Bilingual policies are affected by alternative programs and public opinion: (A study of alternative bilingual programs and public opinion in California from 1994-1996)

Katherine Lynn Kimura-Gorecki

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BILINGUAL POLICIES ARE AFFECTED BY ALTERNATIVE PROGRAMS AND PUBLIC OPINION (A STUDY OF ALTERNATIVE BILINGUAL PROGRAMS AND PUBLIC OPINION IN CALIFORNIA FROM 1994-1996)

A Project

Presented to the Faculty of
California State University,
San Bernardino

In Partial Fulfillment
of the Requirements for the Degree
Master of Arts
in
Educational Administration

by
Katherine Lynn Kimura-Gorecki
June 1996
BILINGUAL POLICIES ARE AFFECTED BY ALTERNATIVE PROGRAMS AND PUBLIC OPINION (A STUDY OF ALTERNATIVE BILINGUAL PROGRAMS AND PUBLIC OPINION IN CALIFORNIA FROM 1994-1996 )

A Project Presented to the Faculty of California State University, San Bernardino by Katherine Lynn Kimura-Gorecki

June 1996

Approved by:

David Stine, First Reader

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ABSTRACT

The development of the rationale for my study of how bilingual education policies are affected by alternative programs and public opinion in California from 1994-1996 required a careful preliminary literature review of the financial implications of California bilingual laws and federal laws and court decisions, as well as, the children who are being serviced by state and federal bilingual programs. Bilingual education has been a controversial subject for the past twenty years because it involves billions of state and federal dollars being poured into the education of immigrant children, some of whom are in the United States illegally. In California at least 1.2 million public school students are limited-English-proficient (L.E.P.), about a fourth of all public school students in the state who require instruction in their native languages (Schnaiberg, 1995). Anti-bilingual sentiment has manifested itself in the passage of Proposition 187 that illegally imposes restrictions on how the state will provide educational services to L.E.P. children. Bilingual education is a hot public controversy because taxpayers disagree on how to educate L.E.P. students and are disgruntled about the small number of these students being redesignated to English-only classes. Due to the success of alternative programs such as, the Eastman Project and immersion programs in California, SB 1969, which requires that teachers complete a course of study similar to current cultural understanding training programs that stress the importance of multiculturalism, or teaching the "whole child," is currently in effect. This researcher reviewed the Eastman Project, immersion programs, the Westminister Program and anti-bilingual sentiment to conclude that bilingual policies are affected by alternative programs and public opinion.
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CHAPTER ONE

General Statement of the Problem

The current paradigm of bilingual education in California, which was ushered in by Cummins and Krashen over twenty years ago, consists of teaching non-English speaking students in their primary languages and native cultures, as well as, teaching these students English-as-a-second-language (California State Department of Education, 1989). Anomalies that have developed within the period from 1994 to 1996 include that many students are not successfully being redesignated to all-English or regular classes and are being isolated in bilingual classrooms. I have concentrated mostly upon Hispanic limited-English-speaking students in my qualitative study as this group comprises almost all the L.E.P. students in California and are at the heart of the controversy concerning bilingual education. The literature review of alternative programs, which are innovative programs allowed by the current California Education Code, such as the Eastman Project and the Westminster Program and immersion programs, as well as, the influences of anti-bilingual sentiment expressed by politicians and voters in the state of California, especially when they passed Proposition 187 (Smith, 1995) have been used in my study to research the question, "How are bilingual education policies affected by alternative bilingual programs in California and public opinion from 1994-1996?"

This study is structured from an administrative point of view, because principals and other administrators will have to initiate changes in the practices of bilingual education as new laws and policies take shape.
Review of Related Literature

The preliminary review of the related literature has revealed that finance of bilingual education in California and teaching the "whole" child are most relevant in developing a rationale for the topic of study. These two aspects of bilingual education provide a historical background from which alternative bilingual programs have emerged.
CHAPTER TWO

Relevant Legislation and Studies

In the 1960s, federal legislation called for public schools to implement effective instructional programs for children having native languages other than English. In response to this, the term bilingual education was developed. Although there are various forms of bilingual education, the emphasis is still the same: a child's native language should be used during the first few years of education for that child. This is necessary in order to prevent these children from falling behind academically while acquiring the English language. In addition, as successful development increases, the instruction in the native language will ultimately decrease. Most educators believe that two or three years of quality bilingual instruction are considered sufficient for students to acquire enough English to function in academic subjects at their appropriate grade levels (Dicker, 1993). Furthermore, many bilingual educators believe that quality bilingual education programs diminish alienation and instill self-esteem in students. It also gives students the message that the use of their native language during instruction promotes acceptance of their language and culture (Dicker, 1993).

Federal legislation such as Title VI of the Civil Rights Act of 1964 and the Federal Equal Education Opportunities Act of 1974 require school districts to make adequate provisions for the needs of students with English language deficiencies and to overcome language barriers that impede equal participation by its students in instruction programs. However, this legislation does not require that such assistance be in the form of bilingual/bicultural education. Subsequently, the responsibility of mandating bilingual
education programs in public schools is that of each state. Unless mandated by state law, school districts can meet legal requirements of providing remedial English instruction rather than bilingual programs of students with English deficiencies (McCarthy, 1993).

According to the 1991 L'DAC Training Handbook, the Supreme Court case Lau v. Nichols where non-English-speaking Chinese students brought suit against the San Francisco public school system, was the birth of bilingual education. The Court upheld the claims of the students that their civil rights under Title VI to a free and appropriate education and their right to equal protection under the Fourteenth Amendment were violated by the English-only educational system in the San Francisco Public Schools. The Court asserted that, "Students who do not understand English are effectively foreclosed from any meaningful education" (McCarthy, 1993, p. 26).

Lau v. Nichols set off a stream of other individual state lawsuits, mostly in the southwestern portion of the United States, supporting the need for bilingual education or English-as-a-second language instruction. For example, a Texas law that allowed schools to deny free and appropriate education to undocumented alien children who were residing in the United States was struck down by the Supreme Court in 1982 because it violated the Fourteenth Amendment. The Court also stated that "...any funds saved by denying an education to illegal alien children would be insignificant compared to the costs to the children, the state, and our nation" (McCarthy, 1993, p.128). California's Proposition 187 that would deny free and appropriate education to illegal immigrant children in the United States has been struck down by state courts and will be brought to the Supreme Court in the near future. Other court cases that favored bilingual education include, Castenada v.

