Highway 28

Mesilla, NM 88046

Contact Person: Eric Cress (Principal)

505-527-6058

Site Visited: August 14, 1996

Social Services & Tutors Assisting Youth (S.T.A.Y.)

221 North Downtown Mall

Las Cruces, NM 88001-1213

Contact Person: Leonel Briseno (Program
Coordinator)

Site Visited: August 14, 1996

Youth Development Inc.

Rio Grande High School

2300 Arenal SW

Albuquerque, NM 87105-4180

Contact Person: Robert Chavez

505-831-6038 or 768-6051

Site Visited: August 13, 1996

NEW YORK

DeWitt Clinton High School
100 Mosholu Parkway South
Bronx, NY 10468
Principal: Norman Wechsler
718-543-1000
Site Visited: June 12, 1996

Martin Luther King High School
65th & 66th
New York, NY 10023
Principal: Stephanie Ferrandino
212-501-1300
Site Visited: June 12, 1996

Hostos Lincoln Academy of Science
Eugenio Maria de Hostos Community College
475 Grand Concourse, 2nd floor
Bronx, NY 10451
Director: Michael Cataldi
Outreach Program
Director: Michael Cataldi
Sites Visited: June 12, 1996

TEXAS

AVANCE
2001 Rainbow
Houston, TX 77023
Contact: Carmen Cortes
310-825-2494
Site Visited: December 12, 1995

Coca-Cola Valued Youth Program
Kazen Middle School
1520 Gillette
San Antonio, TX 78224
210-924-9021
Contacts: Linda Cantu &
Maria (Cuca) Robledo Mercel
210-684-8180
Site Visited: December 11, 1995

COPS Project
Lanier High School
1514 West Durango
San Antonio, TX 78207
Contact: Sister Consuelo Tovar & Joe Rubio
210-222-2367
Site Visited: December 11, 1995

Success for All Program
Browning Elementary
607 Northwood
Houston, TX 77027
Principal: Olga Moya
Contacts: Joseph Stubbs and Phyllis Hunter
713-892-6025 and 713-892-6024
Site Visited: December 12, 1995

Appendix E

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Appendix F

Programs Reviewed in the Hispanic Dropout Project's Commissioned Papers

**Contacts for Information on Elementary Academic Achievement Programs Reviewed by
Olatokunbo S. Fashola, Robert E. Slavin, Margarita Calderón and Richard Durán (1996)**

Accelerated Schools
Claudette Spriggs
National Center for the Accelerated Schools Project
Stanford University
CERAS 109
Stanford, CA 94305-3084
415-725-7158 or 415-725-1676

Bilingual Cooperative Integrated Reading and Composition (BCIRC)
Margarita Calderón
3001 Cabot Place
El Paso, TX 79935
915-595-5971

Cognitively Guided Instruction (CGI)
Elizabeth Fennema or Thomas Carpenter
University of Wisconsin Madison
Wisconsin Center for Education Research
1025 West Johnson Street
Madison, WI 53706
608-263-4265

Complex Instruction/Finding Out/Descubrimiento
Elizabeth G. Cohen
Stanford University, School of Education
Stanford, CA 94305
415-723-4661

Comprehensive School Mathematics Program (CSMP)
Clare Heidema, Director, CSMP
2550 South Parker Road, Suite 500
Aurora, CO 80014
303-337-0990 Voice mail 303-743-5520
FAX 303-337-3005

Consistency Management and Cooperative Discipline (CMCD)
H. Jerome Freiberg
University of Houston
College of Education
Houston, TX 77204-5872
713-743-8663

Direct Instruction/DISTAR/Reading Mastery
Association for Direct Instruction
805 Lincoln
Eugene, OR 97401
541-485-1293

Early Intervention for School Success
Dean Hiser
200 Calmus Drive
P.O. Box 9050
Costa Mesa, CA 92628-9050
714-900-4125

Exemplary Center for Reading Instruction (ECRI)
Ethna R. Reid
Reid Foundation
3310 South 2700 East
Salt Lake City, UT 84109
801-486-5083 or 801-278-2334
FAX 801-485-0561

Goldenberg and Sullivan
Claude Goldenberg
Department of Teacher Education
California State University, Long Beach
1250 Bellflower Boulevard
Long Beach, CA 90840
310-985-5733
FAX 310-985-1543

Group Investigation
Mark Brubacher
416-394-3402
Kemp Rickett
416-393-9565

Helping One Student to Succeed (HOSTS)
William E. Gibbons, Chairman
8000 N.E. Parkway Drive, Suite 201
Vancouver, WA 98662-6459
206-260-1995 or 800-833-4678
FAX 206-260-1783

Jigsaw
Spencer Kagan
Resources for Teachers
27134 A Paseo Espada #202
San Juan Capistrano, CA 92675
1-800-WEE-COOP

Learning Together
Roger T. Johnson and David W. Johnson
The Cooperative Learning Center
60 Peik Hall
University of Minnesota
Minneapolis, MN 55455
612-624-7031

Maneuvers With Mathematics (MWM)
David A. Page or Kathryn B. Chval
The University of Illinois at Chicago
851 Morgan Street
(m/c 249) SEO 1309
Chicago, IL 60607-7045
312-996-8708

Multi-Cultural Reading and Thinking (McRAT)
Janita Hoskyn, National Consultant, McRAT Program
1019 Ronwood Drive
Little Rock, AR 72227
501-225-5809
FAX 501-455-4137

Profile Approach to Writing
Jane B. Hughey, Dixie Copeland
1701 Southwest Parkway, Suite 102
College Station, TX 77840
Phone or FAX 409-764-9765

Project ACHIEVE
Mary Fritz
Urbana School District 116
1108 West Fairview
Urbana, IL 61801
800-ESL-PROG (375-7746)
FAX 217-344-5160

Project ALASKA (Alaska Writing Program)
Nikin McCurry
Yukon Koyukuk School District
Box 80210
Fairbanks, AK 99708
800-348-1335
FAX 907-474-0657

Project BICOMP
The Bilingual Integrated Curriculum Project
Lorie Hammond
Washington Unified School District
930 West Acres Road
West Sacramento, CA 95691
916-257-2237 or 916-371-7720
FAX 916-371-8319

Project CELL
Computer Education for Language Learning
Celia Edmundson
Irvine Unified School District
5050 Barranca Parkway
Irvine, CA 92714
800-237-CELL or 714-733-9391
FAX 714-733-9391

Project CEMI
Computer Education for Multilingual Instruction
Iris N. Dias
Turbano University-Department of Education
Box 3030, University Station
Guarbo, PR 00778
809-734-7979, Ext 4940
FAX 809-743-7979, Ext 4944

Project GLAD
Guided Language Acquisition Design
Marcia Bretchel
17210 Oak Street
Fountain Valley, CA 92708
714-843-3230
FAX 714-843-3265

Project GOTCHA
Galaxies of Thinking and Creative Heights of Achievement
Nilda M. Aquirre
K.C. Wright Administration Building
ESE Department -9th Floor
600 S.E. 3rd Avenue
Fort Lauderdale, FL 33301
305-767-8519
FAX 305-765-6017

Project MORE
Model Organization Results of Eastman
Diana Hernandez
Los Angeles Unified School District
Language Acquisition and Bilingual Development Branch
1320 West Third Street, Room 131
Los Angeles, CA 90017

Project PIAGET
Promoting Intellectual Adaptation Given Experiential Transforming
Kriste Falla-Serfass
The Bethlehem Area School District
1400 Lebanon Street
Bethlehem, PA 18017
610-865-7880
FAX 610-861-8107

Project PIAGET
Thomas D. Yawkey
The Pennsylvania State University
165 Chambers Building
University Park, PA 16802
814-863-2937
FAX 814-863-7602

Project PUENTE Outreach: A Bridge Between Communities
Debbie Clarke
Healdsburg Union School District
925 University Street
Healdsburg, CA 95448
707-431-3480
FAX 707-433-8403

Project SEED (Berkeley, California)
Helen Smiler, National Projects Coordinator
2530 San Pablo Avenue, Suite K
Berkeley, CA 94702
510-644-3422
FAX 510-644-0566

Project SEED (Dallas, Texas)
Hamid Ebrahimi, National Director
3414 Oak Grove Avenue
Dallas, TX 75204
214-954-4432

Project SLICE
Systematic Linking and Integrating of Curricula for Excellence
Beverly R. Taub
Freemont Unified School District
Office of Federal and State Projects
4210 Technology Drive
Freemont, CA 94538
510-629-2580
FAX 510-659-2532

Project TALK
Tutors Assisting with Language and Knowledge
John Golden
Aurora Public Schools
Bilingual Education Center
15701 East First Avenue, Suite 115
Aurora, CO 80011
303-340-0764
FAX 303-340-0868

Project TWO-WAY
TWO-WAY Bilingual Immersion
Rosa Molina
San Jose Unified School District
River Glen Elementary School
1610 Bird Avenue
San Jose, CA 95125
408-998-6420
FAX 408-298-8377

Reading Recovery/Descubriendo La Lectura
Carol A. Lyons, Gay Su Pinnell, or Diane E. DeFord
Reading Recovery Program
The Ohio State University
200 Ramseyer Hall
29 West Woodruff Avenue
Columbus, OH 42310
614-292-7807
FAX 614-688-3646

Reciprocal Teaching
Anne Marie Palincsar
University of Michigan
4204c School of Education Building
610 East University
Ann Arbor, MI 48109

School Development Program (SDP)
Ed Joyner
Child Study Center
School Development Program
230 South Frontage Road
P.O. Box 20790
New Haven, CT 06520-7900
203-785-2548
FAX 203-785-3359

