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The need for bilingual education in the schools of Vermont.

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An Abstract of a Dissertation

THE NEED FOR BILINGUAL EDUCATION
IN THE SCHOOLS OF VERMONT

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B.S. in Ed., Fitchburg State Teachers College, 1953

M.S., University of Massachusetts, 1958

C.A.G.S., Boston University, 1963

Ed.D., University of Massachusetts, 1969

Directed by: Dr. Ovid S. Parody

Submitted in partial fulfillment of the
requirements for the degree of
Doctor of Education
1969

The Need for Bilingual Education in the
Schools of Vermont. (May, 1969)

Daniel Giles O'Connor

B.S. in Ed., Fitchburg State Teachers College, 1953

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This study attempted to determine the number of pupils of limited English-speaking ability attending public and parochial schools in the State of Vermont; the schools of such attendance; the non-English mother tongues spoken by children; and their economic status which may determine their eligibility for benefits contained in Public Law 90-247, Elementary and Secondary Education Act, Title VII known as the Bilingual Education Act.

A questionnaire was used as the study instrument. It was sent to a population of 505 schools of which 425 were elementary and 80 secondary. An 85.9 percent response was received - 362 from elementary schools and 72 from secondary schools. Of these 434 schools, 159 reported activity with which the study was concerned or thirty-six point six (36.6) percent of the answering schools reporting children with limited English-speaking ability as used in this study.

As a result of the study, tables were developed which identified schools within the State enrolling children with limited English-speaking ability who might qualify for participation in the benefits of the Bilingual Education Act. Enrollments of children with limited English-speaking ability were compared to school enrollments. The concentration of such children in terms of a number and the percent of school enrollment were obtained to assist the Vermont State Department of Education in setting priorities based on need in its recommendations on the Bilingual Education Act applications received from local school districts.

Among the conclusions of the study were:

- (1) There was an inverse relationship between the size of a school's total enrollment and its proportion of children with limited English-speaking ability.
- (2) Through a replication of the study instrument, increase in the report of the number of children identified as being in the target group could be obtained.
- (3) Some of the criteria for establishing the eligibility of a school district's participation in the Bilingual Education Act was not readily available in school districts.
- (4) Twenty-two different languages were among the non-English mother tongues used by children in grades one to twelve in the schools of Vermont, of which the most prevalent was French.

- (5) The highest concentrations of students with limited English-speaking ability were found in schools near Vermont's northern border.
- (6) In some Vermont schools the proportion of children with limited English-speaking ability at the poverty level was more than twice that of the national average.
- (7) The need to provide educational programs for children with limited English-speaking ability was found in 159 schools.
- (8) There were 47 schools in Vermont which enroll children that may be eligible for benefits contained in the provisions of the Bilingual Education Act.

The investigator made ten recommendations in the study which had implications for persons and agencies at the federal, state, and local levels of education which were intended to improve educational opportunity for children with limited English-speaking ability.

Proposals for further research in five specific areas are also contained in the study along with a recommendation that further research be done on the problem while it remains an obstacle to equal educational opportunity.

A survey of pertinent literature, international in scope, seeks to set both methodology and conclusions in a perspective enlarging the Vermont focus of the problem. Materials introduced treat linguistic, pedagogical, socio-economic, political and psychological

factors indissociable from bilingual education. The same are concentrated in Chapter Four and detailed as bibliography in SOURCES CONSULTED.

THE NEED FOR BILINGUAL EDUCATION
IN THE SCHOOLS OF VERMONT

A Dissertation Presented

by

DANIEL GILES O'CONNOR

Submitted to the Graduate School of the
University of Massachusetts in
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DOCTOR OF EDUCATION

May 1969

(month) (year)

Major Subject Educational Administration

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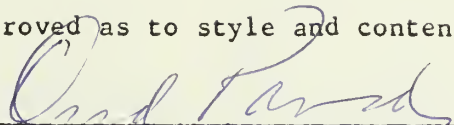
THE NEED FOR BILINGUAL EDUCATION
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A Dissertation

By

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May 1969

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CHAPTER I

INTRODUCTION

The Bilingual Education Act of 1968. On January 2, 1968 Congress enacted Public Law 90-247 which amended the Elementary and Secondary Education Act of 1965 by redesignating Title VII as Title VIII and inserting after Title VI a new title known as Title VII, Bilingual Education Program. Congress declared, as a public policy of the United States, that the special educational needs of children with limited English-speaking ability who, by definition, "come from environments where the dominant language is other than English",¹ required federal financial assistance. This assistance would be provided to local educational agencies to develop and implement new and imaginative elementary and secondary programs designed to meet the special educational needs of such children.

