

1-1-1998

A critical analysis of bilingual education in Michigan: history and current administrators [sic] perceptions of changes in state policy mandating bilingual education

Robert Rodrigo Quiroz

Follow this and additional works at: http://digitalcommons.wayne.edu/oa_dissertations

Recommended Citation

Quiroz, Robert Rodrigo, "A critical analysis of bilingual education in Michigan: history and current administrators [sic] perceptions of changes in state policy mandating bilingual education" (1998). *Wayne State University Dissertations*. Paper 1273.

This Open Access Dissertation is brought to you for free and open access by DigitalCommons@WayneState. It has been accepted for inclusion in Wayne State University Dissertations by an authorized administrator of DigitalCommons@WayneState.

A CRITICAL ANALYSIS OF BILINGUAL EDUCATION IN MICHIGAN:
HISTORY AND CURRENT
ADMINISTRATORS PERCEPTIONS OF CHANGES
IN STATE POLICY MANDATING BILINGUAL EDUCATION

by

ROBERT RODRIGO QUIROZ

DISSERTATION

Submitted to the Graduate School

of Wayne State University,

Detroit, Michigan

in partial fulfillment of the requirements

for the degree of

DOCTOR OF EDUCATION

1998

MAJOR: CURRICULUM AND
INSTRUCTION

Approved by:

William J. Meyer 10/15-198
Advisor Date
Francis J. Vance
Marie M. Rosa

© COPYRIGHT BY
ROBERT RODRIGO QUIROZ

1998

All Rights Reserved

ACKNOWLEDGMENTS

I dedicate this study to the parents and staff of the migrant and bilingual education programs in Michigan. Their commitment to the future of language minority children is a constant source of inspiration to me. I also want to thank my wife Teresa Quiroz for her help with this work and her patience during the many hours I turned to the computer and left the children, and the family in her care. I am appreciative of Judy Peterson who edited the final document. Finally, I want to thank my Advisor Dr. Reyes Mazon, my mentor and friend Dr. “Rudy” Martinez and also Professors Marc Rosa and Francisco Higuero.

TABLE OF CONTENTS

ACKNOWLEDGMENTS.	i
CHAPTER I INTRODUCTION.	1
Definition of Terms.	2
Background.	3
Bilingual Education in Michigan.	10
Statement of the Problem.	11
Significance of the Study.	12
Research Questions.	13
CHAPTER II LITERATURE REVIEW.	14
Parent Involvement and Student Achievement.	17
Ideology and Education: Lau v. Nichols.	20
Bilingual Education Legislation in Michigan.	24
CHAPTER III METHODS AND PROCEDURES.	27
Significance of the Study.	27
Research Design.	27
CHAPTER IV DATA ANALYSIS AND RESULTS.	32
Presentation of the Data.	32
Results.	33
CHAPTER V DISCUSSION AND CONCLUSION.	57
General and Specific Observations.	58
Educational Implications and Recommendations.	73
Limitations of the Study.	77
Directions for Future Research.	78
Conclusion.	78

APPENDICES

A.	Coding Manual.	80
B.	Instruments.	85
C.	Tables and Figures.	92
D.	The Bilingual Education Act.	125
E.	Rules Relating to Education.	132
F.	Recipient Obligations Under Title VI.	134
	REFERENCES.	138
	ABSTRACT.	144
	AUTOBIOGRAPHICAL STATEMENT.	146

CHAPTER I

INTRODUCTION

The notion of bilingual education has taken on various meanings depending on the context in which it is used. Linguistic studies variously examine the language and dialects of the students, their parents, and teachers. Sociological research typically focuses on the socio-economic status of the communities which have demanded attention from government and school boards. Political scientists and historians have focused almost exclusively on political action in favor of bilingual legislation and funding for district programs. The critical issues in bilingual education arise from research into public policy analysis, socio-linguistics, and the history of bilingual education in the post civil-rights era. In the following sections, we will review these perspectives to create an understanding of how bilingual education appeared on the scene in Michigan public schools, and why this experiment in social policy has moved from aggressive to permissive. These issues arise, as will be detailed in this introduction, from a review of the following areas of research literature:

1. The demographics and the academic performance of students of language minority populations.
2. The role of parents in advocating for bilingual programs and the impact of parent involvement on student academic achievement.
3. The legal and political basis for bilingual education in the United States.
4. The history and the current status of bilingual education in the state of Michigan.

Definition of Terms

The definitions of terms that have a particular importance for this study will be given in this section.

Bilingual Education: Instruction that utilizes two languages. There are a large variety of program models that come under the rubric of bilingual education. They range from programs where 50% of instruction in all subjects is taught in one language and 50% in a second language; to programs that use bilingual instructional personnel but all instruction is carried out in English.

Limited English Proficient students: Definitions vary from state to state but generally conform to national definitions. A student is considered limited English Proficient if he or she comes from a home or environment where a language other than English is used, and who may reasonably be expected to have difficulty learning in English.

Michigan Public Act 294: A law passed in 1976 that required districts to provide a program of bilingual instruction if 20 or more students of limited English proficiency, in any language category, were identified by that district. Instruction was to be provided by teachers who received bilingual endorsement from authorized teacher training university programs.

English as a second language (ESL): Instruction in the English language designed to move students from non-English status to fluency in English. Such instruction may be provided by teachers or support staff who speak only English. Strategies may include teaching content in low level English (Sheltered English) and the use of peer tutoring to allow students to practice basic vocabulary outside of the regular classroom environment.

The English Only Movement: Generally applies to a variety of privately funded and nationally organized efforts to introduce laws in local and national government that would have the effect of making English the “official language” for all government activity. Some have advocated such laws in order to “assist” immigrants in the swift integration into the American society. Opponents counter that such laws tend to discriminate against immigrants by stigmatizing their use of the native language and may result in an erosion of personal freedom.

Background of the Study

The severe academic failure experienced by Hispanics and other linguistic minorities in U.S. public schools has been well documented (Valdivieso, 1986; De La Rosa & Maw, 1990). According to government estimates, about 2 million public school pupils are classified as “limited English-proficient” or LEP. (U.S. Department of Education, 1997). The roots of this problem have been extensively studied by various investigators from the field of sociolinguistics (Aguirre & Bixler-Marquez, 1980; Cummins, 1979; Paulston, 1978; Fishman, 1982; Skutnab-Kangas, 1986). These and others have pointed to the inextricable mesh of language, culture, and social class inequalities as elements of the plight of language minority children.

The language minority student’s lack of English proficiency has been postulated as the principal barrier to equal educational opportunity. As a consequence, bilingual education programs have flourished as the logical solution (Malakoff & Hakuta, 1990). Some sociologists suggest an alternative view. It has been suggested that the poor academic achievement among Hispanics is predicated on economic class status (Ogbu, 1978; Paulston, 1978; Spener, 1988). Academic failure is mediated by the role assigned to

the poor, racial minorities, and limited English proficient. Racial discrimination in the various domains of social life, including the public school, serve to perpetuate and rationalize social inequalities. The racial and linguistic differences are used by the dominant group as a means of continuing a system of social and economic exploitation. These elements serve as ideological justification for this low status by "explaining" the cultural and language "deficits" that account for poor school performance. This deficit model colors even the very programs designed to improve the educational plight of illiterate non-English speakers in federally funded Title VII programs (Auerbach, 1989).

Whether we identify economic, social, or linguistic elements as primary variables, the combined influence of poverty, and low status language results in low academic achievement and low levels of parental expectations (Parra, 1982).

A number of studies have found that parent involvement increases the achievement of children in individual programs or schools (Barth, 1979; Coleman, 1987). Recent school reform efforts to avert the loss of another generation of Black and Hispanic children to academic failure have stressed earlier intervention of the school and a dramatic shift toward including parents (Berrueta-Clement, 1984; Weikart, 1968). Specific parent beliefs and practices are identified (Powell, 1991) as contributing to cognitive growth and success in school.

A related variable suggested as a factor of poor school performance among language minority students is the disparity between the home expectations and those of the school, "Children from homes and primary social networks most consistent with the expectations and style of the school have a distinct advantage in school" (Comer, 1984).

Other studies document special economic and cultural conditions that have

hindered efforts to increase parent involvement in bilingual programs. These studies point out that there is a need for further training of parents of bilingual students (Bermudez, 1990; Collier, 1986).

Sociological and sociolinguistic studies are helpful in understanding the social context in which schools and parents interact. Some studies point to the attitudes of parents toward education. Others point to limited English skills and other demographic attributes as significant variables related to the level of involvement of the Hispanic bilingual parents. (Aguirre, 1980; Aurbach, 1989; Laosa, 1982). Advocacy and involvement in school governance is seen by some experts as critical for the improvement of educational services for poor children in general (Comer, 1984), and of bilingual students in particular (Bermudez, 1990; Martinez, 1979; Ogletree, 1980).

The literature in the field of bilingual parent involvement in education is not very extensive. In 1986 a national symposium on "Issues of Parent Involvement and Literacy" was convened in Washington, DC. One objective of the symposium was, "To provide a forum for educators, researchers and policy makers to explore issues of parent involvement and literacy as they relate to limited-English-Proficient (LEP) parents and students..." (Simich-Dudgeon, 1986, p. vii).

Of the 20 reports published in this report only one by Joyce Epstein refers to controlled social science research. The database for this study does not focus on the language minority population but only seeks to extrapolate from English speaking school children (Epstein, 1986).

A report by the National Committee for Citizens in Education reviews 49 studies, many published in major education journals, that point to numerous advantages of parent

involvement. Regardless of the focus of the programs selected increased levels of parent involvement correlate with increased gains in student achievement. However none of these studies focus on Hispanics or other bilingual populations.

The United States has never had a national language policy. This is understandable since the foundation of our nation was based on the idea of freedom from government oppression, and since a plurality of religions and languages was a reality in the colonies. James Crawford (1989) alludes to the anthropologist Shirley Brice Heath in concluding, "...our early leaders placed a higher premium on political liberty than on linguistic homogeneity. Hence the adopted, in effect, 'a policy not to have a policy' on language" (Crawford, 1989, p. 22).

During the nineteenth century a pattern was established that remains of critical importance for the understanding of bilingual education policies today and probably in future years. The pattern is contradictory, one of intolerance for the languages and cultures of the immigrant groups at the same time that individual freedom and a celebration of the need for immigration are proclaimed as standards of American culture. Again Crawford (1989) documents an early example,

...proficiency in English was increasingly equated with political loyalty; for the first time, an ideological link was forged between speaking good English and being a "good American." The U.S. Bureau of Education became active in this propaganda effort, sponsoring conferences on "Americanization work" and publishing an Americanization Bulletin and other literature, all financed by private benefactors. The goal was explicitly stated: to replace immigrant languages and cultures with those of the United States. As explained by the superintendent of New York City schools in 1918, Americanization would cultivate, "an appreciation on the institutions of this country [and] absolute forgetfulness of all obligations and connections with other countries because of descent or birth" (pp. 26-27).

Historians have documented the existence of education in two languages, as well as newspapers in languages other than English throughout the United States well into the

twentieth century. Paradoxically we also saw racism and discrimination against ethnic groups who failed to meet the unwritten standards of the Anglo-centric model American. We also have a notorious history of racism and intolerance against blacks in the south, Mexican-Americans in the Southwest, Chinese in the West, and Italians, Irish, and Jewish minorities in the East. Even the Germanic people and language become the target of hatred and discrimination with the emergence of an imperialistic Germany in the first and again in the second world war.

It can be said that American culture is like a tree with two main branches. One branch sprouts intolerance and discrimination by a society determined to set the Anglo-Saxon Protestant capitalist as the sacred standard to whom all other groups must conform. The other branch holds the promise of equality of opportunity for all, regardless of language and culture. The common trunk is rooted in Christianity and the objective principles of free enterprise, which promotes the promise of individual freedom while permitting the sporadic flowering of intolerance and discrimination. Today we must recognize the constitutionally protected rights of language minority children in American public schools. These rights were established as a product of the civil rights movement of 1974 with the *Lau v. Nichols* Supreme Court decision. This landmark decision overturned a state supreme court decision by the state of California which agreed with the San Francisco public schools system in their position regarding the education of Chinese speaking students. The district did not contest the fact that there were more than 1400 students who spoke Chinese and were not proficient in the English language, and that these students were not receiving any program to meet their special needs. They asserted that precisely because they were receiving the same kind of teachers, curriculum, and

textbooks used with English speaking students, the Chinese speaking student's civil rights were not being violated. The gist of the supreme court position was that the inability to understand the teacher was a barrier which precluded the education of the Chinese students. It follows that, since education is a civil right in federally funded public schools, the San Francisco school district was violating the civil rights of these children.

The Lau decision remanded the district to provide a program to eliminate language as a barrier to education for non English speaking students. Although it mentioned bilingual education as a possible remedy, it left open the possibility of other programs to resolve the problem. No longer in America could school districts allow students to sit in a classroom not understanding the language of the teacher and be in compliance with constitutional prohibition against discrimination. This fundamental guarantee is made possible by the civil rights act of 1964 which prohibits discrimination based on race or ethnicity or language minority status.

In 1986, as part of an ambitious expansion in the area of federal policy, ESEA Title VII provided discretionary funding for districts who wanted to implement programs of bilingual education. The advocates for bilingual education were the same organizations which brought forth the Lau suit. These included the National Council of La Raza, the American Civil Liberties Union, The Mexican-American Legal Defense Fund, and others. These groups led the effort to formulate Title VII legislation and actually compromised on their initial intent which was to form a categorical formula funded program which would fund programs that would use two languages for instruction. The compromise included the notion that the native language could only be a bridge from a problem of LEP status to a solution of English proficiency.

The program legislation also created an office of bilingual education (OBEMLA), provided for University programs to train bilingual teachers, established programs to provide technical assistance and training, and supported research. The program has been very helpful in creating models in many districts who might otherwise have never attempted bilingual education. However, the purpose of these grants—to serve as seed money—was rarely, if ever, realized. As soon as the grant expired the local district had the discretion to modify the program with unlimited freedom. Some districts would simply apply each year and maintain the illusion of responsible activity while wasting the time of parents and bilingual educators who managed programs with little support and no commitment to district-wide programs.

National Title VII legislation became a political target during the Reagan years. His secretary of Education, William Bennet, characterized federally supported bilingual programs as pedagogically unsound and politically motivated. In 1985 he stated, “After seventeen years of federal involvement, and after \$1.7 billion of federal funding, we have no evidence that the children whom we sought to help—that the children who deserve our help—have benefitted” (Crawford, 1989, p. 83). This led to an extended debate over the effectiveness of bilingual education. Although careful studies (Ramirez, 1991) provide strong evidence to support the use of the home language, the public perception and the political reality run counter to research and theory. A wave of policy changes have eliminated requirements for bilingual education in Title VII, and in various states including California, Colorado, and Michigan.

Bilingual Education in Michigan

The same political compromise that resulted in the national Bilingual program

formed the basis for many state laws, including the law in Massachusetts and its mirrored image in the state of Michigan. In Michigan, the La Raza Advisory Committee reacted to concerns with issues like the high drop-out rate of Hispanics documented by state authorities,

Over the past seven years, the Michigan Department of Education has been collecting data on school drop-outs by race, ethnicity, and gender. Through analysis of there data, it is evident that Hispanics in grades 9-12 are dropping out at rates three our four times the rest of the student population in Michigan's public schools. This statewide pattern is consistent with national studies on the subject which report Hispanic dropout rates as high as 55% (Michigan State Board of Education, 1986, p. i).

The La Raza Advisory Committee led the effort to pass Public Act 294, the State Bilingual Act, in 1976, adapting the Massachusetts bilingual education law. This law required the implementation of programs of instruction in two languages for districts having identified twenty or more LEP students. LEP being a student with a home language other than English who scored below the fortieth percentile in a national test of reading or oral language proficiency. Students in grades Kindergarten through second (K-2) were found LEP if the home language was not English and there was consultation with the parents. Funding for this program was also provided for districts who were in need of complying. A Bilingual Education Advisory Committee (BEAC) was soon formed to help develop policies and regulations to support this program. This committee worked with the Office of Bilingual Education in the Michigan Department of Education on issues such as, parent training, bilingual teacher endorsement, curriculum models, and guidelines for program implementation. It must be said that much effort was placed upon the logical implementation of programs on the assumption that the basic responsibility for funding and administration would be accepted by districts. In fact from the onset a coalition of

districts from Oakland County challenged and protested every attempt to enforce policies and establish programs. Even more distressing is the quiet but devastating failure to comply with the spirit of the law in many districts that either failed to identify students and apply for funding, or who sought funding but implemented programs of poor quality.

Statement of the Problem

The education of limited English proficient students continues to be significant because of the continued growth of the population of students who come to school without mastery of the English language. Current research supports the idea that bilingual instruction is more effective than “English only” instruction on a variety of measures of student performance. Counter to the conclusions of experts in the field of linguistics and bilingual education a growing public antipathy to bilingual education has resulted in the elimination of legal mandates for bilingual instruction in a number of states.

The disparity between research and political expedience has had a significant impact on local district curriculum, board policies, and the bilingual education program in Michigan. Although much has been written about bilingualism and how American educational innovations have sought to minimize the failure of bilingual students, very little is known about how federal and state policies actually influence decisions made in local school districts. In this study, the Michigan case will be used as an example of the rise and fall of bilingual education. Although it cannot generalize to other states or to the national agenda, the study can provide some insight into the historical development of bilingual education as a specific governmental remedy. A principal incentive for the implementation of programs of bilingual education in Michigan was P.A. 294, the Bilingual Education Act. This legal mandate for bilingual services to Limited English

Proficient students resulted in the identification, assessment, and instruction of students from homes where English is not the sole language of communication. In 1995, the mandate for bilingual education was eliminated in favor of a voluntary program that provided limited funding to districts choosing bilingual instruction. This new program also reduced the demands on districts by eliminating the requirement for a parent advisory council and no longer requiring the use of bilingual endorsed staff. This policy change is at the heart of this investigation and serves to underscore the problem this researcher seeks to understand. The research problem can best be expressed in the following question: Has the elimination of a mandate for bilingual education resulted in policy changes at the local district level?

Significance of the Study

The United States federal government has been in the forefront of efforts to secure the civil rights of students of limited English proficiency since the *Lau v. Nichols* decision of 1974. Similar efforts to secure services to limited English proficient students led to the implementation of laws requiring bilingual education in a number of states, including Michigan. A move away from mandating equity in schools has coincided with a recent upsurge of “English Only” laws, both elements of a conservative agenda seeking to undo the liberal programs that followed the civil rights movement.

Research Questions

The following research questions will be studied in order to describe the history and the current status of bilingual education, Michigan’s new voluntary bilingual law, and planned changes in local district curriculum:

1. What were the forces that resulted in the introduction of bilingual

education in Michigan?

- 2. Has there been a change in the extent of parent involvement as a result of the new legal requirements?**
- 3. Has there been any change in the hiring of bilingual teachers in local schools?**
- 4. Has there been any change in the curriculum and instruction practices in programs for limited English proficient students?**
- 5. Has the change in state law resulted in any policy change for bilingual programs in local school districts?**
- 6. Is there any relationship between item responses and characteristics of those who were surveyed?**

CHAPTER II

LITERATURE REVIEW

Language, Poverty, and School Achievement

A review of the research in bilingual education provides ample evidence of the complexity of the phenomenon of the academic performance of limited English proficient students. Language itself is only one aspect of the problem,

... the isolation of single attribute as the only variable of significance ignores our present understanding of language as a complex interaction of linguistic, psychological, and social domains. The linguistic handle may have served policymakers well in focusing on an educationally vulnerable population of students, but it is clearly inadequate as the single focus of educational intervention aimed at ensuring academic competence for this population (Hakuta, 1989, p. 377).

Ogbu (1978) paints a tragic picture of the way American society has ascribed low status to ethnic minority populations who suffer poverty, low academic achievement, and low self esteem (1978). This anthropological perspective is needed to prevent us from blaming Hispanics, and other poor children for their lack of achievement in schools. One variable which is frequently offered as the cause of Hispanic school failure is the bilingualism of the community. One study, however, indicates that income is a better predictor of school achievement than English language proficiency (Alvin, et al., 1982).

Cummins (1986) cites poor school practices such as labeling the students for academic and behavior underachievement, even though it is done in the interest of the children who do not have a say in the process. Bilingual education can have positive affects if it promotes bilingualism and rejects the notion that bilingualism somehow is the cause of poor school performance. This author states that education must be seen in its broader social context in which language minority communities suffer economic powerlessness. An empowering educator must understand the need to free the student from the effects of low status designation.

There is a striking similarity to Freire's concept of teaching illiterate peasants in

Brazil through a process that leads to increasing awareness of one's oppression, "...we launched a new institution of popular culture, a 'culture circle', since among us a school was a traditionally passive concept. Instead of a teacher, we had a coordinator; instead of lectures, dialogue; instead of alienating syllabi, compact programs..." (Freire, 1973, p. 42). In other words, education cannot exist without an authentically human relationship between the teacher and the student. For learning to occur there must be more than a cold transfer of information. Education is communication and dialogue. It is not the transference of knowledge, but the encounter of subjects in dialogue in search of the significance of the object of knowing and thinking" (Freire, 1973, p. 137).

The Hispanic population is characterized by the U.S. Bureau data (1988) as a fast growing and young population. The movement of Hispanics from the Southwest to all segments of the United States is also noted. The implications for educational systems are serious. It is expected that the number and the percentage of Hispanic school age children will continue to increase dramatically in the next twenty years. The low level of academic and economic achievement of the Hispanic population will also present serious challenges to the American social and political system.

Poverty is a problem which plagues Hispanic families. Students in high school are forced to support the family. The effects of poverty on educational achievement have been clearly negative for Hispanic secondary students,

...57 percent of all 1980 Hispanic Sophomores, as compared to 37 percent for the national sample, gave some percentage of their earnings in 1982 to their families to help support the household. Twenty percent of the same Hispanics, as compared to nine percent for the national sample, gave half or more of their earnings to their families (Valdivieso, 1986, p.32).

Clearly there is a relationship between poverty and academic performance. One indicator is the drop-out rate. In 1995 the drop-out rate for Hispanics (age group 18 through 24) born in the United States was 17.9%, compared with 12.2% of blacks and 8.6% of whites (U.S. Department of Education, 1995).

In a comparison of the achievement in private and public school it was found that catholic schools are better at educating poor Hispanics (Coleman, 1982). Similarly, it was found that schools which have critical “effective schools” characteristics are able to show positive results with bilingual program Hispanics regardless of income level. Based on the “effective schools” research model, Carter (1986) studied effective California schools with large bilingual student populations. It was found that the same essential characteristic variables of effective school in general were also present in their effective bilingual schools. The presence of language minority children, most of whom are limited English proficient, did not prevent schools from achieving high rates of academic performance from low income as well as middle and high income families. In fact, effective schools resulted in effective bilingual programs, and the schools that were not effective did not have effective bilingual programs. It is, in other words, simplistic to focus on a language minority population through special programs without looking at the practices of the entire school. The effective schools characteristics that led to an environment or culture of high expectations for all students, striving for learning and excellence, staff teamwork, data driven curriculum and instruction planning, and parent involvement are essential for student success.

A sociological perspective is important to place bilingual education in the context of the neighborhood and schools in which language minority students too often reside. As has been observed by those who study academic achievement, the study of anti-poverty programs and programs for low achieving students, individual students and schools should not be judged out of context. This view is suggested by Fishman (1976) who characterizes American bilingual education programs as “compensatory” and concludes that these programs cannot overcome serious socio-economic deficits, “...on the whole, bilingual education is too frail a device, in and of itself, to significantly alter the learning experiences of the minority-mother-tongue-poor in general or their majority-language-learning-success in particular (p. 78).

Parent Involvement and Student Achievement

A number of studies are analyzed in a review of the literature on parent involvement and student achievement (Henderson, 1987). Studies from school, universities, and government agencies are included. "By far the bulk of research has focused on the effects of improving the parent-child relationship, or on what are called 'family practices variables'" (Henderson, 1987, p. 3).