Early bilingual programs were based upon studies that were conducted in the United States and around the world (California State Department of Education, 1989):

1. Dr. James Cummins's principles for the education of language minority students proved that academic achievement improves with bilingualism; bilingualism improves basic communication; academic skills should be taught in the native language to transfer these skills to English; a second language is more easily learned when comprehensible input (use of objects and realia) and an affective environment is supportive; and teacher perception of students affect student outcomes.

2. Krashen asserted that his Language Acquisition Theory that incorporated the theories developed by Cummins, such as comprehensible input and affective environment, into his method of acquiring another language, making language easy to learn.

3. The Rock Point Navajo Study (1971) proved that a bilingual program could improve reading in English.

4. The Legaretta Study proved that bilingual education was effective when it was conducted 50% of the time in the primary language and 50% of the time in English.

5. Nestor School Bilingual Program Evaluation proved that it is best to decrease
the amount of primary language instruction for each successive year a child is in the bilingual program.

6. The Sodertalje Program for Finnish Immigrant Children in Sweden proved that bilingualism occurred in bilingual programs.

7. The Canadian Manitoba Francophone Study proved that bilingual programs were successful, notwithstanding the percentage taught in the primary language.

With the studies supporting bilingual education completed and state and federal court cases mandating programs for limited-English-proficient students, California was ready to seek funding for bilingual education.

California State Funding

Although the Chacon-Mascon bill provided for teachers to be hired who were willing to complete bilingual training in four years, large sums of money were not allocated to school districts until AB 507 or the Bilingual Education Act (sections 52161-522178.4).

In 1982, the Santa Ana Unified School District received over one million dollars to implement this state law. After AB 507 sunset on June 30th, 1987, it was replaced with an almost identical law in the Education Code (sections 600002-620005.5) which stipulated the same tenets as the first law:

1. Each L.E.P. student must receive daily primary language instruction in math, language arts, reading and writing.

2. English-as-a-second language must be taught daily.

3. Fluent English-speaking students must be offered language arts and speaking
courses in the language of the L.E.P. students at the school.

4. All students in the program must be provided courses which promote positive self-image and cross cultural understanding.

5. Teacher training courses towards a bilingual credential or certificate of competence require that teachers are fluent in the target language (usually Spanish) and English; understand methodology; know bilingual law; and can relate to minority cultures.

6. Innovative programs, such as immersion programs where all the children in the program are taught in two or more languages can be implemented.

7. Waivers can be obtained from the state if there is a shortage of bilingual credentialed staff.

California state Economic Impact Aid for L.E.P. students is specified for accomplishing the above education code requirements. These funds provide salaries for aides and bilingual coordinators; school-site bilingual advisory committees, which may include babysitting, transportation for members, refreshments, speakers, trainers and English-language training; instructional supplies that do not supplant the regular supplies and texts derived from regular funding sources; library books; inservice and training for teachers; office supplies and staff; travel; utilities; maintenance; contracts; rents; leases; repairs; printing; audit expenses; contract services, such as child care; career ladder for the training of college students to be bilingual teachers; student awards; postage; building leases or purchases; new equipment; contingency for raises; and that which is indirectly related to the program (J. Smith, personal communication, September 14, 1995).

For example in the Fontana Unified School District, E.I.A.-L.E.P. monies are
distributed to the school district coordinator after a request for the money is sent to the state by the district program manager after June 30th of every year. After the district coordinator determines how the money is going to be spent, she sends it to each of the school sites, where the bilingual monitor or coordinator, the bilingual teachers, and the Bilingual Advisory Committee determine how their money is to be spent. The cycle repeats itself every year. The Fontana Unified School District has received 1,584,663 dollars for the 1995-1996 school year (J. Smith, personal communication, September 14, 1995).

Federal Funding

Another funding source in which schools utilize to support programs for L.E.P. students are those funds provided by Title VII. In 1968, President Lyndon Johnson signed the bill creating Title VII of the Elementary and Secondary Education Act (Nieto, 1986). When this federal legislation was developed, the two changes parents, educators and community members wanted most to see from the public schools were a change in the schools' attitude towards their children and a change in the achievement of their children. The hope was that bilingual education, through Title VII, would move schools with high Hispanic populations toward those ends by utilizing the Spanish language as a medium of instruction alongside the English language (Nieto, 1986). In addition, these funds are intended to help educate limited-English- proficient children and youth to meet the same rigorous standards for academic performance expected of all children and youth, including meeting challenging state content standards and challenging state student performance standards in academic areas (103rd Congress, 1994).
In 1994, the federal government appropriated $215,000,000 under Title VII for the fiscal year 1995. This money is organized as Demonstration Grants in which local educational agencies can submit proposed programs to receive money that will develop and enhance the agency's ability to provide high quality instruction through bilingual education or special alternative instruction programs to children of limited English proficiency (103rd Congress, 1994). Each grant will be awarded for a period of three years and monies awarded must be used to specifically support the following activities:

1. Comprehensive pre-school, elementary or secondary bilingual education programs that meet the full range of educational needs of limited-English-proficient students.

2. Inservice training to classroom teachers, administrators and support personnel to improve the instruction and assessment of language-minority and limited-English-proficient students.

3. Promote family education programs to assist parents to become active participants in the education of their children.

4. Upgrade instructional materials/software and curriculum.

5. Compensating personnel to provide services to children of limited-English-proficiency.

6. Providing tutorials and academic or career counseling to students of limited-English-proficiency.

Over a half a million immigrants enter the United States every year, speaking languages other than English. Immigrant student enrollment has skyrocketed within the
last ten years. It is imperative that educators incorporate into the daily curriculum and activities an understanding of their students' cultural backgrounds. Teachers often impede effective learning because they are not prepared to work in a culturally and linguistically different context. Prior to the 1970s, teacher cultural understanding training programs were designed to promote only Anglo-American culture and the English language. In order to help educators to become more sensitive to the culturally different students in their classes, the state of California has recently mandated SB 1969, which requires that teachers complete a course of study similar to the current cultural understanding training programs.

