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An assessment of building-level organizational problems involved in bilingual education programs in selected elementary schools.

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AN ASSESSMENT
OF BUILDING-LEVEL ORGANIZATIONAL PROBLEMS
INVOLVED IN BILINGUAL EDUCATION PROGRAMS
IN SELECTED ELEMENTARY SCHOOLS

Presented To The

Graduate Faculty
University of Nebraska
at Omaha

In Partial Fulfillment
of the Requirements for the Degree
Specialist in Education

University of Nebraska at Omaha

by

David Allen Holmes

January, 1982

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of Nebraska at Omaha, in partial
fulfillment of the requirements for
the degree of Specialist in Education

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CHAPTER ONE
INTRODUCTION

From its earliest beginnings the land that is now the United States has attracted a great variety of peoples from many different ethnic and national backgrounds and for many different reasons, (Cooke, 1973, pp. 61-91; 273-301). This fact has created a nation of minorities; each with its own cultural and linguistic heritage.

Most of these minorities were assimilated into the mainstream of American life through the common link of the English language. There are some more recent groups that have not been included in this assimilation process because of linguistic and cultural differences. This creates serious problems for members of these groups, (Rodriguez, 1978, pp. 21-24). These complexities find their way into the nation's school systems by means of compulsory education laws.

Educators have at least one avenue available to them to help linguistically handicapped children. This is long-established concept that learning is most effective when instruction is conducted in the learner's dominant language, (U.N.E.S.C.O., 1953, p. 11). The use of this technique is not new in the United States. From the early nineteenth century until the First World War, there were many schools, primarily private, that used another language in addition to English as a medium for classroom instruction. With the exception of Spanish in the Southwest and French in the Northeast the dominant second language was German, (Andersson, 1978, pp. viii, ix; 21, 22).

The mood of the country and the status of languages other than English in schools changed radically with the onset of World War One. The use of other languages for instruction virtually ceased, (Andersson, 1978, p. 22).

This condition remained essentially unchanged until the Civil Rights movement of the early 1960's brought a new awareness of ethnic identity and highlighted the special and unique needs of the various minority groups. Leaders of the Spanish-speaking community pointed to the high incidence of unsuccessful school experience and subsequent difficulty in getting and holding jobs found among members of this community and demanded educational programs to overcome their linguistic handicap, (Rodriguez, 1978, pp. 1, 2).

The first contemporary effort to meet this demand was the bilingual education program in the Coral Way School in Dade County, Florida in 1963. The goal was to immerse both Spanish- and English-speaking students in a school environment where both languages were given equal status for instructional purposes, (Andersson, 1978, pp. 23-25). Federal sanction of the bilingual movement came in 1968 with the addition of Title VII, The Bilingual Education Act, to the Elementary and Secondary Education Act, (Andersson, 1978, pp. 223-228).

In 1974 bilingual education gained additional momentum through the use of equal education provision of the 1964 Civil Rights Act in a case heard before the United States Supreme Court known as *Lau V. Nichols* in which the Justices stated that "there is not equality of treatment merely by providing students with the same facilities, textbooks, teachers, and curriculum; for students who do not understand English are effectively foreclosed from a meaningful education," (414 U.S. 563). The Court went on to demand appropriate relief and turned the task over to the U.S. Office of Civil Rights which developed what has come to be known as the Lau Remedies, (Valverde, 1978, pp. 3, 4).

As more communities are forced to recognize the legitimate position of minorities more and more are turning to bilingual education as a means to meet their needs, (Omaha Public Schools, 1977, pp. 1, 2). It is at this point that a new series of problems arise. Among these are the locating of qualified teachers and the implementation and evaluation of the bilingual program. One group that is directly affected are the principals in whose buildings bilingual programs are implemented.

In discussing the role of the principal Valverde states that the development of the leadership areas where bilingual education are concerned have been largely ignored while the instructional area advances. This causes a mismatch between the administrative viewpoint and the teacher perspective of "how the program should run." This situation manifests itself in such areas as basic goals, standards, time allotments, methods, staff, and instructional resources, (Valverde, 1978, pp. 337, 338). These potential conflict areas raise a question as to specifically what organizational problems are caused for the building principal by the implementation of a bilingual education program in that principal's building.

Purpose of the Study

The purpose of this study was to assess the organizational problems for the building principal created by the implementation of a bilingual education program in the elementary school.

