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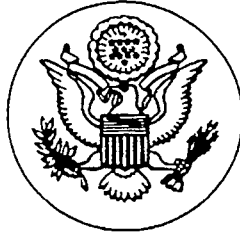
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## ABSTRACT

The President's Advisory Commission on Educational Excellence for Hispanic Americans was established by the 1990 Executive Order 12729 to advise the Secretary of Education on how to promote quality education for Hispanic Americans. The Commission is also responsible for providing advice to the Secretary on the progress of Hispanic Americans toward the achievement of the National Education Goals; assisting in establishing linkages among public and private educational institutions, government, the private sector, and Hispanic communities for improving education; and providing advice on ways to increase private sector and community involvement in improving education. Using available measures and indicators the Commission found that Hispanic Americans are failing to meet the National Education Goals and are progressing more slowly than other groups. The sources of information reviewed by the Commission included: data on major issues and citizen concerns; information on the participation of Hispanic Americans in nearly 600 education and education-related federal programs, special initiatives directed toward advancing educational excellence for Hispanic Americans; and demographic, socio-economic, and health profiles. The progress report covers the following topics: (1) a snapshot of the status of Hispanics in relation to the National Education Goals; (2) the Commission's ongoing efforts to assemble and examine relevant information and expert opinion; (3) an analysis of the challenge faced by the nation in providing Hispanics with a quality education; (4) a statement of the Commission's vision for the major education-related themes it is addressing, including greater parental involvement and educational partnerships; and (5) finally, the Commission's proposed next steps for carrying out its responsibilities in support of educational excellence for Hispanic Americans and for increasing accountability in both governmental and the educational community to ensure that appropriate progress is made. An appendix contains two exhibits: an inventory of education and education-related federal programs with Hispanic American participation; and demographic, socio-economic, and health profiles of Hispanic Americans. (AA)

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**A Progress Report  
to the  
Secretary of Education  
from the  
President's Advisory Commission on  
Educational Excellence for Hispanic Americans**

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October 12, 1992

VD 029056

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# The President's Advisory Commission on Educational Excellence for Hispanic Americans

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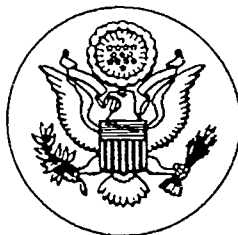
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**A Progress Report  
to the  
Secretary of Education  
from the  
President's Advisory Commission on  
Educational Excellence for Hispanic Americans**

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October 12, 1992

White House Initiative on Educational Excellence for Hispanic Americans

United States Department of Education  
400 Maryland Avenue, S.W.  
Washington, DC 20202

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THE WHITE HOUSE  
INITIATIVE ON EDUCATIONAL EXCELLENCE  
FOR HISPANIC AMERICANS

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Honorable Lamar Alexander  
Secretary of Education  
U.S. Department of Education  
Washington, D. C. 20202

October 12, 1992

Dear Mr. Secretary:

On September 24, 1990 President Bush signed Executive Order 12729: Educational Excellence for Hispanic Americans. It established within the Department of Education the President's Advisory Commission on Educational Excellence for Hispanic Americans.

It has been my privilege to chair this endeavor and on behalf of the members of the Commission it is my pleasure to transmit this document, *A Progress Report to the Secretary of Education from the President's Advisory Commission on Educational Excellence for Hispanic Americans*.

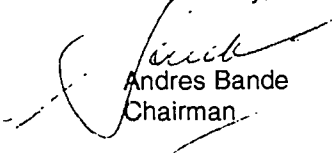
In this Progress Report the Commission describes the status of education for Hispanic Americans in the United States towards achieving the National Education Goals. Input was obtained from citizens at public forums. Presentations were made at Commission meetings by representatives of national Hispanic organizations. Each made it clear that serious problems exist in education for Hispanic Americans.

The Commission deeply believes educational reform for Hispanic Americans is essential to the well being of the Nation. The challenge ahead requires bold leadership and a willingness to move toward a vision of the issues and promising directions that are needed to achieve educational excellence for Hispanic Americans.

Each member of the Commission appreciates your support and assistance in the preparation of this progress report. We look forward to continued collaboration with you and the Department of Education as we move towards providing advice in a final report.

The other Commissioners and I sincerely appreciate the opportunity to serve our country as members of the President's Advisory Commission on Educational Excellence for Hispanic Americans, and on their behalf I remain,

Respectfully,

  
Andres Bander  
Chairman



## Executive Order 12729 of September 24, 1990 \_\_\_\_\_

### ***Educational Excellence for Hispanic Americans***

By the authority vested in me as President by the Constitution and the laws of the United States of America, and in order to advance the development of human potential, to strengthen the capacity to provide quality education, and to increase opportunities for Hispanic Americans to participate in and benefit from Federal programs, it is hereby ordered as follows:

Section 1. There shall be established, in the Department of Education, the President's Advisory Commission on Educational Excellence for Hispanic Americans. The members of the Commission shall be appointed by the President and shall report to the Secretary of Education. The Commission shall comprise representatives of educational, business, professional, and civic organizations that are committed to improving education, including organizations representing Hispanic Americans, as well as other persons deemed appropriate by the President.

Sec. 2. The Commission shall provide advice to the Secretary of Education on the progress of Hispanic Americans toward achievement of national education goals and on such other aspects of the educational status of Hispanic Americans as it considers appropriate.

Sec. 3. The Secretary of Education shall establish the White House Initiative ("Initiative") on Educational Excellence for Hispanic Americans. The Initiative shall be housed in, staffed, and supported by the Department of Education. The Initiative shall assist the Commission and the Secretary of Education in their activities to establish linkage between the Department of Education, Hispanic Americans, and the education and business community. The Initiative shall also assist the Secretary of Education in carrying out the Secretary's responsibilities under this order.

Sec. 4. To the extent permitted by law, the Commission shall provide advice to the Secretary of Education as the Secretary develops and monitors Federal efforts to promote quality education for Hispanic Americans. Particular emphasis shall

be given to: enhancing parental involvement; promoting early childhood education; removing barriers to success in education and work, particularly limited proficiency in the English language; and, helping students to achieve their potential at all educational levels. The Commission will also provide advice on ways to increase private sector and community involvement in improving education.

Sec. 5. The Secretary of Education shall periodically report to the President on the progress achieved by Hispanic American students toward national education goals. The reports shall identify efforts of executive departments and agencies to improve the quality of education for Hispanic Americans and shall include data available on the participation of Hispanic Americans in Federal education programs. The reports shall also include any advice of the Commission and appropriate recommendations for improving Federal education programs.

Sec. 6. To the extent permitted by law, executive departments and agencies shall be actively involved in helping advance educational opportunities for Hispanic Americans, including working with individuals and educational, business, and community groups serving Hispanic Americans. Executive departments and agencies, to the extent feasible, shall cooperate with the Secretary of Education in the preparation of the reports. The White House Office of National Service shall highlight and encourage the efforts of volunteers and the private sector to improve the quality of education for Hispanic Americans.

Sec. 7. The Secretary of Education is directed to establish an Advisory Commission entitled the President's Advisory Commission on Educational Excellence for Hispanic Americans. As provided in Section 1 of this order, the members of the Commission shall be appointed by the President. Notwithstanding any other executive order, the functions of the President under the Federal Advisory Committee Act, as amended (5 U.S.C. App.), except that of reporting to the Congress, which are applicable to the Advisory Commission to be established by this order, shall be performed by the Secretary of Education, in accordance with the guidelines and procedures established by the Administrator of General Services.

George Bush

THE WHITE HOUSE,  
September 24, 1990

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## ***Executive Summary***

## EXECUTIVE SUMMARY

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### **The Commission and Its Mandate**

In 1989, President Bush asked his Domestic Policy Council to conduct a thorough review of the apparent crisis in Hispanic education. The Council concluded that the nation faced a challenge. At a time when Hispanic Americans are becoming one of the fastest growing minority groups in the United States, they are experiencing declines in educational attainment. Acting on the Council's recommendations, President Bush signed *Executive Order 12729: Educational Excellence for Hispanic Americans*, on September 24, 1990.

The President's Advisory Commission on Educational Excellence for Hispanic Americans was established by Executive Order 12729 to advise the Secretary of Education on how to promote quality education for Hispanic Americans. Under the executive order, the Commission is responsible for providing advice to the Secretary of Education on the progress of Hispanic Americans toward achievement of the National Education Goals; advising the Secretary on the development and monitoring of Federal efforts to promote quality education for Hispanic Americans; assisting in establishing linkages among public and private educational institutions, government, the private sector, and Hispanic communities for improving education; and providing advice on ways to increase private sector and community involvement in improving education.

### **A Profile of the Hispanic American Population**

At the time of the 1990 Census there were approximately 22.4 million persons of Hispanic origin in the United States (who may be of any race), comprising 9 percent of the total U.S. population. (These figures do not include the residents of Puerto Rico.) During the decade 1981 to 1990 the Hispanic population increased by 53 percent, from 14.6 million in 1980. This compares with a growth rate of 9.8 percent in the total resident population of the United States. From 1990 to 2010 the Hispanic population is expected to increase from the current 9 percent to 14 percent of the total U.S. population, comprising the largest minority group in the United States.<sup>1</sup>

The Hispanic population of the United States is not a homogenous entity, it represents some of the earliest and some of the most recent migrants to this country. According to the March 1991 Current Population Survey, approximately three-fifths (63 percent) of Hispanic Americans were Mexican in

origin, representing the largest and probably the most highly concentrated segment of the Hispanic population; about 11 percent were from Puerto Rico; 5 percent were from Cuba; about 14 percent were from Central and South America; and over 7 percent were from other Hispanic regions.

### ***Hispanic Progress and the National Education Goals***

In 1989, the President and the nation's Governors adopted six National Education Goals. The Goals identify levels to be achieved by the year 2000 in readiness for schooling, high school completion, competence in specific subjects, adult literacy, and establishment of an environment conducive to learning.