The recent cultural understanding programs promote multiculturalism, adaption of curriculum to cultural differences, patriotism and the English language. There are many differences between Anglo and Hispanic cultures that emphasize the need for teachers to understand how a child's culture plays an important part in his or her education. For example, cooperative learning is a method that incorporates Hispanic children's sense of working together, like they do in their own families. Under former programs, teachers were at a loss to motivate culturally different students and provide meaningful academic activities for these children. In order to be most effective in educating non-mainstream children, educators must be ready to deal with the "whole child," culture, skills, flaws and all.
CHAPTER THREE
The Whole Child

Consider a little five-year-old Mexican friend who sounds like a native speaker of English, but who has in reality been raised in a Spanish-speaking family and neighborhood. When asked by her teacher whether she received a spanking from her mother, she looked down at the ground shame-faced and simply answered, "Yes, I got one." The teacher took pains to ask her to continue explaining about the circumstance in which she received her spanking. My friend finally said, "I did something bad," still looking down and her eyes starting to well up with tears. Although this child has lived in the United States from birth, her narrative shows a great degree of reticence, from an American viewpoint, due to her inability to express herself.

The American teacher who comes from the dominant culture may not understand the child's background culture. As a result, believing that most American children at the age of five are quite open and imaginative in expressing themselves, the teacher concluded that my friend should be placed in a special education class.

The above-mentioned scenario is very common for children who come from non-mainstream backgrounds. According to studies conducted in the United States, which is a nation of immigrants, over a half a million immigrants enter the United States per year speaking languages other than English (Crawford, 1989; Hakuta, 1986). As these children enroll in our schools, I feel that it is imperative that educators take care to incorporate the culture that these children bring with them into the daily curriculum and activities of the school in order that the "whole child," culture, skills, flaws and all, are
According to anthropologist John Ogbu (1992), there are two types of immigrants: voluntary and involuntary. Voluntary immigrants usually arrive in the United States of their own free will and tend to be successful in cross-cultural adaptation and education. Involuntary immigrants are those who are forced through poverty or unfortunate circumstances, such as war, to leave their native lands. These immigrants tend to have less ability to adapt cross-culturally and have less success in school than those who come voluntarily. Involuntary immigrants most often preserve their culture and language as symbols of ethnic identity and separation from the mainstream American culture.

As a boy, Carlos Ovando and his family immigrated to Corpus Christi, Texas, from Nicaragua as voluntary immigrants. They moved for religious reasons, as his father was a former Catholic priest who, under the Somoza dictatorship, left the Catholic church to join the Nazarene church. He took his family to the United States to live, fearing that the Somoza government and the Catholic church strongly opposed his stance against Catholicism. Carlos possessed the Nicaraguan culture and language, as well as, the values of the Catholic and Protestant faiths.

In his article, "Insights on Diversity Reflections of an Involuntary Voluntary Immigrant," Ovando describes how the educational system in the United States made him feel as though he was a "caste-like involuntary" immigrant, "Upon our arrival in Texas, I was placed in the sixth grade at the age of fourteen. Unable to understand what was going on that year, I was retained," (p. 115).

Jim Cummins, one of the founding fathers of bilingual education, believes that
educational settings are becoming increasingly multicultural, especially in Western industrialized nations, such as the United States and Canada. Cummins (1994) states that in the past this belief was upheld:

The belief that bilingualism was a negative force in children's development reinforced educators' determination to eradicate children's bilingualism, resulting in considerable physical and psychological violence against children and ultimately massive educational failure, (pp. 37-38).

This was Carlos Ovando's experience in the United States.

Instead of this subtractive approach (Lambert, 1975), Cummins believes that his additive approach is more appropriate for language development and academic achievement. Cummins urges educators to promote the empowerment of students from linguistically and culturally diverse backgrounds through two-way interaction between adult and child in order that these children can have success in school environments.

The importance that educators should place on learning the culture of their students is stressed in two charts I have devised from a notebook, L'DAC Training Handbook (1991). These charts compare and contrast the cultural differences between traditional American culture and Hispanic culture. At times, the differences between these two cultures are profound. For example, these charts show that Hispanics place value on sentiment, while Anglo-Americans have an objective outlook on life. Hispanics believe that education and all aspects of daily life are family-centered. On the other hand, Americans consider education to be child-centered and focused on socialization where
family and school roles coincide. In order to be effective, educators need to teach immigrant students in the cultural context of these non-mainstream children.

The following table contrasts and compares the cultural aspects of the dominant American culture and Hispanic culture.

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<th>Table 1</th>
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<td>The Individual, The Family and Society</td>
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<tr>
<td>Anglo-American Culture</td>
<td>Hispanic Culture</td>
</tr>
<tr>
<td>1. Work is an end in itself</td>
<td>1. Work is in moderation</td>
</tr>
<tr>
<td>2. Life goal is to have comfort and success</td>
<td>2. Life goal is to have personal serenity</td>
</tr>
<tr>
<td>3. Value is placed on ability, work and objectivity</td>
<td>3. Value is placed on endurance, feeling and creativity</td>
</tr>
<tr>
<td>4. Faith is in democracy</td>
<td>4. Faith in family/friends</td>
</tr>
<tr>
<td>5. Relationships are casual</td>
<td>5. Relationships are lasting</td>
</tr>
<tr>
<td>7. Human nature is good</td>
<td>7. Human nature is bad</td>
</tr>
<tr>
<td>8. Self-reliance is important</td>
<td>8. Honor is important</td>
</tr>
<tr>
<td>9. Thinking is scientific</td>
<td>9. Thinking is intuitive</td>
</tr>
<tr>
<td>10. Dignity is earned</td>
<td>10. Dignity is intrinsic</td>
</tr>
<tr>
<td>11. Competition is encouraged</td>
<td>11. Cooperation is sought</td>
</tr>
<tr>
<td>12. Plan for future</td>
<td>12. Live for today</td>
</tr>
<tr>
<td>13. Change is progress</td>
<td>13. Avoid change</td>
</tr>
<tr>
<td>14. Time is compulsive</td>
<td>14. Time is not important</td>
</tr>
<tr>
<td>15. Deeds are important</td>
<td>15. Relationships are important</td>
</tr>
<tr>
<td>16. Be objective</td>
<td>16. Be affective</td>
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The foregoing items indicate some implications for educators of Hispanic children. While mainstream teachers stress progress and accept changes, Hispanic children tend to
be resistant when asked to take part in the newest innovations in education. Hispanics are concerned with developing friendly relationships and concentrating on affective aspects of situations. On the other hand, American culture stresses competition, scientific thinking and precision of work. While mainstream teachers view time as compulsive, Hispanic children have little concern for being on time. Americans tend to put their faith in the notions of equality and democracy. However, Hispanics place great importance in family. The following chart stresses that family relationships are essential in educating Hispanic children.