The Bilingual Education Act was the culmination of efforts in both the houses of Congress. More than thirty bills were introduced in the first session of the Ninetieth Congress in the House of Representatives which dealt with the problem of bilingual

¹Elementary and Secondary Education Amendments of 1967, Bilingual Education Act, Statutes at Large, LXXXI, Sec. 816 (1968).

education.² The House of Representatives General Subcommittee on Education and Labor held public hearings on June 28 and 29, 1967 on two bills. A Special Subcommittee on Bilingual Education of the Committee on Labor and Public Welfare of the Senate held public hearings on May 18, 19, 26, 29, and 31, 1967 on one bill. According to Senator Yarborough, this was the first time Congress ever conducted a hearing on the problems of bilingual education.³

The Senate hearings on bilingual education centered on the problems of Spanish-speaking students. In the Senate hearings the testimony of 106 witnesses is recorded. Also; there are statements by other individuals and additional information such as tables, graphs, and articles which were entered into a 681 page record which has been published in two parts. The policy statement of Bill S. 428 limited the intent of the proposed Senate bill to serve the "needs of the large numbers of students in the United States whose mother tongue is Spanish and to whom English is a foreign language."⁴ Much of the testimony is directed to specific statements about the Spanish-speaking Americans.

²U.S. Congress, House Committee on Education and Labor, Bilingual Education Programs, Hearings, before a subcommittee on Education and Labor, House of Representatives, on H.R. 9840 and H.R. 10224, 90th Cong., 1st sess., 1967, p. 14.

³U.S. Congress, Senate Committee on Labor and Public Welfare, Bilingual Education, Hearings, before a subcommittee on Labor and Public Welfare, United States Senate, on S. 428, 90th Cong., 1st sess., 1967, p. 1.

⁴Ibid., p. 4.

There was additional testimony that bilingual education is a problem and concern for other non-English speakers.

Senator Farnum spoke of the special needs of Indian children.⁵

The United States Department of Health, Education and Welfare had not taken an official stand on S. 428⁶ but Commissioner of Education Howe stated:

I certainly do not think we ought to get into the posture of multiple legislation for every single small, bilingual group we have in the United States.⁷

Senator Randolph saw the need to broaden the proposed legislation to other language groups and thought it should be, but joined in sponsoring S. 428 as presented.

I feel that this legislation, although I believe it should be broadened to include the non-Spanish-speaking, encompasses a very sound approach to a pronounced problem of our times.⁸

Dr. A. Bruce Gaarder recommended that:

The opportunity to profit from bilingual education be extended to children of all non-English-speaking groups; at worst they become hopelessly retarded in school; at best they lose the advantage of mastery of their mother tongue.⁹

Gaarder was of the viewpoint that the proposed Senate legislation should be broadened to include all non-English-speakers giving

⁵Ibid., p. 41.

⁶Ibid., p. 38.

⁷Ibid., p. 41.

⁸Ibid., p. 44.

⁹Ibid., p. 55.

as his reason the needs of the students and the fact that the level of public support for bilingual education would be "immeasurably greater" if all the ethnic groups could be included.¹⁰

Senator Yarborough (speaking to Commissioner Howe) indicated his reasons for sponsoring S. 428 for Spanish-speakers only.

We have limited this bill to the Spanish language because there were so many more of them than any other group. If you spread this idea to every language it would fragment and destroy the bill. There is also a basic difference between the Spanish speaking and the other non-English-speaking groups. If you take the Indians, Polish, French, German, Norwegians, or other non-English-speaking groups, they made a definite decision to leave their old life and culture and come here to a new country and set up a way of life here in accordance with ours, and we assumed they were consenting at that time to give up their language too.

That decision to come here carried with it a willingness to give up their language, everything.

That wasn't true in the Southwest. We went in and took the people over, took over the land and the culture. They had our culture superimposed on them. They did not consent to abandon their homeland and to come here and learn anew. They are not only the far more numerous group, but we recognize the fact that they are entitled to special consideration.¹¹

Thus was it explained by Senator Yarborough, who sponsored S. 428 along with Senators Javits, Kennedy of New York, Kuchel, Montoya, Tower, and Williams of New Jersey, why the proposed Senate legislation was limited to only one segment of those in the United States who do not speak English as a mother tongue.

¹⁰Ibid., p. 58.

¹¹Ibid., p. 37.

While the Senate Subcommittee Hearings on S. 428 had focused its main attention on bilingual education for Spanish-speakers, a Subcommittee of the House of Representatives held hearings on two other bilingual education bills simultaneously. One of these was H.R. 9840 by Representative Scheuer of New York. The other bill was H.R. 10224. Both of these bills took a broader view than S. 428 by including all non-English-speaking groups.