Sheltered English Approach (SEA)
Alice Petrossian
Glendale Unified School District
Special Projects
223 North Jackson Street
Glendale, CA 91206
818-241-3111 Ext 301
FAX 818-246-3715

Skills Reinforcement Project (SRP)
Elizabeth Jones Stork, Director, IAAY Western Region, and Deputy Director, CAA
Johns Hopkins University, Western Regional Office
206 North Jackson Street, Suite 304
Glendale, CA 91206
818-500-9034
FAX 818-500-9058

Student Teams-Achievement Divisions and Teams-Games-Tournaments

Anna Marie Farnish
Center for Social Organization of Schools
The Johns Hopkins University
3505 North Charles Street
Baltimore, MD 21218
410-516-8857
FAX 410-516-8890

Success for All/Lee Connigo
Robert E. Slavin
Johns Hopkins University
Center for Social Organization of Schools
3505 North Charles Street
Baltimore, MD 21218
800-548-4998
FAX 410-516-8890

**Contacts for Information on Secondary Dropout-Prevention Programs Reviewed by
Olatokunbo S. Fashola and Robert E. Slavin (1997)**

ALAS
Katherine A. Larson & Russel W. Rumberger
University of California
Graduate School of Education
Phelps Hall
Santa Barbara, CA 93106

AVID
Mary Catherine Swanson
Director, AVID program
San Diego County Office of Education
6401 Linda Vista Road
San Diego, CA 92111-7399
619-292-3500

California Post Secondary Education Commission
Third Floor
1020 Twelfth Street
Sacramento, CA 95814-3985

Coca Cola Valued Youth Project
Linda Cantu, Project Director
Intercultural Development Research Association
Coca-Cola Valued Youth Program
5835 Callaghan, Suite 350
San Antonio, TX 78228-1190
210-684-8180
210-684-5389

GRAD
J.L. Ketelsen
P.O. Box 2511
Houston, TX 77001
713-757-3563

SCORE
Sharon Marshall Johnson
Orange County Department of Education
200 Kalmus Drive
Post Office Box 9050
Costa Mesa, CA 92628-9050
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Upward Bound
David Goodwin
U.S. Department of Education
600 C Independence Avenue SW
Washington, DC 20202
202-401-0182

The Forgotten Half Revisited

Hispanic Statistics*

High School Graduation

- From 1989-1996 high school graduation rates for Hispanics rose only 0.1%, the “some college” rate rose 6.3% , and the college graduation rate actually *fell* 0.1%
- Hispanics are *much* less likely to complete high school than their white or African American peers. In 1996 only 62% of Hispanics finished school compared to 83% of African Americans and 92% of whites.

Postsecondary Education

- A majority [51%] of Hispanics who *do* graduate from high school, immediately begin college.
- In 1997, 68% of whites , 54% of African Americans and 54% of Hispanic 25-29 years old had some postsecondary education. 35% of whites completed college compared to 16% of African Americans and 18% of Hispanics.
- Only 44% of Hispanics who graduate are considered very qualified/academically prepared for college.
- Of young people 25-29 years old, one in three whites, one in seven blacks and only one in ten Latinos earns a bachelors degree.

Employment/Income/Standard of Living

- In 1997 the employment rate [full and part time] of young white youth averaged 74.7%. For Hispanic youth it was 64.6%.
- From 1973- 1996, the *average* young family suffered an inflation adjusted income loss of over 14 percent. Over this same 24 year period, young families headed by Hispanics, lost 18.2% of their
 - inflation adjusted income.
- In 1997, 40% of young men 20-29 years old reported they lived at home, mostly for economic reasons. Among Hispanic men the percentage is 50%.
- White families are twice as likely as Hispanic families to own their own homes.

Crime

- 12% of Hispanic men are under the control of the criminal justice system, 7% of whites, 30% blacks.

Birthrate/Pregnancy

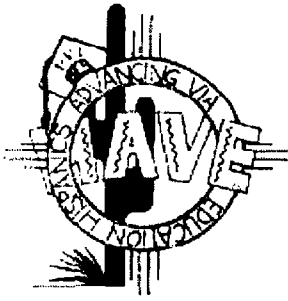
- The overall birthrate of 15-19 year old women declined 12 percentage points from 1991 to 1996 to 54.7 per 1,000 births. Despite this *overall* decline, Latina births actually saw an increase of 3.5 births per 1,000.
- 40.9% of Hispanic births occur out of wedlock, 25.7% white, 69.8% black.
- The Hispanic infant mortality rate is low compared to others: 5.8 per 1,000 births compared to 14.2 for blacks and 6.0 for whites.
- The percent of Hispanic mothers who receive prenatal care jumped from 61% in 1985 to 72% in 1996.
- Among Hispanic teenage girls there is a high correlation between dropping out and getting pregnant (no figure given).
- Tremendous disparities remain in teen birth rates. In 1996 for females ages 15-19: whites- 37.6 out of 1,000; for African Americans- 94.2 out of 1,000; for Hispanics-101.8 out of 1,000.

Population

- By 2010 the number of Latino young adults is projected to increase 57%.

Poverty/Government Assistance

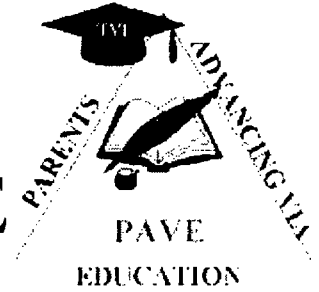
- One of every five young Hispanic men, and 31% of Hispanic women, are aided by at least one of the following government programs: AFDC, SSI, Housing Assistance, Food Stamps, and Medicaid.
- 10% of white children live in poverty level families, compared with 40% of children who are black and Hispanic.



Project HAVE

Project PAVE

"We are making a difference!"



PROJECT HAVE

FACTS ON HISPANIC HIGHER EDUCATION

Hispanic Association of Colleges and Universities

LEVEL OF EDUCATIONAL ATTAINMENT

- 10.38% of all Hispanic Americans have less than a fifth grade education
- 31% have less than an eighth grade education
- 46% have less than a high school education (cumulative percentages)
- 53% of all Hispanic Americans have graduated from high school

(Current Population Reports, 1994, US Bureau of the Census, 1994)

- 72% of all Hispanic Americans have never attended college
- 13.3% have attended some college
- Hispanics earned 5.8% of associate degrees
- 3.6% of bachelor's degrees
- 2.6% of master's degrees
- 4.2% of first professional degrees
- 2.9% of all doctorate degrees awarded in 1995

(National Center for Educational Statistics, 1996)

ACADEMIC PERFORMANCE OF HISPANIC STUDENTS: A COMPARISON

By 1995, only 9.3% of Hispanics had completed a college education compared with 24% for Whites (Current Population Survey, US Bureau of the Census, 1994).

By 1995, only 3% of graduate level degrees (masters, first professional, and doctorate) had been achieved by Hispanics versus 87% obtained by Whites (Current Population Survey, US Bureau of the Census, 1994).

PROJECT PAVE

STATISTICS ON TEEN PREGNANCY

(Excerpt from the New Mexico Teen Pregnancy Coalition Report)

- New Mexico has the third highest teen birth rate and sixth highest teen pregnancy rate (ages 5-19) in the nation (Ref. 2)
- 13 teen girls give birth in New Mexico daily (Ref. 2)
- One-third of New Mexico families are begun while the mother is a teen. (Ref. 4, p. 9)
- 59% of births are to Hispanic teens, compared to 21% in the U.S. California and New Mexico are #1 and 2 in the nation in percentage of teen Hispanic births. (Ref. 11)
- Only 3 of 10 adolescent mothers earn a high school diploma by age 30 compared with 76% of women who delay childbearing until 20 or 21 years of age. (Ref. 12, p. 13)
- Adolescent fathers will finish only 11.3 years of school by age 27 compared with 13 years completed by those who delay fathering until age 21. (Ref. 12, p.17)



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FAX: (213) 483-1429



COMMITTEE ON WAYS AND MEANS

Congress of the United States
House of Representatives

XAVIER BECERRA
30TH DISTRICT, CALIFORNIA

FAX COVER SHEET

DATE: _____

TO: SHIRLEY SAGAWAFAX#: 454-16244FROM: LAURA ARCINIEGANO. PAGES (including cover sheet): 2

COMMENTS:

To: Shirley Sagawa
Deputy Assistant to the President
Deputy Chief of Staff to the First Lady
From: Laura Arciniega
Legislative Assistant to Congressman Becerra
Re: Latino Youth Forum
Date: January 15, 1999

The following summarizes my conversation with Congressman Becerra concerning the First Lady's planned Latino Youth Roundtable.

Congressman Becerra wanted me to express his gratitude to Mrs. Clinton for seeking his input on the roundtable. He assures the First Lady that any format and subject matter she is comfortable with is fine, and the Latino community will appreciate Mrs. Clinton's effort to elevate Latino youth issues to such a level of visibility and importance.

First, Congressman Becerra urges the First Lady to involve the Congressional Hispanic Caucus (CHC) in planning the forum. The CHC can recommend participants from a cross-section of the country and identify their priority issues concerning Latino youth. As an active member of the CHC, Congressman Becerra is more than willing to work with the First Lady and the CHC in continuing to develop this forum.

Second, regarding the subject matter for the forum, Congressman Becerra mentioned two systemic problems for your consideration. First, in order to get any real sense of what Latino youth need, it is crucial to focus on collecting better data on the Latino community. Second, we need to improve upon connecting children to programs through better outreach efforts. Too many Latino youth are missing opportunities to access programs like the Children's Health Insurance Program and Head Start due to inadequate outreach. As far as specific issues are concerned, Congressman Becerra thought a logical starting point for the discussion could be the President's Hispanic Education Agenda, including early childhood education, acquisition of English, drop out rates and day care.