Table 2

<table>
<thead>
<tr>
<th>Anglo-American Culture</th>
<th>Hispanic Culture</th>
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<tbody>
<tr>
<td>1. Focus is on child</td>
<td>1. Focus is on family</td>
</tr>
<tr>
<td>2. Main goal is achievement</td>
<td>2. Main goal is personality development</td>
</tr>
<tr>
<td>3. Competition is important</td>
<td>3. Cooperation is important</td>
</tr>
<tr>
<td>4. Learning is by discussion</td>
<td>4. Learning by lecture</td>
</tr>
<tr>
<td>5. Discipline is by explanation</td>
<td>5. Discipline is by scolding and shaming</td>
</tr>
<tr>
<td>6. Accept reasonable rules</td>
<td>6. Accept all authority and educational expertise</td>
</tr>
<tr>
<td>7. Teacher is mediator of knowledge</td>
<td>7. Teacher is authority</td>
</tr>
<tr>
<td>8. Student is active participant</td>
<td>8. Student is passive participant</td>
</tr>
<tr>
<td>9. Reasoning is inductive</td>
<td>9. Reasoning is intuitive</td>
</tr>
<tr>
<td>10. Tests are main means of assessment</td>
<td>10. Tests are only one means of assessment</td>
</tr>
<tr>
<td>11. Extracurricular activities are an integral part of education</td>
<td>11. Extracurricular activities are not part of education</td>
</tr>
</tbody>
</table>

According to the foregoing chart, there exist several major differences between Anglo-American and Hispanic cultures. Teachers without current cultural understanding
training, often view their Hispanic students as strange. This is because Hispanic students are not governed by the same cultural values upheld by their mainstream teachers (Genesee, 1994). While American education traditionally stresses the development of each child's highest potential, the Hispanic view of education is to develop the personality of the individual child. Americans consider education to be child-centered and focused on socialization where family and school roles coincide. On the other hand, Hispanics believe that education is family-centered in that the school is an extension of the family. The Anglo-American culture defines the teacher's role as mediator of knowledge, and the student is an active participant in the learning process. However, the Hispanic culture promotes the teacher as an authority figure where the student is a passive recipient of knowledge. While Anglo-American culture fosters competition as one's primary motivation, the Hispanic culture upholds family honor and respect as the main motivating factors in learning.

The mainstream teacher finds it difficult to motivate the Hispanic non-mainstream child, if that teacher does not understand the importance of the notion of family and other cultural concepts that have been taught to the child in his or her home. Educators trained in past cultural understanding courses are often left perplexed about how to provide motivating academic activities for the non-mainstream child who finds it difficult to conform to cultural values he or she does not understand.
Cultural Understanding Training Programs

As the previous comparative charts demonstrate, there are great differences between American and Hispanic cultures that emphasize the need for teachers to understand how a child's culture plays an important part in his or her education. McKeon (1994) strongly urges that "teachers from mainstream backgrounds make efforts to learn about the early socialization patterns of the language and culture of culturally different children and refrain from molding these students into the patterns of European-American middle-class children," (p. 20). Young children's language development progresses continuously from the skills and knowledge acquired in their homes to those expected in the school environment. Genesee (1994) states that there is a need to mainstream the native language and culture of the non-mainstream child in the school. In order to understand how teachers can make a difference in the education of Hispanic non-mainstream children, it is necessary to examine the teacher cultural understanding training programs past and present.

Prior to the 1970s, teacher cultural understanding training programs were designed to promote only Anglo-American culture and the English language. Teachers were encouraged to welcome culturally different children to their classes and help them conform to the dominant Anglo-American culture. Curriculum did not include multiculturalism nor positive contributions of ethnic minorities in American history. Maria Rivas, California Association for Bilingual Education Teacher of the Year for 1995, once stated that even though she did not know how to speak English, she was reprimanded for speaking Spanish at school when he was young (M. Rivas, personal communication, April 12, 1996).
Bilingual teachers, like Ms. Rivas, have been trained in the current alternative method of cultural understanding to appreciate the many cultures in our country, especially the Hispanic experience.

Nowadays, teacher-training courses stress the importance of gearing curriculum to the cultural values of the student. For example, in order to promote the Hispanic idea that the school is an extension of the family, teachers have increased parent participation in school-wide cultural activities such as, Cinco de Mayo and Mexican Independence Day. Parents read to students and teach social studies lessons. Cooperative learning groups, which give students an opportunity to work on a project together or solve a math problem with the help of the group, promote a sense of "family" as they work together like their own families do.

Past and present methods of cultural understanding training for teachers have stressed the importance of patriotism and the English language. Both methods teach respect for the law, the Constitution, the Declaration of Independence and the common heritage provided for us by our founders. Teachers from both schools of thought promote the English language as the factor that unites all people in the United States of America.

In order to help teachers to become more sensitive to the culturally different students in their classes, the state of California has recently mandated SB 1969, which requires that teachers of these students complete a course of study similar to the current alternative cultural understanding training programs. Although this alternative program is still in the developmental stages, the administrative staff at my school in Fontana, California is planning to implement cultural presentations of Hispanic, and Asian cultures,
representing the most recent tide of immigrants to the United States. The course is
designed to instill an appreciation and desire to know and understand all cultures, and
promotes immersion where all students in the school are rotated through all subject areas
in Spanish and English. This course is radically different from the "melting pot" notion
that all who come to the United States will rid themselves of their former cultures and
adopt the Anglo-American culture. This was taught in the former cultural understanding
programs. The training at our school will emphasize the "salad bowl" theory that
encourages teachers to accept and respect all cultures.