In the record of testimony of the House Subcommittee most reference is to the Spanish-speaking group; however, statements regarding other non-English-speaking groups appear frequently throughout. The Chairman of the Hearings, Representative Puchiski, in his opening statement made it clear that both of the proposed House bills were designed for the benefit of all non-English-speaking groups. He specifically mentioned the problem which Maine has with "communities where there are concentrations of Canadian children who speak Canuck French, and they have just as much of a problem as our Puerto Rican children and Mexican-American children."¹² A statement about French-Canadians in Maine by Representative Hathaway, which included a copy of a letter from Edward F. Booth, State Supervisor of Foreign Languages in Maine, was entered in the record.¹³

¹²U.S. Congress, House Committee on Education and Labor, Bilingual Education Programs, Hearings, op. cit., p. 40.

¹³Ibid., pp. 11-14.

Representative Eckhardt spoke of the extreme portion of the State of Texas where there are a number of persons "whose first language is a sort of French";¹⁴ but proposed that the Yarborough bill should be "utilized at least as the first run, something in the nature of a test run,"¹⁵ after the general policy for all non-English-speakers had been established. He also mentioned Spanish, Czechoslovakian, Swedish, and German as among the languages spoken in Texas.

John Belindo, Director of the National Congress of American Indians, testified on the problem of educating Indian children who speak an indigenous language but must learn through English by English-speaking teachers. Among others, he refers to problems on the Penobscot and Passamoquady Indian Reservations in Maine where for 150 years Indians have been taught by Catholic nuns who have never tried to learn the Indians' native languages.¹⁶ Dr. Gaarder also testified on the use of the Indian languages as well as other languages in this country:

Apart from the Indian languages there are some 35 or 40 languages involved. Spanish is No. 1, but others come close in importance.¹⁷

Monroe Sweetland, Legislative Consultant for the National Education Association, acknowledged that Congress may be able to compose a

¹⁴Ibid., p. 30.

¹⁵Ibid., p. 40.

¹⁶Ibid., p. 131.

¹⁷Ibid., p. 291.

measure that would cover every possible non-English speaker; but, as a practical matter, he trusted that, in the beginning years, the need of the basic large minorities would be met inasmuch as they present the basic challenge. (His reference was to Spanish-speakers and French-speakers).

This issue involves roughly 90% of the Spanish-speaking in its natural aggregate, with other important regional language groups whose family language is still French.¹⁸

Sweetland proposed that Congress "legislate the tools to come to grips with the problem in its major portions", with the view the techniques and skills learned in the "major battle" would eventually serve the "occasional pockets of need" of those who spoke other languages.¹⁹

A third dimension had thus been injected into the testimony. The position of meeting only the needs of the major groups could be considered a compromise action between the Senate and House bills being proposed.

During the course of the House Subcommittee Hearings on bilingual education, at least thirty-three witnesses provided testimony in addition to the statements, letters, and supplemental material from fifty-nine sources which were entered into a 584 page record. There was a predominance of references to the problems of Spanish-speakers and those of the Indian-speakers. Problems of speakers of other languages were referred to most often in general terms and described generally as non-English-speakers.

¹⁸Ibid., p. 303.

¹⁹Ibid., p. 266.

Upon studying the differences between the bilingual education bills before the House and Senate subcommittee, it became apparent there were no serious differences between the bills which were unresolvable.

If any basic difference exists in the bills, it remains primarily in the proposed Yarborough bill's limitation of its provisions to Spanish speaking students, and its recommendation that Spanish be taught as the native language and English as a second language.²⁰

The estimated needed authorized funding was higher for Scheuer's H.R. 9840 because it broadened its coverage to include all non-English students in areas of high concentration and from low income families. Cordasco presented the following estimated funding comparisons:

	Yarborough	Scheuer
FY 1968	5 million	25 million
FY 1969	10 million	35 million
FY 1970	15 million	50 million
FY 1971	15 million	50 million
FY 1972	-----	50 million ²¹

As passed by Congress, Title VII Bilingual Education Programs were authorized in the following amounts for three fiscal years.

FY 1968	15 million
FY 1969	30 million
FY 1970	40 million ²²

²⁰ Ibid., p. 266.

²¹ Ibid., p. 266.

²² Elementary and Secondary Education Amendments of 1967, Bilingual Education Act, Statutes at Large, LXXXI, sec. 816, 703(a) (1968).