Limitations of the Study

This study is limited to the assessment of organizational problems concerning bilingual education encountered by the principal within the building or those that directly affect the teaching-learning process in selected elementary schools.

Procedures

A review of the literature was made to establish the general purposes of bilingual education and how these purposes are approximated through the methods of teaching used, the curriculum chosen, and the resources and personnel available.

Organizational problems identified in the literature will be used in the development of an opinionaire following the guidelines of Borg and Gall, (1974, pp. 195-210), to survey principals involved in bilingual education programs to determine the validity of the problems identified. In the opinionaire the problems will be itemized and listed numerically and a "yes-no" scale will be provided. Space will be provided for respondent comments about problems listed in the opinionaire or unconsidered problems.

The developed opinionaire will then be validated by a panel of experts consisting of district and state administrators in charge of bilingual programs. The validated opinionaire together with an appropriate letter of transmittal will be sent to 25 building administrators in elementary schools in Nebraska, Kansas,

and Colorado with bilingual programs. The returned results will be summarized descriptively. Any item will be considered a valid problem if responded to positively by a majority of respondents. General recommendations will be made.

Importance of the Study

No assessment of this nature has been found in the literature. It should prove of practical value to administrators and others involved in the implementation of bilingual programs as well as a point of departure for further research in the area of administration of bilingual education programs.

Definition of Terms

Bilingualism	-- Using or capable of using two languages, often with equal facility, (Guralnick, 1964).
Bilingual Education	-- The teaching of two languages and using them as media of instruction in any or all parts of the curriculum, (Board of Education, City of Chicago, 1975, pp. 8).
English as a Second Language	-- The specialized instruction in the English language to non-English speaking students, (Rodriguez, 1978, pp. 6, 7).
Dominant Language	-- A speaker's first language or the language with which he has greater facility, (Board of Education, City of Chicago, 1975, pp. 9, 10).
Organizational Problems	-- Difficulties arising in the administration of the school that interfere with the effectiveness of the school and the teaching-learning situation.

CHAPTER TWO

REVIEW OF RELATED LITERATURE

The 1968 provision added to the Elementary and Secondary Education Act of 1965 known as Title VII or the Bilingual Education Act, states that the purpose of federally-funded bilingual programs is:

..... to enable children whose dominant language is other than English to develop competitive proficiency in English so they can function successfully in the educational and occupational institutions of the larger society (HEW/USOE, 1974).

Bilingual education is viewed as an intervention strategy designed to remedy what is apparently viewed as a linguistic handicap in an English-speaking society, (Valverde and Brown, 1978, pp. 227-228).

Many authorities such as Alexander and Nava (1976), Gonzalez (1975), the Illinois Advisory Committee to the United States Commission on Civil Rights (1976), and Valverde and Brown (1978) would add a component to help non-English dominant students learn about and maintain their natal culture and language.

Bilingual programs may run from a minimum of providing a means for bringing non-English dominant students into the English-speaking mainstream as quickly as possible to a maximum of attempting cultural duality.

Since the 1974 Lau decision of the United States Supreme Court (414 U.S. 563), many school districts are moving to some form of bilingual education to meet Federal mandates (Omaha Public Schools, 1977).

The building principal becomes involved when any new program is implemented in the school. This complicates what is considered by some as an ill-defined position, (Sergiovanni and Elliot, 1975, pp. 13).

Roe and Drake,(1974, pp. 112-116) attempt to remove some of the enigma of the principalship by suggesting that the major task of the principal is "to exert educational leadership to improve the quality of life within his school" so that the school will be a desirable place. They continue to describe several variables that the principal must deal with in the accomplishment of this task. Prominent among these are people and information.

How these and other variables are dealt with is the subject of textbooks on educational administration and material such as Bean and Clemes' Elementary Principals Handbook.

The implementation of a new program, especially one requiring activities in another language and culture may cause considerable complications in dealing with the variables relating to the principal's major task.

Valverde (1978) feels that administrative problems relating to bilingual education result from trying to deal with new situations by using the same patterns to deal with variables in a traditional, monolingual setting. Zinn (1980) concurs stating that a major problem for the principal is a lack of understanding of bilingual education. Apparently the variables to be dealt with remain the same but the elements within these variables change with the implementation of a bilingual program.

