

Hispanic Serving Institution (HSI) Policy Formation

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**Why is it important to research the History of
HSI Policy Formation?**

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Equity for Latinos has never been freely given---attention to Hispanics in higher education from policymakers was not necessarily intentional or accorded by design---it took a concerted group of Latino advocates to push for federal attention to HSIs.

We should never forget that HSIs stand on the shoulders of giants, courageous Latino advocates who faced powerful congressional leaders as they launched an aggressive campaign to push for Hispanic student success and expanded educational opportunities.

---Laura I.

Rendon

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- Inclusion of Latinx higher education in history of higher education texts is minimal
 - ☐ Growing number of HSIs
 - ☐ Growing post-1992 literature on HSIs
- Very little analysis exist of HSI policy formation
 - ☐ The period before 1992

Part of the Historical Record: Congressional Data Sources

- Executive Orders
- Government Accounting Reports
- Congressional Research Service Reports
- House of Representative Bills
- Senate Bills

Latinx Testimonies from 1967 to 1977

Witness	Representing	Discussion	Congress/Year	Hearing Title	House of Congress	Subcommittee
Hector P. Garcia; Carlos Truan; Eligio "Kika" De la Garza (and several others)	American G.I. Forum; LULAC; U.S. Representative - TX	Bilingual education	90 th /1967	Bilingual Education. Part 1	Senate	Special Subcommittee on Bilingual Education
Several (Edward Roybal; Joe Bernal; Henry Munoz; Peter Tijerina; Henry Casso)	Latino members of Congress; AFL-CIO; MALDEF; Urban Ministries of San Antonio)	Reviews local agencies coordination and delivery of federally sponsored community services to elderly Mexican-Americans, Part 1-4	90 th /1968 (Hearings held in Los Angeles, CA, El Paso and San Antonio, TX)	Availability and Usefulness of Federal Programs and Services to Elderly Mexican-	Senate	Special Committee on Aging
Dolores Huerta	United Farm Workers[1] (UFW)	Migrant farmworkers labor organization efforts and working conditions	91 st /1969	Migrant and Seasonal Farmworker Powerlessness. Part 3-A: Efforts To Organize	Senate	Subcommittee on Migratory Labor
Martin Castillo	Cabinet Committee on Opportunities for Spanish-speaking People	Budget explanation for Cabinet Committee on Opportunities for Spanish-Speaking People; FY71 request for establishment of an advisory council.	91 st /1970	Supplemental Appropriations FY1971	Senate	Subcommittee on Deficiencies and Supplemental Appropriations
Edward Roybal; Henry Ramirez; Vicente Ximenes; Ralph Ochoa; Roberto Olivas	U.S. Representative – CA; Cabinet Committee on Opportunities for Spanish-speaking People National Urban Coalition and others; Greater LA Urban Coalition; Southwest Council of La Raza	Failure of Administration to bring significant increases in employment of Spanish speaking individuals; Charged inadequacy of Civil Service Commission (CSC) written exam and oral interview to determine minority qualification	92 nd /1972	Federal Employment Problems of the Spanish Speaking	House	Subcommittee on Civil Rights Oversight, Committee on the Judiciary
Henry Ramirez	Cabinet Committee on Opportunities for Spanish-Speaking People.	Budget explanation for Cabinet Committee on Opportunities for Spanish-Speaking People; FY73 requests.	92 nd /1972	Departments of Labor and Health, Education, and Welfare and Related Agencies Appropriations, FY73, Part 4	Senate	Subcommittee on Department of Labor and HEW Appropriations, Senate

^[1] Founded in 1962 by Cesar Chavez, the United Farm Workers of America is the nation's first successful and largest farm workers union currently active in 10 states. Retrieved from http://www.ufw.org/_page.php?menu=about&inc=about_vision.html

Latinx Testimonies from 1967 to 1977 (Cont.)

