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ABSTRACT

There was general agreement among the more than 200 people testifying at hearings held by the Michigan Commission on Spanish Speaking Affairs in the summer of 1990 that the quality of life is lower for Hispanic Americans in Michigan than for the population as a whole. Hispanic Americans lag in average educational attainment, high school graduation rates, college attendance, and occupational status, and they have the poorest attendance, the lowest scores in state and national achievement examinations, and the highest dropout rate. They are denied access to remedial and accelerated programs and are cut off from bilingual education after 3 years. Of the total Michigan enrollment in higher education, Hispanic Americans represent only 1.54 percent and attain only 0.94 percent of the bachelor's degrees. Improving the quality of the education offered to this ethnic group can begin with systems to obtain more information about the educational needs of Hispanic Americans. Among the many specific recommendations for improvement in elementary and secondary school are more Hispanic role models (teachers and administrators) in school systems, better dropout prevention, better bilingual programs, some language immersion programs, improved teacher education for cultural sensitivity, and improved curricula and funding. Three tables present findings from the hearings. An appendix gives enrollment and graduation rates for Hispanic Americans in the Michigan public university system. (SLD)

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The Quality of Life for Hispanics in Michigan

A Report of Hearings Conducted by the
Michigan Commission on Spanish Speaking Affairs

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1992

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THE QUALITY OF LIFE FOR HISPANICS IN MICHIGAN

A Report of Hearings Conducted by the
Michigan Commission on Spanish Speaking Affairs

July 10 - August 7, 1990

Michigan Department of Civil Rights
John Roy Castillo, Director
Lansing, Michigan
1992

The Quality of Life for Hispanics in Michigan

**A Report of Hearings Conducted by the
Michigan Commission on Spanish Speaking Affairs**

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Elias Vasquez, Jr., Grand Rapids
Antonio Ventocilla, Big Rapids**

**Michigan Office of Spanish Speaking Affairs
611 West Ottawa Street, North Tower, Third Floor
Lansing, Michigan 48913
1992**

**Executive Director: Marylou Olivarez Mason
Assistant Director: Alberto M. Flores**

Editor: Barbara Ann O'Kelly, Ph.D.

THE QUALITY OF LIFE FOR HISPANICS IN MICHIGAN

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Panel Members

Adrian

Hon. James M. Berryman, Mayor of Adrian
Commissioner Rosa Herrera
Commissioner Emily Martinez
Hon. Rhea Mills, Adrian City Council
Hon. Norman D. Shinkle, Michigan Senate
Moderator: Marylou Mason

Detroit

Commissioner José Garcia
Commissioner Juanita Hernandez
Commissioner Rose Herrera
Commissioner Carmen Muñoz
Hon. Ted Wallace, Michigan House of
Representatives
Moderator: Marylou Mason

Flint

Commissioner Henry Acevedo
Commissioner José Garcia
Commissioner Gerardo Gonzalez
Commissioner Juanita Hernandez
Commissioner Rosa Herrera
Commissioner Emily Martinez
Commissioner Rudy Reyes
Commissioner Sanjuana Solis
Moderator: Marylou Mason

Kalamazoo

Commissioner Gerardo Gonzalez
Hon. Alexander Lipsey, Commissioner, City
of Kalamazoo
Commissioner Frank Lozano
Moderator: Marylou Mason

Pontiac

Commissioner Rita Sudol
Commissioner Frank Lozano
Moderator: Marylou Mason

Grand Rapids

Nilda Anaya Ciazeres, UAW-GM Legal
Services Plan
Julia A. Guevara, Grand Valley State
University
Hon. Ken Kelper, Kent County
Commission
Martin Morales, business owner
Commissioner Elias Vasquez
Moderator: Marylou Mason

Lansing

Commissioner Tony Benavides
Commissioner Frank Lozano
Commissioner Rudy Reyes
Jorge J. Ruano for Congressman Howard
Wolpe
Moderator: Marylou Mason

Port Huron

Hon. Anita Ash Ford, Port Huron City
Council
Commissioner Juanita Hernandez
Commissioner Carmen Muñoz
Audrey Pack, Huron County Commission
Moderator: Marylou Mason

Saginaw

Commissioner José Garcia
Commissioner Gerardo Gonzalez
Moderator: Marylou Mason

Presenters

Lansing, July 10, 1990

Yolanda Alvarado
Cheryl Anderson-Small, Michigan Dept. of Public Health
Norma Baptista, Office of Services to the Aging and Hispanic Senior Citizens Coalition
Maria Benavides, senior citizens group, Cristo Rey Community Center
Martin Castellon, Lansing
John Joseph Castillo, Michigan Dept. of Civil Rights
John Roy Castillo, Michigan Dept. of Civil Rights
Monica M. Del Castillo, Michigan Rehabilitation Services
Manuel Delgado, Ingham County Commissioner
Tony Diaz, Cristo Rey Community Center
Gilberto Dominguez, Lansing School District
Zolton Ferency, School of Criminal Justice, Michigan State University
Antonio Flores, Ph.D., Student Financial Assistance, Michigan Dept. of Education
Luis Alonzo Garcia, Hispanic and Native American Faculty-Staff Association, Michigan State University
Roy Garza, Hispanic Auto Sales Representatives

Manuel Gonzales, Office of Migrant Services and Governor's Interagency Migrant Services Committee
Jack Hall, Michigan State Police
Beatrice Hernandez, Cristo Rey mental health services
Sylvia Holguin, Michigan Farm Workers Ministry Coalition
Edgar Leon, Ph.D., Michigan Dept. of Education
Guillermo Lopez, *El Renacimiento*
Francesca Mesa, senior citizens group, Cristo Rey Community Center
Mary Pollock, Michigan Dept. of Civil Service
Libby Richards, Michigan Dept. of Social Services
Andrea Rodriguez, Hispanic Women in the Network
Saturnino Rodriguez, Ph.D., Lansing School District
Gerry Roosien, Cristo Rey Substance Abuse Program
Miguel Ruiz, Ph.D., Bilingual and Migrant Programs, Michigan Dept. of Education
Maria R. Valesquez,
Melvin Villarreal, Ph.D., Lansing School District and LCC Moard of Trustees

Kalamazoo, July 11, 1990

Carlos Alfaro
Maria Alfaro, Secretary of State's Office
Manuel D. Amoya, Kalamazoo Court Interpreter
Herlinda Balderramas
Luis Calderon, VanBuren County Migrant Services
Hilario Lorea, "Juanita's"
Jose Escamilla
Ann Marston, Greater Kalamazoo United Way
Alicia Martinez, PADRES
Guillermo Martinez, Hispanic American Council
Rene Meave, Hispanic American Council
Lisette Mira-Amoya, Douglass Community Association
Stella I. Morado, Hispanic American Council

Janice Morgan, Michigan Migrant Legal Assistance Program
Elida Perez, Kalamazoo County Head Start
Victor Perez, Allegan County Hispanic Ad Hoc Committee
Trina Ramos-Foster, Michigan Migrant Legal Assistance Program
Elizabeth Rodriguez, Kalamazoo
Saturnino Rodriguez, Ph.D., Lansing School District
Charles Rose, Spanish American Association
Eusamio A. Suasto, Coloma
Robert Varela, WQLR/WQSN Radio
Melvin Villarreal, Ph.D., Lansing School District and LCC Board of Trustees

Saginaw, July 25, 1990

Connie Alfaro, Office of Minority Health, Michigan Dept. of Public Health
Vincente Castellanos
Elaine Del Valle
Graciela Gomez, Michigan Economics for Human Development
Ruth Gomez, Saginaw Valley State University
Rev. Julio Gonzales, Jr.
Laura Gonzales, Central Michigan University
Andres Guerrero, Th.D., Hispanic Ministries Program, Diocese of Saginaw
Gilberto Guevara, Latin American Affairs Dept., Diocese of Saginaw
Ray Gutierrez, Saginaw Dept. of Social Services
Antonia Limon, Equal Rights Council of Saginaw

Frank Lugo, WKNX radio station
Salvador Luna
Eva M. Martinez, Bay County Summer Migrant Program
Ricardo Medina
José Olivares
Dr. Raquel Garcia Ontiveros, Saginaw Valley State University
Carol Romero-Nowaczyk, Saginaw County Mental Health Services
Raul Salazar
José Luis Valderas, Bay City Public Schools
Mary Washington, Office of Senator Carl Levin
Oralia Zuzumbo, Insight International
Ollie Zuniga, Project Pride

Pontiac, July 26, 1990

Eloisa Rojas Armendaz
Juanita Baker
Randy Black, Community Services Director,
Oakland-Livingston Human Service Agency
Hector Bueno, Michigan Dept. of Civil Rights
Brigida Cantu, Latin Affairs Office, City of Pontiac
Maria Etienne, Supervisor for Bilingual Education,
Pontiac School District
Patti Koenig, St. Vincent's Latin American Family
Programs
Esther Martinez, Hispanic Student Organization,
Oakland University

Vicenta McAllister
Shirley Powell, Hunger Action Coalition
Nancy Sanchez
Jesus Soriano
Gloria Torrealba, Mt. Victory Food Bank Center
Dolores Valdez, Oakland County Hispanic Chamber
of Commerce
Ricardo Palacios, Community Development Dept.,
City of Pontiac
Jean Wagstaff, Pontiac Area Lighthouse
Betty J. Yancey, Oakland County Health Dept.

Port Huron, July 27, 1990

Marion Bradtke, Council on Aging
Antonio Castillo
Gilda A. Castillo, St. Clair County Community
College student
Jesus J. Castillo, Our Lady of Guadalupe Parrish
John Roy Castillo, Michigan Dept. of Civil Rights
Lea Gonzales-Bier
Theresa M. Gonzales
Carolina Gonzales Grambowski, St. Clair County
Community College student

Dorothy Hicks-Burchwell, St. Clair County Health
Dept.
Virginia LePine
Angelita Lopez McCoy, Hispanic Service Center
Mary Nufiez
Gloria A. Place
Kate Powell, Catholic Social Services
Rev. Pete VanderLinden

Detroit, July 31, 1990

Dorothy Alcala, Hispanic Coalition for Equal
Educational Opportunities
Rafael Alcala, SER Metro Detroit, Jobs for Progress,
Inc
Norma Barquet, Hispanic Coalition for Equal
Educational Opportunities
Elba Berlin, Ph.D., St. Clair Shores School District
Ana Luisa Cardona, Casa de Unidad Cultural Arts
and Media Center
M. Cunha, KK Machine Tools, Inc.
José Cuello, Ph.D., Center for Chicano-Boricua
Studies, Wayne State University
Ralph Elizondo, Assistant Prosecuting Attorney,
Wayne County
Sister Rosalie Esquerra, Life Directions, Inc.
Javier Garibay, Center for Chicano-Moricua Studies,
Wayne State University
Ricardo Guzman, M.S.W., Community Health and
Social Services Center (CHASS)
Martha E. Lagos, Casa de Unidad Cultural Arts and
Media Center

Israel Leyton
Arturo R. Marroquin, Ph.D., Michigan Dept. of
Mental Health
Sister Mary Martinez, Madonna University
Osvaldo Rivera, M.S.W., Latin American
Community Against Substance Abuse (LA CASA)
Max Rodriguez, Asociacion Nacional Pro Personas
Mayores
M. Theresa Rodriguez, Hispanic Coalition for Equal
Educational Opportunities
Eduardo Reys, Michigan Dept. of Corrections
Gloria Rosas, Bilingual Parent Institute
G. R. Ruiz, Michigan Employment Security
Commission
Randy Salisar, Michigan Farm Workers Ministry
Coalition and U.A.W.
Christie Urgo, Latin-Americans for Social and
Economic Development (LA SED) Youth Program
Graciela Villalobos, Southwest Detroit Community
Mental Health Services, Inc.

Adrian, August 1, 1990

Ken Gonser, Goodwill-LARC
Ron Hodden, Hope Community Center
Gratia Koch, Lenawee County Mental Health
Bertha Lopez, Adrian Community Mental Health
Tom McNaughton, Lenawee County Dept. on Aging
Dinardo Pizana, Hispanic Network of Lenawee
County

Ricardo Rodriguez, Herrick Memorial Hospital
Sylvia Satelo, Hispanic Network
Sandy Trezina, Dept. of Social Services
Roy Vargas
Luis Vazquez, Family Services & Childre Aid

Flint, August 2, 1990

Emilio Arribas, Director of the Bilingual Program,
University of Michigan-Flint
Raymond Barron, UAW Local 659
Marilyn Bierman, Genesee County Community
Mental Health
Hon. John D. Cherry, Michigan Senate
Aurora Elicerio
Christopher Flores, Community Recovery Services,
Flint
Oscar Flores, student, Mott Community College

Lee Gonzales, Hispanic Caucus
Annie Guevara, Michigan Dept. of Civil Rights
Commissioner Juanita Hernandez
Dr. Virginia Mesa, Genesee County Health Dept.
Pete Mata, WWCK-105 FM
Sisto Olivo, Hispanic Business Alliance
Roberto Quiroz, Bilingual & Migrant Education
Program, Flint Public School System
David Solis, Michigan Dept. of Education
Lindsey Younger, Spanish Information Center

Grand Rapids, August 7, 1990

Dr. Armando Ayala, consultant
Fernando Bedevia, Judicial Affairs Committee
Penny Saucedo Burillo, Western Michigan Migrant
Resource Council
Ramon Diaz, Ultra-Tec, Inc.
John Feliciano, Michigan Hispanic Agenda Task
Force
Nicholas Garza, City of Grand Rapids
Gary N. Gershon, Michigan Migrant Legal
Assistance Project, Inc.
Myrtle Gregg-LaFay, Michigan Dept. of Labor
Maria Marino Idsinga, Hispanic Center of Western
Michigan
Tanya Jeffries, Oceana Dept. of Social Services
Richard Kessler, attorney
Annita List, Catholic Social Services of Kent County
Alberto L. Macias, Hispanic Center of Western
Michigan

Dolores Mancilla, Coalition of Concerned Hispanics
Virginia Morales, Clinic Santa Maria
Jose Narezo, artist
Jose Pantoja, Michigan Dept. of Social Services
Gabriela Perez-Carpenter, Michigan Rehabilitative
Services
Juan Salazar
Abil Sanchez, Hispanic Aftercare to Recovery
Sister Jean Schlicklin, Michigan Farm Worker
Ministry Coalition
Alberto R. Serrano, Holland Human Relations
Commission
Francisco Vega, Kent County Dept. of Social Services
Rev. John Vega
Suzanne Villegas, Grandville Avenue Neighborhood
Association
Prof. John Wilson, Hope College

Testimony submitted in writing and/or via third party

Ligia Bueno, "La Amistad" Latino Senior Citizen
Center
Ines DeJesus, Hispanic Coalition for Equal
Educational Opportunities
Joe DeLaGarza, Jr., National Hispanic Institute
Cecilia Escobar, Pontiac Public Schools
Nicholas Garza
Julia Guevara, Grand Valley State University
Hon. Frank J. Kelley, Attorney General, State of
Michigan
Dolores Mandujano, Michigan Employment Security
Commission
Juan Martinez, Cooperative Extension Service,
Michigan State University

Juan A. Mateo, attorney
Jesus Morilla, Life Directions, Inc.
Roberto Muñoz, Hispanic Coalition for Equal
Educational Opportunities
Cecilia Perez-Booth, Mott Community College
John Ponciano, Hispanic Agenda Task Force
Margarita Potts, Western Migrant Program
Maria Divina Rodriguez, Family Outreach Center of
Grand Rapids
Efrain Sepúlveda, teacher
Tina Vargas, St. Joseph Mercy Hospital
Kay Williams, Cass County Dept. of Social Services

Executive Summary

In order to assure that their activities are responsive to the needs of Michigan's Hispanic community, the Commission on Spanish Speaking Affairs held hearings at 9 locations across the state during the summer of 1990. Oral and written testimony was received from 200 people representing public and private service providers, community organizations, and citizens.

There was general agreement among those testifying that the quality of life for Hispanics in Michigan is lower than that of the population as a whole. Over 20 percent of the state's 200,000 Hispanics live in poverty, as do most of the 36,000 migrant Hispanics who come to Michigan each year. Hispanics lag far behind the Anglo population in average educational attainment, high school graduation rates, college attendance, and occupational status. Plagued by the persistent stereotype of being lazy and ignorant, Hispanics are denied access to both remedial and accelerated programs and cut off from bilingual education after three years, even though research shows that five to seven years of participation is usually necessary for full competence. Reductions in needs for unskilled labor have resulted in widespread unemployment. At the same time, reductions in society's willingness to invest in the development of human resources has resulted in reductions in the number and quality of job training programs, low-cost housing starts, and assistance programs. Underrepresentation of Hispanics in the professions, fiscal constraints, and the stereotype of the strong support system present in Hispanic families, as well as their own pride in self-sufficiency, too often limit access for Hispanics to available services.

The foremost need is more Hispanic professionals, especially in the service occupations—K-12 and higher education, medicine and nursing, public and mental health, law and criminal justice. Attaining this must involve changes throughout the educational system, empowerment of Hispanics in many roles, and equality of opportunities in hiring and promotion. These objectives, in turn, require better information systems to accurately assess the status and progress of Hispanics from various perspectives.

The plan for action details specific steps toward the broad goal of significantly improving the quality of life for Michigan's Hispanics by the year 2000.

Goal 1: Meet the urgent needs of the Hispanic population

- General objectives include removing barriers to innovation, training and placing Hispanics in leadership positions, securing long-term funding for successful programs, and monitoring progress.
- Reduce the dropout rate/increase the high school graduation rate of Hispanics from pre-school to adult education and involve learners, their families, and the wider community.
- Provide bilingual, culturally sensitive services to monolingual Spanish and bilingual Hispanics.
- Provide emergency shelter and temporary and permanent housing as needed.
- Improve the health of Michigan's Hispanics.
- Improve the quality of life for migrant workers and their families.
- Enforce the civil rights of Hispanics.
- Broaden community-based education.

Goal 2. Increase the number of bilingual, bicultural Hispanic professionals

- Meeting many of the objectives of Goal 1 will also contribute to reaching Goal 2.
- Guarantee equal access to higher education to every qualified Hispanic—with effective academic, personal, and financial support.
- Improve the articulation of Hispanics in high schools, community colleges, undergraduate education, and graduate-professionals.
- Increase support for existing and potential Hispanic business entrepreneurs.

Goal 3. Provide detailed information on the status of Michigan's Hispanics

- Develop a statewide student database, with information about ethnic sub-groups.
- Report employment, promotion, and service statistics by ethnic sub-groups.

Goal 4. Monitor trends of the quality of life for Hispanic's and update the plan

- Hold a conference each year to assess progress, exchange information, renew enthusiasm, and revise goals and objectives.
- Recognize accomplishments of individuals and agencies.
- Request information from, and provide feedback to, local, state, and federal public and private groups at least annually.
- Maintain a community focus.

The Quality of Life for Hispanics in Michigan

Introduction

The Michigan Commission on Spanish Speaking Affairs was established by the legislature in 1975 with a mandate to advocate new policies and programs and to provide leadership in promoting social and economic opportunities for Hispanics in Michigan. The 15 Commissioners, are appointed by the governor from those regions of the state with significant numbers of Hispanic residents.

To implement this mandate, the Commission annually prepares an action plan with goals and objectives. Implementation of Commission plans is facilitated by an interagency council consisting of the directors of state departments.

Early in 1990 the Commission members concluded that Hispanic agendas set at the state and national levels may not relate to many of the needs at the local level. As a result a series of 9 public hearings were held during the summer of 1990 at these locations across Michigan: Lansing, July 10; Kalamazoo, July 11; Saginaw, July 25; Pontiac, July 26; Port Huron, July 27; Detroit, July 31; Adrian, August 1; Flint, August 2 and Grand Rapids, August 7. The hearings sought to seek testimony from those who have knowledge of the most pressing needs, problems, and concerns affecting Hispanics in Michigan. The hearings provided first-hand information regarding the condition of Hispanics in all parts of the state. Information was also sought about model programs currently serving Hispanics which might be used in other parts of the state.

This report is designed to assist the Commission, state government, and local communities in developing agendas for the 1990s that will impact positively on the Hispanic population and resolve some of the problems identified during the hearings. Periodic review of progress on implementing the recommendations herein will provide a framework for assessing the work of the Commission and other agencies and organizations concerned with advancing the status of Hispanics.

Oral testimony at each hearing was tape recorded and transcribed. This report compiles oral testimony, written materials submitted at the hearings or mailed to the Commission, and supplemental information.

The current status of Hispanics in Michigan

Population

America's Hispanic population consists of persons whose origins are from Mexico, Puerto Rico, Cuba, Dominican Republic, Central or South America, or Spain. During the 1980's when the United States population increased by nearly eight percent, the Hispanic population grew by 39 percent. Immigration represents approximately one-half of the increase in Hispanics during the 1980's.

According to the 1980 census, Michigan had the tenth largest Hispanic population in the U.S., with a total of 162,400 persons. By 1990 Michigan's Hispanic population had grown to 201,600, a 24.1 percent increase compared to 1980. Immigrants continue to comprise a significant proportion of Michigan's Hispanic population. For example, over 6,800 persons applied for permanent residency in Michigan under the federal amnesty program which ended in 1988, and the Grand Rapids area alone has become home for about 1,000 Central American refugees in the past few years. Richard Kessler, an immigration attorney in Grand Rapids, estimated that up to 50,000 'undocumented' Hispanics flow into Michigan, primarily into the agricultural industry. Hispanics continue to represent the second largest minority group in Michigan.

As shown in Table 1, the majority of Michigan's Hispanics reside in urban areas. A total of 31.3 percent of Hispanics reside in the state's 10 largest incorporated cities, compares to 23 percent of all Michigan residents. Detroit, in Wayne County, is home for over 28,000 Hispanics, 14.1 percent of the state's Hispanic population. One-quarter of Michigan Hispanics live in Wayne County, and 38.7 percent live in the tri-county area of Wayne, Oakland, and Macomb counties. There are also significant numbers of Hispanics in Lansing and Grand Rapids. Census data does not include an estimated 45,000 migrant, agricultural workers which come into Michigan each year, according to Cheryl Anderson's Small of The Michigan Department of Public Health.

Several smaller Michigan communities also have high concentrations of Hispanics. According to preliminary data from the 1990 census: Hispanics comprise more than 10 percent of the populations in Fennville, Shelby, Holland, Adrian, Buena Vista, and Saginaw. Furthermore, although these Michigan cities and towns are traditionally considered Anglo, 20 to 33 percent of their student populations have

limited English speaking abilities; Spanish is their first language.

The Hispanic community is a youthful one. The median age of Hispanics in the U.S. in 1989 was estimated at 26 years, compared to 33 for the non-Hispanic's, according to Dr. Antonio Flores, Michigan Department of Education. The estimated median age of Hispanics in Michigan was 25 years, compared to 36 years for non-Hispanics. This age differential between Hispanics and non-Hispanics is expected to continue well into the twenty-first century, because of a higher fertility rate among Hispanic families. Dr. Flores pointed out "more Hispanic children and youth will continue to experience the problems faced by their parents, grandparents, and great-grandparents—low educational achievement rates, high school drop out rates, low high school graduation rates, and consequently low college entrance and graduation rates—unless the state's school districts, post-secondary educational institutions, and communities at large do things very, very differently."

U.S. Hispanics are more likely to live in families than are non-Hispanics, but their families are less likely to be headed by a married couple. Statistics show that 30 percent of Hispanic families were maintained by a man or woman with no spouse present, compared to only 20 percent of non-Hispanic families. Female-headed households are on the rise in the Hispanic community, up from 20 percent in 1980 to 23 percent in 1989, as stated by Libby Richards of the Michigan Department of Social Services.

Discrimination in society

"Discrimination is alive and well," stated Rene Meave of Kalamazoo's Hispanic American Council. John Roy Castillo, director of the Michigan Department of Civil Rights, reported that the department accepts about 6,500 new complaints of discrimination annually. About four percent of these complaints are filed by Hispanics. Bertha Lopez of Adrian Community Mental Health told of Hispanics being excluded from clubs in Adrian and of a center in Blissfield refusing to hire a Hispanic professional "because they would just take over."

Theresa Gonzales of Port Huron related of the harassment she has received on the job for nearly 15 years because she occasionally speaks to colleagues

Table 1. Population of Hispanics compared to total population.*

Location	Total population	Hispanic population	Percent Hispanic
United States	243,700,000	20,100,000	8.2%
Michigan	9,295,297	201,600	2.2%
Tri-County are**	3,912,679	78,114	2.0%
Wayne County	2,111,687	50,506	2.4%
Detroit	1,027,974	28,473	2.8%
Lansing	127,321	10,112	7.3%
Grand Rapids	189,126	9,394	5.0%
Saginaw	69,512	7,304	10.5%
Pontiac	71,166	5,701	8.0%
Holland	30,745	4,014	14.1%
Adrian	22,097	2,958	13.4%
Buena Vista CDP	8,196	875	10.7%
Shelby	1,871	284	15.2%
Fennville	1,023	250	24.4%

* Based on preliminary figures from the 1990 Census.

** Wayne, Oakland, and Macomb counties

in Spanish. In written testimony, John Ponciano of the Holland Public School District blamed racism for the high dropout rate of Hispanic students.

Elida Perez of the Kalamazoo County Head Start Program spoke at the Kalamazoo hearing of "the stereotyping that we still have to live with," the stereotype of Hispanics as being "ignorant, illiterate, and not knowing their right hand from their left hand." At the same hearing Charles Rose of the Battle Creek Spanish American Association said that the same stereotype affects hiring and promotion practices. Trina Ramos-Foster of Michigan Migrant Legal Assistance Program said that migrant families are especially affected: "Many migrant and seasonal farm workers in Michigan are singled out as an uneducated, non-English speaking class and are basically powerless."

Perhaps worse, they are even being blamed for Michigan's drug problems. Victor Perez member of the Allegan County Hispanic Ad Hoc Committee brought to the Kalamazoo hearing copies of a newspaper article which attributed to a local law enforcement officer stating the following: "And in Fennville there may be a link between the high number of Hispanic residents and the influx of marijuana and other drugs from Mexico and Central America,"¹ Many members of the community saw

letters of protest, expecting an apology. Instead, three weeks later, another paper quoted the same detective: "I do think Hispanics are responsible because many of them are transient people like migrant workers and many people who live here have relatives who are of Hispanic origin bringing drugs in...."²

Others testified that Hispanics are overlooked or ignored. For example, The Community Needs Assessment of Kalamazoo County: April 1990 made no estimate of the current Hispanic population and scarcely mentions Hispanics. Jose Escamilla said at Kalamazoo, "We are not a priority group." Lissette Mira-Amoya, said: "There seems to be an attitude that the Hispanic population is almost non-existent in Kalamazoo."

Education

"[In 1980] less than half (49.3 percent) of the Michigan Spanish-origin population 25 years or older had graduated from high school, and only 9.5 percent had completed four or more years of college. Nearly a third, 32 percent, of the estimated 66,671 Spanish origin persons 25 years or older had less than eight years of schooling in 1980," Civil Rights Director Castillo reported. By 1990 studies show Hispanics having made some progress nationally. Approximately 60 percent of Hispanic young adults 25 to 34 years old had at least completed four years

of high school, but this rate lags far behind non-Hispanic young adults, 89 percent of whom had four years of high school.³ In the opinion of Dr. José Cuello of Wayne State University, "The educational system is failing in a catastrophic way to meet the needs of Hispanics because it fails to perceive their unique cultural character and appreciate the important contributions Hispanics can make to American society."

Norma Barquet of the University of Michigan summarized the poor quality of K-12 educational programs available to most Hispanic children at the Detroit hearing. She said that Michigan's Hispanic students are predominantly found in large, poorly financed, bureaucratic and often dysfunctional urban districts such as Detroit and Pontiac, in highly segregated schools with predominantly minority enrollment, in schools which have decaying physical facilities and outdated equipment and materials, in schools with few academically challenging programs, in schools which lack extracurricular activities and other motivational programs, in schools which lack effective parent or community involvement programs, in schools with environments that do not foster healthy self-concepts in our children nor reinforce their academic achievement, in schools that do not value the cultures or language of Hispanic students and which therefore do not fully support their federally and state mandated bilingual, multicultural education programs.

An assessment of human needs in Pontiac found many problems related to a high drop out rate, illiteracy, and poor job skill development.

The consequences of the low quality of their educational opportunities are devastating. Ines Dejesus of the Hispanic Coalition for Equal Educational Opportunities stated "Hispanic students have the highest drop out rate, the poorest attendance, and the lowest scores in both the state and national exams such as the ACT and PSAT. Hispanic students who graduate are lacking the essential skills to succeed in the working world and to attend the higher education institutions. Many graduate without proficiency in reading, writing, and math. Most of them graduate without being proficient in Spanish, and without a real knowledge or understanding of their history and culture. Many graduate from schools where there are no Hispanic role models and where the counselors do not encourage them to pursue higher education...." Many of those who do start college do not remain to obtain a degree; Mr. Garibay of the Center for Chicano-Boricua Studies of Wayne State University concluded, "Latinos in large urban areas such as Detroit are defecting...from the university system at

alarming rates because of inadequate and inferior preparation at the lower levels."