The studies provided evidence that, regardless of the type or the quantity of parent involvement accompanies an educational program, a positive impact can usually result. When virtually identical instructional programs are compared, the programs with a parent component produce better achievement results. The recommendations based on these findings is more efforts to increase involvement of parents in education, "...schools must take the initiative to encompass parents in the learning process, for without continuity between the home and school, children find it very difficult to integrate the separate experiences" (Henderson, 1987, p. 9).

There are recommendations for more attention to poor students, "For all the research on low-income and high-risk children, few studies have addressed whether, and what kinds of, parent involvement works for these students to the extent that they can achieve at levels expected for middle class children" (Henderson, 1987, p. 7).

Parent involvement is a complex phenomenon which can be described in a variety of categories. According to Epstein (1986), these include parent as tutor in the home, parent as advocate, provider of basic nourishment and support, and participant in the governance of schools. She suggests that all types of involvement must be included in the planning of parent involvement projects, and that teachers do not involve low income and language minority parents to the degree that they involve the middle class white parent, "regardless of their family arrangements or characteristics, almost all families care about their children's progress in school and want to know how to assist their children" (Epstein, 1986, p. 12). Epstein further suggests that the most powerful type of parent involvement

is the partnership between the parent and the teacher that is directed at the improvement of specific instructional objectives.

Auerbach (1989) examines the basic assumptions implicit in parent training programs funded by the U.S. Office of Education as "Family Literacy" programs for language minority parents. It is concluded that they are not based upon fact, and that the assumptions project a deficit model of the parent environment they seek to improve. The author rejects the following elements of the "deficit model hypothesis:" (a) That the home environment of language minorities is "Literacy impoverished;" (b) That there is a simple one way transmission of literacy skills from the parent to the child; (c) That school type of reading instruction by parents leads to improved academic achievement in reading; and (d) That what happens in the home is the cause of academic success regardless of the quality of school variables.

It is suggested that parent literacy programs should empower parents by including parenting classes, higher education for the parents, and involvement with the school, along with teaching parents how to help their children with school work.

A recent study reports on the methods and results of an empirical study of the effects of parent and staff training on the academic achievement of Hispanic students in Texas (Bermudez, 1990). A program of training parents in workshops on various topics, and the training of teachers in working with parents is described.

The control group and the experimental groups were volunteers. The results showed statistically significant improvements in the experimental group. However, the lack of randomization leaves a number of questions unanswered. Important variables, such as class size, quality of teacher, parent socioeconomic status, motivation of volunteers, and the language proficiency of the home were not controlled.

Hispanic parents are found to be less involved in school matters than white parents. Lynch et al. (1987), studied parent Participation by Ethnicity. This study of the involvement of parents in the IEP process for special educational programs, found that

Hispanic parents had the lowest rate of participation of all groups. Even when a variety of methods of informing and reaching out to parents were examined, the Hispanic families were the least likely to respond. However, it seems that Hispanic parents were satisfied with the level of participation afforded to them, although Hispanics were under represented in services,

In the analysis of both studies, it became apparent that Hispanic families of students receiving special education services were under-represented. In the aggregated sample of 434 families, only 31(7%) were Hispanic in a district in which 20% of the total school population is Hispanic (Lynch, 1987, p. 106).

Martinez (1979) recognized the low rate of Hispanic parent involvement and suggests a strategy for implementing bilingual programs that includes community involvement. This is one of the earliest studies to take a comprehensive view of the community and parent participation in bilingual education. According to Martinez, bilingual programs are essentially political so we must look beyond language assessment and curriculum issues. At the heart of the model is the role of the parent as the advocate for educational change. This can be done through a variety of means, including the participation in the legally mandated bilingual parent advisory councils at the district level.

Aguirre (1980) pointed out that, "One feature that clearly sets bilingual education apart from general educational practice is the inclusion of parent advisory groups in the school district's formulation of a bilingual education plan" (Garcia & Padilla, 1985, p. 213). There was a disparity found in the opinions of parents and administrators on the question of the purpose of English and Spanish instruction, "...there appears to be greater agreement between parents and teachers regarding the actual use of both languages in the bilingual classroom than between teachers and principals" (Garcia & Padilla, 1985, p. 220).

Stevenson (1987) studied family and its effects on the child's school performance. Based on a national survey in 1981, he looked at a number of variables that could affect student achievement. These included, mother's education and parental involvement in school activities, the relation between parent involvement, and the child's school

performance. The method of determining the level of parent involvement was teacher observation. Teacher ratings for 202 students were used to determine student performance.

Results indicate a positive significant relationship between mother's education and degree of parent involvement. The age of the child also is related to the degree of involvement (i.e., parents of younger children are more involved). Parents who are more involved tended to have students who performed better. It was also found that parents who were more involved had children whose teachers rated them performing to his or her ability.

Although there is agreement in the research community as to the critical role that parents play in the academic success of their children, this perception is not universally accepted among parents of language minority students. In a study of Mexican-American perceptions of parent and teacher roles, Elena Parra and Ronald Henderson concluded, "the present data suggest an important area in which parental and school expectations instrumental to these aims are discrepant...Parents in these samples did not perceive their role as teachers of intellectual capabilities..." (Fishman & Keller, 1982, p.298).

Ideology and Education: Lau v. Nichols

From 1974 American public policy, and the public opinion which undergirded policy, explicitly addressed the issue of language as part of its treatment of language and ethnic minority groups. Recently sociolinguistic and anthropological research has added much to our understanding of the performance of language minorities in public schools (August & Hakuta, 1997). These and earlier findings have been implicit in the battles over bilingual education but have sometimes been lost when those opposed frame the debate in terms of patriotism. The issue of social and economic class is vital to a true understanding of the needs of urban students as painfully detailed by Kozol (1991). This reality of poverty also affects language minority children, their poor performance in schools, and the struggle to provide equal educational opportunity for these students. Numerous authors

have studied the issue of the academic performance of Mexican-American students in public schools as a correlation of the lack of power and adequate education. Most recently, James Cummins (1986) has pointed to the empowerment of students as a remedy to the alternative. Aurerbach (1989) proposes the concept of parent involvement and training using a model that accepts strengths of the home rather than the prevalent deficit model of the home culture of language and ethnic minorities. Finally, we can point to the work of Ogbu (1978) and others who compare the performance of immigrant minorities who come from abroad to that of indigenous or colonized minorities. The performance of students from Mexico is superior to that of Mexican-Americans, in spite of the fact that Mexican-Americans begin with more English than the foreign born students. The concept of "caste-like" minorities again reveal the underlying social forces that seem to ensure poor performance for some minority students.

The history of bilingual education since the Lau decision may be best understood as a struggle for the control of the implementation of the mandate to eliminate discrimination against non-English speaking students. On the one hand, we have a dominant group, with an Anglo centric view of the world, which consistently seeks to deny that the low performance of language minorities is a result of educational systems that are basically unfair, and pedagogically unsound. "Bilingual programs can be made to fit neatly into the school systems' traditional structures. These programs often become domesticated and marginalized so that school systems can carry on business as usual" (Stein, 1986, p. 62). The persistence of "English only" legislation is the most recent example of the use of language to isolate and attack language minorities and bilingual education programs. A thorough critique of this movement and the constitutional issues which are involved, is presented by Combs and Trasvina (1986). On the other hand, is the language minority group which seeks to receive a good education for their children, defined as an education which uses the language and the culture of the home as a basis of learning and not as an excuse for being labeled and forced to compete in an uneven

playing field.

The dominant group has not allowed language minority students, parents, educators, and academicians to control the debate or the implementation of programs. At heart then, in many national, state, and local battles is the issue of self determination as a basic human right. The dominant group has the power and resists having to respect the rights of a minority group, particularly one which has a different language and ethnicity. "Bubbling just below the surface of this debate is the question of control. Many opponents of bilingualism resent the fact that Hispanics or other language minorities control many of the bilingual programs" (Stein, 1986, p. 74). The point that the representatives of the dominant group miss, is that by failing to give up the power to oppress, they are undermining their legal position, and creating a battle where no need exists. The reason no need exists is because there is no disagreement about the important issues, such as the need for all to learn English in America, the need for a good education for all students, the need to be productive and free, and the need to feel pride in America.

The matrix of federal, state, and local policies regarding bilingual education since the Lau decision are complex and constantly changing. Major issues include, the role of parents, the question of the responsibility for funding of local, and state versus federal agencies. Other issues include maintenance versus transitional bilingual instruction in Title VII projects, and most recently, the ESL versus bilingual education controversy. Again, if we take a historical view we begin to see the evolution of policy as the ever changing position of the same debate over issues of power and self determination.

In the courts a series of decisions have come to clarify the obligation of school districts in meeting the needs of language minority students of limited English proficiency (LEP). In the Castaneda case, a three pronged criteria was established to define the parameters of an acceptable program for LEP students. Roughly stated these three elements are: (1) The program must be based on some theoretical model supported by research; (2) the program must be implemented with adequate support and funding; and

(3) the program must show evidence of effectiveness. The U.S. Department of Education, Office for Civil Rights (OCR) has moved to enforce this policy by requiring compliance agreements. OCR initially formed a policy which it issued informally as “Lau Remedies.” These standards required transitional bilingual education as a minimal response to a finding of discrimination. This policy was rescinded with the resurgence of anti-bilingual feelings brought in during the Reagan and Bush administrations. Following legal procedures, it was not possible for OCR to require bilingual education since in the Lau case the supreme court allowed for local districts to design a solution (among which instruction in the home language was a possible solution). A serious rift exists between those who see the role of the federal government an enforcer of constitutional rights in education, and those who see federal programs and regulations as infringements of local autonomy and personal freedoms, “Districts will seek or accept federal aid for a variety of purposes, but they will resist federal regulations as cumbersome and intrusive” (Stein, 1986, p. 83).

Another element of the controversy over bilingual education is the different confusion about the definition of bilingual education. Fishman (1976) proposes a four category typology for classification of bilingual programs:

Type I: Transitional Bilingual Education. In such a program, Spanish is used in the early grades to the extent necessary to allow pupils to ‘adjust to school’ and/or to “master subject matter” until their skill in English is developed to the point that it alone can be used as the medium of instruction. Such programs do not strive towards goals of fluency and literacy in both languages.

Type II: Monoliterate Bilingualism: Programs of this type indicate goals of development in both languages for aural-oral skills but do not concern themselves with literacy skills in the non-English mother tongue.

Type III: Biliterate Bilingualism, Partial: This kind of program seeks literacy and fluency in both languages, but literacy in the mother tongue is restricted to certain subject

matter, most generally that related to the ethnic group and its cultural heritage. In such a program, reading and writing skills in the mother tongue are commonly developed in relationship to literature, social sciences, and the arts, but not in science and mathematics.

Type IV: Biliterate Bilingualism, Full: In this kind of program, students are to develop all skills in both languages in all domains. Typically, both languages are used as a media of instruction in all subjects.

...most American bilingual programs are of Types I and II above and, therefore, are minimalist insofar as their non-English language/culture components are concerned (Fishman, 1976, pp. 24-27).

Bilingual Education Legislation in Michigan

In 1986 reportedly less than half of the states had bilingual laws and only 20 states spent their own money on bilingual programs. "As in Washington, bilingual sections within state departments of education usually play second fiddle. They have little chance of competing for power and influence with the more entrenched sections that control more funds, enjoy a higher status, and usually have greater access to the superintendent" (Stein, 1986, p. 113). Despite the lack of support afforded many bilingual state programs, the calls for accountability were frequently unanswered. In Massachusetts, a Bilingual Education Commission (1994) reported that,

despite TBE (transitional bilingual education) being in place in Massachusetts for 23 years, we don't know whether TBE is effective. In short, we do not know, on the basis of measured outcomes, whether TBE programs in Massachusetts produce good results or poor results. There is no comprehensive data that evaluate the performance of TBE pupils compared with pupils from other groups. This specialized program which accounts for 5% of all pupils in Massachusetts public schools and 17% of all pupils in Boston public schools is not held separately accountable for its performance (p.41).

Michigan is one of the states that has a bilingual law. This law was introduced in 1976 and evolved through the efforts of the Michigan Department of Education, Office of Bilingual Education. Funding was provided by the state of Michigan in the form of a

categorical program disbursed in a formula grant process. Although not directly tied to this state legal requirement, Title VII federal bilingual grants also served to support the development of bilingual programs in the state of Michigan. That is, at both the national level—with civil rights initiated anti-poverty laws and education programs—and the state level—with special programs and concerns for the equity in funding levels—a concern for equality was paramount,

...the definition of equal opportunity was expanded to include desegregation and attention to special needs that inhibited students from taking advantage of educational services. States initiated programs to provide special services to needy children, paralleling federal efforts to address such problems. By, 1980, 23 states had their own compensatory programs, for example (Elmore & Fuhrman, 1995, p. 5).

The Michigan Bilingual Education Act: P. A. 294: Bilingual Education programs were mandated in Michigan in 1976. The following are some key provision of this law:

Section 1153 (1) The board of a school district having an enrollment of 20 or more children of limited English ability in a language classification in grades k to 12 shall establish and operate a bilingual instruction program for those children.

Section 1154 The bilingual instruction program operated by a school district shall be a full-time program of bilingual instruction in:

- (a) The courses and subjects required by this act.
- (b) The courses and subjects required by the board for the completion of the grade level in which the child is enrolled.

Section 380.1156 Advisory Committee

Section 1156 The board of a school district operating a bilingual instruction program pursuant to Section 1153 shall establish an advisory committee to assist the board in evaluating and planning the bilingual instruction program. The advisory committee shall be comprised of representatives of parents of children enrolled in the program, bilingual

instruction teachers and counselors, and members of the community. A majority of the members of the advisory committee shall be parents of children enrolled in the bilingual instruction program.

MDE 1995 State School Code Act 289. In 1995, the state legislature made two significant changes in its bilingual education policy. The major changes were: (1) the operation of a bilingual instruction program is no longer mandatory; and (2) there is no longer a requirement for the establishment of a parent advisory committee. In the 1996-97 school year, the state allocated the same level of funding in prior years or \$4,212,000.00. This amounted to a per capita allocation of \$126.19.

CHAPTER III

METHODS AND PROCEDURES

Significance of the Study

There is a need to describe the elements of bilingual programs and the changes that have occurred in policy at the state level. This study can provide a context for decision making and planning for services at the local district level as well as for monitoring and program funding at the state level.

The study will ultimately provide empirical evidence about the impact of state policy regarding bilingual education in Michigan. Have districts moved to dismantle bilingual programs now that they are no longer mandated? Will the evidence collected show a consistent change in curriculum from the use of two languages to the use of English as a second language? And will the results show that bilingual parent involvement has declined as a result of the elimination of this requirement for bilingual programs? From a critical perspective, can we conclude that bilingual education was only implemented in local districts when it was required, and that there is not local commitment to this model of serving limited English proficient students?

Research Design

This study will use both qualitative and quantitative methodologies. An exploratory approach will be used to gather baseline data on a topic which has been studied very little. The review of relevant research literature revealed a focus on the learner and the impact of bilingualism. Policy issues have focused on local district program implementation or evaluation, and at the macro level on the legal and legislative issues of

rather than to manipulate variables and test hypotheses. Because one cannot predict legal changes, these must be studied after they have occurred.

Interviews with key decision makers will be carried out in order to document the political process which in 1974 led to the passage of Public Act 294 also known as the Michigan Bilingual Education Act. The interviews will be guided by the use of several thematic questions. These questions have been designed to be exploratory in nature and to allow for identification of major issues as well as key historical events which resulted in the passage of Michigan's bilingual law in 1976.

In order to understand the policy development process, the researcher will review the documentation at the state level, focusing on Michigan Department of Education records of the initial stages of implementation of the mandate for bilingual education. This will include the role of the federal government's Title VII Bilingual Education Program, and the use of state advisory councils for the development of policies and program regulation.

Research Questions

1. What were the forces that resulted in the introduction of bilingual education in Michigan?
2. Has there been a change in the administration of local bilingual education programs as a result of the new legal requirements?
3. Has there been a change in the degree of parent involvement as a result of the new legal requirements?
4. Has there been any change in the hiring of bilingual teachers in local schools?
5. What impact have local district administrative staff observed in the curriculum and

instruction in programs for limited English proficient students?

6. Is there any relationship between item responses and characteristics of those who were surveyed?

Instruments

A five category Likert rating scale was used to tabulate each individual item response. Responses were be coded as 1= Strongly Disagree, 2= Agree, 3= Neutral, 4= Disagree, and 5= Strongly Agree. The instrument consisted of 18 items covering three key variables: (1) the involvement of parents in Bilingual Programs; (2) the hiring of state endorsed bilingual teachers; and (3) change in curriculum as indicted by plans to increase bilingual or English as a second language instructional models.

Procedures

In order to establish historical facts in the development of bilingual education in the state of Michigan, records of the Michigan Department of Education, and of the State of Michigan, archives were identified and analyzed. Also, the researcher conducted a structured interview of advocates and educators who were involved in the lobbying for the introduction of a state bilingual education program.

A survey of administrators of bilingual programs in local school districts in the state of Michigan served to illicit the perspective of those responsible for supervision. The key issue to be studied is the impact of the recent change in the state policy on local programs of bilingual education. The major research question of what, if any, changes in services to limited English proficient students have resulted from the change in state regulations.

The use of both interviews and survey instruments enhanced the descriptive value

of the data. Given the small number of items, the reliability of the questionnaire was limited. However, this is not a problem because the researcher described group means, “This is because error in the measurement of individuals will balance out for the group as a whole...The mean of raw scores within each group should thus be precisely at the mean of (hypothetical) ‘true’ scores” (Mueller, 1986, p. 83). The interview, on the other hand, has the advantage of providing the opportunity for the subject to interact with the investigator,

If the interviewer gains the trust of the interviewee, forthright and extensive responses can be elicited. The interviewer can also clarify ambiguous questions and use his judgment to interject additional, ‘probing’ questions where elaboration or clarification of a response is required (Mueller, 1986, p. 88).

Analysis of the Data

Statistical analysis was descriptive rather than inferential because all members of the population of bilingual programs administrators was included. The issue of sampling and of making inferences to a wider population is moot. Naturally this limited the scope of the study and the findings in Michigan cannot be generalized to similar policy changes in other states.

Interviews were analyzed in order to find where consensus exists as well as where there are significant discrepancies. An essential chronological approach was used to summarize the content and process of Michigan’s state bilingual education policy. Dates, significant meetings, and important documents were identified and described. Major issues were described in order to formulate a context within which the bilingual mandate was introduced in the Michigan legislature.

Responses to the questionnaire were analyzed with the use of descriptive statistics. The first part of the research provides a description of the respondents and the districts

they represent. The second part describes the responses in order to find consistent views on the key research questions. Finally a correlational analysis was done using demographic variables in an attempt to see if there is a relationship between the characteristics of the respondents and the answers to the questions. Frequency distribution, percentages, and Chi square was the specific data analysis procedure used to describe the result of the survey of administrators. Content analysis of the structured interviews identified consistent and reoccurring topics and themes. Major issues that are frequently identified were summarized and described in narrative form. A chronological format were used to document the events that led to the introduction of bilingual education laws in Michigan, their implementation and the subsequent elimination of the mandate for bilingual programs.

CHAPTER IV

DATA ANALYSIS AND RESULTS

Presentation of the Data

Chapter IV provides an analysis of the data from the questionnaires of 56 responses out of 100 questionnaires sent to administrators of bilingual programs in Michigan local school districts. The analysis in this study is qualitative. Descriptive statistics summarized the responses to 18 items using a Likert scale format. Bar charts and frequency distribution tables are included in an appendix as referred to in the data results section of this chapter. The statistical analysis and graphical representations were generated using SPSS.

The focus of this study is the change in bilingual education policies in the state of Michigan. The new state policy makes bilingual instruction optional and provides very few restrictions on program implementation. Previously, Michigan had a mandate that required local districts to provide bilingual instruction and had requirements for parent involvement and reporting of student progress which are not part of the new less restrictive law.

The key variables examined in this study are parent involvement (questions 5 through 9), instructional approaches (bilingual versus English as a second language) (questions 10 through 12), and legal requirements and administrative procedures use by the state and federal government with respect to services to limited English proficient students (questions 12 through 18).

Parent Involvement

The first five questions centered on the issue of parent involvement in bilingual programs. Respondents were asked to provide their views on what changes, if any, were

occurring in their school district as a result of the new state law which removed the mandate for bilingual instruction as well as the requirement for a formal Bilingual Parent Advisory Council.

B. RESULTS

5. Parent involvement will increase in the planning of bilingual education in our district.

As indicated by Figure 5 and Table 5, seven or 12.5% strongly disagreed with this statement. Sixteen or 28.6 % disagreed. Combining these two categories we see that 42.1% of respondents disagreed. Twelve or 12% were unsure. Ten or 17.9 % agreed and only five (8.9%) strongly agreed with the statement. Finally there were six or 10.7 % who did not respond to this question.

COMMENTS:

- Parental feedback at building and district level. Programs seeking input are increasing while programs to simplify information are decreasing.
- Parental involvement goes only as far as the parents are involved in the school improvement plan of the school.
- LEP parents are not historically involved themselves with planning—by culture they view themselves as consumers of education.
- One of my goals is to promote parental involvement in the program. We are already making some progress in this area.
- Historically in this district, LEP parents/households have not been politically mobilized and/or equipped to be involved in program planning at the central office level (school board, committees, etc.). To a small degree,

parents are involved only to the extent that education “services” their own child/children. We have not yet seen a “collective initiative” to be involved or to impact change of improvements in level of quality of bilingual education services.

- We have a strong parent component.
- In urban populations as ours, parental involvement is very limited. Parents expect the schools to handle the problems.
It’s no longer mandated.
- Their involvement will demonstrate the need, and their voices will be heard by the administrators.
- We have tried to get parents involved but when decisions are necessary, they do not seem to follow through—i.e., requested summer school class for high school students—offered but students did not attend.
- Parental input is welcome. However, we do not anticipate any increase.
- Will decrease. Cinco De Mayo went unnoticed this year by the building.
- Our program works with multiple districts. The level of planning rests solely on the commitment of the superintendent.
- We are making a conscious effort at enhancing parental involvement.

6. Parent involvement in the classroom will increase for LEP students.

As indicated in Table 6 and Figure 6, nine respondents or 16.1% strongly disagreed with this statement. Sixteen or 28.6% said that they disagreed. Fifteen or 26.8% were unsure of any future increases in classroom parent involvement. Only seven or 12.5% said they agreed and even fewer—three or 5.4%—said they strongly agreed. Six

or 10.7 % did not answer this question.

Comments:

- Gradually.
- Of course not. Only parents who take individual interest in these matters will be involved in their child's education. Our parental training sessions empower those parents, but if we did not provide any training to parents they would just rely on the school.
- This will only come when parents come forward with concerns/issues which are brought to their attention. One of the key transmitters of information is their children, the students who are enrolled in primarily a "mainstream" system. Most concerns which parents are made aware of have to do with discipline, attendance, etc., and not with the content and quality of mainstream core curriculum.
- Parents have never felt really connected or accepted in many schools.
- There has been some increase, but more sporadic—not really setting a trend.
- We have difficulty getting parents in, even for parent meetings. They are beginning to attend our family events in grater numbers, however.
- Parent involvement is welcome, but has never been extensive and is not expected to increase substantially.
- No change predicted that can be attributed to policy changes.
- It is still very difficult to get parents to participate due to their perceived

lack of abilities and/or their necessity to work.

- As a result of a variety of initiative, we hope that will happen.

7. Our Bilingual Parent Advisory Council has been eliminated because it is not required.

As indicated on Table 7 and Figure 7, most respondents—twenty or 35.7%—indicated that they strongly disagreed with this statement. There were eight or 14.3 % who disagreed. Four indicated that they were unsure. Seven or 12.5 % is the number who indicated they agreed with the statement and the same number strongly agreed. Ten or 17.9% did not respond to this question.