Witness	Representing	Discussion	Congress/Year	Hearing Title	House of Congress	Subcommittee
Higinio Costales	Federal Spanish-speaking Program	Review of (CSC) efforts to assure equal opportunities in Federal employment for Spanish-speaking Americans	93rd / 1974	Federal Employment of Spanish-Speaking Americans	House	Subcommittee on Civil Rights and Constitutional Rights, Committee on the Judiciary
Edward Valenzuela	Incorporated Mexican American Government Employees[2] (IMAGE)	Evidence of and objections to low percentages of employment and lack of advancement opportunities for Spanish speaking persons in Federal agencies.	93rd/1974	Federal Employment of Spanish-Speaking Americans	House	Subcommittee on Civil Rights and Constitutional Rights, Committee on the Judiciary
Manuel Fierro	National Congress of Hispanic American Citizens	Dissatisfaction with EEOC employment of Spanish-speaking Americans	94th /1976	Oversight Hearings on Federal Enforcement of Equal Employment Opportunity Laws, Part 3	House	Subcommittee on Equal Opportunities, Committee on Education and Labor
Gilbert Chavez	IMAGE	Dissatisfaction with EEOC employment of Spanish-speaking Americans	94 th /1976	Oversight Hearings on Federal Enforcement of Equal Employment Opportunity Laws, Part 3	House	Subcommittee on Equal Opportunities, Committee on Education and Labor
Frank Moreno	SER[3]/Jobs for Progress	Aspects of welfare reform and Administration's program impacts.	95 th / 1977	Administration's Welfare Reform Proposal, Part 4	House	Subcommittee on Welfare Reform

[2] IMAGE was funded in 1972 by a group of Mexican-American federal employees to counter discrimination against Spanish-speaking employees (Meir & Gutiérrez, 2000).

[3] SER (Service, Employment, and Redevelopment) is a national network of Community Based Organizations (CBO's) that formulates and advocates initiatives resulting in the increased development and utilization of America's human resources, with special emphasis on the needs of Hispanics, in the areas of education, training, employment, business and economic opportunity (SER National, n.d.) <http://www.ser-national.org>

Latinx Bilingual Education Testimonies from 1965 to 1973

Witness	Representing	Discussion	Congress/Year	Hearing Title	House of Congress	Subcommittee
Hector P. Garcia; Carlos Truan; Eligio "Kika" De la Garza (and several others)	American G.I. Forum; LULAC; U.S. Representative - TX	Bilingual education	90 th /1967	Bilingual Education. Part 1	Senate	Special Subcommittee on Bilingual Education
Edward Roybal; Irene Tovar; Frank Negron; Luis Alvarez (and several others)	U.S. Representative – CA; Council of Mexican-American Women; ASPIRA, NYC; Federation of Puerto Rican Parents	Bilingual education	90 th /1967	Bilingual Education. Part 2	Senate	Special Subcommittee on Bilingual Education
Manual Ruiz; Luis Nunez	Commission on Civil Rights, Acting Deputy Staff Director	Commission findings on educational problems of Mexican Americans in the Southwestern U.S. and of mainland Puerto Ricans in Northeastern States	92 nd /1972	Education of the Spanish Speaking	House	Subcommittee No. 4
Luis Nunez; Henry Casso;; Maria Gutierrez-Spencer; Luis Alvarez (and several others)	Deputy Staff Director US Commission on Civil Rights; National Education Task Force de la Raza; Director of bilingual education, Deming NM public schools; ASPIRA, NYC	Elementary and secondary education	93 rd /1973	Education Legislation, 1973, Part 7	Senate	Subcommittee on Education

Latinx Higher Education Testimony

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Latinx Higher Education Testimonies in 1975 and 1976

Witness	Representing	Discussion	Congress/Year	Hearing Type	House of Congress	Subcommittee
Richard Salvatierra[1]	LULAC	Need to publicize availability of Federal grants to Spanish-speaking students	94 th /1975	Higher Education Legislation, 1975, Part 1	Senate	Subcommittee on Education, Committee on Labor and Public Welfare
Richard Salvatierra	LULAC	Request for direct Federal funding of minority graduate education opportunities	94 th /1976	HEA Act Amendments of 1976	House	Subcommittee on Postsecondary Education
Candido de Leon[2]	Hostos Community College	Urged Title III funding expansion; arguments for continued funding of developing institutions	94 th /1976	HEA Act Amendments	House	Subcommittee on Postsecondary Education

[1] Accompanied by Roger Gomez, LULAC Legislative Assistant.

[2] Dr. Candido de Leon was accompanied by Pepe Barron, Executive Director of El Congreso Nacional de Asuntos Colegiales. Through individual interviews, early proponents of Hispanic higher education indicate that El Congreso may have been the first Latino higher education organization located in One DuPont Circle in Washington DC.