The recent cultural understanding training programs for teachers are superior to
the past methods because they promote multiculturalism, adaptation of curriculum to
cultural differences, patriotism and the English language. Under the old programs,
teachers were at a loss to motivate culturally different students and provide meaningful
academic activities for these children. The "melting pot" has given way to the many
cultures that make up the United States of America.

Conclusions with Respect to the Whole Child

Latino student enrollment has skyrocketed within the last ten years. According to
the U.S. Census Bureau (1990), there are over 17.3 million Spanish-speakers. Due to
undocumented persons unaccounted for, census figures substantially underestimate the
actual total (Waggoner, 1991). By the year 2020, more than six million Americans will be
of African, Asian and Latino heritage (U.S. Department of Commerce, 1990). It is
speculated that this undocumented group of persons will increase by at least a third by the
year 2000 (de la Rosa, 1990). By the year 2020 at least one in four students will be
Latino (Pallas, Natriello & McDill, 1989). These students often attend poorly funded and de facto segregated schools. These children are often taught by inexperienced mainstreamed middle-class teachers who speak only English, rather than by qualified teachers who are trained in the culture and language of the students.

Teachers are often ill-prepared for work in the culturally and linguistically diverse context. As seen in the foregoing examples of the Mexican child who was placed in a special class and Carlos Ovando who was physically punished by his teacher for speaking his native language, it is easy to understand how vitally important it is that our educational system take care in training teachers in the culture of their students, so that the "whole child" is serviced. Out of ignorance of the importance of cultural values in the lives of these students, their teachers marginalize their students' school experiences.

Over a half a million immigrants enter the United States every year, speaking languages other than English. Immigrant student enrollment has increased tremendously within the last ten years. It is imperative that educators incorporate into the daily curriculum and activities an understanding of their students' cultural backgrounds. Teachers often impede effective learning because they are not prepared to work in a culturally and linguistically different context. Prior to the 1970s, teacher cultural understanding training programs were designed to promote only Anglo-American culture and English language. In order to help educators to become more sensitive to the culturally different students in their classes, the state of California has recently mandated SB 1969, which requires that teachers complete a course of study similar to the current cultural understanding training programs.
The recent cultural understanding programs promote multiculturalism, adaptation of curriculum to cultural differences, patriotism and the English language. There are many differences between Anglo and Hispanic cultures that emphasize the need for teachers to understand how a child's culture plays an important part in his or her education. For example, cooperative learning is a method that incorporates Hispanic children's sense of working together, like they do in their own families. Under former programs, teachers were at a loss to motivate culturally different students and provide meaningful academic activities for these children. In order to be most effective in educating non-mainstream children, educators must be ready to deal with the "whole child," culture, skills, flaws and all.
CHAPTER FOUR
Rationale for Study and Significance of the Proposed Study

A search of the California and federal legislation and court decisions and the cycle of solving problems as they arise has revealed to this researcher that alternative programs will greatly influence future legal policies, as taxpayers are less willing to waste money on current bilingual programs where many non-English-speaking students are not being redesignated to all-English classes by the third grade and because teacher-training programs are needed to teach to the culture of the “whole child.”

In other words, the past practice of bilingual education has not been meeting the goal of redesignating L.E.P. children to regular all-English classes, and this past practice has not been meeting the cultural needs of these children, consequently alternative programs allowed by the California Education Code were tested then made into law, as was seen in the foregoing example where tested language development programs resulted in SB 1969.

Rita Esquivel, former director of bilingual education under President Bush’s administration, personally invited this researcher to attend the National Association for Bilingual Education conference in Orlando, Florida which occurred during the week of March 13-17. This researcher had the privilege of speaking with vocational education directors from all over the United States. The group’s main concern was that immigrant students were not learning English fast enough to be able to join the job market upon graduation. We began to formulate a plan to incorporate an alternative teacher language development training program similar to SB 1969 and talked about a possible way to
provide an alternative two-way immersion process into the curriculum with the hope that these programs will become funded through legislation nationwide (R. Esquivel, et. al., personal communication, March 15, 1996).

The study of this cycle is important to establish a field-oriented methodology in which to solve problems or anomalies with bilingual education. This cycle process may be generalized to apply to other forms of education. For example, school districts may pilot a reading program in order to discover its ability to improve the low literacy rate, and then adopt the program through state legislation.

In order to validate that bilingual policies are affected by alternative programs in California, I have researched the Eastman Project in East Los Angeles; immersion programs; the recent Westminster program; and the influences of anti-bilingual sentiment. I have implemented both primary and secondary sources.

Assumptions

Some assumptions that might delimit the scope of my study in order to ensure that the reader of this work and the author are on the same wavelength include the following:

1. All school administrators and teachers strictly follow the laws of the state and country in regards to education.

2. The State Superintendent has great influence over education policies.

3. The basic bilingual programs in the state Education Code are not working.

4. Taxpayers do not want to pay for educational programs that do not seem be working.

5. Finance of programs and meeting the cultural needs of L.E.P. students are the
primary factors for determining the need for developing alternative programs to teach these students.

7. Some teachers need to learn the culture of others in order to become more culturally sensitive.

Foreshadowed Problems

Some of my foreshadowed problems came to pass. I sat in traffic and was twenty minutes late in meeting state Senator Richard Polanco, and I ended up speaking with one of his attorneys, Fred Fujioka. As Mr. Fujioka did not want to go on the record as for or against this controversial topic, I deleted his testimony. Carlos Barron, professor and teacher-trainer at Cal Poly Pomona has been busy at school sites and was unable to speak with me, even by Internet. However, I was able to obtain a short oral testimony through the Internet from Dr. Zavala, director of a two-way immersion program at Westmont Elementary School in Pomona, California. Fortunately, my computer did not break down, and I was able to access ERIC and locate several highly relevant primary and secondary sources.

Definitions

Key definitions that I have utilized for this particular study are listed below:

1. James Cummins and Steve Krashen are the founders of current bilingual theory and practice.

2. Non-English-Speaking Students or Non-Mainstreamed Children are kindergarten through twelfth-grade students in the public schools in California who do not speak English nor do they possess the American culture.
3. English-as-a-Second-Language is the teaching of non-English-speaking students the English language.

4. Regular Class is a public school class where all subjects are taught in the English language.

5. Bilingual Class is a public school class where all or some of the subjects are taught in the non-English-speaking students’ native language and culture, and some part of the day is spent teaching the English language to these students.