The President's Advisory Commission is dedicated to strengthening America's capacity to provide quality education for Hispanic Americans and thereby achieving the National Education Goals. The Commission's work is assisted by the White House Initiative on Educational Excellence for Hispanic Americans, which was established by the Secretary of Education pursuant to the executive order.

A comparison of the educational status of Hispanics against the National Education Goals together with an analysis of apparent trends, whether favorable or unfavorable, is helpful in achieving an understanding of just how much progress the nation needs to make during the next eight years. Available measures and indicators show that Hispanic Americans are failing to meet the National Education Goals and are progressing more slowly than other groups.

### ***Sources of Information for the Commission***

Following its first organizing meeting in November 1991, the Commission met four times and has received testimony from a wide variety of sources. With the assistance of the White House Initiative staff, the Commission has reviewed:

- Data on major issues and citizen concerns, including those raised at regional Public Forums on Hispanic Education conducted by the Department of Education prior to the establishment of the Commission;
- Information on the participation of Hispanic Americans in nearly 600 education and education-related Federal programs, obtained in response to a request from the Secretary of Education initiated by the Commission;

- Special initiatives directed toward advancing educational excellence for Hispanic Americans that are under way throughout the United States (in keeping with its mandate, the Commission has begun to highlight initiatives undertaken by national Hispanic organizations);
- Demographic, socio-economic, and health profiles of the U.S. Hispanic population and its subgroups, providing an overview of the characteristics of Americans of Hispanic origin that are judged to have an impact on educational and economic achievement.

The Commission, in addition to examining indicators of Hispanic progress through pre-primary, elementary, and secondary education, has also focused on postsecondary education. The Commission noted evidence of Hispanic progress (there has been an increased college enrollment and number of degrees earned by Hispanics), but is concerned with the fact that a smaller fraction of Hispanic high school graduates (18 to 24 years old) are enrolled in college than are White and Black graduates, and that fewer Hispanics are pursuing graduate and professional programs.

Tracking Hispanic progress toward the National Education Goals requires an understanding of the "educational pipeline" through which Hispanic students and other students progress in the American educational system. Many Hispanics fall behind at every level of their movement through the educational system:

- There are fewer Hispanics in preschool education;
- There are fewer keeping up with their age groups;
- There are more dropping out and dropping out earlier;
- There are fewer completing high school;
- There are fewer enrolled in college, with more dropping out of college.

The analysis of education and related programs needs to include an examination of the goals and conceptual models on which the Commission's efforts are based.

### ***The Commission's Vision***

Since the Commission's first meeting in November 1991, several educational themes have regularly been brought to its attention by members of the Hispanic

community, educators, other experts, and individual Commission members. These include:

- Higher expectations for Hispanic children;
- Language achievement, cultural awareness, and empowerment;
- Greater parental involvement and early childhood education;
- Accountability and measurement validity;
- Educational partnerships;
- Community and political empowerment in Hispanic communities;
- Postsecondary education;
- Lifelong learning.

These themes provide a foundation for the vision that guides the Commission and its work. Through an articulation of its vision, the Commission is providing a direction for Hispanics and other Americans to identify the critical issues and search out answers to the challenges ahead.

### ***A Strategic View of the Challenges Ahead***

As the United States positions itself to meet the social and economic challenges of a rapidly changing economy and world order, the emergence of the Hispanic American population as a major socio-economic force must be recognized as an asset. The Commission's "Strategic View of the Challenges Ahead" acknowledges the Hispanic culture's strong work ethic, family consciousness, community-mindedness, and patriotism. Full participation by Hispanics in the nation's economy and society, therefore, will mean that America can look forward to a population that seeks access to opportunities to work and pay taxes, while contributing to the social well-being of local communities and the nation.

Unfortunately, while the potential for Hispanic contributions to the nation's well-being in these and other areas is great, there are many obstacles, including high rates of school dropout, relatively low educational attainment, language barriers, low expectations, and overcrowded schools.



## **Next Steps**

In this progress report the Commission provides an overview of the current status of Hispanics in achieving the National Education Goals, describes the sources to which it has turned for input, and offers a strategic view of the challenges ahead. In the **Next Steps** section of this report the Commission then sets forth how it proposes to carry out its mandate. The Commission's efforts are directed toward:

- Encouraging the establishment and development of a national Hispanic education council;
- Completing the inventory of education-related Federal programs;
- Examining the prospects for including data collection activities for Hispanic education in ongoing statistical improvement programs;
- Developing a recommended position for the Secretary of Education regarding the implications of national assessments for Hispanic students;
- Examining other areas that may lead to Commission recommendations to the Secretary of Education, including promoting early childhood education; removing barriers to success in education and work, particularly limited proficiency in the English language; and helping students to achieve their potential at all educational levels.

This progress report aims to establish a framework for systematically analyzing public policy problems and recommending innovative solutions.

---

***Topic 1***

## TOPIC 1 The Commission and Its Mandate

**The President's Executive Order:** In 1989, President Bush, recognizing that the National Education Goals would not be achieved for Hispanic Americans without special initiatives, asked his Domestic Policy Council to conduct a thorough review of education for Hispanic Americans. As a result, the Department of Education held six regional public forums on Hispanic education. The citizens who spoke at the public forums made it clear that a serious problem exists in education for Hispanics. After receiving recommendations from the Domestic Policy Council, President Bush then signed *Executive Order 12729: Educational Excellence for Hispanic Americans* on September 24, 1990.

**The Commission's Mandate:** Executive Order 12729 established the President's Advisory Commission on Educational Excellence for Hispanic Americans. The Commission is to advise the Secretary of Education on how to promote quality education for Hispanic Americans. The Commission is primarily charged with:

- Providing advice to the Secretary of Education on the progress of Hispanic Americans toward achievement of the National Education Goals;
- Advising the Secretary of Education on Federal efforts to promote quality education for Hispanic Americans;
- Establishing linkages among public and private educational institutions, government, the private sector, and Hispanic communities in improving education;
- Providing advice on ways to increase private sector and community involvement in improving education.

What follows is the progress report of the Commission, organized into topics covering: (1) a snapshot of the status of Hispanics in relation to the National Education Goals; (2) the Commission's ongoing efforts to assemble and examine relevant information and expert opinion; (3) an analysis of the challenge faced by the nation in providing Hispanics with a quality education; (4) a statement of the Commission's vision for the major education-related themes it is addressing, including greater parental involvement and educational partnerships; and (5) finally, the Commission's proposed next steps for carrying out its responsibilities in support of educational excellence for Hispanic Americans and for increasing accountability in both government and the educational community to ensure that appropriate progress is made.

The exhibits in the appendix contain additional documentation, including information from the Commission-sponsored inventory of Hispanic participation in education and education-related Federal programs and demographic, socio-economic, and health profile of Hispanic Americans.

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## *Topic 2*

## TOPIC 2 Hispanic Progress Toward the National Education Goals

**National Education Goals:** In 1989, the President and the nation's Governors sounded an organizing theme for reform in education by adopting six National Education Goals to be achieved by the year 2000.

- GOAL 1** All children in America will start school ready to learn.
- GOAL 2** The high school graduation rate will increase to 90 percent.
- GOAL 3** American students will leave grades four, eight, and twelve having demonstrated competency in challenging subject matter including English, mathematics, science, history, and geography; and every school in America will ensure that all students learn to use their minds well, so that they may be prepared for responsible citizenship, further learning, and productive employment in a modern economy.
- GOAL 4** U.S. students will be first in the world in science and mathematics achievement.
- GOAL 5** Every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship.
- GOAL 6** Every school in America will be free of drugs and violence and will offer a disciplined environment conducive to learning.

**AMERICA 2000 Strategy:** AMERICA 2000 is a long-term education strategy proposed by President Bush to help all Americans reach the National Education Goals by the year 2000. Involvement in the strategy, at both the national and the community level, can bring about change and improvement in education for Hispanic Americans and close the skills gap between Hispanics and other Americans. Pursuing the AMERICA 2000 strategy will also further the objectives of *Executive Order 12729*. Specific ways that the Hispanic American community will benefit include: **better accountability**, including the development of performance standards and benchmarks to measure success in achieving the National Education Goals for Hispanic Americans; **innovation**, including the establishment in Hispanic communities of New American Schools that meet their special needs; **lifelong learning**, including public and private partnerships to support continuing education in life and job skills training where Hispanic

Americans can receive assessment and referral services, family literacy programs, job skills and English as a Second Language (ESL) programs.

### ***Hispanics and the National Education Goals***

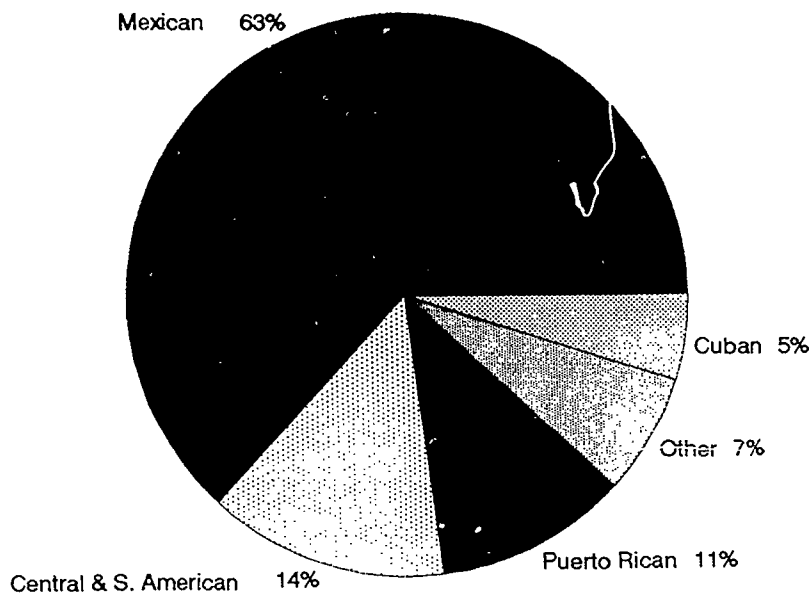
A comparison of the educational status of Hispanics today with the National Education Goals for the year 2000 makes clear the progress that must be made within the next eight years to achieve educational excellence for this growing group of Americans. In this section of the progress report the Commission focuses on each of the National Education Goals and presents indicators for the Hispanic population in relation to each goal. For some goals, no direct measures are available, either for the population in general or for Hispanics in particular, in these cases, the closest indirect indicator is used.