Dr. Flores Michigan Department of Education pointed out, "We have no way of ascertaining how our children are faring in math, science, and enrichment programs as well as gifted and talented programs....I submit to you that those are some of the most significant programs in years to come with respect to kids' ability to not only go into higher education but to go into occupational fields that require those kinds of basic skills in math and science."

Juan Salazar, Grand Rapids said: "You have inadequate health care, inadequate housing, excessive unemployment, and you are asking these children...from elementary school up through junior and senior high school and then secondary education, and master's degrees or law school—you're expecting these kids to deal with all those influences around them—the poverty, the crime rates, the hunger, and all these other things—and come out as happy, satisfied human beings?"

Ms. Barquet of the University of Michigan said that Hispanic students are excluded from participating in programs such as Head Start, Gifted and Talented Education, magnet schools, and college preparatory programs, often with the excuse that the children have inadequate English language proficiency, or on the basis of biased test results. Other local, state, and privately funded programs targeted to minority students, such as the King-Chavez-Parks College Day Programs, are also beyond the reach of these children.

Dr. Emilio Arribas cited the General Motors Institute Math and Science Project for the Flint Public Schools, a program "to help high school and junior high students improve their understanding and interest in math and science. There were only 10 Hispanic students participating in this project—though there were 25 Hispanic students in the control group which did not receive supplementary instruction." Ms. Barquet also noted that Hispanic parents are often excluded from participation in committees and programs designed for minority students, parent activities are linked to the student programs from which their children are excluded.

Test performance. In 1986 the Michigan Department of Education issued a report which included comparisons of Hispanics with other students in their performance on the standardized Michigan Education Assessment Program tests. In the fall of 1983, 79 percent of all Michigan students in grades 4,

7, and 10 met at least three-quarters of the reading objectives, compared to only 56 percent of the Hispanic students, a gap of 23 percentage points. On the mathematics tests the gap was 15 points (55 percent for Hispanic students, 70 percent for all students).⁴

Dropouts. The subcommittee on Youth and Education of the Hispanic Agenda Task Force decided that dropping out was "the most pressing problem confronting Hispanic youth today." In the foreword of the committee paper, John Ponciano pointed out that, "The term 'dropout' is a misnomer that places blame totally on the student; 'pushout' is a more appropriate term if only to place blame on the educational system... Michigan ranks at the bottom of all states in its Hispanic dropout statistics." David Solis said. "Data collected by the Michigan Department of Education since 1976 revealed that Hispanics in grades nine through 12 at public schools throughout the state are dropping out at three or four times the rate of their non-Hispanic white counterparts. The actual K-12 drop out rate among Hispanics could range between 47 percent and 55 percent, the highest of all the identifiable racial/ethnic groups. Hector Bueno of Michigan Department of Civil Rights cited statistics showing that in 1985-86, Hispanics comprised only nine percent of the students in the Pontiac schools, but accounted for 52 percent of the dropouts. In Detroit Western and Southwestern High Schools, dropout rates are 55 to 65 percent, according to Mr. Rafael Alcalá of SER Metro Detroit.

Equally disturbing is the increase in the dropout rate in recent years. "Education in Flint is at a critical level," said Annie Guevara, of State Civil Rights. We are losing 60 to 70 percent of our Hispanic youth. And we're losing them in the third or fourth grade, even though, technically, they don't drop out until the ninth or tenth grade... Unfortunately, all of the remedial programs that I've seen are short term, for small numbers of students, and are designed for those students in the sixth, seventh, eighth, and ninth grades. It's too little, too late, and nobody wants to confront that. Mr. Garibay said: "The Children's Defense Fund (CDF) found that one in six Latino students are already two years behind the rest of the population by the age of 17." According to Mr. Ponciano, "students behind one year stand a 50 percent chance of dropping out; for students behind two years, the percentage jumps to an extraordinary 90 percent." Thus it is not surprising that Hispanics have the highest secondary school dropout rate in the United States. Mr. John

Roy Castillo reported that the proportion of Hispanic men 18 to 21 who were high school dropouts increased from 27.9 per-cent in 1975 to 37.7 percent in 1985, while the percentage attending college fell from 25.5 percent in 1975 to only 17.6 percent in 1985, with only 8.5 percent graduating.

For their 1986 study of Hispanic school dropouts, the Michigan State Board of Education surveyed Hispanic dropouts, graduates and their parents. Almost one-third of the dropouts reported that they were not comfortable talking with any school official or teacher; 21 percent of the parents of dropouts also reported that they did not get along with people at their children's schools, and 42 percent of the parents felt that their child was not treated fairly by school officials. A majority of the dropouts cited school-related problems as a reason for leaving school; almost three-quarters of the dropouts had grade point averages of 1.5 or lower, and 80 percent were enrolled in the 'general education' curriculum. In contrast, only three percent of the graduates had averages below 1.5, and 65 percent were enrolled in college preparatory or vocational-technical education programs.⁵

Vicente Castellanos UAW-Saginaw stated that he had recently interviewed dozens of students and parents, and that the variables he found to influence a young person "voluntarily" leaving school were generally the same as those found in the State Board of Education's study: single parent families, Spanish speaking home, and low income status. Other presenters added lack of positive role models, parents who are unable to reinforce the value of education because of their own problems, frequent school changes, barriers to effective communication with the Anglo educational establishment, and the poor preparation the students receive in their elementary and high schools and lack of day care and lack of personalized assistance.

Dr. Flores pointed out, however, that "A number of strategies are already effectively demonstrating an impact in the dropout prevention area, such as parental involvement programs; computer assisted instruction programs after school hours, including enrichment programs; and tutorial programs after school hours."

One reason frequently cited for the poor quality of education in urban schools is the inequity in funds available to them compared with suburban districts. "In Lake View I have three times as much money behind each student as the Detroit Public School System does," noted Dr. Elba Berlin of the St. Clair Shores School District. Maria Etienne, Pontiac School District, spoke about shifting federal priorities

which reduced funding for bilingual programs and others, affecting Hispanic youth.

Bilingual education. Dr. Miguel Ruiz, the director of Bilingual and Migrant Programs for the Michigan Department of Education reported: "In bilingual education, we are currently serving approximately 16,000 limited English proficient students who are deemed to be eligible for services. We have been doing that for the past seven or 10 years, and every year about 15 percent of that number...are exited out of bilingual education because they have used up their three-year limit of funding. We recently did a study to...give us an indication of the number of students that we are not serving, and that number comes up to 20,000 plus. A greater number of limited English eligible bilingual students are not served in Michigan, than are served."

Mr. Quiroz said of the Flint Public School District, of 700 to 800 Hispanic youth enumerated in the 1989 "Fourth Friday" count in the Flint public schools, 515 either qualified for services in the bilingual program on the basis of test scores or were in kindergarten through second grade and thus not tested.

Role models. In Detroit, "where the majority of the Hispanics in the state of Michigan live, there isn't one Hispanic on the central Board of Education. There isn't one Hispanic in a top executive position in the Detroit Public Schools. There isn't one Hispanic in a central administrative position, outside of Bilingual Education, in the Detroit Public Schools. There isn't one Hispanic in an administrative position in Area A, where the highest number of Hispanic students in the state of Michigan are found. The numbers of Hispanic teachers, counselors, social workers, and other professionals working for the district are insufficient to minimally serve the Hispanic student population," according to a representative of the Hispanic Coalition for Equal Educational Opportunity.

The drastic reduction in federal education spending—33 percent during the past decade, according to Keith Geiger, president of the National Education Association—has contributed to a lack of new initiatives and retrenchment of existing programs from pre-school through graduate school. For example, participation in federally funded remedial mathematics and reading programs has fallen eight percent between 1980 and 1990. Serving all eligible students in six "key" programs for disadvantaged and handicapped children would cost \$25.6 billion.⁶

K-12 education. Javier Garibay of Wayne State University cited: "A... report completed by the U.S. House of Representatives in 1989 found that 30 percent of all Latino students in grades one through four were tracked in remediation."

Dr. Armando Ayala Private Consultant commented that he has noticed some significant improvements in the educational approaches and services for the Hispanic children of Michigan since 1975, notably the linguistic and cultural awareness of materials and evaluation instruments and some bilingual/bicultural teacher training programs. Nonetheless: Katie Haycock, executive vice president of Children's Defense Fund (CDF) noted: "Latino youths are attending schools in which no student could achieve up to his or her potential. She attributes poor performance to systems of instruction which do not challenge nor support high levels of achievement." Describing the experiences of herself and her children, Gilda Castillo said in Port Huron,

...all during my years as a student, I've never had a teacher or counselor encourage me.... And I feel that it has not changed much with my own children in school right now. When I go to parent-teacher conferences, they are shocked that my kids are in college prep courses. They say, 'Are your kids going to be going to college? Are you encouraging them?' And they just seem so surprised at that. And I think that has to change.

Higher education. According to data supplied by David Solis at the Flint hearing, only seven percent of Hispanics in the United States finish college, compared with nearly one-quarter of whites and 12 percent of blacks."

As shown in Table 2, a total of nearly 4,000 Hispanics were enrolled in Michigan public universities in 1990. The distribution of Hispanic students varies considerably among the 15 university campuses: Appendix A shows a breakdown of Hispanics at each institution.

The State Department of Education reported the enrollment of Hispanic students has increased slowly in terms of both number of students (from 2,866 in 1986 to 3,992 in 1990) and percent of student body (1.21 percent in 1986 to 1.54 percent in 1990). The number of bachelor's and master's degrees awarded to Hispanics slightly increased (234 bachelor's degrees in 1986, 312 in 1990; 138 master's degrees in 1986, 193 in 1990). The percentage changes are miniscule: from 0.79 percent of the bachelor's degrees awarded to 0.94 percent and from 1.35 percent of the master's degrees to 1.62 percent. The number of doctoral degrees awarded during the period fluctuated between 15 and 22, with the percent varying from 1.33 to 1.74 percent. Laura

**Table 2. Total and Hispanic enrollment and graduation rates, 1990,
Michigan public universities**

STATE TOTALS	Total	Hispanic	Percent Hispanic
Enrollment	259,922	3,992	1.54%
Bachelor's degrees	33,206	312	0.94%
Master's degrees	11,902	193	1.62%
Doctoral degrees	1,275	22	1.68%

Gonzales of Central Michigan University cited statistics indicating that from 1976 to 1983, the proportion of Hispanic high school graduates planning to attend college decreased approximately 35 percent. A report prepared by the Michigan Office of Minority Equity found that the number of Michigan Hispanics earning bachelors degrees increased by only one half of one percent between 1980 and 1988, while the number earning doctoral degrees dropped from 22 in 1984 to 15 in 1988. "[T]hese statistics should not confound or surprise even the most casual observer of Latino educational issues, considering the dismal state of affairs in our public school system," concluded Mr. Garibay at the Detroit hearing.

One factor discouraging college attendance by students from economically disadvantaged backgrounds is the shift in federal policy from providing grants to encouraging students loans. According to the National Education Association, as reported by The Associated Press, "the purchasing power of the average student receiving Pell (scholarship) Grants fell from one fourth of the cost for a public university to one-fifth" between 1980 and 1990.⁷

The National Education Association found that Hispanics are underrepresented on higher education faculties and administrations. Furthermore, Hispanic faculty tend to be located in less prestigious institutions and fields of expertise. Hispanic faculty members believe they are promoted and awarded tenure more slowly than their non-Hispanic colleagues. In addition, female Hispanic faculty members are less likely than men to serve in four-year colleges or universities (50 percent of Hispanic women faculty are employed in two-year colleges.)

Job training. The Job Training Partnership Act (JTPA) funds a variety of programs including classroom training, on-the-job training, and job search assistance. According to Dorothy Alcala, of the Hispanic Coalition for Equal Educational Opportunities "...Hispanics are not only

underrepresented in JTPA, but the JTPA system has several characteristics ...which ...almost by design exclude Hispanics and other 'hard-to-serve' groups from benefiting from the JTPA system...."

Additional Testimony revealed. The primary performance standard for continued funding is successful placement at the lowest cost, which means that JTPA service providers are essentially encouraged to select only those individuals who are most educated, most employable, or most likely to succeed with minimal and less expensive training. In the employment and training business, this process by which the most prepared are selected for participation ...is known as 'creaming', and due to their low levels of educational achievement, Hispanics are often victims of creaming.

Furthermore, since its implementation in 1982, decreases in JTPA funding have occurred annually. However, data provided by the Michigan Department of Labor showed that in 1988-89, the last year in which complete data were available, 2,798 Hispanics were served by the five JTPA programs administered by the Department; these clients represented 3.3 percent of all clients, a somewhat larger representation of Hispanics than is characteristic of the state's population as a whole, but below their proportion of the state's unemployed and underemployed workers.

Employment

"The quality of life in Kalamazoo is limited due to the lack of opportunities for employment," testified Jose Escamilla a concerned citizen.

The Census reveals that among Hispanics with jobs, a higher proportion worked in lower paying jobs, which may also be less stable. Data presented by the Michigan Department of Civil Rights and SER Metro Detroit indicate that Hispanics are also under-employed in Michigan. Compared to white males, Hispanic men are more likely to be intermediately employed—to accept part-time work when they would prefer to work full time and to hold marginal jobs or jobs in the lower level of blue collar and white collar employment. In 1985, 31

percent of Michigan Hispanic workers were blue collar workers and 17 percent were in service jobs. Hispanics are underrepresented among the professional, technical, and managerial occupations in Michigan as well as nationally.

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...Los que no tienen educacion y necesitaban aprender una especialidad, han sufrido mas "lay offs." Cuando estos trabajadores aplican para otros trabajos, no tienen el entrenamiento propio para obtener los trabajos. Muchos de estos trabajadores son mayores y no han atendido una escuela en mucho tiempo. Esta es la razon que hacen por meterse, tienen miedo que la experiencia sea negativa, como antes. Otros elementos que impiden ha estas personas de tomar reentrenamiento es la falta de informacion de estos programas para estos trabajadores hispanos y la falta de confianza para tomar el primer paso.

—Lindsey Younger, Flint

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In Michigan, Hispanics are concentrated in manufacturing, an industry most likely to be influenced by increased technology and most vulnerable to frequent spells of unemployment and displacement. In 1985, Hispanics had the highest rate of worker displacement of any major population. They were 23 percent more likely than non-Hispanics to lose their jobs through plant closings," Rafael Alcala of SER testified. Jose Escamilla presented a similar picture for Kalamazoo: "...[M]any jobs here are six dollars an hour, or even five dollars or seven dollars, but without any benefits," not enough to support a young family.

Unemployment. In 1990 the national unemployment rate among Hispanics was 10.7 percent, 50 percent higher than the rate for non-Hispanics, according to unemployment studies. The unemployment rate of Hispanics in Michigan was nine percent, twice that of non-minorities. Among Hispanic youth, the unemployment rate in 1990 was 24 percent nationally, compared to 18 percent for all youth. "Census data suggests that labor force participation of Hispanic women is lowest of all workers, with their median weekly earnings reported to also be the lowest of all workers in the labor market," reported Mr. Alcala. "Layoffs at the auto plants have had a major impact in the City of Pontiac," according to the preliminary results from interviews with human service providers and community leaders of that city. Mr. Bueno estimated the unemployment rate for

Hispanics in Pontiac was 16 to 20 percent. Hispanics in Pontiac had the highest unemployment rate of both male and female racial/ethnic groups. According to needs assessment studies, "The poor education system and the lack of adequate skills have exacerbated the problem. The jobs that are available to people in Pontiac who are unskilled are low paying and lack medical benefits. Many people lack the skills to obtain the good jobs available in the area."

Several Hispanic families and those providing services to them in Flint indicated that language was a barrier to finding or keeping employment. Ms. Guevara of Civil Rights speculated that, in the Flint area, unemployment and underemployment would continue to be a problem for Hispanics due to logistics: the new plants, "the small plants that...are going to have the jobs, are being built outside the City of Flint. That means that anybody in Flint that wants to work is going to have to either move outside the city of Flint or is going to have to commute." She also pointed out that there is no low cost housing being built outside of Flint, and public transportation to outlying towns is very limited.

Discrimination. Ray Barron of the UAW Local 659 of Flint testified that Hispanics in the UAW are not receiving equal opportunities for training and advancement. "We have been by-passed, and we have called this to the attention of the union, and the union has told us that they had called it to the attention of the corporation, but nothing has been done," he said. Attending meetings of the Labor Council for Latin American Advancement has persuaded him that similar problems exist state-wide.

Gilberto Guevara, Latin American Affairs testified in Saginaw about the discrimination against Hispanics that has resulted from the employer sanction provisions of the Federal Immigration Reform and Control Act of 1986. The law has not effectively discouraged illegal immigration but has resulted in "massive discrimination against foreign looking persons," including Hispanics and Asians. In Kalamazoo, Guillermo Martinez Hispanic American Council agreed, that the employer sanction provision has resulted in "subtle and systematic exclusion from employment" for Hispanics.

Child care. In Kalamazoo, Elizabeth Rodriguez described the dearth of affordable child care available to working parents. "It is very hard...to find child care, especially the kind that you can afford and keep a job at the same time." She spoke

about the special burden this places on young parents and those with several children, both characteristic of many Hispanic families. Even more scarce are child care facilities with bilingual staff members, or materials that translate information on costs and services in Spanish. The communication barrier contributes to parental fears about leaving their child.

State government. The underrepresentation of Hispanics extends to positions in some agencies of state government, especially in high level, decision-making positions. Mary Pollack Michigan Department of Civil Services reported that, although the employment of Hispanics by the state increased by over 50 percent from 1979 to 1989, Hispanics continue to be underrepresented in all job categories. 'Underutilization' is especially prevalent in occupations requiring advanced degrees. Table 3 shows the number of Hispanics employed in each major job category in 1979 and 1989, the percent of Hispanic workers in that category, and the percent of change during the decade. Overall, the Department of Civil Service calculates that there should be 259 more Hispanics employed in state government than are currently working. Furthermore, testimony revealed salaries of Hispanic women in state government are the lowest among the racial/ethnic/gender groups, as they were in 1980.

With the assistance of the Commission on Spanish Speaking Affairs, a Hispanic State Employees Association has been formed and has begun to meet.

Income

In 1988, the median family income for Hispanics was only two-thirds that of non-Hispanics. Nearly 30 percent of America's Hispanics lived in poverty, compared to only 12 percent of non-Hispanics. Furthermore, one-half of impoverished Hispanics were under 18 years old. "Consequently, Hispanics were twice as likely as non-Hispanics to receive government assistance (Aid to Families with Dependent Children, General Assistance, Supplemental Security Income, Medicaid, food stamps, or housing assistance). One-third of Hispanics had some type of benefits between 1984 and mid-1986, and 15 percent received assistance each month."⁹

The situation is approximately the same in Michigan. Dr. Virginia Mesa Genessee County Health Department estimated that 23 percent of Hispanics in Michigan have incomes below the poverty level. Ann Marston Greater Kalamazoo United Way testified that in the 1980 census, the poverty rate for Hispanics in Kalamazoo County, 20 percent, was double the overall poverty rate in the United States. Randy Black Community Services Director quoted a study on Oakland County which found that about 12 percent of the white families have incomes below poverty level, compared to 18 percent of Hispanic families. In addition, Black and Hispanic residents have incomes equal to only about three-quarters of the average for all U.S. Hispanics. The U.S. Census Bureau has reported that: "The lower educational levels and the concentration of Hispanics in lower-paying occupations both contribute to a disparity in income and earnings between Hispanics and non-Hispanics."¹⁰

Table 3. Full-time Hispanic Employees in State Government, 1979 and 1989.*

Job category	1979		1989	
	No. of Hispanics	Percent Hispanic	No. of Hispanics	Percent Hispanic
Officials & Administrators	11	1.0%	18	1.4%
Professionals	156	0.9%	255	1.4%
Technicians	52	1.1%	60	1.6%
Office & Clerical	203	1.5%	278	2.7%
Skilled Craft	48	1.8%	90	2.7%
Service/Maintenance	89	2.2%	66	2.2%
Para-professionals	175	1.2%	252	2.2%
Protective Service	45	0.9%	180	1.7%
Total	779	1.2%	1,199	2.0%

* Data supplied by Mary Pollock. Michigan Department of Civil Service, at Lansing hearing.

In 1981 the median family income for Michigan Hispanics was \$16,401, lower than the \$23,517 average of white families but higher than black family income of \$13,266. Nationally, in 1988, the earnings of 35 percent of working Hispanics were less than \$10,000, while only 25 percent of working non-Hispanics had earnings that low. At the other end of the income scale, only 22 percent of working Hispanics earned \$25,000 or more, compared to 43 percent of non-Hispanics.¹¹ In 1980, according to the Bureau of the Census, 19 percent of Michigan's Hispanic residents and 17 percent of the Hispanic families had incomes below the poverty limit, compared with 10.4 percent of the state's entire population and only 8.2 percent of all Michigan families. As Ms. Marston pointed out in Kalamazoo, "poverty is clearly a common thread running throughout most human problems." Among the problems brought to the attention of the Commission during the hearings were hunger and childhood mortality rates.

The study of childhood deaths in Michigan conducted by the Michigan Departments of Public Health and Social Services found that "poverty is closely linked with an increased risk of childhood death. ...In 1986, children who lived in poverty were 2.5 times more likely to die than other children."¹²

In Pontiac, Brigida Cantu with the City of Pontiac reminded participants that two-thirds of all people on assistance are children. Furthermore, "there is hunger in this city. ...We see not only young, but old and disabled. Many people with special dietary needs also have higher medical bills and so have little money left for food." Shirley Powell, Hunger Action Coalition, cited a study of 400 low-income families in Pontiac of which 29 percent reported going hungry, including 34 percent of Hispanic families. Another 38 percent of the families sampled were "at risk" of hunger—in a situation where any small emergency might "throw that family into a situation where they go hungry." Ms. Powell continued:

"One of the things we found very interesting in this study was the incidence of health problems and the increased amount of health problems that children in hungry families expressed as compared to children in families where hunger was not expressed. ...[T]hose families that were reporting hunger, they were also reporting three times the number of most frequently reported health problems—things like irritability, frequent headaches, inability to concentrate, and

fatigue. Hungry children exhibited these things three times as much as non-hungry children."

A study on Hunger in Pontiac disclosed that among the sampled Hispanic families, 70 percent reported that they didn't have enough money for food. Over 50 percent said that they ran out of money almost every month, and a similar percentage reported that adults in the family ate less than they should or skipped meals because they didn't have enough food; 30 percent said their children sometimes ate less than they should and 36 percent said that their children sometimes skipped meals because there wasn't enough food.

Housing

The lack of affordable housing was mentioned repeatedly. Angelita Lopez McCoy, Inland City Hispanic Service Center, told of one rural town in eastern Michigan where "23 persons are living in a small three room home—and one of the rooms is the kitchen."

Ms. Cantu testified in Pontiac that homelessness continues to rise at an alarming rate. Reasons usually are: cannot find decent housing with shelter amounts they receive on minimum wage or ADC; high rents; a lengthy waiting list for low income subsidies; [and] unsanitary, dilapidated, or overcrowded housing. Clients are confined to life on the streets or in shelters, and the city of Pontiac has only one shelter that accepts families. Testimony also disclosed that if tenants do start exercising their rights, the landlord often evicts them.

Finding adequate housing is further complicated by discrimination against Hispanics. In a study of rental practices in the City of Holland, for example, the Fair Housing Center of Greater Grand Rapids concluded that "a person of Hispanic national origin seeking an apartment in Holland would be likely to receive less favorable overall treatment than an Anglo homeseeker at almost two out of three (65%) potential residences visited."¹³

Suzanne Villegas, Grandville Neighborhood Association, testified that financial institutions in the City of Grand Rapids will not extend loans to home owners in the Grandville neighborhood where over 45 percent of the residents are Hispanic. These residents are denied access to FHA and VA financing.

Health

Although Hispanics represent the second largest minority group in Michigan, little is known about the health status, needs and concerns of this

population, said Cheryl Anderson-Small from the Michigan Department of Public Health (DPH) at the Lansing hearing. In 1986 a state-wide task force looked at the health status of all minority populations in Michigan and concluded, according to Connie Alfaro of DPH, that "the gap between the health status of the minority populations and the majority population of white, non-Hispanics was widening." Establishing the Office of Minority Health within DPH fulfilled one of the recommendations of that task force.

The lack of bilingual personnel emerged as a critical factor in the underutilization of services. In Oakland County, for example, Betty Yancey Oakland County Health Department testified, "...we have a small number [of clients] that speak only Spanish and do have lots of problems with communicating and getting the services that they need." Virginia Morales of Santa Maria Clinic said that in Grand Rapids, when she calls most health care providers to refer patients, "the first thing they say if you give them a Hispanic name...is, 'Do they speak English? If they don't speak English, and they do not have an interpreter, we can't see them.' And it is very sad to think that our major hospitals, most of the dental offices, and other health care providers do not have interpreters for these people."

Diseases. A task force of the Oakland-Livingston Human Service Agency investigated the health of minority populations in Oakland County during 1989 and 1990. Randy Black the Human Services Director reported, "There is a higher death rate because of hypertension, diabetes, a range of chronic heart diseases, infant mortality, homicide, liver disease, stroke, accidents—these are all areas where Hispanic people are dying sooner than the general white population."

"What is the disease profile of our Hispanic community?" asked Ms. Anderson-Small. She used the best information available to DPH to sketch the following profile: Although overall the prevalence of cancer among Hispanics appears to be lower than the non-Hispanic white rate, rates for gall bladder, stomach, cervical and renal malignancies are elevated for Hispanics. Of particular concern is the breast and cervical cancer-related deaths among Hispanic women due to late diagnosis of the disease. Mr. Ricardo Guzman Detroit Community Health and Social Services Center pointed out that cancer rates for the general population have decreased over the past 15 years, but rates for minorities have increased over the same period. In Kalamazoo, Rene Meave noted the link between pesticides and cervical cancer

and called for better access to reproductive health care for both men and women.

Diabetes is a major health problem, reported Ms. Anderson-Small. Among Hispanics, the prevalence can be as high as 13.2 percent, in contrast to 6.1 percent for non-Hispanics. Recent studies in Texas and California indicate that Mexican-Americans are three times more likely than non-Hispanics to develop adult onset diabetes, according to Mr. Guzman's testimony in Detroit. In addition 33 percent of Hispanics fall into the "severe" category of this disease, compared with only 10 percent for Anglos.

Cardiovascular and cerebral vascular diseases are also significant problems for Hispanics. Among the entire minority population of Michigan, the rate of diseases is 27 percent higher than in the Anglo population, and "these diseases lead to more deaths, disability, and income loss than do any other group of illnesses affecting minorities," according to Mr. Guzman. Ms. Cantu of Pontiac also mentioned health problems "associated with poor housing, including infestations of rodents, exposure to various kinds of toxic substances such as asbestos and lead, indoor air pollutants, and inadequate or polluted water supplies." Ms. Nancy Sanchez of Pontiac stated, "There has been an increase [among Hispanics], not only of AIDS but of other sexually related diseases."

Like other economically disadvantaged groups, many Hispanics use the emergency room as their primary health care provider, according to Ms. Morales. If they are given prescriptions, they may well not have enough money to have them filled. If they are filled, the label is probably not in Spanish, so they may not understand how to use the medication or the importance of continuing treatment for a specific time. One of the barriers to treating chronic diseases is that non-English speaking persons frequently believe that they have to take only one course of medication to be 'cured' rather than understanding that medication will probably be needed daily for the rest of their lives. "We're finding out that they've been told they are diabetic, but no one has ever made the effort to really educate them on what diabetes is and what complications can result for them," said Virginia Morales of Grand Rapids Santa Maria Clinic.

Infant and child health. There is little information on infant mortality specifically for Hispanics. Testimony pointed out that, the prevalence of the conditions associated with high infant mortality in the general population, and the high fertility rate of

Hispanics (80.77 births per 100,000 residents in southwestern Detroit, compared to 71.7 for the city as a whole, for example), led to the presumption that infant mortality is high for Michigan's Hispanics.

Nationally, a 1986 publication of the U.S. Department of Health and Human Services reported these disturbing findings: Hispanics are less likely to begin pre-natal care in the first trimester of pregnancy than are either whites or blacks; one-fourth of Hispanic births were out of wedlock; Hispanic women are more likely to be uninsured than blacks or whites; and Hispanic women have the highest rate of out-of-hospital births. At the Grand Rapids hearing Ms. Morales confirmed that many Hispanic women delay seeking pre-natal care until 32 to 33 weeks into a pregnancy. Premature deliveries and low birth weights are common. Because bilingual personnel are rare, women do not understand procedures and instructions, causing frequent problems during labor, at discharge from the hospital, enrolling in the WIC program (resulting in children going without formula for six to eight weeks), and obtaining immunizations.

Hispanic women were also most likely to "conceive infants when they are at both extremes of the reproductive cycle, meaning when they are quite young or older," and their interval between pregnancies tends to be shorter, Ms. Yancey of the Oakland County Health Department stated.