The people variable is divided by Roe and Drake (1974) and Valverde (1978) into four classifications: pupils, classroom staff, parents, and the community at large. Each of these classifications will be treated separately although in actual fact they are inextricably interrelated.

Pupils

The focal point of any educational program is the pupil. Valverde and Brown (1978, pp. 278) cite Hechinger (1976) in stating that the goals of public education in the United States are the teaching of basic skills and the socialization of the students. In 1965, the Federal government instituted the intervention strategies of the Elementary and Secondary Education Act to equalize educational opportunity. In 1968, the needs of the non-English dominant students were recognized, as has been mentioned, by the Bilingual Education Act, Title VII of ESEA. Real efforts to meet these needs began after the 1974 Lau decision and subsequent enforcement of the Lau Remedies.

The building principal's involvement with the bilingual pupil begins in the identification of such students as non-English dominant required by the Lau Remedies. Simply stated, the requirements are:

- .. That the schools systematically and validly ascertain which of their clients are linguistically different;
- .. That schools systematically and validly ascertain the language characteristics of their clients;
- .. That schools systematically ascertain the achievement characteristics of their clients;
- .. That schools match an instructional program to the characteristics ascertained, (Cardenas, 1976, pp. 3).

This process is carried out by certified school personnel which may include the building principal, (Omaha Public Schools, 1977, pp. 3).

After this initial phase the principal's involvement with the pupil continues much as with other pupils in the building who may be considered disabled. Fulfillment of the principal's major task in this instance requires an understanding of the processes that change a disability into a handicap and, as

the recognized leader in the building, to foster attitudes that promote understanding that may keep disabilities from becoming debilitating handicaps, (Roe and Drake, 1974, pp. 200).

In the case of the linguistically disabled student, there is not so much help available to the principal as might be desired. Pifer (1979) found that the urgency with which bilingual education has been applied to aid non-English dominant students has drawn virtually all Title VII funds into the implementation of bilingual programs in the schools at the expense of basic research, thus leaving administrators to their own devices to a great extent.

Classroom Staff

The special nature of bilingual education suggests a need for teachers with special skills such as fluency in the student's dominant language and understanding of teaching English as a second language, (Waggoner, 1976). This is exemplified by the statement concerning that of acquiring instructional staff for bilingual programs in Omaha (Nebraska) Public Schools. First, a search was to be made for teachers fluent in the students' native language, familiar with bilingual education, and qualified to teach on the levels required. Second, a search of the school district to find people with some language skill who would be willing to cross-train and work in a bilingual program. Third, if sufficient candidates had not been found the search would be taken to the community at large to locate persons with needed language fluency and personal qualities who would be willing, with the district's help, to work toward certification, (Omaha Public Schools, 1977, pp. 11).

The difficulty in finding qualified personnel to staff bilingual programs is compounded by a lack of certification standards for bilingual teachers. Waggoner (1976) found only eleven states with some type of certification re-

quirements for teachers for bilingual education programs. Effort is being made in other states such as Nebraska to improve this situation, (University of Nebraska at Omaha, 1980).

Pifer (1979) found that the lack of adequately trained teachers for bilingual programs stems from a complete lack of Federal funding for preservice training prior to 1974 and only since 1978 have any Title VII funds been allocated for doctoral-level programs.

An illustration of potential staffing difficulties comes from a recent Federal Court case in New Jersey, one of five states requiring proficiency in English as well as the student's dominant language to be certified and teach in bilingual programs. The judge upheld the state's standards stating that although a particular teacher may teach primarily in a language other than English, inevitably a child will ask how something is said in English. The judge added that "schools do not exist to provide jobs for teachers; they exist to teach and, in the case of children reared in another language, to help them adjust to an English-speaking society", (New York Times, May 14, 1980).

Hechinger (1980) describes another example found in Manhattan and Brooklyn schools where many children were doing the bulk of their work in Spanish even after as long as six years in bilingual programs. This led one observer to comment that these children "are being deprived of a chance to share fully in educational opportunities." This statement is paradoxical since the situation described is precisely the situation bilingual education is to remedy (Hechinger, 1980; Cardenas, 1976).

Another area of special concern to the principal is prejudice on the part of other classroom teachers in the building (Sanchez and Cali, 1977, pp. 38). Such prejudice can be a source of friction within the school and between the school and the community. Much prejudice is not so much a moral problem

as a lack of understanding and information. The remedy is within the responsibilities of the principal, (Bean and Clemes, 1978, pp. 171-172).