6. Redesignation is when non-English-speaking students learn sufficient English so that they can function at grade level in a regular class.

7. Alternative Program means any bilingual program that deviates from the current bilingual program, but allowed by the California Education Code.

8. Immersion Program is either two-way or three-way when English-speaking and non-English-speaking students are taught in equal proportions daily, in the English language and the language of the non-English-speaking students’ language or languages in all subject areas.


10. Teaching the Whole Child means that the educator must be as culturally aware as possible of those children’s culture.

11. Mainstreamed Children are public school students who qualify to be placed in regular classes.

12. Primary Language is the language that a student first learned in early childhood and uses the most.
13. L.E.P. (Limited-English-Proficient) students are those kindergarten through twelfth grade public school students who speak little or no English and possess their native cultures.

These definitions have special meaning and are contained throughout this work.
CHAPTER FIVE

Changes in Bilingual Education Policy

On June 30, 1987, many of California's categorical programs including its bilingual education program were terminated or "sunset". However, even though the state's bilingual-education law was allowed to expire, its language provided that its "general purposes" would remain in effect even if it were not renewed. That section of the law calls for students to receive primary-language instruction when necessary to ensure these students equal opportunity for academic achievement (Schnaiberg, 1995). However, there has been recent major changes implemented by school boards, state governments, and the federal government regarding implementation of bilingual education programs in public schools. Many people believe that this recent bilingual education debate has been fueled by the post Proposition 187 sentiments and proposition for making English the nation's official language, and alternative programs such as the immersion programs which have been proven somewhat successful in teaching the English language to L.E.P. students (Torres, 1995).

The California board of education adopted a new policy at its July 14th, 1995 meeting that allows school districts more flexibility in how they teach students who speak little or no English. Many people believe that this is a move that may discourage the use of bilingual education in the state with more L.E.P. students than any other in the nation. This policy encourages school districts to move L.E.P. students into English-language classes as quickly as possible (Schnaiberg, 1995). This policy also states that the board will grant school districts waivers from providing native-language instruction if they can
show that students will learn English and will not fall behind academically. However, this new policy does not inform districts on how to demonstrate that.

This new policy has created a furor in California although it is difficult to predict the impact it will have on California's schools. According to the state department, only 28 percent of California's L.E.P. students were being taught in their native languages in at least two subjects during the 1993-1994 school year (Schnaiberg, 1995). According to Silvia Rubinstein, the director of state and legislative affairs for the California affiliate of the national bilingual educators' group, states that districts who have strong primary-language programs will continue to provide good programs. However, this new policy may give schools unsupportive of bilingual education, the chance to drop it (Schnaiberg, 1995). State superintendent of public instruction Delaine Eastin believes that this new policy regarding bilingual education will be effective. She states, "We have to be honest enough with one another to say, when something isn't working, it's time to re-examine it. There has to be a point at which we bite the bullet and say, 'at least, they have to learn English,'" (Schnaiberg, 1995). In addition, Ms. Eastin has stated that bonuses be given to schools with quick rates of transitioning children to English classrooms. She has also indicated that action will be taken against districts in which student performance is waning under the native language format (Faught, 1995).

For example, the Los Angeles Unified School District is revising its bilingual program to emphasize English fluency over native-language instruction. At one time, this district of nearly a quarter of the state's non-English speaking students, was a national model for native-language instruction when the district adopted the Master Plan for the
Education of Limited-English Proficient Students. Currently, many board members were concerned about the declining English fluency rates. For instance, in 1987, 8.7 percent of students enrolled in bilingual education programs gained English fluency. However, in 1994, that number dropped to 4.6 percent (Seusy, 1995). Some of the proposed changes are involve shortening the amount of time non-English-speaking students spend in special classes and typing the $5,000 stipend the district gives bilingual teachers to student performance. This stipend has cost the district more than $5 million this year and has attracted thousands of certified bilingual instructors to the system (Seusy, 1995).

Many people believe that this recent bilingual education debate has been fueled by the post-Proposition 187 furor, fiscal concerns, and renewed support for making English the official language of the United States.

Anti-Bilingual Sentiment

On October 18, 1995, Congress held hearings on possible legislation which could introduce English as the official language of the United States (Lyons, Lopez, 1995). This hearing featured testimony by two panels of members of Congress. The first panel was comprised of English-only supporters Senator Richard Shelby (R-AL) and Representatives Bill Emerson King (R-MO), Toby Roth (R-WI) and Peter King (R-NY). This panel's opponent was Representative Jose Serrano (D-NY). The English-only supporters of this panel claimed that making English the United State's official federal language would unify the nation. In addition, they stated that it would be impossible for individuals to take advantage of all of the opportunities offered by the United States unless one speaks English. However, Representative Serrano argued that legislation is not needed since the
1990 census data showed that 97 percent of Americans already speak English. He also stated that English-only laws would prompt divisive and unnecessary litigation. These English-only laws would allow anyone who believes that they have been discriminated against for communicating in English to the federal government to sue in federal court (Lyons & Lopez, 1995). In addition, Representative Serrano stated that will also make government more expensive and less efficient.

Hearings are still being held to determine whether or not this type of legislation should be introduced in front of the Senate and House of Representatives. Although many educators believe that English-only legislation will not become a reality, they all agree, however, that it intensifies the negative outlook on bilingual education.

According to Rick Lopez (1995), Associate Director for Legislation, Policy and Public Affairs of the National Association for Bilingual Education, in addition to the English-only proposals, Title VII monies that support state monies are looking at severe cuts which will undermine bilingual teacher-training programs and material needs of non-English-speaking students.

During March of 1996, the House of Representatives passed a bill that would ban illegal alien children from public education. This bill was initiated by pro-Proposition 187 supporters with the hope that federal legislation will preclude all court decisions and laws in favor of bilingual education when this proposition will face scrutiny by the United States Supreme Court. Opponents of this bill will stage a huge rally in front of the Capitol building when the bill goes before the Senate (KCBS News Radio, March 22, 1996).

Bilingual education laws and policies are being shaped by anti-bilingual sentiment.
The backlash against United States District Court Judge Mariana Pfaizer’s decision to deny Proposition 187 because states cannot refuse federally funded services to undocumented immigrants is evident in State Superintendent Eastin’s switch from a pro-bilingual education stance to a stronger attitude towards promoting English; recent legislation giving school districts more leeway in the use of state funding; and proposed federal English-only legislation and funding cuts for bilingual education programs.