A study of deaths of all children from birth to age 19 was conducted jointly by the Michigan Departments of Public Health and Social Services. The major findings of this study were that over half of the children that died were less than one year old; that disease, including prenatal conditions such as low birth weight and prematurity, were responsible for over two-thirds of the deaths; and that accidental injuries were the principal cause of deaths among children over four years of age.¹⁴

Mental health. A mental health clinic serving Detroit Hispanics reported many of the same problems, and "we're finding that the problems increase year to year. We have child abuse, sexual abuse, family violence, alcoholism, depression, the works," said Graciela Villalobos of the South West Detroit Community Mental Health Service.

A report cited at the Detroit hearing by Osvaldo Rivera, executive director of LA CASA in Detroit, and Christopher Flores of the Community Recovery Services of Flint concluded,

Depression and alcoholism are the two most commonly identified mental health concerns facing Hispanics. Inadequate access to care is a major problem facing

Hispanics, often compounded by language and cultural barriers. Hispanics are more likely to be uninsured and financially limited. The Hispanic youth as well as the rest of the family often experiences cultural alienation and loss of self identity as they attempt to fit into the majority society. This contributes to family and intergenerational conflicts. A lack of bi-lingual/bi-cultural role models, educators, and care providers, further exasperates the situation.

Marilyn Bierman, a bilingual clinical social worker in Flint, reported, "what is striking to me is the amount of dysfunction...in the Hispanic families. ...I'm dealing largely with women alone, who are trying to cope with their lives, their problems, their children. And they are finding very limited support systems out there." Often these women are depressed and anxious; they are not prepared for making a living or getting an education; they have very low self-esteem; and "they are not getting the support from the extended family that used to be the case with Hispanic people."

Substance abuse. Mr. Christopher Flores reported that, among the 1,184 Hispanic admissions to substance abuse treatment centers in Michigan in 1987-88, "alcohol was the primary substance abused. Marijuana, cocaine, heroin, and prescription drugs were cited in that order as other primary substances of abuse." Mr. Osvaldo Rivera said, "abuse...of crack cocaine has increased at an alarming rate," and heroin addiction is also rising. Among Hispanic youth, Mr. Rivera cited reports that indicate "age of onset of substance use occurs from 12 to 14 years—junior high school level.

These observations are consistent with the findings of the Michigan Minority Health Report and with the national Office of Minority Health: Hispanic men aged 18 to 29 report more heavy drinking than Anglos. Cirrhosis of the liver in health areas 10, 11, and 12 of Detroit (the southwest section of the city) occurs at a rate of 67.7 cases per 100,000 residents, compared to 31 cases for the city as a whole; drug and drug-related deaths occur in this area at a rate of 33.9 percent compared to 21.5 percent for the entire city. Similarly, the biggest problem in Lansing is alcohol, second is cocaine, and third is marijuana, according to Gerry Roosien, of Cristo Rey Community Center.

Mr. Christopher Flores commented, there is little data available in relation to Hispanic women and substance abuse. Most data collected is based on client admissions to treatment. The problem of substance abuse amongst Hispanic women is much larger than the limited data leads us to believe. Cultural standards for admitting and seeking help

are not equal for men and women. The decision to seek treatment may be viewed as responsible for a male and shameful for a female.

Health insurance. The Michigan League for Human Services reported that in 1986, 13.6 percent of the Hispanics in our state were uninsured compared to 11.4 percent for blacks and 10.5 percent for whites, said Betty Yancey of the Oakland County Health Department in Pontiac. At the Detroit hearing, Mr. Ricardo Guzman presented a grimmer picture for that community: "Hispanics...are twice as likely to be uninsured...compared with the Anglo population." The lack of insurance means that people are less likely to seek medical advice at the early stages of a problem, or early in pregnancy, or to have regular check-ups.

Legal services and the criminal justice system

According to Juan Salazar, more Michigan Hispanics are in jail than in college. Luis Calderon of Van Buren county Migrant Services spoke in Kalamazoo of Hispanics who have been arrested for wearing only a windbreaker during the winter, who have pled guilty because they understood neither the charges nor the procedures, and who have been punished as violating probation because they did not bring their own interpreter to an assessment facility—all cases of a monolingual Hispanic (usually a migrant worker) paying dearly because a government agency does not have any Spanish-speaking staff members or bilingual attorneys. Mr. Carlos Alfaro said that in Paw Paw, a prosecuting attorney generally provides translation for defendants; if he isn't available, according to a secretary in the office, "they'll get inmates that are Spanish speaking to come and do the interpreting," hardly a prescription for dispensing even-handed justice. Fernando Bedevia of the Judicial Affairs Committee noted in Grand Rapids that bail is often set unduly high for Hispanic defendants. He also cited an instance where a probation officer recommended that a defendant be incarcerated rather than placed on probation "because there were no Spanish speaking probation officers available to supervise the client." In Port Huron, Angelita Lopez McCoy of the Imlay City Hispanic Service Center said that Hispanics confronted by the police are often questioned about their immigration status before the police matter is handled.

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Ahora hablo con un joven que fue arrestado porque la policia lo acusaron de tener la volumen de su television muy alto. Esto paso a las doce de la tarde. Vinieron y se lo llevaron a la carcel. Algo esta muy mal con esto!

—Hilario Lorea, Kalamazoo

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Manuel Amoya, an interpreter for the Kalamazoo County courts, has observed an unwillingness by attorneys to defend Hispanics. He testified that attorneys avoid investigating the circumstances, even when requested by the accused, and "tend to only look for plea bargaining." Furthermore, an interpreter is not always available for arraignment, information that a defendant does not speak English is not forwarded prior to the hearing on bond, and, too often, "these people plead guilty because they don't understand what is going on."

According to Mr. Bedevia of Grand Rapids, discrimination against Hispanics in western Michigan courts might be less prevalent if there were some representation among the judges and staff members. Even in areas with significant Hispanic populations, there are no Hispanic staff members in the courts, except for the 61st and 58th District Courts. Juan Salazar, a para legal mentioned the additional problem that Hispanic legal professionals are "held to a higher standard" in that they "are expected to know all areas of law that impact on...Hispanics," in addition to their specialty field.

"The inconsistencies in state laws in regards to domestic violence is inconceivable," said Chris Flores in Flint. "A person could be given life in prison for possession or sale of cocaine, but yet sexually abusing or nearly beating their wife to death" can result only in probation. Factors related to domestic violence, according to Mr. Flores, are unemployment, depression, and despair over the future, "all of which are significant to the Hispanic population." He went on to say, "despite the occurrence of domestic violence in Hispanic populations, many do not seek or receive help due to the language and cultural barriers." He cited a 1987 study of felons from the Detroit area as documenting the high cost of domestic violence to all of society: 80 percent of the felons were substance abusers, and 70 percent of those came from backgrounds of domestic violence.

Quality of life for special sub-populations

Migrant agricultural workers

Michigan's farm labor work force is comprised of over 100,000 seasonal full-time workers, including

over 45,000 migratory workers from other states—primarily Texas. This migrant work force was approximately 4,000 workers short of the need estimated by the Michigan Employment Security Commission.¹⁵ Tanya Jeffries of the Department of Social Services pointed out in Grand Rapids that it is difficult for growers or workers to predict exactly when a crop will be ready, for harvesting, but when that time occurs, its perishable nature requires prompt action. "This reality requires the maintenance of a stand-by work force," with immediate needs for shelter and food before work becomes available. "[W]ithout this most necessary work force, our own economic well being would be shattered."

Approximately 80 percent of the migrants are Hispanic, and many are monolingual in Spanish. Dolores Mancilla of the Coalition for Concerned Hispanics pointed out that "agriculture is Michigan's second leading industry, contributing \$15.5 billion annually to the state's economy." Furthermore, Michigan is second only to California in the diversity of products grown and is the fourth largest user of migrant laborers among the states. The estimated value of the crops tended by migrant workers is \$758 million. A study published by the Julian Samora Research Institute found that "neither mechanization nor other structural changes in Michigan's agricultural economy have diminished this industry's dependence on seasonal and migrant agricultural labor."¹⁶

As summarized by Gary Gershon, Executive Director of the Michigan Migrant Legal Assistance Project, (MMLAP),

...farmworkers' lives are **dismal**: a cycle of poverty; transience; homelessness (poor housing when available); poor health; poor education; and minimum (or below) wage employment when available. It is a day-to-day existence. It is largely a study in hopelessness....Conditions, while improving, remain feudal. Services are still disorganized, underfunded and, in some cases, "targeted" for elimination....

Migrant agricultural workers are employed in the most hazardous industry in America, according to a National Magazine article cited by Ms. Morgan (MMLAP). In 1988, 1,500 agricultural workers died, nearly twice the rate of miners, and there were 140,000 disabling injuries. Agriculture also has the highest rate of poisonings, skin diseases, and respiratory conditions due to toxic agents, according to the National Safety Council. The article also stated that, Children doing farm work have accidents

in numbers disproportionate to the numbers in which they are employed on farms. Not surprisingly, given these facts, the life expectancy of farm workers is only 49 years, 20 years less than that of the general population.

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...Yo era una campesina y perdi mi vista por los chemicos en las labores. Cuando perdi mi vista, yo todavia no era cuididana y me sentia muy mal porque no queria ser un estorbo para los estados unidos, pero las cosas se mejoraron.

—Herlinda Balderramas, Kalamazoo
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It is no surprise that migrant worker families live in poverty. Manuel Gonzales, director of the state's Office of Migrant Services, stated at the Lansing hearing, "Our statistics show that the average annual income for a farm worker family of four is in the neighborhood of \$6,800, and that's not very much," current federal programs put the poverty threshold for a family of four at \$12,000. A large proportion of migrant workers utilize programs administered by the Department of Social Services (DSS).

Housing. Tanya Jeffries said Housing is a persistent problem—with respect to quantity, quality, access, and procedures for eviction—for migrant workers. In 1990 Michigan had 922 licensed camps, the highest number in ten years. The capacity of these camps, however, would be sufficient to house only two-thirds to three-quarters of the 45,000 migrant farmworkers. In Oceana County, according to Ms. Jeffries, Oceana County Department of Social Services, some growers rent housing only to families with two or more working members.

Minimum standards for migrant housing are enforced by the Michigan Department of Public Health, but cuts in funding have reduced the number of compliance inspectors. It was uncertain whether every camp would be inspected even once during the 1990 season. Furthermore, the primary remedy available under the law is to close the camp entirely, "which means that people go from having bad housing to having no housing at all," Ms. Morgan pointed out in Kalamazoo. Connie Alfaro of MDPH talked about a recent visit to one of the camps: "The conditions were deplorable. That's all I can say, deplorable," but "what do you do? Do you not license them and let them stay in the cars, or do you license them and have them live in those kinds of conditions?"

Testimony in Kalamazoo and Grand Rapids disclosed that some farms attempt to cover the cost

of meeting the camp code by charging workers "...exorbitant rates to live in unheated, uninsulated shacks with no running water," others evade regulation by selling housing to the migrants.

Attempts to provide better accommodation for migrant workers have been thwarted by local zoning ordinances as well as cuts in the State Construction Grant Program, according to Gary Gershon, (MMLAP).

Margarita Potts of the Western Migrant Program wrote that migrant workers in Calhoun County face strict housing rules by farmers and blatant discrimination when seeking alternate housing. She stated that community agencies are not sensitive to the needs of the migrant workers. There are not many resident Hispanics to help monolingual migrant families, and news media are indifferent to the problems of homeless among migrants.

Graciela Gomez of Michigan Economics of Human Development was told that there was no intention of providing temporary shelter for the homeless in the Bay City area "because such a thing does not exist there." She testified that 1990 was an especially hard year for migrant workers. "They come in May to do hoeing. This year...there was no rain, so there was no hoeing. There was no work for the migrant people." Commissioner Jose Garcia asked, "If...many times there is not work due to the lack of rain, then...are they eligible to stay in those camps, or where do they stay then?" Ms. Gomez replied, "People have stayed outside our agency, in their cars sleeping, their families are there. We have put people up — up to three days, depending on the size of the family, in motels, and that's all we can do. After that we say 'Good-bye, I can't do anything for you.' I have brought people here to the rescue mission because that is better than sleeping outside. ...They are asking farmers if they can sleep out there in the fields...."

Health. Health problems of special concern to migrant families include nutrition, pesticide exposure, and field sanitation. Ms. Anderson-Small of Public Health cited a 1988 study conducted by Julian Samora Institute at Michigan State University, which found that "60 percent of those providing health services to migrant agricultural workers felt that migrants experienced serious difficulties, mainly in terms of affordable and accessible preventative and primary health care." For the workers who visit the Holland Migrant Health Clinic, "the largest health problem is not pesticides but nutritional deficiencies that lead to diabetes, anemia and dental problems, especially among children," according to

Dr. Jose Fuertes. According to an article in the Grand Rapids Press, pregnant women are the most frequent clients of the Holland clinic.¹⁷

Mr. Gershon, (MMLAP) pointed out that the U.S. Department of Agriculture is still in the process of developing worker protection standards for pesticide use, and Migrant Health Centers "are all doing a relatively poor job...in identifying and treating pesticide exposure...." Mr. Guillermo Martinez Hispanic American Council stated in Kalamazoo that, while field sanitation standards for farm workers have been law for over a year, "there has been no enforcement of the law."

Legal protection. Ms. Morgan (MMLAP) spoke about the extent to which laws for other workers in the United States fail to protect migrant agricultural workers. She cited the Fair Labor Standards Act "which creates a minimum wage and limits the number of hours that people can work, and it limits the age of young workers. There are exclusions that prevent this law from applying effectively to farm workers. For example, [the minimum wage provision] only applies to fairly large farms—those that employ over 500 man days of labor..." excluding about 70 percent of the farms utilizing migrant workers. "Agricultural workers are completely excluded from the overtime provisions, and the child labor provisions permit children as young as 12 to work in agriculture though children of that young age aren't permitted to work in other industries." Michigan laws have been passed to fill some of the gaps, but have not always succeeded. The state piece-rate minimum wage for farms, she asserted, "has not been effective in improving the wages of the farm workers because it...creates confusion." Michigan law has neither overtime nor child labor provisions.

Another law which excludes farm labor is the state's Workers Compensation statute. It exempts "hand harvest laborers," Ms. Morgan commented, "So while we insure that people injured in other industries can have their medical bills paid and can support their families, we exclude the people who are working in the most hazardous industry." Farm workers are also categorically excluded from the National Labor Relations Act, which gives other workers the right to organize and bargain collectively. The Unemployment Benefit statute, which provides subsistence benefits to people when they are out of work or between jobs, excludes farm workers with its requirement that workers have "at least \$100 in earnings for a series of 20 weeks before they can qualify for unemployment benefits," she

said. Her testimony concluded with the challenge, "One wonders if there isn't some element of racism combined with the lack of political power...that allowed these workers to be left in the nineteenth century while the rest of us moved on to the twentieth."

Mr. Gershon said much of the legal protection available to migrant workers has been provided through federally funded migrant legal services. In the past decade, however, support for this program, when adjusted for inflation, has declined approximately 40 percent.

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...[T]he majority of the students I serve are poor. They marry early, they are pushed out of school early, their chance of survival in the society in terms of longevity...is short compared to their counterparts. They are plagued with economic, social, and political handicaps because they happen to be born in a culture of poverty. Their richness and their strength is their own home culture, their own moral values and their own home education. That is something that we need to affirm. And that is something that they contribute very vividly and tangibly to the society.

—Dr. Miguel Ruiz, State Director, Migrant and
'Bilingual Education

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Education and child care

The state Department of Education estimates that migrant families include over 6,800 pre-school children. Only 2,600 of these children were served by approved day care providers in 1989, according to Penny Burillo Western Michigan Migrant Resource Council. Oceana County had only one licensed facility in 1989, and only 18 percent of the eligible pre-school children were served.

Spending so much time traveling makes it difficult for children of migrant workers to maintain grade levels in school. The average educational level of the migrant adults is sixth grade.¹⁸ Michigan does provide substantial services to children, according to Dr. Miguel Ruiz, "in summer operations—that is, offering summer school, emergency care, food, you name it, to migrant children through the Department of Education—we are second only to California." In spite of these services, most speakers felt educational opportunities for migrant children were inadequate.

Elderly Hispanics

With the attention paid to the large number of children, the rapid growth of the elderly population is often overlooked. But as Stella Morado of the Hispanic American Council pointed out at the Kalamazoo hearing, "the elderly are expected to

account for one-quarter of the increase in the Hispanic population during the next 20 years." In Flint, Commissioner Juanita Hernandez expressed concern that the Hispanic elderly were seriously undercounted in the U.S. Census.

The plight of elderly Hispanics in Michigan was summarized by Norma Baptista, using data from a survey conducted in 1987 by the Michigan Office of Services to the Aging. She said:

...Hispanic elderly are far more likely than white or other minority elderly to have limited education, low incomes and live in urban settings. They are more likely to be living alone or with other relatives, and less likely to be married or living with spouses. ...Fifty percent of the sample is below poverty, and another 15 percent are between poverty and 25 percent of poverty. The median income is \$6,500, about one-fifth receive no Social Security benefits, nearly one-third receive SSI [Supplemental Security Income], while 76.8 percent rely on social security and 8.3 percent rely on SSI for their major source of income.

Ms. Stella Morado also drew on the 1987 study: "Traditionally, a great strength of the Hispanic population has been our emphasis on family. ...[T]his is demonstrated by the fact that Hispanics are more likely than other Americans to live in multi-generational families.... In Michigan, 72.2 percent of elderly Hispanics were living with a spouse or other family members." Nationally, in 1985, 39.1 percent of the Hispanic elderly were widowed; more than a third of the non-home owners in this group lived with relatives, compared with only 15.3 percent of all similar aged Americans. Ms. Morado also testified that "Hispanic elderly are less likely to be institutionalized and more likely to continue living in the community than other elderly Americans. Even at 85 or older, only 10 percent of Hispanics were in nursing homes, compared with 23 percent of whites."

Elderly Hispanics are less likely than Anglos to be in the labor force, due to the interacting factors of their lower educational levels, disabilities from "exposure to dangerous working conditions and physical injuries" on their blue-collar or agricultural jobs, and dislocation, said Ms. Morado. She pointed out that many Hispanic workers enter the workforce younger than most Americans, therefore "by age 60, they may have worked more years than the average retiree." Ms. Baptista of the Office of Services to the Aging stated the following:

Hispanic elderly are more likely to suffer from chronic illness or disability (for example 56 percent of the Hispanics reported being on special diets, primarily for diabetic management, compared to 31 percent of the total sample),

and 51 percent report their health as "fair", "poor", or "very poor" compared to 25 percent of the state-wide sample. Forty-five percent report that obtaining good health care is difficult because of lack of money, 25 percent because of insurance problems, and 22 percent because of poor transportation. Over 15 percent report they have no health insurance. Additionally, 24.2 percent report having problems with their teeth.

Lack of transportation lowers the quality of many aspects of life for elderly Hispanics in Michigan. Ms. Baptista and several other presenters made reference to the following: Thirty-seven percent of the respondents live in households with no vehicles, and 39 percent live in households with no licensed drivers. Other than getting to a job, over 50 percent of respondents said they depend on others to get to places people usually go to, such as church, grocery stores, doctor, or pharmacy. Twenty-two percent reported they could not get to a doctor, and 15.3 percent couldn't get to the dentist because of bad transportation. Housing problems are also critical, with only 53.4 percent owning their own homes, 35.1 percent renting, and 11.5 percent having some other arrangement, usually living in someone else's household. They are more than twice as likely to report having difficulty paying for their home or apartment and its upkeep than seniors from other nationalities. Where Hispanic senior centers and meal sites are available, they are well patronized, but the Hispanic elderly do not utilize general centers or meal sites, probably due to factors such as a language barrier, different food preparation, and lack of information about available services.

Minority participation rates in the Older Americans Act Title III programs fell substantially during the 1980s.¹⁹ Ms. Stella Morado charged that: "The Hispanic elderly population is being ignored by

many federal agencies and by most major aging advocacy organizations. Although the Older Americans Act states that bilingual services should be provided for elderly persons who do not speak English, efforts have not been made to secure either bilingual bicultural staff members or community volunteers.

Hispanics with disabilities

Monica Del Castillo of Michigan Rehabilitative Services testified about the status of disabled Hispanics.

"According to the Bureau of the Census in 1981, 22.6 million Americans are occupationally disabled. Of these, 4.2 million (1/6) are non-Anglo American. ...The President's Committee on Employment of the Handi-capped estimates that there are 2.5 million Hispanics of working age who are disabled. In 1981, however, only 25,000 persons of Hispanic origin were rehabilitated by public programs. For fiscal year 1989, Michigan rehabilitated 6,345 persons; only 99 of them were Hispanic.

Gabriela Perez-Carpenter noted the frequent occurrence of orthopedic disabilities resulting from injuries and arduous work, often beginning in childhood. She testified that Hispanics with disabilities often face acculturation stress, loss of self worth, a self image framed in a second-class citizen status, and depression. Inadequate medical insurance often impedes treatment, the scarcity of accessible subsidized housing forces many into overcrowded apartments or the streets, and illiteracy or poor English comprehension poses a barrier to retraining efforts.

The picture portrayed of the quality of life for Hispanics in Michigan is not a encouraging. Much effort will be necessary to improve conditions for this population.

Some guidance is available through a variety of programs discussed by presenters at the hearings.

Current Programs

Local programs

Betty Yancey of the Oakland County Health Department described one of their programs: Our maternal-child care advocate program that is administered by OCHSA hires ex-welfare recipients to make home visits and community visits to identify high risk women, provide key supportive services, and advocate for the needs of our low income pregnant women. We had identified a need

for Spanish-speaking advocates to help expand our outreach capacity...

The program has been so successful that the department has submitted a grant proposal to use a similar mechanism to help clients access other county health services.

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We're trying to be a listening group, as well as a responding group.

—Randy Black, Community Services Director
Pontiac

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Ms. Yancey also commended Pontiac's Latin Affairs Office for their close cooperation with the Infant Health Promotion Program:

Staff from that office have arranged appointments; transported and accompanied Spanish-speaking clients to the health division to interpret; translated materials; and assisted with the MICH Care [Mothers, Infants and Children's Health Care] enrollment to assure that clients receive Medicaid.... They also help us plan our community baby showers and identify Spanish-speaking speakers for health seminars, and follow clients throughout the pregnancy and postpartum period to assure that immunization and other health care services are received by the infant.

Sisto Olivo described the Hispanic Business Alliance at the Flint hearing. Its purpose is to enhance business opportunities and help Hispanics get into business and succeed.

The "Pete Mata Show" has been available in Flint's Hispanic community for 18 years on radio station WWCK (105 FM), thanks to "the positive team-building efforts of both private corporations and the Hispanic community." Mr. Mata said he promotes Hispanic events, interviews guests that "could have a positive impact on Hispanics," and airs public service announcements. He issued the invitation, "whenever you have something of interest for the community and you want to reach the Hispanic people here in this area, please send it to us or come on the air...free of charge.

Frank Lugo testified that he has had a program targeting the Hispanic community on Saginaw's WKNX Radio for 14 months. The program was funded by advertisements from small businesses, but it appeared possible that the revenues would not be sufficient to maintain the program. He stated that if some funds could be obtained from other sources, personnel at the radio station indicated that they would also help.

Jose Narezo (Hispanic Artist) and Professor John Wilson of Hope College invited the audience to an exhibition of work by Mexican and Mexican-American artists honoring the "Day of the Dead" celebration. The event was cited as an example of efforts to foster greater multi-cultural understanding at the college.

Educational programs

Dr. Melvin Villarreal testified in Lansing and Kalamazoo about the increased presence of Hispanics on the staff of the Michigan Department of Education and the willingness of the Superintendent to meet regularly with representatives of the Hispanic community.

Pre-school education. As a result of federal Title VII, four pre-schools opened in Detroit, three of which serve Hispanic children with bilingual teachers. The federal government will fund them for only four years. Possibilities of renewed funding are uncertain. Michigan Early Childhood Education (MECE) funds provided \$3 million to Detroit targeted for at-risk children. Not one of the Detroit MECE programs is in those Hispanic communities.

At the Kalamazoo and Pontiac hearings, Commissioner Frank Lozano urged the Hispanic communities there to try to take advantage of the federal Even Start program, established in Detroit and Toledo, which includes instruction, food, and health segments for parents and children three to six months old.

K-12 education. A presenter at the Pontiac hearing submitted a clipping from a National Newspaper describing San Antonio's Valued Youth Partnership Program, which has been successful in reducing the dropout rate of Hispanic high school students. Middle school students who seem to be dropout risks are identified and trained to be tutors for children in kindergarten through third grade. "While helping the younger children, the tutoring also improves the skills and self-esteem of the tutors," according to the article. The Coca-Cola Company has committed \$1.3 million over a five-year period to implement the program in six additional school districts with large Hispanic populations.

State Representative Ted Wallace of Detroit indicated that the legislature is willing to support programs to improve K-12 education, especially if they require little or no funding from the state. He mentioned current discussion about site-based planning that would involve the community in directing each school. According to testimony in Detroit, "The problem is that the parents of those students, don't have access to those committees and things like that. So [in the legislation] you will have to...protect the rights of the parents of those students." Norma Barquet University of Michigan also observed,

Very often that goes hand in hand with the issue of culture and language.... [V]ery often [Hispanic parents] do not see the reasons for the involvement, and secondly, and more importantly, the school does not provide the translation necessary for parents to understand what happens at meetings. So they'll come to the first meeting, and once they decide that this is something that they do not understand, or where they are not considered important enough to have the right type of people there to get their input, they will not come back to the school.... There has to be some provision to make sure that these parents are going to access the system.

Ollie Zuniga of Saginaw described "Project Pride" which she coordinates. Since 1985 the program has provided tutors for Hispanic students in seventh through ninth grades at all the junior high schools in the Saginaw area. Students who have a D or E during the first marking period are offered tutoring three days a week from 4 to 6 p.m. In addition to covering subject matter, "we teach them how to turn in their homework, how to participate in class," encourage them to attend school every day, and expose them to college with a tour of Saginaw Valley State University. They hoped to extend the program to tenth and eleventh grades during 1990-91.

Roberto Quiroz said that bilingual programs, tutoring, and parent outreach and training services are provided in the Flint schools. "Program evaluations indicate that bilingual programs are reducing the gap between Hispanics and the norm," additional funds and personnel are needed to reach all eligible families.

A successful high school program in Detroit, conducted by Life Directions, was described by Sister Rosalie Esquerra. Tenth, eleventh, and twelfth grade peer mentors work with new ninth graders to help them get a good start in high school.

I have adult mentors [too]. People from the community, ...professional Hispanics came to me and said, 'Sister Rosalie, I know you're working at Western High School. Can we do something to help you?' And I said, 'Sure enough.' I never say no to help. So they have come in, they receive some training, and...I have right now 10 Hispanic role models.

For several years Sister Mary Martinez has conducted programs at Madonna College to prepare Detroit high school students for college. The "Educational Access Program for Hispanic Youth", provides tutoring on Saturdays during the school year and classes during the summer.

Funding is usually the principal problem faced by programs run by organizations both outside and inside K-12 school systems. Celia Escobar Pontiac

Public Schools, for example, wrote about a successful computer program in the Pontiac school district which will be terminated after two more years due to the end of support from the federal government.

Regarding the expiration of funding for Saturday tutoring, Sister Martinez described the cooperative effort involved in continuing the service.

When the programs ended last winter, Ricardo Campos from Michigan Bell said to me, 'Let's do it again.' I said, 'We have no money, we can't do it.' He said, 'We don't need money.' We didn't even have \$30,000. And what we did ...was implement Saturday tutoring. SER Metro Detroit gave us the space and let us duplicate [materials]; Madonna College provided the papers and pencils and books if needed; the Michigan Bell Hispanic Advisory Panel provided the tutors; and we tutored from January until April in southwest Detroit, children from grades 4 through 9. And the children came on Saturdays, it was very successful, and we really did it on a shoestring.

Other successful programs in Detroit cited by Sister Martinez include the Sabor Latino Club at Western High School and the Myron P. Leven scholarship fund, both of which encourage college attendance. "Artes 1992", sponsored by the Michigan Educational Opportunity Fund and supported by Dayton Hudson, brings Hispanic artists to four different locations during the summer to work with Hispanic students of all ages. The Martin Luther King-Cesar Chavez-Rosa Parks College Day Programs initiated by the state legislature also seem promising, but the representation of Hispanic students is questionable. Sister Martinez also praised the "Select Student Support Service" Programs sponsored by the state Office of Minority Equity, which provide a bridge between high school and college for students from inner city schools.

Joe and Sam DeLaGarza urged Michigan youth to become involved in the National Hispanic Institute, a private non-profit organization with the goal of supporting college-bound youth "...who strive for excellence in their personal development." Since it was established in 1981, over 3,000 Hispanic youth have participated in various community leadership programs.

Higher education. Laura Gonzales cited several initiatives at Central Michigan University during her testimony at the Saginaw hearing. The extended degree program is a concerted effort to recruit Hispanics. CMU also has a Hispanic student

organization which works with their Hispanic faculty and staff members. CMU offers various activities in connection with Hispanic Heritage Month and the Hispanic Awareness Celebration.

Job training and adult education. The Michigan Youth Corps provided jobs for over 13,000 young adults during the summer of 1990. An outreach program aimed at Hispanic youth resulted in 2.2 percent of the participants being Hispanic in 1988 and 2.3 percent in 1989. In 1988 two Youth Corps programs were given "Blue Ribbon Opportunities Grants" by the Michigan Department of Labor for their service to the Hispanic community, according to Myrtle Gregg-LaFay of MI Department of Labor.