Parents

Dealing with parents is a primary task of the principal. Gage (1977, pp. 15) states that the participation and understanding of parents in an advisory role is a very strong asset to a bilingual program. Pifer (1979) views bilingual education as a stimulus for Hispanic parents to begin playing an active role in the schools. Zinn (1980) confirms this opinion by providing another perspective. Parental reticence in dealing with the school and poor communication between parents and the school are severe hindrances to an effective bilingual program. Bean and Clemes (1978, pp. 169-172) stress the importance of the principal and school staff becoming involved in the local community to overcome the complexity of dealing with minority parents and to develop the necessary confidence and sensitivity for effective relationships.

In an age of political activism the power of parents should not be overlooked. This is evidenced by the following advice:

... identify other parents and community members who share the same concerns, issues and problems.

... arrange a meeting between representatives of your group with the principal of the school in question. Outline your concerns to the principal. Be prepared, too, to support your claims and demands by pointing out their basis in the law or in the regulations of the State or Federal government. Don't be satisfied with the school officials' claim that they will 'study the problem carefully.' Insist on quick action and establish a specific date for reporting back to you the progress that is being made in implementing the necessary changes, (Illinois Advisory Committee to the United States Commission of Civil Rights, 1976, pp. 27-28).

This type of material and its resultant action should be considered seriously because many Hispanic parents view action for bilingual programs as a means for generally improved education for their children (Valverde and Brown, 1978, pp. 291) and as a major point of entry to press for language rights

and other points that lead to participation in the political process through election to school boards and other offices (Pifer, 1979).

The Community at Large

A recent news magazine article illustrates current public controversy regarding bilingual education. Backers say that prolonged education in a mother tongue and culture are essential to building ethnic pride. Critics say that bilingual programs are more social than educational and threaten the "melting-pot" concept and the unifying factor of the English language, (U.S. News and World Report, 1978, pp. 58-59).

Groups that shape public opinions regarding bilingual education range from groups that view the employment of bilingual teachers as a way to control large blocks of teaching jobs and their inherent political clout (Hechinger, 1980) to groups and individuals such as Rhode Island State Representative John Assalone who feel that bilingual programs are a waste of time and money (Omaha World Herald, September 29, 1980). Within this spectrum are those who feel a genuine need for bilingual programs for the benefit of the students. Within this group are those such as Norman Zinn, bilingual education supervisor for Omaha Public Schools, and Federal district judge Anne Thompson of New Jersey who view bilingual education much as it is stated in Title VII as a means to get from Spanish (or other minority language) to English as rapidly as possible to equip children to function in the American economy (Omaha World Herald, October 5, 1980; New York Times, May 14, 1980).

Others who also see value for the student in bilingual education see it as a means to retain and strengthen native language and culture leading to acceptance of that language and culture into the greater society thus developing a cultural plurality in that society (Valverde and Brown, 1978, pp.

289-292). This concept is carried farther by some Hispanic groups that feel the United States should be made officially a bilingual country, (Hechinger, 1980).

This divergency of opinion is likely to continue as the varied groups involved formulate new positions and the Federal government provides new guidelines causing retrenchment by other groups that make up this variable, (Shanker, 1980).

It has been seen that this public controversy may impact directly on the principalship. Indirectly the principal will be affected by the results of pressure on others responsible for policy formation.

Information

Information handled by the principal may be divided into incoming information necessary for decision-making and outgoing information designed to contribute to the well-being of the school.

The lack of basic understanding concerning the goals and objectives and the curriculum of bilingual education is seen as a fundamental weakness, (Zinn, 1980; Estupinian, 1979). This becomes a problem when the principal is questioned about the program or is called upon to advise or evaluate bilingual teachers or the bilingual program within the building (Zinn, 1980). The lack of ability to effectively judge the teaching and effectiveness of the bilingual program within the building denies the information such evaluation would provide and hinders the improvement of the program, (Golub, 1978, pp. 365).

Another area of weakness is a lack of knowledge of the cultural needs of non-English dominant students. This point is emphasized by Gage, (1977, pp. 11-21) who stresses the need to know how the student's dominant language functions in the community as well as the language and culture's status in the greater society. One needs to understand the general family structure of the

group being served and how it affects learning and motivation and an awareness of any possible conflicts of mores that may manifest themselves in the school setting.