Latinx Title III Testimony

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Latinx Title III Testimony between 1976 and 1985

Proponent	Representing	Congress/Year	Hearing Type	House of Congress	Subcommittee	Committee
Candido de Leon	Hostos Community College	94th /1976	HEA Act Amendments	House	Subcommittee on Postsecondary Education	Committee on Education And Labor
Alvin Rivera	Hispanic Higher Education Coalition (HHEC)	96 th /1979 (March)	Reauthorization of the HEA and Related Measures, Part 1	House of Representatives	Subcommittee on Postsecondary Education	Committee on Education And Labor
Alvin Rivera	HHEC	96 th /1979 (October)	Reauthorization of the HEA and Related Measures, Part 1	House of Representatives	Subcommittee on Postsecondary Education	Committee on Education And Labor
Alvin Rivera	HHEC	96 th /1979	HEA Amendments of 1979, Part 8	Senate	Subcommittee on Education, Arts and Humanities	Committee on Labor and Human Resources
Roberto Zuniga	HHEC	97 th /1981	Oversight Hearing on Title III of the Institutional Aid Program	House of Representatives	Subcommittee on Postsecondary Education	Committee on Education And Labor
Rafael Magallan	HHEC	98 th /1984	Hearings on the Reauthorization of the HEA	House of Representatives	Subcommittee on Postsecondary Education	Committee on Education And Labor
John Trasvina	HHEC	99 th /1985	Reauthorization of the HEA, Title III: Developing Institutions, Volume 6	House	Subcommittee on Postsecondary Education	Committee on Education And Labor

Dr. Candido de Leon Statement on Title III – Strengthening Developing Institutions of the HEA 1965

The need to evaluate the appropriation and use of Title III funds since the Higher Education Act was passed

Hispanic Higher Education Coalition (HHEC)

HHEC Formation

We were pretty well invisible. Not viewed in national term as is the case today. We had begun to establish Chicano studies as a field of study and as a teaching field. Certainly we had developed publications by that time; however no one was looking at higher education issues in general. (Proponent 1, personal interview, February 2012)

[There was] a shared sense among the handful of Latinos in D.C. about having greater Latino input across the board on federal legislation...higher education was up for reauthorization in 1980 and so, in 1979 by puro sapo, you know, good luck, we happened to have a confluence of a handful of us who were familiar with some of the higher education issues and happened to be in town and happened to be able to kind of lean on colleagues and friends within the Latino advocacy organizations. (Proponent 2, personal communication, February 2012)

Latinx Organizations form the Hispanic Higher Education Coalition in 1978

Latino Organizations in D.C. in 1976

ASPIRA of America
El Congreso Nacional de Asuntos Colegiales
League of United Latin American Citizens (LULAC)
Mexican American Legal Defense & Educational Fund (MALDEF)
Mexican American Women's National Association
National Association for Equal Educational Opportunities
National Council de La Raza, (NCLR)
National IMAGE, Inc.,
Puerto Rican Legal Defense & Education Fund, Inc.,
Secretariat for Hispanic Affairs, U.S. Catholic Conference
U.S. Catholic Conference.

Latinos in Higher Education

HEW Graduate Fellows and new PhD recipients arrive in DC: (Includes Proponents, 1, 2, 3, and 4)
Increasing Latino higher education data, most notably the work of The National Chicano Commission on Higher Education (NCCHE)
Dr. Candido de Leon testifies for the expansion of Title III, during HEA reauthorization hearings in 1976

Hispanic Higher Education Coalition (HHEC) formed, 1978

HHEC: Understanding the Policy Process

Getting reports published, not necessarily just by the congress but by NIE and use those reports to underscore and see what we needed. You know, here's what the demographics are saying, etc., etc. So we had to leverage those relationships and we had to establish them when we didn't have them. (Proponent 2, personal communication, February 2012)

We began identifying Latinos throughout the country who could testify on our behalf, we helped write testimony for them, and got them in. It was easy to do in those days because the place was run by democrats. Now, it changed in 1980, of course, when Ronald Reagan's people came in. But even then, part of the thing about DC is that there are parts of it that just move on, whomever in charge. (Proponent 4, personal communication, May 2012)