Dr. Melvin Villarreal reported that the Lansing School District has an outreach site at Cristo Rey Community Center. In 1989-90 the program served 186 Hispanics in citizenship classes, GED preparation, English training, and computer literacy. Dr. Villarreal cited the program as a good example of cooperation between public and non-profit agencies.

In Kalamazoo Charles Rose, Spanish American Council, described Project Blueprint which is conducted by the Hispanic Community Forum and funded by the Kellogg Foundation:

It is an exemplary innovative program where minority people are given an opportunity to learn the basic fundamentals of parliamentary procedure, how to work in groups and develop cohesive organizations to address issues of the community, and to bring up grass roots problems to boards so that they can address them as seen by the people. This is the way we can bring our voice into the significant organizations, into government and into business.

Other services

According to Libby Richards of the Michigan Department of Social Services, Wayne County has several exemplary programs serving the Hispanic community. A program conducted by Latino Outreach provides parent aides who will go into homes that have been designated "at risk" and work side-by-side with Hispanic parents, strengthening their parenting skills and helping them access community services. Wayne County also began parent education classes in the fall of 1990. Ms. Richards noted that all contracts let in Wayne County are evaluated on the basis of cultural sensitivity and the ability of the agency to serve diverse populations.

Health services

The federal Women, Infants, and Children (WIC) program provides food for low income families. A study of low income families in Pontiac revealed that Hispanic participation in the WIC program was higher than the total sample. Shirley Powell of the Hunger Action Coalition said that 87 percent of the Hispanic families also participate in the school lunch program. The Pontiac school system has not, however, taken advantage of the federal school breakfast program.

The Office of Minority Health (DPH) in the Michigan Department of Public Health offers one-year grants for intervention projects that serve minorities. The types of projects include screening, referral, different health services, and also training programs for professionals and paraprofessionals. In reporting on this program, Connie Alfaro of DPH observed that the projects are limited due to one year funding, but to increased the number of minority health care professionals was very important toward increasing utilization of health services by the Hispanic population. Bertha Lopez Adrian Community Mental Health commented that an excellent patient follow-up program was initiated in Adrian with a DPH grant, but it will be terminated for lack of funding.

The Clinic of Santa Maria in Grand Rapids is sponsored by St. Mary's Hospital. Over 90 percent of their patients are Hispanic. When asked how other hospitals view the clinic, Ms. Moralez of Santa Maria Clinic answered, "As a dumping ground, to be honest....Every time somebody goes to their clinic and there is no insurance or Medicaid, we get a call, 'Can you take this patient?'" In addition to medical services, the clinic provides weekly educational sessions in Spanish.

In 1990 St. Joseph Mercy Hospital proposed opening a "free clinic" for the homeless and medically indigent in Pontiac. That clinic is now operating within much of the Hispanic community and one of the volunteer physicians is Hispanic. Free transportation is available and the van is driven by a bilingual Hispanic woman who also provides any necessary interpretation services at the clinic.

Mental health services.

Southwest Detroit Community Mental Health Services is one of the few programs in the state dedicated to Hispanics. They employ four bilingual, bicultural therapists to serve their clients, 75 percent of whom speak only Spanish and 55 percent of whom earn less than \$6,000 per year. Their clients are fairly evenly distributed between men and women. In describing the program, Graciela

Villalobos of Southwest Detroit Community Mental Health Services, Inc. noted that every year they face the threat of budget cuts.

Marilyn Bierman, a bilingual clinical social worker, described the Hispanic Services program in the outpatient department of Genesee County Community Mental Health. She said, "We were told in the beginning that the Hispanic people won't come to mental health and so on." Initially she spent part of her time at the Spanish Speaking Information Center, "but then we found that, actually, they felt more secure coming to the mental health office ...because they felt it was more confidential. They didn't meet everybody that they knew there." Although she feels they have "just begun to scratch the surface" of the needs that exist, "we have found that, like everybody else, Hispanic people do come for counseling, for guidance, for working on their problems, and they are willing to do this."

Ms. Bierman also described a "Parent Teaching" program in Flint, where children stay in a group home for five days of the week and spend the weekend with their parents, who are "given some kind of help with their parenting skills...." But the program is too small to accommodate all referrals.

Services for the disabled

The Michigan Commission for the Blind (MCB) provides many services to help visually handicapped persons overcome vocational disadvantages and become self-sufficient. Services include job evaluation, training and placement; personal adjustment training; licensing to operate vending stands and cafeterias; and vision evaluations and aids for pre-school and school-aged youngsters with specified visual handicaps. According to Myrtle Gregg-LaFay, MI Department of Labor, these services are underutilized by minority persons, including Hispanics. She said,

There is no means test for eligibility...I am asking the assistance of agencies that provide services to Hispanics—refer your clients to MCB for service. This is important because minority populations have higher incidences of health conditions which can lead to lack of sight—high blood pressure, diabetes, etc.—and the Commission for the Blind has services that can help people to work or be more independent.

Criminal justice system

Alberto Macias of the Hispanic Center of Western Michigan described the activity of the Hispanic Center, which provides interpretation services for several courts, the Grand Rapids police department,

Kent County, attorneys, hospitals, the Housing Department and others.

Professor Zolton Ferency described a program in community policing being developed where he teaches, at the School of Criminal Justice at Michigan State University:

...This is a program that is designed to involve the police department in the community and vice versa so that they join together in securing the community against criminal elements. That involves developing programs mutually. That requires staffing. But most importantly, it requires people who are familiar with the community, who can move freely in the community, who can speak the language.

Migrant services

Several programs are currently for servicing migrant worker families. Most are judged to be quite effective, but funding has not been sufficient to allow them to fulfill their potential. For example, regarding housing for migrant workers, Manuel Gonzales, Chair of the Governor's Interagency Migrant Services Committee commented,

We are a model to the nation in many ways. In the last 10 years, we have had about \$15 million of farm labor housing constructed in the State of Michigan. Yet our problem is one that is so great that we're still using units that are 30 to 40 years old, that lack inside plumbing. We are still using outhouses....

Testimony also revealed that underfunding of the State Construction Grant Program has led to a long waiting list of farmers who applied for matching grants to improve housing for migrant laborers.

About 60 percent of Michigan's migrant workers have contact with, and about 50 percent are served by, the Michigan's DSS, according to Mr. Gonzales. The greatest use is food stamps. One innovative decision by DSS was to determine that migrants are categorically eligible to receive day care for their children. Since periodic assessment of the population finds that 95 to 97 percent of migrants fall within the poverty guidelines, it is more cost-effective to designate the whole population as eligible than to look for the few who are not qualified.

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...[I]n a sense DSS became the fringe benefit package of this population.

—Manuel Gonzales, Lansing
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Gary Gershon MMLAP noted that the "in-camp health aide program" is working well and recommended that it be enlarged. He felt that

education for migrants "is much improved," with the migrant education system providing "many more alternatives," and that "[m]ost migrant day care programs are very good. The program should be expanded."

Mr. Gonzales works to bring together the major players...for the coordination of services. This includes private, non-profit agencies such as Michigan Migrant Legal Assistance Program (MMLAP) and farm worker agencies such as the Michigan Farm Bureau in addition to a number of other departments [of state government]. Mr. Gershon noted that "agency coordination has improved over the years,...largely due to" this Committee.

Mr. Manuel Gonzales praised MMLAP, "which is an advocate of the farm workers and, frankly and honestly, serves as a great deterrent and helps to curtail wrongdoing." Much of the funding for this program comes from the National Legal Services

Corporation, and Mr. Gonzales requested support from Congress to maintain and increase funding for that corporation. In Kalamazoo, Janice Morgan of MMLAP stated that,

...one federal law that has been successful in protecting migrant farm workers...is the federal Migrant and Seasonal Agricultural Worker Protection Act. It requires licensing of crew leaders; it requires safe housing and transportation; and it requires farm workers to be told in advance...what the terms and conditions of their job will be. Farm workers have had great success in enforcing their rights under this statute, but they have primarily done that through the assistance of legal services like my own. But over the last couple of years, there have been a number of proposals circulating in Washington that would restrict the ability of legal services.... Perhaps the most serious proposal would limit the right of farm workers represented by legal services offices to file suit in court to enforce their rights under this statute, and that would deprive farm workers of one of the most effective legal remedies that they have had.

Needs

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...Hay lugares, pero las trabajadoras en estos lugares no hablan o comprenden español. Es muy duro para estas mujeres que no comprenden el Ingles, porque no tienen a alguien que las pueda aconsejar.

—Alicia Martinez, Kalamazoo

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General needs

Bilingual, bicultural professionals, staff, and board members.

A number of professionals pointed out in virtually every area of concern, part of the problem was the lack of both Hispanic personnel who were bilingual and non-Hispanic personnel who were at least sensitive to and respectful of the Hispanic cultures. Cases of unavailable or unaccessible services for Hispanics due to the lack of appropriate personnel were mentioned at nearly every hearing. Cultural differences compound the language barrier; as Lissette Mira-Amoya put it, "...the Hispanic community needs to feel linked to those who provide services to them."

Professionals who are bilingual are often overworked. "Spanish speaking case workers come and go due to the fact that they get burned out because of the caseloads," Brigida Cantu testified.

Gloria Torrealba said that Hispanic families use her church's food bank rather than other resources: "All I hear from the families [is], 'I will not go to

these other agencies because I have to find an interpreter to go with me. So I'll just go without." She pointed out, "the ones that really suffer here are the children, because they go without." Carlos Alfaro of Kalamazoo suggested that Hispanic communities establish some type of office where Hispanics not fluent in English could hire an interpreter; Randy Black reported that his agency was asking Oakland County to establish such a translation and interpreter assistance pool using both volunteers and staff from various organizations, supplemented with new employees as needed.

In Kalamazoo, Mr. Rose spoke of the need for greater representation of Hispanics on industrial boards, community development boards, and the boards of organizations such as those funded by United Way. "What we need to do is strategically place people on these boards to represent the voice of Hispanics for establishing policies of where the money will be spent, what grants will be developed, who will be hired, where the money goes, and where the efforts and the fruits of that money is spent." He recommended that Hispanic community organizations actively recruit and train people to qualify them for such positions and help them be elected or selected.

Sensitivity training for professionals and staff members.

Dr. Andres Guerrero of the Saginaw Hispanic Ministries Program called for leaders to appoint and hire people who are "culturally and linguistically sensitive to the whole community, not just to one part of the community," positions such as judges, school administrators, church positions, and high civil servant jobs. It is particularly important that administrators, managers, and supervisors value and reinforce bilingual personnel working for them.

Ms. Cantu talked in Pontiac of slow response time up to three days to the requests from her Latin Affairs Office to DSS, even for non-Spanish speaking caseworkers; then the client is frequently referred elsewhere. Again, sensitivity training was called for: "We would like to raise the consciousness of caseworkers and others to become more sensitive and provide language assistance for Latino families," as well as developing more Hispanic professionals.

Attitude change among both non-Hispanics and Hispanics.

One of the major needs, nation-wide, is an attitude change on the part of both Hispanics and non-Hispanics. "[F]or far too long the Hispanic community, as well as other racial and ethnic populations, have had their culture viewed by the dominant society from the deficit approach and perspective," said Osvaldo Rivera in Detroit.

The strength of the extended family, the ability to speak two languages, the defined roles of members within the family, maintenance of cultural traditions and the esteem the older adults enjoy are attributes that are not appreciated by the dominant society. As we prepare for the year 2000, let us begin to address these barriers from a non-deficit perspective, a perspective that encourages the differences.

Outreach and coordination of services.

Another barrier to the utilization of various services by Hispanics is access to information about them. Difficulties range from exclusion from the information network (e.g., high school counselors not sharing scholarship opportunities because Hispanic students are not expected or do not want to go to college) to illiteracy in both Spanish and English. Mr. Black of Pontiac added that any organization which requires people to come to their location should have an outreach component—"going out to people and making yourself visible and available to people is so important."

Several presenters called for better coordination of services to the Hispanic population.

Every group must find ways to make the

'system' work for intended beneficiaries while remaining accountable to those who provide the funding.

Assuredly, the funders, public or private, are not willing to pour money into programs or agencies which are not fulfilling their missions. In fact, in the current climate of retrenchment, the sentiment is to cut programs rather than taking steps to increase their effectiveness. Many people share the attitude expressed by Dolores Valdez at Pontiac, "I'm not asking for funds or anything.... What we need is education.... We want to stand on our own feet. We are a proud people...."

Educational needs

The quality of education offered to the Hispanic community must be improved. "Hispanics appear to be the most poorly educated ethnic group in the United States. The last three generations of grandparents, parents and children still face predominantly the same problems," according to Juan Mateo, Attorney. The problems of illiteracy (which characterizes six times the number of Hispanics as whites over 24 years old), low educational achievement rates, high dropout rates, and low college entrance and graduation rates must be resolved.²⁰ Participants in the 1989 Michigan Hispanic Leadership Conference outlined a need to "challenge education in which students are taught how to adapt rather than how to question the basic precepts of society.... Education should teach us how to think, not how to conform," said Ana Luisa Cardona of the Casa de Unidad Cultural Arts & Media Center of Detroit.

Several presenters pointed out the need to increase the number of Hispanic personnel at all levels of the educational system, from secretaries to governing board members. As Dr. José Cuello put it, "We need more teachers, counselors, administrators, principles, clerks, and other persons [at all levels within the system] who will be sensitive to Hispanic needs and who will serve as role models for Hispanics." It was suggested that the state initiate recruiting efforts outside Michigan to attract such personnel and that monetary incentives be provided for them.

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"There was a four year old child in one of the classrooms, a brand new child, and it was like the third week she had been in the program, and she hadn't spoken a word.... I went and sat next to the child, spoke to her in Spanish,

and said just a few words to her. She did not respond to me, but then as soon as I walked away, the teacher told me afterwards, she followed me with her eyes, and then when the other teacher came over to her, she said, 'I'd like a glass of milk.' Those were the first words they had heard from that child. It really makes a big impression on children to see their own kind, to hear their own language."

—Elida Perez, Kalamazoo
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Furthermore, personnel from the Department of Civil Rights recommended that all instructors and administrators, as well as governing board members, participate in multicultural awareness training. Luis Garcia of Michigan State University recommended evaluating instructors and administrators at all educational institutions and linking salary and promotion decisions to their effectiveness in facilitating the graduation of Hispanic students.

The 1989 Michigan Hispanic Leadership Conference called on the educational system to nurture cultural leaders: There is a critical need to develop Latinos with vision and skills as cultural leaders in the arts, art history and arts management. Once developed, these leaders must be employed. This development must become a responsibility of our cultural and educational institutions from primary to higher and continuing education.

These Hispanic leaders also recommended adding an international dimension to increased appreciation of Hispanic culture:

Public policy must support the creation and support of bridges both within the U.S. and between the U.S. and their countries of origin.... In order for Latinos in Michigan to maintain a culture which is vibrant and alive, programs of cultural exchange with Latinos in the U.S. and with Central and South America must be developed and supported.

The factors contributing to the high dropout rate of Hispanic youth are pervasive, and so prevention programs are needed throughout a student's education, beginning in elementary school or earlier and continuing through college. Sister Mary Martinez of Madonna College commented:

It is very difficult to play catch-up in academia. For this reason, specifically targeted projects are needed for Hispanics on all educational levels—nothing innovative or creative, but simple, low key, small group, competently staffed programs that teach subject matter, self-esteem, and cultural pride. And I purposely put this in there about nothing innovative and creative, because very often you have competition [for

funds].... I applied for Saturday tutoring for Hispanic children in southwest Detroit, and I was turned down because it was too simple and they wanted something creative and innovative. In the last five years, various groups have experienced success with such projects.

Sister Martinez went on to recommend that both public and private agencies "[e]armark monies for groups that have proven track records in enhancing the education of Hispanics. Keep the process simple. Often the competition is so keen ...that worthy participants are edged out by big-name institutions or organizations who actually have a poor record of recruiting, retaining and graduating Hispanics." Dr. José Cuello reinforced the need to fund community organizations that are willing to do the job the state, local and federal governments cannot do. The Hispanic Coalition for Equal Educational Opportunity called for greater inclusion of Hispanics in the existing enhancement programs at all levels from pre-school to graduate school.

In sum, "Every child, regardless of his or her cultural background, should be guaranteed a solid high school education and access to college regardless of their financial status," Mr. Juan Mateo stated. He suggested one way of providing funds for some programs: "Seized drug trafficking items, including the assets and cash, should be spent on education and not on police equipment and personnel."

Providing the educational reforms needed by Hispanics will not have a negative impact on other students. On the contrary, as the Hispanic Coalition for Equal Educational Opportunity said. What is good for Hispanics is also good for the rest of society for three reasons: (a) A better education will enable Hispanics to make a greater contribution to society. (b) Many of the problems faced by Hispanics are faced by other groups. (c) The future of America is multi-cultural, and the sooner society adjusts to Hispanics, the sooner it will adjust to its future.

Information systems. A major need is for systems to obtain, analyze, and distribute information about the status of Hispanic students. For example, Presenters emphasized the need to track Michigan Hispanic student dropout rates for the purpose of direct intervention and developing a remedial plan of action. State-wide coordinated data collection is also needed to track participation of Hispanic children in math, science, enrichment, and gifted and talented programs as well as their distribution among college preparatory, vocational, and general education programs in high schools. The Hispanic Coalition for Equal Educational Opportunity pointed out, "We

can't make the arguments that we need to make, supported with quantitative information that we need, when a system refuses to provide it."

Pre-school education. Pre-school pays. Twenty years of monitoring the Perry Pre-school Project in Ypsilanti has shown that students prepared in a good quality pre-school are less likely to drop out, spend time in penal institutions, or need social services. However, an informal survey of Michigan cities revealed few bilingual pre-school programs. In the Detroit public school system, the only Head Start program with a bilingual teacher was down-graded to just a pre-school program, without nutrition and health services. Pre-school programs have recently been implemented at four schools in southwest Detroit with the aid of Title VII federal funds. These programs have bilingual teachers and a good parent component, said a member of the Hispanic Coalition for Equal Educational Opportunity, but their continuation may well be in jeopardy when the federal funds expire in three to four years.

Three Detroit schools with 100 or more "national origin" children do not have Michigan Early Childhood Education (MECE), Head Start, or another pre-school program. The Coalition recommended initiating pre-school programs with bilingual staff members at these schools. They also recommended that "the percentage of Hispanic children served by [Detroit's] Early Childhood Office-funding and Head Start programs should be [at least] equal to the percentage of Hispanic children in the Detroit Public Schools." Presumably similar criterion should apply to other school districts.

One of the barriers to Hispanic participation in pre-school programs, according to the Coalition, is a lack of understanding among Hispanic parents about the value of formal early childhood education. Pre-schools need to reach out to Hispanic parents to educate them about the value of enrolling their children. An outreach team made up of bilingual staff should go out into the community to recruit families with pre-school children, speaking to these families in their own language to convince them of the importance of early childhood education. The presence of bilingual staff members would also facilitate the communication between parents and school personnel and help parents feel more comfortable about enrolling their children.

Elida Perez of the Kalamazoo County Head Start program testified that she actively recruits in the Hispanic community, but sees few Hispanic children in the program. She feels that one barrier to more participation may be that, Hispanic families are

overwhelmed by five page applications that Head Start requires.

A barrier to participation in Detroit's Extended Day Kindergarten for educationally deprived children is the practice of basing qualification on a child's readiness skills in their native language. Since education will occur primarily in English, the Coalition recommends that children's English language readiness be evaluated, and that children with readiness only in another language have the opportunity to acclimate to the Anglo culture in a bridge program like the extended day. A transition program to the K-12 system would also be desirable for the parents of Hispanic pre-schoolers.

K-12 education. Roberto Quiroz listed the following basic needs of Hispanic students in the Flint and other school districts:

1. To improve skills in speaking, understanding, reading and writing in English in order to successfully compete in the regular classroom.
2. To improve the link between parents and school personnel.
3. To have expanded bilingual instructional services, especially English as a Second Language for those students who do not understand English, and tutorial services on an individual basis to help those who are below grade level in reading and mathematics.
4. To have more Hispanic teachers, administrators and other support staff in the schools with the greatest number of Hispanic students.
5. To expand parents' learning experiences, including parent workshops, school open house meetings, and college classes for parents.
6. To talk with teachers and other staff who have a greater sensitivity to the particular problems experienced by Hispanic students as a result of teachers who often do not understand the home language and culture of the students.

In Saginaw, Mr. Vicente Castellanos called for the development of a Hispanic retention process in each Michigan school district with high numbers of Hispanic students. Furthermore, "We need to be about the business of making extraordinary students from ordinary students," said Ricardo Medina at the Saginaw hearing. "What is necessary is a comprehensive set of strategies, sustained state leadership, commitment to high performing schools, and educational equity," said Sister Martinez in Detroit.

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If you really have multicultural education, it's happening every day in every subject in every way that you can. You are reaffirming the value and the worth of every student present in your classroom. Now that's a challenge. That's not easy because the textbooks aren't made that way. But it can be done. It can be done.

—Dr. Elba Berlin, Detroit

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The Hispanic Coalition for Equal Educational Opportunity recommended that the Commission ask each school district with sizeable numbers of Hispanic students to submit such a comprehensive plan, including strategies to:

- (a) increase the educational achievement of Hispanic students,
- (b) increase their enrollment in special and accelerated programs,
- (c) increase their graduation rates, and
- (d) increase their enrollment in post-secondary education; with explanations of how they will;
- (e) include the language, culture and heritage of Hispanics in the curriculum,
- (f) implement developmental, two-way bilingual programs, particularly at the early elementary level;
- (g) increase the number of bilingual, bicultural professionals in the system; and
- (h) increase the number of Hispanics in administrative positions.

Implementation of the plan, said the Coalition, should be monitored by an advisory council composed of students, parents, community representatives, and representatives of the Michigan Department of Education, with an annual report sent to the Department of Civil Rights and the Governor.

More Hispanic teachers and administrators in school systems. The K-12 school system is the area in which bilingual professionals are most urgently needed, especially in Detroit, according to numerous presentors. "Affirmative action is not working in our [Detroit] system." If it weren't for the fact that many teachers in the bilingual program go beyond their formal jobs to keep in contact with Hispanic students throughout the school, many Hispanic high school students would never come in contact with any Hispanic staff, according to Dorothy Alcala. The Hispanic Coalition for Equal Educational Opportunity felt that the problem in Detroit was so severe that the Commission on Spanish Speaking Affairs should, "[s]end a statement of the problem [of underrepresentation of Hispanics in the Detroit educational hierarchy and in programs in the Detroit

schools] to the Governor and the State Superintendent of Education with copies to the Office of Civil Rights."

In Lansing, Dr. Edgar Leon Department of Education suggested that the extent to which bilingual teachers provide special services to Hispanic students be formalized, with monetary incentives to encourage and recognize their service. A similar recommendation was made by the Hispanic Coalition for Equal Educational Opportunity—that the Detroit schools' central administration identify Hispanics already working within schools without significant Hispanic enrollment, and offer them the opportunity to work in the Hispanic community.

Hispanic representation is also needed among school authorities. Dr. Emilio Arribas University of Michigan, Flint testified in Flint about the unsuccessful attempts of parents there, to get even one Hispanic principal or assistant principal, into the district.

Dropout prevention. Many presenters addressed the need to prevent Hispanic youth from leaving school prior to attaining their high school diplomas. For example, Gilberto Guevara LAAD expressed the need to "confront the issues of the ever-increasing Hispanic dropout rate," including "the related problems of detention, suspension, absenteeism, and tardiness." Antonia Limon presented the argument that school suspensions lead to school drop outs. "The school counselor, teacher, and parents should work together to keep this student in school or send him or her to where she or he can continue their education." Mr. Alfaro said that, in southwestern Michigan, "We have teachers now that tell the students, 'Don't waste my time. Why don't you just quit?'" He concluded that school personnel must no longer be allowed to simply push out students who do not conform to idealized models.

Mr. Vicente Castellanos of Saginaw cautioned the Commission to "take a very critical look at the manner in which the state is establishing its dropout rates." He cited one school district which calculates the dropout rate as the percent of students who do not return each year, including junior high school students who are usually below age 16 and therefore are required by law to be in school. Mr. Castellanos used comparative cost figures to emphasize the high cost of dropouts. For example, a high percentage of at-risk youth "become adjudicated delinquent state wards or affiliated with state agencies," at a cost, in Saginaw County, of \$54,166 per person per year for a rehabilitation program, or over \$100,000 per year for

residential acute psychiatric care, or over \$75,000 for permanently developmentally disabled or mentally impaired individuals. He concluded, "Cost alone dictates that we address the human catastrophe of drop outs and students at risk."

Based on the results of a 1986 study reported in *Hispanic School Dropouts and Hispanic Student Performance on the MEAP Tests*, a comprehensive set of preventive and remedial strategies was recommended by the State Board of Education:

- (1) procedures and criteria for early identification of dropout-prone students,
- (2) action-oriented parental involvement programs targeted for parents of dropout-prone students,
- (3) staff development programs for "regular" teachers and support staff aimed at developing mentorship/tutorial relationships between school personnel and dropout-prone students,
- (4) exemplary instructional programs for dropout-prone students,
- (5) student leadership forums and other such personal development programs designed for dropout-prone students,
- (6) inservice training and feedback for counselors and other support staff to prevent biased overplacement of dropout-prone students in general education curricula,
- (7) internship and cooperative education-type programs with the private and public sector for dropout-prone students,
- (8) cooperative support service programs with community agencies and institutions to provide tutoring, enrichment, and counseling services for dropout-prone youth and their families,
- (9) educational partnerships between K-12 systems and higher education institutions to provide supplementary assistance to dropout-prone students, and
- (10) collection of MEAP scores by race and ethnicity on an ongoing basis from school districts participating in the pilot-testing of the foregoing strategies.

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"Getting suspended from school is not the answer. The students do everything to get suspended so they can stay up all night, roaming the streets at night, get into more trouble."

—Antonia Limon, Saginaw Council of Equal Rights

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The report pointed out that, although the study focused on Hispanics, "the profile of dropout-prone students shares common characteristics across

racial/ethnic groups," and remedies that are successful for Hispanic children should benefit all students.²¹

Mr. John Ponciano of Holland outlined a long-term program which could be implemented by the State Board of Education. After establishing a state-wide database to track individual students and dropout rates, school districts with significant concentrations of Hispanic students (five or 10 percent) who drop out at a rate higher than the majority population "would be required to institute a program to reduce the dropout rate among Hispanics" and report annually on their action. "In sum, districts would be required to do something and would spell out that something for the State Board." Furthermore, districts with larger proportions of Hispanic students and disproportionately large dropout rates would "be required to appoint a staff member to be in charge of a dropout prevention program."²²

Bilingual programs. Mr. Quiroz of Flint pointed out, "Funding for bilingual education at the state level has remained frozen for years, while the cost of education has continued to grow." He called for an immediate increase in state funding for bilingual education in Michigan—a program that has proven to be effective. Maria Etienne of the Pontiac School District proposed that "we pressure our government representatives at the local, state, and federal levels to look hard at the distribution of funding" between preventative programs (including bilingual education) and treatment programs and among groups.

The three-year limitation on each student's participation in bilingual education is not reasonable, according to at least two presentations. "In bilingual education we long ago discovered that it takes five to seven years of sustaining support to provide students an equal education if they come from limited English proficient homes," Dr. Berlin testified, of the St. Clair Chores District.

Language immersion programs. Ms. Escobar of the Pontiac School District noted: We want our children to read and write well in two or more languages. We are the only country in the world that still clings to an insistence on monolingualism. But even children who write and read well in only one language, even if that language is Spanish, are better off than children who can read and write in no language at all.

The failure of school systems to capitalize on the presence of bilingual students and members of the

community was lamented. As Dr. Cuello said at Detroit,

...[I]f it's...someone in the suburbs, we're actually encouraging them to take Spanish, or Russian, or Japanese at a very early level. And we want them to be fully bilingual. And yet when we have the raw material for creating that in a situation, we negate it and step on it.

Mr. Ponciano confirmed that native speakers are "stepped on" in Spanish classes in schools—"more Hispanics are victimized in Spanish classes than in any other single class." He recommended that the State Board of Education require districts to provide courses in "Spanish-for-the-Spanish-speaking," preferably taught by native speakers, with emphasis on advanced communication skills. Both Ines Dejesus and Norma Barquet suggested that schools utilize the presence of bilingual students and community members for language immersion programs.²³

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[I]n none of the...Hispanic schools has the district implemented an immersion program, despite the natural setting to actually promote second language acquisition, because all these children have to do is go out shopping and all the merchants and people could converse with them and support what the school is doing.

—Norma Barquet, University of Michigan, Ann Arbor
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Teacher education. "Every public state teacher training institution should establish a clear Hispanic teacher training initiative ...to educate...K-12 teachers in Michigan," recommended Mr. Luis Garcia from Michigan State University. Mr. Ponciano recommended that teacher certification require courses on educating minority, low-income, and/or limited English-proficient students and exposure "to working with at-risk students in the formal student teaching experience."