The principal should also have some basic knowledge of linguistics and of the differences and similarities between the student's primary language and English. The principal should keep this information and the student's bilingual background in mind in dealing with him (Center for Applied Linguistics, 1976, pp. 7).

Virtually all of this information should be passed on to others. Bean and Clemes (1978) view the principal as responsible for keeping the school staff, parents, and the community informed about the school's programs. Where bilingual education is concerned this may be a problem caused by the principal's lack of information or a lack of effective communication with non-English dominant publics. An Austin, Texas study found that while most of the respondents seemed well-informed about the school program in general, a very small minority were aware of the workings of their children's bilingual work. Thirty-seven percent of the respondents stated that they had received no prior information about bilingual education and twenty-three percent stated that they did not understand the information that they had thus indicating an important communication problem (Lingon, 1974, pp. 2, 5).

CHAPTER THREE

PROCEDURE

Purpose of the Study

The purpose of this study was to describe the organizational problems created for building principals by the implementation of bilingual education programs in elementary schools.

A survey of the literature shows no such description. The information gained by the study may be of value to a building principal in whose building such a program is implemented by focusing on the practical experiences of other principals who have found themselves in similar situations.

Opinionaire

Data for this study will be gained through the use of an opinionaire based on an analysis of the literature for areas of potential problems. Selected educators will be asked to respond to specific items concerning staffing of the bilingual program, parent relations where bilingual education is an issue, practices and procedures involving bilingual education, and community relations as they relate to bilingual education. The respondents will be asked to affirm or deny that each of the listed items is or was an administrative problem. This simple "yes-no" scale will be the only scale used.

Space will be provided for each of the above areas for any respondent's experience that has not been included in the opinionaire or for elaboration and comment on any item.

The completed opinioinaire will be field-tested for readability by submitting it for review to individuals with an educational level similar to that of prospective respondents.

The instruments will be reviewed for technical validity by local and state bilingual education experts.

Sample

The sample population for the study will consist of elementary principals who have bilingual education programs in their buildings from the states of Colorado, Nebraska, and Kansas. Directors of bilingual programs and other district level authorities will be asked to provide the names of those principals. All names received will be contacted for the purposes of this study. It is anticipated that at least twenty-five names will be received.

Obtaining Results

After field-testing, the refined opinionaires will be sent with an appropriate letter of transmittal to the elementary principals. Each opinioinaire will be assigned a number as a means of monitoring responses. A stamped, self-addressed envelope will be provided with each opinioinaire for returning the completed instrument to this researcher. A follow-up postcard will be sent after seven working days to those not responding as indicated by the coded opinionaires not received. With the exception of the code used only for assuring returns, all other information from the respondents will be confidential and anonymous.

Data Treatment

Responses will be tabulated in terms of frequency and of percentages. Any item receiving a response percentage indicating a potential problem area

of fifty-one percent will be considered significant for this study. This significance is not a statistical inference. There will be no statistical treatment of any data other than as mentioned above. This analysis will be followed by a discussion of the respondents' comments and a synthesis of the opinionaire. No specific recommendations are anticipated except those that may be received from the respondents' comments.

CHAPTER FOUR

FINDINGS

Purpose of the Study

The purpose of the study was to describe the organizational problems created for building principals by the implementation of bilingual education programs in elementary schools.

Opinionaire

Data for the study was gained through the use of an opinionaire based on an analysis of the literature for areas of potential problems. The opinionaire consisted of twenty-seven items divided into the following categories: procedures involved in bilingual education, staffing as it applies to the bilingual program, relations with parents as they apply to the bilingual program, community relations as they apply to the bilingual program, and information and communication as they apply to bilingual education. Space was provided for respondent comments on each of the above categories.

The opinionaire was tested for readability by persons of a similar educational level as the respondents to whom it was sent. It was examined for technical validity by Norman Zinn, Modern Language and Bilingual Supervisor for Omaha Public Schools and Nancy Rowch of the Nebraska State Department of Education, Office of Bilingual Education. No technical defects were reported. (For opinionaire, see Appendix 1.)