The definition of Hispanic used in the data presented in this report follows Federal guidelines. Hispanics are those who classify themselves as a person of Mexican, Puerto Rican, Cuban, Central or South American, or other Spanish culture or origin, regardless of race. Hispanics may be of any race.

The data on Hispanics may be affected by

- Any undercount of Hispanic citizens and of those whose presence in the U.S. is undocumented
- The inclusion or exclusion of data on persons in Puerto Rico

The pie chart below shows graphically the proportions of the Hispanic American population contributed by each of the population subgroups (See Figure 2.1).



SOURCE: Bureau of the Census

Figure 2.1 Hispanic Americans by Origin: 1991

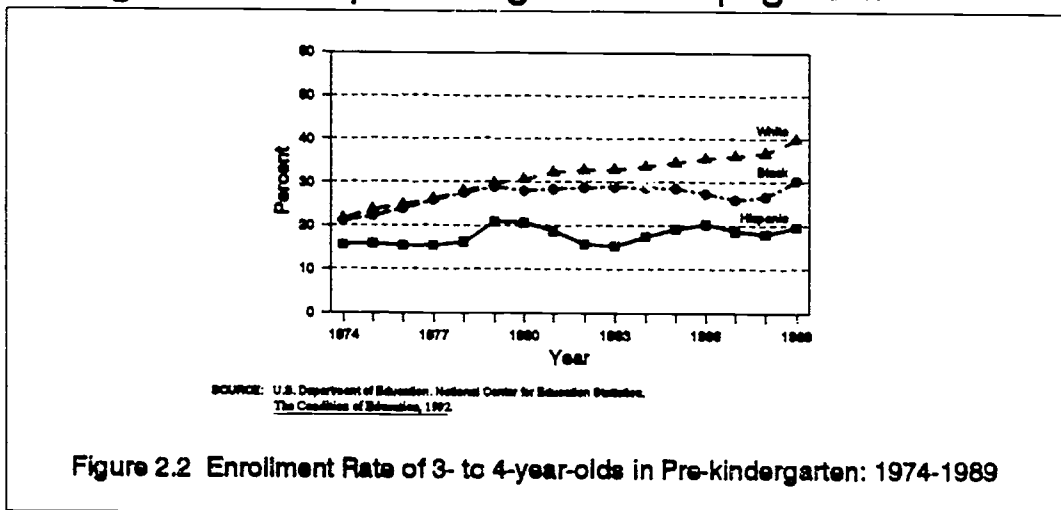
### GOAL 1

National Education Goal 1 states that by the year 2000, all children in America will start school ready to learn.

**Pre-Kindergarten Education:** Only 20 percent of Hispanic children 3 to 4 years old are enrolled in pre-kindergarten, compared with 40 percent of White children. The Hispanic children least likely to be enrolled in pre-kindergarten are those from low-income families in which the mother has not completed high school <sup>2</sup> (See Figure 2.2).



The figure below replaces Figure 2.2 on page 2-4:



SOURCE: U.S. Department of Education, National Center for Education Statistics, *The Condition of Education, 1992*.

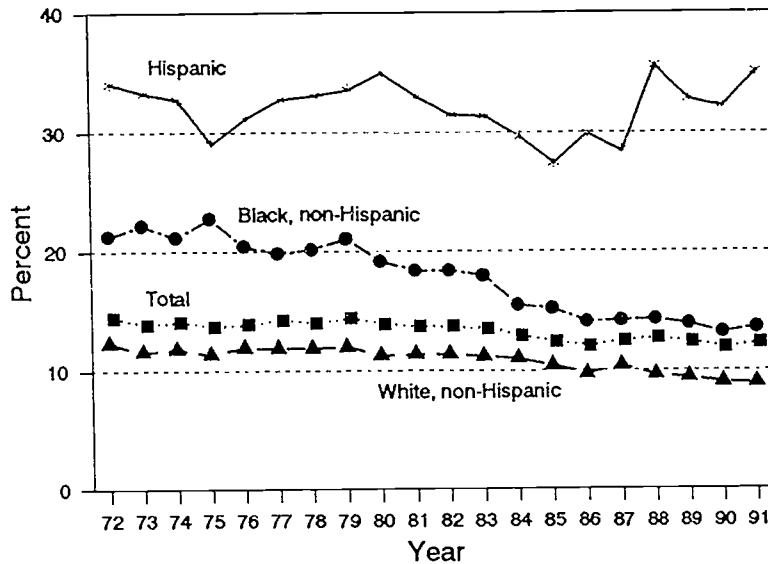
Figure 2.2 Enrollment Rate of 3- to 4-year-olds in Pre-Kindergarten: 1974-1989

## GOAL 2

National Education Goal 2 states that by the year 2000, the high school graduation rate for the United States will increase to at least 90 percent. This goal is critical for Hispanic Americans, yet unattainable without massive efforts.

**Status Dropout Rates:** To achieve Goal 2, the nation must reduce the dropout rate to 10 percent or less. Education data show that Hispanic dropout rates are among the highest in the nation and they have remained high throughout the past two decades. The dropout rate is 35 percent for Hispanics compared with 9 percent for non-Hispanic Whites. Although the year-to-year estimates fluctuate, the Hispanic status rate has been consistently higher than the status rate for non-Hispanic Whites.\* Hispanics make up an increasing proportion of all dropouts<sup>1</sup> (See Figure 2.3). These figures refer to the percent of persons 16 to 24 years old who do not have a high school diploma or alternative credential and are not enrolled in regular school.

\* The erratic nature of the Hispanic status rate reflects, in part, the small sample size of Hispanics in the Current Population Survey (CPS).



SOURCE: U.S. Department of Commerce, Current Population Survey, October, unpublished data.

Figure 2.3 Status Dropout Rates for Persons Ages 16-24, by Race and Ethnicity: 1972 - 1991

**Status Dropout Rates for Hispanic Subgroups:** In November 1989, the dropout rates for all Hispanics, for Mexican-Americans, and for Puerto Ricans were three times the rate for non-Hispanics. The rate for Cuban Americans was about the same as the non-Hispanic rate (See Table I).

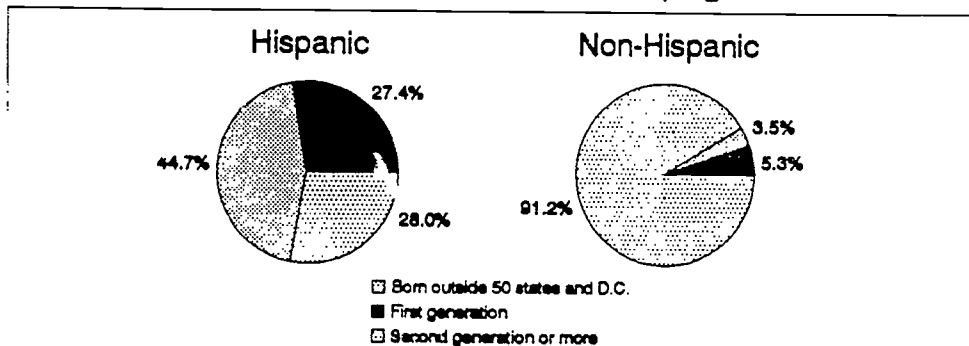
**Table I**  
Rate and Number of Status Dropouts, Ages 16-24, by Hispanic Subgroup: Fall 1989

Hispanic subgroup	Status dropout rate	Number of dropouts (in thousands)
Total	31.0	1,055
Cuban	9.2	10
Mexican	35.8	783
Puerto Rican	32.1	123
Other	19.0	139

NOTE: Percentages may not sum to 100 due to rounding.<sup>3</sup>

**Migration and Dropping Out:** Forty-five percent of the Hispanic population ages 16 to 24 was born outside the U.S. mainland, and their dropout rate is very high, 43 percent<sup>4</sup> (See Figure 2.4).

The figure below replaces Figure 2.4 on page 2-6:



SOURCE: Bureau of the Census, Current Population Survey, 1989.

**Figure 2.4 Recency of Migration Among 16-to-24-year-olds by Ethnicity: 1989**

SOURCE: Bureau of the Census, Current Population Survey, 1989.

Figure 2.4 Recency of Migration Among 16-to-24-year-olds by Ethnicity: 1989

**Recency of Migration and Dropping Out:** For each of the three groups listed in Table II, the rate for Hispanic young adults is much higher than the rates for non-Hispanics in the same age group<sup>5</sup> (See Table II).

**Table II**  
Rate and Number of Status Dropouts, Ages 16-24, by Recency of Migration and  
Ethnicity: Fall 1989

Recency of migration	Status dropout rate	Number of dropouts (in thousands)	Status dropout rate by ethnicity	
			Hispanic	Non-Hispanic
Total	12.5	3,991	31.0	10.3
Born outside 50 states and D.C.	28.9	689	43.0	7.9
First generation	10.4	239	17.3	6.2
Second generation or more	11.2	2,878	23.7	10.7

Note: **Total** includes a small proportion for whom place of birth is unknown. Individuals defined as **first generation** were born in the 50 states or the District of Columbia to parents, one or both of whom were born outside the United States. Individuals defined as **second generation or more** were born in the 50 states or the District of Columbia to parents both of whom were born in the United States. Percentages may not sum to 100 percent due to rounding.