Ruth Gomez of Saginaw Valley State University addressed the need to recruit and retain Hispanic students in that institution's teacher education program. Furthermore, Dr. Antonio Flores said,

We need to deal with the teacher retraining needs to be addressed by teacher unions along with school districts and teacher training institutions because many of the teachers who are already in positions in the school districts...are going to be there for a long, long time. ...[W]e need to work with teacher training institutions so that the new teachers

come out of those programs with appropriate training to deal with Hispanic youth and children.

Counseling. Ray Barron described the need for a Hispanic counselor in the Inlay City schools. Christy Urgo of LA SED testified about the lack of any counselors, much less bilingual or culturally sensitive counselors, in the Detroit school system.

The prevalent response within the Detroit Public School System has been to classify the child with the problem as the problem child, and to ostracize and isolate them from the society they already feel they don't belong. At the present time, one psychological counselor is provided for two schools. They are available to service approximately 1,000 or more students and staff for two days out of the work week. There are no bilingual psychological counselors, to my knowledge, that serve the schools with bilingual or monolingual Spanish-speaking students.

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The implication of this appalling lack of services is evident when a suicidal student was told to wait two days for the psychological counselor to come in so that she could discuss her desire not to continue living.

—Christy Urgo, LA-SED, Detroit
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She demanded that the system, "Provide within each school a psychological counseling center staffed to sufficiently—the key word is sufficiently—service the population housed within the building," including bilingual counselors in schools enrolling students whose home languages are other than English. She recommended that staff be "knowledgeable about the multi-cultural agencies existing to assist the school in servicing these children and their parents," provide guidance to teachers about communicating with students and identifying problems.

"Perhaps you could set up an incentive system for school districts that have culturally and linguistically appropriate counseling programs in their elementary schools," suggested Dr. Berlin. However, while counselors may help youngsters cope with the hostile climate of schools, it does not address the main problem of changing the system and its personnel to educate all students.

Parent involvement and education. Both experts and parents concurred that parents must become more involved in the educational system. Though "parents are almost always hesitant to participate in any aspect of schooling because they themselves feel alienated...." At Kalamazoo, Robert Varela urged

Hispanic youth, and their parents, to be more assertive: "I think these children need to go and demand that they are going to college and that they need their education. They...are going to have to take their education right from those teachers, and they are going to have to demand it." Mr. Medina of Saginaw expressed a more sympathetic attitude toward the schools as he encouraged community members to become actively involved in education:

...[S]omewhere along the line all of us, as parents, as people of the community, as clergy, we need to do our share to help the schools. I'll tell you this, the schools cannot do it alone.... And we can sit here and we can blame the schools until we die and...our ancestors can continue blaming the schools. It's not going to happen until we take some of the initiative and we do some of the things and we teach our kids to bring home their books, to read their books, to go to the library, to do homework, to go to class every day, to pay attention. Those are the things that are going to impact those kids' lives. And I realize as a parent, it's difficult, but we need to do a better job.

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We want to participate in our schools, but we don't want to be just there for bake sales or for lunch supervision, we want to be in the decision-making process.

—Gloria Rosas, Detroit Bilingual Parent Institute

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Dr. José Cuello recommended "[t]he creation of a community-based school system in which parents and residents of the community participate in the education of their children. The requirement or the need is for the school system to create the processes by which the parents are drawn into the educational system." Public Act 25 seems to mandate creation of such processes, and one of the panelists urged Flint area parents to form the school improvement advisory committees, although school boards, administrators, and teachers may not always welcome parent involvement. Dr. Berlin expressed concern about site-based decision making and the School Improvement Plans mandated by Public Act 25:

...[T]hat plan is to be developed at the school level by a committee that is composed of parents, teachers, possibly students, and administration. I submit to you that...our parents are invisible in those structures [Parent Advisory Councils] within schools... [T]hose school improvement plans may be the demise of our bilingual programs because those...plans may be designed and developed by people who, ...because of their lack of consciousness, the lack of awareness, and their lack of expertise in bilingual education, will not be able to provide the appropriate guidance for the development of those school improvement plans.... So I

really ask you to...make sure that those...advisory committees are very representative of the populations that the schools serve.

Dr. Ayala, Consultant, reminded the Grand Rapids panel of other barriers to parental participation: "...[I]n order for the parents to be involved in school, they have to leave some little ones at home many times, or they have to pay for babysitters." Transportation to school may also be a problem. He suggested paying parents a stipend for working in the schools. "It is very, very important....If you could just see the eyes of the little kids when mom and dad are present in the class. It is amazing."

Curriculum issues. Several changes in the K-12 curriculum and instructional materials were recommended. As a start on reversing the "deficit" attitude toward Hispanic culture, The Hispanic Coalition for Equal Educational Opportunity called for,

A broad program of cultural awareness that includes not only black culture and history, but Hispanic culture and history within the context of appreciation for the different world cultures that are no longer just outside our national boundaries but inside of them as well. The future of this country is multicultural, multiracial, and international. The sooner we teach not only our children but ourselves to appreciate it, the better.

Roberto Muñoz of Detroit called for an integrated, interdisciplinary core curriculum for early elementary grades through middle and high school with emphasis on reading and writing. In Lansing, Dr. Antonio Flores recommended that schools "...institute articulation programs that will allow young Hispanic children and youth to begin to internalize the values and expectations needed to really go on to college early enough..., as early as middle school...."

Mr. Juan Mateo recommended that anti-drug education be provided beginning at the elementary school level.

Student employment. Dorothy Alcala of Detroit described a successful program at the high school level:

I was involved in an employment program for bilingual youth that was funded by Title VII four years ago, and it was a terrific program...[that helped] get students employed in agencies in the community at the ninth and tenth grade level. By the time they're in eleventh and twelfth grade, they are ready to go on to the jobs that the state offers.... [B]ut now that we have no person in that position [to match students

and community agencies], all these jobs that came from the different agencies...are not reaching the Hispanic students at all.

Employment programs such as Detroit's should be widely available on a continuing basis. The professionals questioned that the Pontiac assessment of human needs spoke of "real life work experience for youth." The State Board of Education's study comparing dropouts with students who graduated from high school found that those who remained in school were more likely to have worked in their last year than the dropouts.

Higher education. Several presenters expressed the need for increased representation of Hispanics in higher education.

Luis Garcia suggested in Lansing that Michigan colleges and universities increase their linkages with the institutions in the Hispanic Association of Colleges and Universities (whose regular members have at least 25 percent Hispanic enrollment), especially those which produce significant numbers of degrees in mathematics and the "hard sciences." Graduates from these institutions can be recruited to Michigan as graduate and professional students and as faculty and staff members.

Dr. Raquel Ontiveros of Saginaw Valley State University recommended that all data for institutions be disaggregated "so that the problems and concerns of specific Hispanic sub-groups can be ascertained." Relevant data would include student applications, admissions, enrollment, and graduation as well as faculty and staff applications, hiring, promotion, and departure.

Bridge programs. Programs to ease the transition of minority students from high school to college have been operating for many years. In the last few years a new element of comprehensiveness and accountability was added with the introduction of the Martin Luther King-Cesar Chavez-Rosa Parks programs funded on a matching basis by the state and individual colleges and universities. One of the challenges for the Commission on Spanish Speaking Affairs is to assure that Hispanic students are fully represented in the KCP and similar programs. As Mr. Garcia stated in Lansing, we need to "expand the concept of affirmative action to include Hispanics in all outreach efforts at the pre-college level." "Programs like the King-Chavez-Parks program need to be not only expanded, but need to be targeted for Hispanic communities," Dr. Flores said in Lansing.

Laura Gonzales, Director of the Office of Minority Affairs at Central Michigan University, recommended that colleges and universities "build

ongoing, formal partnerships with junior and senior high schools to emphasize the importance of higher education." Ms. Gonzales suggested that parents be included in the programs, and that one aspect should be "familiarizing our Hispanic youth with the career opportunities that come with a college degree."

Bridge programs are also needed between junior or community colleges and four-year institutions. A major problem, according to Ms. Gomez of Saginaw Valley State University, is lack of adequate counseling before entering the four-year institution: "Students ...take credits that many times are not transferrable or applicable, and they lose these credits. In addition, many students are not made aware that basic skills must be completed, and when they transfer this can cause a delay." She recommended closer communication between advisors at junior colleges and admissions officers at four-year institutions.

Increasing accessibility.

Presenters at several hearings spoke of the need to monitor the admission and retention policies of public colleges and universities. At the Lansing hearing, Mr. Luis Garcia recommended that universities intensify minority student recruitment, using recruiters with the cultural background and understanding to effectively recruit Hispanic students.

Ms. Laura Gonzales stated that it is important to go beyond the traditional recruitment of students in high schools. "We need to develop our relationships with churches, youth clubs, bilingual programs, migrant programs, community based organizations, and Hispanic-owned businesses." Improving the racial climate on Michigan campuses, as suggested by Mr. Garcia, would contribute to the willingness of students and graduates to recruit as well as increase both enrollment and graduation rates of Hispanic students.

"It is obvious that the survival of Latinos at state operated institutions of higher learning, will not improve by simply refining college recruitment techniques," said Mr. Garibay at Detroit. "Institutions such as Wayne State are more and more troubled by the impoverished academic programs offered at the existing elementary and secondary levels." Institutions cannot deal with this impoverishment by waiting indefinitely for reforms in the K-12 systems. Once students arrive on campus, colleges and universities should provide resources to facilitate success, including remedial and support programs, Mr. John Roy Castillo stated in Lansing. Other recommendations included identifying colleges and universities which have

successfully graduated Hispanic students so that they could become models for other institutions and providing financial incentives to institutions for increasing their enrollment and/or graduation rate of Hispanics.

Presenters agreed there is a great need for more Hispanic professionals, but most four-year and advanced degree programs are inaccessible to the state's Hispanic population. Bearing in mind that minorities tend to have several interruptions in their pursuit of higher education and that adults have family and financial obligations beyond those envisioned by typical aid formulas, schools, colleges, and universities should be encouraged to offer programs accessible to adults. For example, courses offered outside the 8 a.m. to 4 p.m. Monday-through-Friday time frame—with child care and financial support available.

Funding college education and programs. Esther Martinez of Oakland University, Celia Escobar of the Pontiac Public Schools, and Randy Salazar of Detroit called for expansion of grant and scholarship programs for minorities, especially Hispanics. Luis Garcia of Michigan State University spoke of the need to revise federal student aid policy to replace a proportion of loans with grants. He also recommended the establishment of 10 four-year tuition scholarships for Hispanic migrant students." Gary Gershon advocated financial support for professional students who agree to serve the migrant population. Antonio Flores recommended that Hispanic groups engage profitable organizations throughout the state in partnerships to provide innovative programs that are not possible through the regular systems.

Mr. Pizana of the Hispanic Network of Lenewee County told of the low enrollment in a summer enrichment program targeting Hispanic students which provides free tuition, room and board at Siena Heights College. Ms. Esther Martinez reported that the Hispanic Student Organization has asked for a Spanish-speaking financial advisor at Oakland University to help educate students and parents about the financial aid process. Robert Varela of WQSN Radio Kalamazoo also called for education on how to obtain grants and loans. He said, "the stipulations that they have on these funds is somewhat ridiculous. How can these people get a grant and have that grade point average when they are working 12 hours a day?"

Tina Vargus of St. Joseph Mercy Hospital called for restructuring the Michigan Educational Trust (MET) program so that it also meets the needs of

low-income residents. "Personally, I do not know a single Hispanic that is able to secure a \$6,000 loan from his/her bank for MET buy-in, cough up the monthly payments to the bank, and support his/her family."

In Port Huron, Carolina Gonzales Gabrowski raised the issue of verification of protected group membership. She said that she knows of Anglo women who have married Hispanic men, apparently submitted applications stating that they are Hispanic, and received scholarships from Hispanic organizations.

Higher Education Curriculum. Ms. Laura Gonzales recommended that, "every student in a college or university should be required to take a course that focuses on U.S. ethnic minorities. The course could include the historical background of each group, its current state, and its contributions to life and society in the United States."

Oscar Flores a student of MOTT Community College recommended instituting a Hispanic Career Day where businesses could recruit Hispanic college students, students would get help with resume preparation, and a successful Hispanic could deliver the key note speech, serving as a valuable role model for the students. Mr. Pizana of Adrian suggested coordinated efforts to provide internships for college students in their fields of interest.

Faculty and staff needs. Many speakers called for increased representation of Hispanic administrators, faculty and professional staff at public and private two-year and four-year colleges and universities to serve as counselors, advisors about academic and financial aid matters, and role models. Dr. Antonio Flores pointed out, "Percentage-wise, more Hispanics enroll in four-year private institutions than in four-year public ones, and Mr. Pizana requested that the Martin Luther King-Cesar Chavez-Rosa Parks Visiting Professor program, for which the state provides matching funds to the public universities, be extended to private colleges. Dr. Rachel Ontiveros cited data showing that those Hispanics who are employed in higher education "are more likely than others to be given temporary assignments and placed in non-tenure track positions." In the study by the National Education Association, Hispanic faculty members stated that the barriers to attaining their academic goals include "bias against people who speak with an accent; lack of regard for ethnic studies...; failure to provide information about impending vacancies; nomination of Hispanic faculty to committees which are limited to minority issues

and concerns; and lack of opportunity for recognition."

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I had one—one professor who was non-tenure track—that made a difference. That professor is the reason that I can stand here before you as 'Dr. Ontiveros.' One person who took the time to resolve a problem when I was trying to work out my dissertation. The only Hispanic faculty member who, perhaps because he knew what it was like to go through the hills and valleys himself, decided to help me out.

—Dr. Raquel Ontiveros, Saginaw
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Dr. Ontiveros recommended developing a state-wide Hispanic faculty database "such as the one already begun by Hector Garza" of Eastern Michigan University with the vita of all persons of Hispanic heritage who are seeking faculty or administrative positions in higher education. She also recommended that the state "provide financial incentives to higher education institutions which show a marked improvement in Hispanic faculty recruitment. If they show they've got the numbers, then maybe they can get the bucks. And that's the bottom line—it's not brown, it's not black, it's not white. It's green. And that's money."

Mr. Oscar Flores and Celia Perez-Booth testified that requests for bilingual personnel have been made regularly to the administration of Mott Community College—in 1972, 1980, 1985, and 1990—with little success. They asked for help from the Commission "to bring a bilingual, bicultural counselor [as well as a Hispanic recruiter] to...Mott College now." Mr. Flores said that currently some students are referred unnecessarily to remedial classes "because you have an accent."

In Adrian, Mr. Pizana called for cultural sensitivity training for faculty and staff members. Dr. Flores called for increasing the representation of Hispanics on governing boards of universities and other higher education authorities.

Adult education. Lindsey Younger of Flint's Spanish Information Center commented, "There needs to be a program that says to the Hispanics in this area, 'Okay, what are your skills? What do you need to learn? Where is it convenient for you to go to school?'..."

[T]here...needs to be specific training that's bilingual and bicultural for older adults...." Dinardo Pizana of The Hispanic Network of Lenawee County, recommended "better reading and writing skills

programs for our adult people" to enable them to more fully participate in the work force, with outreach to rural areas.

"Parents should be provided with access to on-going educational programs which deal with the drug and current litany of problems affecting the Hispanic community. Every parent deserves the training necessary to become literate in both English and Spanish," commented Juan Mateo of Detroit. Dr. Edgar Leon said in Lansing, "We should create programs that will offer adult education and special compensation for Hispanic parents that are willing to complete a college degree or some skilled training." He also noted that special centers may have to be created to offer the appropriate training these centers also could offer child care while parents are in class or preparing. At the Pontiac hearing, Jean Wagstaff stressed the need for more language learning facilities in southeast Michigan.

Job training. "Not everyone has to go to college and get a four year baccalaureate degree in order to make a good living in the United States," pointed out Mr. Medina at Saginaw. "Vocational-technical education offers a wide variety of opportunities." He called the Hispanic students who are not qualified to enroll in four-year colleges "the neglected majority."

We need to be doing some things to target that group of people in order to give them the economic viability to achieve some kind of productive place in society as a working person. And education is the key.

More vocational training programs as well as basic skills development to enable individuals to take advantage of job training were also recommended by respondents to Pontiac's human needs assessment. Dolores Mandujano concurred, noting, "There is approximately 50 percent unemployment and underemployment in this community [southwest Detroit], which is mostly Hispanic. We desperately need job training to assist our applicants, whose skills are mostly factory related and have become obsolete." Lindsey Younger noted the need for on-the-job training targeting Hispanics in the Flint area and recommended outreach to link the Hispanic population (especially unskilled workers) with existing educational opportunities. She also called for the creation of bilingual-staffed training centers aimed specifically at the under-educated, unskilled Hispanic worker whose needs cannot be met at existing educational facilities; and creation of job hunt clubs, a job referral or placement system, and support groups for those completing training and for other unemployed Hispanics.

To have an impact on services provided via the Job Training Partnership Act, according to testimony submitted by Ms. Gregg-LaFay of State Department of Labor, Hispanics should attend meetings of the Michigan Job Training Coordinating Council, present testimony to that body, and work to have the Governor appoint one or more representatives of the Hispanic community to the Council. Hispanics should also become involved with the "Private Industry Councils", which set policies and priorities for local JTPA services, in each community.

In Detroit, Rafael Alcala requested state funding to offset federal reductions in the JTPA program. He recommended that state-funded programs emphasize services to hard-to-serve persons and encourage long-term training programs by providing grants specifically for them. He also recommended that the state allocate additional funds for basic skills remediation and adult literacy training for language minorities, increase funding for on-the-job training; supplements to employers, help initiate quality child care programs for parents in job training, and provide incentives for private/public sector partnerships.

Tina Vargas of Pontiac called attention to the need for strong retraining programs for older workers displaced by changes in the labor market. She stressed that the programs should teach skills for "decent jobs at good incomes" and recommended better access to training for the professions. She also emphasized that the education available should be based on employment needs into the next century, not just directed at immediate demands.

Cultural activities. The Latino Agenda for Culture and the Arts in Michigan was developed at the third annual Midwest Hispanic Leadership Conference. It was drafted in a workshop by over 50 artists and ratified by the entire conference. In its introduction, the artists point out that,

Culture is more than the fine arts. It includes the language, religion, writings, music, paintings, photographs, dances, songs, stories, foods, altars, games, and plays of a people. It is what we learn and how we learn it. It is our unique way of life, our collective view of the world which growing out of our past compels us to take creative action in our world today."

Several recommendations were made to strengthen the presence of Hispanic culture and art in Michigan. Martha Lagos of Detroit's *Casa de Unidad* Cultural Arts and Media Center said that state government should support Latino artists in their efforts to present their works in existing and

future public institutions. Mr. Alcala called on the state to increase funding to the Michigan Council for the Arts for Hispanic arts projects and programs. In addition the State should also increase funding and support for documentation projects by arts, humanities, and historical institutions to preserve the continuity of Hispanic traditions in the Detroit area. Ms. Escobar of Bloomfield Hills requested that museums in the Detroit area, such as Greenfield Village, include displays on Hispanic history and contributions.

Summary. Dr. Cuello, all of the above [education] recommendations are useless without the implementation of a more basic one. There is a need to set up a state supported agency or office that will coordinate all of the recommendations aimed at specific parts of the system into a coherent program with long-range planning, monitoring, and evaluation. It must have the power to implement or at least to influence significantly the decision making process of the bureaucracies at all levels. It must be driven by a philosophy that sees the educational system as an integral part of the whole society, not just a set of different garbage cans into which we can dump all our problems and our kids.

Employment

According to the testimony of Charles Rose at Kalamazoo, the Battle Creek Hispanic Community Forum identified as a primary concern the "ethnocentric business and hiring practices of the American culture."

Annie Guevara of The Department of Civil Rights spoke of the job opportunities at smaller plants outside Michigan's main cities, where openings are not always advertised publicly. She commented, "We've got to somehow get Hispanics to realize that the jobs are out there, and this is where you go to apply for them, so we can then start taking some complaints on failure to hire, if in fact, there are discriminatory practices."

Alberto Serrano of Holland related his impression of discrimination against Hispanics by keeping them in temporary jobs, filled throughout temporary employment agencies, with lower pay, no job security, and no benefits.

"Spanish-speaking people should be encouraged to move into the criminal justice area, not only on an academic basis but on a professional basis as well.... The jobs are there, the opportunity is there, but most importantly the opportunity to render a real public service—to create security and peace in our

communities—is also there,” Zolton Ferency said in Lansing.

Another major barrier to the employment of Hispanics throughout the workforce is the employer sanction provision of the Immigration Reform and Control Act (IRCA). Several presenters spoke about the discrimination that has resulted against anyone who appears likely to be foreign-born. In Kalamazoo, Mr. Guillermo Martinez testified about job applicants who “are forced to bring in documents even before they are allowed to fill out an application”. In Saginaw, Mr. Gilbert Guevara spoke of “massive discrimination against foreign looking persons,” including Hispanics and Asians. There is a need to have the employer sanction provisions of the IRCA repealed, a position which has been actively supported by the Michigan Department of Civil Rights.

In Lansing and Pontiac, Hispanics were urged to “file a grievance, a formal complaint with the Michigan Department of Civil Rights, and consider taking legal action” when they experience discrimination in the work place.

State employment. People testified at several hearings about the lack of Hispanics, especially bilingual, bicultural Hispanics, in many branches of state government: the MESC, the Department of Social Services, and the Department of Civil Rights—though the latter has more Hispanic employees than any other office of state government.

In the opinion of Dr. Arturo Marroquin, testifying in Detroit, revised methods for determining equal opportunity affirmative action goals for state agencies will be needed for Hispanic representation to increase. He recommended setting goals across agencies and offices, for state departments as a whole, as well as at the unit level, so that small percentages are not consistently translated into zero individuals underutilized and no need for active recruitment of Hispanics for particular positions.

Dr. Flores observed, “Spanish-speaking employees in state government (or elsewhere, for that matter) whose bilingual skills are required to perform their job duties should be compensated for those extra skills needed to perform their work.” José Pantoja Kent County DSS noted that the bilingual case workers in his office of the Department of Social Services provide interpretation services and also see, on the average, more than twice as many applicants per day as other employees, but receive no additional pay for their skills. He cited an internal department recommendation for compensating the valuable skills performed by bilingual workers.

Economic development

There is a need to encourage prospective businesspersons, starting with young people. “We want to educate our young people to become entrepreneurs.... I just saw a 17 year old entrepreneur in a community who had been in business for five years already. The kid started landscaping,” related Dolores Valdez of the Oakland County Hispanic Chamber of Commerce. At Saginaw, Ms. Oralia Zuzumbo called for one-to-one counseling to help young Hispanics plan their careers or fulfill their artistic aspirations.

Mr. Gilberto Guevara of Saginaw said, “There is a great need for training programs for Hispanic business persons who are lacking information on important matters such as purchasing regulations, availability of resources, marketing, and the business trends of today versus the trends of tomorrow.” Ms. Dolores Valdez also asked for education for Hispanic business people, while the state purports to offer many services for small businesses, they are not tailored to the needs of the constituents:

Seminars are offered at 9 a.m. to 5 p.m., Monday through Friday, while we're busy working from 9 a.m. to 5 p.m.—we're working from four in the morning to four in the evening, even after hours to 10 and 11 at night. We don't have time, nor the money, to be able to go to these government sponsored, state sponsored, small business administration sponsored seminars that are supposedly helping us.

She called on agencies providing workshops and seminars targeting small business owners to provide the sessions after business hours and on Saturdays, when “we can show up and give our people the time to show.”

Roy Garza spoke in Lansing specifically about the need for a program to develop entrepreneurship and business skills to make Hispanic auto dealerships a reality in Michigan. He also asked that the Commission help get GM and Chrysler to develop a plan of action similar to Ford's for facilitating minority ownership of auto businesses.

In Detroit, Mr. Eduardo Reyes suggested that a mechanism be provided to assist prospective entrepreneurs in getting the paperwork done, obtaining permits, etc. Ms. Valdez pointed out that supposedly such assistance is already available from the state and federal small business offices. “I'm a start-up. I've submitted to the state a business plan. It was rejected. I worked a year on the business plan. Instead, I had to put it through the 'Minority Business Development.' One thousand dollars later,

it's up in [Lansing] sitting on somebody's desk for the last five months."

Ms. Valdez called attention to another problem facing start-up businesses: the relatively long periods that the business has to be in operation before some benefits are available. In order to be designated a "minority business" by state government, for example, a business has to have been in operation for a year, and getting a contract with the state requires a two-year period of operation. She said that 17 percent of state contracts in 1989 were awarded to black-owned businesses, while only half of one percent went to Hispanic-owned businesses.

In Grand Rapids, Ramon Diaz related the difficulty winning government contracts since the end of set-aside programs. Ms. Villegas spoke about the difficulty Hispanic-owned businesses have locating suitable property and having it appraised, due to the lack of Spanish speaking professionals. Both Ms. Suzanne Villegas and Mr. Ramon Diaz testified about the reluctance of local banks to provide business loans to Hispanic enterprises. Mr. Diaz also told how general contractors discriminate against minority owned subcontractors by delaying payments and of several other questionable practices.

Gilberto Dominguez Lansing School District encouraged the Hispanic community to identify successful Hispanic business entrepreneurs and provide recognition directly and/or nominate them for recognition by groups such as the local chambers of commerce.

Health

Health care services, especially preventive and maintenance, are underutilized by the Hispanic community. "People don't know how to access the health care system; the system is complex and inflexible; the task of obtaining health care is imposing." That is how the barriers to obtaining proper health care were summarized by Pontiac's Community Assessment of Human Needs. This also applies to health care for Hispanics in the other parts of the state, according to many presenters.

At virtually every hearing, presenters called for more bilingual, bicultural health professionals, citing language and culture barriers as limiting the access of Hispanics to all types of health care: pre-conception and pre-natal health; obstetrics, pediatrics, internal medicine, family planning, adolescent medicine, dental services, social work services, and nutrition services; mental health services; programs for the elderly; AIDS information and treatment; services for the disabled; and

hospitals and clinics. Increased outreach and education would be one function of bilingual, bicultural staff members. In written testimony, Lindsey Younger of Flint noted that language barriers may be exacerbated when health care providers use technical terms to discuss medical issues.

Additional funding is necessary for delivery of comprehensive primary health care services to both urban and rural Hispanics for testing, education, and treatment of diabetes, hypertension, and cholesterol. Funding is also needed to support the recruitment, training, and retention of bilingual, bicultural Hispanics at all levels of the health care professions—physicians, nurses, social workers, nutritionists, management, etc. Creative efforts were called for generally and with respect to reproductive health and AIDS.

Pre-natal and child health. Ms. Yancey related the goal of the Oakland County Health Department is to reduce the high infant death and morbidity rates in their community. A primary need is to increase awareness about the services available. Another goal is to lower the incidence of teenage pregnancy and to improve the pre-natal health of teenage mothers: "Two-thirds of the babies die because they were born too small. ...[A] lot of them are teenage moms who hate to acknowledge that they were pregnant in the first place, so they delay mentioning it to somebody, and then they don't get into the care that they need."

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One night, I remember, this Cuban was not bilingual, he spoke only Spanish, and they had him categorized as a schizophrenic suicidal....[I]t was only because he didn't speak English. He was trying to convey to the doctors and nurses the way that he suffered and his family suffered torture.

—Unidentified woman, Saginaw

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Mental health services. Providers of mental health care agreed that existing services are severely underutilized by the Hispanic community, especially—according to Ricardo Rodriguez by adolescents. The principal barrier is that service providers are not prepared to deal with the language and cultural differences and needs of Hispanics. Carol Romero-Nowaczyk told of one man who could not be treated until he could explain his problems in English, and two other members of the Saginaw audience related similar experiences. More bilingual

Hispanic mental health workers were called for repeatedly. The consequences of inadequate service are often devastating for the individual and may be dangerous to the community.

Other barriers to mental health services include remote locations, transportation difficulties, and inability to pay for services.

Several presenters asked the Commission to support continued funding and expansion of mental health services. With additional funding, current applicants could receive prompt services rather than spend considerable time on waiting lists. Outreach efforts could attract new clients.

Culturally sensitive mental health services are also sorely needed for children and adolescents. At the Flint hearing, Marilyn Bierman recommended small group homes for children who have mental health problems due to dysfunctional families. She said that some of her young clients are virtually homeless, and others need a transition back to the community after release from inpatient treatment.

Substance abuse prevention and treatment. Mr. Vicente Castellanos of Saginaw called for fellow Hispanics to "admit that there are some serious problems in our community.... There is a need to discuss the alcohol and drug abuse in our ethnic population." Presenters at each hearing were willing to discuss problems and to suggest improvements needed to work toward solutions. Patti Koenig spoke of the inadequacy of educational, preventative, and referral programs in the Pontiac area. There is only one program which targets the Hispanic population and one part-time out-patient treatment person. The nearest in-patient treatment facility with bilingual staff members is three hours away in Grand Rapids. Even so, the service available is not fully utilized due, she believes, to language and cultural barriers and to the lack of family involvement in the program.