Sample

The validated opinionnaire was sent together with a letter of transmittal (Appendix 2) to twenty-six elementary school principals whose names and addresses were supplied by bilingual directors in Colorado, Kansas and Nebraska. The original mailing was followed by a reminder card after seven working days. A total of nineteen opinionnaires were returned representing a return rate of seventythree percent. One opinionnaire was returned incomplete with the respondent's statement of lack of experience; therefore, eighteen opinionnaires were considered for treatment.

Treatment of Data

The responses were totaled for each of the three choices: Yes, No, and N/A. The twenty-seven items and the percent response for each was determined. Choices receiving a fifty-one percent response were considered significant for this study. No further statistical or numerical analysis was performed or implied (Appendix 3).

It was found that when the fifty-one percent criteria was applied it was possible to draw a profile of a typical respondent from the sample population in regard to their relationship to the bilingual education program in their building. The items in parentheses refer to the item number on the opinionnaire.

The respondent had criteria for determining which students are to be included in the bilingual education program (item 1) but they did not participate in the preparation of the criteria (item 2); therefore, there was no difficulty reported in their preparation (item 3). The respondent may have experienced difficulty in implementing the criteria (item 4).

The respondent was directly involved in the general staffing process of the school (item 5) and in the staffing of the bilingual education program (item

6). They may not have experienced difficulty in the selection of qualified staff for the bilingual education program (item 7).

A general classroom evaluation procedure was used (item 8) but there was no procedure specifically for the evaluation of teachers in the bilingual education program (item 9). Considerable difficulty was experienced in the evaluation of bilingual education teachers (item 10).

The respondent may or may not have to deal with prejudice on the part of teachers and staff not involved with the bilingual education program (item 11) but not with teachers and staff in the bilingual education program (item 12).

The respondent has not experienced difficulty in contacting non-English speaking parents (item 13) nor have they experienced difficulty in communicating with non-English speaking parents concerning bilingual education (item 14).

The respondent did not experience pressure from non-English speaking parents either favoring (item 15) or opposing (item 16) bilingual education. No pressure was experienced from English speaking parents favoring bilingual education (item 17) but some pressure may have been experienced from English speaking parents opposed to bilingual education (item 18).

The respondent communicated with the community about the bilingual education program (item 19) and felt no pressure from the community either opposing (item 20) or favoring (item 21) bilingual education.

The respondent had a clear understanding of the goals and objectives of bilingual education (item 22) and was able to communicate with teachers and staff concerning these goals and objectives (item 23).

The respondent cannot communicate in the language other than English used in the bilingual education program (item 24) but they felt that it was important to be able to so communicate (item 25).

The respondent had a basic understanding of the culture of the students in the bilingual education program (item 26) and felt that such understanding was important to the effective functioning of the bilingual education program (item 27).

Analysis of Data

An examination of the above discussion of data indicated that in the category PROCEDURES INVOLVED IN BILINGUAL EDUCATION, possible problems existed the implementation of criteria for including students in the bilingual education program. A problem is indicated based on the fifty-one percent response. A possible problem is indicated based on a forty-nine or fifty percent response.

A problem indicated in the category STAFFING AS IT APPLIES TO THE BILINGUAL PROGRAM is the difficulty in evaluation of teachers of bilingual education. Possible problems indicated in this category are the selection of qualified staff for the bilingual program and prejudice on the part of teachers and staff not involved in the bilingual education program.

A possible problem found in RELATIONS WITH PARENTS AS THEY APPLY TO BILINGUAL EDUCATION is pressure from English speaking parents opposed to bilingual education.

No problems or possible problems were indicated in either of the last two categories: COMMUNITY RELATIONS AS THEY APPLY TO BILINGUAL EDUCATION and INFORMATION AND COMMUNICATION AS THEY APPLY TO BILINGUAL EDUCATION.

Summary of Respondents' Comments

Fourteen of the respondents made some comment in the spaces provided.

Most of these, however, did not respond to every category and therefore do not necessarily represent majority opinions.

Very few comments were made in the PROCEDURES section. One respondent felt that the procedures seemed to change radically from year to year, leaving considerable confusion. Another respondent saw the criteria used as a means of tracking Spanish-speaking students.

The only comments in the STAFFING section stated that either Spanish surnamed teachers were not available or that funding interfered with hiring.

The few comments in the PARENTS section included the idea that parents did not understand that Bilingual Education was not the learning of Spanish by the English-speaking students and the statement that parents "don't give one damn." Others found parents to be very supportive.