#### GOAL 3/GOAL 4

National Education Goal 3 states that by the year 2000, American students will leave grades four, eight, and twelve having demonstrated competency in challenging subject matter, including English, mathematics, science, history, and geography; and every school in America will ensure that all students learn to use their minds well, so that they may be prepared for responsible citizenship, further learning, and productive employment in our modern economy.

The goals also aim at making U.S. students first in the world in science and mathematics achievement by the year 2000.

With reference to Goal 3, we know the following about our Hispanic population:

**English:** Hispanics at ages 9 and 13 were reading at about the same level in 1990 as in 1975, while 17-year-old Hispanics were doing significantly better in 1990 than they were in 1975. Writing proficiency among Hispanics of all three age groups did not improve between 1984 and 1990, with average scores remaining at minimal proficiency levels.<sup>5</sup>

**Mathematics:** The average math proficiency of Hispanic youths ages 9 and 13 increased from 1973 to 1990, while that of 17-year-olds did not change. The gap between Hispanics and Whites at all three age levels has remained the same since 1982.<sup>5</sup> Twelve percent of Hispanics, compared with six percent of Whites, were taking remedial math or no math at all in grade eight.<sup>6</sup>

**Science:** The average science performance of 9- and 13-year-old Hispanics in 1990 showed improvement over scores from 1977, while those of 17-year-olds did not improve over the same period. Still, Hispanics had lower scores than Whites at all three ages, although the gap narrowed among 13-year-olds. At age 17, Hispanics on average had science proficiency skills comparable to White 13-year olds.<sup>5</sup>

**Postsecondary Education for Hispanic Americans:**\* Hispanics have the lowest enrollment rate of any group in higher education. Approximately 29 percent of Hispanic high school graduates were enrolled in college compared with 39 percent for Whites and 31 percent for Blacks. Moreover, Hispanics who enroll in college are more likely to enroll in a two-year college than White or Black students. In 1990, 55 percent of Hispanic college students were enrolled in two-year community colleges compared with 37 percent of non-Hispanic White and 42 percent of non-Hispanic Black students.<sup>7</sup> Hispanics are also least likely to complete four or more years of college. In 1990 their college completion rate was 9 percent compared with 21 percent for non-Hispanic Whites 25 years and older. Furthermore, a very small number of Hispanic students who complete bachelor's degrees pursue graduate and professional programs.<sup>7</sup>

## GOAL 5

Goal 5 states that by the year 2000, every adult in America will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship.

One way to estimate the lack of literacy is to count those persons who have completed less than five years of schooling. In 1991, 12.5 percent of Hispanic

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\* Vocational education is an important part of postsecondary education for minority students. However, the Commission has not yet identified any comprehensive indicators or data from vocational and adult education programs.

adults 25 years and older had not completed the fifth grade, compared with 2.4 percent in the total population.<sup>9</sup>

## GOAL 6

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National Education Goal 6 states that by the year 2000, every school in America will be free of drugs and violence and will offer a disciplined environment conducive to learning.

**Drugs:** A Department of Health and Human Services survey found that the percentage of Hispanic high school seniors who had used drugs was lower than the rate reported among White high school seniors for the years 1985 through 1989.<sup>10</sup>

**Violence in School:** Another survey found that the types of violence experienced by Hispanic students ages 12 to 19 in school were generally similar to violence reported by White students. However, Hispanic students were three times more likely to report the presence of street gangs in their schools.<sup>10</sup>

**Hispanic Progress Through the American Educational System:** Tracking Hispanic progress toward the National Education Goals requires an understanding of the ways in which Hispanic students and non-Hispanic students progress through the American educational system, eventually leaving as either graduates or dropouts.

### *The Educational Pipeline for Hispanic Americans: Fewer Start, Fewer Finish, Fewer Keep Up*

At nearly every major point of the educational pipeline, Hispanics fall behind Whites.

- A lower proportion of Hispanic children receive preschool education.
- A lower proportion of Hispanic school children keep up with their age group.
- A lower proportion of Hispanics attend secondary school.
- Hispanics drop out earlier, so Hispanic dropout rates prior to five years of schooling than those from other groups.
- A lower proportion of Hispanics are enrolled in college. While the Hispanic college enrollment rate has improved dramatically in recent years, most Hispanics are in two-year community colleges, not four-year colleges. Moreover, Hispanics attending college experience high dropout rates.



***Topic 3***

### TOPIC 3 Sources of Information for the Commission

The Commission has secured input from a number of experts who spoke at Commission meetings has studied the views of the Hispanic community expressed at public forums conducted around the U.S. by the Secretary of Education. In addition, the Commission gathered information by: (1) conducting a preliminary study of Hispanic participation in education-related Federal programs; (2) looking at what is being done to advance education excellence for Hispanic Americans by national Hispanic organizations; and (3) examining demographic, socio-economic, and health statistics on the Hispanic population. Further documentation of the Commission's information-gathering efforts is provided in the appendix.

**Commission Meetings:** Following their swearing-in and first meeting in November 1991, members of the Commission met in January, April, June, and August 1992 to frame the issues, plan the Commission's work, hear from invited experts, and draft this progress report.

**Public Forums on Hispanic Education:** To secure the grassroots views of the Hispanic community, public forums for Hispanic education were conducted during 1989 by the Department of Education at various locations around the nation. Forum participants included: state and local officials, Hispanic organizations, teachers at the precollegiate and college levels, and working parents of Hispanic students. All expressed their concerns about the quality of education being offered to Hispanic students, and voiced their concerns for the future of those students at risk of dropping out and about the fate of dropouts not being served at all.

**The Commission's Inventory of Education and Education-Related Federal Programs:** In early 1992, the Commission asked the Secretary of Education to request information from each Federal department and agency receiving a significant amount of funding for education and related programs. Specifically, the Commission sought data on the participation of Hispanics in these programs, including information on the program's legislative intent, the relation of the program to the National Education Goals, the eligible population and actual participation by race/ethnicity, and financial information. Participation data were also requested by Hispanic subgroup and by state, if available. Each Federal department and agency designated a liaison official (appointed by the head of the department or agency) who distributed an inventory form to the managers of these education and related programs. The data collection was carried out from April to July 1992. Almost 600 programs provided responses to



the Commission's inventory. Because of time constraints in completing the inventory, extended instrument-development activities were not possible, nor were formal post-survey follow-up interviews conducted. **The information gathered in this first round of data collection, therefore, is regarded as preliminary.** (The principal results are presented in Exhibit I of the Appendix.)

**Highlights of Special Initiatives in Hispanic Education:** The Commission has looked at many efforts to advance excellence in the education of Hispanic Americans. Initiatives are being conducted in many settings with both local and national leadership. The following initiatives are sponsored by national Hispanic organizations, whose leadership efforts can assist in the implementation of the AMERICA 2000 strategies within the Hispanic community.

- **The ASPIRA Model:** The ASPIRA Association has been devoted to improving education for Puerto Ricans and other Latinos for 30 years. Its work is founded on a process, "the ASPIRA Model," that features awareness of community problems, analysis of their causes and possible solutions, and action to initiate programs and advocate change. ASPIRA's services are offered through clubs in high schools and middle schools in six major U.S. cities and Puerto Rico. Participating students, "aspirants," are given opportunities to develop leadership and academic skills. In workshops, seminars, and discussion groups they learn to work together, provide peer support for one another, and strive for group rather than individual goals.
- **LULAC National Education Service Centers, Inc.:** LULAC is the largest membership and oldest Hispanic organization in the United States. It has more than 400 chapters, many of which have active scholarship fundraising drives. LULAC operates 15 service centers aimed at helping provide timely information to help youth complete school.
- **Project EXCEL:** NCLR's Project EXCEL (EXcellence in Community Educational Leadership) has worked to improve educational opportunities for Hispanic students. EXCEL's six innovative community-based education models have served more than 5,000 Hispanic in-school children and youth, dropouts, parents, and teachers in more than 40 communities, and have been adopted by public, parochial, and alternative schools and by university-based precollegiate programs. NCLR provides models, innovative curriculum, training, technical assistance, seed grants, and monitoring and evaluation to assist local groups in implementing the models. Nearly 400 Hispanic community-based organization representatives have received training.

**SER Family Learning Centers:** Intergenerational learning in which grandparents and parents join with children as a way of helping them learn is the focus of the SER Family Learning Centers operated at 52 sites around the United States by SER Jobs for Progress. SER Jobs for Progress is a nonprofit Hispanic service corporation founded in 1964 by the two oldest and largest U.S. Hispanic volunteer organizations, the American GI Forum and the League of United Latin American Citizens (LULAC), with funding from the U.S. Department of Labor and the Office of Economic Opportunity (Poverty Program). SER-Jobs for Progress receives leadership and support from a council, Amigos de SER, consisting of executives of major corporations.

In addition to these initiatives under local and national Hispanic organizations, there are many other promising local and national efforts within the business, religious, and nonprofit sectors.

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***Topic 4***

## TOPIC 4 -- THE COMMISSION'S VISION

Since the Commission's first meeting in November 1991, members of the Hispanic community, educators, other experts, and individual Commission members have helped the Commission move toward a vision of the issues, problems, and promising directions that are needed to achieve educational excellence for Hispanic Americans. Principal themes have included:

- Higher expectations;
- Language, cultural awareness, and empowerment;
- Parental involvement and early childhood education;
- Accountability and measurement validity;
- Educational partnerships;
- Community and political empowerment;
- Postsecondary education;
- Lifelong learning.

These themes have formed the vision that guides the Commission and its work. Through an articulation of this vision, the Commission is laying the foundation for Hispanics and other Americans to identify the critical issues and search out solutions to the problems facing Hispanic Americans.

### THE VISION

#### *Higher Expectations*

All children will be expected to learn if given the attention and the expectation that they can succeed.

### THE CHALLENGE

Some educators often have low expectations for Hispanic students, which become a self-fulfilling prophecy, affecting their achievement and hindering their placement into high-quality programs.