COMMENTS:

- As long as our office is open we will have an active PAC-but-when the funding continues to decrease-the pressure will be on “local boards” to spend money and effort in other areas.
- Yes. In place of the bilingual PAC we have substituted city-wide parent sessions which occur 2 or 3 times a year.
- No, we still have it to represent our minority/Hispanic students. It is not as active as previous years but more focused on specific activities and involvement. If a big issue exists it’s all there.
- Low participation.
- In effect, the BPAC was not eliminated. However, due to district-wide and local building school improvement and parent involvement initiatives aimed at the general/mainstream parent population, the focus on the needs of bilingual/limited English proficient students/families is overlooked and/or

camouflaged by central office and school administrators concerns with the overall high-needs student population. Efforts to communicate with parents were intensively carried out in past/recent years and brought to central office and school principals with good intention. However, follow through and commitment on both parents and district were rarely realized.

- We need parent input because it helps our program meet their needs.
- We have not had one.
- Our bilingual advisory has become stronger and more active.
- We have not had a Bilingual Advisory Council.
- Even if it is not required, it is much needed. Always attended by principals, counselors, teachers, paraprofessionals and parents.
- We do not have one because parents do not seem to value it.
- We had a great deal of difficulty holding advisory council meetings when mandated.
- Especially this post school year. Prior to 97-98, meetings and communication were above average. This year-one meeting in the fall.
- As an entity yes, but bilingual parents are encouraged to participate in school improvement team.
- Never required to have one.
- We have 6 meetings per year. Although very few parents come to the meetings, I feel they are of benefit for those who attend.
- We will keep ours going because it is the right thing to do! It has nothing

to do with law or mandates.

8. Our Bilingual Parent Advisory Council continues to function with local guidelines.

As indicated on Table 8 and Figure 8, eleven respondents or 19.6% strongly disagreed with this statement. Another six or 10.7% disagreed. The combined responses of disagreement was seventeen or 30.1%. Five or 8.9% were unsure. Twelve or 21.4% agreed and the same number strongly agreed. The combined responses in agreement was twenty four or 42.8%. Finally, there were nine or 16.1% respondents who did not answer this question.

Comments:

- We continue functioning.
- There is hope, however, that with current OCR-based initiatives/requirements, we hope to reconstruct” an advisory body, comprised of all key players, at all district and community levels to review/re-examine equity and quality of both bilingual programs and general Ed programs in which LEP students are chiefly enrolled.
- Maybe at county level.
- No council-no need.
- Three to four times a year!
- We are scheduled for OCR review in October, 1998.

9. As a result of the new state policy parent training to language minority parents will decrease.

As indicated on Table 9 and Figure 9, twelve respondents or 21.4% indicated they strongly disagreed with this statement. Eleven or 19.6% said they disagreed with the statement. A total of twenty three or 40% expressed some degree of disagreement. Eleven or 19.6% were unsure. Seven or 12.5% agreed with the statement while nine or 16.1% strongly disagreed. Those in the disagreement end of the scale totaled sixteen or 28.6%. There were six or 10.7 % who did not respond to this question.

COMMENTS:

- It will have no effect on parent training.
- Because of the school wide concept that our schools qualify for, we schools do a lot of parental training and our office is very involved plus doing our own training sessions.
- I am not familiar with the new state policy.
- Hopefully not. As we survey, study and realize who our parents/households are (family characteristics, backgrounds, needs, etc.), we will be able to devise training programs which serve parents at all levels/grades/schools. Only then can we plan for a systematic and systemic parent training program.
- Adult ESL cutbacks have resulted in decreased parent training/education. This is independent if any changes in Bilingual Ed policy.
- They are in our ESL.
- Only because of our local commitment.
- Our district is providing it regardless of what the state policy is.

- We are trying to increase participation but have not yet been successful.
- We have an extensive ESL program offered through our Community Education Department.
- We will continue to work with all parents.

Bilingual and English as a Second Language Instruction

The issue of the most effective and practical means of educating language minority students is sometimes expressed in terms of the use of native language instruction versus various approaches that use only English. The next three questions of this study specifically addressed this important variable. Since the state no longer requires bilingual instruction, did the momentum of existing local bilingual program plans and the continued state funding have any impact of the use of bilingual education methods?

10. As a result of state requirement changes, bilingual instruction will increase.

As indicated on Table 10 and Figure 10, sixteen or 28.6% said they strongly disagreed with this statement. Thirteen or 23.2% indicated they were in disagreement with this statement. The combined totals for some degree of disagreement is 29 or 51.8 %. A significant number, fifteen or 26.8 % were unsure. Only three or 5.4% agreed with this statement and the same number strongly agreed. The total in agreement then was six or 10.8%. Six or 10.7 % did not answer.

COMMENTS:

- I feel that great pressure will be put on the LEP students who cannot “get it” with little or no help.
- Instruction is increasing because of additional students. We are continuing

to grow.

- Bilingual instruction in our district always has been more of a translation service. Our strength is ESL and direct teacher instruction and materials translated into Spanish, Arabic, Khmer, Vietnamese.
- Commitment by district not state. The state does not reimburse at the level it costs the district.
- What we are seeing is a greater need to capture a share of the aid and funds available in compensatory/at-risk grants available to the district, as a whole. And, with central and local administrators involvement, to earmark part of the funds for LEP populations.
- We have no plans to reduce service.
- OCR took care of this.
- Not as a bilingual-state requirement but because of student needs.
- We will continue the same level of support.
- Our instruction is increasing because of need, not because the state endorses it.
- Funding is far too inadequate.
- Our bilingual program is dictated by need. We provide service to all students who need it regardless of state requirement changes.
- We plan to continue providing source at the same level.
- No changes were made as a result of our mandate change.
- It will increase but not because of anything done by the state.

11. As a result of state policy changes, English as a second language instruction will increase.

As indicated on Table 11 and Figure 11, fourteen or 25% of respondents said they strongly disagreed with this statement while seven or 12.5% disagreed. The total who expressed some level of disagreement was twenty one or 37.5%. Twelve or 21.4% were unsure. There were thirteen or 23.2% respondents who agreed with this statement and only four or 7.1% who strongly agreed. The combined total in agreement was ten or 30.3%. There were four or 7.1% who did not respond.

COMMENTS:

- I do not see that as an outcome.
- More cost effective. Changes in state policy resulted in the dissolution of a county consortium which applied for grants from MDE and their individual school districts received additional funding.
- We have always had a very strong ESL program and it is steadily but surely increasing.
- We currently operate a Bilingual/ESL program which is conducted in a primarily inclusion-based model at elementary level and a self contained “BESL” program at middle and high school level. Given the unique characteristics of the linguistic and socio-cultural aspects of the predominantly “Chaldean” ethnic population, we will always need to have native-fluent teachers/paraprofessionals. There is also the issue of “schooling deprivation” which occurs in displaced refugee families whose children do not attend schools in holding countries, en route to the U.S.

Very least, a non-native/ESL Parapro, or if available, a non-native-speaking/bilingual parapro would be all that's needed in classroom to assist general education teacher. Secondly, bilingual teachers are becoming more scarce because college/teacher candidates are optional for general education certification, and find their way to mainstream classrooms with little opportunity to "differentiate" instruction.

- 63 different languages gives little choice.
- It will increase but not because of ESL policy changes.
- Our ESL instruction is increasing because of need, not because the state endorses it.
- Only by local district commitment, funding sources for school year programs are inadequate.
- Our ESL numbers are increasing and the result was additional staffing this year. As with bilingual instruction, ESL service is determined by need.
- No changes were made as a result of our mandate change.
- It will increase but not because of anything done by the state.

12. As a result of state rule changes, the demand for bilingual teachers will increase.

As indicated on Table 12 and Figure 12, there were twelve respondents or 21.4% who strongly disagreed with this statement. Thirteen or 23.2 disagreed. Those who expressed some level of disagreement was twenty-five or 44.6%. There were fourteen or 25% who were unsure about this statement. Only four or 7.1% said they agreed with this statement and the same number strongly agreed. The total who were in some degree in agreement was eight or 14.2%. Nine or 16.1% of the respondents did not respond to this

question.

COMMENTS:

- Good districts will continue to seek out well trained/ educated individuals—most well educated bilingual educators will be in demand, in other states if not ours.
- We are always looking for bilingual teachers. Not to teach bilingually, but to be able to connect with students and parents.
- We are in the process of restructuring our program. I am looking forward to increase the number of staff in the program.
- Two factors make this question problematic. One, because of inclusion initiative, there is a belief that, if sufficiently trained and educated, general Ed teachers “would be able” to teach any and all linguistically and academically diverse and/or disadvantaged student populations.
- OCR demands.
- No need. ESL teachers.
- This is a possibility that we will need to increase support in the district.
- Again, need is the factor, not state mandates.
- Our bilingual population is stable at the present time.
- The district made a commitment to hire more bilingual teachers for regular classroom positions.
- We have always wanted good, qualified bilingual endorsed teachers, but have not been able to hire any in the last 12 years. (We have two).

Program Administration and Legal Compliance

The next five questions sought to gauge the influence of state policies on local district decisions regarding programs for language minority students. At issue was the role of the state as compared to that of local districts and that of the federal government. Michigan state policy in this area has moved from direct regulation to a less intrusive one of providing incentives to districts that provide bilingual instruction. What did local administrators think of the recent change in Michigan policy and how aware are they of the new policies? Finally, what was the relative power of state regulations, whether mandated or otherwise, compared to the civil rights protection provided by the constitution to students of limited English proficiency?

13. The new state law makes the administration of the program easier.

As indicated on Table 13 and on Figure 13, eight or 14.3% of respondents strongly disagreed with this statement. Nine or 16.1% of the respondents disagreed with the statement. Those in either category of disagreement totaled seventeen or 30.4%. Eighteen or 32.1% were unsure. Only six or 10.6% agreed with this statement while five or 8.9% strongly agreed. Those who either agreed or strongly agreed was eleven or 19.5%. There were ten or 17.9% who did not answer this question.

COMMENTS:

- As a non-"mandated program" our district administration (with board of education support) decrease the ESL program by two F.T.E.'s i.e., nearly 20% of contracted teachers because the bilingual/ESL program is a non mandated program.
- I am not familiar with the new state law.

- Unfortunately, “damaging mindsets and opinions” promulgated by the media, interest groups, and uniformed, narrow thinking individuals within and outside the school district, make recognition of the administrative demands of a program of this size (with such a concentration of high-needs bilingual students, an obscured and devalued situation. This is primarily because of a recently developed approach which consolidates the administration of all special problems, based on funding, and is overseen by only one or two central office staff, who decide how money will be used and who will indeed “administer” the program(s).
- Difficult to administrate with little or no funding.
- More difficult because no state funds are available to support the need of LEP students whose needs and numbers are growing.
- Too early to tell.
- No noticeable difference.
- Agree. Including the option of spending zero time on them.
- There are fewer intrusions, which will save us time. I can see how some districts might cut services, but we will do what is best for our community.
- Many bilingual administrators around the state have had combined job descriptions and were not always pedagogically proficient in the area of second language acquisition.

14. The state law changes will have very little effect in the way bilingual education

is provided in our district.

As indicated on Table 14 and Figure 14, only two or 3.6% of respondents strongly disagreed with this statement, and there was only one or 1.8% who stated that he disagreed. The combined total of the two categories of disagreement is three or 5.4%. Fifteen or 26.8% indicated that they were unsure. Twelve or 21.4% strongly agreed with the statement and nineteen or 33.9% strongly agreed. The combined total of administrators who agreed or strongly agreed with this statement was thirty or 55.3%. There were seven or 12.5% who did not answer this question.

COMMENTS:

- If reasons stated above we have initiated alternative delivery models.
- I hope it has a positive impact in bilingual ed.

- State laws and previous mandate have had little effect since budgetary conditions and fiscal demands on such a small district, have reduced any and all possibilities for augmenting program services or hiring “specialized” bilingual staff.
- The state has been found to be out of compliance with OCR, our district wasn't.
- We do the best we can with the pittance we receive for funding per student.
- We are still under federal mandate.

15. Training about the state regulations has been adequate.

As indicated on Table 15 and Figure 15, fifteen or 26.8 strongly disagreed with this statement affirming the adequacy of state training in the area of bilingual education. Twelve or 21.4% disagreed. The combined total in both categories of disagreement was twenty seven or 48.2%. There were ten or 17.9% who selected unsure about the issue of training provided by the Michigan Department of Education following the changes in the bilingual education law. Five or 8.9% agreed with the statement and four or 7.1% strongly agreed. The combined total of both categories of agreement was nine or 16%. There were ten or 17.9% who did not respond to this question.

COMMENTS:

- We are in the dark as far as I'm concerned—changes seem to be driven by political rather than “kid” issues—same ole same ole...
- I haven't had such a training. Where can I get that training?
- Hopefully this will change, due to federally driven OCR compliance based program review of improvement initiatives—which require district wide training of staff and information dissemination plans.
- Only if I do it. MDE support has been inadequate for years.
- The state has treated us as if we didn't exist, let alone training.
- Training needs to be offered closer to district and be of better quality.
- Especially this past school year. Prior to 97-98, meetings and communication were above average. This year—one meeting in the fall.

16. The Office for Civil Rights has reviewed our program for limited English proficient students.

As indicated on Table 16 and Figure 16, a majority of respondents—twenty three or 41.1% strongly disagreed with this statement. Six or 10.7% disagreed. The combined total for the two levels of disagreement with this statement was twenty nine or 51.8%. There were four or 7.15 who were unsure about this statement. Only four or 7.1% of respondents agreed with the statement and thirteen or 23.2% strongly agreed. The total of the agreement categories was seventeen or 30.3%. There were six or 10.7% who did not answer this question.

COMMENTS:

- We work with the Office of Civil Rights but I do not think we have had a program review.
- No, and I hope they won't.
- Not specifically for LEP but OCR is very involved in our district.
- Yes, and we are in compliance—we are in the process of establishing an agreement.
- Yes, we have an agreement that we entered into after a community complaint was filed.
- Yes indeed! Still in progress...
- We needed to write a handbook of policies and procedures, and to implement training for “specialized” staff—i.e. regular classroom teachers with LEP students.
- It has not reviewed us. The “apprehension” about a possible audit has

helped me more as an administrator to insure that program services to LEP students continues.

- They told us we were on the right track with our goals.
- We are scheduled for OCR review in October, 1998.
- But only as to how it relates to vocational education activities, admission and language appropriate materials. As most of our students and parents are only “oral/aural” Spanish, having signs and handbooks printed in Spanish is of only questionable value... Obviously, if our migrant students want to be in vocational programs, they are not allotted a slot, perhaps justifiably so. However, local resident Hispanic students are not actively recruited for vocational schools.
- Yes, 3 years ago.

17. Federal requirements are more stringent than those of the Michigan Department of Education.

As indicated on Table 17 and Figure 17, only three or 5.4% strongly disagreed with this statement. Even fewer—two or 3.6%—disagreed. The combined total in disagreement was five or 9%. A large number of respondents—nineteen or 33.9%—were unsure on this question regarding the severity of federal requirements as compared to those of the Michigan Department of Education. Seven or 12.5% agreed with the statement and seventeen or 30.4% strongly agreed. The combined total of respondents who were in agreement was therefore thirty four or 42.9%. There were eight or 14.3% who did not respond to this question.

COMMENTS:

- I feel the mood in Lansing is that they would like to wish LEP and other high need educational needs away.
- The state of Michigan needs to do more for Bilingual Education.
- I/WE who are directly involved in the management and implementation of program know this (federal requirements are more stringent). The question is, to what degree will “stringency” of all requirements, impact and set in the minds of those who hold/control purse strings and, what will this all mean at the classroom level where quality learning and teaching should and must take place.
- Not totally sure.
- It should be. The state is careless and reckless.

18. The new English as a second language endorsement will allow us to hire more qualified staff.

As indicated on Table 18 and Figure 18, six or 10.7% of respondents indicated that they strongly disagreed with this statement. Thirteen or 23.2% expressed disagreement. The total of the two categories of disagreement was nineteen or 33.9%. There were six or 10.7% of respondents who were unsure about this statement. Six or 10.7% expressed agreement with this statement while five or 8.9% said they strongly agreed. The total in both agreement categories was accordingly fourteen or 25%. That is to say, one quarter of the administrators responded affirmatively and so believed that indeed the new English as a second language endorsement will allow more hiring of qualified staff. There were five or 8.9% who did not respond to this question.

COMMENTS:

- Five years ago yes! Average funded districts will be hard pressed to meet much in the way of diverse needs—they will not have problems finding employment if they move to more education friendly states.
- I have always looked for qualified bilingual teachers that are familiar with the culture and language of the students they work with.
- Salary and Benefits will attract teachers—So few teachers and it will go to the district of highest bidding.
- I am not quite sure about this. I still believe that the Universities need to provide programs to get Bilingual Endorsements. There are only a few Universities in the state which provide this program.
- Unfortunately, the hiring of any staff (chiefly certified teachers) to service our large K-12 LEP population has not occurred for a long time. Title one has attempted to take staff/pay for staff from our department, but these “bilingually fluent” staff are required to service all students—therefore, focused, intensive instruction to LEP kids in mainstream classrooms is lost or not done!
- Present staff is already endorsed, or would qualify for endorsement. The new endorsement would allow more latitude in the hiring of new staff—if and when it is needed.
- Maybe.
- No. There is no funding attached.

- If they become available—I have been in need of staff for years!
- There is no evidence to support an increasing number of ESL teachers in the teaching pool. Yet, the endorsement was designed to increase ESL teachers to help our state's 30,000 LEP students.
- Perhaps in time.
- We follow federal guidelines as much as state guidelines. We use the rules, but have followed civil rights laws as much as anything. Our ESL program is incorporated into our Title I program because of the lack of ESL funding. We also use district funds.
- This may be true in more urban areas near major universities, but I believe it will take a long time to filter into rural areas.
- We will see!
- It will increase but not because of anything done by the state (same as #10).

Cross tabulation Analysis

Chi square analysis techniques were used on the independent variable LEP enrollment projection. This statistical analysis were used as a means of answering questions about associations or relationships between individuals' responses to questionnaire questions and the characteristics of the subjects in the study. In these Chi square analysis there was one independent variable that was divided into two or more categories (characteristics of the subjects) and one dependent variable (individuals' responses to questionnaire questions). A sample of 56 subjects formed the total number of categories in the characteristics that were compared to the individual survey questions.

The Chi square statistical test compared the reported or observed frequencies with a theoretical expected frequency. In the present study, it was expected that the frequencies in each category of the selected characteristic of the subjects would be the same when compared to individual responses to questionnaire questions. In other words, there was no difference in the number of subjects' responses to individual questionnaire questions among the categories of the selected characteristics.

To obtain the level of significance at the $p < .05$ level, the Chi square value X^2 was calculated utilizing the Statistical Package for the Social Sciences (SPSS) release 4.1 for IBM VM/VCMS at Wayne State University.

The question coding manual (Appendix C) reveals the way the data were organized and categorized for statistical analysis. The contrast attained the .05 level of significance when the following comparisons were made: LEP student enrollment and questions 6, 8, 11, 16 and 17. A detailed presentation and the result of the Chi square analysis of the variables follows:

1. A Chi square analysis compared the relationship between LEP student enrollment projection and an expected increase in parent involvement in classrooms.

Table 19 (question 5) shows that a positive but not a statistically significant difference was found when these variables were analyzed, $X^2 = 16.201$; $p < .094$. Districts that expected an increase in LEP student population were about evenly divided on future increase in the involvement of parents in their children's classrooms. However, districts that expected no change in LEP student population 55.1% either disagreed or strongly disagreed with the statement that parent involvement will increase while only 1 subject (3.4%) agreed. In other words districts that expect an increase in LEP students are divided in their

anticipation of parent involvement in classroom, but districts that perceive a stable LEP population expect no increase in the level of parent involvement.

2. A Chi square analysis compared the relationship between LEP student enrollment projection and a continuation of the Bilingual Parent Advisory Council with local guidelines. Table 20 (question 8) shows that a statistically significant difference was found when these variables were analyzed, $X^2 = 31.583$; $p < .05$. Twenty eight percent of districts that expected an LEP student enrollment increase disagreed or strongly disagreed with the statement that the Parent Advisory Council will continue with local guidelines. Fifty one percent of districts that expected no change in LEP student enrollment disagreed or strongly disagreed that the Bilingual Parent Advisory Council will continue with local guidelines. Forty eight percent of districts that expected an increase in LEP student enrollment agreed or strongly agreed that the Parent Advisory Council will continue with local guidelines. Thirty seven percent of districts that expected no change in LEP student enrollment agreed or strongly agreed with this position. In other words, districts expecting more LEP students also expected more parent involvement on a formal basis from a Bilingual Parent Advisory Council.

3. A Chi square analysis compared the relationship between LEP student enrollment projection and an increase in ESL instruction. Table 21 (question 11) shows that a statistically significant difference was found when these variables were analyzed, $X^2 = 18.111$; $p < .053$. Administrators of districts that expect an increase in LEP students do not expect an increase in ESL instruction by a 36% margin (includes both strongly disagree and disagree) while district administrators who predict no change in enrollment predict no ESL increase by a margin of 34 %. The disparity is greater between these

groups is we look at the number who predict an increase in ESL instruction. A total of 44% of those who expected more LEP students also expect an increase in ESL instruction compared to 27.5% of those who foresee no change in enrollment.

4. A Chi square analysis made a comparison by LEP student enrollment projection to examine perceptions about whether federal requirements are more stringent than those of the state. Table 22 (question 17) shows that a statistically significant difference was found when these variables were analyzed, $X^2 = 22.751$; $p < .05$. Administrators who expected an increase in LEP enrollment agreed by a margin of 64% that federal requirements for LEP services are more stringent than state requirements. Those who did not expect an increase in enrollment agreed also but by a smaller margin of 24%. We note that 12% of the district administrators from with growing LEP populations were unsure compared to 51 % of those expecting no change in LEP student enrollment.

5 . A Chi square analysis made a comparison by LEP student enrollment projection to see if state guidelines allow more hiring of ESL teachers. Table 23 (question 18) shows that a statistically significant difference was found when these variables were analyzed, $X^2 = 18.047$; $p < .054$. By a margin of 36% administrators who expected LEP enrollment growth also see more hiring of ESL teachers, while 17 % agreed that hiring of ESL teachers is easier now in districts with no anticipated enrollment increases.

CHAPTER V

DISCUSSION AND CONCLUSION

Chapter V summarizes the results of the data collected from the questionnaire mailed to 104 school district administrators of bilingual education programs. This instrument was used to respond to the research questions introduced in the first chapter of this study. The results are discussed in this chapter in relation to the research questions.

The purpose of this study was to examine the change in bilingual education policy in the state of Michigan from the perspective of local school districts. This change in state policy regarding students of limited English proficiency has implications for parent involvement, the hiring of bilingual teachers, and the choice of bilingual instruction over English as a second language methodologies.

The research design involved using a coding manual to organize data for statistical analysis. Descriptive statistical procedures, including frequency tables and bar graphs, were developed to illustrate data for interpretation. Also inferential statistics were used, specifically Chi square, for comparative analysis of relationships between respondent characteristics and answers to research questions.

The background study of the literature provided the basis for this study and the research questions. It was revealed that the academic performance of limited English proficient students, Hispanic and of other ethnic descent, continues to be a major issue of educational equity and pedagogy. The issue of bilingual education in particular has been a serious political crisis since its inception as part of the post civil rights national reform. The resulting impact in Michigan and other states is an area of much interest and little documented fact. Given the paucity of empirical data or theoretical models to address this

issue, a case study approach was taken in order to place this issue in the context of Michigan school districts.

The background review inclined open ended interview of a very but influential set of educators who participated in the introduction of bilingual education in Michigan. This provided some first hand accounts of the issues and the forces that existed in the years following the passage of the first national bilingual education act (Title VII of ESEA). The demographics of the United States is dramatic evidence of the tremendous growth of the language minority population in American public schools. Much controversy surrounds the issues of language minority rights. The controversy, generally appears in the literature in terms both academic and polemical studies around issues of assessment, parent involvement, first and second language acquisition, and the use of bilingual methodologies. However, it is also clear that the politicization of bilingual education was inherent in its inception as a response to parent and community pressure from Hispanic, Arabic and Asian communities.