Some division within the community was indicated in the COMMUNITY RELATIONS section. One respondent voiced resentment at having to deal with divisive elements in the community rather than spend time in the education of children.

Comments in the INFORMATION AND COMMUNICATION section centered on the need to translate information into non-English languages. The only adverse comment concerned the time needed for this process.

The statement referring to the most problematic area of the bilingual program brought the largest number of comments. The primary problem was lack of consistency of state and Federal guidelines. This was followed by funding problems. The third area was staffing including forced staff transfers, lack of appropriate inservice for teachers both in and out of bilingual education, and total staff understanding and acceptance of the bilingual education program.

In general the respondents' comments indicated a feeling that bilingual

education was a political issue as much or more than it was an educational issue.

CHAPTER FIVE

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Summary

The purpose of this study was to identify the organizational problems created for building principals by the implementation of bilingual education programs in elementary schools.

Data for the study were gained through the use of an opinionaire based on an analysis of the literature for areas of potential problems. The opinionaire consisted of 27 items divided into five categories concerning bilingual education: PROCEDURES, STAFFING, PARENTS, COMMUNITY, and INFORMATION AND COMMUNICATION. Space was provided for respondent comments.

The opinionaire was sent to 26 elementary school principals with bilingual programs in their buildings in Colorado, Kansas, and Nebraska. Nineteen responses were received.

The returned opinionaires were tallied for Yes, No, and N/A responses and percentages were given to each item. Based on this information, a profile of a typical respondent was written.

Conclusions

An examination of the profile identified a problem in the evaluation of teachers in the bilingual education program. Possible problems were found in implementing the criteria for including a student in the bilingual education

program, the selection of qualified staff for the bilingual education program, prejudice on the part of teachers and staff not included in the bilingual program, and pressure from parents opposed to bilingual education.

Respondents' comments indicating the most problematic areas in bilingual education programs identified lack of consistent state and federal guidelines and a lack of funding as paramount. The respondents felt that bilingual education was a political issue more than an educational one.

Recommendations

As a result of this study, it is recommended that a concise document be developed specifically for the principal whose building houses a bilingual education program. This document should detail goals and objectives of the bilingual program, describe criteria for selection and retention of students in the bilingual program, and contain a section describing procedures for the evaluation of the bilingual program and the teachers working in the program.

It is further recommended that principals be given specific training either by state or district authorities concerning procedures for evaluating the bilingual program and its teachers. In the absence of knowledge of the non-English language being used, the principal might be taught specific clues to learning that might not require linguistic interaction. This should include the unique aspects of the bilingual classroom and specific activities that the principal could employ in evaluating the effectiveness of the bilingual program.

Recommendations for Further Study

The descriptions of problems identified in this study raised questions as to why these problems exist and what relationship, if any, exists between the problems mentioned and the geographical location of the sample. This knowledge may lead to solutions of some of the problems identified.

It is recommended that a similar study be made covering a larger geographical area, including major metropolitan areas on the East and West Coast, to ascertain whether or not the problems identified in this study are universal and inclusive and what additional problems, if any, would be faced by a building principal with a bilingual program in other geographic locations.

It is further recommended that study be given to the solutions of problems identified.

Please indicate what your experience has been with the following aspects of bilingual education by placing a check in the appropriate column for each item. Please place a check in the N/A column only if the item is outside your sphere of responsibility.

PROCEDURES INVOLVED IN BILINGUAL EDUCATION YES NO N/A

1. Do you have criteria for determining which students are to be included in the bilingual program?			
2. Were you involved in establishing criteria for including students in the bilingual program?			
3. Did you experience difficulty in establishing criteria for including students in the bilingual program?			
4. Have you experienced difficulty in implementing the criteria for including students in the bilingual program?			

Please comment on PROCEDURES on the other side of this sheet.

STAFFING AS IT APPLIES TO THE BILINGUAL PROGRAM

5. Are you directly involved in the staffing process in your building?			
6. Are you or have you been involved in the staffing process of the bilingual program?			
7. Did you experience difficulty in the selection of qualified staff for the bilingual program?			
8. Do you have a classroom evaluation procedure for all teachers in your building?			
9. Do you have a classroom evaluation procedure specifically for teachers in the bilingual program?			
10. Have you experienced difficulty in evaluating the teaching in the bilingual program?			
11. Have you had to deal with prejudice concerning bilingual education on the part of the teachers and staff not involved in the bilingual program?			
12. Have you had to deal with prejudice on the part of the teachers and staff working in the bilingual program?			