Of course, Congressman Becerra's suggestions are dependent upon what the First Lady hopes to accomplish long-term through the Latino Youth Roundtable. More specifically, (1) will there be additional roundtable discussions, (2) is this roundtable aimed at identifying problems facing Latino youth or at developing an action plan for tackling particular problems, (3) what is the scope of the issues, and (4) should participants represent local advocates or high-level policymakers? Congressman Becerra and the CHC can provide further assistance to you, after these questions have been resolved.

Please feel free to call me with any questions. I look forward to working with you in developing this most important endeavor.

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February 19, 1999

Memorandum:

To: Melanne Verveer
Shirley Sagawa

From: Sarah Brown 

Re: Teen Pregnancy Prevention Event for Hispanic Media Leaders

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As part of the meeting, there will be new data to share from market research that *People en Espanol* is currently conducting on the Hispanic American community, and we are also compiling extensive program profiles and information on the overall fertility profile of Hispanic teens that should prove quite interesting to the attendees.

I will call in the next week or so to discuss this overture with you. My hope is that you would view it as a solid follow-up to previous activities we've done together and that doing this event here in Washington will reduce stress on all sides.

Best regards, as always.



3/8/99

Dear Melanne:

I'll try to call you this week to follow up on my memo (copy attached). We really are making inroads with the Hispanic media - this issue of People en Español will hit the newstands next week - a direct result of the Dec. 1 lunch with MM.

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Clinton in NYC.

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email: campaign@teenpregnancy.org

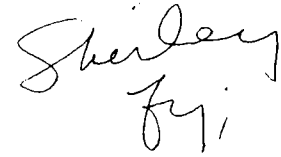
www.teenpregnancy.org

Cheers,

Sarah (Brown)

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copy for Patti
Patti - she should drop
by if possible
Shirley

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FAX TRANSMISSION

TO: SHIRLEY SAGAWA

DATE: 3/10/99

FAX NUMBER: 456-6244

FROM: SARAH BROWN

SENDER'S PHONE: 202.261.5692

SENDER'S FAX: 202-331-7735

NUMBER OF PAGES INCLUDING COVER: 3

MESSAGE:

Campaign Honors Event
Wed April 28
Indian Treaty Room
3:30 - 5:30

THE
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PREVENT TEEN PREGNANCY
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WASHINGTON DC 20037

SARAH S. BROWN, DIRECTOR
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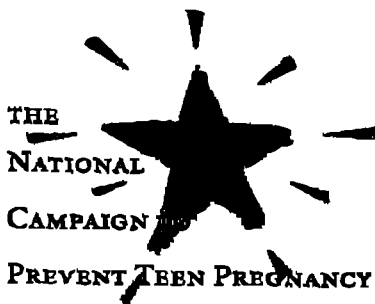
3/10/99

Memorandum:

To: Shirley Sagawa
From: Sarah Brown 
Re: April 28 Campaign Honors Event

Attached is a one pager on our honors event on **Wednesday, April 28 in the OEOB (3:30 to 5:30) in the Indian Treaty Room**. If Mrs. Clinton were able to stop by to help us "do the honors," we'd be so grateful. Our roster of honorees will be in final form this week and I'll send it over to you when it is complete. Suffice it to say that the group is diverse, terrific, and from all over the country -- lots of real people, kids, a few media leaders and some local program experts.

When we next talk (presumably about the Hispanic meeting), perhaps we can discuss this event for a minute. Thanks as always for you help and responsiveness.



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1999 National Campaign Anniversary Events Tentative Schedule

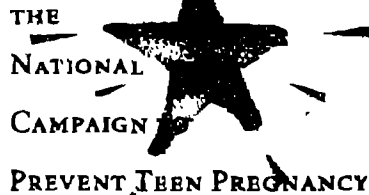
As in previous years, the National Campaign will hold events at the end of April in honor of our organization's anniversary as well as to kick off May as National Teen Pregnancy Prevention Month. We will hold two main events this year (described below). The first is a reception to recognize the efforts of those working hard in the field across the country and the second is to release several new Campaign publications. At this year's events, we plan to focus on teens themselves and, in particular, the role that positive peer influence can play in preventing teen pregnancy.



On Wednesday, April 28 from 3:30 p.m. - 5:30 p.m., we will hold an **Honoree Reception** during which we will present awards to several individuals and groups whose work embodies key Campaign principles. Teen pregnancy prevention efforts can take on many different shapes, ranging from specific programs to mass media campaigns to academic research, and our honors will reflect a wide variety of such efforts. We will have the complete list of 1999 honorees finalized in the next couple of weeks to include 1) a national youth development organization whose work involves a strong peer-led component; 2) an organization invested in male involvement/peer leadership in teen pregnancy prevention; 3) the leaders from our most recent structured community dialogue on conflict reduction and community mobilization around teen pregnancy prevention; 4) a state legislature and parallel private sector advocacy council who have been successful in earmarking significant TANF funds to support local teen pregnancy prevention efforts; and 5) a media leader who has taken on this issue, made real commitments, and acted within his or her own sphere of influence.

Invited to this event will be members of the various branches of the Campaign, including the Board, Task Forces, funders, as well as teens from our newly formed Youth Leadership Team and other young leaders. Also invited will be representatives from other national and local teen pregnancy prevention efforts. We have reserved the **Indian Treaty Room of the OEOB** for this event. Campaign staff is eager to work with the White House and DHHS on possible public announcements emerging from the event.

On Thursday, April 29 at 10:30 a.m., we will hold a **Public Forum on Capitol Hill** to be tentatively co-hosted by our Congressional Advisory Panel to release several new publications, including a report summarizing research on the important role that peer influence plays in teen pregnancy; two sets of "tips" on teen pregnancy prevention—tips from teens for adults and tips from teens to teens; as well as the results of our focus groups with teens. In addition, the winners of a teen media ad contest to create pregnancy prevention messages will be announced and several contest winners will be at the event as well.



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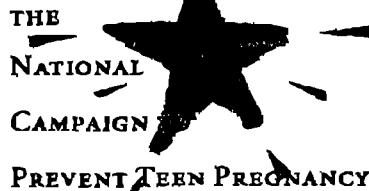
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Copy for Neera

March 15, 1999

Memorandum:

To: Shirley Sagawa
Neera Tanden

From: Sarah Brown *SB*

Re: Hispanic Youth Event

I thought our meeting last week about an event focused on Hispanic youth was terrific and we are ready to roll up our sleeves to help. The energy that Mrs. Clinton and the White House will bring to this assure a productive event with concrete results.

As I mentioned last week, we applaud your inclusion of preventing teen pregnancy as a major part of this meeting. In truth, children having children is one of the most significant -- and reversible -- root causes of all the other issues that burden Hispanic teens: school dropout and failure in particular, but also delinquency, various health problems and other well known troubles as well. All these issues are deeply interrelated, of course, but by reducing teen pregnancy, we reach into the future, touching two generation at once. Tackling persistent childhood poverty requires a clear focus on reducing teen pregnancy and child-bearing.

The Campaign has many resources that can help in planning the meeting: research, teen voices, community programs that are promising, and media leaders who are particularly powerful in reaching Hispanic audiences. More specifically:

- As you know, Lisa Quiroz of *People en Espanol*, Cristina Seralegui, and Monica Lozano of *La Opinion* have approached the Campaign about an event much along the lines we discussed last week, with a heavy emphasis on generating commitments.
- We can provide contacts in selected **community-based programs** that have made important strides in preventing teen pregnancy, including several that bring Hispanic men and boys into solving this problem.
- We can provide **Latino kids from our Youth Leadership Team** so that attendees can hear directly from the kids themselves how teen pregnancy affects Hispanic youth.

- We are compiling **comprehensible, "user-friendly" data** on the overall fertility profile of Hispanic teens that we would be happy to unveil at this event; the key fact here is that Hispanic teens now have the highest birth rate of any group measured.
- We can ask Lisa Quiroz to present the **market research** that *People en Espanol* is currently conducting on the Hispanic American community. It covers a wide range of issues and attitudes well beyond pregnancy and sex.

Our strong sense is that **this meeting can be used to secure some significant commitments from selected media leaders especially** -- commitments we can "preload" and announce at the meeting itself so that we all know from the outset that there will be concrete results to show, and so that others will be motivated to step up to the plate with real action and commitments.

We are eager to work with you in putting together this event in hopes that all involved will leave with a broader understanding of teen pregnancy in the Hispanic community, as well as a sense of urgency in getting to work. Beth Davidson will follow up in the next week to get a more specific idea of where this event stands, and how the Campaign can help.

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Best regards, as always.

Tradition Could Close the Senate Doors

If 19th Century Rules Hold Sway, Public Will Be Shut Out of Impeachment Debate

By EDWARD WALSH
Washington Post Staff Writer

When the Senate begins to consider the next steps in the impeachment trial of President Clinton, the first key vote may have nothing to do with acquittal or conviction. Instead, the first vote is more likely to be about the Senate itself and whether its deliberations over Clinton's fate will be held in full public view or, as the rules now require, in closed sessions.

As things now stand, even the debate leading up to a vote on openness also will take place behind closed doors.

The dispute, which crosses party lines and has been pushed into the background during the opening phase of the trial, is a clash between history and modernity, between tradition as represented by rules crafted in the mid-19th century for the impeachment trial of President Andrew Johnson and the expectations of openness in government and instant communications at the end of the 20th century.