Eastman Project

One example of an alternative program to meet the instructional needs of California’s increasing L.E.P. population is the Eastman Curriculum Design Project. This model program of the Los Angeles Unified School District has gained much state and national attention (Gutierrez-Ott, 1989). Quantifiable data shows that Eastman Project students outperform students in other bilingual education programs. These gains were measured by standardized test scores and successful transition into grade-level appropriate programs in English. The Eastman Curriculum Design Project gets its name from the school where this project was developed, Eastman Avenue Elementary School. This program began in 1981, and was conducted under the auspices of the California State Department of Education. This project utilizes an organizational model that assigns students into classrooms based on their proficiency in the English language and primary language reading levels (Gutierrez-Ott, 1989).

The Student Oral Language Observation Matrix (SOLOM) is an informal assessment of a student's English proficiency to organize the language production levels of non-native speakers of English. After several weeks of instruction, the teachers assigns
SOLOM ratings based on observations of a student's English language proficiency. The students in this program are then rated on each of five scales: comprehension, fluency, vocabulary, pronunciation and grammar. Students are then given a level listed as one to four: 1) Pre-Production, 2) Early Production, 3) Speech Emergence, and 4) Intermediate Fluency. A student's non-English reading level and the SOLOM information are used to organize students in specific classrooms (Gutierrez-Ott, 1989).

The Eastman Curriculum Design Project emphasizes that instruction be taught in the language appropriate to the students and the subject being presented. This project focuses on Spanish and English speakers, thus teachers give instruction in either of these languages without translation. The language chosen for instruction is based on the SOLOM score and systematically follows a curriculum matrix developed for the Eastman Project experiment (Gutierrez-Ott, 1989). In addition, students are given lessons in English-as-a-second language (E.S.L.) and grouped with English speaking students each day for music, art and physical education. This type of grouping makes-up approximately 20 percent of the day in Eastman classrooms. Sheltered English methodology is used when these subjects are taught (Gutierrez-Ott, 1989).
The following principles are the underlining basis of the Eastman Curriculum Design Project:

1. The degree to which proficiencies in the primary and second language are developed is associated with academic achievement.

2. Language proficiency is the ability to use language for both academic purposes and basic communicative tasks.

3. For language minority students, the development of the primary language skills necessary to complete academic tasks develops the basis for similar proficiency in English.

4. Acquisition of basic communicative competency in a second language is a function of comprehensible second language input and a supportive affective environment.

5. The perceived status of students affects interaction between teachers and students and among the students themselves. In turn, student outcomes are affected (Gutierrez-Ott, 1989, p. 41).

After the initial implementation of organizational and curriculum changes at Eastman Elementary School, students began to show gains in academic achievement. During the first couple of years of implementation of this program, California Assessment reading scores for third grade rose from 193 in 1980 to 257 in 1987. In addition, sixth grade reading scores improved from 197 to 217 in the same period (Gutierrez-Ott, 1989). Subsequently, due to the success of this program at Eastman Elementary School, the Los Angeles Unified School District has implemented this program at schools throughout the district.

The Eastman Project is important to this study because the success of this program
has been duplicated, especially within the last two years, in other schools in California and has led to other alternative programs such as immersion projects, which promote the use of the English language for non-English-speaking students and quicker transitioning of these students into regular classes.

Two-Way Immersion

Another alternative program of bilingual education is called two-way immersion or two-way bilingual education. This type of bilingual program is an integrated model where speakers of two languages are placed together in a bilingual classroom to learn each other's language and academically work in both languages (Castellano, 1995). Most two-way immersion programs in the United States simultaneously teach Spanish to English background children and English to Hispanics, while utilizing the native language skills of each group. There are approximately 180 schools across the country which utilize two-way immersion for their bilingual programs (Thompson, 1995). According to Dr. Jaime A. Castellano (1995), the implementation of a two-way program presents several advantages:

1. This program builds on skills students bring to school, using an enrichment and additive approach.

2. It provides comprehensible content-based instruction enabling students to maintain academic progress while learning a second language.

3. This program includes speakers of both languages in the same classrooms and holds high expectations for all students.

4. It facilitates parent and community involvement and prepares students to
function in American society and in a diverse, global society.

5. Additionally, this type of bilingual program develops the native language skills of both groups with the goal of true bilingualism and biliteracy (Castellano, 1995).

Bilingual Vocational Education

At a recent National Association for Bilingual Education conference in Orlando, Florida, Rita Esquivel, former director of bilingual education under the Bush administration in Washington D.C. and current administrator of vocational education in the Santa Monica-Malibu School District, and six other vocational education directors from all over the United States discussed the dire need for English/Spanish immersion programs from kindergarten to adult education. They arrived at a consensus that proficiency in “English will allow our students to be hired quickly, and Spanish (immersion programs for all students) will promote understanding in a multicultural country,” (NABE 1996).

Westmont Elementary School

Dr. Zavala (J. Zavala, personal communication, February 5, 1996), director of Westmont Elementary School’s two-way immersion program in the Pomona Unified School District, wrote Westmont’s Title VII two-way immersion program grant for grades kindergarten through third. The program has been underway for three years and provides teacher-training, parent workshops and required training sessions, once-a-month field trips for participating students, generous funding for materials and a daily curriculum in two languages. The statistics on reading and math skills are slowly rising and they are just now able to understand that the program is working.
Dr. Zavala spoke of the success of a three-way immersion program that utilizes the Spanish, English and Korean languages in the Los Angeles area schools around the locations that were affected by the riots that occurred in 1994 after the Rodney King decision. Immersion has bonded a community together as African-American children can speak a few sentences in Korean to shop owners in the Korea Town district; Hispanic and Korean children learn English; and all three languages are spoken in daily classroom activities and in casual conversation at the school sites.

He cited the Alder Elementary School's Dual Language program in Portland Oregon as an indication that immersion programs are becoming popular in successfully teaching limited-English-speaking and regular education students.