General and Specific Observations

Five research questions were formulated based on the purpose of the study. Responses to the questionnaires were correlated to the research questions. These questions were:

1. What forces led to the development of Michigan's Bilingual Education Law?
2. Has the change in Michigan's Bilingual Education Law resulted in a change in the administration of local district bilingual programs in local school districts?
3. Has there been a change in parent involvement as a result of the new state requirements for bilingual education?

4. Has there been any change in the hiring of bilingual teachers in local school districts?
5. Was there any relationships between the characteristics of the subjects and answers to the questionnaire?

The responses contained in the returned questionnaires, and the notes from the open ended interviews of selected advocates, were used to clarify and amplify the respondents answers. The surveys were compiled, and questions referenced to research questions to which they were associated. They were analyzed statistically and comments reviewed inductively. First the data will be discussed followed by a comparison of findings and comments.

Research Question 1. What were the forces that led to the development of Michigan's Bilingual Education Law?

The introduction and review of the literature sections of this study identified the demographic shift in public school population towards of language minority students as one important force which led to the development of bilingual education. Michigan population changes mirrored this national trend if to a lesser degree. Another factor that led to bilingual education laws in Michigan, as well as in other states, is the well documented and alarming deficit in academic performance of Hispanic and other language minority students. These social factors resulted in a movement among parents and educators who coalesced and demanded political power and attention to the needs of language minority students. In the context of the civil rights movement we see a fight for equal education opportunity for all racial minorities. In the case of Chinese, Arabic, and Spanish speaking communities, legal remedies in the courts and in the legislative houses

served to bring resources and requirement to the plight of language minority education.

The substance of this question, made to individuals with a long history of involvement with bilingual education in Michigan, is to provide a context for the bilingual education state requirements enacted in 1976. Responses to the open ended "Policy Makers Interview Questions." Appendix E are summarized and major themes or repeated opinions are presented below. An attempt was made to use a chronological approach and to avoid the repetition of similar comments. As a result, the narrative is rather anecdotal and mainly serves to provide a historical context. The personal reflection of nine individuals are included in the summary below. The make-up of the group is as follows: the ethnic composition is two Arabic, four Hispanic and three of Anglo background. The professional background of these individuals included a former state board member, a Michigan Department of Education Official, four college professors, two local school district administrators, and one community advocate.

According to one subject, the first step to the introduction of a state law in Michigan actually began in Detroit. That district, which has the largest concentration of LEP students in Michigan, saw community based protests calling for bilingual education led by the Hispanic and Chaldean communities as early as 1973. Several districts, including Detroit, Grand Rapids, Pontiac, and Flint applied and received federal Title VII Bilingual Education grants even before the state of Michigan enacted a bilingual law. In 1974 a task force was created by the Michigan Department of Education to develop a bilingual program. The law in Massachusetts was copied almost in its entirety. A team from the task force visited the Massachusetts department of Education in anticipation of legal changes in Michigan. The board of Education at that time allowed the task force to

develop policy recommendations but did not really understand or support them, according to one source.

The first chairperson of the Bilingual Education Task Force pointed out that there was opposition to bilingual education in the early years and that, “We won the battle but we have not won the war.” Another member of the State Task Force reminds us that the failure of public schools to graduate Hispanic students was a major motivation for the advocacy efforts he made. He cited drop-out rates for urban centers which in 1967 were alarmingly high : Pontiac 91.2%, Saginaw 69.3%, and Grand Rapids 81.7%. An office of Hispanic Education was one of the earliest accomplishments of the Hispanic advocacy and this office was pivotal in the development of bilingual education in Michigan. This community advocate added, “We need more parents, they are the key to the struggling.”

Another member, who served on the State Board of Education, claimed that, “The battles are still the same.” He also observed an improvement (referring to limited English speakers) in academic achievement, “A lot more youngsters are graduating and moving to colleges. Teacher Aides are now teachers.” He added that we owe a debt of gratitude to individuals who have passed away, including Silvestre Acosta, Joe Benavides, and Adolf Ayala.

A professor of education, who is a member of the Arabic community of Detroit, said that 1972 marked the initial process of innovation in Michigan. At that time she added, “We were prohibited from using our native languages, now we are moving into the twenty first century and xenophobia still exists. She added, “Twenty five years ago—over months—we gathered to hammer out the law—Carlos Falcon with a passion for children, spent nights assembling more than 2000 person in the first Latino education conference at

Eastern Michigan University.”

A member who also developed a university teacher training program called the Michigan law, “a political solution to an educational problem.” He credits the Michigan La Raza Advisory Committee and the Hispanic Education Office for supporting the first bilingual education law. He mentions two state officials who worked well with education advocates at that time, Ray Padilla and Joe Benavides. He also credited two legislators who understood and supported bilingual education at that time, Dave Hollister of Lansing, and Dale Kildee of Flint. The efforts of many Hispanic community members, including Martin Morales of Grand Rapids and John Dominguez of Hartford, Renato Gonzalez of Albion, and Pablo Ruiz in Saginaw. He lamented that “...as soon as we got bilingual education (P.A. 294) we softened the advocacy.”

A Michigan Department official who was involved in the first Office of Bilingual Education in Lansing mentioned the federal Title VII program, the La Raza Advisory Council, and a Bilingual Education Advisory Committee as forces in the early implementation of a state Bilingual policy. According to him, “There was no real opposition at that time in Michigan.” He credited John Porter, who was State Superintendent, for the “Push for civil rights and equity, and a more significant role for the state department of education in this area.” Michigan developed a bilingual law as part of a national movement since, “bilingual education had been in existence since 1968.” He cited as problems the area of enforcement and the lack of clarity about the role of bilingual teachers.

The state official observed that the recent change in bilingual law was a result of the Headly amendment which now required full funding for any state mandated program,

as well as, “the Engler administration and the state board’s reluctance to use mandated categorical programs.”

Research Question 2. Has the change in Michigan’s Bilingual Education law resulted in a change in the administration of bilingual programs in local school districts?

Although this case study did not focus specifically on the constitutional issue of the state role in public education, certainly we can recognize a move away from mandating programs in general at all levels of government.

Five questions addressed this issue from various perspectives. The consensus of responses seemed to support the view that the State of Michigan policy toward bilingual education had a minimal influence on the administrative decisions of local school districts.

Question 13 (illustrated by Table 13 and Figure 13) asked if the administration of bilingual programs had been simplified for local districts. A total of 30.4% strongly disagreed or disagreed that program administration had been simplified, while 32.% reserved judgment and said they were unsure. A total of 19.6% agreed or strongly agreed.

Comments to this question supported the tabulated responses with a variety of observations. The following supported the idea that administration is not easier, “I am not familiar with the new state law;” “Too early to tell;” “More difficult because no state funds are available to support the needs of LEP students whose needs and numbers are growing.”

Other responses noted that fewer regulations may make administration easier, “Agree. Including the option of spending zero time on them;” “There are fewer intrusions, which will save us time.”

Question 14 (illustrated in Figure 14 and Table 14) asked if respondents agreed

with the statement, "State law changes will have very little effect in the way bilingual education is provided our district."

Respondents either agreed or strongly agreed with this view by a margin of 55.3% while 26.8 % were unsure. Only 5.4% responded that they either strongly agreed or agreed with this statement. This was perhaps the greatest area of agreement for this group of administrators. They expressed the opinion that local district programs were not dependent on the changes of policy announced by the Michigan Department of Education.

Comments supporting this question were exemplified by the following selections, "State laws and previous mandate have had little effect since budgetary conditions and fiscal demands on such a small district have reduced any and all possibilities for augmenting program services or hiring 'specialized' bilingual staff;" "The state has been found to be out of compliance with OCR, our district hasn't."

Question 15 (illustrated by Table 15 and Figure 15) asked administrators if the training provided by the state on the new bilingual law has been adequate.

A total of 48.2% respondents disagreed or strongly disagreed that state training had been adequate. There were also 17.9% who were unsure, and only 16% who agreed or strongly agreed that state training efforts have been adequate.

Comments to this question supported the view that training was not adequate, "We are in the dark as far as I'm concerned..;" "I haven't had such a training. Where can I get that training;" "Only if I do it. MDE support has been inadequate for years."

The entire educational system in America must conform to constitutional rights and civil rights requirements added as part of the civil rights act of 1964. Question 16 (illustrated by Figure 16 and Table 16) asked if the Office for Civil Rights (OCR) had

review the local school district regarding services to limited English proficient students. As the data below supports, the federal government has been quite active in Michigan in an oversight of LEP services. It may be surmised that this influence has tempered the effect of Michigan's retreat from a mandatory bilingual education policy.

A total of 51.8% either strongly disagreed or disagreed with this statement, which indicated that most districts had not been reviewed by OCR authorities. It was interesting that 7.1% were unsure about OCR monitoring of their services to LEP students. Finally, there were 25% of district who agreed or strongly agreed that OCR had indeed monitored their district.

Comments reflected the importance given to OCR in most local school districts, even those not yet reviewed by OCR: "No, and I hope they won't;" "Yes, and we are in compliance...;" "It has not reviewed us. The 'apprehension' about a possible audit has helped me more as an administrator to insure that program services to LEP students continues;" "We are scheduled for OCR review in October, 1998."

The final question regarded compliance issues is question 17 (illustrated by Table 17 and Figure 17) which asked respondents if they agreed that federal requirements were more stringent than those of the Michigan Department of Education. The responses left very little doubt that the state is less demanding and less vigilant with respect to the education of language minority students.

Only 9% responded in disagreement or strong disagreement with this statement. There were more, 33.9% who were unsure about the relative power of state and federal requirements. The total in strong agreement and agreement with this view was 42.3%. Clearly, local officials saw the federal requirements were more stringent.

The comments served to clarify this view in the area of compliance, "I feel the mood in Lansing is that they would like to wish LEP students and other high need educational needs away;" "The state of Michigan needs to do more for Bilingual Education;" "It should be. The state is careless and reckless."

Research Question 3. Has there been a change in parent involvement as a result of the new Michigan state requirements for bilingual education?

The requirement for a local district Bilingual Parent Advisory Council was deleted in the 1996 Michigan Bilingual Education Act. Five items in the questionnaire focused on parent involvement. The research in the area of parent and community involvement is clear on the need for parent involvement in general and of the particular need in the case of parents who are either immigrants or of indigenous language minority communities. Question 5, Table and Figure 5, summarized the response to the question of whether parent involvement in program planning would increase. The response to this question can be summarized as follows, the spirit is willing but the flesh is weak. Expressed frustration with a low level of parent involvement is a constant theme throughout the comments which supports the question analysis. There were 41.1% of respondents who did not anticipate an increase, 21.4% were unsure, and only 26.8% agreed that an increase was anticipated. The comments illustrated this skewed response. One subject pointed out a movement away from involving parent at the district level toward involvement at the school level. At the same time that the responsibility for getting parent input moved to the school principal and away from a central office bilingual education specialist, was the recognition of the difficulty in getting parents of LEP students involved, "In urban populations as ours, parental involvement is very limited. Parents expect the schools to

handle problems.” A similar view was expressed by another subject, “Historically in this district, LEP parents/households have not been politically mobilized and/or equipped to involved in program planning...There seems to be a commitment to continue to attract parent input;” “We have tried to get parents involved but when decisions are necessary, they do not seem to follow through...;” and “We are making a conscious effort at enhancing parent involvement.”

Question 6, Figure 6 and Chart 6, summarized the responses to a similar question about whether parent involvement in the classrooms would increase as a result of the change in the bilingual education policies in Michigan. The data did not support the idea that parent involvement was increased. In fact, 71.5% of respondents either disagreed, strongly disagreed, or were unsure about anticipating increased parent involvement in classrooms. Only 17.9% actually agreed or strongly agreed that, as a result of the new law, parent involvement would increase at the classroom level.

Comments regarding classroom participation reflected the same concern expressed in the previous question for low levels of parent involvement in the planning process, “Parents have never felt really connected or accepted at many schools;” “We have had difficulty getting parents in...They are beginning to attend our family events in greater numbers, however;” “No change predicted that can be attributed to policy changes.”

The requirement for a formal Parent Advisory council, which was part of the original bilingual law in 1976, was eliminated in 1996. This reflected a general trend in government deregulation as seen by the elimination of a similar advisory council and parent signatures in the federal Title VII Bilingual Education Program. Mixed responses to Question 7 (illustrated in Table 7 and Figure 7) which asked if the local PAC was

eliminated suggested that there would not be wholesale demise of bilingual parent councils. A total of 57.1% either disagreed or strongly disagreed that councils would be eliminated. However, 31.1% of subjects either were unsure, agreed or strongly agreed that councils at their districts were eliminated now that they were not mandated.

Comments were mixed, ranging from “We continue functioning” to “No council-no need.” Two respondents mentioned the influence of the U.S. Department of Education Office for Civil Rights (OCR) as a motivation to continue with an organized parent advisory council of some kind,

There is hope, however, that with the current OCR based initiatives/requirements, we hope to ‘reconstruct’ an advisory body, comprised of all key players, at all district and community level to review/re-examine equity and quality of both bilingual programs and general Ed programs in which LEP students are chiefly enrolled;

“We are scheduled for OCR review in October, 1998.”

Question 9 (illustrated by Table 9 and Figure 9) asked if state policy change would result in a decreased level of parent training. This questions revealed a local commitment to parent training, at least as expressed by bilingual program administrators. Forty one percent of respondents either disagreed or strongly disagreed with the statement that state law changes would result in parent training decreases. There were 19.1% who were unsure, however, and 26.6% who agreed or strongly agreed that there would be a decline in the level of parent training.

Comments reflected the idea that the state bilingual policies do not dictate to local districts in this area, “Adult ESL cutbacks have resulted in decreased parent training/education. This is independent of any changes in Bilingual Ed. policy,” “Our district is providing it regardless of what the state policy is;” “It will have no effect on

parent training.”

Research Question 4. Has there been any change in the hiring of bilingual teachers in local school districts?

Question 12 (illustrated by Figure 12 and Table 12) sought to determine if state requirement changes would result in any change in the hiring of bilingual teachers. Since bilingual endorsed teachers were required by law in the past, the question asked if state law changes would increase demand for bilingual teachers.

A total of 44.6% either strongly disagreed or disagreed that there would be an increased demand for bilingual teachers, another 21.4% were unsure. On the other hand, 33.9% either strongly agreed or agreed that given the bilingual law changes there would be an increased demand for bilingual teachers. What is the reason for this mixed set of responses? The comments helped to explain this disparity. Some simply disagreed with the idea that state policy changes will lead to changes in local district personnel needs, “Again, need is the factor, not state mandates;” “Our district made a commitment to hire more bilingual teachers for regular classroom positions;” Others recognize the needs of limited English proficient students but seem concerned about future bilingual staffing increases, “We have always wanted good qualified bilingual endorsed teachers, but have not been able to hire any in the past 12 years. (We have two);” “There is the possibility that we will need to increase support in the district;”

Two factors make this question problematic. One, because of inclusion initiative, there is a belief that, if sufficiently trained and educated general Ed. teachers ‘would be able’ to teach any and all linguistically and academically diverse and/or disadvantaged student population.

“Good districts will continue to seek out well trained/educated individuals—most well educated bilingual educators will be in demand, in other states if not ours;” “no need, ESL

teachers.”

Research Question 5. Has the change in Michigan’s Bilingual Education Law resulted in corresponding changes in the curriculum and instruction policies in local district bilingual education programs?

A majority of respondents (51.8%) said they did not think bilingual instruction would increase as a result of state law changes (Figure 10 and Chart 10). Most of the others expressed uncertainty about the future of bilingual instruction. Comments to this effect included, “I feel a great pressure will be put on the LEP students who cannot ‘get it’ with little or no help;” “Bilingual instruction in our district has always been more of a translation service...;” “Funding is far to inadequate.”

Clearly then we can conclude that one of the results of making bilingual education voluntary is that there will be less of a reliance on this methodology in Michigan schools. However, upon a review of the comments we see there is another interpretation of these responses. Some commented that decisions about the use of bilingual instruction will not be based on state policy but rather on the needs of students. Future increases in bilingual instruction is supported by some comments, “Commitment by the district not state. the State does not reimburse at the level it cost the district;” “It will increase but not because of anything done by the state;” “Our bilingual program is dictated by need. We provide services to all students who need it regardless of state requirement changes.”

In other words, there seems to have developed a commitment to bilingual education in some districts. In some cases other sources of policy and funding support is cited in contrast to the retreat from bilingual education reflected in the Michigan Department of Education, “What we are seeing is a greater need to capture a share of the

aid and funds available in compensatory/at risk grants available to the district as a whole. And, with central and local administrators involvement, to earmark part of the funds for LEP services.”

Question 11 (illustrated by Figure 11 and Table 11) asked a corollary question about the impact of Michigan’s new law on plans to increase the use of English as a second language instruction for limited English proficient students. The data tended to support the conclusion that the new law inhibited the use of ESL instruction in some cases, and in others had very little, if any, relevance to instructional decisions.

A total of 37.5% either strongly disagreed or disagreed that there would be an increase in ESL instruction as a result of the voluntary bilingual education law in Michigan. Another 21.4% were unsure and 33.9% either agreed or strongly agreed that there would be an increase in the use of ESL instruction.

The comments focused on student need as a motivation for selection of instructional methodology over state requirements, “It will increase but not because of anything done by the state” “Our ESL instruction is increasing because of need, not because the state endorses it” “We have always had a very strong ESL program and it is steadily but surely increasing.”

Research Question 6. Is there any relationship between item responses and characteristics of the subjects?

Chi square analysis indicated an association between LEP enrollment projections and questions regarding the following issues: (1) parent involvement in the classroom, (2) the continuation of the Bilingual Parent Advisory Council with local guidelines, (3) expected increases in the use of ESL instruction, (4) the relative strength of federal

compared to state guidelines on instruction of LEP students, and (5) and the impact of new state guidelines on the future hiring of ESL teachers in local school districts.

With respect to parent involvement, district administrators who predicted an increase in LEP enrollment expected an increase in parent involvement at the classroom level compared to districts that predicted no change in LEP enrollment. Similarly districts that anticipated more LEP students were more likely to continue working with a bilingual parent advisory council compared to districts that were not expecting an increase in LEP students.

With respect to curriculum and instruction there was a relationship between LEP enrollment projections and the plans for ESL instruction. More district administrators who predicted an increase in LEP students planned increase in ESL instruction than those in districts who foresee no change in enrollment (44% to 27.5%).

On the question of the compliance with state versus federal requirement for services to LEP students, there was an association by the size of LEP enrollment projections. More administrators from districts with gains in LEP enrollment agreed that the federal requirements were more stringent than Michigan requirements compared to respondents who did not expect LEP population growth (64% to 24%). In other words, district administrators that expected LEP student population increases were more confident and aware of compliance requirements.

Finally, there was an association between enrollment projections and views on the impact of state requirements regarding ESL certification of teachers. A greater percentage of administrators from districts expecting increasing LEP student numbers agreed that state regulations will lead to hiring of more ESL teachers compared to those with stable

LEP enrollments(36% to 17%). Perhaps the increase in population tends to focus the attention on future staffing to meet those needs.

Educational Implications and Recommendations

This study focused on the Michigan Bilingual Education Act, the recent changes made in this law, and the perceived consequences as expressed by those who have the responsibility for local district bilingual programs. What are the lessons educators at the local and state levels can take away from the data and the comments that have been compiled in this study? In the following section key implications and recommendations are presented from the point of view of state level policy makers. However the findings and comments may also serve to guide local district planning. This is because many of the responses and comments represent needs which can be attended to at the school, local district, and state levels.

In this section, a review of findings of the study and relevance to policy decisions will be presented. The research questions will serve to outline the findings and implications. This format was selected in order to allow for each research question to be examined independently of the others. A possible way for this section to be used is to identify which questions are of relevance or interest to a particular issue, or to a local school district priority, and then to examine the findings and comments of this study in the light of pertinent real life situations. In this section the author has taken the statistical findings and interpreted them in light of the comment collected from the questionnaire. It was an attempt to provide a critical view of the findings, and to extend the consistent themes reflected by the respondents in the field to pressing issues faced by local district administrators and state department officials.

Research Question 1: What forces led to the development of Michigan's Bilingual Education Law?

Implications: At the time of the introduction of bilingual education in Michigan there was a great deal of community advocacy focused on the problems of language minority students in Michigan schools. In 1976, Michigan was in the national limelight for its early efforts to develop, fund, and evaluate bilingual programs.

Recommendation: State government should increase support for state and local advocacy and program development efforts. Ethnic communities as well as bilingual program staff can serve as importance sources of expertise for future school improvement programs.

Research Question 2: Has the change in state law resulted in a change in the administration of bilingual programs?

Implications: Over 80% of bilingual program administrators who responded were either in agreement with the statement that state policies have very little effect on local program planning. The majority did not see a clear advantage in the simplification of requirements, and a third remain undecided about the implications of the new law. Finally, 48% saw training on new regulations to be inadequate and another 18% are unsure. Over 52% of districts have had formal involvement with the Office for Civil Rights on issues of language minority students. There is apprehension about what the implications of future OCR activity for their districts. Finally, 42 % see federal regulations as more stringent than those of the state and another 34% are unsure. This is a reflection of two factors revealed in the comments, first the state has not been forcefully in leading the development of programs in bilingual education, and second there is more focus on local community and

staff commitment to bilingual education. The major implication for state policy makers is that today there is a call for assistance to well established programs as well as to new and struggling programs.

Recommendation: If the state wants to take a leadership position in the education of language minority students , major program enhancement and staff development initiatives are required. Such initiatives will only be well received if a commitment to equity as well as to excellence is clear. State policies and services will have relevance if they leverage funding and recognize important differences among districts with respect to bilingual and ESL program needs.

Research Question 3: Has there been any change in the degree of parent involvement as a result of the new state requirements?

Implications: The data tend to support the view that the involvement of language minority parents in the decisions about programs in low and on the decline. More alarming is the perceived decline of parent involvement at the classroom level. On the positive side, there are districts willing to continue training and parent councils regardless of state rule changes which no longer require such activities to receive bilingual funding.

Recommendation: The state must provide funding and training to districts with the goal of increasing parents involvement in planning and in the day to day classroom activities of their children. There is a large body of evidence of the effectiveness of involving parents and model program that have show success in community outreach. Michigan Migrant and Bilingual Education programs are a good source of such experience. Adult education also has a role to play in this area.

Research Question 4: Has there been any change in the hiring of bilingual teachers in local

districts?

Implications: The data shows a slight decline in plans to hire bilingual teachers. This is tied more to funding than to policy at the state. In fact, comments strongly suggest a need for more bilingual and ESL staff than the supply can meet at this time. There is a growing population of LEP students and a recognition of the value of specialized bilingual and ESL teachers.

Recommendation: The Michigan Department of Education should provide funding and support for the training of more bilingual and ESL teachers. In service training on the implication of language and culture to teaching and program design must also be increased, and included in school improvement efforts.

Research Question 5: Has the change in Michigan's Bilingual Education Law resulted in corresponding changes in local district bilingual programs?

Implications: The data indicate that state policies has had a weak but negative effect of bilingual program development. There has been no increase in bilingual or ESL instruction as a result of new state policies. However in many cases an increase in ESL and bilingual instruction is planned as a response to student needs and to the enforcement efforts of the U.S. Department of Education Office for Civil Rights.

Recommendation: Michigan state education official must take a stronger role in monitoring for compliance with the nations civil rights laws barring discrimination based on race, ethnicity and language minority status. Programs of bilingual education and English as a second language are in need of support from the state. Coordination of existing local, state, and national resources is another important area that needs more state involvement. Finally, state plans must factor the degree of sophistication of bilingual

programs into plans for program planning, staff development, recruitment of teachers, and parent training.

Research Question 6: Is there any relationship between item responses and characteristics of subjects?