Please comment on STAFFING on the other side of this sheet.

RELATIONS WITH PARENTS AS THEY APPLY TO THE BILINGUAL PROGRAM

13. Have you experienced difficulty in contacting non-English speaking parents?			
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14. Have you experienced difficulty in communicating with non-English speaking parents concerning bilingual education?

15. Have you experienced pressure from non-English speaking parents favoring bilingual education?

16. Have you experienced pressure from non-English speaking parents opposing bilingual education?

17. Have you experienced pressure from English speaking parents favoring bilingual education?

18. Have you experienced pressure from English speaking parents opposing bilingual education?

Please comment on PARENTS on the other side of this sheet

COMMUNITY RELATIONS AS THEY APPLY TO THE BILINGUAL PROGRAM

19. Do you communicate with the community about the bilingual program?

20. Have you experienced pressure from members of the community other than parents, opposed to bilingual education?

21. Have you experienced pressure from members of the community, other than parents, favoring bilingual education?

Please comment on COMMUNITY RELATIONS on the other side of this sheet.

INFORMATION AND COMMUNICATION AS THEY APPLY TO BILINGUAL EDUCATION

22. Do you have a clear understanding of the goals and objectives of bilingual education?

23. Are you able to communicate with teachers and staff concerning the goals and objectives of bilingual education?

24. Can you communicate in the language other than English used in the bilingual program in your building?

25. Do you feel it is important to be able to communicate in the language used in the bilingual program?

26. Do you have a basic understanding of the culture of the students in the bilingual program in your building?

27. Do you feel that an understanding of the culture of the students in the bilingual program is important for the effective functioning of the bilingual program?

Please comment on INFORMATION AND COMMUNICATION on the other side of this sheet.

COMMENTS

PROCEDURES

STAFFING

PARENTS

COMMUNITY RELATIONS

INFORMATION AND COMMUNICATION

Please tell what has been for you the most problematic area of the bilingual program in your building.

APPENDIX 2

Dear Principal:

Much has been said recently both for and against bilingual education. Research has been and is being done in such areas as teacher preparation and program evaluation. The function of the building administrator concerning bilingual education has been neglected.

You, as building principal having practical experience with the bilingual program in your school, offer a unique perspective concerning bilingual education that is of value to others in your position or those who are becoming involved in bilingual education for the first time.

The purpose of this study is to get your opinions of your experience concerning bilingual education, to combine these with the opinions of other principals and to make this information available to others who may find it of value.

We would be very grateful for a few minutes of your valuable time to complete and return the enclosed opinionaire in the envelope provided. The number on the opinionaire is used only to keep track of responses and will not be used for any other purpose. Your anonimity will be protected.

We are aware that some of the items may be outside your sphere of responsibility due to varying state and district policies. In those cases, please mark the N/A column.

You will note that there is space for your personal comments on the reverse of the opinionaire. We welcome anything you may add.

We appreciate the time constraints you work under. We would be deeply grateful, however, if your response would be returned before

Thank you very much beforehand for your cooperation.



Dr. Paul Kennedy
Professor, Department of
Educational Administration
and Foundations
University of Nebraska, Omaha



David Holmes, Researcher

APPENDIX 3

ITEM	YES		NO		N/A	
	N	%	N	%	N	%
1	16	89	2	11	0	06
2	6	33	11	61	1	33
3	3	17	9	50	6	17
4	6	33	9	50	3	06
5	16	89	1	06	1	0
6	14	78	4	22	0	11
7	7	39	9	50	2	06
8	16	89	1	06	1	06
9	5	28	12	67	1	06
10	1	06	16	89	1	0
11	9	50	9	50	0	0
12	5	28	13	72	0	0
13	4	22	14	78	0	0
14	3	17	15	83	0	0
15	0		18	100	0	0
16	2	11	16	89	0	0
17	4	22	14	78	0	0
18	9	50	9	50	0	0
19	17	94	1	06	0	0
20	7	39	11	61	0	0
21	6	33	12	67	0	0
22	17	94	1	06	0	0
23	18	100	0		0	0
24	7	39	11	61	0	0
25	10	56	7	39	1	06
26	18	100	0		0	0
27	17	94	1	06	0	0

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