HHEC Starts to Move the Needle

Strategy 1: Title III Ambiguity

Since we started this in 1979 our focus was on the reauthorization of the higher education act, which was already under preparation for a 1980 reauthorization. It was developing institutions so it's kind of generic, and so a lot of folks were able to get their spoon in that pot. (Proponent 2, personal communication, February 2012)

Developing institutions by tradition had been mostly [traditional] Black colleges. And the legislation was such that it didn't necessarily specifically say, although the narrative, a lot of it had to do with (traditional) Black schools...what we were saying is that we want more of those resources directed to institutions that serve large numbers of Hispanics. Now [you] want to be clear to put it in that context, okay, because back then there was no discussion about HSIs as we know them today. (Proponent 3, personal communication, March 2012)

Strategy 2: Lack of Latino Representation

There was resistance from federal agencies that didn't see us as part of the national imagery---as being appropriate beneficiaries of that (funding). (Proponent 1, personal communication, February 2012)

There was no other Latino in that freakin' unit; there was like a handful in the early stages of the Office of Bilingual Education. And you probably had a handful of Latinos in the Office of Migrant Ed. But literally, we're talking about a handful you know, three or four here, two there. (Proponent 2, personal communication, March 2012).

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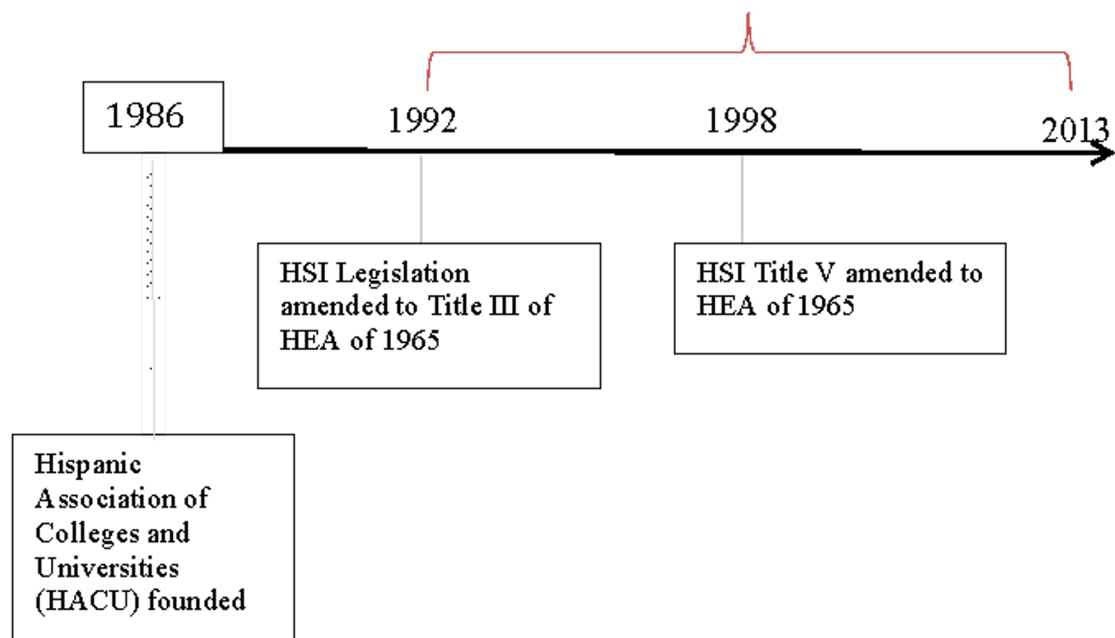
[2] Dr. Candido de Leon was accompanied by Pepe Barron, Executive Director of El Congreso Nacional de Asuntos Colegiales. Through individual interviews, early proponents of Hispanic higher education indicate that El Congreso may have been the first Latino higher education organization located in One DuPont Circle in Washington DC.