Implications: The results of the Cross tabulation analysis shows differences between districts that anticipate an increase in LEP population and those that do not. Those that have growing populations expect the new ESL endorsement to result in an increased number of teachers being hired. Districts with growing LEP populations also expect to increase the amount of both ESL and bilingual instruction. An finally, the districts that see a growing LEP students enrollment are more likely to be aware of the primacy of federal over state requirements.

Recommendations: Efforts to support the success of students of limited English proficiency must recognize the differences among district student demographics. The traditional dichotomy of urban versus rural may not be as important as the number of languages a district has or the concentration of any one language in a given school.

Limitations of the Study

One hundred and four questionnaires with cover letters were mailed to educational supervisors of bilingual programs. Fifty six were returned.

The questionnaire contained 18 questions to provide data for five research areas and a correlational analysis. One criticism was that some of the questions were not clear. Another possible limitation is that the questionnaire may have been too short. There were five items for parent involvement issues, two for instruction issues, five for program administration issues, and two for staffing decisions. There may have been a better

perspective on instruction is more items had been included. Also given that many did not respond we can suspect a possible self selection bias. This could be corrected in a replication or a similar study by allowing more time for responses or by providing the resources for more follow up calls and a second mailing to those who do not respond.

Directions for Future Research

There is much research about the second language acquisition process and evidence to support the benefits of bilingual education but not enough about the conditions necessary for successful implementation of two language programs. The focus of this study, the effect of state policy changes on local district bilingual programs is of great importance because such changes are planned or have already occurred throughout the United States. There is a move toward higher standards, integration of government sponsored programs and toward decentralization of decision making. We will need research that can tell us if these reforms are successful in meeting the needs of students who are learning English as a second language.

Future research about how local district planners respond to state and federal mandates and programs is needed to understand how government can meet the needs of a demanding global economy. The role of language and cultural diversity in education is also major social issue that will continue to grow in importance with the increase in the numbers of language minority children in our public schools.

Conclusion

Bilingual education continues to be a domain of passions and of political controversy. At odds seem to be conflicting national values of equity for a diverse population and a patriotic call for unity. Unfortunately at a time when we know much about how children

learn in two languages—they do this very easily—we seem to know less about how to organize programs for diverse language communities. The result has been a retreat from experimentation and exploration of programs that allow English language development without loss of the home language. In Michigan, under the rubric of administrative expediency, bilingual education became an option and not a requirement.

This study only begins to uncover what the past 25 years of work and advocacy for bilingual programs has accomplished in the public schools of Michigan. In spite of the fears of some that all efforts to use bilingual teachers would end, there seems to be a real commitment to the value of this program in many districts. Is this a result of academic achievement gains for language minority students? Does this resilience rest upon the vision of communities and teachers “in the trenches?” These and other questions about the continued existence of bilingual programs may some day become clear. At this point, what is clear is that the number of students who come to our schools without having mastered English is growing, and the demands for these students to reach higher standards of academic achievement are also growing. We can also be assured that the lessons about language, culture and community learned by teachers, community advocates and program administrators will be an invaluable asset to reaching the American dream of an educated democratic free society.

APPENDIX A
CODING MANUAL

VARIABLE	Survey Codes	COLUMN NUMBER
ID NUMBER Code Actual Number Question Number	SUBJECT ID NUMBER	1
1.	Size of LEP Population 1= >100 2= 100-300 3= 300-600 4= <600 9= NA	2
2.	LEP enrollment projection 1= Increase 2= No change 3= Decrease 9= NA	3
3.	Respondent level of authority 1= Superintendent 2= Administrator 3= Building Principal 4= Building Assistant Principal 5= Coordinator 6= Teacher on Special Assignment 7. Other 8. NA	4
4.	Years of Bilingual Experience 1= Less than 1 2= 1 to 3 3= 3 to 5 4= 5 to 7 5= 7 to 10 6= More than 10 9= NA	5
5.	Increased Parent Involvement in Planning 1= Strongly Disagree 2= Disagree 3= Unsure 4= Agree 5= Strongly Agree 6= NA	6

6. **Increased Parent Involvement in Classrooms** 7
1= Strongly Disagree
2= Disagree
3= Unsure
4= Agree
5= Strongly Agree
6= NA
7. **PAC Eliminated** 8
1= Strongly Disagree
2= Disagree
3= Unsure
4= Agree
5= Strongly Agree
6= NA
8. **PAC Continued with local guidelines** 9
1= Strongly Disagree
2= Disagree
3= Unsure
4= Agree
5= Strongly Agree
6= NA
9. **Parent Training will Decrease** 10
1= Strongly Disagree
2= Disagree
3= Unsure
4= Agree
5= Strongly Agree
6= NA
10. **Bilingual Instruction will Increase** 11
1= Strongly Disagree
2= Disagree
3= Unsure
4= Agree
5= Strongly Agree
6= NA

11. **ESL Instruction will Increase** 12
1= Strongly Disagree
2= Disagree
3= Unsure
4= Agree
5= Strongly Agree
6= NA
12. **Bilingual Teacher Demand will Increase** 13
1= Strongly Disagree
2= Disagree
3= Unsure
4= Agree
5= Strongly Agree
6= NA
13. **Program Administration Simplified** 14
1= Strongly Disagree
2= Disagree
3= Unsure
4= Agree
5= Strongly Agree
6= NA
14. **State law change will have little effect** 15
1= Strongly Disagree
2= Disagree
3= Unsure
4= Agree
5= Strongly Agree
6= NA
15. **State training is adequate** 16
1= Strongly Disagree
2= Disagree
3= Unsure
4= Agree
5= Strongly Agree
6= NA

16. **OCR has reviewed Program** 17
- 1= Strongly Disagree
 - 2= Disagree
 - 3= Unsure
 - 4= Agree
 - 5= Strongly Agree
 - 6= NA
17. **Federal Requirements more stringent** 18
- 1= Strongly Disagree
 - 2= Disagree
 - 3= Unsure
 - 4= Agree
 - 5= Strongly Agree
 - 6= NA
18. **ESL endorsement allows more hiring** 19
- 1= Strongly Disagree
 - 2= Disagree
 - 3= Unsure
 - 4= Agree
 - 5= Strongly Agree
 - 6= NA

APPENDIX B
INSTRUMENTS

PROGRAM ADMINISTRATOR'S QUESTIONNAIRE

Introduction: The "sunset" of bilingual education as a mandated program is the key variable covered in this interview. Your answers will be invaluable for a description of current services to students of limited English proficiency in the state of Michigan.

1. SIZE OF DISTRICT: What is the size of your district's Limited English Proficient student population?

- Less than 100.
- Between 100. and 300.
- Between 300. and 600.
- More than 600.

2. Do you expect the population of limited English proficient students in your district to:

- Increase
- Remain at current levels
- Decrease

3. RESPONDENT'S LEVEL OF RESPONSIBILITY: Please select the category the best describes your level of responsibility and authority in your district:

- Superintendent
- Administrator
- Building Principal
- Building Assistant Principal
- Coordinator
- Teacher on Special Assignment

4. YEARS OF EXPERIENCE WITH BILINGUAL PROGRAM: Please check the category that best represents the amount of time you have had responsibility for the bilingual program.

- Less than 1 year
- 1 to 3 years
- 3 to 5 years
- 5 to 7 years
- 7 to 10 years
- More than 10 years

INSTRUCTIONS:

Please rate your opinion on the following statements concerning recent policy changes in Michigan. Circle a number from 1 to 5 with 1 representing Strongly disagree, 2 Disagree, 3. Unsure, 4 Agree and 5 Strongly Agree.

5. Parent involvement will increase in the planning of bilingual education in our district.

Disagree ----- Agree
1 2 3 4 5

Comments:

6. Parent involvement in the classroom will increase for LEP students.

1 2 3 4 5

Comments:

7. Our Bilingual Parent Advisory Council has been eliminated because it is not required.

1 2 3 4 5

Comments:

8. Our Bilingual Parent Advisory Council continues to function with local guidelines.

1 2 3 4 5

Comments:

9. As a result of the new state policy parent training to language minority parents will decrease.

1 2 3 4 5

Comments:

10. As a result of state requirement changes, bilingual instruction in our district will increase.

1 2 3 4 5

Comments:

11. As a result of state policy changes, English as a second language instruction will increase.

1 2 3 4 5

Comments:

12. As a result of state rule changes, the demand for

bilingual teachers in our district will increase.

1 2 3 4 5

Comments:

13. The new state law makes the administration of the bilingual program easier.

1 2 3 4 5

Comments:

14. The state law changes will have very little effect in the way bilingual education is provided in our district.

1 2 3 4 5

Comments:

15. Training about the state regulations has been adequate.

1 2 3 4 5

Comments:

16. The Office of Civil Rights has reviewed our program for limited English proficient students.

1 2 3 4 5

Comments:

17. Federal requirements are more stringent than those of the Michigan Department of Education.

1 2 3 4 5

Comments:

18. The new English as a second language endorsement will allow us to hire more qualified staff.

1 2 3 4 5

Comments:

Thank you for your cooperation!
Please return this questionnaire in the enclosed envelope by ...

Open Ended Personal Interview Instrument

Introduction: I am conducting a study of state policy on bilingual education in Michigan. The investigation will result in a dissertation for the doctorate degree in Education at Wayne State University. This interview will document an insiders perspective of the development of the state bilingual law in Michigan. The focus is the introduction of the bilingual Public Act 294 in 1967, its intended purpose, the implementation process, and the results in local districts. The “sunset” of bilingual education as a mandated program is the key variable that will be addressed in this interview. Your cooperation with this study will be invaluable for a documentation of the historical context of bilingual education. A retrospective look at state law will enrich the description of current services to students of limited English proficiency in the state of Michigan.

Name:

Position:

- 1. Can you describe the introduction of the bilingual education law in Michigan?**
- 2. What was the basis for the successful passage of the state bilingual act ?**
- 3. What was the major problems the program experienced during its start up years?**
- 4. What were some of the major successes in your opinion?**
- 5. In your opinion what were the reasons for the rescission of P.A. 294 in 1996?**
- 6. What consequences in local districts do you anticipate?**
- 7. Do you have any final comments?**

Thank-you for taking the time to provide your time and effort to this study.

APPENDIX C
TABLES AND FIGURES

TABLE 1

Frequency Distribution and Percent of Responses of Subjects
to Question 1: Size of LEP Population.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	<100	21	37.5	37.5	37.5
	100-300	14	25.0	25.0	62.5
	300-600	5	8.9	8.9	71.4
	<600	16	28.6	28.6	100.0
	Total	56	100.0	100.0	
Total		56	100.0		

TABLE 2

Frequency Distribution and Percent of Responses of Subjects
to Question 2: LEP enrollment Projection.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	INCREASE	25	44.6	44.6	44.6
	NO CHANGE	29	51.8	51.8	96.4
	DECREASE	2	3.6	3.6	100.0
	Total	56	100.0	100.0	
Total		56	100.0		

TABLE 3

Frequency Distribution and Percent of Responses of Subjects
to Question 3: Respondent Level of Authority.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid SUPERINTENDENT	4	7.1	7.1	7.1
ADMINISTRATOR	32	57.1	57.1	64.3
PRINCIPAL	4	7.1	7.1	71.4
ASSISTANT PRINCIPAL	1	1.8	1.8	73.2
COORDINATOR	13	23.2	23.2	96.4
TEACHER ASSIGNMENT	2	3.6	3.6	100.0
Total	56	100.0	100.0	
Total	56	100.0		

TABLE 4

Frequency Distribution and Percent of Responses of Subjects
to Question 4: Years of Bilingual Experience.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid LESS THAN 1	2	3.6	3.6	3.6
1 TO 3	8	14.3	14.3	17.9
3 TO 5	10	17.9	17.9	35.7
5 TO 7	6	10.7	10.7	46.4
7 TO 10	9	16.1	16.1	62.5
MORE THAN 10	21	37.5	37.5	100.0
Total	56	100.0	100.0	
Total	56	100.0		

TABLE 5

Frequency Distribution and Percent of Responses of Subjects to Question 5: Increased Parent involvement in Planning .

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	STRONGLY DISAGREE	7	12.5	12.5	12.5
	DISAGREE	16	28.6	28.6	41.1
	UNSURE	12	21.4	21.4	62.5
	AGREE	10	17.9	17.9	80.4
	STRONGLY AGREE	5	8.9	8.9	89.3
	NA	6	10.7	10.7	100.0
	Total	56	100.0	100.0	
Total		56	100.0		

TABLE 6

Frequency Distribution and Percent of Responses of Subjects to Question 6: Increased Parent involvement In Classrooms.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	STRONGLY DISAGREE	9	16.1	16.1	16.1
	DISAGREE	16	28.6	28.6	44.6
	UNSURE	15	26.8	26.8	71.4
	AGREE	7	12.5	12.5	83.9
	STRONGLY AGREE	3	5.4	5.4	89.3
	NA	6	10.7	10.7	100.0
	Total	56	100.0	100.0	
Total		56	100.0		

TABLE 7

Frequency Distribution and Percent of Responses of Subjects
to Question 7: Bilingual Parent Advisory Council Eliminated.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	STRONGLY DISAGREE	20	35.7	35.7	35.7
	DISAGREE	8	14.3	14.3	50.0
	UNSURE	4	7.1	7.1	57.1
	AGREE	7	12.5	12.5	69.6
	STRONGLY AGREE	7	12.5	12.5	82.1
	NA	10	17.9	17.9	100.0
	Total	56	100.0	100.0	
Total		56	100.0		

TABLE 8

Frequency Distribution and Percent of Responses of Subjects
to Question 8: Parent Advisory Council Continued with Local Guidelines.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	STRONGLY DISAGREE	11	19.6	19.6	19.6
	DISAGREE	6	10.7	10.7	30.4
	UNSURE	5	8.9	8.9	39.3
	AGREE	12	21.4	21.4	60.7
	STRONGLY AGREE	12	21.4	21.4	82.1
	NA	9	16.1	16.1	98.2
	9.00	1	1.8	1.8	100.0
	Total	56	100.0	100.0	
Total		56	100.0		

TABLE 9

Frequency Distribution and Percent of Responses of Subjects
to Question 9: Parent Training will Decrease.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	STRONGLY DISAGREE	12	21.4	21.4	21.4
	DISAGREE	11	19.6	19.6	41.1
	UNSURE	11	19.6	19.6	60.7
	AGREE	7	12.5	12.5	73.2
	STRONGLY AGREE	9	16.1	16.1	89.3
	NA	6	10.7	10.7	100.0
	Total	56	100.0	100.0	
Total		56	100.0		

TABLE 10

Frequency Distribution and Percent of Responses of Subjects
to Question 10: Bilingual Instruction will Increase.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	STRONGLY DISAGREE	16	28.6	28.6	28.6
	DISAGREE	13	23.2	23.2	51.8
	UNSURE	15	26.8	26.8	78.6
	AGREE	3	5.4	5.4	83.9
	STRONGLY AGREE	3	5.4	5.4	89.3
	NA	6	10.7	10.7	100.0
	Total	56	100.0	100.0	
Total		56	100.0		

TABLE 11

Frequency Distribution and Percent of Responses of Subjects
to Question 11: ESL Instruction will Increase.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	STRONGLY DISAGREE	14	25.0	25.0	25.0
	DISAGREE	7	12.5	12.5	37.5
	UNSURE	12	21.4	21.4	58.9
	AGREE	13	23.2	23.2	82.1
	STRONGLY AGREE	6	10.7	10.7	92.9
	NA	4	7.1	7.1	100.0
	Total	56	100.0	100.0	
Total		56	100.0		

TABLE 12

Frequency Distribution and Percent of Responses of Subjects
to Question 12: Bilingual Teacher Demand will Increase.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	STRONGLY DISAGREE	12	21.4	21.4	21.4
	DISAGREE	13	23.2	23.2	44.6
	UNSURE	14	25.0	25.0	69.6
	AGREE	4	7.1	7.1	76.8
	STRONGLY AGREE	4	7.1	7.1	83.9
	NA	9	16.1	16.1	100.0
	Total	56	100.0	100.0	
Total		56	100.0		

TABLE 13

Frequency Distribution and Percent of Responses of Subjects
to Question 13: Program Administration is simplified.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid STRONGLY AGREE	8	14.3	14.3	14.3
DISAGREE	9	16.1	16.1	30.4
UNSURE	18	32.1	32.1	62.5
AGREE	6	10.7	10.7	73.2
STRONGLY AGREE	5	8.9	8.9	82.1
NA	10	17.9	17.9	100.0
Total	56	100.0	100.0	
Total	56	100.0		

TABLE 14

Frequency Distribution and Percent of Responses of Subjects
to Question 14: Bilingual State Law Change will have little effect.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid STRONGLY DISAGREE	2	3.6	3.6	3.6
DISAGREE	1	1.8	1.8	5.4
UNSURE	15	26.8	26.8	32.1
AGREE	12	21.4	21.4	53.6
STRONGLY AGREE	19	33.9	33.9	87.5
NA	7	12.5	12.5	100.0
Total	56	100.0	100.0	
Total	56	100.0		

TABLE 15

Frequency Distribution and Percent of Responses of Subjects
to Question 15: State Training is adequate.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid STRONGLY DISAGREE	15	26.8	26.8	26.8
DISAGREE	12	21.4	21.4	48.2
UNSURE	10	17.9	17.9	66.1
AGREE	5	8.9	8.9	75.0
STRONGLY AGREE	4	7.1	7.1	82.1
NA	10	17.9	17.9	100.0
Total	56	100.0	100.0	
Total	56	100.0		

TABLE 16

Frequency Distribution and Percent of Responses of Subjects
to Question 16: OCR has Reviewed local Program.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid STRONGLY DISAGREE	23	41.1	41.1	41.1
DISAGREE	6	10.7	10.7	51.8
UNSURE	4	7.1	7.1	58.9
AGREE	4	7.1	7.1	66.1
STRONGLY AGREE	13	23.2	23.2	89.3
NA	6	10.7	10.7	100.0
Total	56	100.0	100.0	
Total	56	100.0		

TABLE 17

Frequency Distribution and Percent of Responses of Subjects
to Question 17: Federal Requirements are more stringent than State law.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid STRONGLY DISAGREE	3	5.4	5.4	5.4
DISAGREE	2	3.6	3.6	8.9
UNSURE	19	33.9	33.9	42.9
AGREE	7	12.5	12.5	55.4
STRONGLY AGREE	17	30.4	30.4	85.7
NA	8	14.3	14.3	100.0
Total	56	100.0	100.0	
Total	56	100.0		

TABLE 18

Frequency Distribution and Percent of Responses of Subjects
to Question 18: ESL endorsement allows more hiring of ESL teachers.

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid STRONGLY DISAGREE	6	10.7	10.7	10.7
DISAGREE	13	23.2	23.2	33.9
UNSURE	18	32.1	32.1	66.1
AGREE	6	10.7	10.7	76.8
STRONGLY AGREE	8	14.3	14.3	91.1
NA	5	8.9	8.9	100.0
Total	56	100.0	100.0	
Total	56	100.0		

TABLE 19

LEP ENROLLMENT PROJECTION * INCREASED PARENT INVOLVEMENT IN CLASSROOMS Crosstabulation

			INCREASED PARENT INVOLVEMENT IN CLASSROOMS					INCREASED NA	Total
			STRONGLY DISAGREE	DISAGREE	UNSURE	AGREE	STRONGLY AGREE		
LEP ENROLLMENT PROJECTION	INCREASE	Count	4	4	7	6	3	1	25
		% of LEP ENROLLMENT PROJECTION	16.0%	16.0%	28.0%	24.0%	12.0%	4.0%	100.0%
		% of INCREASED PARENT INVOLVEMENT IN CLASSROOMS	44.4%	25.0%	46.7%	85.7%	100.0%	16.7%	44.6%
		% of Total	7.1%	7.1%	12.5%	10.7%	5.4%	1.8%	44.6%
	NO CHANGE	Count	5	11	8	1		4	29
		% of LEP ENROLLMENT PROJECTION	17.2%	37.9%	27.6%	3.4%		13.8%	100.0%
		% of INCREASED PARENT INVOLVEMENT IN CLASSROOMS	55.6%	68.8%	53.3%	14.3%		66.7%	51.8%
		% of Total	8.9%	19.6%	14.3%	1.8%		7.1%	51.8%
	DECREASE	Count		1				1	2
		% of LEP ENROLLMENT PROJECTION		50.0%				50.0%	100.0%
		% of INCREASED PARENT INVOLVEMENT IN CLASSROOMS		6.3%				16.7%	3.6%
		% of Total		1.8%				1.8%	3.6%
Total	Count	9	16	15	7	3	6	56	
	% of LEP ENROLLMENT PROJECTION	16.1%	28.6%	26.8%	12.5%	5.4%	10.7%	100.0%	
	% of INCREASED PARENT INVOLVEMENT IN CLASSROOMS	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	
	% of Total	16.1%	28.6%	26.8%	12.5%	5.4%	10.7%	100.0%	

Chi-Square Tests

	Value	df	Asymp. Sig. (2-tailed)
Pearson Chi-Square	16.201 ^a	10	.094
Likelihood Ratio	17.696	10	.060
Linear-by-Linear Association	.125	1	.724
N of Valid Cases	56		

a. 14 cells (77.8%) have expected count less than 5. The minimum expected count is .11.

TABLE 20

LEP ENROLLMENT PROJECTION * PAC CONTINUED WITH LOCAL GUIDELINES Crosstabulation

			PAC CONTINUED WITH LOCAL GUIDELINES					PAC CONTINUED WITH LOCAL		Total
			STRONGLY DISAGREE	DISAGREE	UNSURE	AGREE	STRONGLY AGREE	NA	9 00	
LEP ENROLLMENT PROJECTION	INCREASE	Count	5	2	2	6	7	3		25
		% of LEP ENROLLMENT PROJECTION	20.0%	8.0%	8.0%	24.0%	28.0%	12.0%		100.0%
		% of PAC CONTINUED WITH LOCAL GUIDELINES	45.5%	33.3%	40.0%	50.0%	58.3%	33.3%		44.6%
		% of Total	8.9%	3.6%	3.6%	10.7%	12.5%	5.4%		44.6%
	NO CHANGE	Count	5	4	3	6	5	6		29
		% of LEP ENROLLMENT PROJECTION	17.2%	13.8%	10.3%	20.7%	17.2%	20.7%		100.0%
		% of PAC CONTINUED WITH LOCAL GUIDELINES	45.5%	66.7%	60.0%	50.0%	41.7%	66.7%		51.8%
		% of Total	8.9%	7.1%	5.4%	10.7%	8.9%	10.7%		51.8%
	DECREASE	Count	1						1	2
		% of LEP ENROLLMENT PROJECTION	50.0%						50.0%	100.0%
		% of PAC CONTINUED WITH LOCAL GUIDELINES	9.1%						100.0%	3.6%
		% of Total	1.8%						1.8%	3.6%
Total	Count	11	6	5	12	12	9	1	56	
	% of LEP ENROLLMENT PROJECTION	19.6%	10.7%	8.9%	21.4%	21.4%	16.1%	1.8%	100.0%	
	% of PAC CONTINUED WITH LOCAL GUIDELINES	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	
	% of Total	19.6%	10.7%	8.9%	21.4%	21.4%	16.1%	1.8%	100.0%	

Chi-Square Tests

	Value	df	Asymp. Sig. (2-tailed)
Pearson Chi-Square	31.583 ^a	12	.002
Likelihood Ratio	12.493	12	.407
Linear-by-Linear Association	.234	1	.628
N of Valid Cases	56		

a. 16 cells (76.2%) have expected count less than 5. The minimum expected count is .04.