On one side are two Democratic senators, Tom Harkin (Iowa) and Paul D. Wellstone (Minn.), who plan to ask the Senate to suspend its rules and allow open deliberations at every stage of the Clinton trial. They are being backed by institutions that did not exist in 1868, when the Senate failed by one vote to remove Johnson from office, including the major television networks, Common Cause and Brian P. Lamb, whose C-SPAN network has made the interiors of the Senate and House chambers familiar to millions of viewers.

"The public isn't going to believe in this political process if we go into secret or closed session," Wellstone said. "The public is not going to have trust in what we are doing if they don't get a chance to evaluate our debate and what we are saying and why we reached the conclusions we reached."

But Harkin, Wellstone and allies face an uphill battle. Opposition stems from a widespread feeling among senators that the Clinton trial has unfolded in an orderly manner only because they were

able to reach unanimous agreement on the initial steps during a closed-door meeting on Jan. 8.

"The rule serves a good purpose," Senate Rules Committee Chairman Mitch McConnell (R-Ky.) said in an interview. "The only truly bipartisan moment we've had was a result of the closed session we had. That would not have been achieved had we been in public session."

Majority Leader Trent Lott (R-Miss.) told reporters Saturday that he was cautious about opening up the final deliberations of the trial, when the Senate will meet like a jury considering a verdict. But otherwise, he said, "I do think, as a general proposition, we should err on the side of it being open."

Under the existing rules, handed down to today's senators from their predecessors who tried Johnson, most aspects of the Clinton impeachment proceedings are public. This includes presentations and arguments by the House managers and White House defense lawyers, any testimony by witnesses and all votes by senators.

But whenever the senators want to debate an issue among themselves, the rules state that "the doors shall be closed." This requirement applies not only to final deliberations on whether to remove Clinton from office but any interim decisions, such as dismissing the charges (which could bring the trial to an abrupt end), deposing witnesses and calling witnesses to testify.

In the parliamentary thicket of an impeachment proceeding, Harkin and Wellstone will need a two-thirds vote to change that rule. And if they want the debate on the merits of their proposal to be heard by the public, they will need the unanimous consent of their colleagues, always a dicey proposition except on the most routine questions.

"It's bizarre," Harkin said of the situation.

The impeachment rules came to today's Senate from a different era.

Not only did senators in the Johnson trial debate issues in private—a much more accepted practice at the time—but outside the Senate chamber they refused to talk about their deliberations.

"There was a completely different sense of propriety then," said Michael Les Benedict, a history professor at Ohio State University and author of a book on the Johnson impeachment. "Senators said nothing about their opinions on the trial. These interviews we see today didn't happen, and there was a lot of interest and rumor on where they stood."

The news media of the mid-19th century also was different. "The sense of what the appropriate thing to do was completely different," Benedict said. "[Reporters] may have asked a couple of times, and when it became clear that the decorum of the Senate was that they weren't going to talk about it, that was that."

Some senators are searching for only a modest concession to modern times. On Friday, Sen. Kay Bailey Hutchison (R-Tex.) announced that she will file a motion to open only the final Senate deliberations on whether to remove Clinton from office.

But in the fluid circumstances surrounding the impeachment proceedings, Hutchison's motion could quickly become moot. Also on Friday, Robert C. Byrd (D-W.Va.) announced that he will make a motion to dismiss the charges against Clinton, which requires only a majority vote to pass.

It is at that point, Harkin said in an interview, that he and Wellstone will demand a vote to open the debate on dismissing the charges.

Senators will first have to decide whether their first substantive discussion of the charges against Clinton should be conducted in public.

"I think it's time to open the doors, let the sun shine in, let the American people watch us debate whether or not we want to dismiss these charges or not. I think the American people have that right to watch this," Harkin said yesterday on NBC's "Meet the Press."

The Washington Post

MONDAY, JANUARY 25, 1999

Gore Proposes School Funds For Hispanics

By ROBERTO SURO
Washington Post Staff Writer

The federal government would spend an additional \$480 million next year on schools and educational programs serving Hispanic students under a budget proposal unveiled yesterday by Vice President Gore.

"Our initiative will help ensure that Hispanic students get the education they need and deserve to thrive in the 21st century," Gore said in the latest of an almost daily series of announcements on administration spending proposals for fiscal 2000.

The increase sought in the "Hispanic Education Action Plan" outlined yesterday would be on top of the \$524 million Congress approved in October for similar programs.

About 14 percent of the school-age population today is Latino, and the proportion will grow to 22 percent by 2020, according to census estimates. However, those children are falling behind in school in a manner that could have a serious economic effect on the whole nation, according to administration officials, Latino advocates and academic experts.

Only 21 percent of Hispanic 3-year-olds are enrolled in preschool programs, compared with about 40 percent of whites and blacks. About 60 percent of Hispanic students finish high school, compared with nearly 90 percent of whites and blacks, according to a recent study by the National Council of La Raza, a Hispanic advocacy group.

Most of the proposed added spending—\$320 million—would go into the \$8 billion pot of federal programs to assist economically disadvantaged elementary and high school students that is known as Title 1. Other spending highlights in the proposal include a \$35 million increase in federal spending on programs for children with limited English skills, an additional \$80 million for programs that assist college students from low-income families and \$44 million for programs that assist the children of migrant workers.

The programs designated to receive the increase generally do not designate benefits according to ethnic or racial categories; they target students or schools according to economic standards or to meet specific challenges such as concentrations of students who speak little English or schools with high dropout rates. Large numbers of Hispanic students—in the case of Title 1, a majority—have the characteristics that qualify, Gore said.

The Washington Post

MONDAY, JANUARY 25, 1999

July 30, 1999

MEMORANDUM FOR HILLARY RODHAM CLINTON

FROM: Brenda Costello
SUBJECT: Briefings for Monday, August 2

White House Convening Around Hispanic Youth

- Briefing (to be forwarded)
- Event Program (to be forwarded)
- Guest List (to be forwarded)
- Sample of Exemplary Federal Programs (to be forwarded)
- Hispanic Accomplishments (to be forwarded)
- Recent Articles on Latino Organization Concerns

Phone Call to the ICELANDIC Review

- Memo
- Talking Points
- Remarks by First Lady – “Vikings: The North Atlantic Saga”
- Preliminary Issues that may be addressed in interview (draft)
- Press Release

Memorial Service for Dan Dutko

- Briefing to be prepared for the President (to be forwarded by Staff Secretary)

Kosovo Comic Book Event

- Briefing
- Comic Book
- Guest List
- Background on Public-Private Partnerships to Fight Landmines

Fundraiser for HRC Senate Exploratory Committee

- Briefing
- Guest Lists

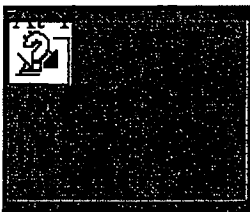
Maria Echaveste and Chris Edley Engagement Party

- Guest List (to be forwarded)



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Latinos Plan Boycott of Network TV

Goal of 'Brownout' Is Better Roles for Hispanics

By Michael A. Fletcher
Washington Post Staff Writer
Wednesday, July 28, 1999; Page C01

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HOUSTON, July 27—Blasting television executives for "the virtual absence of Latino images" on network television, a coalition of Hispanic organizations today announced plans for a week-long boycott of the four major television networks.

The so-called "national brownout" is the first step in what Latino leaders meeting here said would be a year-long effort to pressure ABC, CBS, NBC and Fox into casting more Latino actors and placing them in more positive roles. While Latinos make up 11 percent of the U.S. population, not even 1 percent of the lead characters on major network television are Hispanic, a situation made worse by the dearth of Latinos in the networks' upcoming fall lineup, coalition leaders said.

"If these networks don't want to hire us, then we don't have to watch their product," said Alex Nogales, spokesman for the National Hispanic Media Coalition, one of 10 Latino civil rights, professional and community organizations that launched the campaign.

Leaders of the alliance said they are asking Hispanics not to watch any programming on the four major networks during the week beginning Sept. 12.

Announcement of the boycott comes two weeks after the National Association for the Advancement of Colored People lambasted television networks for presenting a shrinking number of black images. NAACP President Kweisi Mfume called for federal hearings on station and network ownership and said the civil rights group plans to closely monitor the TV industry. He also said the NAACP is exploring possible legal and regulatory action against the networks. In addition, Mfume has purchased a small amount of network stock so the NAACP can press for change at shareholder meetings.

Latino leaders attending the annual convention here of the National Council of La Raza (NCLR), the nation's largest Hispanic advocacy organization, said they too plan to explore legal and regulatory action against the networks. They also said they are looking into buying network stock in an effort to turn up the pressure on network executives.

While African American leaders complain about the shrinking number of black roles on prime-time television, Latino leaders point out that they never have established much of a television presence,

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other than on Spanish-language networks. Moreover, they say, the few Latino roles on the networks are most often stereotypical: gang members, gardeners or nannies.

"Latinos are regular Americans, but we have yet to have that simple fact reflected on television," said Felix R. Sanchez, president of the National Hispanic Foundation for the Arts.

The recent spate of criticism from civil rights groups has prompted network executives to defend themselves by pointing to the minorities on existing programs and showcasing their diversity efforts.

In Pasadena today, ABC Television President Patricia Fili-Krushel said she is committed to "finding lasting solutions to make our network more diverse." ABC has added minority writers, is training minority technicians and stagehands and has worked with NCLR to televise the group's annual entertainment awards show, she said. The network has also said it plans to add minority characters to at least three fall programs.