## THE VISION

### *Language, Cultural Awareness, and Empowerment*

Recognizing that it is an asset to be able to speak more than one language, Hispanic Americans will be empowered to participate fully in the opportunities of our society, with English language skills to augment their Spanish language and culture.

### *Parental Involvement and Early Childhood Education*

The parent is the child's first teacher and efforts will focus on helping the parent and the family unit in carrying out that role.

### *Accountability and Measurement Validity*

Educational institutions at all levels must be accountable and will measure success by outcomes rather than by process.

### *Educational Partnerships*

A partnership among education, the private sector, and the Hispanic community will be essential for Hispanics to achieve success in education and for our country to effectively tap the resource of Hispanic talent.

## THE CHALLENGE

All too often, education professionals are not aware of the cultural barriers facing Hispanics in mastering English language skills.

Programs often bypass the parents, failing to provide practical resources for carrying out their parental responsibilities.

There is minimal accountability in education, at every level, for measuring outcomes based on program effectiveness and for reporting the results to citizens. In particular, there are reasonable concerns that current testing practices do not properly account for Hispanic student achievements.

Often education is seen as a responsibility that belongs to the government rather than as an investment needing the support of all elements of our society.

## THE VISION

### *Community and Political Empowerment*

Efforts to empower a particular group to solve its own problems will start by involving people in grassroots organizations in the planning, implementation, and evaluation of programs.

### *Postsecondary Education*

The multicultural, high-skilled workplace of the future will require that greater numbers of Hispanics successfully complete a college program, whether in a two-year community college or in a four-year college or university, and that a higher percentage of Hispanic students will pursue graduate and professional programs.

### *Lifelong Learning*

For people to reach their fullest potential, education will be a lifelong process.

## THE CHALLENGE

Programs often are planned and carried out without the participation of Hispanics and do not support the local efforts of community-based organizations, thus foregoing an opportunity to be more productive and cost-effective.

Because Hispanic students are often tracked in nonacademic high school programs, only a minority of the graduates develop the necessary skills for successful college work. Preparing these students so they may have access to college, compete equally with non-Hispanic students, and receive necessary financial assistance requires greater interaction between schools and universities and acknowledgement of the specific needs of Hispanic students.

American society and the American economy are changing rapidly. Preparing people to function effectively in this environment requires training and retraining and attending to the transition from school to work.

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***Topic 5***

## TOPIC 5 A Strategic View of the Challenges Ahead

**Hispanic Potential:** The potential for Hispanic contributions to a vigorous American economy and society are well demonstrated. For example, the median income of Hispanic households in 1990 was approximately 13 percent higher in constant dollars than in 1982. Major Hispanic population centers such as Chicago, Los Angeles, Houston, Miami, and New York, as well as the nation as a whole, have been and continue to be greatly enriched by the contributions of Hispanic Americans in the arts, medicine, science, sports, and more. Hispanics are a young, family-oriented group who will continue to bring new consumer power and social growth and stability to the nation's communities well into the next century.

As the United States positions itself to meet the social and economic challenges of a rapidly changing economy and world order, the emergence of the Hispanic American population as a major socio-economic force must be recognized as an asset. The Commission's strategic view of the challenges ahead acknowledges the Hispanic culture's strong work ethic, family consciousness, community-mindedness, and a patriotism which is attested to by more Congressional Medal of Honor winners than in any other minority group.<sup>11</sup> Full participation by Hispanics in the nation's economy and society, therefore, will mean that America can look forward to a population that seeks access to opportunities to work and pay taxes, while contributing to the social well-being of local communities and the nation.

**An Untapped Resource:** At a time when the nation's economy is calling for a more educated and resilient workforce, the United States finds itself with a shrinking, aging and less skilled pool of workers. If America's productivity is to improve, the nation must add workers to its labor force in a way that will meet the economy's special and pressing needs. The challenge is to strengthen rapidly the country's workforce for the benefit of all.

A solution can be found in America's Hispanic population. Hispanic Americans are the youngest and second-largest minority in the United States. In the first decade of the twenty-first century Hispanics will represent the greatest increase in America's workforce, one-third of the net gain.<sup>12</sup>

Strategic to improving the nation's ability to reinvigorate its workforce so it can compete successfully in the world market is the challenge of better educating Hispanic Americans. Although they currently constitute one of the least educated pools of workers in the country, Hispanics provide great potential for



contributing to the American economy. This population must be recognized as a rich, untapped resource for raising the productivity of the nation's workforce and enhancing the lives of all Americans.

**Obstacles to Hispanic Contributions:** The realization of the economic potential of Hispanics is impeded by severe educational, health, employment and language obstacles (see Appendix, Exhibit II). For example, in urban areas, schools are often large, overcrowded, underfunded, and fraught with the social problems that are endemic to many inner cities. In these circumstances teachers are less likely to have the time or resources to provide the individual attention and special programs many Hispanic students may need. As a result, the educational disadvantages of Hispanics are often characterized by a high degree of isolation, low socio-economic status, poverty, and low test scores. Moreover, the impediments to education are not limited to urban areas. Data on children of Hispanic migrant workers who attend school in rural areas show these high school students at greater risk than urban students of dropping out due to drug use, pregnancy, or child abuse.<sup>13</sup>

The need for better education structures is further demonstrated by the correlation between lower education and earning levels among Hispanic Americans (see below).

### *Lower Education, Lower Earnings*

High dropout rates and low average years of schooling have their consequences: low paying jobs, low incomes, and a high percentage of families and children in poverty.

- Hispanics earn less. In 1990, Hispanic men averaged \$322 in weekly wages, less than Black men (\$360) or White men (\$497). The same was true for Hispanic women (\$280) compared with Black women (\$308) and White women (\$355). (U.S. Department of Labor, Bureau of Labor Statistics, Employment and Earnings, January, 1991).

- Hispanics had the fastest growing number of poor children of any ethnic group. Between 1979 and 1991, the number of Hispanic children in poverty nearly doubled (a 98 percent increase) compared to a 37 percent increase for all children. The poverty rate for Hispanic children rose from 28 percent to 49 percent of children. (U.S. Department of Commerce, Bureau of the Census, Current Population Reports, Series P-60, 1992).

Another significant obstacle to Hispanic contributions is the extremely low percentage of Hispanic elementary and secondary school teachers—only 3 percent.<sup>14</sup> To provide role models as well as people that understand their culture and language requirements, Hispanic teachers are needed in all educational

levels and specializations, especially in areas such as bilingual education, vocational education, special education, science, and mathematics.

While better education is neither the sole nor the entire solution to any of these problems, it is part of the answer to each of them. Constructive steps toward quality education and workforce training for Hispanic Americans, therefore, are needed to address the wide range of barriers and disadvantages that Hispanics experience.

**Why Americans Should Care:** International and domestic events combine to make this an opportune time for the United States to recognize and take full advantage of the potential offered by its Hispanic population. Today, new grounds for Hispanic pride derive from the resurgence of interest in Latin American historical roots focused on the 500th anniversary of Columbus' first voyage to this Hemisphere; the collaboration of the Americans in the Free Trade Zone; the economic interdependence of North, Central, and South America; and recognition of bilingualism and cultural diversity as an asset. If we as a nation let education and training deteriorate, new poverty pools will emerge across our land. The strategic view of the challenges ahead requires an increased investment in human resources to ensure that the American labor force has a competitive edge in global and domestic markets.

- **Investment in Human Resources:** With the end of the Cold War, the United States is in a position to redefine the basis of its national strength. In doing so, the nation needs to take a closer look at assets such as its Hispanic population; many are young, under-educated, under-employed, and eager to work, but are not yet able to realize their full potential.
- **Global Competition:** The globalization of the economy imposes competitive pressures that put a premium on the effective use of our human resources. It obliges the United States to pay closer attention to the relatively small group of those who are entering the work force each year, to their education and training, and to the ideas and techniques that are available to them.
- **Domestic Growth:** Domestically, we are entering a period of slow labor force growth, having passed the peak that resulted from the maturing of the baby boom. In fact, early in the next century the United States will need to finance the retirement of the baby boom generation. By the year 2030, there will be 1.2 elderly Americans (over age 65) for every 10- to 24-year-old.

**Leadership and Institutional Renewal:** *Executive Order 12729* starts with the assumption that improving education for Hispanic Americans will require the commitment of the entire nation. The renewal of educational institutions, not only for Hispanics, but for all Americans, begins with the realization that the problems do not belong to government alone, but to each and every citizen. The analysis of education and related programs must include, therefore, an examination of the goals and conceptual models on which our efforts are based. We must also ask whether current programs need to be restructured to better address today's and tomorrow's challenges.



# Topic 6

## TOPIC 6 Next Steps

In this progress report, the Commission has provided an overview of the status of Hispanics in the early 1990s, described the sources to which it has turned for input, and offered a strategic view of the challenges ahead. Based on this information, the Commission proposes to carry out its responsibilities as follows.