Alder Elementary School's Dual Language Program

Alder Elementary School in Portland, Oregon, offers an immersion program where both Hispanic and non-Hispanic children study in English and Spanish. This program supports Oregon's 1991 school reform law that states students must demonstrate proficiency in a second language by the tenth grade, starting in spring 1997 (Thompson, 1995).

Some people believe that children in this type of program get behind in their academic subjects because they are learning a foreign language. However, teachers of this program state that students gain cognitive skills, such as problem-solving and creativity while learning the new language, but are not held back academically (Thompson, 1995). According to the principal of Alder, Jack Taylor, the number of children placed in second language classes at Alder has grown from 43 students to 139 in the fall of 1995 in which
most of these students speak Spanish. In addition, Taylor wanted to prepare the
English-speaking students to complete the new second language requirements of Oregon's
Educational Act for the 21st Century. Jack Taylor states, "Hispanic students get extra
language support and self-esteem while English speakers gain a second language. The kids
are happy and the Hispanic children don't feel out of place. They feel accepted. And there
is a lot of learning taking place," (Thompson, 1995).

Collaboration

According to Dr. Jack Milon (1996), column editor for NABE News, a form of
immersion called collaboration of E.S.L. teachers and Spanish language teachers in a high
school setting, has proven to increase the reading and writing skills of language-minority
students in English and English-only students in Spanish. This is accomplished when both
the E.S.L. and Spanish language classes are combined and comprehensible input is utilized
in such a manner that students are able to compose original stories and read these stories
to local elementary students. In this collaboration system, grades are not important and
students are not encouraged to produce work simply to please teachers. This form of
immersion, collaboration of E.S.L. and Spanish language classes, as well as, with local
elementary school students seems to be working to solve the anomaly that traditional
bilingual programs are not producing English-speaking language-minority students.

Many educators believe that immersion is an alternative program that is effective
and will fulfill not only the educational and economic conditions of the school district, but
also the English language requirements for L.E.P. students. In addition, many educators
point out the fact that research shows that bilingual programs must move away from
remedial, compensatory programs and towards programs which empower students with high levels of academic achievement, high levels of proficiency in two languages, and positive attitudes about themselves and the multicultural society that they live in (Castellano, 1995).

It appears to us that the Eastman Project and immersion programs are alternative programs that have brought forth evidence that they are economical in that regular education monies can be used as these programs include regular education students and; successful in teaching English to limited-English-speaking students; and culturally sensitive to their needs. In attending a state education committee meeting a few months ago in March of 1996, I learned that state legislators on both sides of the bilingual education issue are willing to consider writing bills replacing these alternative programs as the new paradigms in bilingual education in California. However, recent California legislation has introduced the Westminster Alternative Instructional Program which is another anomaly that is attempting to speed up the process in which L.E.P. students learn English.

Westminster School District’s Alternative Instructional Program

On February 9, 1996, the State Board of Education and the Administrative Committee approved the Westminster Unified School District’s waiver application to allow for an alternative instruction program under the current California Education Code. In a February 10th, 1996 letter from Lopez and Associates, Ben Lopez outlined the Westminster plan:

1. The district will hire ten percent more bilingual aides and add 2.5 hours onto the existing aides’ work schedules.
2. Classes will be taught in the English language in all academic areas for L.E.P. students.

3. All teachers and aides will be trained in the culture and language development methods in compliance with AB 1969.

Eric Baily, in his February 10th, 1996 article in the Los Angeles Times, stated that a modified version of the current immersion programs, or one-way immersion will move non-English-speaking and L.E.P. students quickly into regular English-only classrooms. The program will be reviewed after twenty-two months as to the progress L.E.P. students are making in reading, writing and other academic subjects.

The Westminster Alternative Program has its roots in the Eastman Project and immersion. State Superintendent Eastin and state policy makers are watching the success of the Westminster Program because the California Education Code might need to be rewritten to make way for one-way immersion.
CHAPTER SIX

Conclusions and Recommendations for Further Research

Bilingual education policies in California have been affected by alternative programs. The current paradigm where limited-English-proficient students are taught in their native cultures and languages and some English-as-a-second-language was initiated by Cummins and Krashen during the 1970s out of the chaos created as more and more Spanish-speaking immigrant children entered the United States, who were not learning in an all-English curriculum. Anomalies that developed include that many L.E.P. students are not successfully being redesignated to regular classes and are being isolated in bilingual classrooms.

The influence of anti-bilingual sentiment seemed to be minimal on state bilingual education policies as the State Superintendent indicated that bilingual education must make an attempt to at least teach L.E.P. students English. This research project taught this researcher that millions of dollars in state and federal monies are being spent on basic bilingual programs and L.E.P. students are not learning to speak the English language by third grade, and that maybe these students will learn from English-speaking teachers if those teachers are sensitive to the cultural differences between the American culture and the culture of their students. The implementation of a language development course, an alternative program, geared to help teachers to become culturally sensitive has resulted in SB1969.

The Eastman Project is a culturally sensitive and economical manner in which to immerse L.E.P. and regular students in two languages. The result has been higher
percentages of L.E.P. students being redesignated to English-only classes. The Eastman Project has led to highly successful immersion programs, as seen in Westmont School's two-way immersion program and Los Angeles Unified's three-way immersion program which not only teach children to speak, read and write in three language, but is healing a community that was torn apart by racial riots a few years ago. The immersion programs have consequently led to one-way English immersion in the Westminster alternative program and has been accepted for implementation by the State Board of Education. Just as SB1969 came about by alternative language development programs, the State Board won acceptance of their one-way English immersion program through the successes of previous immersion and Eastman alternative programs.

Through the emergent design of this qualitative literature review, this researcher has discovered a pattern that may be useful to other researchers hoping to find the answers to anomalies in education that might eventually become a laws or legal policies:

1. Define the anomaly.
2. Conduct a preliminary literature review to discover a rationale for the study.
3. Conduct a literature review based on the rationale.
4. Through the emergent process of qualitative research, supply conclusions and future implications of the study.

Despite the limitations, this researcher believes that she has validated the statement, Bilingual Education Policies are Affected by Alternative Bilingual Programs and Public Opinion. The emergent process has given me the understanding that when anomalies occur, especially in bilingual education, that a search of alternative programs
might be the answer to solving the anomaly and creating a new reigning paradigm.
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This article presents an overview of bilingual education.

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