Similarly, Fox has called diversity a "priority" and said it will add minority characters to the shows in its fall lineup. And NBC today issued a statement reiterating a promise made at a January press briefing that including minority characters is a "top priority."

CBS, meanwhile, has challenged the assertions of the civil rights groups, by citing the relatively high number of minority roles in its prime-time shows.

Staff writer Lisa de Moraes contributed to this story.

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3RD STORY of Level 1 printed in FULL format.

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Los Angeles Times

July 28, 1999, Wednesday, Home Edition

SECTION: Part A; Page 12; National Desk

LENGTH: 714 words

HEADLINE: LATINO GROUPS URGE BOYCOTT OF NETWORK TV;
MEDIA: COALITION DECRIES THE LACK OF INDUSTRY JOBS FOR MINORITIES AND THE
NEGATIVE PORTRAYALS ON SCREEN.

BYLINE: CLAUDIA KOLKER, TIMES STAFF WRITER

DATELINE: HOUSTON

BODY:

Lambasting the dearth of Latino faces--and the even greater lack of positive images among those faces--in film and network TV, a coalition of Latino media groups called Tuesday for a one-week boycott of network television starting Sept. 12.

"Latinos are mad as hell, and we're not going to take it anymore," said Felix Sanchez of the National Hispanic Foundation for the Arts. Latinos, who represent about 11% of the population, make up fewer than 2% of characters on TV, according to the coalition.

The leaders spoke at the annual conference of the National Council of La Raza, an umbrella group of organizations that represent 3 million people. The media coalition includes the League of United Latin American Citizens, the Mexican American Legal Defense Fund, Nosotros, a Latino media-tracking foundation and the National Hispanic Media Coalition.

Latinos, the leaders said, should flex their estimated \$ 380 billion in annual consumer might, to change their images on film and video.

"We're all tired of talking to networks about the same thing, day in and day out, with nothing changing at the end of the day," said Alex Nogales, spokesman for the NHMC. The so-called "brownout," scheduled for the week before the new season, puts media producers on notice, he added.

"If you don't want us in Hollywood," Nogales said, "if you're not going to hire us, we're not going to consume your product."

La Raza President Raul Yzaguirre said the media activists were galvanized by this fall's prime-time network lineup, which feature no minority leads in 26 new

comedies and dramas.

The leaders also demanded a federal study of media imagery's impact on Latinos' self-esteem. The study, proponents argued, should augment a current federal study on the impact of media violence.

The groups's announcement is the most dramatic gesture in an mounting wave of minority exasperation with TV portrayals. Two weeks ago, the NAACP, while not calling for a boycott, strongly condemned the network's fall lineup.

NAACP President Kweisi Mfume said the civil rights group was considering possible litigation against the networks for violating the Federal Communications Act, which safeguards public access to the airwaves. The NAACP is also considering calling for its own consumer boycott of exclusionary networks and their advertising sponsors, and for congressional hearings on network ownership and licensing issues.

Network representatives have responded with a mix of sheepishness and resolve to the recent criticisms.

ABC has promised to add at least five minority characters to its prime-time lineup. NBC has said, "We realize there is still work to be done." And Tuesday, CBS spokesman Chris Ender said, "We do have some Latino actors in very primary roles, like Cheech Marin and Hector Elizondo. We do consider the issues they raised very important. We believe that all the networks can do more and intend to do more."

Yzaguirre said his group had conducted several analyses of Latinos on TV, and found Latinos to be more negatively portrayed than other ethnic groups. These portrayals, Yzaguirre said, not only warped other Americans' view of Latinos but distorted Latinos' views of themselves.

"Most Americans have a negative or very low opinion of Latinos, based on what they see on TV or in movies," Yzaguirre said. "With the absence of minority figures of all kinds (in the electronic media) we have a situation that's getting worse, not better."

The boycott, coalition leaders said, was meant to launch a prolonged battle, not to be an end in itself.

Other measures will include meetings with advertisers and a campaign to buy stocks as a way of asserting power in publicly owned stockholder meetings.

Even if they don't create direct economic chokeholds, boycotts can have a striking effect on corporate behavior, said political scientist Rodolfo Rosales, of the University of Texas at San Antonio.

"Boycotts are the poor people's way of lobbying," Rosales said. "It would be naive to say that a weeks' boycott would change the behavior of TV networks overnight. But it does make them think about these things . . . it establishes an agenda where we can talk about these issues."

Times researcher Lianne Hart contributed to this story.

1ST STORY of Focus printed in FULL format.

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The Washington Post

July 27, 1999, Tuesday, Final Edition

SECTION: A SECTION; Pg. A07

LENGTH: 314 words

HEADLINE: Latino Group Says Rise in Hate Crimes Is Unnoted

BYLINE: Michael A. Fletcher, Washington Post Staff Writer

DATELINE: HOUSTON, July 26

BODY:

Hate crimes and law enforcement misconduct targeting Latinos are on the upswing, a trend that has gone largely unnoted because of a dearth of reliable data and policymakers' reluctance to move beyond the "black-white" racial model, according to a report released yesterday by the nation's largest Hispanic advocacy group.

The National Council of La Raza report documents dozens of assaults, church burnings and cases of alleged law enforcement abuse against Hispanics. It also says the number of federally reported hate crimes against Hispanics increased nearly 20 percent from 1993 to 1996, which it called a consequence of broad "anti-immigrant" sentiment, the rapidly growing Hispanic population and an increased "tolerance for intolerance."

The report, released at the NCLR's annual convention, relies heavily on anecdotal evidence to make its case. "The fact that there has been no systematic data collected is itself a statement," said Carmen Joge, a civil rights policy analyst for the NCLR.

The federal government "has failed to recognize or failed to collect the full range of data."

The report says Latinos are frequent victims of racial profiling by police.

That issue has received wide attention as it relates to African American motorists, but Latinos face similar unfair scrutiny, a situation that the NCLR says receives little attention.

Besides noting an increase in crimes against Hispanics, who account for 11 percent of the U.S. population and are expected to be the nation's largest minority group by 2005, the report said there are indications that more Latinos are becoming perpetrators of hate crimes. From 1995 to 1997, the report said, race-based hate crimes committed by Hispanics increased from 22 percent to 34 percent of total hate crimes in Los Angeles County, a pattern that the NCLR

found in several other California counties.

LANGUAGE: ENGLISH

LOAD-DATE: July 27, 1999

TO: Mrs. Clinton

FROM: Marsha Berry

RE: Telephone interview

DATE: July 30, 1999

On Monday, August 2, at noon you will do a 5 minute telephone interview with Margret Bjorgulfsdottir. Margret writes for both Atlantica (the in-flight magazine of Icelandair) and for the English-language quarterly Iceland Review. She is interested in getting some of your thoughts regarding the upcoming Vital Voices Conference in Iceland. In particular, she would like to ask you about the overall importance of the Conference and how the location of this conference makes it particular interesting as a link between East and West. Additionally, Margret would like to get your views on the role of women in the next millennium and how to encourage women's participation in the newly emerging democracies and in the political process in general.

Further information on the Vital Voices Conference and on millennium activities will be forwarded by the Millennium Council.

Talking Points for Mrs. Clinton
Interview with Icelandic Reporter (8/2)

U.S./Icelandic partnership

- The White House Millennium Council co-chairs the Leifur Eiriksson Millennium Working Group with the Icelandic government. This bilateral initiative, which celebrates the 1000th anniversary of Leifur Eiriksson's voyage to America, was created in 1997. Among our collaborative cultural activities is a traveling exhibit entitled, "Viking: The North Atlantic Saga," which will visit several cities in the United States during the year 2000. HRC announced this exhibit one year prior to its opening, on April 8, 1999 at a Smithsonian event.

Vital Voices

- HRC will be the plenary speaker at the conference on "Women and Democracy at the Dawn of the New Millennium," October 8-10, 1999 in Reykjavik, Iceland. (She will speak on October 10th.)
- This conference, hosted by the Governments of the United States, Iceland and the Nordic Council of Ministers will build on the work of the Vital Voices initiative and draw attention to the importance of women's participation in democracy at the turn of the millennium. Participating countries are the Nordic countries, the United States, Russia and the Baltic States.
- In workshops and sessions during the conference we will explore ways to strengthen the roles of women as democracy-builders through politics and public life, and economics and business.

**"Vikings: The North Atlantic Saga" Exhibit Announcement
Remarks by First Lady Hillary Rodham Clinton**

**Smithsonian Museum of Natural History
Washington, D.C.
April 8, 1999**

Thank you very much. Thank you, Madam Secretary [Connie Newman, Under Secretary of the Smithsonian] for your kind introduction. And I want to thank you and Director [Robert] Fri and the entire Smithsonian family for all that you do day in and day out to "honor the past and imagine the future." Certainly we are gathered here today for a very special announcement, but it is one of the many ways that the Smithsonian is a true treasure here in the United States.

I want to thank also the Nordic Council of Ministers, which has played such a vital role in promoting this exhibit. And I particularly want to thank Volvo. I'm very grateful for the extraordinary act of corporate philanthropy, Mr. [Hans-Olov] Olsson [President and CEO of Volvo Cars of North America], that has made this exhibition possible. And I'm delighted to see that the ambassadors from the Nordic countries could join us today. Because they are an integral part in representing the present Nordic culture here in the United States, and we are always pleased to be with them.

I am personally very excited about this announcement. I feel that it is something that is long overdue -- that the kind of information and the excitement that will be conveyed to the visitors who will see this exhibition both here and in the other cities to which it will travel, will further the understanding and the contributions of the Nordic culture. So I am delighted to be part of this announcement. But I am particularly pleased because of the way that it fits into the White House Millennium Council's celebration and commemoration of this point in our history.