On October 11, 1968, President Johnson signed a bill which provided \$7.5 millions for the purposes of this Act for fiscal year 1969.²³

The proposed bills contained provisions, parts or all of which eventually became law. All of the bills sought to amend the 1965 Elementary and Secondary Education Act in order to provide assistance to local education agencies which would establish bilingual education programs confronting the basic problems of non-English-speaking children in school. They appeared to concur in promoting: closer home-school relationship; the critical need of categorical allocation funds; inclusion of provisions for training persons who work with the children in the schools; planning and taking other steps leading toward program development; and for establishing, maintaining, and operating bilingual education programs and pilot projects for testing the worth of plans. Appendix A carries the full text of the Bilingual Education Act as passed by Congress with its conforming amendments to other laws.

The bill that succeeded in Congress was the Senate bill. Senator Yarborough changed the concept of his Senate-proposed bill from Spanish only to limited English-speakers. Sargent Carleton, who worked for Representative Scheuer on the Bilingual Education Act and now works for Senator Yarborough, informed this investigator that Senator Prouty of Vermont played a major role in convincing Senator

²³Walter Steidel, telephone interview, October 15, 1968.

Yarborough that the policy of the Bilingual Education Act should be extended to include all non-English-speaking children.²⁴

Defining Bilingualism. Attempts to find a common definition of bilingualism can lead an investigator to conclude that there is no one commonly accepted definition of bilingualism but rather that there are several definitions for describing bilingualism. One dictionary by Funk and Wagnalls defines bilingual as "written, recorded, or expressed in two languages; or speaking two languages" and bilingualism as "the use of two languages."²⁵

Some who study in the field of bilingualism object to the use of the dictionary definitions. Soffietti writes that the use of dictionary meanings such as "the habitual use of two languages," "the ability of being bilingual," "the ability to speak ones native language and another with appropriate facility" all make for complications when attempts are made to apply them.

The complications begin to arise when one attempts to apply the dictionary definition to specific cases. It then loses its value as a working concept. One soon discovers that most of the practical situations referred to as "bilingual" involve factors that extend far beyond those of the "habitual use of two languages". Investigators have usually been aware of this, but somehow have not realized the necessity of isolating such factors from the basic concept of bilingualism."²⁶

²⁴Sargent Carleton, private interview, August 26, 1968.

²⁵New Standard Dictionary, Funk and Wagnalls Co., New York, 1939, p. 273.

²⁶James P. Soffietti, "Bilingualism and Biculturalism," Modern Language Journal, XLIV, No. 6 (Oct. 1960), 275.

Manuel, in the *Encyclopedia of Educational Research*, reports bilingualism being defined as (1) "the use of two languages alternately by the same person", and (2) applying the term only to "those situations in which a person is at least able to understand conversation and read newspapers in the second language."²⁷

Boyd defines bilingualism as the habitual use of two languages. A person who is able to speak his native tongue and another with approximately equal facility would be defined as bilingual.²⁸

A somewhat different point of view from Boyd is expressed by Singer on the meaning of bilingualism:

Some people think of a bilingual as an "equilingual", a person who can perform proficiently in all aspects of both languages. But a bilingual's achievement may be to one aspect of a language, such as, understanding, speaking, reading, writing, or he may have varying degrees of ability in all these aspects. . . . Only rarely does a bilingualist approach the ideal of perfect achievement in all aspects. . . .²⁹

In his doctoral dissertation, Omer found at least seven definitions of bilingualism and concluded that not one was totally self-sufficient. Attempts at defining bilingualism were found in terms of (1) the use of the nervous system of an individual where two

²⁷ Herschel T. Manuel, "Bilingualism" in *Encyclopedia of Educational Research*, 3rd ed., ed. by Chester W. Harris, (New York: MacMillian Co., 1960), p. 246.

²⁸ Dorothy L. Boyd, "Bilingualism as an Educational Objective," *Educational Forum*, XXXII (March, 1968) 310.

²⁹ Harry Singer, "Bilingualism and Elementary Education," *Modern Language Journal*, XL, No. 8 (Dec., 1956), 445.

parallel systems, but distinct patterns, of verbal behavior are implied, whereby adherence to second language concepts patterns are characterized by overt and internal behavior rather than mother tongue concepts and patterns within a culture reference; (2) relativity due to the difference in proficiency in the use of the language; (3) the alternate use of two languages; (4) the learning process in understanding a second language; (5) the use of an expression in a foreign language; (6) a coordinate bilingualism, where the individual keeps the two languages separated; and compound bilingualism, where the individual understands the code of one language in the code of another.³⁰

The definition of bilingualism appears to vary with the researcher and the type of research that is being done. This investigator has, for the purposes of this study, defined bilingualism as the application, in its broadest sense, of the use or knowledge of more than one language without qualification as to the degree of differences in the two languages.

While, as stated above, there is no single accepted definition of bilingualism, which in itself complicates the matter, there is evidence of the existence of a bilingual problem in the United States and in Vermont, the focus of this study. Accordingly, submitted below are figures indicating the reported extent of that problem.