1. **In keeping with the intent of Executive Order 12729, section 4, which states: *The Commission will also provide advice on ways to increase private sector and community involvement in improving education*, the Commission proposes:**

The establishment and development of a non-governmental national Hispanic education council. The purpose of this national council would be to improve the educational attainment rate for Hispanic Americans at all levels by developing and promoting innovative policy options and programs and bringing about public awareness to achieve that end. Major objectives of this proposed national council would be:

- To conduct a public awareness program informing employers, policy makers, educators and the Hispanic community of the untapped talent which can be realized by improving the education of Hispanic Americans;
  - To establish a resource center for Hispanic students and parents on scholarships, financial assistance programs, and other information relating to postsecondary education;
  - To gather and synthesize the educational knowledge that exists throughout this country and Latin America among Hispanics which can produce timely research analysis and develop innovative solutions;
  - To provide a source and linkage where all individuals and organizations interested in improving the education of Hispanics can turn for policy options, data, and identifying successful programs which may be used in their efforts.
2. **To improve its ability to advise the Secretary of Education on the progress Hispanic Americans are making in achieving the National Education Goals, the Commission proposes to:**

- **Improve its model of the flow of Hispanic students through the American educational system.** A model of the Hispanic "educational pipeline" provides a means for using cohort data to help Commission members follow and project the progress of Hispanic education. This can be a useful tool for analysis.
  - **Improve its inventory of participation in Federal programs by Hispanics.** The Commission observed differences in the way education and education-related Federal programs collected information regarding participation data. Further analysis of the reasons for these differences is needed.
3. **To solicit advice for and formulate recommendations to the Secretary of Education for enhancements to the data collection activities of Federal efforts related to quality improvements in education for Hispanic Americans.** In particular, the Commission proposes:
- **To obtain information on whether Hispanics are receiving services on an equitable basis.** The Commission seeks to examine and analyze data on Hispanic participation in education and education-related Federal programs.
  - **To examine the prospects for enhancing ongoing data collection activities.** Statistical improvement efforts such as the current multi-Departmental initiative to improve the national economic statistics and the new National Cooperative Education Statistics System sponsored by the Department of Education appear to hold promise as vehicles for improving the flow of information on Hispanic education. If these initiatives can provide a feasible vehicle for tracking Hispanic progress, better data may become available without large added costs for new data collection.
4. **To develop a recommended position for the Secretary of Education regarding the implications of national assessments for Hispanic students.** Proposals for national testing of educational achievement have various implications for the financial support of schools, decisions made about the educational careers of students, and the expectations school personnel have of Hispanic students. The Commission wishes to examine these issues as a basis for advice to the Secretary regarding national assessments of Hispanic students.
5. **To examine other areas that may lead to Commission recommendations to the Secretary of Education.** This would include further review of outside

advice and proposals received by the Commission regarding possible steps for improving Hispanic education, including:

- Preschool intervention, early childhood education, and parental involvement;
- Promotion of service delivery through community-based organizations;
- Promotion of cultural awareness and sensitivity among education professionals;
- Identification and removal of barriers to full Hispanic participation in American education.

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## *Endnotes*



## ENDNOTES

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# EXHIBIT I Inventory of Education and Education-Related Federal Programs with Hispanic Participation \_\_\_\_\_

## **Introduction**

This exhibit briefly describes the influence of the Federal government on American education and presents an inventory of reported data on education and education-related Federal programs which provide service to Hispanic Americans.

## **Role of the Federal Government in Education**

The Federal government contributes only 7 percent of the total national expenditure on education. State and local communities provide the remainder of the funds. Nonetheless, the Federal government plays an important role in education in the United States by:

- Providing statistics and other information to describe the performance of students, schools, and states;
- Exercising leadership at the national, state, and local levels in pursuit of the National Education Goals;
- Supporting equal educational opportunities for all Americans;
- Supporting programs for students and teachers with special needs (for example, bilingual education) as well as programs addressing a national concern (for example, mathematics and science) and by providing funds to research and replicate successful programs.

The National Education Goals Panel monitors the progress made towards the National Education Goals and publishes a report each September. The *National Education Goals Report, 1992* includes financial resources and participation data for Federal programs. In fiscal year 1991, the Federal government spent an estimated \$59 billion for services and activities related to the National Education Goals. Programs that targeted the preschool years accounted for 25 percent of these Federal funds, programs that targeted the post-high school years accounted for 42 percent, and programs that targeted postsecondary education accounted for about 33 percent.

## **Overview of the Commission's Inventory**

The Commission asked the Secretary of Education to gather statistical data from each Federal department and agency with a significant amount of funding for education and education-related programs. Specifically, the Commission sought data on the participation of Hispanics in each of these Federal programs, including information on legislative intent, the relation of the programs to the National Education Goals, the eligible population and actual participation by race/ethnicity, and financial information. The Commission requested data, if available, on program participation by Hispanic subgroup and by state.

Data gathered from almost 600 education and education-related Federal programs are included in the Commission's inventory. Because of time constraints, no pretest of the inventory form was possible, nor were formal follow-up interviews conducted. **The inventory information presented in this report, therefore, should be regarded as preliminary.**

**Table I**  
Education and Education-Related Programs Reported by Department/Agency\*

Department/Agency	Number of Programs
Department of Education	184
Department of the Interior	89
Department of Agriculture	83
Department of Health and Human Services	50
National Science Foundation	47
Department of Transportation	23
Department of Veterans Affairs	23
Department of Defense	22
Department of Energy	17
Department of Labor	17
Department of Housing and Urban Development	13
Department of the Treasury	7
Department of Justice	6
Department of State	6
Department of Commerce	4
National Endowment for the Humanities	1
<b>TOTAL</b>	<b>592</b>

\* Each department or agency determined the programs which were considered to be education-related and eligible for the Federal Program Inventory.

### **Programs and National Education Goals**

The Commission initially identified Federal programs through a review of the Catalog of Federal Domestic Assistance and from the Federal Coordinating Committee on Science and Engineering Technology (FCCSET). The head of each Federal department and agency appointed a liaison official who determined which programs met the criteria set by the Commission and distributed inventory forms to these program managers. Table I ranks the 16 departments and agencies by the number of inventory forms returned. Table II identifies the

number of programs associated with each National Education Goal and should be viewed in the context of indicators presented under Topic 2.

**Table II**  
Number of Federal Programs Addressing National Education Goals

Department/Agency	National Education Goals					
	1	2	3	4	5	6
Department of Education	56	60	80	59	90	36
Department of the Interior	8	28	60	45	30	17
Department of Agriculture	7	14	22	21	10	1
Department of Health and Human Services	1	2	14	19	12	2
National Science Foundation	1	1	11	31	3	0
Department of Transportation	1	3	5	4	2	3
Department of Veterans Affairs	0	1	9	7	7	0
Department of Defense	4	3	2	6	3	2
Department of Energy	1	6	11	11	2	0
Department of Labor	0	4	3	0	5	3
Department of Housing and Urban Development	4	4	3	0	3	3
Department of the Treasury	1	0	2	0	1	0
Department of Justice	0	1	1	1	2	4
Department of State	0	0	0	0	0	0
Department of Commerce	1	2	1	1	2	2
National Endowment for the Humanities	0	0	1	0	1	0
<b>TOTAL</b>	<b>85</b>	<b>129</b>	<b>225</b>	<b>205</b>	<b>173</b>	<b>73</b>

NOTE: Each program manager could indicate one, several, or all of the National Education Goals as goals on which that program had an impact; therefore, a program could be counted under more than one of the National Education Goals. Some programs were also counted under "Other Goals," a category not shown on this table.

## **Hispanic Participation**

Perhaps the most interesting statistic generated by the Commission's inventory is the fact that only 33 percent of the program managers were able to provide data for the number or proportion of Hispanics participating in the programs. Those programs maintaining records of participation, however, do so in order to comply with Title IV of the Civil Rights Act of 1964, which requires agencies and departments to assure that individuals are not denied the opportunity to participate in or benefit from Federal programs and activities because of color or national origin.

Not surprisingly, the proportion of Hispanics is often higher in programs that target special needs of the Hispanic population such as migrant education, dropout prevention programs, bilingual education, and preschool education for the disadvantaged. Overall, however, even though Hispanics made up 9 percent of the population and comprised 18 percent of persons in poverty in the United States in 1991, the most commonly reported proportion of Hispanics participating in education and education-related Federal programs was only 3 to 5 percent of total participants.

The major programs relevant to educational excellence for Hispanic Americans are listed in Table III. Important examples include:

**Head Start** -- The Head Start Program reported that 128,364 Hispanic children participated in 1991. Hispanics comprise an estimated 18 percent of all participants in the program. The participation of Hispanic children from families with incomes below \$15,000 in all preschool programs is about one-in-six in nursery school programs and one-in-five in nursery school and kindergarten. Despite Head Start, many economically disadvantaged Hispanic children do not have exposure to preschool programs.

**Pell Grants** -- Hispanic student enrollment has increased at the postsecondary undergraduate level, especially in two-year institutions. In the Federal Pell Grants Program, Hispanics comprised 14 percent of program recipients out of more than 3 million total program recipients during 1989-90. Thirty-four percent of Hispanic students participate in the Federal Pell Grants Program compared with 22 percent of non-Hispanic students.

**Stafford Loans** -- In the Stafford Loan Program, Hispanics comprise 10 percent of program participants out of 3.6 million borrowers. Eighteen percent of Hispanics participate in the program compared with 16 percent of non-Hispanics.

**Table III**

Participation of Hispanics in Major Education-Related Federal Programs That Report Data

	Hispanic Proportion of Program Participants	Total Number of Program Participants	Year	Total Budget
<b>PRESCHOOL</b>				
Special Supplemental Food Program for Women, Infants, and Children (WIC)	23%	4,880,262	1991 (April)	\$2.4 million
Food Stamps	14%	9,064,770	1991 (July)	
Head Start	22%	583,471	1991 (est.)	\$2 billion
<b>ELEMENTARY/SECONDARY</b>				
Chapter I <sup>1</sup>	26%	5,225,881	1989-1990	\$5.6 billion
Bilingual Education <sup>2</sup>	72%	209,918	1991	
Dropout Prevention	39%	68,700	1991 (est.)	
<b>TRANSITION TO POSTSECONDARY <sup>3</sup></b>				
Upward Bound	16%	38,150	1990	
Student Support Services	16%		1988	
Talent Search	22%		1986	
Educational Opportunity Centers	13%		1986	
<b>POSTSECONDARY/ UNDERGRADUATE <sup>4</sup></b>				
Federal Pell Grants	13%	3,322,000	1989-1990	\$5.4 billion
Federal Supplemental Educational Opportunity Grants (FSEOG)	9%	728,000	1989-1990	\$521 million
Federal Work Study (FWS)	7%	677,000	1989-1990	
Stafford Loan Program	10%	3,619,000	1989-1990	\$12.4 billion
<b>ADULT LEARNING</b>				
JTPA, Title II A	11%	849,455	1990	
JTPS, Title II B	20%	719,010	1990	



<sup>1</sup> Local education agencies and concentration grants.