When the President and I created the Council, we knew we wanted to mark this special occasion. Now honestly, we knew that the century would turn and the millennium would come whether we did anything or not about it. But we thought that it was too good an opportunity to miss. Because we knew that there would be a lot of attention to this historic passage. And we knew there would be many products that perhaps would be produced and marketed, from millennium toothpaste to whatever you can imagine.

But we also knew that this was not just a moment to watch a ball drop down or to see in the New Year, but to really take stock of who we are and where we come from and what we hope and want for the future. This unique moment in history gives us an opportunity not just for a celebration but for a conversation -- about history and science, culture and art, and the common values that bind us together as human beings. And that is particularly true for the United States -- a nation that owes so much to so many cultures, and one which every day

celebrates the diversity that makes us a unique and very special place.

Our theme for the millennium is to "honor the past, imagine the future." And that is what we have been trying to do with the emphases we have placed on having Americans look back at our history and having us appreciate more about how we became the America we are today. And that is certainly what this exhibition will help us to do. We will turn our attention to events that took place around 1,000 years ago when two vastly different people met for the first time on the shores of North America.

As we heard from Director Fri in his opening remarks, this exhibit will not only shed light on the Nordic story of discovery which has sparked the imaginations of people everywhere for so many years. It will also give us new insights into the relationships between the Vikings and the Native Americans who inhabited these shores.

I think it is also important that so many American citizens take pride in their Nordic roots. And they *will* want to learn more about their own history and feel part of that common heritage that so many Northern Europeans have contributed to building here in the United States. I very much appreciate and honor all the Nordic Council countries for their efforts to tell their millennium story to the world. As I have learned about the activities that each country will be hosting, I can see that they are doing everything from creating community projects to sponsoring literary and historical exhibitions, and even designating millennium cities as centers of cultural celebrations. And they have certainly inspired the rest of us.

When the Millennium Council began its work, and the people who were attempting to describe to the President -- particularly the director, Ellen Lovell, who is here with us -- what was happening around the world, the Internet brought news of many exciting activities that were planned in the Nordic countries. And we wanted to be a partner with what was already happening in those countries. That is the kind of partnership that we are acknowledging today -- bringing together the White House Millennium Council, the Nordic countries, and the Smithsonian in a joint effort to share the remarkable story of the Vikings.

It is a saga, though, not only about the past, but about what we can continue to learn from it and be enriched by it. As we commemorate the courage of these seafaring pioneers, we can honor the spirit of exploration that has fueled the progress of the Nordic countries and the United States. And as we focus through the long lens of history, we can discover other common traditions that we will want to continue to carry forward with us into the new millennium.

I've been interested to learn, for example, that within Viking society, women had a good deal of freedom -- to engage in trade and to become active participants in the political lives of their communities. And we've also been learning about the way that the Viking explorers sought to preserve their history and accomplishments through new and beautiful forms of sagas, a new form of literature that took root at that time.

We've also learned something about how to be mindful of our interaction with our environment. No one knows, as I am told, exactly what caused the Norse settlers to die out in Greenland, for example, but we believe that environmental factors played a role. That should be a very sobering reminder of how each of us in our time must do our part to protect and preserve our fragile environmental resources going into the next century.

This exhibit will speak to us in many different ways. I was very privileged, when I was last in Dublin, to go to the museum there to see many of the Viking artifacts that were available. And I learned that perhaps some of them will be part of this exhibition when it opens next April.

But it's important to take this time and really contemplate our duty to the past, if indeed we mean to honor it. And that means preservation and restoration efforts like this exhibit. If we don't preserve what we know of our past, if we don't continue to try to discover that past, we will lose countless treasures and a lot of information that perhaps could tell us about who we are and where we came from. Now we are not by any means a very old civilization here in the United States, but we are learning about the duty of preservation as well. In the last year I have been very pleased to see an increased attention paid to preservation and restoration -- whether it is the Star-Spangled Banner here in the Smithsonian or the prehistoric dwellings at Mesa Verde National Park. And this Vikings exhibition will remind us that there are places on our own shores where you can see remnants of Viking exploration and settlement. And if you have ever been to Martha's Vineyard, you may have seen them.

So I want to thank and commend everyone associated with this exhibition -- the historians and archeologists, the environmental scientists and researchers, the sponsors and patrons -- because you are going to give us a lot more information than is generally well known in America today about who the Vikings were and what they did and the contributions they made.

We've also been holding Millennium evenings at the White House, as we look back and look forward. And in preparation for thinking about the programs that we would hold, we have all been trying to learn more about what was going on in the world 1,000 years ago. And anyone who has a stereotyped view of what the Vikings were -- probably from old movies that we saw -- would be surprised to learn, as some of us were, about the many contributions that those seafarers were making and how far flung their adventures were.

Viking explorers got as far as Afghanistan and brought back all kinds of treasures, including lapis and other minerals and stones, to trade. Their fleets got to what was then the precursor of Istanbul and were in the straits there. They traveled far and wide, and with them brought their own ideas and their own experiences. But because they were such restless explorers, they were among the earliest conveyors of information and experience and culture from one part of the known world to another. If you imagine in your mind's eye -- as the logo attempts to stylize a Viking ship -- in a way it was the Internet of the year 1,000, connecting peoples and places who themselves could not even imagine what lay beyond that wide sea or that

mountain range.

Our children and grandchildren will only learn about the courage and ingenuity of these explorers who came to our shores 1,000 years ago but touched so many other shores as well, if we are prepared to help them learn. And they will discover, through these stories perhaps, something about what happened in faraway places. And they will hear about adventures and they will learn about the sagas. But perhaps, just perhaps, some young person will have his or her own spirit sparked. Because after all, what the Vikings will really be conveying to us over all these centuries is the power of the human spirit and the universal longing to find and cross new horizons.

None of us owns our history. We are each its caretakers. And we each have a responsibility to pass it on, but also to pass it on as honestly as we can. I look forward to the opening of this exhibition, this time in April next year. And I look forward to hearing about the excited reactions of people who come with the purpose of seeing the exhibition, but also about the countless people who stream through the doors of the Smithsonian who will chance upon this exhibition about Vikings and come away just amazed by what they have learned. And by so learning, will feel a closer connection to our friends in the Nordic countries and a closer connection back through time. And maybe with that new knowledge, will themselves think about some new seas they wish to navigate.

Thank you very much.



**RÁÐSTEFNAN
KONUR OG LYÐRÆÐI**

Conference on Women and Democracy
at the Dawn of the New Millennium
in conjunction with the Vital Voices Global Initiative

Key Issues

POLITICS

What are the barriers women face when wishing to participate in politics/public decision making?

- Legal discrimination?
- Tradition?
- Prejudice?
- Culture?
- Stereotypes?
- Legal literacy?
- Confidence - or lack thereof?
- Knowledge of channels of influence?
- Economic independence?
- Education? What kind?
- Political training?
- Belonging to a minority group?
- Others

How can women overcome these barriers and what are the most effective methods to increase women's participation in politics/public decision-making?

- Women's movements?
- Other social movements
- Forums of women's leaders
- NGO's?
- Political parties?
- Women's parties?
- Building bridges between grassroots movements and formal political structures?
- Effective Strategies vis-à-vis the Media?
- The Internet?
- Independent publishing?
- Educating women?
- Educating the media?
- Others?

Why are women not elected/appointed to formal governmental or other decision-making positions? What strategies and structures can be developed to improve women's chances of running for office; getting elected; and increasing their staying-power once in office?

- Same as above
- Inherent in the constitution of western democracy? How?
- Image of leadership?
- Image and reality of politics?
- Others?

How can women reach out to each other and form effective networks for political participation?

- Information exchange
- Resource sharing
- Mutual support

Why do women not vote? How can women's voting be strengthened? How can effective co-operation between women and men in politics and public life be strengthened? How can young women be reached and impressed with the importance of leadership and their own potential for it?

What other issues have to be addressed and how?

ECONOMICS

What are the challenges working women face?

- Discrimination and exploitation in the workplace?
- Gender segregated labour markets?
- Union wage policies?
- Other labour practices and law?
- Lack of supportive social services e.g. maternity/paternity leave?
- Double workload?
- Lack of training and education?
- Women are not in leadership positions?
- Others?

What strategic approaches can be adopted to deal with these challenges?

What are the barriers women face when developing businesses and how can women overcome these barriers?

- Training?
- Access to start-capital?
- Positive influence from the private sector and Chambers of Commerce
- Local business networks aimed at supporting women?
- Marketing skills?
- Contacts outside country?
- Access and training in the use of technology?
- Corporate networking?
- Contact with media?
- The Internet?
- Others?

What networking strategies can be used to bring together women in business, NGO's, policy groups, venture capital, leading institutions and other support groups?

What other issues have to be addressed and how?

THE WHITE HOUSE

Office of the Press Secretary

For Immediate Release

January 21, 1999

TRAVEL OF THE FIRST LADY TO ICELAND

At the invitation of the Government of Iceland, the First Lady will travel to Iceland between October 8-10 to chair a conference on promoting the role of women in democracy. This initiative will convene women leaders from the governmental, non-governmental, and private sectors of Estonia, Latvia, Lithuania, and Russia to build networks and share best practices with women leaders from the United States, Iceland, Denmark, Finland, Norway and Sweden.

The conference will be modeled along the lines of the successful "Vital Voices" conferences in Vienna, Belfast and Montevideo, which have provided a forum for the development of networks of women leaders in support of regional democracy-building efforts. It supports the United States' "Northern European Initiative," which encourages the integration of Russia and the Baltic states into the West through a variety of cross-border initiatives, and it is consistent with the Secretary of State's mandate to integrate issues affecting the lives of women into American foreign policy.