³⁰Zubeda Z. Omer, "A Hypothesis for Teaching Urdu to Bilingual Children in Pakistan," (Unpublished Ed.D. dissertation, Indiana University, 1966), pp. 12-15.

Census Data On Non-English Languages in The United States.

During the Senate Subcommittee Hearings on Bilingual Education, Senator Ralph Yarborough of Texas ordered into the record the contents of a table reproduced from "page 329 of the World Almanac for 1967." The source of the table was given as the Bureau of Census, and it was based on 1960 data. It showed the country of origin, total foreign stock, foreign born, and native-of-foreign or mixed parentage population of the United States. Also reported were the white and non-white segments of each of the entries.

The total foreign stock was reported to be 34,050,354 persons of which 33,078,339 were white and 972,015 were non-white. Of the total foreign stock, 9,293,992 white and 444,099 non-white persons were foreign born. Also, of the total foreign stock, 23,784,347 white and 527,916 non-white persons were native-of-foreign or mixed parentage. The three largest sources of people of foreign stock in the United States by country of origin were reported as Italy, 4,543,935; Germany, 4,320,664; and Canada, 3,181,051. France as a country of origin provided 351,681.³¹

It cannot be accurately assumed that all persons of foreign stock speak a non-English mother tongue. The demographic work of Joshua A. Fishman and John E. Hoffman³² is frequently cited as a reliable source in the literature on this subject. Brault, for one, in

³¹U.S. Congress, Senate Committee on Labor and Public Welfare, Bilingual Education Hearings, op. cit., p. 45.

³²Joshua A. Fishman and John E. Hoffman, "Mother Tongue and Nativity in the American Population," in Language Loyalty in the United States, ed. by Joshua A. Fishman, (The Hague, Netherlands: Moulton & Co., 1966), pp. 34-50.

making his statement that the overwhelming majority of the segment of the population officially designated as "foreign stock" claim a non-English mother tongue, credits Fishman and Hoffman as the source of his information.³³ Moreover, parts of the Report of Working Committee II, of the 1965 Northeast Conference on the Teaching of Foreign Language, was adapted from this work of Fishman and Hoffman.³⁴

It should be noted that members of this committee were Brault, Gaarder, and Fishman. Their report was one of four reports. One statement in their work attributes the non-English resources of the nation to equal nearly 11 percent of the total population in 1960.

Of the 19,318,786 of a non-English mother tongue in 1960, it is conservatively estimated that 3,199,604 were persons 6 to 18 years of age.³⁵

The Northeast Conference Report, however, cautions the reader against hasty conclusions concerning current language status. The note of caution is based upon a recognition of the unknown elements in language used by claimants of a non-English mother tongue. A lack of supplemental data about language use and language facility make it impossible to ascertain if young children of non-English speaking parents

³³Gerard S. Brault, "Some Misconceptions about Teaching American Ethnic Children Their Mother Tongue," Modern Language Journal, XLVIII, No. 2 (Feb. 1964), 67-71.

³⁴Report of Working Committee II, Northeast Conference on the Teaching of Foreign Languages, "The Challenge of Bilingualism," A. Bruce Gaarder, Chairman, in Foreign Language Teaching: Challenges to the Profession, ed. by G. Reginald Bishop, Jr., (Princeton, New Jersey: Princeton University Press, 1965), pp. 54-101.

³⁵Ibid., p. 64.

retain all or part of the mother language. The parents themselves may use only the mother tongue or only English.

The only way to remedy our current lack of basic data is to conduct a "current language use and facility census." There is much precedence for this being done by the Bureau of the Census as a special study, but thus far the Bureau has not been impressed with the need for such information.³⁶

A. Bruce Gaarder, then Chief of the Modern Foreign Language Section of the United States Office of Education, testified there were about 5 million persons of school age in the United States who once had a non-English mother tongue. Gaarder stated:

There were in 1960 about 5 million persons of school age, 6 to 18, in the United States who had a non-English mother tongue. It is reliably estimated that over 3 million of this group did in fact retain the use of that tongue. Those who do not would not be of interest to us. It is too late. In this group of school children who still use the non-English mother tongue there are 1.75 million speakers of Spanish, about 77,000 American Indians, and slightly over a million from some 30 additional language groups.

The situation is not known to have changed notably since 1960. . . . They are necessarily and avoidably bilingual children.³⁷

Fishman and Hoffman report the only official data on non-English mother tongues as that collected by the Bureau of Census in 1910, 1920, 1930, 1940, and 1960. However, the 1960 Census did not include mother tongue data for either the native-of-foreign parentage or

³⁶ Ibid., p. 64.