<sup>2</sup> Title VII Bilingual Education Programs, Transitional Bilingual Education (P.L. 100-297; April 28, 1988).

<sup>3</sup> Data in this section are from a National Postsecondary Student Aid Study (1989-90), as program data were unavailable.

<sup>4</sup> National Postsecondary Student Aid Study, U.S. Department of Education, National Center for Education Statistics, unpublished tabulations, 1992.

SOURCE: White House Initiative on Educational Excellence for Hispanic Americans, data provided by program managers for the Commission's Inventory.

NOTE: Hispanics are approximately 9 percent of the undergraduate population.

### **Description of Major Programs**

Special Supplemental Food Program for Women, Infants, and Children (WIC)--Agriculture--Provides nutrition assistance and education to at-risk pregnant women and young children from birth to five years.

Food Stamps--Agriculture--Improves diets of low-income households by increasing their food purchasing ability.

Head Start--Health and Human Services--An early childhood development program for disadvantaged and disabled children ages 3 to 5 that combines education, health care and nutrition, and active parental development to help children be healthy and ready for school.

Chapter I--Education--Provides financial assistance to school districts to meet the special needs of educationally disadvantaged children who live in areas with high concentrations of children from low-income families.

Bilingual Education--Education--Grants to assist school districts and other eligible grantees in the development and support of instructional programs for students with limited English proficiency.

Dropout Prevention--Education--Provides financial assistance to local educational agencies, educational partnerships, and community based

organizations to establish and demonstrate effective dropout prevention and reentry programs.

Upward Bound--Education--Helps students develop skills and motivation necessary for success in education beyond high school among low-income and potential first-generation college students and veterans.

Student Support Services--Education--Provides supportive services to disadvantaged college students to enhance their potential for successfully completing the postsecondary education program in which they are enrolled.

Talent Search--Education--Identifies disadvantaged youths with potential for postsecondary education; encourages them in continuing in and graduating from high school.

Educational Opportunity Centers--Education--Provides information on financial and academic assistance available for qualified adults desiring to pursue a program of postsecondary education.

Pell Grants--Education--Federal student aid program that provides grant awards to low-income qualified students to defray the cost of postsecondary education.

Supplemental Educational Opportunity Grants (SEOG)--Education--Program to help financially needy undergraduate students meet the cost of their education by providing supplementary grants assistance through participating postsecondary institutions.

Federal Work-Study (FWS)--Education--Provides part-time employment to eligible postsecondary students to help meet educational expenses.

Stafford Loan Program--Education--Provides support for low-interest loans to students through commercial lenders to help pay for the cost of a postsecondary education.

## EXHIBIT II Demographic, Socio-economic, and Health Profiles of Hispanic Americans

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This exhibit presents brief profiles of the demographic, socio-economic, and health characteristics of Americans of Hispanic origin which contribute to the group's educational attainment and economic achievement. The data presented are extracted, for the most part, from published national data sets maintained by the Federal government and from analysis of these data by individual researchers. The statistical indicators in this exhibit can serve as a baseline against which to measure the future advances in educational attainment and economic achievement of Hispanic Americans from which the nation as a whole will benefit.

### Demographic Profile

The United States is experiencing major changes in the race and ethnic composition of its population. These changes will accelerate in the years to come. Over the past decade, the growth of the non-White populations as a whole has been substantially greater than that of the White population. The non-White populations are projected to continue to outpace the White population. The Hispanic American population is one of the fastest growing groups in the United States. Although most of the following data are for Hispanic Americans as a group, it is important not to lose sight of the significant diversity among the origin groups that are included in the Hispanic American population.

#### **Components of Growth**

Immigration, age composition, and high fertility rates have contributed to the growth of the Hispanic population.

**Immigration:** In recent decades, immigration from Latin America, primarily Mexico, has accelerated the growth of the Hispanic population in the United States. During the 1980s, about 40 percent of all immigrants to the United States came from Latin America.

**Age Composition:** The high fertility rate among Hispanics has resulted in a lower median age for Hispanics compared with non-Hispanics. About 30 percent of Hispanics are under 15 years of age compared with 21 percent of non-Hispanics. In 1991, the median age for Hispanics was 26.2 years, while the median age for non-Hispanics was 33.8 years<sup>1</sup> (See Table I).

**Table I**  
Age Distribution of the Total and Hispanic Population by Country of Origin, March 1991.

Age	Total Population	Total Non-Hispanic Population	Total Hispanic Population	Mexican	Puerto Rican	Cuban	Central/ So. American	Other
	Percent of Total							
Under 5 years	7.8	7.4	11.1	11.9	11.0	5.6	10.8	8.5
Under 15 years	22.3	21.5	29.8	32.0	31.0	14.2	27.7	23.4
15-19 years	6.8	6.6	8.5	9.1	8.6	5.3	7.0	8.6
20-24 years	7.2	7.0	9.5	10.4	7.4	6.2	9.2	7.4
25-34 years	17.2	17.0	19.7	19.8	18.2	17.0	22.1	18.0
35-64 years	34.4	35.1	27.6	24.4	30.0	42.5	30.8	33.5
65 years and over	12.1	12.8	5.1	4.4	4.7	14.7	3.0	9.0
All Ages	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
	Years							
Median age	33.0	33.8	26.2	24.3	26.7	39.3	27.9	31.0

Source: Bureau of the Census

**Fertility Patterns:** Hispanic women, on average, have more children than non-Hispanic women. Hispanic women are more likely than non-Hispanic women to begin having babies while in their teens and to continue childbearing later in life.

For the 12-month period ending June 1990, Hispanic women (who constitute about 9 percent of all women 15-44 years of age) accounted for 12.5 percent of the births.<sup>2</sup> Data on births, reported on the standard certificate of birth, indicate that throughout the 1980s Hispanic birth rates remained about twice as high as the rates for non-Hispanics.\*<sup>3</sup>

Educational attainment is a strong predictor of fertility rate. Among Hispanic women who gave birth in 1989, 47 percent had completed high school, compared with 85 percent of non-Hispanic White women and 70 percent of non-Hispanic Black women. Data from the June 1990 Supplement to the Current Population Survey show that Hispanic and non-Hispanic women with professional and managerial jobs have fewer children than Hispanic and non-Hispanic women in jobs requiring less education.<sup>2</sup>

### ***Characteristics of Families and Households***

Hispanic families are larger than non-Hispanic families, averaging as of March 1991, 3.8 and 3.1 persons respectively. Four times as many Hispanic households contained 6 or more persons when compared with non-Hispanics.<sup>1</sup>

Hispanic families are more likely to be headed by a woman without a husband present than non-Hispanic families. In 1991, 24 percent of Hispanic families were maintained by a woman with no husband present compared with 16 percent of non-Hispanic families.

## **Socio-economic Profile**

Learning and educational attainment, starting from infancy and continuing into adulthood, are closely associated with socio-economic status and health status. A child born to a healthy mother in a healthy family with an adequate income and access to quality health care has a far better chance of being ready to learn in school and of becoming a productive adult than a child without these advantages.

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\* In 1989, Hispanic origin of parents was reported on the birth certificates of 47 States and the District of Columbia, representing residence of an estimated 99 percent of the Hispanic population. Louisiana, New Hampshire, and Oklahoma did not report this information.

## **Employment and Earnings**

Although Hispanics have made significant economic progress in the past decade, they continue to be more likely than non-Hispanics to remain in poverty. The younger age of the Hispanic population, combined with a lack of education, may account, at least in part, for the preponderance of Hispanics in lower-paying jobs.<sup>1</sup> Hispanics as a group have both a higher labor force participation rate and a higher unemployment rate than the non-Hispanic population.\* In March 1991, the unemployment rate for Hispanics 16 years and older was 10 percent compared with 7 percent for non-Hispanics.

Hispanic men have a higher labor force participation rate than non-Hispanic men (78 percent compared with 74 percent) and a higher unemployment rate than non-Hispanic men (10.6 percent compared with 7.8 percent). Hispanic women have a lower labor force participation rate than non-Hispanic women (51 percent compared with 57 percent) and a higher unemployment rate than non-Hispanic women (9.2 percent compared with 5.9 percent)<sup>1</sup> (See Table II). The aggregate statistics conceal wide variations in the level of joblessness according to national origin, nativity, and gender. The median earnings of Hispanic men in 1990 were \$14,100. Hispanic men earned 64 percent of the median for non-Hispanic men (\$22,000). The median earnings for Hispanic women in 1990 were \$10,000. Hispanic women earned 81 percent of the median for non-Hispanic women (\$12,400) (See Table II).

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\* Labor force participants are individuals 16 years and older who are actively employed, plus those who are looking for work, that is, the unemployed.

**Table II**  
**Labor Force Status of Hispanic Persons, United States, 1983 and 1991**

Labor Force Status	1991 Estimate	1983 Estimate	Percent Change
Total, 16 years and over (thousands)	14,688	10,734	36.8
In civilian labor force (thousands)	9,505	6,764	41.1
Percent in civilian labor force	64.7	62.7	3.2
Percent unemployed	10.0	16.5	-39.4
Males, 16 years and over (thousands)	7,310	5,283	38.4
In civilian labor force (thousands)	5,715	4,156	37.5
Percent in civilian labor force	78.2	78.7	-0.6
Percent unemployed	10.6	16.6	-36.1
Females, 16 years and over (thousands)	7,378	5,451	35.4
In civilian labor force (thousands)	3,791	2,578	47.1
Percent in civilian labor force	51.4	47.3	8.7
Percent unemployed	9.2	16.3	-43.6

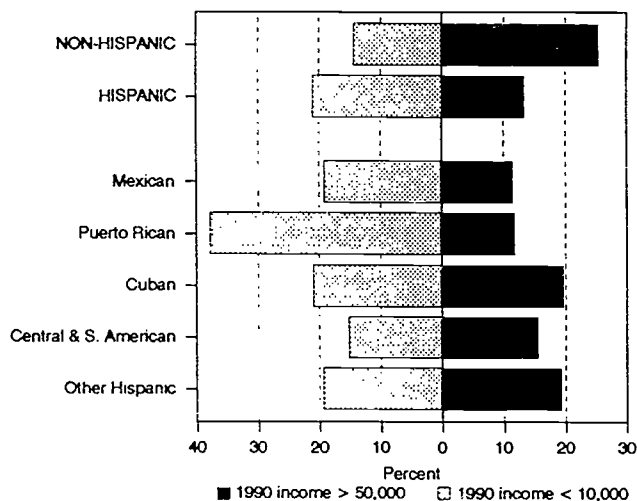
Source: Bureau of the Census.