TABLE 21

LEP ENROLLMENT PROJECTION * ESL INSTRUCTION WILL INCREASE Crosstabulation

			ESL INSTRUCTION WILL INCREASE					ESL INSTRO NA	Total
			STRONGLY DISAGREE	DISAGREE	UNSURE	AGREE	STRONGLY AGREE		
LEP ENROLLMENT PROJECTION	INCREASE	Count	8	1	5	6	5		25
		% of LEP ENROLLMENT PROJECTION	32.0%	4.0%	20.0%	24.0%	20.0%		100.0%
		% of ESL INSTRUCTION WILL INCREASE	57.1%	14.3%	41.7%	46.2%	83.3%		44.6%
		% of Total	14.3%	1.8%	8.9%	10.7%	8.9%		44.6%
	NO CHANGE	Count	4	6	7	7	1	4	29
		% of LEP ENROLLMENT PROJECTION	13.8%	20.7%	24.1%	24.1%	3.4%	13.8%	100.0%
		% of ESL INSTRUCTION WILL INCREASE	28.6%	85.7%	58.3%	53.8%	16.7%	100.0%	51.8%
		% of Total	7.1%	10.7%	12.5%	12.5%	1.8%	7.1%	51.8%
	DECREASE	Count	2						2
		% of LEP ENROLLMENT PROJECTION	100.0%						100.0%
		% of ESL INSTRUCTION WILL INCREASE	14.3%						3.6%
		% of Total	3.6%						3.6%
Total	Count	14	7	12	13	6	4	56	
	% of LEP ENROLLMENT PROJECTION	25.0%	12.5%	21.4%	23.2%	10.7%	7.1%	100.0%	
	% of ESL INSTRUCTION WILL INCREASE	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	
	% of Total	25.0%	12.5%	21.4%	23.2%	10.7%	7.1%	100.0%	

Chi-Square Tests

	Value	df	Asymp. Sig. (2-tailed)
Pearson Chi-Square	18.111 ^a	10	.053
Likelihood Ratio	19.666	10	.033
Linear-by-Linear Association	.109	1	.741
N of Valid Cases	56		

a. 12 cells (66.7%) have expected count less than 5. The minimum expected count is .14

TABLE 22

LEP ENROLLMENT PROJECTION * FEDERAL REQUIREMENT MORE STRINGENT Crosstabulation

			FEDERAL REQUIREMENT MORE STRINGENT					FEDER	Total
			STRONGLY DISAGREE	DISAGREE	UNSURE	AGREE	STRONGLY AGREE	AL NA	
LEP ENROLLMENT PROJECTION	INCREASE	Count	3	2	3	4	12	1	25
		% of LEP ENROLLMENT PROJECTION	12.0%	8.0%	12.0%	16.0%	48.0%	4.0%	100.0%
		% of FEDERAL REQUIREMENT MORE STRINGENT	100.0%	100.0%	15.8%	57.1%	70.6%	12.5%	44.6%
		% of Total	5.4%	3.6%	5.4%	7.1%	21.4%	1.8%	44.6%
	NO CHANGE	Count			15	3	4	7	29
		% of LEP ENROLLMENT PROJECTION			51.7%	10.3%	13.8%	24.1%	100.0%
		% of FEDERAL REQUIREMENT MORE STRINGENT			78.9%	42.9%	23.5%	87.5%	51.8%
		% of Total			26.8%	5.4%	7.1%	12.5%	51.8%
	DECREASE	Count			1		1		2
		% of LEP ENROLLMENT PROJECTION			50.0%		50.0%		100.0%
		% of FEDERAL REQUIREMENT MORE STRINGENT			5.3%		5.9%		3.6%
		% of Total			1.8%		1.8%		3.6%
Total	Count	3	2	19	7	17	8	56	
	% of LEP ENROLLMENT PROJECTION	5.4%	3.6%	33.9%	12.5%	30.4%	14.3%	100.0%	
	% of FEDERAL REQUIREMENT MORE STRINGENT	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	
	% of Total	5.4%	3.6%	33.9%	12.5%	30.4%	14.3%	100.0%	

Chi-Square Tests

	Value	df	Asymp. Sig. (2-tailed)
Pearson Chi-Square	22.751 ^a	10	.012
Likelihood Ratio	26.574	10	.003
Linear-by-Linear Association	.177	1	.674
N of Valid Cases	56		

a. 14 cells (77.8%) have expected count less than 5. The minimum expected count is .07.

TABLE 23

LEP ENROLLMENT PROJECTION * ESL ENDORSEMENT ALLOWS MORE HIRING Crosstabulation

			ESL ENDORSEMENT ALLOWS MORE HIRING					ESL	
			STRONGLY DISAGREE	DISAGREE	UNSURE	AGREE	STRONGLY AGREE	ENDOR NA	Total
LEP ENROLLMENT PROJECTION	INCREASE	Count	2	5	8	1	8	1	25
		% of LEP ENROLLMENT PROJECTION	8.0%	20.0%	32.0%	4.0%	32.0%	4.0%	100.0%
		% of ESL ENDORSEMENT ALLOWS MORE HIRING	33.3%	38.5%	44.4%	16.7%	100.0%	20.0%	44.6%
		% of Total	3.6%	8.9%	14.3%	1.8%	14.3%	1.8%	44.6%
	NO CHANGE	Count	3	8	9	5		4	29
		% of LEP ENROLLMENT PROJECTION	10.3%	27.6%	31.0%	17.2%		13.8%	100.0%
		% of ESL ENDORSEMENT ALLOWS MORE HIRING	50.0%	61.5%	50.0%	83.3%		80.0%	51.8%
		% of Total	5.4%	14.3%	16.1%	8.9%		7.1%	51.8%
	DECREASE	Count	1		1				2
		% of LEP ENROLLMENT PROJECTION	50.0%		50.0%				100.0%
		% of ESL ENDORSEMENT ALLOWS MORE HIRING	16.7%		5.6%				3.6%
		% of Total	1.8%		1.8%				3.6%
Total	Count	6	13	18	6	8	5	56	
	% of LEP ENROLLMENT PROJECTION	10.7%	23.2%	32.1%	10.7%	14.3%	8.9%	100.0%	
	% of ESL ENDORSEMENT ALLOWS MORE HIRING	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	
	% of Total	10.7%	23.2%	32.1%	10.7%	14.3%	8.9%	100.0%	

Chi-Square Tests

	Value	df	Asymp. Sig. (2-tailed)
Pearson Chi-Square	18.047 ^a	10	.054
Likelihood Ratio	20.717	10	.023
Linear-by-Linear Association	1.738	1	.187
N of Valid Cases	56		

a. 14 cells (77.8%) have expected count less than 5. The minimum expected count is .18.

**Bar Chart of the Distribution of the Responses to
Question 1 : Size of LEP Population.**

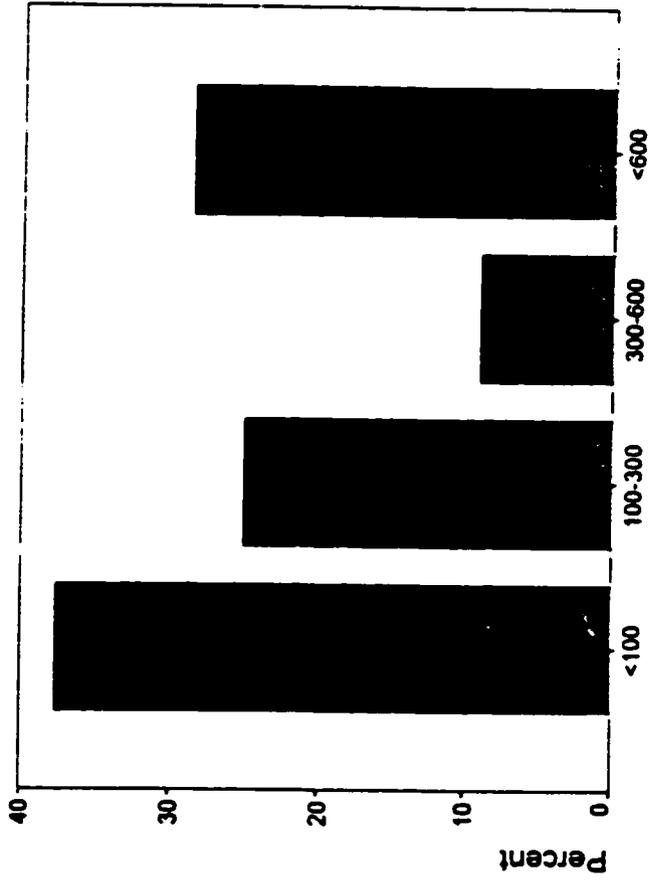


Figure 1

Bar Chart of the Distribution of the Responses to Question 2: LEP Enrollment Projection.

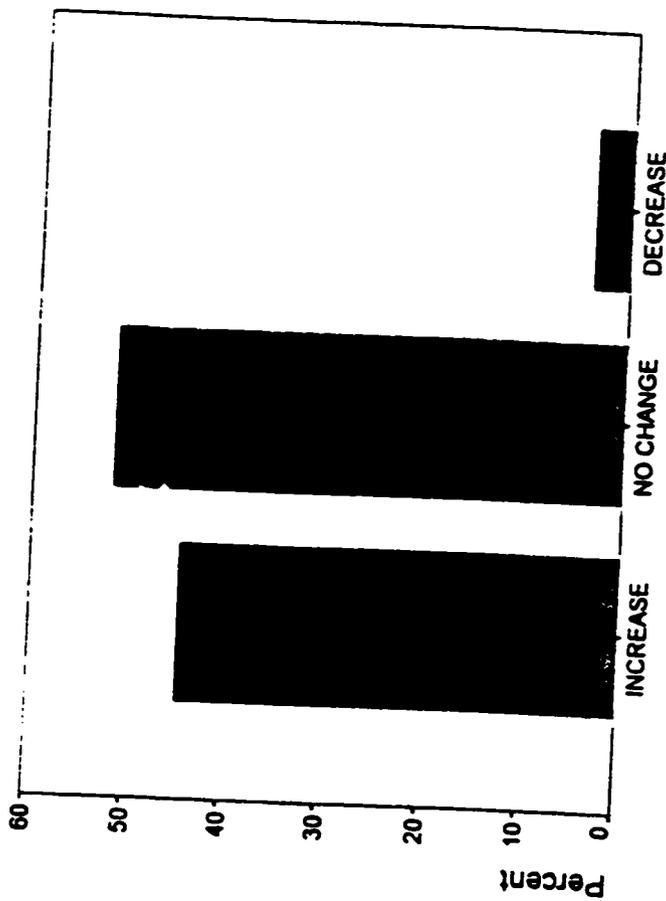


Figure 2

Bar Chart of the Distribution of the Responses to Question 3: Respondent Level of Authority

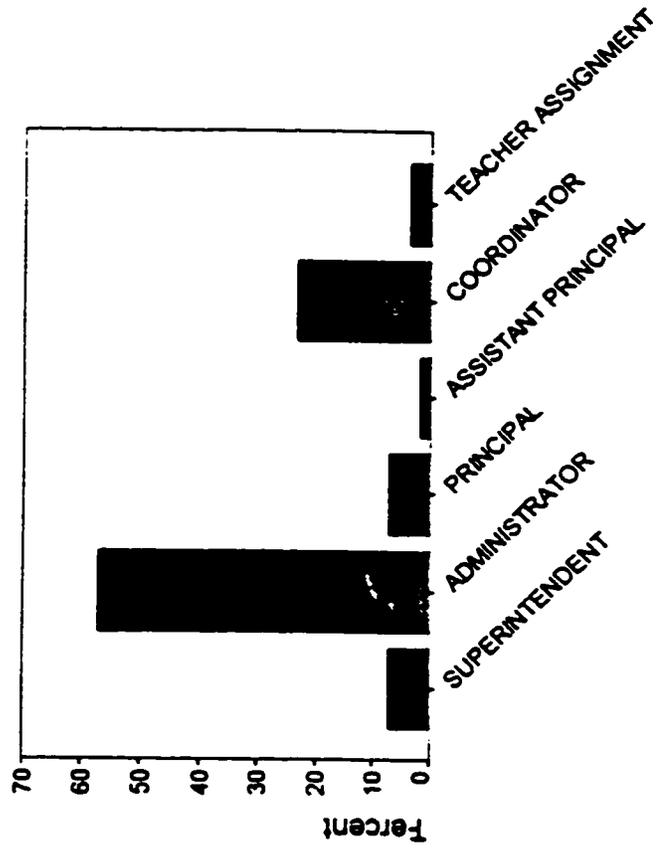


Figure 3

Bar Chart of the Distribution of the Responses to Question 4: Years of Bilingual Experience.

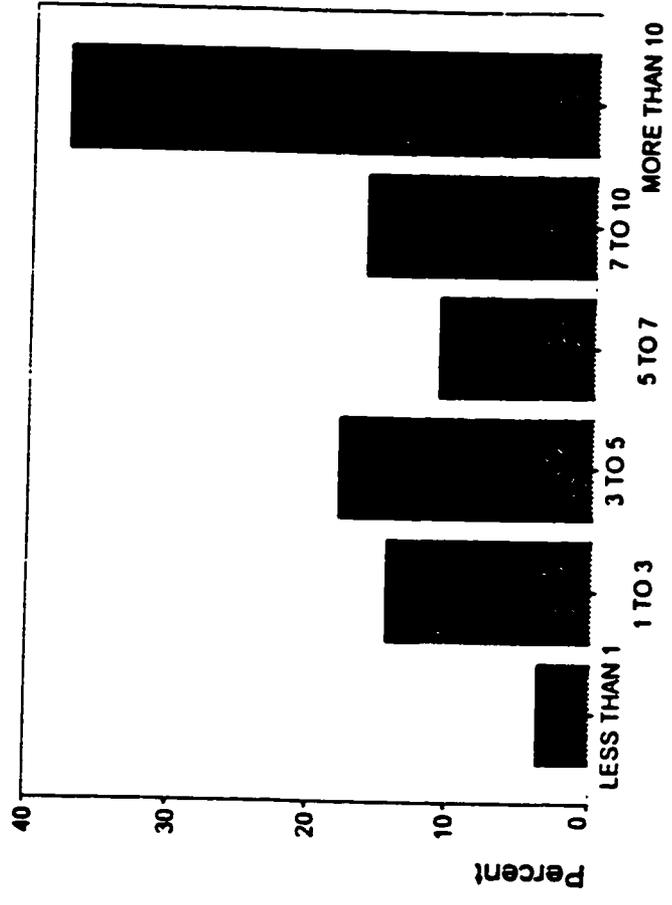


Figure 4

**Bar Chart of the Distribution of the Responses to
Question 5: Increased Parent Involvement in Planning**

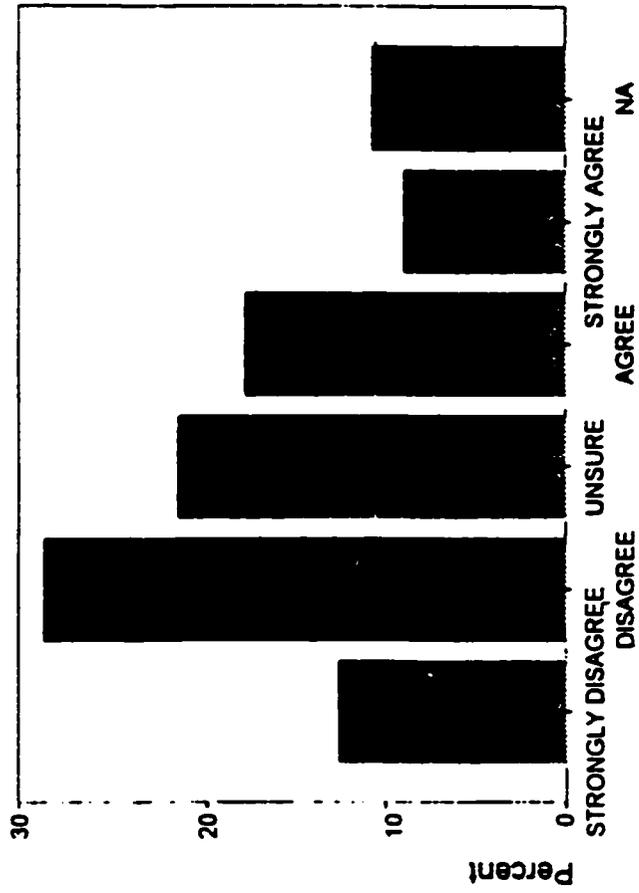


Figure 5

**Bar Chart of the Distribution of the Responses to
Question 6: Increased Parent involvement In Classrooms.**

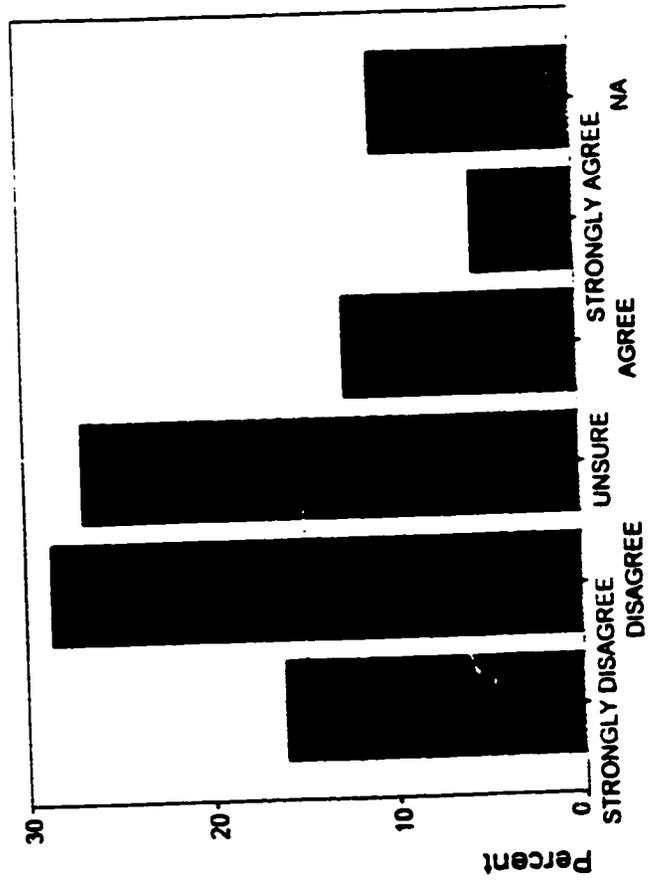


Figure 6

**Bar Chart of the Distribution of the Responses to
Question 7: Bilingual Parent Advisory Council Eliminated.**

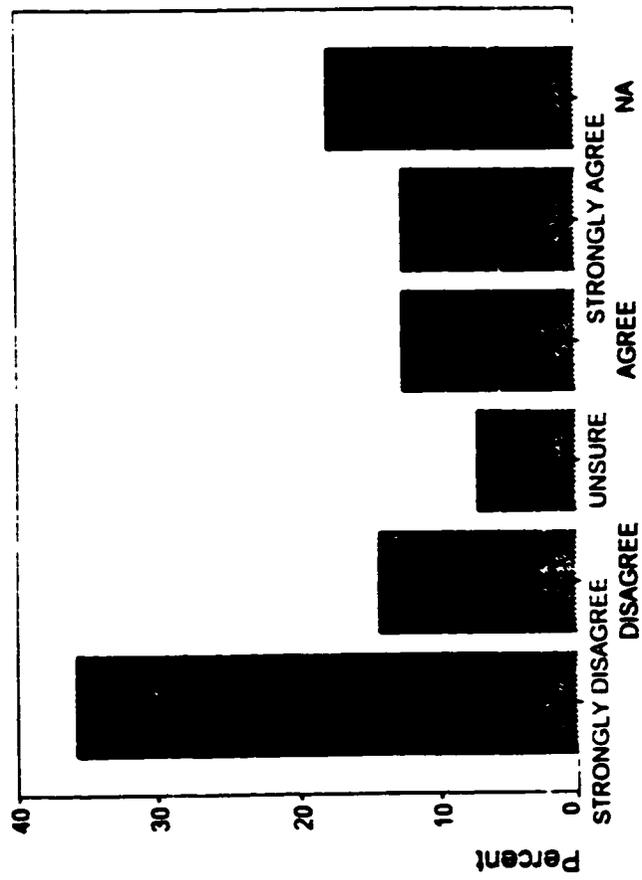


Figure 7

**Bar Chart of the Distribution of the Responses to
Question 8: Parent Advisory Council Continued with Local Guidelines.**