Dr. Candido de Leon: Awareness of HBCU History

I would like to preface the comments that I am about to make with one observation. I think that it is unfortunate that in our presentation of the views it may appear that the views of one group are necessarily against the views of another group. I want to clarify that before we start. I support all of the comments that have been made about the need for the Southern Black institutions and the excellent job that they have done. My comments are directed to making sure that the constituents which I have, in our community, which are primarily Puerto Rican, are able to receive just as much support as everyone else is receiving. So, if for any reason, anything that I say is misunderstood to be an attack, I would be happy to clarify that later. (HEA Amendments, 1976, p.208)

Creating an HSI Legislation Timeline

HSI Legislation Timeline: 1992 – 2013

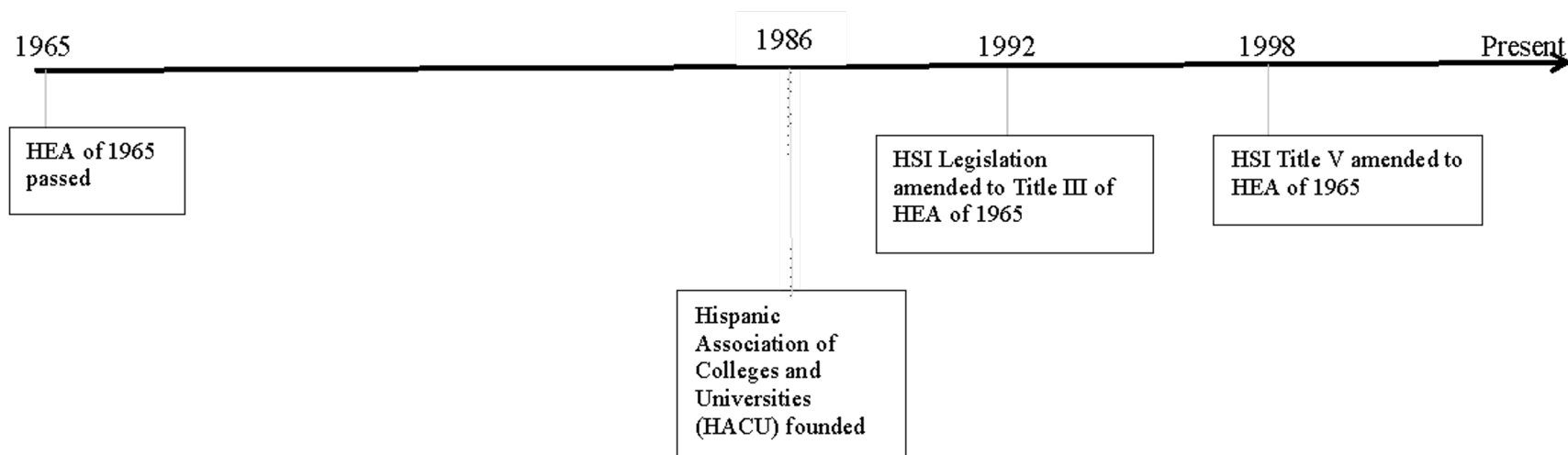


HEA OF 1965, TITLE III: STRENGTHENING DEVELOPING INSTITUTIONS

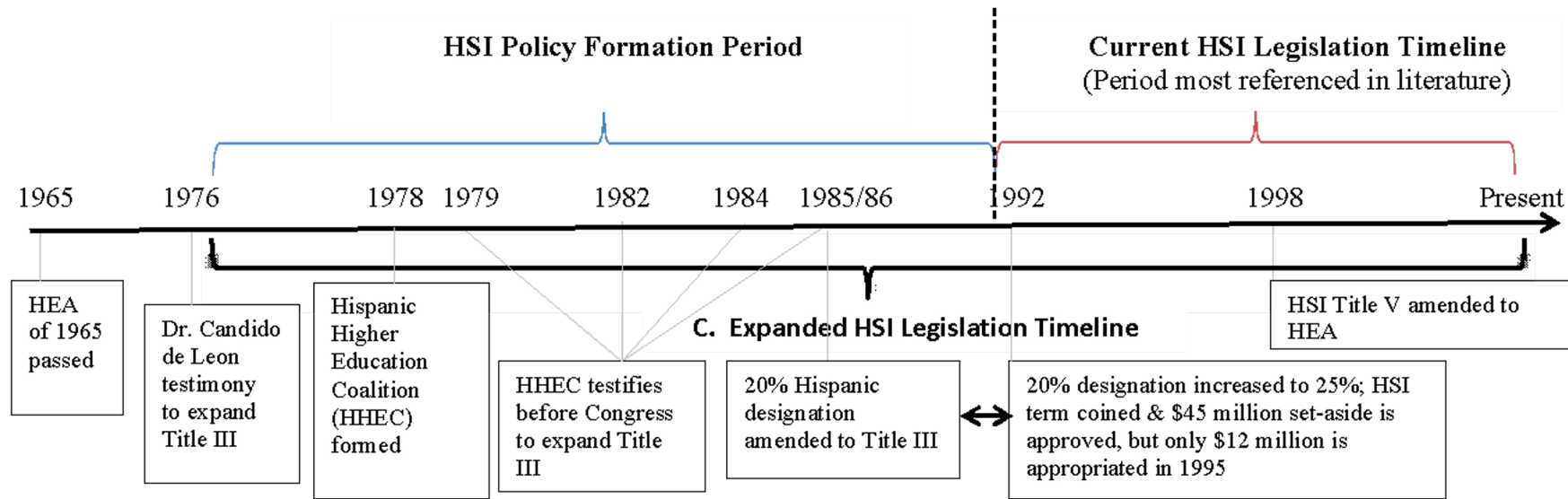
Prior to signing the HEA of 1965, President Johnson noted the bill was motivated by his experience as a teacher in Cotulla, Texas:

I shall never forget the faces of the boys and the girls in that little Welhausen Mexican School, and I remember even yet the pain of realizing and knowing then that college was closed to practically every one of those children because they were too poor. And I think it was then that I made up my mind that this nation could never rest while the door to knowledge remained closed to any American. So here, today, back on the campus of my youth, that door is swinging open far wider than it ever did before. (Humanities Texas, n.d.)

HSI Legislation Timeline: 1965 to Present



Current HSI Legislation Timeline



Seminal Moments in Latinx Higher Education

Seminal Moments in HSI legislation Policy Formation between 1978 and 1992

Year	Meaning
1978	10 social, political, and legal Latino advocacy organizations coalesced to form the Hispanic Higher Education Coalition (HHEC) in Washington, D.C.
1979	HHEC provides testimony before the House Subcommittee on Postsecondary Education (March & July, 1979) and the Senate Subcommittee (October 1979) to expand title III to include programs serving large numbers of Hispanic student.
1982	Rep. Paul Simon (D-IL) sponsors the Hispanic Access to Higher Education hearings before the House of Representatives Committee on Postsecondary Education on September 16, 1982. Members of the HHEC and Congressional Hispanic Caucus testify before Congress.
1986	First time Title III of the HEA of 1965 is amended to include the eligibility requirement based on an institution of higher education's "enrollment of which at least 20 percent are Mexican American, Puerto Rican, Cuban, or other Hispanic students, or combination thereof" (P.L. 99-498, 1986, p. 100 STAT 1305).
1986	Hispanic Association of Colleges and Universities (HACU) founded in San Antonio, Texas.
1991	HACU gives testimony that coins the term "Hispanic-serving Institution" and increases the 1986 percentage designation from 20 to 25 percent (P.L. 102-325, 1992). The "critical mass" explanation is cited as reason for the increase from 20 to 25 percent designation (U.S. Congress, Committee on Education and Labor, 1991, p.65).

HSI Policy Formation Period

HSI coined & "critical mass" explanation is entered into the congressional record to amend and increase the 1986 designation from 20% to 25%

Legacy of Early Advocacy and the HHEC

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We clearly identified Latinos as an emerging national interest with some specific ideas about how to help our kids. We were all ambitious, but we were sort of vague in our ambition. (Proponent 4, personal interview, May 2012)

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I talked earlier about some of my criticism about HSIs that haven't changed much...but I've seen HSIs that have been really, really enlightened and have taken that designation of being an HSI and taken it to the intended level. They want to be held accountable, they hold themselves accountable, and they're trying to do the very best they can for their students and their communities. (Proponent 2, personal communication, February 2012)

When I look back 30 years ago, it's a difference between discovering fire and having electric barbeque; you know, it's a real difference...I think that today it's become much more engrained that all kinds of institutions have to have governmental relations functions...so most major institutions understand this and it's made the infrastructure of advocacy much better aligned with federal support resources.