³⁷ U.S. Congress, Senate Committee on Labor and Public Welfare, Bilingual Education, Hearings, op. cit., p. 46.

the native-of-native parentage. These investigators had to estimate the 1960 non-English mother tongues within existing limitations.

It should be stressed at the outset that we are dealing with self-reported mother tongue claims rather than indicators of current language use. These two variables are undoubtedly related to each other, although the exact nature or consistency of the relationship is still unknown.³⁸

From the preceding, the reader can conclude that the extent of the use of non-English mother tongues in the United States is presently beyond exact determination.

Census Data on Non-English Languages in Vermont. The French language came early to Vermont, over 358 years ago. It was perhaps the first non-indigenous language spoken in the State. Samuel de Champlain discovered Lake Champlain in 1609, the eastern shores of which border Vermont.³⁹ This was the same de Champlain who sailed down the coast of Maine to Cape Cod, Massachusetts, in 1604 and wrote that the Cape was "the shape of a sickle."⁴⁰ de Champlain called the new land "Verd Mont," the English translation of which is Green Mountain. At "Expo 1967" in Montreal, Canada, a granite statute of de Champlain was made for the Vermont Pavilion. It now stands on Isle LaMotte, Vermont, where the French, at Fort St. Anne, made their first settlement in 1666.

³⁸ Joshua A. Fishman and John E. Hoffman, "Mother Tongue and Nativity in the American Population," op. cit., p. 34.

³⁹ "Vermont," World Book Encyclopedia, 1955, XVII, 1966, p. 8466.

⁴⁰ John Hay and Peter Farb, The Atlantic Shore, (New York: Harper & Row, 1966), p. 17.

This investigator contacted the Regional⁴¹ and District⁴² offices of the U. S. Immigration and Naturalization Service which maintains border control. The number of Canadians who legally enter the United States is known, but their mother tongue is unknown. J. Leo Bagley, Regional Commissioner, wrote to this investigator, "We do not keep statistics on the languages spoken by aliens who enter this country, so can be of little help to you."⁴³ A total of 7,823 aliens reported the address of their residence to be Vermont during 1968, but their mother tongue is not given.⁴⁴

In April of 1968, this investigator received a letter from Roger Ferland, Canadian Vice Consul in Boston, Massachusetts, requesting information about the size of the Franco-American and other French population "still speaking French." A search for current information was made and none was found. An answer, based upon the 1960 Census, of 36,000 French-speaking persons in Vermont was provided to the Vice Consul. This represented about one-tenth of the State's population in 1960. It is known that official French-Canadian sources did

⁴¹ _____. Kramer, telephone interview, July 18, 1968.

⁴² _____. Steene, telephone interview, July 18, 1968.

⁴³ Letter from J. Leo Bagley, August 2, 1968.

⁴⁴ U.S. Department of Justice, Immigration and Naturalization Service, Annual Report of the Commissioner of Immigration and Naturalization for the Year Ended June 30, 1967, (Washington, D.C.: Government Printing Office, 1967), p. 100.

not have the information about the use of French as a mother tongue in Vermont.⁴⁵

The Vermont Department of Social Welfare administers the State of Vermont's program of financial aid to families who have dependent children and who qualify for such aid under Title IV of the Social Security Act, known, in abbreviated form, as AFDC. This investigator spoke with the Commissioner and sent a letter requesting certain information.⁴⁶ In answer to this request for the number of French-speaking children who are being provided for under AFDC, Commissioner John J. Wackerman wrote to this investigator:

In regard to your request and our conversation of July 19, the Department of Social Welfare has not in the past developed statistical material relating to either foreign born in general or French-Canadians specifically, participating in this department's programs.⁴⁷

Commissioner Wackerman asked his Chief of Research and Statistics to attempt to determine the number of people of French-Canadian extraction in their case load. In a letter Edward C. Pirie answered:

It is impossible to tell from characteristic studies what part of your caseload is of French-Canadian extraction.⁴⁸

⁴⁵Letter from Roger Ferland, April 22, 1968.

⁴⁶John Wackerman, telephone interview, July 18, 1968.

⁴⁷Letter from John J. Wackerman, July 19, 1968.

⁴⁸Letter from Edward C. Pirie to John J. Wackerman, July 19, 1968.