The First Lady also plans to participate in several events that highlight the expanding friendship and cooperation between the United States and Iceland, including the joint effort to commemorate the millennium.

July 30, 1999

**UNVEILING OF SUPERMAN COMIC BOOK
TO WARN CHILDREN ABOUT LANDMINES IN KOSOVO**

DATE:	Monday, August 2, 1999
TIME:	3:00 p.m.
LOCATION:	Roosevelt Room
FROM:	Melanne Verveer

PURPOSE

To unveil a Superman comic book in Albanian, for use in Kosovo, warning children about the danger of landmines.

BACKGROUND

During the event, **YOU**, The First Lady will "unveil" a Superman comic book in Albanian warning the children of Kosovo about the dangers of landmines and how to deal with any they find. As you remember, you did a similar event for the Serbo-Croatian edition that was distributed in Bosnia. About 500,000 comic books and posters will be distributed in Kosovo through relief agencies, schools, and other social organizations.

DC Comics was responsible for the design of the comic book, and their President, Jenette Kahn will be speaking. Others in the audience will include Defense and State Department officials involved with the research, testing and production of the comic book and UNICEF who will distribute it. There will also be representatives of the international, NGO and Albanian-American communities. Members of Congress are expected as well as the Ambassadors of Albania and Macedonia.

It is estimated that there are 60-70 million landmines worldwide planted in some 70 countries. The comic books are part of the programs the United States is supporting to teach children about landmines. They are the result of a public/private partnership involving DC Comics, the Defense and State Departments, and the United Nations. A Spanish version is currently being distributed in Central America.

In addition, the U.S. is helping to fund other programs, such as the Adopt-a-Minefield program, the Canine Demining Corps training dogs to detect mines, as well as surveys to locate minefields. (fact sheet attached)

In Kosovo, the subject of landmines and unexploded ordnance has become particularly difficult since the discovery of an as yet undetermined number of NATO-dropped cluster bombs that did not explode on impact. While only the Serbs placed landmines in Kosovo, there now may be an equal threat of possible injury to children and adults from this unexploded ordnance. The back cover of the comic book includes drawings of that ordnance, but not cluster bombs. DOD is now assessing the threat posed by cluster bombs and future editions may include information about them as well.

SEQUENCE OF EVENTS

YOU will meet the program participants in the Cabinet Room.

YOU will proceed with them to the Roosevelt Room.

YOU will open the program, welcome the guests, and make remarks.

YOU will introduce Tehnaz Dastoor, UNICEF Global Coordinator/Landmines.

Tehnaz Dastoor will report briefly on her recent trip to Kosovo. She will introduce

Lt. General Michael Davison, Director, Defense Security Cooperation Agency, who will report on DOD involvement and introduce

Jenette Kahn, President of DC Comics, who will report briefly on their involvement.

YOU will close the program and depart. If there is time, Special Representative Donald Steinberg of the State Department Office of Global and Humanitarian Demining will introduce you to guests

PARTICIPANTS

The First Lady

Tehnaz Dastoor, UNICEF Global Coordinator/Landmines

Lt. General Michael Davison, Director – Defense Security Cooperation Agency

Jenette Kahn, President – DC Comics

42 invited guests (list attached)

PRESS

Open Press

REMARKS

To be provided by Noa Meyer



GUEST LIST
AUGUST 2, 1999

US GOVERNMENT

DEFENSE

Mr. John Heaphy, Humanitarian Demining Program Manager, Defense Security
Cooperation Agency
Dr. James A. Schear-Deputy Assistant Secretary of Defense for Peacekeeping and
Humanitarian Assistance
Col. Harold T. Stott, Jr. Demining Policy Assistant, Humanitarian Assistance
and Anti Personnel Landmine
Capt. Charles B. Eldredge (4th Psychological Operations Group).

AID

Acting Administrator Hattie Babbitt

STATE

Bureau of Political and Military Affairs/Humanitarian Demining Programs Director
Donald Patierno
Special Representative for Global and Humanitarian Demining Donald Steinberg
Assistant Secretary of State Julia Taft
Laurie Zimmerman – Office of Global and Humanitarian Demining

INTERNATIONAL COMMUNITY

Chief of UN Mine Action Service Tore Skedsmo
Senior Advisor to UNICEF Alejandor Palacios

Her Excellency Julia Lubica Acevska
Embassy of the Former Yugoslav Republic of Macedonia

His Excellency Petrit Bushati
Embassy of the Republic of Albania

NGOs

Ralph Cwerman, President, Humpty Dumpty Institute
Paul Irwin, CEO, U.S. Humane Society
Rabbi Benjamin Kahn, DC Comics
Lillian Laserson, VP & General Counsel DC Comics
Perry Baltimore, Executive Director, Marshall Legacy Institute
Bill Leurs, President and CEO, UN Association of the USA
Lil Shevitz – DC Comics

CARE International - Mary Ann Leach
Catholic Relief Services – Kathleen Carlisle and Jennifer Nazaire
International Medical Corps – Nancy Aosse, Pres. & CEO
International Rescue Committee – Annike Buche
Mercy Corps International – Sarah Petzak
Save the Children – Lauren Landis
World Vision – Adrienne Paul

MEMBERS OF CONGRESS

ETHNIC ALBANIANS

Illir Zherka, Executive Director - National Albanian American Council
Aferdita Rakipi, Communications Director - National Albanian American Council
Avni Mustafaj, COO, Kosova Relief Fund and President of NAAC
Elza Zagreda
Dr. Anna Kohen, President - Albanian American Women's Organization
Shqipe Malushi, Founder, Former President - Albanian American Women's Organization
Dr. Vjosa Dobruna, Pediatrician from Kosova, co-founder of Council for Human Rights, founder of the Center for the Protection of Women and Children (USAID grantee)
Michael Gregory, NAAC Board Member, Regional Representative in Massachusetts

Public-Private Partnerships to Fight Landmines

Superman Mine Awareness Comics

Adopt-a-Minefield

Canine Demining Corps

CD-ROM on Landmines

Global Landmine Survey

Landmine Survivors Network

Superman Mine Awareness Comics

A key goal of our anti-landmine programs is to educate children around the world to the threat from the 60-70 million landmines planted in some 70 countries. We are supporting actions by host governments, UNICEF, NGOs, and other groups to alert children on these dangers through teaching programs in schools, radio and television messages, dance troupes, theater groups, and related activities. One project has been production by DC Comics of more than a million comic books, in which Superman and Wonderwoman walk children through the lesson. The first version, in Serbo-Croatian, was distributed in Bosnia; the First Lady hosted the roll-out for this edition. Next came a Spanish version for use in Central America. The third version, in Albanian language, has just been field-tested, and 500,000 copies will be transported to the region by July 30, where it will be distributed by UNICEF and the World Food Program. This has been a model partnership: DC Comics provides the art work and printing facilities, the Defense Department supplies funding and logistical support, and UNICEF provides technical assistance. A fourth version, in Portuguese for Mozambique and Angola, is already on the drawing board. Jenette Kahn, President of DC Comics, has been tireless in her support for this activity.

Adopt-a-Minefield

Launched on March 9, Adopt-a-Minefield is a project of the U.N. Association, the Humpty Dumpty Institute, and the U.N. Mine Action Service. Under the program, groups throughout the U.S. are raising money to pay for the demining by the U.N. and host countries of the worst minefields in Afghanistan, Bosnia, Cambodia, Croatia and Mozambique. Schools, church groups, companies, and individuals have adopted some 30 minefields at a cost of \$25,000+ each. The Adopt-a-Minefield program is raising awareness in the U.S. on the global tragedy of landmines, and creating lasting bonds of friendship between Americans and people abroad who benefit from mine clearance activities. The U.S. Government is supporting this effort through grants totaling about \$370,000 from the State Department (PM) and through wide-ranging promotional efforts with potential sponsors. The U.N. Foundation (Ted Turner) has also provided up to \$500,000 in matching grants.

Canine Demining Corps

The Canine Demining Corps is a program of the Marshall Legacy Institute, the U.S. Humane Society, U.N. Development Program and DC Comics to purchase, train, and deploy mine-detecting dog teams to mined countries around the world. Dogs have a unique capacity to detect explosives found in landmines, and are an efficient, safe, and cost-effective tool now in use in many countries. Under this program, individuals, civic groups and corporations can

sponsor dogs for as little as \$250. The Humane Society strongly supports this effort, in part because landmines kill up to 500,000 animals around the world each year. We are supporting this effort through a grant of \$250,000 from State Department (PM). We are also helping the program directors to arrange corporate sponsorship, including a possible tie-in with dog food producers. A five-city promotion tour is planned for later this year.

CD-ROM on Landmines

The Rockefeller Foundation and other groups are collaborating on production of a comprehensive CD-ROM on landmine issues, which will be distributed to thousands of schools, civic groups, media, and other outlets around the United States and abroad. The CD-ROM will be hosted by a variety of public figures, including government officials, musicians, athletes, and other celebrities. It will provide visitors with wide-ranging, impartial information on landmines and the global humanitarian demining effort. It will include footage from CNN International -- which we have arranged for the project to receive pro-bono -- and other sources. The State Department (PM) expects to provide financial support for this activity.