(Proponent 4, personal communication, May 2012)

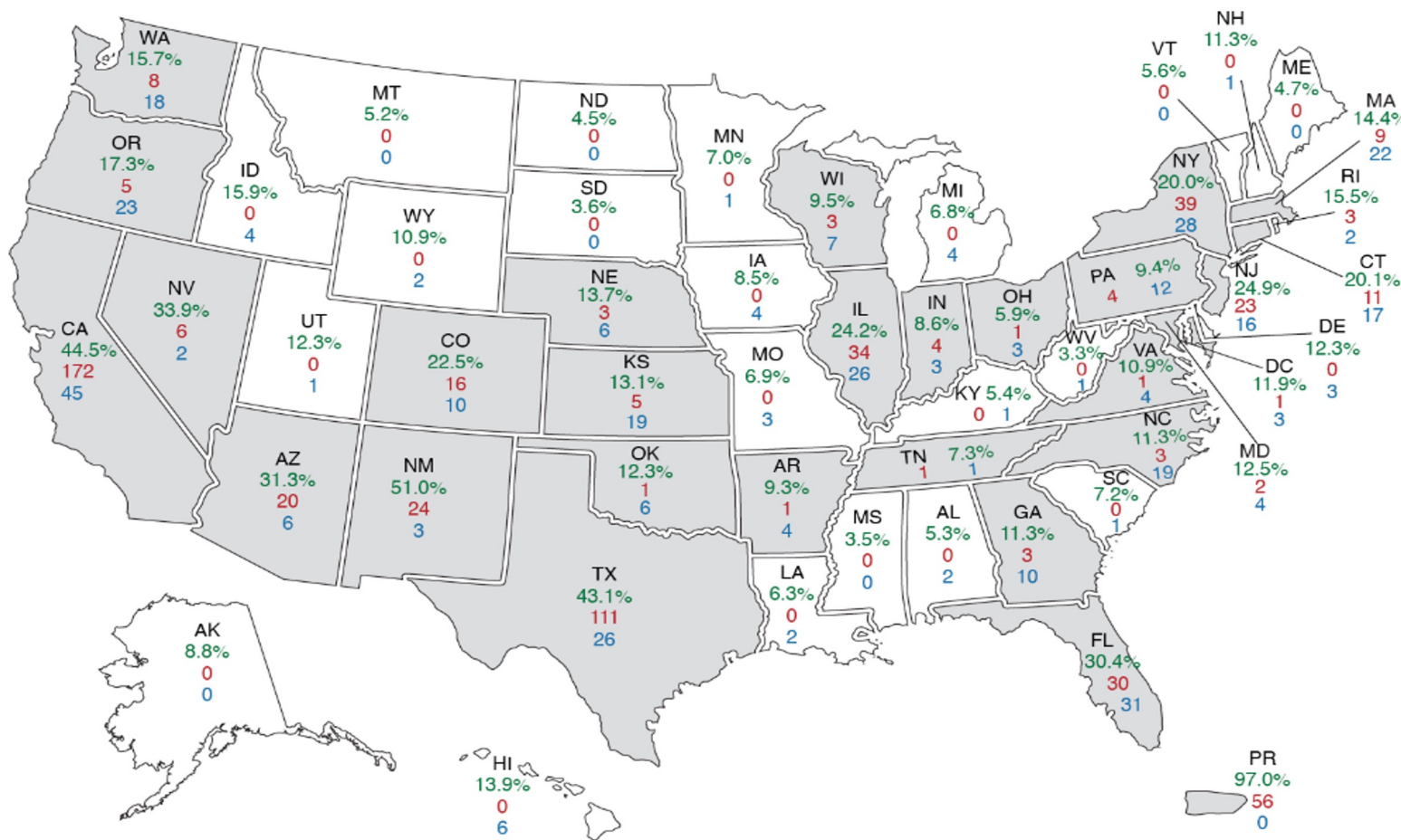
Public policy, it's so amorphous and sometimes people think that public policy gets created in Congress. Well it doesn't. The Congress acts on what citizens bring to them and it rarely gets documented but we (Latinos) need to have the same history of record...so that generations later will know who the pathfinders were and the people who charted the course when there was not course to be charted, when there was no road to be followed (Proponent 3, personal communication, March 2012)

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What did that course lead to?