Walter Gallagher, Title I, ESEA Coordinator for the Vermont State Department of Education, said 500 children were receiving AFDC in 1965, but 1,000 children are receiving it in 1968. This is a 100 percent gain in a three-year period.⁴⁹

George A. Donovan, Vermont Development Department Research Analyst, in answer to a request for the number of people speaking French in Vermont, wrote:⁵⁰

Commissioner Robert Wilson has discussed with me your inquiry regarding French-speaking people in Vermont and requested that I prepare a reply. As far as I know, there have been no compilations since the 1960 census [sic] which, of course, you are aware of. Volume I, Characteristics of the Population, Part 47, (Vermont) is the publication which summarizes this information, but I don't believe it includes the detail which you need.⁵¹

Since 1965, the Vermont Department of Employment Security has been developing a continuing series of studies on economic and manpower resources in the State of Vermont. Of the six studies done to date, five are concerned with northern Vermont counties and towns where a concentrated Franco-American population is assumed. The other study is in Windham County, in the southern part of the State. The northern area studies are on Grand Isle County, Franklin County, Lamoille County, Town of Brighton, and the Barton area.⁵² Commissioner Hackel discussed

⁴⁹Walter Gallagher, telephone interview, September 5, 1968.

⁵⁰Robert Wilson, private interview, July 16, 1968.

⁵¹Letter from George A. Donovan, July 16, 1968.

⁵²Vermont, Department of Employment Security, The Smaller Communities Program of the Vermont Department of Employment Security, by Stella Hackel, Commissioner, Report Nos. 1-6, (Montpelier, Vt., Dept. of Employment Security, 1965-67).

these studies with the investigator and informed him language resources were not a part of the six studies.⁵³ Also, language use resources or implications were not found to be a part of the Commissioner's Annual Report.⁵⁴

The Central Planning Office of the State of Vermont, on the basis of the 1960 Census in which 6 percent of Vermont's population was reported to be foreign born and that two-thirds of the foreign born favor a non-English tongue, tried to estimate that 1968 non-English speaking population. Of 412,700 people in Vermont in 1968, about 16,500 were estimated to be foreign born and as having a native language other than English. Director of Planning, Leonard U. Wilson, does not conclude that this is an accurate figure for the total non-English speaking population in Vermont.

To conclude from this that there are some 16,500 persons conversing primarily in a non-English language would not be accurate in my view. Disregarding the questionable reliability of projections from 1960 figures, what is overlooked is the probability that a large number of Vermont-born children of parents (some also Vermont born) favor a non-English language.⁵⁵

Nine of the fourteen counties in Vermont having more than 1,000 foreign born persons, according to the 1960 Census, are located in the

⁵³ Stella Hackel, telephone interview, July 17, 1968.

⁵⁴ Vermont Dept. of Employment Security, 31st Annual Report on Employment Security Administration and Operation, for Calendar Year Ending December 31, 1967, (Montpelier, Vt., Dept. of Employment Security, 1967).

⁵⁵ Letter from Leonard U. Wilson, July 18, 1968.

north, east, south, west and middle of the State. The nine counties are Bennington, Caledonia, Chittenden, Franklin, Orleans, Rutland, Washington, Windham, and Windsor. These counties may be described as having a large population, or being close to the Canadian border, or containing large recreational developments where considerable domestic employment exists. (The exception is Caledonia County, which does not seem to fit into any of the above categories). Leonard Wilson told this investigator that the exact number of languages, their use, their concentration and location, and their impact on the lives of people both among the adult and school populations in Vermont is, to date, unverifiable.⁵⁶

In the spring of 1968, Lieutenant Governor John Daley and other state officials made a study trip to Orleans County, located in northeastern Vermont. Orleans County is presumed to contain a large portion of people of French-Canadian extraction. During a public hearing, the Committee on Hunger received complaints about poor children not receiving school lunches free.⁵⁷ Philip H. Hoff, Governor of Vermont, had previously called a special meeting of school directors, superintendents of schools, and the State Board of Education in his office in the fall of 1967 because of his concern for educational problems existing in, among other places in the State, Caledonia County, which borders Orleans County. Being the Acting Commissioner of Education

⁵⁶ Leonard Wilson, telephone interview, July 16, 1968.

⁵⁷ Vermont, The Governor's Committee on Hunger in Orleans County, Minutes of Meeting of June 12, 1968, (Montpelier, Vermont: Executive Department, June 12, 1968), p. 1. (Mimeographed.)

in the State at the time, this investigator was closely involved in the investigation of this problem by the Governor and Lieutenant Governor. It might be of value to ascertain if a high concentration of children with limited English-speaking ability is found in these areas as a result of this study.