### **Income**

After adjusting to 1990 dollars, the proportion of Hispanic households with incomes of \$50,000 or more increased from 10.6 percent in 1982 to 13.4 percent in 1990. The proportion of Hispanic households with incomes less than \$10,000 dropped from 24 percent in 1982 to 21 percent in 1990. Although some Hispanic households have gained economically, Hispanics continue to have lower incomes than non-Hispanics.

The income disparity between Hispanics and non-Hispanic Whites persists in each of the family types. Median income is lower for families headed by a woman than for married couple families. As noted above, the percentage of families headed by a woman is higher among Hispanics than among non-Hispanics.

As with other indicators, statistics presented here for the Hispanic population as a whole tend to mask the variations observed by national origin. Hispanics of Puerto Rican origin had the lowest median household incomes, while Hispanics of Cuban origin had the highest (See Figure II.1).



SOURCE: Bureau of the Census

Figure II.1 Percent of Households with Incomes of More than \$50,000 and of Less than \$10,000 in 1990 by Ethnicity and Origin.

### Poverty

Hispanic Americans form a disproportionately large fraction of persons in poverty; while they are 9 percent of the population, they were 18 percent of persons in poverty in 1991.<sup>4</sup> Low-wage occupations, high unemployment, under-education, single-parent and large families--all contribute to the persistence of poverty in a population.

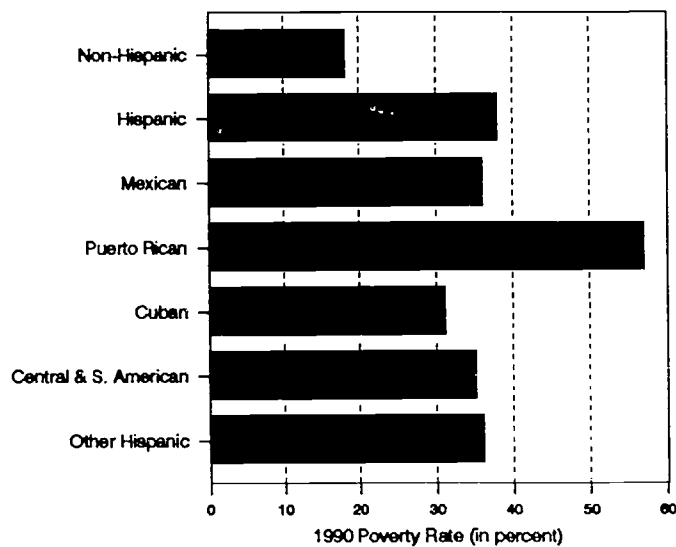
Hispanic families continue to face higher poverty rates than non-Hispanic families. About 26 percent of all Hispanic families are living below the poverty level compared with 11.5 percent of all families in the United States. In 1991, Hispanic families of married couples with children, as well as Hispanic families headed by a female with no husband present, had higher poverty rates than similar Black or White families (See Table III). About 40 percent of all Hispanic American children lived in poverty in 1991, compared with 21 percent of all American children<sup>4</sup> (See Figure II.2).



**Table III**  
Percent in Poverty by Ethnicity and Race: United States, 1991.

Selected Variables	Hispanic	White	Black
All persons	28.7	11.3	32.7
Children under 18	39.8	16.1	45.6
Elderly (65+)	20.8	10.3	33.8
Families	26.5	8.8	30.4
Married-couple families	19.1	5.5	11.0
Female-headed families	49.7	28.4	51.2
Worked fulltime - men	9.1	2.5	3.8
- women	7.3	2.2	5.7
Did not complete high school	32.0	21.8	40.3
Completed high school, no college	15.2	7.8	23.6
Completed college	6.3	2.6	5.2

Source: Bureau of the Census



SOURCE: Bureau of the Census

**Figure 11.2** Poverty Rate of Children by Hispanic Origin: United States, 1990.

## Health Profile

Lack of health insurance, lack of information about services available and about the benefits of good health practices, and limited access to preventive services all increase health risks for Hispanics. Poor health keeps Hispanics out of school and out of the work force, perpetuating the vicious cycles of poverty and hopelessness.

### **|** *Access to Health Care*

Factors such as the availability of health insurance, whether a regular place of care and regular health care provider are available, and the type of health care facility available all contribute to the quality of health care. Socio-economic status, acculturation, family structure, education, and familiarity with the English language also influence access to health care.

Compared with the non-Hispanic White population, Hispanics tend to have less access to routine health care and to use preventive health services less often, thus increasing the likelihood that diagnosis and treatment will occur at a later stage of an illness and decreasing the chances of a quick recovery for the patient. Data collected by the Bureau of the Census in the Survey of Income and Program Participation indicate that over 50 percent of Hispanics (compared with 26 percent of Whites and 38 percent of Blacks) did not have continuous health insurance coverage for the entire 28-month period studied. Among those employed full time, Hispanics were less likely than non-Hispanics to have health insurance during the 28-month study period (73 percent and 87 percent respectively had insurance during the entire period)<sup>5</sup> (See Table IV).

Data from the National Health Interview Survey conducted by the National Center for Health Statistics show that insurance coverage varied by national origin of Hispanic persons.

**Table IV**  
 Percent Distribution of Persons by Health Insurance Status and Poverty Status: United States, 1991.

Race and Hispanic Origin	Covered by some form of health insurance all or part of the year						
	Total	Total	Private Insurance	Medicaid	Medicare	CHAMPUS, VA or military health plan	Not covered
<b>All Income Levels</b>							
White	100.0	87.1	76.0	8.1	13.8	3.7	12.9
Black	100.0	79.4	49.4	26.4	10.4	4.7	20.6
Hispanic Origin	100.0	68.5	46.8	20.7	5.9	2.4	31.5
<b>Income Below Poverty Level</b>							
White	100.0	68.8	25.4	41.2	13.9	1.9	31.2
Black	100.0	77.4	14.8	60.9	11.4	1.4	22.6
Hispanic Origin	100.0	59.5	13.2	47.7	5.0	0.9	40.5

Source: Bureau of the Census

### **Prenatal Care**

Beginning prenatal care early in the first trimester of pregnancy is important, especially for women with known risk factors. Hispanic women (except Cuban Americans) are less likely than non-Hispanic White women to receive prenatal care during the first trimester of pregnancy. In 1989, only 57 percent of Mexican American mothers, 63 percent of Puerto Rican mothers, and 61 percent of Central and South American mothers received early care compared with much higher proportions among mothers who were of Cuban origin (83 percent) and non-Hispanic White mothers (73 percent)<sup>5</sup> (See Table V).

**Table V**  
 Percent of Births by Selected Health-related Characteristics of Mother by Hispanic Origin, United States, March 1989.

Characteristic	All Origins	Origin of Mother							Non-Hispanic	
		Total	Hispanic					Total*	White	Black
			Mexican	Puerto Rican	Cuban	Central & So. American	Other & Unknown Hispanic			
Fourth and higher-order births	10.2	15.5	17.7	12.6	5.8	12.0	12.4	9.4	7.9	14.5
Births to unmarried mothers	27.0	35.5	31.7	55.2	17.5	38.9	37.0	25.6	16.1	66.0
Mothers with 12 years or more of schooling	76.8	47.2	38.7	56.2	82.1	56.3	65.5	81.5	84.7	70.1
Mothers born in the U.S.	85.2	41.3	40.0	55.3	19.2	4.0	80.7	92.2	95.9	93.0
Mothers who began prenatal care in the first trimester	75.5	59.5	56.7	62.7	83.2	60.8	66.0	78.0	82.7	59.9
Mothers who had late or no prenatal care	6.5	13.0	14.6	11.3	4.0	11.9	9.3	5.4	3.7	12.0
Births of low birth weight	7.0	6.2	5.6	9.5	5.8	5.8	6.7	7.1	5.6	13.6

Source: National Center for Health Statistics

\* Includes races in addition to White and Black.

In 1989, 93 percent of mothers with college degrees began prenatal care in the first trimester, compared with 51 percent with only a grade school education. In each education category, non-Hispanic White mothers were more likely than Black or Hispanic mothers to get early prenatal care.

### **Health Care for Children**

Data from the National Health Interview Survey indicate that, in 1988, 83 percent of children under 18 years of age were covered by a health insurance plan, either private pay plan or Medicaid. Only 70 percent of Hispanic children (compared with 85 percent of non-Hispanic children) were covered by health insurance. Within every age group, the proportion of Hispanic children covered by health insurance was significantly lower than the proportion of non-Hispanic children. Hispanic children 5 years and older were less likely than non-Hispanic children to have a regular source of medical care. Of those Hispanic children who had a regular source of care, 24 percent received health care at a public clinic rather than through private care, compared with 14 percent of non-Hispanic children."

## **Summary**

Income and occupation, family characteristics, fertility rates, early and premarital pregnancies, access to health care, prenatal care, nutrition, and other health conditions are all associated with educational attainment. These factors are interrelated. A change in one factor influences the others and ultimately affects the chances an individual or a group has of achieving educational excellence and economic advancement.

## Endnotes

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