2022-23 Geographic Distribution

By percentage of Hispanic Undergraduate Headcount and Number of HSIs/EHSIs



- Percentage of Hispanic Undergraduate Students by State Headcount
- Number of Hispanic-Serving Institutions (HSIs): Total 600 (25.0 % minimum Hispanic Full-Time Equivalent (FTE) enrollment)
- Number of Emerging HSIs : Total 412 (15.0 - 24.9 % Hispanic FTE)

State percentages based on:
 Total Undergraduate (UG) Student Headcount = 14,780,157
 Total Hispanic UG Student Headcount = 3,235,494
 Total Hispanic UG Student Percentage = 21.9%

What does this mean for Oregon?

ORS 329.845

Statewide education plan for students who are Latino or Hispanic

- advisory group
- report
- grants
- rules

Text

Annotations

(1) As used in this section, “plan student” means a student enrolled in early childhood through post-secondary education who:

- (a)** Is Latino or Hispanic, including individuals of Mexican, Cuban, Puerto Rican, South American, Central American or Spanish descent; **and**
- (b)** Has experienced disproportionate results in education due to historical practices, as identified by the State Board of Education by rule.

LATINO/A/X AND INDIGENOUS* STUDENT SUCCESS PLAN

Phase 1

2021-2023

*Indigenous Mexican, Central, South American, and Caribbean

Student Success Act -
House Bill 3427



OREGON
DEPARTMENT OF
EDUCATION

Oregon achieves... together!



What does that mean for Western Oregon University?

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The **Latino/a/x & Indigenous* Student Success Plan** seeks to address historic and current systemic inequities experienced by Latino/a/x and Indigenous* students through **focused investments and partnerships** with community based organizations, school districts, early learning providers, and **higher education**. The plan centers equity and community by ensuring those closest to the problem help develop and design the solutions. Through this effort, we will work to close the opportunity gap and eliminate educational disparities to ensure all our students can thrive.

Phase 1 (2021-2023)

- Building Latino/a/x and Indigenous* Student Success Advisory Group
- Launch full Latino/a/x and Indigenous* Student Success Plan
- ODE will invest \$4 million in grant funding to community-based organizations, school districts, early learning providers, ESDs, and **higher education partners**
- ODE will work to align goals and outcomes across Student Success Act investments

Phase 2 (2023-2025)

- ODE implement systems and policy changes internally and across the state
- ODE will develop policy recommendations for the Oregon Legislature based on outcomes demonstrated in Phase 1
- ODE will invest additional dollars in grant funding to community-based organizations, school districts, early learning providers, ESDs, and **higher education partners**
- ODE will support existing funded grants and grow

GOAL 4: Strengthening Pathways to Higher Education

Currently in Oregon, Latino/a/x and Indigenous students represent approximately 24 percent of the total K-12 student population, however, they only represent about 14 percent of students in higher education. By 2025, Oregon wants to see 40 percent of young adult Oregonians with a four-year degree or more, and 40 percent will complete a two-year degree or short-term career certificate. This means we need focused investments and efforts in Oregon's K-12 schools to ensure Latino/a/x and Indigenous* students can pursue a higher education. The approaches and objectives will focus on building family and community partnerships with the goal of identifying and developing systemic practices and policy recommendations to increase Latino/a/x and Indigenous* college student enrollment.*

OBJECTIVE: Increase attendance of Latino/a/x and Indigenous* students in community colleges and professional certification programs.

WHY IT MATTERS: Oregon's community colleges currently serve over a quarter-million students with approximately 14 percent who are Latino/a/x and Indigenous*. They offer students an accessible and affordable path to higher education either as an entry point towards a four-year degree or a career path.

Data Sources for the Student Success Plan

Oregon **Higher Education** Coordinating Commission Equity Lens:
oregon.gov/highered/about/Documents/State-Goals/Equity-Lens.pdf

Oregon **Higher Education** Statewide Snapshot:
oregon.gov/highered/research/Documents/Snapshots/Statewide-Snapshot.pdf

Oregon **Higher Education** Community Colleges Snapshot:
oregon.gov/highered/research/Documents/Snapshots/CC-Snapshot.pdf

Oregon **Higher Education** University Snapshot:
oregon.gov/highered/research/Documents/Snapshots/Univ-Snapshot.pdf

Thank You!
Muchisimas gracias!