Christopher Flores of Flint said that he was "very excited" about the initiation of a residential treatment program. Project Rehab, in Grand Rapids, which is strictly for Hispanics and has a bilingual staff. He cautioned, "without bicultural and bilingual trained staff at coordinating region levels for assessment and referrals, ...establishing a quality recovery program is very difficult." He also noted that, while county agencies may state in their plans that they intend to serve Hispanics, there is no tracking to assure that the plan is followed or that bilingual, bicultural staff members are hired. Ms. Mira-Amoya of Kalamazoo testified that "...[I]f there is somebody translating for you, the therapist is unable to pick up those things,

and the client is unable to directly communicate those things to the therapist.

She recommended hiring more bilingual Hispanics throughout the system, who could serve any clients, but would be available when needed by a Hispanic client. Speaking at the Saginaw hearing, Ms. Zuzumbo expressed concern, "that there is no remedy when Hispanics get caught with drugs. Why aren't they referred to a drug rehabilitation or a community mental health agency instead of going right straight to the criminal justice system where they become habitual offenders?" Courts in Kalamazoo and Adrian are willing to refer abusers to treatment programs, but bilingual therapists are not available. Mr. Gilbert Guevara noted the lack of "a comprehensive in-patient and out-patient substance abuse treatment facility for Hispanics in mid-Michigan and in the Thumb," as well as the difficulty the one bilingual, bicultural out-patient treatment center in Saginaw had obtaining a Medicaid provider number and contracts with governmental agencies. Ms. Patti Koenig testified that, "in Pontiac there is a need for a comprehensive bilingual, bicultural substance abuse treatment and prevention agency, within walking distance to the Hispanic population. We need an agency and personnel who will use non-traditional ways to reach the community and offer services." She stressed the importance of mentorships, as well as adequate funding, to assure that such programs succeed.

In Lansing, Andrea Rodriguez Hispanic Women in the Network cited the need for better accessibility to treatment programs for clients without insurance, to lengthen the in-patient treatment period allowed above seven or 10 days, and more beds for in-patient care. Another need she spoke of was transportation for clients to in-patient facilities, especially to Project Rehab.

Presenters also suggested that after inpatient treatment, Hispanics need a half-way house that would assist them in developing a positive alternative to living at home. Someone to guide them, and show them how to develop support systems. Angelita McCoy of Imly City, among others, spoke of the need for Spanish speaking chapters of Alcoholics Anonymous and other, similar groups, since interpreters are not allowed at meetings of the regular chapters.

In Detroit, Mr. Olsvaldo Rivera asked for more residential outpatient and detoxification facilities for Hispanics. The need for increasing sensitivity to the Hispanic community is so critical that he also called for "...development of an Office of Multi-Cultural Affairs within the Office of Substance Abuse Services at the State of Michigan."

Ms. Adnrea Rodriguez called for child care for women desiring substance abuse treatment: "They need foster care for these children without the threat of being taken by protective services." A similar need was expressed by the providers surveyed for the Pontiac human needs assessment. Also in Pontiac, Juanita Baker cited the need for counseling services for children of alcoholics.

Support for increased efforts in substance abuse education prevention was also requested repeatedly by a number of presenters. "What we need is culturally specific media campaigns that work with our people: culturally relevant, language-specific, up-to-date prevention materials," ...including videos. "There needs to be a greater emphasis on culturally sensitive prevention programs for youths and their families."

Nutrition. The human service providers surveyed in Pontiac said, there are many good food programs in the city, yet good nutrition appears to be a problem. Unemployment, limited finances, high rents, frequently leave few resources available to buy good food. As a result, diets are heavy in starches and fatty foods which are less expensive. The groups most in need are the elderly, pregnant women and their children (the high infant mortality rate is linked to poor nutrition), teenagers who consume mostly junk food and substance abusers.²⁴

Gloria Torrealba testified about the hunger and need for food in Pontiac. The problem first came to her attention working with families in the Head Start Program.

At the end of class session I would hear, 'We're out of food. The food stamps ran out. My children are hungry, so make sure they do get a snack. Make sure they do get their lunch.' I found there was a great need, especially in the Hispanic community, since I was in a bilingual classroom.

Ms. Torrealba said that the Mt. Victory Food Bank is open only one half-day a week (Saturday from 1 to 4 p.m.), and, the program is threatened by both lack of funds and lack of bilingual interpreters. "Due to the lack of funds, ...instead of going with family size, I have to go 'a bag a family.' If there are 11 members in the family, a bag." She requested help from the Commission in finding funds to provide enough food and personnel to have a full-time food bank.

Ms. Torrealba raised another perplexing issue: how can someone running a service operation say "No" to pressing human needs? "I've had Hispanics come [to the food bank], even illegal aliens, 'They won't give me food stamps.' 'I can't apply at DSS, I

have no visa, no passport.' What do you do in that moment? You see those kids hungry, and you have to feed them." She concluded, "With an empty stomach, children cannot concentrate on education,...and this is part of the reason why there is...a high dropout rate of Hispanics in education."

Ms. Powell reported the results of a survey of low income families in Pontiac. Hispanic families take advantage of those programs available, such as WIC and school lunches. But despite the fact that all the children in the sampled families would qualify, the Pontiac school system does not have a federally-subsidized school breakfast program. She alluded to the value judgements that enter into decisions about providing services: "There are, we understand, a number of administrators in the district who really feel that it's the parents' responsibility to feed the children breakfast. The fact is, many children are coming to school hungry." She urged the Commission to join the community movement advocating "Breakfast for Powerful Kids."

Barriers to good nutrition found in the Pontiac human needs assessment include low poverty ceilings for eligibility, insufficient allotments to feed an entire family for a full month, lack of transportation which forces people to shop in relatively expensive neighborhood markets, long waiting lists for Meals on Wheels, and long delays and "foul ups" in DSS processing. Needs cited include nutrition education, assistance for families whose need is not "drastic" enough or whose food stamps run out, and cooperative food organizations which focus on low cost, nutritious foods.

Other health needs. In Kalamazoo, Rene Meave expressed concern that the Hispanic community is not actively involved in outreach with respect to AIDS. Abil Sanchez spoke in Grand Rapids about the need for more counseling "because our people do not understand about *La SIDA*. They still think that they can have a family, they still think they can have a relationship, and there is a lot more being infected every day."

The Pontiac human service providers cited a need for dental and eye care services for the poor, but also noted that many children do not receive routine examinations even when they are offered through the school system. Ms. McCoy said that services are not available for those 50 to 64 years old.

Paying for health care. According to the Pontiac assessment of human needs, "many seniors and pregnant women [and others without insurance] let their health care go unattended because of the high

cost of care."²⁵ The Oakland-Livingston Human Service Agency called for development of "sliding fee scales and other mechanisms to make their services more affordable."

A comprehensive national health care or insurance system would alleviate many of the problems cited. Such a program, including provisions for community-based long-term care, was the primary recommendation of the *Asociacion Nacional Por Personas Mayores* for improving the health of elderly Hispanics. There is a particularly urgent need for migrant farm workers. The Pontiac human service providers called for coverage of prescription drugs by all insurance and assistance plans.

Legal services and the criminal justice system

Many speakers pointed out the need for bilingual personnel in all segments of the criminal justice system, not only as interpreters within the court system but throughout the system—for example as 911 operators—so that the Hispanic community can readily utilize the system when protection is needed instead of being victimized by it.

The need for more Hispanic police officers was described by Professor Zolton Ferency in Lansing and Antonio Castillo in Port Huron: the specific need for state police officers was cited by Trooper Jack Hall, and Gilberto Guevara called for more Hispanic officers in Project D.A.R.E. (Drug Abuse Resistance Education).

In Grand Rapids, Abil Sanchez applauded the increasing use of community service sentences, but illustrated the need for more bilingual personnel in the courts by asking: "If our clients cannot understand English, how can they do community service?"

Ralph Elizondo addressed the need for someone to work with families of those in the criminal justice system, to let them know what 'bond' means and how to get it, to let the families know how the system works and what they can expect at various levels. He suggested that training programs be conducted by existing organizations, perhaps training volunteer college students or other individuals to work with both those incarcerated and their families.

Testimony also related to impact stronger, more consistent penalties in cases of domestic violence,

and workshops on topics such as building self-esteem, anger management, and parenting skills.

Housing

Preliminary results of a community assessment of human needs in Pontiac indicate that housing is the number one need in that community.

Brigida Cantu summed up the situation in Pontiac, saying "We need to create more affordable housing for the low income [family]," and Nancy Sanchez urged the community to "rally some kind of pressure on our officials" to provide more low cost housing. Ms. Annie Guevara said, "low cost housing is absolutely critical in the Flint area," and cited the number of homeless, saying, "the three or four shelters that we have here in the city are filled to capacity every night." Gratia Koch spoke of the shortage of affordable housing in Adrian, where there is a five year waiting list for subsidized three-bedroom apartments.

Ms. Gabrowski testified that the formula for assessing rent on workers living in subsidized housing requires such a large percent of income that savings are not permitted to accumulate. "So they've got us right where they want us." She suggested that advocates for the Hispanic community or the poor at least hold workshops in subsidized housing complexes so that residents know how rents are calculated for those on welfare and those working. Kay Williams of Cass County asked the Commission on Spanish Speaking Affairs to request the Michigan State Housing and Development Authority to provide pamphlets in Spanish with information on 'Section 8' rental subsidies, financing home purchases, and subsidized low-income home repair programs.

Special problems cited in Pontiac's community assessment included abused women and children who are left homeless; the de-institutionalized mentally ill; and low cost housing accessible to the handicapped.

Barriers to adequate housing, according to the same study, include lack of money and skills to perform home maintenance; local government agencies which are lax in enforcing housing codes for landlords but quick to evict tenants; absentee landlords; landlords unwilling to accept children; unrealistically low rent allowances by the Department of Social Services and landlords unwilling to accept vendored payments from DSS; lack of values that motivate people to care for a home; and lack of home ownership incentives for

low and middle income people take "sweat equity" programs. The report called for a transition from state-subsidized rental housing, which principally benefits housing management companies, to resident-managed condominium housing.

Transportation

As described by numerous speakers, the lack of transportation poses a barrier for Hispanics in many ways: getting to school as students and as parents, seeking and getting to work, meeting doctor's appointments, and maintaining social links with the community. In a survey of Pontiac providers of human services, lack of transportation was the most frequently cited barrier to obtaining adequate services of every kind.

Noting that the public transportation system in Pontiac is very poor, Ms. Tina Vargas recommended establishing a private system, perhaps on the order of the 'jitneys' in San Francisco. She also recommend a "Jobs-on Wheels" program to provide transportation to work.

Other needs regarding services

In Lansing, Libby Richards urged all agencies, public and private, to provide as many pieces of information and forms in the Spanish language.

Dr. Edgar Leon suggested that the state provide a Hispanic network system or an 800 number to assist Michigan Hispanics in accessing information on government and private social and educational benefits. "This 800 number should be in English and Spanish, 24 hours. If a Hispanic parent has some concern that has to deal with government agencies, let's say Social Services, ...this 800 number should be there to provide them with assistance."

Suzanne Villegas called on financial institutions of Grand Rapids to establish at least one branch in the Grandville neighborhood, with bilingual/bicultural advertising and staff members, loan applications in Spanish, and a policy of affirmative action for some of their investments such as home improvement loans.

In Saginaw, Mr. Gilbert Guevara called for assurance that the programs provided by Michigan Economics for Human Development—child care, job training, food, housing, health care—would be continued. It was also recommended that Hispanics and/or agencies serving Hispanics get involved with local advisory councils that administer funds such as Community Services Block Grants and Emergency Community Services Homeless Grants to increase awareness of the needs in the Hispanic community.

The Commission on Spanish Speaking Affairs.

Commissioner Garcia described the diminution of the Commission at the Saginaw hearing: "Back when it originally started, the Commission...had been assigned six staff persons.... And every year thereafter, according to the political movement, there was always a cutback to the point that we now only have two staff members." The Commission had a seven percent cut in 1989. "Now they're telling us there is going to be a 10 percent cut across the board for everyone.... What in essence we're going to do in 1992, and I don't mind telling you—and be prepared, because you're going to hear more of this—we're just stating that, if they're going to go cut 10 percent across the board, that they might as well fold up the Commission." Executive Director Mason further explained, "We do not get any program monies. We have been able to do some programs only because, when we have a vacancy,...we use some of those monies."

Statistics, research, and data collection

Several professionals testified about the need for health statistics, such as infant mortality, to identify Hispanic people as a distinct group, not as "other" or "white." Furthermore, Ricardo Guzman of Detroit recommended, "All racial and ethnic demographic information currently being gathered by the State of Michigan in all departments should be identify sub-indicators of Mexican, Puerto Rican, Cuban, and other Latin American categories."

Dr. Virginia Mesa of Flint said that attempts at correct identification has been especially problematic for data collected by health care providers,

...[T]hey look at the individual's name, and if it sounds like Gonzales, Rodriguez, they are 'Hispanics' or 'Other.' Or the provider looks at the skin color of an individual, and they fall either under 'White' or 'Black.'

She suggested that health care providers be trained to ask the ethnicity of parents and patients."

Because of the value of information collected on the health of minority populations in Oakland County by the Minority Health Task Force of the Oakland-Livingston Human Service Agency, that group has requested both the Oakland County and the Livingston County Commissioners to further assess the needs of minority groups within their counties.

In Grand Rapids, Mr. Bedevia urged the Commission on Spanish Speaking Affairs to work with the Supreme Court's Task Force on Racial and

Ethnic Bias to compile better statistics on the number of Hispanics in the criminal justice system.

Public relations

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There is a persistent lack of information about Hispanics. We are not doing a very good job at analyzing our own experience in this country, and our own needs have not been analyzed very clearly. That's a problem because if officials and decision makers do not know about our needs and about our experience, they are going to pay very little attention to the issues we are talking about today. To a large extent, we are invisible to them.

-Dr. Emilio Arribas, Flint

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A number of speakers expressed needs that recognize the existence of some interface between the Hispanic community and media personnel. For example, Ms. Ramos-Foster asked that the Commission "develop a positive cultural awareness of Hispanics in Michigan," and a number of presenters asked for more general support for agencies that communicate a positive image of Hispanics to the non-Hispanic community. Authors of the report on *Migrant and Seasonal Workers in Michigan's Agriculture* referred specifically of the need to address negative stereotypes about migrant farmworkers and to increase public awareness of their economic importance to the state.

Presenters suggested that a mechanism be established to identify and give recognition to state Hispanic leaders and business entrepreneurs through the media. Mr. Pete Mata described a cooperative effort in Flint to honor Hispanics, involving the International Institute, the Hispanic Caucus, the Spanish Speaking Information Center, WWCK, the American GI Forum, the Vietnam Veterans, and "many, many community leaders." They created three awards, named after "three pioneers of our community who generously offered their time and talents to improve the quality of life in our area." Nominations for the 1989 awards, could be from anyone. The awards ceremony was free and open to the public.

Dr. Edgar Leon recommended that Hispanic communities "...[c]reate an Office of Hispanic Business and Education Affairs to help promote art, literature, radio and television programs for all Hispanics at no cost. This office should also provide placement services for the Hispanic community. This could be done locally, it doesn't have to be...[a state agency]." Moreover, he said, "We should

create a Hispanic magazine and distribute the magazine free to all Hispanic families on a monthly basis. The magazine should portray successful Hispanics at the national, state and local levels so that they could serve as a motivation for Hispanic families.... I encourage more articles in Spanish...." He also had another suggestion for the magazine:

We should develop and publish articles and media messages for all Hispanic parents in a simple form (Spanish or English) explaining the importance of setting aside uninterrupted time in the evening in a place devoted to homework. We should encourage those parents to sit down with their students and work on the homework, and if they cannot understand it, try to get somebody from the community to help them do that.

Mr. Ralph Elizondo of Detroit requested grant money for developing public service announcements regarding narcotics dealing:

...specifically with allowing individuals to know that they can look towards a lot of jail time if they are involved in this. Let them know that it isn't a rosy life. Let them know that they will be looking over their shoulders for a long time. Let them also know that they're not the only ones who are going to be affected if they are in fact arrested. I look out into the crowds every day and I see mothers, I see fathers, I see brothers, I see sisters sitting out in the audience, not knowing what is going to happen. The hurt, the anger, the frustration sits there just as well. [Hispanic youth] need to know that.

Dr. Melvin Villerreal recommended that the Michigan Department of Education designate a "Year of the Hispanic Child" with the goals of (one) creating public awareness in communities with significant concentrations of Hispanic children in their schools, (two) stimulating discussion and linkages among state and local agencies that can impact on the problems of Hispanic youth, which would lead to (three) creating [and/or strengthening] programs at the state and local levels that address the specific identified problems of Hispanic children.

Political needs

Roberto Quiroz said in Flint, "Hispanics need to rally around legislators and school board members who are sympathetic to our needs." In Lansing, Dr. Edgar Leon recommended that the Hispanic community identify political leaders that have a genuine interest in the welfare and development of new Hispanic political leadership. Speakers at the Flint hearing mentioned Congressman Dale Kildee as

someone who has placed Hispanics on his staff and has been sensitive to the needs of the community.

Mayor Jim Berryman of Adrian urged more Hispanics to run for office. In Grand Rapids, Francisco Vega, one of the founders of the Commission on Spanish Speaking Affairs, offered his help to anyone wanting to form a local political organization. "I just need three people. And you will get people elected to office very quickly. I don't care what party you belong to. Get involved, and be active!"

Hispanic community needs

As a panelist at the Saginaw hearing, Commissioner José Garcia commented on some of the requests for government assistance,

But you know whose lap they are going to come back to? After our staff [of the Commission on Spanish Speaking Affairs] analyzes and deciphers all the problems that we are looking at? It's going to come back to our local community. It's going to be handed in our laps. Then say, 'Let's roll up our sleeves and do something about it.' Let's get down and make presentations or confront the system wherever it may be—whether it be city government, county, or the educational system. We're going to do it locally, because that's where the strength lies. Right here.

Leadership. Juan Martinez of the MSU Cooperative Extension Service wrote to the Commission that the greatest need was for intensive leadership development and training for Hispanic adults and youth. "There is no one single factor that can do more for Hispanics than the ability to understand and realize how one individual can affect and make a change at the local, state, regional, or federal level," he said. He also called for the initiation of a program addressing this need. Such a program is, in fact, being developed by the Hispanic Community Forum in Battle Creek. Charles Rose described "Project Blueprint" as a model which the funding agency, the Kellogg Foundation, expects to be adopted by other communities.

In her written testimony, Tina Vargas' highest priority recommendation was for a "solid, sustainable, accountable" state-wide leadership network among Hispanics dedicated to addressing the issues actively, systematically, and holistically. Similarly, in Lansing, Guillermo Lopez suggested a networking system to keep Hispanic activists abreast about what's going on in various parts of the state. Several presenters suggested seminars for Hispanic professionals to improve "coordination among us and communication with our people;" a Hispanic "summit" conference to improve communication

among the various groups in the state, and develop a networking manual for community workers.

One of the topics at a networking or summit conference might be how to conduct an effective meeting. Ms. Guevara commented in Flint, "We need more people who are trained and capable of serving on boards and being a leader." Lee Gonzales described meetings of the eight-member steering committee of Flint's Hispanic Caucus:

...[W]e don't have a chair, vice chair, the same person up in front conducting the meeting. We rotate the chair, and so we found all eight people can be moderators of a program. We found that we have to put pressure on one another so that we all can learn and grow as people. So when you talk about the word 'empowerment', that's very important to us as well. We learned that a lot of...organizations seem to pick male chairpersons or vice chairpersons, and they are always at the front of the room, yakking away. And we found at our last meeting, ...[when two women co-chaired the meeting] they are better moderators than any of us. So we're just very pleased that we're able to learn that we have that additional talent and wealth in the community.

Ms. Guevara suggested training in leadership and administrative skills, Robert's Rules of Order, and accounting, with the goal being, "when the openings on boards come up, we have trained people that can move in and serve as needed without burning them up and frustrating them more than they already are." Plus, there is a need to provide more role models and mentors for other Hispanics.

Parenting. Nancy Sanchez of Pontiac commented, "I see parents that are very active, very concerned, and they do need some guidance. I would love to see an organization that would teach parenting within our own circle." She offered to help form such a group if anybody else would like to work with her on it. Parenting classes were also recommended in the preliminary report of the Community Assessment of Human Needs.

Roberto Quiroz of Flint called for training parents in how to support the academic development of their children. One finding of the State Board of Education was that only 10 percent of the Hispanic dropouts were most comfortable talking with their parents outside of school, whereas 78 percent of the Hispanic high school graduates surveyed discussed school with their parents at least a few times a week and 99 percent felt their parents communicated well with them. Hispanic parents need to talk with their children about school. Leaders in the Hispanic community with families of their own need to work with other parents on establishing constructive communication with their children.

Extending the extended family. Marilyn Isierman spoke of the need for positive role models for junior high school students. At the Pontiac hearing, Oakland University student Esther Martinez requested help from the Hispanic community to recruit prospective university students and suggested ways that Hispanic student organizations could help.

In Pontiac, Ms. Vargas wrote that support groups are "desperately needed for persons in the following situations:"

- Recent loss of limbs or mobility
- Recent heart attack or stroke
- Persons who are sight impaired
- Young mothers
- Persons with disabled children and children with health risks (with child care available)
- Adult care givers (with respite care available)
- Hispanic parents without partners
- Crisis intervention services
- Grief counseling

Other presenters added that Hispanics need to form self-help groups, such as Alcoholics Anonymous (AA), Narcotics Anonymous (NA), ALANON, and Aftercare recovery programs, in Hispanic neighborhoods so that group members feel comfortable and transportation is not a barrier to participation.

Addressing cultural barriers. Mr. Castellanos of Saginaw asserted that the Hispanic community has,

...evolved from recognition of Hispanic pride to practice of Hispanic isolation. By practicing isolationism, we have failed to develop the expertise needed to use the school system and the local and state governmental agencies to satisfy Hispanic needs. The Hispanic community is blessed with a rich ethnic culture. But we must now admit that there are some serious problems in our community.

This "isolationism" may be the root of some barriers cited by Pontiac human service providers (primarily non-Hispanic) when they were asked what factors prevent the Hispanic population from having their needs met? After the language barrier, the second and third most frequently mentioned barriers were machismo (men don't want to admit they are in need) and sense of pride. Hispanics have "...some unique needs, one of which is just getting the Hispanics to voice their personal needs," Ms. Juanita Hernandez testified. In addition to advocating for more Hispanic and more culturally sensitive personnel in provider agencies, Hispanic leaders need to work with their constituents toward taking advantage of available services while maintaining pride and dignity.

Preserving cultural values. Battle Creek's Hispanic Community Forum identified a problem of "intellectual cultural value disenfranchisement" in the Hispanic community. "My children and the children of my brothers and sisters are losing a lot of their cultural identity, not realizing that they have two very valuable cultures." Mr. Charles Rose attributed the lack of a positive self-image to "Hispanics trying to withdraw from their Hispanic culture and integrate into the American population so quickly that they lose their values."

In Detroit, Ms. Cardona spoke of the need "for Latinos working in all fields—business, education, social work, politics—to actively support and lobby for the continued development of Latino culture in all its forms." She also urged the Hispanic community to "appreciate the diversity within our own culture."

When called upon, Hispanics do rally to support their community. At the Kalamazoo hearing Victor Perez spoke of the support Hispanics in Allegan County had received from organizations around the state, especially—in response to unsupported allegations that Hispanics were responsible for the drug trade in Fennville. He also mentioned that the Department of Civil Rights had helped their group deal with ethnic slurs by the Allegan County Sheriff's Department. This included providing a mediator for a meeting between representatives of the sheriff and the Hispanic community.

Coalitions with other groups. Several presenters addressed the need for Hispanics to form coalitions with other groups to address the problems of Hispanics and other minorities, especially in view of the declining funds for individual progressive programs. Randy Black of Pontiac pointed out that a study of minority needs in Oakland County found that people in the Hmong community and those from Laos "were finding the same barriers that people from the Hispanic community were talking about," language and cultural barriers. In one such alliance, the Third Annual Hispanic Leadership Conference adopted, as part of a larger policy statement, the position that, "Latinos in Michigan join the Latino Caucus of the Association of American Cultures in offering our solidarity with the American Indian efforts to confront those committees preparing for the international celebration of the 1992 Quincentennial known by western historians as either the 'Spanish Conquest' or the '1492 Discovery of the Americas.'"

Laura Gonzales cited some of the achievements by Central Michigan University's Cultural Awareness

Coalition. In one year, this group of Hispanic, African American, and American Indian students was able to obtain a new administrative position in Admissions, five new student positions in housing, and additional funding for the Office of Minority Affairs. Regarding employment and unemployment, "...the magnitude of the problems affecting minorities and protected group individuals really is going to require in the 1990s that individuals — Hispanics and blacks, Indians and women — form together to start addressing these issues," advised Mr. Castillo at the Lansing hearing.

Funding

Difficulty obtaining funds to provide services to Hispanics was cited repeatedly, whether for programs in general agencies or by organizations specifically targeting the Hispanic population. Maria Marino Idsinga testified that the Michigan Employment Security Commission sets "minimal service levels" for segments of the target population to be served. The standard for Hispanics is four percent (i.e., if four percent of a program's beneficiaries are Hispanic, the minimum has been satisfied), while the standard for the state's African American population is 50 percent. The standard is applied state-wide. MESC offers no programs targeted specifically for the Hispanic population.

A particular problem is "seed money" which is available for starting programs, but too often with no provisions for assuring their continuation.

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"In Michigan, all too often the term 'minority' is equated to black. Unfortunately such misconceptions have led to the exclusion of Hispanics and other minority groups in educational and state government initiatives.

—Luis Garcia, Lansing

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At the Grand Rapids hearing Dr. Ayala charged the Commission with monitoring programs to assure that they are indeed using funds to effectively meet real needs. Salvador Luna of Saginaw, for example, charged that the senior centers established by Tri-City SER are used for many purposes, but not to assist seniors. Based on an allegation of discrimination at the Lansing hearing, there may be a need to monitor distribution of funds by United Way and other agencies to insure that Hispanic agencies receive their fair share of funds and that Hispanics are fairly served.

On the other hand, Ann Marston testified about the reasons that the Greater Kalamazoo United Way

decided to fund the Hispanic American Council: first, "the population served by the Hispanic American Council is consistent with the description of populations with above average needs contained in our United Way 1982 Program Guidelines report; the Hispanic population in Kalamazoo County is disproportionately poor, has lower levels of educational attainment with limited employability (that often accompanies the lower level of educational attainment)" and has a language barrier. Second, "the Hispanic American Council provides a service that meets a need that is not being met by any other organization in this community." Third, the council's "Board of Directors is knowledgeable and very active in the community." Fourth, "the service brokerage and advocacy role that is played by the Hispanic American Council in this community was seen as being critical to insuring that the Hispanic population is able to attain the services that really should be available to all residents of Kalamazoo County.... Without the brokerage and advocacy, and at times translation services of the Council, the needs of the Hispanic population in Kalamazoo County would often go totally unmet." Hispanic groups in other communities seeking for funds would do well to investigate the guidelines of various granting agencies and target their proposals to organizations with similar links between the group's services and the agency's goals.

Needs of special populations

Migrant worker families. "We have to accept and assume some responsibility for [the migrant workers]. ...[T]hey are contributing to the economy of this state, and we have to recognize this," admonished Connie Alfaro of the Office of Minority Health, "not only in the crops they harvest, but also in the money that they spend in this state."

A research team from the Julian Samora Research Institute at Michigan State University identified 84 service providers for migrant farm workers and their families, 53 of which serve migrant and farm workers exclusively. Barriers to delivering needed services cited by these providers included, in order of importance, "accessibility of services, lack of funding, language or cultural differences, shortages of staff and insensitivity of providers to farm workers and their needs."²⁶

In a survey of 549 clients, the Michigan Migrant Legal Assistance Program (MMLAP) found that the biggest concern of migrants was housing (mentioned by over 220 respondents). Employment and food stamps were each mentioned by over 150 clients, and

over 90 were concerned about discrimination, health in general, and Medicaid in particular. At least 111 clients expressed dissatisfaction with the Michigan Department of Social Services, compared with only 72 mentioning dissatisfaction with farmers and 52 with crewleaders.

Employment and working conditions. Manuel Gonzales spoke of the need for "a comprehensive employment referral program that...is able to refer or match migrant farm workers with growers on a daily and ongoing basis for maximum employment opportunity." The study team which generated the report *Migrant and Seasonal Workers in Michigan's Agriculture* concluded that such information was the single greatest need of migrant workers. Furthermore, having such information in aggregate form "could assist the state in its annual plans for funding programs in the areas of housing, health, education and so on."²⁷ Dolores Mancilla of Grand Rapids also supported a referral system, or 'hot line' that workers could call for information about anticipated crop harvest schedules, the location of farms needing workers, and housing and work conditions. The Michigan Coalition of Concerned Hispanics recommended that such a system be developed by the Michigan Employment Security Commission—an agency which, according to Mr. Gershon, "year-in and year-out provides few resources, little or no commitment and seems to have had a generalized 'farmer bias'." Some respondents to a survey of migrant worker service providers suggested that the information/referral system be developed on a national basis. Current information technology should permit implementing a statewide system with little delay.