Global Landmine Surveys

Humanitarian demining requires comprehensive surveys of the landmine problems in a dozen of the world's most highly mined countries in order to improve planning of existing and future programs, better target scarce international resources, and measure progress achieved in mine action. The U.N. Mine Action Service has designated Vietnam Veterans of America Foundation (VVAf) to manage this process, which brings together NGOs from many countries to conduct surveys on the general location of minefields and their socio-economic impact. VVAf is about to begin such a survey in Kosovo. The State Department (PM) is providing more than \$2 million for the over-all program. Ted Turner's U.N. Foundation and the Canadian and British Governments are also contributing substantial funding to this program.

Landmine Survivors Network

The only international organization of landmine accident victims, Landmine Survivors Network (LSN) was founded by two Americans, Jerry White and Ken Rutherford. LSN is now moving beyond its traditional advocacy role for survivors to launch programs to assist landmine survivors. New programs in Mozambique, Jordan, Bosnia, and perhaps Ethiopia and Eritrea will focus on peer counseling, rehabilitation and socio-economic reintegration support for survivors. These programs will be similar to the activities at the rehabilitation center visited by the First Lady in Slovenia. The U.S. Government is supporting these programs through matching grants for funds raised elsewhere and through promotional activities around the United States.

Withdrawal/Redaction Marker

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DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
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002. memo	re: political event (5 pages)	08/02/1999	Personal Misfile
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COLLECTION:

Clinton Presidential Records
First Lady's Office
Shirley Sagawa
OA/Box Number: 23242

FOLDER TITLE:

[Education] - Hispanic Roundtable

2013-0124-S

rc1141

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

Freedom of Information Act - [5 U.S.C. 552(b)]

P1 National Security Classified Information [(a)(1) of the PRA]
P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
P3 Release would violate a Federal statute [(a)(3) of the PRA]
P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

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b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

Background Points for Mrs. Clinton **Interview with Icelandic Reporter (8/2)**

U.S./Icelandic partnership

- The White House Millennium Council co-chairs the Leifur Eiriksson Millennium Working Group with the Icelandic government. This bilateral initiative, which celebrates the 1000th anniversary of Leifur Eiriksson's voyage to America, was created in 1997. Among our collaborative cultural activities is a traveling exhibit entitled, "Viking: The North Atlantic Saga," which will visit several cities in the United States during the year 2000. Mrs. Clinton announced this exhibit one year prior to its opening, on April 29, 1999 at a Smithsonian event.

Vital Voices

- Mrs. Clinton will be the plenary speaker at the conference on "Women and Democracy at the Dawn of the New Millennium," October 8-10, 1999 in Reykjavik, Iceland. (She will speak on October 10th.)
- This conference, hosted by the Governments of the United States, Iceland and the Nordic Council of Ministers will build on the work of the Vital Voices initiative and draw attention to the importance of women's participation in democracy at the turn of the millennium. Participating countries are the Nordic countries, the United States, Russia and the Baltic States.
- In workshops and sessions during the conference we will explore ways to strengthen the roles of women as democracy-builders through politics and public life, and economics and business.

MEMORIAL SERVICE FOR DAN DUTKO

DATE: Monday, August 2, 1999
LOCATION: Temple Sinai
Washington, D.C.
TIME: 1:00 p.m.

I. PURPOSE

The public memorial service for Dan Dutko will be held at his synagogue, Temple Sinai. His family requested that the President and the Vice President deliver eulogies during the services. There will be four eulogies in all, including remarks by Dan's business partners, Mark Irion and Steve Perry, the Vice President, and the President. Rabbi Fred Reiner also will deliver a sermon honoring Dan.

II. BACKGROUND

Dan Dutko died on Tuesday of head injuries he received in a mountain bike accident in Aspen, Colorado, on Sunday. He was 54 years old. Dan was in Aspen for the Democratic National Committee's summer retreat, which the President and the First Lady attended.

In 1980, Dan formed The Dutko Group, a Washington lobbying firm whose clients have included oil and gas companies and telecommunications groups. With specializations in energy, environmental, telecommunications, technology, health care, tax policy and appropriations, The Dutko Group was ranked among the top 10 firms in a 1998 survey by Fortune Magazine of the most respected government relations firms in the country. In addition to The Dutko Group, Dan's company had two other entities, including the DCS Group, a public policy and public relations firm, and Kaufman-Nelson-Pattee, a firm dealing with state government relations.

Dan worked with the President on the 1972 presidential campaign of Senator George McGovern in Texas. Dan later became a leading fundraiser and supporter of the Democratic party in general, and the President and the Vice President in particular. He served as the national finance vice chairman of the Clinton/Gore '96 re-election campaign, the finance chairman of the 53rd Inaugural Ball, and the finance vice chairman of the DNC in 1996. Dan was serving as co-chair of the DNC's Leadership 2000 Finance Board and was a key supporter of the Vice President's campaign.

In addition to his business and political activities, Dan was an active member of various community service organizations. He was a member of Temple Sinai in Washington and had served on the boards of the U.S.-Korea Foundation, the Meridian International Center, the Partnership for National Service, the America-Israel Friendship League and George Washington University's National Council for Political Management.

Dan is survived by his wife, Deborah Jospin, who is the Director of Americorps, and their two sons, Jonathan (age 6) and Matthew (age 5).

III. PARTICIPANTS

The President
The Vice President
Ernie Friedman, Deborah Jospin's uncle
Mike Irion, Dan's business partner
Steve Perry, Dan's business partner
Rabbi Fred Reiner

IV. PRESS PLAN

The service will be open to a print reporter and will be audio fed to the press pool.

V. SEQUENCE OF EVENTS

- The Vice President and Mrs. Gore arrive at 12:45 pm.
- The President and the First Lady arrive at 12:50 pm.
- The President, the Vice President, the First Lady, and Mrs. Gore greet Dan's family, including his wife, Deborah Jospin, and their children, Jonathan and Matthew.
- The President, the Vice President, the First Lady, and Mrs. Gore are seated in the front row.
- The service begins at 1:00 pm.
- The cantor performs the opening song.
- Rabbi Fred Reiner delivers the responsive readings.
- Ernie Friedman delivers welcoming remarks and introduces Mark Irion.
- The first eulogy is delivered by Mark Irion.
- The second eulogy is delivered by Steve Perry.
- The Vice President delivers the third eulogy.
- The President speaks fourth.
- Rabbi Fred Reiner delivers the sermon and the service ends.
- The President and the First Lady depart, along with the Vice President and Mrs. Gore.

Note: There will be a reception for family and guests following the service

VI. REMARKS

Remarks to be provided by speechwriting.

July 30, 1999

**UNVEILING OF SUPERMAN COMIC BOOK
TO WARN CHILDREN ABOUT LANDMINES IN KOSOVO**

DATE:	Monday, August 2, 1999
TIME:	3:00 p.m.
LOCATION:	Roosevelt Room
FROM:	Melanne Verveer

PURPOSE

To unveil a Superman comic book in Albanian, for use in Kosovo, warning children about the danger of landmines.

BACKGROUND

During the event, **YOU**, The First Lady will "unveil" a Superman comic book in Albanian warning the children of Kosovo about the dangers of landmines and how to deal with any they find. The comic book is intended to address the largest and most vulnerable group – the Kosovar refugees returning to their homes from refugee camps and from hiding in the mountains. As you remember, you did a similar event for the Serbo-Croatian edition that was distributed in Bosnia. About 500,000 comic books and posters will be distributed in Kosovo through relief agencies, schools, and other social organizations.

Materials for Serbs, including posters and pamphlets, which warn about landmines, are being distributed in Kosovo as well. An updated version of the comic book in Serbo-Croatian may be prepared in the future.

DC Comics was responsible for the design of the comic book, and their President, Jenette Kahn will be speaking. Others in the audience will include Defense and State Department officials involved with the research, testing and production of the comic book and UNICEF who will distribute it. There will also be representatives of the international, NGO and Albanian-American communities. Members of Congress are expected as well as the Ambassadors of Albania and Macedonia. (Del. Eleanor Holmes Norton only confirmed Representative.)

It is estimated that there are 60-70 million landmines worldwide planted in some 70 countries. The comic books are part of the programs the United States is supporting to teach children about landmines. They are the result of a public/private partnership involving DC Comics, the Defense

and State Departments, and the United Nations. A Spanish version is currently being distributed in Central America.

In addition, the U.S. is helping to fund other programs, such as the Adopt-a-Minefield program, the Canine Demining Corps training dogs to detect mines, as well as surveys to locate minefields. (fact sheet attached)

In Kosovo, the subject of landmines and unexploded ordnance has become particularly difficult since the discovery of an as yet undetermined number of NATO-dropped cluster bombs that did not explode on impact. While only the Serbs placed landmines in Kosovo, there now may be an equal threat of possible injury to children and adults from this unexploded ordnance. The back cover of the comic book includes drawings of that ordnance, but not cluster bombs. DOD is now assessing the threat posed by cluster bombs and future editions may include information about them as well.

SEQUENCE OF EVENTS

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YOU will introduce Tehnaz Dastoor, UNICEF Global Coordinator/Landmines.

Tehnaz Dastoor will report briefly on her recent trip to Kosovo. She will introduce

Lt. General Michael Davison, Director, Defense Security Cooperation Agency, who will report on DOD involvement and introduce

Jenette Kahn, President of DC Comics, who will report briefly on their involvement.

YOU will close the program and depart. If there is time, Special Representative Donald Steinberg of the State Department Office of Global and Humanitarian Demining will introduce you to guests

PARTICIPANTS

The First Lady

Tehnaz Dastoor, UNICEF Global Coordinator/Landmines

Lt. General Michael Davison, Director – Defense Security Cooperation Agency

Jenette Kahn, President – DC Comics

42 invited guests (list attached)

PRESS

Open Press

REMARKS

To be provided by Noa Meyer