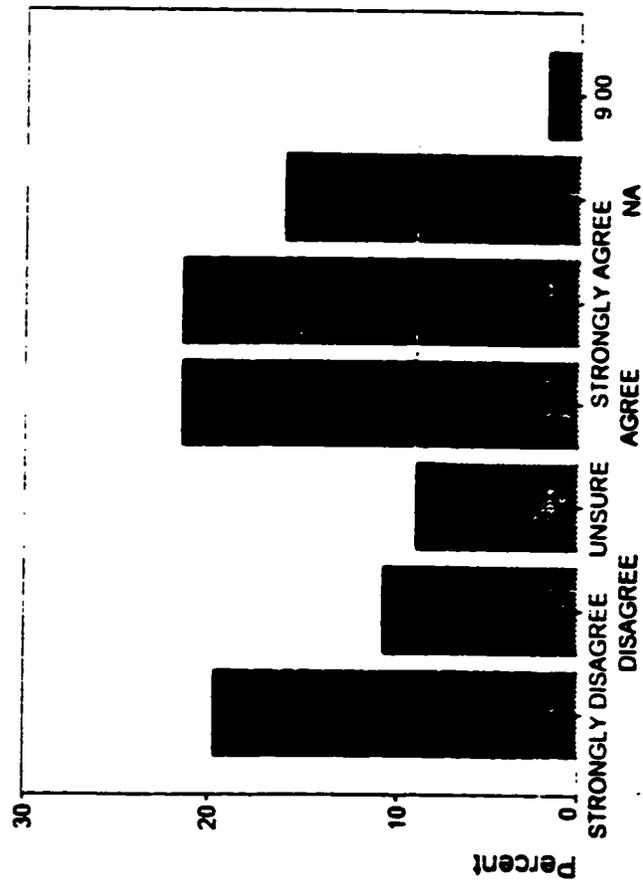


Figure 8

**Bar Chart of the Distribution of the Responses to
Question 9: Parent Training will Decrease .**

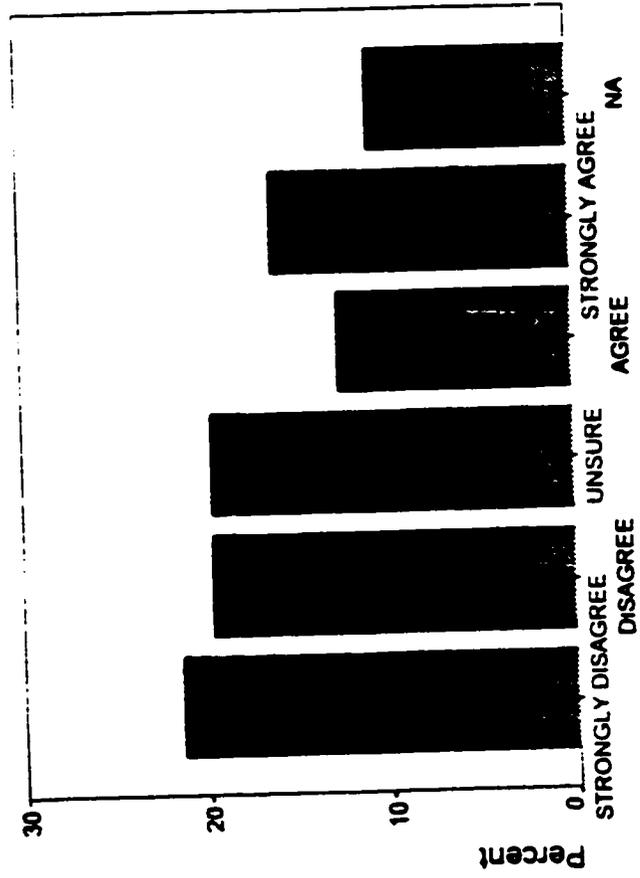


Figure 9

**Bar Chart of the Distribution of the Responses to
Question 10: Bilingual Instruction will Increase.**

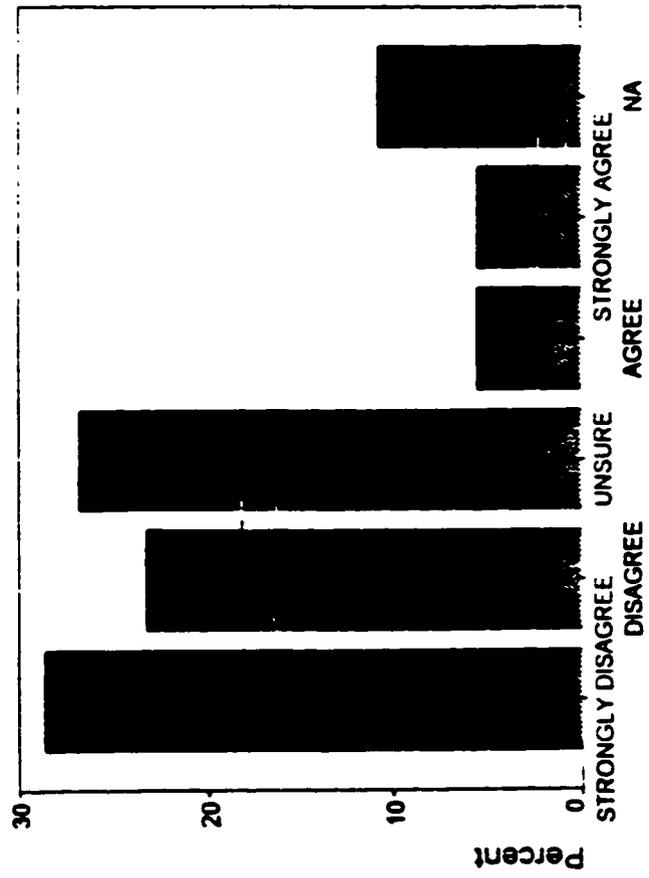


Figure 10

**Bar Chart of the Distribution of the Responses to
Question 11: ESL Instruction will Increase.**

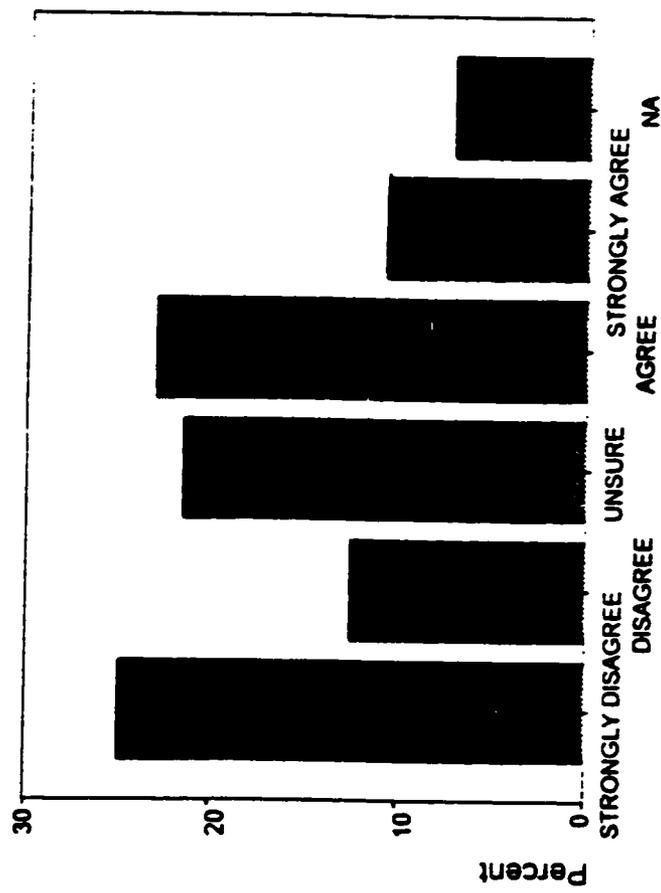


Figure 11

**Bar Chart of the Distribution of the Responses to
Question 12: Bilingual Teacher Demand will Increase.**

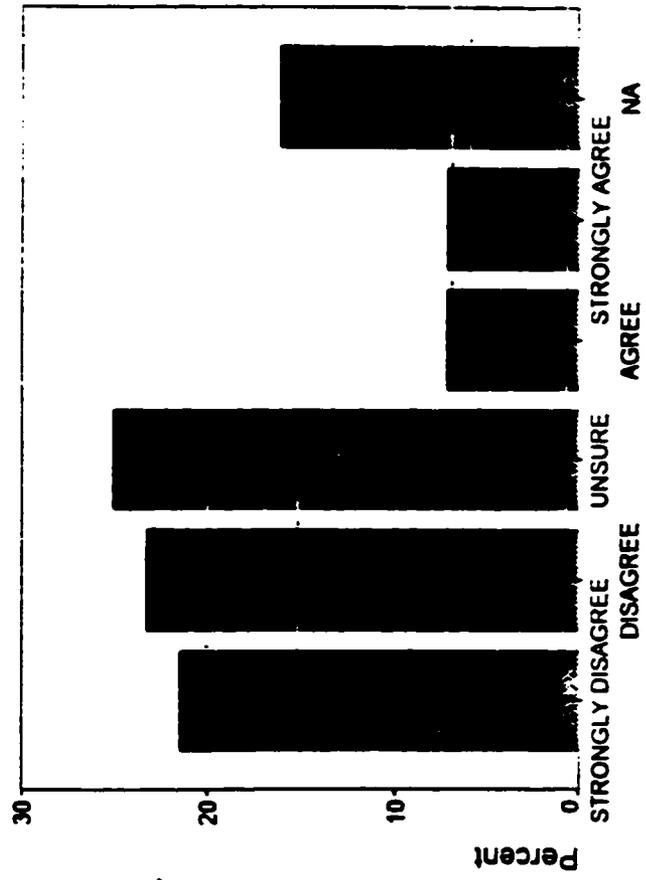


Figure 12

Bar Chart of the Distribution of the Responses to Question 13: Program Administration is simplified.

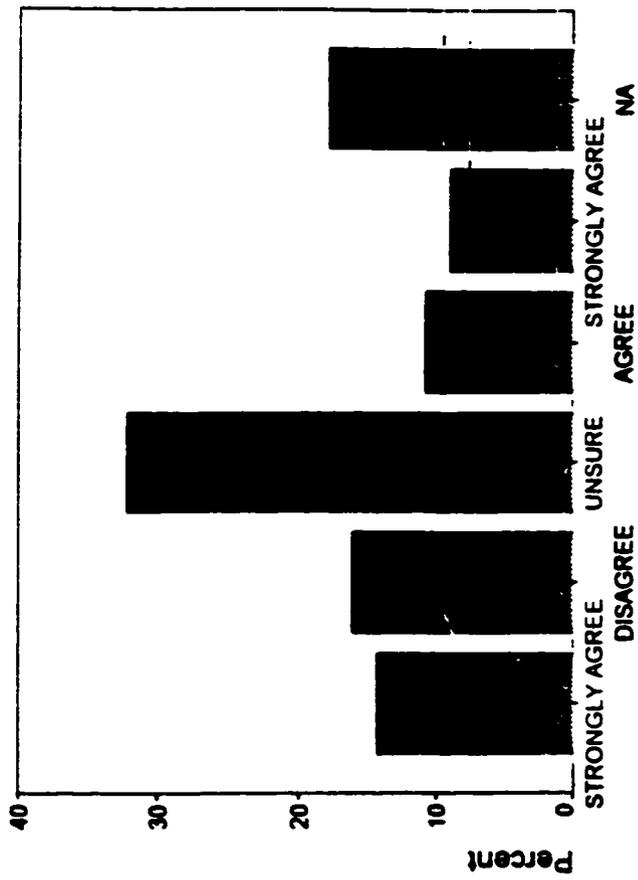


Figure 13

**Bar Chart of the Distribution of the Responses to
Question 14: Bilingual State Law Change will have little effect.**

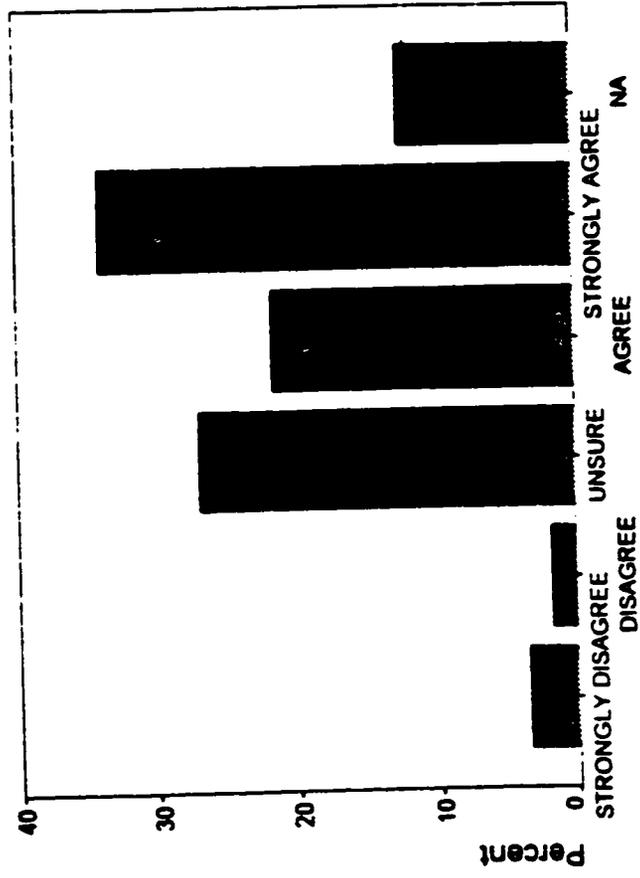


Figure 14

**Bar Chart of the Distribution of the Responses to
Question 15: State Training is adequate.**

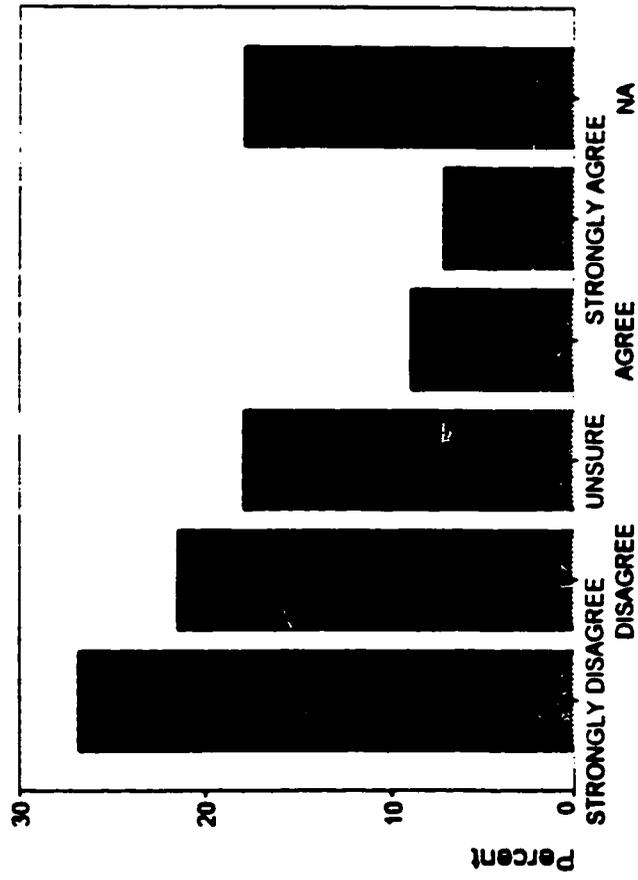


Figure 15

Bar Chart of the Distribution of the Responses to Question 16: OCR has Reviewed local Program.

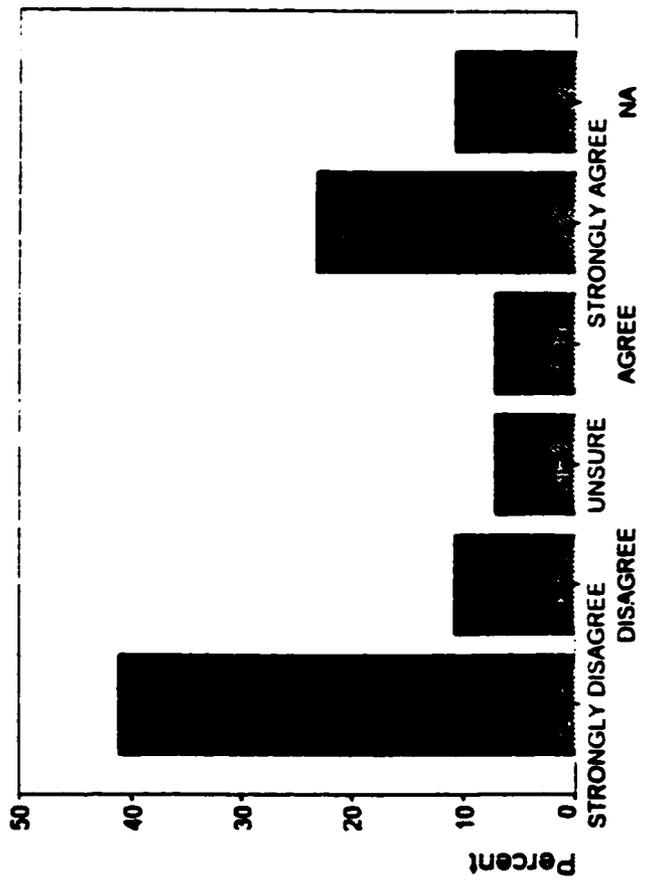


Figure 16

**Bar Chart of the Distribution of the Responses to
Question 17: Federal Requirements are more stringent than State law.**

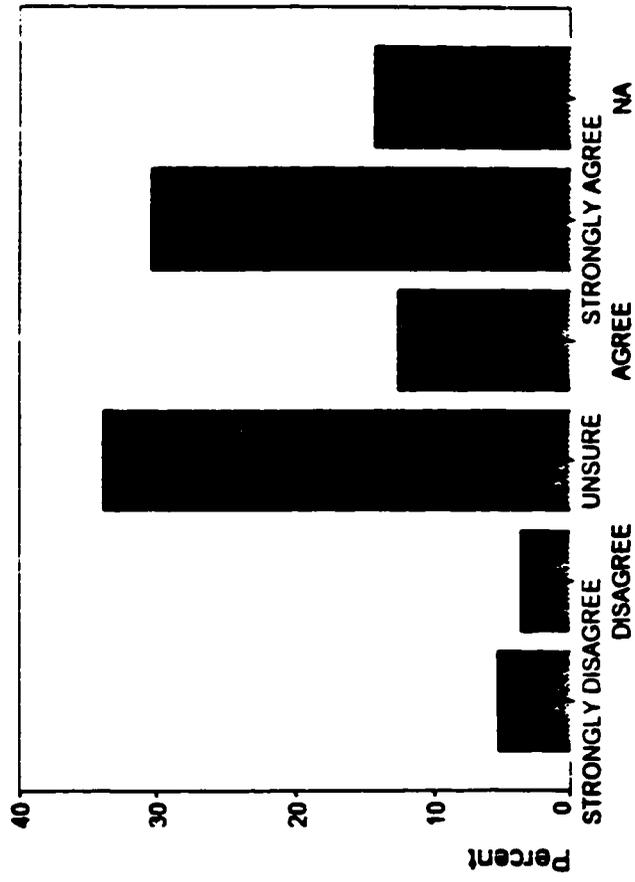


Figure 17

**Bar Chart of the Distribution of the Responses to
Question 18: ESL endorsement allows more hiring of ESL teachers.**

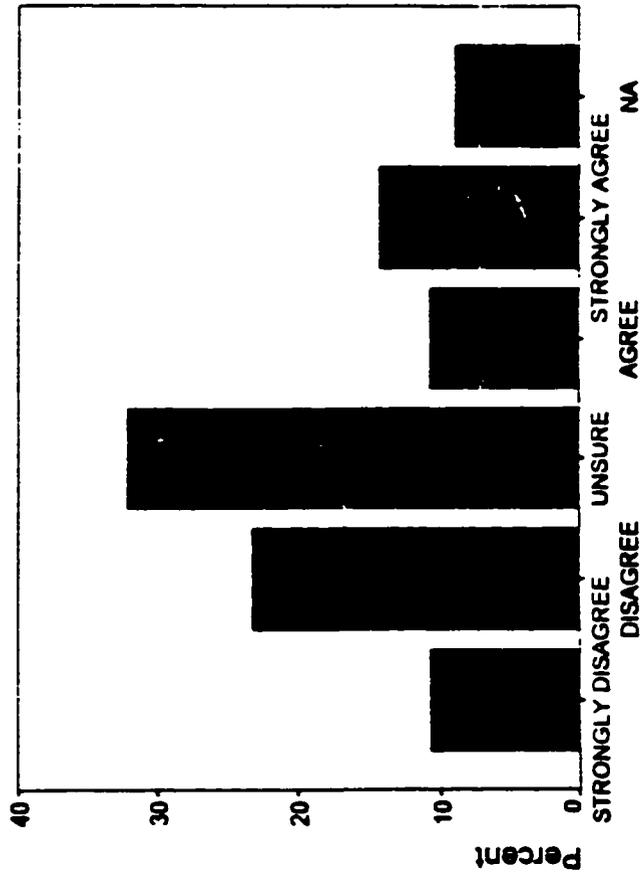


Figure 18

APPENDIX D

The “Bilingual Education Act”

Act. No. 294

Public Acts of 1974

As Recodified in

Act No. 451

Public Acts of 1976

Act No. 294
 Public Acts of 1974
 As Recodified in
 Act No. 451
 Public Acts of 1976
 Approved by Governor
 January 13, 1976

The School Code of 1976
 Sections 380.1151-380.1158 of the
 Michigan Compiled Laws Annotated
 Sections 15.41151-15.41158 of the
 Michigan Statutes Annotated

380.1151 English as basic language of instruction; exceptions.
 (M.S.A. 15.41151)

Section 1151. (1) English shall be the basic language of instruction in the public and nonpublic schools of this state and in state institutions.

- (2) Subsection (1) shall not be construed as applying to:
- (a) Religious instruction in a nonpublic school given in a foreign language in addition to the regular course of study.
 - (b) A course of instruction in a foreign language in which the pupil acquires sufficient proficiency to be conversant in the foreign language.
 - (c) Bilingual instruction as defined in Section 1152 which will assist children of limited English-speaking ability to achieve reasonable efficiency in the English language:

380.1152 "Bilingual Instruction" "Children of limited English-speaking ability," and "in-service training" defined.
 (M.S.A. 15.41152)

Section 1152 As used in Section 1152 to 1158.

- (a) "Bilingual instruction" means the use of 2 languages, 1 of which is English, as media of instruction for speaking, reading, writing, or comprehension. "Bilingual instruction" may include instruction in the history and culture of the country, territory, or geographic area associated with the language spoken by children of limited English-speaking ability who are enrolled in the program and in the history and culture of the United States.

- (b) "Children of limited English-speaking ability" means children who have or reasonably may be expected to have difficulty performing ordinary classwork in English because their native tongue is a language other than English or because they come from a home or environment where the primary language used is a language other than English.
- (c) "In-service training" means short-term or part-time training for administrators, teachers, teacher aides, paraprofessionals, or other education personnel engaged in bilingual instruction programs for children of limited English-speaking ability.

380.1153 Bilingual instruction program: establishment and operation; placement of children; tuition; transportation; establishment of intermediate bilingual instruction-support program; membership. (M.S.A. 15.41153)

Section 1153 (1) The board of a school district having an enrollment of 20 or more children of limited English-speaking ability in a language classification in grades K to 12 shall establish and operate a bilingual instruction program for those children.

(2) The board may establish and operate a bilingual instruction program with respect to a language classification if the school district has fewer than 20 children of limited English-speaking ability.

(3) Children enrolled in a bilingual instruction program operated under this section may be placed in classes with other children of approximately the same age and grade level. If children of different age groups or grade levels are combined, the board shall insure that the instruction given each child is appropriate to the child's level of educational attainment.

(4) A child of limited English-speaking ability residing in a district which does not have an appropriate bilingual instruction program or which is not required to have a bilingual instruction program may enroll in a program in another school district. Tuition for the child shall be paid, and transportation shall be provided, by the school district in which the child resides.

(5) If fewer than 20 children of limited English-speaking ability in a language classification are enrolled in a school district, the intermediate school board shall determine whether the total number of these children residing in its constituent districts which do not operate bilingual instruction programs warrants the establishment of an intermediate bilingual instruction-support program. An intermediate school district operating or contracting for the operation of a bilingual program or service may carry children in membership in the same manner as a local school district and shall be entitled to its proportionate share of state funds available for the program. Membership shall be calculated under rules promulgated by the state board. The intermediate school board shall consider:

- (a) Whether the cost of operating an intermediate bilingual instruction-support program is justified by the number of children at each grade level who would benefit from its establishment.
- (b) Whether alternative methods of providing a bilingual instruction-support program, such as visiting teachers or part-time instruction, can be provided.

380.1154 Bilingual instruction program; full-time program; courses and subjects. (M.S.A. 15.41154)

Section 1154 The bilingual instruction program operated by a school district shall be a full-time program of bilingual instruction in:

- (a) The courses and subjects required by this act.
- (b) The courses and subjects required by the board for completion of the grade level in which the child is enrolled.

380.1155 Bilingual instruction program; notice and duration of enrollment; transfers. (M.S.A. 15.41155)

Section 1155 (1) Prior to the placement of a child of limited English-speaking ability in a bilingual instruction program, the board of the local school district in which the child resides shall notify, by registered mail, the child's parents or legal guardian that the child is being enrolled in a bilingual instruction program. The notice shall contain a simple, nontechnical description of the purposes, method, and content of the program and shall inform the parents or guardian that they have the right to visit bilingual instruction classes in which their child is enrolled.

- (2) The notice shall be written in English and in the native language of the child of limited English-speaking ability.
- (3) The notice shall inform the parents or guardian that they have the absolute right to refuse the placement or to withdraw their child from the program by giving written notice to the board of the local district in which the child resides.
- (4) A child of limited English-speaking ability residing in a school district operating or participating in a bilingual instruction program pursuant to section 1153 shall be enrolled in the bilingual instruction program for 3 years or until the child achieves a level of proficiency in English language skills sufficient to receive an equal educational opportunity in the regular school program, whichever occurs first. A child of limited English-speaking ability shall not be transferred out of a bilingual instruction program prior to the child's third year of enrollment unless the parents or guardian of the child approves the transfer in writing or unless the child successfully completes an examination which, in the determination of the state board, reflects a level of proficiency in English language skills appropriate to the child's grade level.

380.1156 Advisory Committee. (M.S.A. 15.41156)

Section 1156 The board of a school district operating a bilingual instruction program pursuant to Section 1153 shall establish an advisory committee to assist the board in evaluating and planning the bilingual instruction program. The advisory committee shall be comprised of representatives of parents of children enrolled in the program, bilingual instruction teachers and counselors, and members of the community. A majority of the members of the advisory committee shall be parents of children enrolled in the bilingual instruction program.

380.1157 In-service training program; rules; examination of testing mechanisms. (M.S.A. 15.41157)

Section 1157 (1) The state board, in cooperation with intermediate school districts and local school districts, shall develop and administer a program of in-service training for bilingual instruction programs. The state board shall promulgate rules governing the conduct of and participation in the in-service training programs.

(2) The state board shall promulgate rules governing the endorsement of teachers as qualified bilingual instructors in the public schools of this state. The teacher shall meet the requirements of part 22 and shall be proficient in both the oral and written skills of the language for which the teacher is endorsed.

(3) The state board shall approve an examination or testing mechanism suitable for evaluating the proficiency in English language skills of a child of limited English-speaking ability.

380.1158 Duties of state board. (M.S.A. 15.41158)

Section 1158. The state board shall:

- (a) Advise and assist school districts in complying with and implementing sections 1152 to 1158.
- (b) Study, review, and evaluate textbooks and instructional materials, resources, and media for use in bilingual instructional programs.
- (c) Compile data relative to the theory and practice of bilingual instruction and pedagogy.
- (d) Encourage experimentation and innovation in bilingual education.
- (e) Recommend curriculum development and testing mechanisms.
- (f) Make an annual report relative to bilingual instruction programs to the legislature and the governor.