This information should be available at "Rest Camps and Information Centers for Migrant Workers." This concept was announced in 1966 but never funded. The greatest need is in southwestern Michigan, since over one-third of migrants are located in Berrien and Van Buren counties. Information should also include housing availability.

Mr. Gershon observed, "minimum wage is always a problem." Aspects of the problem include misunderstanding regarding piece rate, "sharecropping," and "simple refusal to comply with state and federal law." Mr. Gonzales and the Michigan Coalition of Concerned Hispanics charged the Michigan Department of Labor with developing and implementing a "Wage and Hour Reporting and Enforcement Plan" which would include "random auditing each year of 10 percent of all growers who

hire five or more migrant agricultural workers in order to ensure proper payment of wages and record keeping." Mr. Gershon recommended raising the state's minimum wage and piece-rate, while eliminating "bonuses" which, he said, are often misused and unenforceable. He also noted that unemployment benefits are seldom available to migrant workers and recommended "lower thresholds for migrants, whose work by definition is of short duration and earns very little money."

Mr. Gonzales appealed for some protection for sharecroppers. Workers agreeing to act as sharecroppers may not understand their obligations as "independent contractors" for submitting estimated income taxes or social security payments. They also forego such benefits as workers compensation, and minimum wage compensation.

The first goal of The Michigan Hispanic Agenda is, "To provide all farmworkers in the state of Michigan collective bargaining rights on all terms of employment with the protection of certification," citing the exclusion of farm workers from "[a]ll major regulation and legislation."²⁸ Several others echoed this call for collective bargaining and for support of the organizing efforts of the United Farm Workers (UFW), Farm Labor Organizing Committee (FLOC), and *Union de Trabajadores Agrícolas de Michigan* (UTAM). Sister Jean Schlicklin called on the Commission on Spanish Speaking Affairs to endorse the UFW grape boycott; undertake educational efforts regarding the FLOC multi-party agreements targeting the migrant camps, the Departments of Agriculture and Labor, and the general public; and recognize UTAM as a change agent.

Ms. Gregg-LaFayo of the Department of Labor recommended that the Agricultural Labor Commission of the Michigan Department of Labor have authority from the legislature to pay a per diem to its members for the days they attend Commission meetings. The statutory commission is comprised of four growers, four workers, and three members of the general public. Because some members cannot afford to attend meetings, problems have developed relating to both an imbalance between growers and workers and a lack of quorum. Attempts to authorize these payments have been approved by the Michigan House but have been blocked in the Senate Governmental Relations Committee.

Housing. When asked about the problems of migrant farm workers and their families in Michigan, service providers ranked housing as the most important

problem, as did the migrant clients of MMLAP.

Annie Guevara of State Civil Rights commented about the Lapeer and Sanilac area:

Low cost housing is an impossible situation for migrant workers, and it's getting worse.... Even though farmers are provided all kinds of grant monies or tax incentives to build housing on their property, a lot of farmers choose not to do it because the minute they do it, they are subject to regulations by the Department of Health, the Department of Labor, what have you, and they would prefer not complying.

The report *Migrant and Seasonal Workers in Michigan's Agriculture* points out that "community resistance to the development or rehabilitation of migrant housing has created substantial hurdles to improving the living conditions of migrants."²⁹ The report also called for legislation to remove barriers created by local zoning ordinances.

Mr. Manuel Gonzales spoke of the need for proper staff to license and monitor conditions at farms using migrant labor. "My estimation is that it needs at least three additional regional sanitarians," some of which should be bilingual, supplemented by seasonal staff. "They need to make themselves accessible to the population that is living in those units as well as to the grower." He also called for continued funding for improved migrant housing, including funds to encourage "self-contained units" (units with their own plumbing). Inadequate housing and the need for more camp inspectors were also cited by Mr. Guevara in Saginaw and *The Michigan Hispanic Agenda*; which calls for the continuation of the State Construction Grant Program plus an additional "one million dollars annually for five years to be taken from the MSHDA [Michigan State Housing Development Authority] Community Development Block Grant Program for new construction."³⁰

Kay Williams, Director of the Cass County Department of Social Services, said that the Cooperative Extension Service of Michigan State University should provide "education on Michigan landlord/tenant laws as they apply to migrant camps as well as other rental units." She also asked that they translate existing materials into Spanish.

Health needs. "There are clinics that do serve the migrant workers...but they're not designed to deal with major problems.... So the medical services are very often inadequate for the needs and, of course, are very dependent upon state and federal funding," said Ms. Guevara in Flint. The Michigan Coalition of Concerned Hispanics called on the Michigan Department of Public Health to establish a health

care plan serving migrant farm workers.

According to a report published by the Julian Samora Research Institute, the providers of various services to migrant families felt that the need for bilingual, bicultural staff members was most acute in the health professions, especially mental health.

"We must see that the Field Sanitation Standards Act is enforced in Michigan," Guillermo Martinez said at the Kalamazoo hearing. Mr. Martinez concluded that enforcement would reduce the incidence of communicable diseases and pesticide poisonings, raise the quality of drinking water, and ultimately reduce the high mortality rate of agricultural workers.

Many presentors called for a comprehensive pesticide incident reporting system, mandating reports on every incident to Department of Public Health, Agriculture, and/or Natural Resources. Mr. Gonzales, chairperson of the Governor's Interagency Migrant Services Committee, asked the Commission to monitor the Department of Agriculture's progress on developing farm worker protection standards.

Education and care of migrant workers and their children. The educational needs of migrant families range from day care for infants through adult job training. Ms. Guevara pointed out at the Flint hearing,

A lot of the families coming in have very small children. And it's expected that both the husband and the wife will be working in the fields, and they have to in order for them to make enough money so that they can go back to Texas, or Arizona, or wherever they are from, and live the rest of the year. They need facilities for their children.... But because the day care facilities are again state and federally funded, the programs that have been available have been cut back, and a lot of those day care facilities are no longer available, or they do not serve to the extent that they have been serving in the past.

Commissioner Reyes asked, "...[W]hat happens when they close down the day care centers? Where do those kids go?" Ms. Guevara replied, "To the fields with their parents. To play around the fields. They have little or no choice. It's either that, or one of the older children will stay home and babysit—since both parents are there to work and make money, the mother will not [stay home] because she has to make money." Penny Burillo called for increased funding for migrant day care programs; incentives for non-profit organizations to build and manage child care centers; and state assistance in meeting licensing and building requirements. She pointed out that adequate centers would enable better utilization of the adult labor force.

Eva Martinez of the Bay County Summer Migrant Program called for bilingual teachers in programs designed for the children of migrant workers. The Michigan Coalition of Concerned Hispanics called on the Michigan Department of Education to monitor programs to ensure the presence of bilingual staff members.

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[We can spend \$45,000 a year to house a prisoner; we're not willing to spend a few dollars to maintain an improved lifestyle for migrant families or for children in schools.]

—José Valderas, Saginaw

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The Michigan Coalition of Concerned Hispanics called for basic adult education programs and training programs for migrant workers; Angelita McCoy related the need for English-as-a-Second-Language instruction at times convenient for migrant workers.

Social services. In the words of Mr. Gary Gershon, "benefits are available but eligibility requirements are too cumbersome and complicated to make them readily accessible." For example, the process for obtaining food stamps "literally varies from county to county and sometimes even from caseworker to caseworker." Mr. Gershon called for a clear, uniform procedure for processing food stamp applications. He also recommended changing the threshold for AFDC-U so that more migrant families would be eligible when out of work.

Legal protection. Janice Morgan of the Michigan Migrant Legal Assistance Program (MMLAP) called for revisions in state and federal laws so that they no longer exempt farm laborers from the protections enjoyed by workers in other industries. Statutes which need to be amended include the minimum wage, overtime, and child labor provisions of the Fair Labor Standards Act and the Michigan labor laws; the national Labor Relations Act; the unemployment benefits law; the state Workers Compensation statute; and enforcement provisions of the state's minimum housing standards.

The chairperson of the Southwestern Michigan Migrant Resource Council, Trina Ramos-Foster, spoke to the need for legal advice for migrant/seasonal workers, settled-out farm workers, and Hispanics in general in Michigan. She also pointed out that migrant and seasonal farm workers have difficulty scheduling appointments and

appearances such as court dates. Presenters told of the attempts to eliminate the federal Legal Services Corporation. For example, there have been proposals to dilute the right of farm workers represented by legal services offices to file suit to enforce their rights under federal and state law. Although Congress has to date saved the programs, budgets have been slashed and restrictions on services have dramatically increased, when the opposite is needed.

The Michigan Coalition of Concerned Hispanics is working to establish a partnership between MMLAP and the Neighborhood Legal Services Project so that bilingual legal and supportive staff are available "to each of the state's 40 most populated migrant counties,"

Ms. Ramos-Foster complained about the difficulty Spanish-speaking persons have obtaining a driver's license, without which they cannot get the required Michigan no-fault insurance. One of the difficulties, according to Maria Alfaro of the Secretary of State's Office, is that the Michigan Department of Transportation—which is responsible for publishing drivers license manuals—has not provided her office with even one manual in Spanish in over two years. The reference copy she has is at least 10 years old, and so much of the material is incorrect that Hispanic clients fail the written test because they have been studying erroneous material.

Ms. Alfaro also testified about the need to clarify the regulations about who is eligible to register to vote. These guidelines also should be available in Spanish and English at offices of the Secretary of State so both the workers and other citizens would know who could register.

Mr. Gershon noted that "farmworkers are exquisitely situated to be exploited in consumer transactions" and recommended legislation that would place "an affirmative obligation on the part of sellers to verify that the agreement was explained verbally and written in the language the buyer understands and that the seller reasonably believes the buyer understood all terms and conditions."

Other needs. Ms. Dolores Mancilla called for better coordination between agencies and programs serving migrant workers. She suggested that representatives from public and private organizations meet and develop a proposal, complete with costs and proposed funding sources, for a comprehensive system of services for migrant families. Several providers of services to migrant and seasonal workers questioned by a research team called for "an umbrella agency to take the lead in a statewide

coordination of both public and nonprofit services to the migratory farm labor population." The study team which compiled the results suggested a communication system that links service providers. Tanya Jeffries recommended developing "avenues for more cooperation between local agencies and farmers."

Among the goals of the Michigan Coalition for Concerned Hispanics is to increase the staff of the Office of Migrant Services in DSS, continuing the regional Migrant Resources Councils, and establishing an Office of Farm Labor Affairs in the Michigan Department of Labor, groups which could coordinate service delivery as well as provide some direct services.

The authors of the report *Migrant and Seasonal Workers in Michigan's Agriculture* highlighted an "extremely insightful recommendation...made by a handful of service providers: migrants need to be involved in the development and implementation of programs."³¹

Immigrants

Eusabio Suasto spoke in Kalamazoo about his difficulties getting his 'green card' although he is a permanent resident of the U.S. He also had difficulty getting assistance for family members who do not have permits. Mr. Guillermo Martinez advocated amending The Family Fairness Act to permit more children to join their parents as legal residents of the U.S. This was also noted by providers of services to migrants. Mr. Kessler noted that the state's only office of the Immigration and Naturalization Services which processes persons for permanent residency has no Spanish bilingual staff members, although over half of their clients are Spanish speaking.

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Mi problema es de quedarme aqui en los Estados Unidos. Me dieron papeles para obtener mi residencia temporal, pero uno tiene que trabajar, y esto es bueno porque por eso vine yo a este pais. Yo siempre he trabajado desde que llege aqui y todavia asi, no tengo mis papeles de residencia temporal. Parece que se les olvido lo que me dijeron porque todavia no recibí mi residencia temporal. Estos papeles, me los devian de ver dado mas que un año pasado y todavia los espero. Llevo a mi familia a la clinica medical para servicios y me preguntan por el seguro social y no lo tenemos, asi es que no nos ayudan. Es lo mismo cuando vamos por servicios sociales y necesitamos ayuda. Nomias a mi me pueden ayudar. Esto les pasa a mucha gente que yo conozco. Hasta que

me den mi tarjeta verde, mi familia no tiene derechos.

—Eusebio Suasto, Kalamazoo
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In Grand Rapids, Richard Kessler spoke of abuses by the U.S. Border Patrol in the vicinity of their office in Holland. For many years they would stop vehicles in areas with heavy concentrations of migrant workers, selecting "people that had license plates from Texas or Florida or looked 'Hispanic,' and ask them for immigration papers." Since a federal court has declared that practice to be unconstitutional, the Patrol has adopted another tactic: "[T]hey changed to so-called 'voluntary' street stops when people are walking or going to the supermarket—again, just targeting people that are Hispanic. Their position is that 'we ask people voluntarily and in a nice way, they don't have to cooperate or talk to us,' although I think most people, when you're confronted by someone who shows you a badge and obviously has a weapon, you're going to stop and answer them." Mr. Kessler pointed out that Michigan is much closer to the Canadian border, but unlawful immigration from Canada is not targeted. "What does that say?"

Elderly Hispanics

On the basis of information she obtained at a workshop at the National Council of La Raza, Juanita Hernandez called for establishing an Hispanic Elderly Agenda which would reflect the actual needs of the population. The *Asociacion Nacional Por Personas Mayores* issued a comprehensive action plan, the first recommendation being to raise the federal standards for Supplemental Security Income.

Mr. Guevara of Saginaw noted that, when seeking services, Hispanic seniors too often encounter a lack of understanding and respect compounded by a language barrier. Marion Bradtke spoke of the many services available to the elderly by St. Clair County's Council on Aging and lamented that very few of the 9,000 senior citizens served in 1989 were Hispanic. When asked, if they had bilingual workers, he had to say no. Furthermore, the literature they distribute in door-to-door outreach is only in English. Antonio Castillo testified in Port Huron that the need for interpretive services was especially critical among older Hispanics, because a disproportionate number are unable to read and write. Several other presenters challenged "community agencies to provide services to the elderly in an environment that supports their cultural background and integrity;" Stella Morado

commented in Kalamazoo, "Hispanic elderly can be served better through a partnership model which includes family, community and government. The community strategies which are culturally sensitive will also reach the Hispanic elderly who live alone and may not have the support of their family."

The lack of adequate transportation for seniors was cited repeatedly. Transportation is needed to doctors, hospitals, pharmacists, grocery stores, educational and recreational programs, churches, and to visit others. "Dependable transportation is needed so they can ...maintain some type of independence and be self-reliant," Ligia Bueno wrote. A survey of human service providers and community leaders in Pontiac indicated that transportation tied with housing as the number one need of the entire population of poor residents of that city.

Several speakers called for more funds for in-home services for senior citizens. Other requests included additional senior centers and meal sites, more Hispanics employed in agencies that serve Hispanic senior citizens, additional outreach funds, further research on Hispanic senior citizens, and education regarding the various federal programs that are available for the elderly and their families." Mr. McNaughton said that Adrian has waiting lists for homemaker and personal care services. Meal programs are filled to capacity.

Ms. Hernandez recommended that health programs targeting the Hispanic elderly include health screening—blood tests, glaucoma tests—flu shots, dietary programs for those with special needs, and prevention and wellness programs. She suggested making information about the health programs, and about ways to supplement their incomes, available at senior citizen centers.

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A myth about Hispanic elderly is that, because of their strong family structure, their families take care of them and that they have little or no need for services. It is true that Hispanic seniors prefer to live in multi-generational households, but given the poverty at which those multi-generational households function, it seems clear that a number of these families may be struggling to survive.

—Norma Baptista, Lansing

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Hector Bueno of State Civil Rights called attention to problems with medical insurance for seniors: the cost is high, coverage is not comprehensive, and provisions are frequently misrepresented. He recommended that current state regulations be reviewed and enforced as necessary.

Noting that "a large number of older Hispanics live in rundown or deteriorating housing," the *Asociacion Nacional Por Personas Mayores* recommends construction of at least 200,000 housing units per year for the elderly. They also call for an end to the practice of reducing benefits to persons living in shared housing.

Given the opportunity, Hispanic senior citizens are willing to help themselves and others. Mr. McNaughton reported that many older Hispanics are involved in operating the Adrian Senior Center, and 14 percent of their "foster grandparents" are Hispanic.

Hispanic handicappers

The housing and transportation problems experienced by many Hispanics are compounded for the disabled.

Monica Del Castillo of Michigan Rehabilitation Services in Lansing made a number of recommendations for improving the quality of life for Hispanics with disabilities. She suggested that rehabilitation agencies or offices recruit and employ counselors with similar heritage; provide cultural sensitivity training for counselors—including those at the university level and the continuing education level; and establish outreach programs in schools, churches, hospitals, clinics, unions.

She recommended that rehabilitation legislation be worded to ensure that resources are designated for outreach and direct services to cross-cultural clients. She urged public and private groups to persistently and innovatively pursue federal and state dollars targeting minority disabled persons, including Hispanics. She encouraged the continuation of projects with industries to insure job opportunities for Hispanic disabled persons.

The Pontiac human needs assessment found a need for sensitivity to and interpreters for the hearing impaired and also a need for better educating handicappers (including the hearing impaired) about the programs available.

Hispanic woman

A number of people spoke to the need for Hispanic women to become more assertive on behalf of themselves and their families. In Lansing, Beatrice Hernandez said that clashes with the majority culture have eroded women's self-esteem, and she urged women to be more assertive. But the lack of affordable, culturally sensitive, extended hour, nurturing child care prevents many Hispanic women from participating in educational programs or the labor force.

It was also pointed out that there is need for homes or shelters for battered Hispanic women. A respondent to the Pontiac human needs assessment said that a "welfare mentality" was a problem with

teenage mothers. The root of that attitude may be due to the "lack of incentives such as health insurance and child care to get women off ADC without becoming 'working poor.'"

Plan for Action

The needs of Michigan Hispanics are massive. Needed most is a strategic plan for addressing the issues, with priorities and timetables and identifying the probable interrelationships between various actions.

In developing the following plan, the general priorities were based on the diversity of speakers with respect to location and profession along with the degree to which one problem compounded another.

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What is good for Hispanics is also good for the rest of society for three reasons:

—A better education will enable Hispanics to make a greater contribution to society.

—Many of the problems faced by Hispanics are faced by other groups.

—The future of America is multicultural, and the sooner society adjusts to Hispanics, the sooner it will adjust to its future.

—Dr. José Cuello, Detroit

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The major long-term need which emerged from the hearings is **greater representation of bilingual, bicultural Hispanics in professional roles**, especially in positions serving other Hispanics as teachers, health care providers, migrant camp inspectors, and role models. The goal of representation proportional to the presence in the adult population will require that many interim objectives contributing to improving other aspects of the lives of Michigan Hispanics be attained. Furthermore, the number of available professionals is likely to remain lower than the number needed to serve Hispanic children and adults in the foreseeable future, due to the continuing immigration of unskilled families and youth of the Hispanic population.

Two major short-term goals are (1) **improved information about the status of Hispanics** from a variety of perspectives and (2) **meeting a series of**

urgent needs. Many actions to address short-term goals would also contribute to the long-term goal of increasing the number of Hispanic professionals in all aspects of life.

1. Meeting urgent needs

1.1. Actions affecting all categories

1.1.1. Recognizing that meeting the severe needs of Hispanics in the climate of fiscal constraint will require innovative approaches, the GOVERNOR and the LEGISLATURE should ask every state department, other governmental agencies, and private non-profit service providers to **identify barriers** by June 1994, and make corrective efforts by fiscal 1996.

1.1.2. Leaders of HISPANIC COMMUNITY ORGANIZATIONS should immediately plan programs beginning in 1994 to train members to **influence and participate in decisions** about priorities in service delivery and cost containment. The Commission on Spanish Speaking Affairs should immediately compile a list of resources available to help with such training and distribute it to organizations.

1.1.3. The COMMISSION ON SPANISH SPEAKING AFFAIRS should work with other advocates for equity to educate legislators and other political leaders, bureaucrats, executives in the private sector, and the general public about the necessity of **assuring long-term funding for programs which have demonstrated success in providing effective and efficient services to Hispanics.** The continuing need for agricultural workers and economic and political pressures placed on Puerto Ricans, Cubans, Mexicans, and Central and South Americans means that Spanish language programs will be needed for many years to come. The entrenched racism, ethnocentrism, and classism perpetrated by powerful segments of American society necessitate continuing programs to ease the burdens of poverty and depression among Hispanics.

1.1.4. The COMMISSION ON SPANISH SPEAKING AFFAIRS should **review the annual reports** of state departments and agencies receiving state funds to ascertain whether Hispanics (including migrant worker families) are **receiving services commensurate with their presence in the state.**

1.2 Dropout prevention

Increasing the high school and college graduation rates of Hispanic youth must begin with early childhood education and continue throughout the grades.

1.2.1. The GOVERNOR should propose legislation and budget support to make **pre-school educational programs available for all at-risk children** by 1996. Even Start, Michigan Early Childhood Education, Head Start, Title VII, High/Scope, Extended Day Kindergarten, and other proven models should be implemented by the public school district or a private non-profit agency in every community having a concentration of at-risk children. Eligibility should be determined on the basis of readiness to fully participate in English-speaking kindergarten—every child not ready should be served. By 1996, every pre-school program serving an area with a Hispanic population over 10 percent should **employ at least one Spanish speaking bicultural teacher or teacher's aide.** Parents should be involved in planning and assessing the programs and should have access to workshops on improving parenting skills generally and helping their children learn specifically.

1.2.2. The STATE BOARD OF EDUCATION should require every Michigan school district to **adopt the objective of having every student master the skills of each grade level, with a comprehensive plan for attaining that goal by 2000** presented to the Board by June 1994, with annual progress reports thereafter. Reports should include statistical summaries of students' status and trends plus narrative descriptions of activities and amendments to the plan. Adoption of proven innovations such as peer tutoring, at-risk youths tutoring younger students (e.g., San Antonio's "Valued Youth Partnership Program"), role model tutoring (e.g., Saginaw's "Project Pride" and Sister Rosalie Esquerra's program in Detroit), computer-assisted instruction, in-school detention and suspension, and parent tutoring should be encouraged, with training provided for tutors and their participation in planning, evaluating, and revising the programs. **Extended-day and summer programs should be required** for students who are

not performing at grade level, and **enrichment programs should be available** to any student. The State Board should sponsor annual opportunities for professional educators and tutors to share information on their experiences with various approaches.

1.2.3. The Department of Education's OFFICE OF HISPANIC EDUCATION should **review** each plan and annual report with respect to inclusion, targeting, and performance of Hispanic students, including their participation in supplementary programs. Each school district should be **held accountable** by the State Board of Education (as well as by local constituents) for discrepancies between the Hispanic presence in the district and educational statistics such as a higher dropout rate, higher enrollment in the general education curriculum, or lower participation in gifted and talented programs.

1.2.4. The LEGISLATURE should provide funds for the Michigan Department of Education to distribute competitive grants for **pilot programs** as recommended by the State Board of Education following its study of *Hispanic School Dropouts and Hispanic Student Performance on the MEAP Tests*. Guidelines for the program should be developed in 1994, with funding planned for five years beginning in fiscal 1995. Formative evaluations of each program should occur annually. In 1998 extensive summative evaluations should result in one or more models being recommended for implementation by 2000 in every school building and district with dropout rates higher than the state average (as determined by the state-wide database, recommendation 3.1.1).

1.2.5. The COMMISSION ON SPANISH SPEAKING AFFAIRS, in cooperation with other interested groups, should meet with officials of the state's COLLEGES OF EDUCATION to find out what **curricular reforms** have been instituted to assure that **every new teacher has high expectations of every pupil** and the coaching skills to nurture the student toward these expectations. New administrators should **reward creative and caring teachers** and **welcome parents** into the decision making process. **In-service education** in these areas must be provided for current teachers and administrators. Insofar as these perspectives do not pervade courses and workshops, the Commission should advocate their adoption beginning immediately.

1.2.6. **Bilingual education programs** should be funded by LOCAL SCHOOL DISTRICTS, supplemented by state and federal resources, at levels sufficient

to serve all eligible students by 1996. Michigan's CONGRESSIONAL DELEGATION should provide leadership in amending the enabling legislation to remove the three-year limitation on participation in the program.

1.2.7. The COMMISSION ON SPANISH SPEAKING AFFAIRS should coordinate efforts of the Hispanic community in support of the concept of "English Plus." Schools enrolling a significant number of Spanish speaking children should include a component to utilize their knowledge to **move entire classes toward bilingualism**. Models from Detroit, Holland, and East Lansing should be studied for their applicability to other schools and districts; if necessary, the MICHIGAN DEPARTMENT OF EDUCATION should fund several different experimental programs, beginning in fiscal 1994, with semi-annual meetings of their personnel to share plans and results, so that school districts and private non-profit agencies have models from which to choose.

1.2.8. HISPANIC COMMUNITY GROUPS should hold **workshops for parents** so that they can assist their child's academic development, deal self-confidently with school personnel, and participate effectively on Parent Advisory Councils mandated by law. The COMMISSION ON SPANISH SPEAKING AFFAIRS should compile a list of people and materials to support such efforts and distribute during Hispanic Heritage Month beginning in 1993.

1.2.9. The MICHIGAN DEPARTMENT OF EDUCATION and the COMMISSION ON SPANISH SPEAKING AFFAIRS should sponsor a "**Year of the Hispanic Child**" to diverse agencies and groups to focus on improving the quality of life for children.

Each of these recommendations for reducing the dropout rate of Hispanic students would also contribute toward more students succeeding academically and joining the ranks of Hispanic professionals.

1.3. Providing bilingual, culturally sensitive services

1.3.1. The DEPARTMENT OF SOCIAL SERVICES should establish an **800 number for service providers** across the state to obtain assistance by a bilingual (or multi-lingual) staff member who could serve as an interpreter for a monolingual Spanish client, give the provider a list of interpreters available in their area, and supply up-to-date information about the availability of bilingual, culturally sensitive services in the state. The receptionist should be as informed as possible

of all types of services—health care, mental health and substance abuse, education, etc. as well as those provided by DSS at local, county, and state levels. This service should be available by 1995.

1.3.2. The Michigan DEPARTMENT OF CIVIL RIGHTS should require that by 1995 **affirmative action plans** determine availability and set goals and timetables for increasing Hispanics and American Indians in state government as a whole, for entire departments, and for entire Civil Service classifications as well as for individual offices and agencies.

1.3.3. The Michigan DEPARTMENT OF CIVIL RIGHTS should initiate a pilot program in its own offices in 1994 to formulate **supplemental affirmative action employment goals** for Hispanics which includes bilingualism and based on the need for services as well as the availability of trained personnel to supply them. Further pilot testing should occur in other state offices in 1995 with the objective of extending such a system to all branches of state government by 1999.

1.3.4. During the next three years the COMMISSION ON SPANISH SPEAKING AFFAIRS should develop a "**Talent Bank**" with resumes of Hispanics available for nominations to local, state, and national positions such as boards and commissions. Input should be sought from Hispanic leaders throughout the state.

1.3.5. By the summer of 1994 ALL DEPARTMENTS OF STATE GOVERNMENT should provide **co-op programs and paid internships for bilingual high school and college students** with professional career aspirations. The programs should expand annually so that all qualified student applicants are placed.

- bilingual pre-law, law, and criminal justice students could provide interpretation services for lawyers, prosecutors, courts, and jails;
- social work students could assist Spanish speaking clients with forms and interviews at the social services offices;
- pre-medical, nursing, and medical students could assist in health care delivery;
- education students could serve as aides in classrooms with numerous Spanish speaking students;
- students in the hospitality industry could assist with Meals on Wheels and soup kitchens; etc.

Students could also provide some outreach services to the Hispanic community and could translate English materials into Spanish.

1.3.6. Beginning immediately, the COMMUNITY RELATIONS BUREAU of the MICHIGAN DEPARTMENT OF CIVIL RIGHTS should explore existing **sensitivity training programs** in Michigan and elsewhere. By 1995 a model series of workshops for providing such training to professionals in a variety of fields should be available from the Bureau. Training should include methods for incorporating the family into programs and for dealing with clients from low socioeconomic backgrounds. Department staff should be available to train personnel in state government units as well as trainers in other government and private agencies to conduct such workshops.

1.3.7. The DEPARTMENT OF CIVIL SERVICE should develop guidelines for providing **bonuses to employees who are bilingual** in English plus a language used by patrons of their unit and are willing to use this skill in their own assignments and to assist other employee/client interactions. Virtually all positions in state government should qualify for such bonuses by 1998.

1.3.8. The COMMISSION ON SPANISH SPEAKING AFFAIRS should negotiate with the MICHIGAN EDUCATION ASSOCIATION to include **bonuses for bilingual educators and administrators**, within and outside bilingual programs, with the goal of having such bonuses in place by 1999.

1.3.9. LOCAL AND STATE GOVERNMENT OFFICES should begin immediately using agencies like the Pontiac Latin Affairs Office, the Imlay City Hispanic Service Center, and the Grand Rapids Hispanic Center on a fee-for-services basis to **provide interpreters, speakers, role models, and moral support** for Hispanics who speak only Spanish or are functionally illiterate. EACH MEMBER of the COMMISSION ON SPANISH SPEAKING AFFAIRS should monitor availability and use in their region and report annually to the Commission as a whole, beginning in 1994.

1.4. Employment, unemployment, and underemployment

1.4.1. The GOVERNOR of Michigan should adopt and oversee enactment of a synthesis of the 61-parties on proposals for **providing a job for every person willing to work**, the most effective method for reducing dependence on government programs. Furthermore, the state should guarantee that the medical care available to every worker in Michigan is at least equal to that provided for those on welfare, with emphasis on preventative care.

1.4.2. The Michigan DEPARTMENTS OF PUBLIC HEALTH and SOCIAL SERVICES should request funds

beginning the next fiscal year to support implementation of efforts similar to Oakland County Health Department's maternal-child care advocate program, which **employs former welfare recipients for outreach to low income pregnant women**, and the parent aide program conducted by Latino Outreach in Wayne County. Beginning immediately, the departments should **pilot test similar models for addressing other needs by matching Hispanics with complementary needs in ways that they can help each other**, such as training and employing Spanish speaking welfare recipients to provide interpretation in the courts and jails or transportation to jobs and medical facilities. While serving the immediate needs of both at-risk populations and those needing employment, such programs also contribute to long-term goals by exposing both helpers and helped to paraprofessional roles for Hispanics. The COMMISSION ON SPANISH SPEAKING AFFAIRS should lead the advocacy efforts to secure this funding.

1.4.3. The COMMISSION ON SPANISH SPEAKING AFFAIRS should coordinate lobbying activities of Hispanic community groups in support of **additional funding for the Job Training Partnership Act and changes in its regulations** to reward providers who give basic skills training and more extensive job preparation to "hard-to-serve" populations. These changes should be effective no later than 1996.

1.4.4. The COMMISSION ON SPANISH SPEAKING AFFAIRS should coordinate lobbying activities of Hispanic community groups in support of **expanding the Michigan Youth Corps** and similar programs that provide work experience in combination with education and personal development to at-risk Michigan young adults by 1994.

1.4.5. The COMMISSION ON SPANISH SPEAKING AFFAIRS should work with agency personnel and, if necessary, legislators to **revise the guidelines of the Michigan Employment Security Commission** (and other agencies) to encourage programs that target segments of the population with special needs, such as address the need for bilingual personnel.

1.4.6. HISPANIC COMMUNITY LEADERS should work with local school districts, public and private agencies, and industries to **provide career-relevant job experiences to high school students**.

1.5. Housing

1.5.1. Beginning immediately, the COMMISSION ON SPANISH SPEAKING AFFAIRS should join with other advocacy groups to increase the number of **group homes for abused youth, recovering substance abusers, the mentally ill, and the elderly**. Insofar as possible these homes should operate according to the "Fairweather model" with residents contributing to the economy of the household.

1.5.2. The COMMISSION ON SPANISH SPEAKING AFFAIRS should have legislation introduced and coordinate advocacy for its passage within the next two years to **prevent local zoning ordinances from barring low cost housing and apartments, emergency shelters, group homes, and migrant housing**.

1.6. Health maintenance and care

1.6.1. The COMMISSION ON SPANISH SPEAKING AFFAIRS should cooperate with groups nation-wide and coordinate the efforts of Michigan's Hispanic leaders to institute a system of **national health insurance** by 1996. The system should be designed so that paperwork is minimal for both patients and providers, patient costs are capped, and professionals will be willing to provide services within the proscribed limits. Preventive care, prescription drugs, home health care, and in-patient and out-patient substance abuse treatment should be included. Mental health services and treatment by paraprofessionals such as midwives should be covered no later than 2000.

1.6.2. In 1994 the Michigan CONGRESSIONAL DELEGATION should lead a review of the federal food stamp, school breakfast and lunch, and women, infants, and children programs and provide recommendations needs to **provide adequate diets to those with insufficient incomes and ways to decrease the paperwork and processing time for both administering agencies and recipients**. Uniform standards should be developed at least within the state.

1.6.3. During the 1994 fiscal year the grant program in the OFFICE OF MINORITY HEALTH should be evaluated, with consideration given to the relative efficacy of providing three-year grants rather than one-year. The Office should **assist effective programs in securing permanent funding**.

1.6.4. Whenever asked, the COMMISSION ON SPANISH SPEAKING AFFAIRS should provide assistance to community leaders advocating expansion of **school breakfast and lunch**

programs.

1.6.5. COMMUNITY COLLEGES, in partnership with local agencies, should have programs in place by 1995 to **train unemployed or underemployed Hispanics to conduct outreach activities** in the Hispanic community, assist in central and satellite health clinics, transport patients, and provide in-home assistance to new mothers, the disabled, and the elderly.

1.6.6. The COMMISSION ON SPANISH SPEAKING AFFAIRS should coordinate the several departments that will be involved and monitor progress toward implementing a **comprehensive chemical incident reporting system** for agricultural operations by 1996.

1.7. Substance abuse prevention and treatment

1.7.1. STATE and FEDERAL GOVERNMENTS must increase the number and capacity of substance abuse treatment programs so that **no one seeking treatment waits more than 24 hours for care** as an in-patient or out-patient and may remain in treatment as long as needed. This objective should be attained by 1996. Programs should be readily available in schools, jails, and prisons. Bilingual, bicultural professionals and paraprofessionals should be employed in areas with large numbers or proportions of Hispanic residents. Care should be available to children of both in-patients and out-patients.

1.7.2. During the coming fiscal year the OFFICE OF SUBSTANCE ABUSE SERVICES should develop a plan for **increasing the sensitivity of its personnel to cultural diversity** and providing services to Spanish speaking clients, with implementation of the plan scheduled and budgeted to begin in fiscal year 1995.

1.8. Teenage parents

1.8.1. Beginning in 1994, the DEPARTMENTS OF LABOR, PUBLIC HEALTH, and SOCIAL SERVICES should cooperatively sponsor several pilot programs in which at-risk pregnant women (e.g., teenagers, substance abusers) receive **training in nutrition and parenting skills**—perhaps while providing in-home services for elderly "foster grandparent" mentors. This will provide practical experience that could lead to employment as **day care providers** for parents who are working, receiving job training, and/or taking high school or college courses. The women should have the option of continuing this service while caring for their newborn infants, with the goal of having them feel more secure later about leaving their

child in the same or similar program while pursuing educational and career goals. The pilot programs should be structured to enable comparison of participants with nonparticipants with respect to variables such as infant birth weight and growth, maternal educational attainment and employment. By 1998 such programs should be available state-wide based on the successful pilot programs.

1.9. Migrant workers

1.9.1. The COMMISSION ON SPANISH SPEAKING AFFAIRS should lead and coordinate advocacy for the DEPARTMENT OF LABOR to develop a **statewide employment and housing referral system** for migrant laborers by 1996.

1.9.2. The COMMISSION ON SPANISH SPEAKING AFFAIRS should lead and coordinate advocacy to secure an appropriation for the Department of Transportation to develop the first **Migrant Rest Camp and Information Center** as provided in legislation. The first center should be located near I-94 in Berrien County, the entry point for the largest number of migrant families. A recording in English and Spanish should tell about employment opportunities, including working and housing conditions, and should be updated daily from April through October. The tape should also give directions for access to emergency food and shelter. Printed information should also be available about other services in English and Spanish.

1.9.3. The COMMISSION ON SPANISH SPEAKING AFFAIRS should lead the advocacy for **funding the State Construction Grant Program** at levels that would provide approved housing for 10,000 additional migrant workers and their families within the next five years.

1.9.4. Beginning immediately, the COMMISSION ON SPANISH SPEAKING AFFAIRS should work with advocacy groups nation-wide to **remove clauses from regulatory laws that exclude agricultural workers from protection**.

1.9.5. The COMMISSION ON SPANISH SPEAKING AFFAIRS should ask the LEGISLATURE to charge the Michigan Department of Labor with developing by 1994 and implementing by 1996 a **"Wage and Hour Reporting and Enforcement Plan"** as recommended by the *Michigan Hispanic Agenda*.

1.9.6. The COMMISSION ON SPANISH SPEAKING AFFAIRS should support the request of the **Agricultural Labor Commission** for authorization for payment of a per diem stipend to members for

attending Commission meetings beginning in fiscal 1995.

1.10. Civil rights

1.10.1. Effective immediately, the Michigan DEPARTMENT OF CIVIL RIGHTS should provide **sympathetic guidance to those considering a complaint**. If correspondence and/or complaints cannot be handled promptly, the complaining party should be notified of the probable timetable of events.

1.10.2. Beginning immediately, the Michigan DEPARTMENT OF CIVIL RIGHTS should actively **solicit complaints about discrimination based on language and culture** and should vigorously pursue such complaints with educational as well as legal remedies.

1.10.3. In cooperation with Hispanic organizations and other supporters nation-wide, the COMMISSION ON SPANISH SPEAKING AFFAIRS should coordinate lobbying activities of Hispanic community groups in support of **removing employer sanctions from the Immigration Reform and Control Act**. Provisions should also be made to permit children and spouses of legal residents to live in the United States.

1.10.4. The COMMISSION ON SPANISH SPEAKING AFFAIRS should work with advocacy groups nation-wide to **monitor funding and regulation of the Legal Services Corporation**, with the objective of increasing the support and the scope of service it is permitted to provide, specifically to allow assistance with becoming legal residents and citizens.

1.11. Disseminating information

1.11.1. During the next eight years, HISPANIC COMMUNITY ORGANIZATIONS, including churches, should undertake **programs for their constituents** in the following areas:

- **Leadership training.** The experiences of Project Blueprint in Battle Creek and the expertise of Michigan State University's Cooperative Extension Service should be used to develop programs elsewhere with similar objectives of providing candidates for elective office, appointment to public and private boards of directors, and other community leaders. Established Hispanic leaders such as members of the Commission on Spanish Speaking Affairs should nominate or encourage applications by potential leaders for positions on bodies such as school boards, planning commissions, United Way

boards, local Private Industry Councils, boards overseeing museums and libraries, etc. Leadership training should also be provided for teenagers.

- **Parenting skills and family support.** Model programs and materials need to be explored which build on the Hispanic culture. Parents need guidance on how to foster the educational and personal development of their children, from participation in formal pre-school programs to leaving home to attend college, in ways consistent with maintaining family cohesion. One goal of the programs should be empowering parents as well as helping them facilitate the empowerment of their children.

- **Adult education.** According to the needs and interests of the community, the following programs should be offered:

- citizenship classes
- GED preparation
- English training
- computer literacy
- job hunting, resume preparation and interviewing skills

- workshops on applying for food stamps or Head Start or Medicaid, with guest speakers from community agencies whose services are underutilized by Hispanics

- substance abuse prevention
- workshops on home maintenance or Medicare supplemental insurance
- college courses

- lectures about and trips to other cities and countries (e.g., San Antonio, Mexico City)

- **Spanish language and culture classes for youth and adults.** Ethnic and religious groups such as the Chinese, the Catholics, and Jews have maintained their cultural strength while succeeding in the predominantly Anglo society by providing supplementary education for their members.

- **Review of textbooks** and other materials used in local school systems to ascertain their incorporation of Hispanics; review and recommend alternate texts and/or supplementary materials if those in use are inadequate.

- **Support groups** for recovering substance abusers and their parents, siblings, and children; single parents; victims and perpetrators of child and spouse abuse; teenage mothers and fathers; persons who have loss of limbs or mobility; persons who have had heart attacks or strokes; persons with visual disabilities; and parents and caregivers of persons with disabilities (with respite care available).

- **Periodic needs assessments** of their community to guide consolidation of existing programs and development of new ones as needed.

- **Child care** and/or similar programs for children should be provided and more accessible. EACH MEMBER of the Commission on Spanish Speaking Affairs should provide leadership for initiating or continuing such programs in their region. The Commission as a whole should facilitate communication among the organizations; disseminate information on resources available and on programs that work; and bring people together to share their expertise, assess progress to date, and regenerate their enthusiasm.

1.11.2. The COMMISSION ON SPANISH SPEAKING AFFAIRS should continue to lead the observation of **Hispanic Heritage Month** and other events which increase the pride and cultural awareness of Hispanics. These events should also include the Anglo community and other minorities to increase knowledge and respect for Hispanic culture and language.

1.11.3. During the next two years the COMMISSION ON SPANISH SPEAKING AFFAIRS should identify **Hispanic media specialists** with whom state and local government officials could contract to develop audio and video public service announcements in English and Spanish targeting the Hispanic community. A variety of culturally sensitive announcements should be developed with broadcasts beginning in 1992. Topics should include information in both English and Spanish on:

- cultural and other events
- alcohol and drug abuse prevention and treatment
- training and employment opportunities
- AIDS prevention
- family planning
- prenatal health care
- location of emergency housing
- school starting, parent-teacher conference, and vacation dates
- availability of health care, including childhood immunization
- prevention and treatment of diabetes and hypertension
- availability of underutilized services such as those for the visually handicapped
- how to civil rights complaints

1.11.4. **Spanish radio programs** which incorporate news and information for Hispanics

are sorely needed in the Detroit area and in southwestern Michigan. When requested to do so, the COMMISSION ON SPANISH SPEAKING AFFAIRS should facilitate efforts to initiate or maintain such programs.

1.11.5. HISPANIC COMMUNITY GROUPS should organize immediately to monitor television programs and newspapers to protest use of negative stereotypes of Hispanics and applaud the portrayal of positive incidents and images.

2. Increasing the number of bilingual, bicultural Hispanic professionals

The most pressing need of Michigan's Hispanic community is for bilingual, bicultural providers of professional services. Meeting this need in the next decade and beyond requires that Hispanics graduate from high school with appropriate academic skills. This could be facilitated and accomplished by implementing the actions recommended for dropout prevention. Access to undergraduate and graduate-professional programs should also be available.

2.1. Long-range improvements

One of the principal barriers to Hispanics pursuing high educational aspirations is the misperception that college is beyond their reach financially by the time they are ready to attend.

2.1.1 **Guaranteeing access to higher education for every Michigan student who is academically qualified** (not just the 'over-qualified'), without requiring staggering debt burdens (but perhaps including a service requirement), would be one of the most cost-effective investments the state could make in its future. The GOVERNOR should be the catalyst for the design of a program that would serve students in public and private institutions and should take responsibility for having such a program introduced in the legislature within the next 12 months, as an enhancement of the Michigan Educational Trust program or as a new program in cooperation with the private sector. The children of migrant workers should be included in the plan.

2.1.2. The COMMISSION ON SPANISH SPEAKING AFFAIRS should lead continuing efforts over the next decade to have **scholarships, fellowships, graduate student assistantships, and paid internships target fields of high need**, such as K-12 and higher education, medicine and nursing, psychology and social work, in addition to science and engineering.

2.1.3. The OFFICE OF MINORITY EQUITY this year should sponsor an **external evaluation of the series of Martin Luther King-Cesar Chavez-Rosa Parks (KCP) programs** (College Day, Select Student Support Services, Master's Scholarship, Doctoral Fellowship, and Visiting Professor Programs) to assess the effectiveness, strengths and weaknesses of each program, the extent of inclusion of Hispanics, identify exemplary institutions with respect to the conduct of each one, recommend modifications, and disseminate suggestions to Michigan's public and private colleges and universities. One parameter in the assessment should be how effectively each institution communicates with current and prospective students about financial aid opportunities.

2.1.4. COLLEGES AND UNIVERSITIES should undertake **additional bridge programs** for Hispanic students in elementary school, middle school, high school, and junior and their parents to facilitate entry and success in four-year programs. Creative recruiting efforts are also necessary, including use of Hispanic students and alumni for outreach to employers, churches, and other community organizations. Information about these programs should be evaluated by the Office of Minority Equity along with reports on the KCP programs, with an eye on identifying successful models about which information can be disseminated to other institutions.

2.1.5. Michigan's public and private COLLEGES AND UNIVERSITIES should **assure that professional programs are accessible with respect to time, location, availability of child care, and cost** to Hispanic adults who desire to pursue certificates and degrees without foregoing their jobs. Professionals are especially needed in the social services, health professions, criminal justice system, and the education of Hispanics working in paraprofessional positions in these fields should be encouraged by both their employers and educational institutions to advance their careers by obtaining the necessary education. By the year 2000, **advanced degrees in every professional field should be available to adult commuter students** in the Wayne-Oakland-Macomb tri-county area and in other communities with large numbers and/or high concentrations of Hispanic residents.

2.1.6. Most experts agree that, to meet society's needs in the twenty-first century, **America's entire educational system needs to be restructured**. The OFFICE OF HISPANIC EDUCATION in the Michigan Department of Education should be refunded and

fully staffed so that it can keep informed of restructuring programs in Michigan and elsewhere and report periodically to Michigan's education community as well as to the Commission on Spanish Speaking Affairs the probable and actual **impact of these initiatives on Hispanic constituents**. Oversight should include reviewing the teacher education programs of Michigan's public universities and advocating incorporation of courses and practicums on educating students from low income, minority, and non-English-speaking backgrounds as well as involving parents in educational processes.

2.1.7. Leaders in the HISPANIC COMMUNITY should also monitor educational reforms, especially proposals affecting their local schools. They should demand progress toward the goal of **having all students succeed in attaining high educational objectives in an accepting, nurturing environment**.

2.2. Immediate improvements

2.2.1. Until the state's K-12 systems are restructured to provide adequate college preparation, COLLEGES AND UNIVERSITIES must provide **formal and informal support systems to compensate for earlier deficiencies**. Various bridge programs should be evaluated to determine which features and packages seem most effective and efficient. Beginning in fiscal 1995, the LEGISLATURE should fund five-year trials of a few "thirteenth grade" programs, providing campus residency with financial aid for intensive remedial work which would result in competency certification but not in credits toward a bachelor's degree.

2.2.2. Beginning immediately, PUBLIC AND PRIVATE STATE AND LOCAL AGENCIES should utilize contacts developed by the state's educational institutions to **learn of colleges and universities in other states with significant numbers of Hispanic students for the purpose of recruiting professionals**.

2.2.3. By 1995 the DEPARTMENT OF CIVIL SERVICE should have in place **incentives for all employees to advance their education**. Supervisors should be required to cooperate in permitting release time and personal leave for participation in professional development activities and degree programs.

2.2.4. Beginning in 1994, the Michigan DEPARTMENT OF COMMERCE should offer **workshops targeting existing and prospective**

Hispanic business entrepreneurs. The programs should be accessible with respect to time, location, child care, and cost with materials available in Spanish and English.

2.2.5. The COMMISSION ON SPANISH SPEAKING AFFAIRS should work with the LEGISLATURE to develop a **small venture capital fund supporting state contracts with pledgling minority businesses**.

2.2.6. The COMMISSION ON SPANISH SPEAKING AFFAIRS should join Hispanic advocacy groups nationwide to persuade major corporations such as automobile companies and restaurant chains to **offer incentives and assistance to Hispanic entrepreneurs** interested in developing agencies or franchises.

2.2.7. PRACTITIONERS AND LEADERS IN EVERY FIELD need to realize that, with training well short of advanced degrees, **many services can be provided by laypersons and paraprofessionals**. With support from the school system and their peers. Hispanic parents do not have to be high school graduates, or even literate, to be effective in coaching their children through the educational system by providing time and space for homework assignments, talking to their children about school, and rewarding attendance and promptness. Teenagers do not need education degrees or National Honor Society membership to be effective in helping each other or younger students succeed in the classroom. Indeed, those who have experienced problems often give the most insightful, effective assistance to others. Programs should be implemented that **capitalize on the two-way benefits that can be derived at relatively low cost from pairing persons with needs to help each other**. The COMMISSION ON SPANISH SPEAKING AFFAIRS should facilitate the sharing of such efforts at an annual leadership conference beginning in 1993.

3. Improving information about the status of Michigan Hispanics

3.1. Student information

3.1.1. The Michigan DEPARTMENT OF EDUCATION should develop a **state-wide student database** to track enrollment in the schools attended, curricula studied including mathematics and science courses, grades, test scores, participation in remedial and enrichment programs, and graduation dates. Data should also include ethnic sub-groups and provide for multiple origins, e.g., Cuban American/African American. The database should be tested by the end of 1997

and fully implemented by 2000.

3.1.2. By 1997 EACH COLLEGE AND UNIVERSITY receiving public funds should provide data to the Michigan Department of Education on student applications, admissions, enrollment, persistence, and graduation by racial and ethnic sub-group and county/state of residence, as well as data on hiring, retaining, and promoting minority faculty and staff members. This data should be reviewed by the Department, comparative trends publicized with sensitivity to the subtle types of discrimination against Hispanics, and recommendations made both for rewarding institutions with good records and addressing deficiencies.

3.2. Other information

3.2.1. Beginning by 1994, ALL DEPARTMENTS OF STATE GOVERNMENT and LOCAL AGENCIES receiving state funds should **report their employment, promotion, and service statistics by ethnic sub-group**. These reports should be reviewed annually by the Commission on Spanish Speaking Affairs to ascertain the status and trends in employment of and service to the Hispanic community.

3.2.2. Beginning immediately, ALL DEPARTMENTS OF STATE GOVERNMENT should train their personnel and those in agencies with which they work to ask **about the ethnicity of each client** during the intake interview, rather than relying on appearance or the last name to determine this characteristic.

3.2.3. Within a year the Michigan DEPARTMENT OF CIVIL RIGHTS and the COMMISSION ON SPANISH SPEAKING AFFAIRS should develop a plan to cooperate with community groups by collecting, summarizing, and disseminating data from all statewide public agencies (e.g., university governing boards, courts, directors of United Way organizations, departments of state government) on the **representation of Hispanics in policy-making positions and on the distribution of funds**.

4. Monitoring progress and updating the plan

4.1. The COMMISSION ON SPANISH SPEAKING AFFAIRS, in cooperation with other groups, should sponsor a conference each year from 1993 through 2000 to **assess the progress on the recommendations of this report and revise the strategy, goals, objectives, and timetable as necessary**. This conference should also provide opportunities for those with common interests to

share information on the value of programs or procedures and for professional and personal growth via formal programs and informal networking. Such a conference, or another mechanism to monitor progress and foster state-wide networking, was recommended by numerous presenters. Each conference should be followed by a brief report of the status on each objective and a revised plan.

The first plenary session should feature reports on progress to date, with each Commissioner taking responsibility for monitoring and reporting on one area or concern. Breakout sessions should bring together those with similar topical and professional interests to review the progress reports and suggest one-year objectives as well as modifications to the longer term goals and timetables. Another set of sessions should develop skills such as organization building, advocacy, media relations, financial management and fund raising, and maintaining identity while moving between roles and cultures. Topics will be partly determined by requests received at the previous conference and during the year. A final session should give an overview of priorities for the coming year. **A conference report should provide an updated agenda for action and a directory of Hispanic leaders and organizations.**

The opening session should feature a speaker which will attract media coverage of a positive role model for Hispanics. The Commission should establish one or more annual awards recognizing those who have contributed significantly to the improvement of the quality of life for Michigan's Hispanics. A banquet during the conference should be the setting for making the awards. Nominations should be encouraged from Hispanic community groups, which may make their own awards before or after the state-wide event.

Following this conference each Commissioner should convene a **mini-conference of leaders from their region** to share new information, set yearly priorities for the region, and develop their own action plan.

Endnotes

1. Kalamazoo transcript, pp. 31-32, supplemented with copies of newspaper articles, *Grand Rapids Times*.
2. *Ibid*
3. *Hispanics in the United States*, 1990.
4. *Hispanic School Dropouts and Hispanic Student Performance on the MEAP Tests*. 1986, p.5.
5. *Hispanic School Dropouts and Hispanic Student Performance on the MEAP Tests*, quoted at the Flint hearing by Mr. David Solis, transcript pp. 93-94.
6. "The Cost of Excellence." Washington, D.C.: National Education Association, 1991. quoted in the *Lansing State Journal*. August 19, 1991. p. 3A.
7. "The Cost of Excellence." Washington, D.C.: National Education Association, 1991. Quoted in the *Lansing State Journal*, August 19, 1991. p. 3A.
8. "Community Assessment of Human Needs," submitted at the Pontiac hearing.
9. *Hispanics in the United States*, 1990.
10. *Ibid*
11. *Ibid*
12. *Lifelines for Children: Child Mortality in Michigan. Major Findings*, 1989.
13. *Report on Rental Housing Practices, Holland, Michigan*, p. 19.
14. *Lifelines for Children*.
15. "Assessment of Needs," Michigan Employment Security Commission, written testimony submitted by Mr. Gary Gershon at the Grand Rapids hearing, p. 23.
16. *Bay City Times*, July 22, 1990, p. 1A.
17. "Good Health is a mirage to migrant workers." *The Grand Rapids Press*, June 17, 1990, submitted by Mr. Gary Gershon at the Grand Rapids hearing, p. 33.
18. "Profile of Michigan's Migrant Agricultural Labor Force," Michigan Department of Civil Rights. Submitted with written testimony by Mr. Gershon, Grand Rapids hearing, p. 17.
19. *Improving the Quality of Life for Aging Hispanics and Other Older Americans*, p. 23.
20. *Hispanic School Dropouts and Hispanic Student Performance on the MEAP Tests*, 1986.
21. *Hispanic School Dropouts and Hispanic Student Performance on the MEAP Tests*, 1986, pp. 68-75.
22. "Racism and the Hispanic High School Dropout," Appendix I, p.1.
23. "Racism and the Hispanic High School Dropout," p.8.

24. *"Community Assessment of Human Needs," submitted at the Pontiac hearing.*
25. *Ibid*
26. *Migrant and Seasonal Workers in Michigan's Agriculture, 1989, pp. 69-70.*
27. *Ibid*
28. *The Michigan Hispanic Agenda, 1989, p.10.*
29. *Migrant and Seasonal Workers in Michigan's Agriculture, 1989, p. 73.*
30. *The Michigan Hispanic Agenda, 1989, p. 11.*
31. *Migrant and Seasonal Workers in Michigan's Agriculture, 1989, p. 72.*

Appendix A

Hispanic enrollment and graduation rates, 1990, Michigan public universities

**Appendix A. Hispanic enrollment and graduation rates.
1990. Michigan public universities.**

	Total	Hispanic	Percent Hispanic
STATE TOTALS			
Enrollment	259.922	3.992	1.54%
Bachelor's degrees	33.206	312	0.94%
Master's degrees	11,902	193	1.62%
Doctoral degrees	1.275	22	1.68%
Central Michigan University			
Enrollment	18.286	166	0.91%
Bachelor's degrees	3.102	18	0.58%
Master's degrees	2.034	36	1.77%
Doctoral degrees	5	0	0.00%
Eastern Michigan University			
Enrollment	25.034	312	1.25%
Bachelor's degrees	2.695	34	1.26%
Master's degrees	1.157	11	0.95%
Doctoral degrees	0	0	-
Ferris State University			
Enrollment	12.037	120	1.00%
Bachelor's degrees	1.721	3	0.17%
Master's degrees	27	0	0.00%
Doctoral degrees	0	0	-
Grand Valley State University			
Enrollment	11.726	172	1.47%
Bachelor's degrees	1.121	11	0.98%
Master's degrees	261	2	0.77%
Doctoral degrees	0	0	-
Lake Superior State University			
Enrollment	3.407	13	0.38%
Bachelor's degrees	327	0	0.00%
Master's degrees	47	0	0.00%
Doctoral degrees	0	0	-
Michigan State University			
Enrollment	44.317	704	1.59%
Bachelor's degrees	8.987	63	0.90%
Master's degrees	1.705	22	1.29%
Doctoral degrees	432	4	0.93%
Michigan Technological University			
Enrollment	6.497	38	0.58%
Bachelor's degrees	988	2	0.20%
Master's degrees	141	0	0.00%
Doctoral degrees	20	0	0.00%
Northern Michigan University			
Enrollment	8.505	47	0.55%
Bachelor's degrees	836	2	0.24%
Master's degrees	157	1	0.64
Doctoral degrees	0	0	-

Appendix A. Total and Hispanic enrollment and graduation rates, 1990, Michigan public universities (continued).

Oakland University			
Enrollment	12,400	112	0.90%
Bachelor's degrees	1,563	15	0.96%
Master's degrees	479	3	0.63%
Doctoral degrees	11	0	0.00%
Saginaw Valley State University			
Enrollment	6,185	190	3.07%
Bachelor's degrees	666	17	2.55%
Master's degrees	183	1	0.61%
Doctoral degrees	0	0	-
University of Michigan - Ann Arbor			
Enrollment	36,394	1,068	2.93%
Bachelor's degrees	5,601	78	1.39%
Master's degrees	2,728	76	2.79%
Doctoral degrees	583	14	2.40%
University of Michigan - Dearborn			
Enrollment	7,684	140	1.82%
Bachelor's degrees	949	14	1.48%
Master's degrees	172	2	1.18%
Doctoral degrees	0	0	-
University of Michigan - Flint			
Enrollment	6,593	88	1.33%
Bachelor's degrees	822	8	0.97%
Master's degrees	85	1	1.54%
Doctoral degrees	0	0	-
Wayne State University			
Enrollment	33,872	607	1.79%
Bachelor's degrees	2,491	23	0.92%
Master's degrees	1,623	31	1.91%
Doctoral degrees	178	4	2.25%
Western Michigan University			
Enrollment	26,995	214	0.80%
Bachelor's degrees	3,337	24	0.72%
Master's degrees	1,145	7	0.61%
Doctoral degrees	46	0	0.00%

* Based on data supplied by the Office of Minority Equity, Michigan Department of Education.