APPENDIX E
RULES RELATING TO EDUCATION
MAY 1996
IDENTIFICATION OF STUDENTS ELIGIBLE FOR
BILINGUAL EDUCATION FUNDING

RULES RELATING TO EDUCATION
 Prepared by the Legislative Service Bureau Legal Editing and Law Publications
 May 1996

**IDENTIFICATION OF STUDENTS ELIGIBLE FOR
 BILINGUAL EDUCATION FUNDING**

Filed with the Secretary of State

These rules take effect 15 days after filing for Section 41 funds with the State.

(By authority conferred on the State Board of Education by Section 15 of Act No. 287 of the Public Acts of 1964, as amended, Section 1153 of Act No. 451 of the Public Acts of 1976, as amended, and Section 9 of Act No. 94 of the Public Acts of 1979, as amended, being Sections 388.1015, 380.1153, and 388.1609 of the Michigan Compiled Laws)

R 388.701 Definitions.

Rule 1. As used in these rules:

(a) "Act" means Act No. 94 of the Public Acts of 1979, as amended, being Section 388.1601 et seq. of the Michigan Compiled Laws, and known as the state school aid act of 1979.

(b) "Department" means the Michigan department of education.

(c) "Home language survey" means a survey performed by local school officials, using a department-approved survey form, to determine those students potentially eligible to receive bilingual instruction.

(d) "Test" means a department-approved device used to measure a pupil's oral English proficiency or a pupil's English reading ability.

History: 1979 ACS 11, Eff. Aug. 20, 1982

R 388.702 Home Language Survey required.

Rule 2. (1) A school district shall perform a home language survey for the purpose of identifying enrolled students whose native language is a language other than English or whose primary language spoken in the home or environment is a language other than English.

(2) Students identified pursuant to subrule (1) of this rule are considered potentially eligible for bilingual education funding.

History: 1979 ACS 11, Eff. Aug. 20, 1982

R 388.703 Identifying potentially eligible students; methods.

Rule 3. To identify all students who are potentially eligible for bilingual education funding, a school district shall use either of the following methods:

(a) Send a home language survey form to the home of every student enrolled in the school district. If the survey form is not returned within a reasonable period of time, the home shall be contacted, by telephone or home visit, to obtain the necessary information. If the school district has previously conducted a home language survey of all students enrolled in the school district, the results of that survey may be used if updated to include new and transfer students.

(b) Solicit referrals for bilingual program placement from all of the following:

(i) Teachers.

(ii) Administrators.

(iii) Community groups.

(iv) Advisory committee.

(v) Other students.

(vi) Parents.

(vii) Other appropriate parties in the district.

History: 1979 ACS 11, Eff. Aug. 20, 1982

R 388.704 Follow-up.

Rule 4. (1) Follow-up on all surveys not returned from homes of students who have been referred for program placement shall be conducted.

(2) A home language survey form or the necessary information shall be secured.

(3) Documentary evidence of solicited referrals and follow-up shall be maintained.

History: 1979 ACS 11, Eff. Aug. 20, 1982

R 388.705 Eligible students.

Rule 5. (1) Any of the following standards shall be used to determine the eligibility of a student for bilingual education funding:

(a) A potentially eligible student who is enrolled in grades K-2 and who has been determined eligible based on a consultation between the school district and the student's parents.

(b) A potentially eligible student who is enrolled in grades 3-12 and who scores at or below the fortieth percentile on a test of oral English language proficiency approved by the department.

(c) A potentially eligible student who is enrolled in grades 3-12 and who scores at or below the fortieth percentile on an English reading test, or sub-test, approved by the department.

(2) A student declared ineligible in previous years because of test results shall be considered eligible if retesting in later years produces scores at or below the fortieth percentile.

(3) A school district shall not determine eligibility on the basis of test scores more than 6 months old.

History: 1979 ACS 11, Eff. Aug. 20, 1982

R 388.706 Receipt of funds; basis.

Rule 6. A school district shall receive funds, as appropriated by section 41 of the act, based upon the number of eligible students enrolled in and receiving bilingual instruction on the pupil membership count day. ~~except that a pupil shall not be counted in membership for this purpose for more than 3 years.~~

History: 1979 ACS 11, Eff. Aug. 20, 1982, --Am.1995, Act 289, Eff. July 1, 1996

R 388.707 Notification of parents or guardians of eligible students.

Rule 7. A school district shall notify the parents or guardians of eligible students before placement within a bilingual education program. The notice shall contain a simple, nontechnical description of the purposes, method, and content of the program and shall inform the parents or guardian that they have the right to visit bilingual instruction classes in which their child is enrolled.

History: 1979 ACS 11, Eff. Aug. 20, 1982

R 388.708 Withdrawal from Program.

Rule 8. An eligible student becomes ineligible if a parent or guardian withdraws the student from the program.

History: 1979 ACS 11, Eff. Aug. 20, 1982

R 388.709 List of potentially eligible students and eligible students served; compilation by school district required.

Rule 9. As part of the pupil membership count day, a school district shall compile a list of potentially eligible students and eligible students served.

History: 1979 ACS 11, Eff. Aug. 20, 1982

R 388.710 School district application submission ~~required~~ VOLUNTARY.

Rule 10. A school district ~~shall~~ MAY submit an application describing the program it offers. The application shall be approved by the department.

History: 1979 ACS 11, Eff. Aug. 20, 1982, --Am.1995, Act 289, Eff. July 1, 1996

R 388.711 Compilation of list of eligible students by department required; additional responsibilities.

Rule 11. (1) The department shall compile a list of the eligible bilingual students when eligibility has been verified.

(2) The department shall also compile program information and shall allocate funds as appropriated under the act.

History: 1979 ACS 11, Eff. Aug. 20, 1982

APPENDIX F
RECIPIENT OBLIGATIONS UNDER TITLE VI
UNITED STATES DEPARTMENT OF EDUCATION
OFFICE FOR CIVIL RIGHTS

NOTICE: The principles enumerated below are not intended to, nor do they, supersede the following U. S. Department of Education, Office for Civil Rights, policy memoranda: "Identification of Discrimination and Denial of Services on the Basis of National Origin," 35 Fed. Reg. 11,595 (1970), "OCR's Title VI Language Minority Compliance Procedures," (1985), and "Policy Update on School's Obligations Towards National Origin Minority Students with Limited-English Proficiency (LEP Students)" (1991).

Under Title VI of the Civil Rights Act of 1964, 42 U.S.C. § 2000d, and its implementing regulation at 34 C.F.R. Part 100, a recipient of Federal financial assistance must ensure that limited-English proficient national origin minority students are provided equal educational opportunity.

In order to comply with this requirement, a recipient generally must implement methods of administration, policies, and procedures, which ensure that each national origin minority student who is determined to be limited-English proficient will be provided instructional services in an alternative program recognized by education experts in the field as effective for teaching English language skills to limited-English proficient students and providing them equal access to the academic curriculum (e.g., transitional bilingual education). Additionally, a recipient's program must meet the following requirements:

1. Identification

Each national origin minority student who has a primary or home language other than English will be identified by the District upon enrollment.

2. Assessment and Eligibility

Each national origin minority student identified as having a primary or home language other than English will be assessed within ten school days of enrollment to determine if alternative program services are needed because of limited proficiency in reading, writing, speaking, or comprehending the English language. The criteria used to determine eligibility will ensure that all students receive services who are unable to effectively participate in the District's general education program due to limited-English language proficiency.

3. Alternative Program Services

Each national origin minority student determined to be limited-English proficient will be provided in a timely

manner with the type and amount of alternative program services determined sufficient and appropriate for the student based on the student's level of academic skills and English language proficiency. 136

4. Staffing

Qualified alternative program instructional and support staff will be available in sufficient numbers to effectively implement the District's chosen alternative program model. Additionally, general instructional and support staff who provide services to limited-English proficient students will be qualified to serve the limited-English proficient students. Direct instruction to students will only be provided by qualified, certified teachers.

Alternative program support staff must have the English language and native language skills appropriate to their assigned, non-instructional role in the alternative program. Support staff must be closely and appropriately supervised by certified/endorsed instructional staff.

5. Instructional Materials and Facilities

Limited-English proficient students will be provided instructional materials and facilities as effective and comparable to those facilities and materials provided to non-limited-English proficient students.

6. Exiting Criteria and Monitoring of Exited Students

Each limited-English proficient student who receives alternative program services will be assessed, at least annually, to determine if the student is sufficiently proficient in speaking, reading, writing, and understanding the English language to participate effectively in the general education program. If the student is determined to be sufficiently proficient to participate effectively in the general education program, the student will be exited from the alternative program. Additionally, the progress of exited students will be periodically monitored to ensure that they are not in need of additional alternative program services.

7. Special Education

Each limited-English proficient student with a disability will be provided appropriate alternative program services and special education services. The student may not be excluded from alternative program services due to receipt of special education services or from special education services due to receipt of alternative program services. Additionally, a limited-English proficient student will not be assigned to special education program services on the

basis of criteria which essentially measure and evaluate English language skills.

137

8. Title I Services

Each limited-English proficient student will be eligible for and provided Title I services on the same basis as other students who receive services.

9. Special Programs

Limited-English proficient students must be provided meaningful access to gifted and talented programs, upper level courses, vocational courses, and other categorical programs. Students should not be restricted in such access by the imposition of any criteria or methods of administration which delay or deny participation unless English language proficiency is an essential component of the program. Modification of instruction or individual assistance should be provided to enable otherwise qualified students to participate in such programs.

10. Segregation

Students with limited-English proficiency will not be segregated from their non-limited English proficient peers except to the extent educationally justified to meet the stated goals for the alternative program.

11. Parent/Guardian Notifications

The District will adequately notify limited-English proficient national origin minority parents and guardians of school activities and communications which are brought to the attention of other parents. Such notice, in order to be adequate, may have to be in a language other than English.

12. Alternative Program Evaluation and Modification

The District will periodically evaluate, at least annually, the effectiveness of its alternative program to determine if limited-English proficient students are acquiring sufficient English language skills to allow the opportunity for effective participation in the general education program in a reasonable amount of time and in a manner equivalent to the participation of non-limited-English proficient students. If it is determined that the program is deficient, appropriate modifications to the alternative program will be made in a timely manner.

NOTE TO USERS

Page(s) not included in the original manuscript are unavailable from the author or university. The manuscript was microfilmed as received.

UMI

REFERENCES

Adcock, D. L. (1986). Bilingual Education and Alternative Programs for Limited English Proficient Students: A Policy Analysis Focusing on Four School. Doctoral Dissertation, University of Illinois at Urbana-Champaign.

Aguirre, A., Bixler-Marquez, D. (1980). A sociolinguistic assessment model for bilingual education: A case study. NABE Journal, 4, 17.

Alvin, Y. So (1982). High School and Beyond data set: Its relevance for bilingual education researchers. NABE Journal, 7, 13-22.

Auerbach E. (1989). Toward a social contextual approach to family literacy. Harvard Educational Review, 59, 165-181.

August, Diane, Hakuta, Kenji (1997). Improving Schooling for Language Minority Children- A Research Agenda. Washington, DC.: National Academy Press.

Barth, R. (1979). Home-based reinforcement of school behavior: A review of the literature. Review of Educational Research, 49, 436-458.

Bermudez, A., & Padron, Y. B. (1989). The effects of parent education programs on parent participation. Annual Conference Journal, National Association for Bilingual Education, Washington D.C.

Bermudez, A., Padron, Y. (1990). Improving language skills for Hispanic students through home-school partnerships. Journal of Educational Issues of Language Minority Students, 6, 33-43.

Berger, E. H. (1991). Parents as Partners in Education. New York: Macmillan.

Berrueta-Clement, J. R., Schweinhart, L. J., Barnett, W. S., Epstein, A. S., & Weikart, D. P. (1984) Changed lives: The effects of the Perry Preschool Program on youths through age 19 (Monograph of the High/Scope Educational Research Foundation, No.8), Ypsilanti, Michigan: The High/Scope Press.

Bilingual Education Commission (1994), Striving for success: The education of bilingual pupils. Boston, MA: The Commonwealth of Massachusetts.

Carter, T.P. (1970). Mexican-Americans in school: A history of educational neglect. New York: College Entrance Examination Board.

Carter, T. P., & Chatfield, M. L. (1986). Effective bilingual schools: Implications for policy and Practice. American Journal of Education, 95, 200-234.

Cervantes, H. T., Baca, L. M., & Torres, D. S. (1979). Community involvement in bilingual education: The bilingual educator as parent trainer. NABE Journal, 2, 73-83.

Clark, R. M. (1983). Family life and school achievement. Chicago, IL: University

of Chicago Press.

Cochran, M. (1988). Parental empowerment process: Building on family strengths. Equity and Choice, 4,(1).

Coleman, J. S. (1987). Families and schools. Educational Researcher, 16, 32-38.

Collier, V. P. (1986). Cross-cultural policy issues in minority and majority parent involvement. In C. Simich-Dudgeon (Ed.), Issues of parent involvement and literacy. Symposium conducted at Trinity College, Washington DC.

Combes, M. C., & Trasvina, J. (1986). Legal implications of the English language amendment, The English only movement: An agenda for discrimination. Washington DC: League of United Latin American Citizens.

Comer, J. P. (1984). Home-school relationships as they affect the academic success of children. Education and Urban Society, 16.

Cummins, J. (1979). Linguistic interdependence and the educational development of bilingual children., Review of Educational Research, 49, 225-51.

Cummins, J. (1984). Bilingualism and special education: Issues in assessment and pedagogy. San Diego, CA: College Hill Press.

Cummins, J. (1986). Empowering minority students: A framework for intervention. Harvard Educational Review, 56, 18-36.

Crawford, James (1989). Bilingual Education: History Politics, Theory and Practice. Los Angeles, Bilingual Education Services, Inc.

Dembo, M., Sweitzer, M., & Lauritzen, P. (1985). An evaluation of group parent education: Behavioral, PET, and Adlerian programs. Review of Educational Research, 55.

Elmore, R. F., & Fuhrman, S. H. (1995). Opportunity to learn and the state role in education. A paper written with support from the National Governors' Association, draws from research conducted by the authors for the Consortium for Policy Research in Education (CPRE).

Fehrmann, P. G., Keith, T. Z., & Reimers, T. M. (1987). Home influence on school learning: Direct and indirect effects of parent involvement on high school grades. Journal of Educational Research, 80, 330-337.

Epstein, Joyce (1986). Parent Involvement: Implications for Limited English-Proficient Students. In Symposium Proceedings (Op.Cit.) Pp. 6-17.

Epstein, Noel. (1977). Language ethnicity and the schools: Policy alternatives for bilingual-bicultural education. Washington, DC: George Washington University, Institute for Educational Leadership.

Fishman, J. A. (1976). Bilingual education. An international sociological perspective. Rowley: Newberry House Publishers.

Fishman, J. A., & Keller, G. D. (1982). Bilingual education for Hispanic students in the United States. New York, NY: Teachers College Press.

Freire, P. (1973). Education for critical consciousness. New York, NY: The Seabury Press.

Garcia, E. E., & Padilla, R. V. (Eds.). (1985). Advances in bilingual education research. Tucson, AZ: The University of Arizona Press.

Goodson, B. D., & Hess, R. D. (1978). The effects of parent training programs on child performance and parent behavior. In B. Brown (Ed.), Found: Long-term gains from early intervention. Boulder, CO: Westview Press.

Hakuta, K., & Garcia, E. E. (1989). Bilingualism and education. American Psychologist, 44(2), 374-379.

Henderson, A. (Ed.). (1987). The Evidence continues to grow: Parent involvement improves student achievement. Columbia, MD: National Committee for Citizens in Education.

Hernandez-Logan, C., & Alarcon-Hereford, R. (1979). Parent training programs for Mexican-Americans: Affective and academic consequences. TABE The Journal of the Texas Association for Bilingual Education, 2(1), 9-14, 1980.

Kozol, J. (1991). Savage inequalities. New York, NY: Crown.

Laosa, L. M. (1982). School, occupation, culture, and family: The impact of parental schooling of the parent-child relationship. Journal of Educational Psychology, 74, 791-827.

Lau v Nichols, 414 U.S. 563 (1974).

Lambert, W.E., and Tucker, G.R. (1972). Bilingual education of children: The St. Lambert experiment. Rowley MA: Newberry House.

Martinez, R. (1979). Developing an advocacy model in bilingual education: A strategy for program implementation (pp. 189-205). In R. Padilla (Ed.), Bilingual education and public policy in the United States. Ypsilanti, MI: Eastern Michigan University.

Mayberry, M. (1989). Home-based education in the United States: Demographics, motivations, and educational implications. The Educational Review, 41, 171-180.

Michigan State Board of Education. (1986). Hispanic school dropouts and Hispanic student performance on the MEAP tests. Lansing, MI: Michigan Department of Education, Office of Hispanic Education.

Miller, S. A. (1991). Parental beliefs, parental accuracy, and children's cognitive performance: A search for causal relations. Developmental Psychology, 27, 267-276.

Mueller, D. J. (1986). Measuring social attitudes: A handbook for researchers and

practitioners. New York, NY: Teachers College Press.

National Center for Education Statistics. (1997). 1993-94 schools and staffing survey. A profile of policies and practices for limited English proficient students: Screening methods, program support, and teacher training (NCES 97-472). Washington, DC: U.S. Department of Education.

National Center for Educational Statistics. (1995). The educational progress of Hispanic students (NCES 95-767). Washington, DC: U.S. Department of Education.

Ogbu, J. (1978). Minority education and the caste: The American system in cross-cultural perspective. New York, NY: Academic Press.

Ogletree, E. J., & Walker, M. P. (1980). Puerto Rican parents and bilingual education. The Bilingual Journal.

Paulston, C. B. (1978). Rationales for bilingual education reforms: A comparative appraisal. In Comparative Education Review, 22, 402-419.

Powell, D. R., Zambrana, R., & Silva-Palacios, V. (1990). Designing culturally responsive parent programs: A comparison of low-income Mexican and Mexican-American mothers preferences. Family Relations, 39, 298-304.

Powell, D. (1986). Parent education and support program. Young Children, 47-53.

Powell, D. R. (1991). Strengthening parental contributions to school readiness and early school learning. Prepared for the Washington DC, U.S. Department of Education, Office of Educational Research and Improvement.

Ramirez J., Yuen, S. S., Ramsey, D., & Pasta, D. (1991). Final report: Longitudinal study of structured English immersion strategy, early exit and late-exit bilingual education programs for language minority children. (Vol. I) (Prepared for the U.S. Department of Education). San Mateo, CA: Aguirre International. No. 300-87-0156.

Scarr, S., & McCartney, K. (1988). Far from home: An experimental evaluation of the mother-child home program in Bermuda. Child Development, 59, 531-543.

Schlossman, S. L. (1976). Before Home Start: Notes toward a history of parent education in America. Harvard Educational Review, 46, 436-467.

Skutnabb-Kangas, T. (1986). Who wants to change and why—Conflicting paradigms in minority education research (pp. 153-181). In B. Spolsky (Ed.), Language and education in multilingual settings. San Diego, CA: College-Hill Press.

Spener, D. (1988). Transitional bilingual education and the socialization of immigrants. Harvard Educational Review, 58, 133-153.

Stein, C. B. (1986). Sink or swim. The politics of bilingual education. New York, NY: Praeger Press.

Stevenson, David L., and Baker, David P. (1987). The Family-School Relation and the Child's School Performance. Child Development, 58, 1348-1357.

Symposium Proceedings, Trinity College (1986). Issues of Parent Involvement and Literacy. Washington, DC, Office of Bilingual Education and Minority Languages Affairs.

Teitlebaum, H. and Hiller, R.J. (1977). The Legal Perspective. In Bilingual Education: Current Perspectives (Vol. 3). Arlington, VA: Center for Applied Linguistics.

TESOL. (1976). Position paper on the role of English as a second language in bilingual education. Washington DC: Teachers of English to Speakers of Other Languages.

Valdivieso, R. (1986). Must they wait another generation? Hispanics and secondary school reform. New York, NY: Columbia University.

Weikart, D. R., & Lambie, D. A. (1968). Preschool intervention through a home teaching program. In J. Helmuth (Ed.), Disadvantaged child. Vol.2: Head Start and early intervention. New York, NY: Brunner/Masel.

White, K. R., (1982). The relation between socioeconomic status and academic achievement. Psychological Bulletin, 91, 461-481.

Wong Fillmore, Lily and Valdez, Concepcion (1986). Teaching Bilingual Learners., in Whittrock, Merlin (Ed.), Handbook of Research on Teaching. Third Edition., pp.648-686.

ABSTRACT

A CRITICAL ANALYSIS OF BILINGUAL EDUCATION IN MICHIGAN: HISTORY AND CURRENT ADMINISTRATORS PERCEPTIONS OF CHANGES IN STATE POLICY MANDATING BILINGUAL EDUCATION.

BY

ROBERT RODRIGO QUIROZ

DECEMBER, 1998

Advisor: Dr. M. Reyes-Mazon

Major: Curriculum and Instruction

Degree: Doctor of Education

This research project is a critical study of the development and current status of bilingual education in Michigan. A qualitative-quantitative methodology was used to study the consequences of elimination of the Michigan mandate for bilingual education in favor of a voluntary funding program. One hundred and four local school district administrators of bilingual programs were surveyed on curriculum and instruction policies, hiring practices, and parent involvement.

A review of the research literature revealed a continuous controversy regarding bilingual education. This controversy focused on the low achievement of Limited English proficient students, second language acquisition and the effectiveness of local and federally funded Title VII programs. A related body of research indicates that parent involvement in

programs of bilingual education is as effective as it is elusive. There is, however, little study of the role of state policies in guiding local district programs.

Results of the survey data indicated that the deregulation of bilingual programs has so far had little effect on local program policies. For the most part plans are to continue current bilingual programs. This decision was driven by the needs of students who are learning English and the real or potential impact of the United States Department of Education Office for Civil Rights. Michigan state training regarding the new bilingual law was found to be inadequate while requirements were described as less stringent than federal guidelines.

Parent involvement in planning and at the classroom level was very low, and expected to decrease. Parent advisory councils, although no longer required, continued in most districts. However, parent involvement is expected to move to the school building level.

Plans to hire bilingual teachers and decisions about bilingual or English as a second language curriculum and instructional depended, according to respondents, on student need rather than state policy changes. There continues to be a demand for specialized bilingual teachers , especially in larger urban school districts.

Autobiographical Statement

Robert Rodrigo Quiroz

I came to the United States at the age of six Quito, Ecuador. I spent my childhood in Newark, New Jersey. I grew to enjoy learning and eventually, after I came to Michigan to live with my father, I attended the University of Michigan. I was a student during the peace movement. Like so many others I learned first hand to struggle for what is right. I earned degrees in sociology and Spanish literature. I continued to pursue my interest in my native language and the Hispanic culture as a graduate student. This interest led to my first professional position teaching Spanish and Chicano Studies at Michigan State University..

During the next twenty five years I took various roles in the field of public education, first in Adult Education in Lansing. The subjects I taught included English as a second language, High School Equivalency and employability skills. I was fortunate even with the little experience in public schools to attain a position in the Michigan Department of Education Office for Bilingual Education.

Later I chose a challenging and rewarding assignment as administrator of Bilingual and Migrant Education in Flint. I supervised a number of successful bilingual programs as well as training programs for parents. I have served on various Flint community organizations, including the Spanish Speaking Information Center, Big Brothers/Big Sisters, the Girl Scouts and the Mott Community College Community Advisory Committee. I also served as the Michigan Association for Bilingual Education President and state-wide conference coordinator.

I am currently with the University of Wisconsin at Madison as a Senior Training and Research Specialist where I provide educational consulting services to federally funded programs in Michigan schools. I am married to a Teresa Ann who is a gifted and caring teacher an wonderful mother. I have four of the most beautiful daughters any man could even dream of, Valerie, Carrie, Jessica and Elisa. I am blessed.