Father John McSweeney, Assistant Chancellor for the Diocese of Burlington, informed this investigator that relatively little has been written about the French-Canadian in Vermont after the Civil War. The lack of such material had been brought to his attention, especially in the recent past, when students from high schools attempted to obtain information for class assignments but could not find it in the public, college, or university libraries.⁵⁸

Thomas Bassett, himself an author on Vermont and its people, also indicated there was a paucity of material on this subject, though he provided this investigator with titles of materials that were available on the subject of the French bilingual problem in Vermont.⁵⁹

The close proximity of Vermont to Quebec, the main source of French speakers on the North American Continent, makes the development and maintenance of the French and English languages a valuable human resource to the individual, his community, state, and nation. It is commonly thought there are other non-English-speaking American groups present in Vermont such as Italian, Polish, German, Swedish, and Spanish. Romney found that 46 percent of the homes in Winooski,

⁵⁸ Rev. Fr. John McSweeney, telephone interview, Burlington, Vt., Sept. 5, 1968.

⁵⁹ Thomas Bassett, private interview, July 16, 1968.

Vermont, reported French was spoken in the home and another non-English language was spoken in 4 percent of the homes.⁶⁰

There are fifty-three superintendents of schools in the State of Vermont who are in administrative charge of the State's public school system. In addition, there is a Catholic school system which is under the supervision of a diocesan superintendent of schools. In the spring of 1968 a preliminary survey on French speakers was sent to the superintendents of all schools. Most of the Catholic schools responded, but less than half of the public school superintendents were able to report on the basis of a careful count.⁶¹

Nor does information that has been selected by the Department of Education for use in comprehensive planning of state-wide educational planning in 1968 contain quantitative data about the use of the non-English language in the State of Vermont.⁶²

Senator Winston Prouty, a member of the Senate Committee on Labor and Public Welfare, wrote to this investigator:

Last year during our deliberations on the Bilingual Education Act, it was very apparent that little or no information was available, either in the Office of Education or

⁶⁰Edward H. Romney, "Final Report Winooski Model Cities Social Survey," prepared under a federal grant, (Winooski, Vermont: Winooski Model Cities Administration, Aug. 8, 1968), p. 10. (Mimeographed.)

⁶¹Vermont Department of Education, French-American Survey, Vermont Schools, (Montpelier, Vt., Dept. of Education, 1968 Revised) p. 3. (Mimeographed.)

⁶²Vermont Department of Education, Selected Information for State Comprehensive Planning, (Montpelier, Vt., Dept. of Education, July 10, 1968). (Mimeographed.)

from other organizations primarily concerned with our Franco-American culture. This was in sharp contrast to the multitude of information and statistics which were available regarding other cultural groups, especially the Spanish-speaking American in our Southwest region.

The information you seek to develop in your survey would certainly be needed if we are to know what our French-speaking people want for their children and if the purposes of the Bilingual Education Act are to provide meaningful and quality programs for these people. It would be my hope that such information regarding their needs might be developed on a State level basis, and you may be assured of my cooperation and my support for your efforts.⁶³

The official minutes of the Vermont State Board of Education for its meeting of December 19, 1967, contained the following motion which was unanimously passed:

Dr. Fairbanks stated that children from border towns (between the United States and Canada) are experiencing difficulty because of the language barrier. He stated that some studies have been conducted in some Vermont colleges to ascertain the degree to which these children have this problem. He suggested that Deputy Commissioner O'Connor be relieved of some of his duties in the Department of Education to explore this problem and further the study at the regular deputy commissioner's [sic] salary. Dr. Fairbanks made a motion that this was to be considered as a declaration of intent, the resolution to be worked out between Dr. Scribner and Mr. O'Connor. The motion was seconded by Mrs. Taylor and passed unanimously.⁶⁴

In a private interview, A. Bruce Gaarder told this investigator he recognized the need for pilot and demonstration projects in the North-

⁶³Letter from Senator Winston Prouty, July 31, 1968.

⁶⁴Vermont, State Board of Education, Minutes of Meeting of December 19, 1967, (Montpelier, Vt., Dept. of Education, December 19, 1967), p. 8. (Mimeographed.)

east which would serve to assist in the improvement of educational programs for French-speaking students. The first necessary step of determining where the greatest need existed had to be accomplished before federal funds could be obtained for this purpose.⁶⁵

Further Background. Whether in the southwestern states or northeastern states, in the rural or large urban centers, bilingualism is a growing concern for America's schools.⁶⁶

As one reads the testimony of the House and Senate hearings on bilingual education, the problems of the bilingual student is seen as an educational failure on the part of the schools. Almost without exception, the large number of Senate and House witnesses made some reference to the inability or negligence of the schools in serving the needs of America's non-English-speaking population. Some remarks were general, some were specific. Some remarks were modest while others were caustic. But the testimony on bilingual education as a responsibility of American education is both constant and consistent. Perhaps a typical example of such testimony was that of Dr. Ivo Cardenas, Chairman, Education Department, St. Mary's University, San Antonio, Texas, who testified:

The group in question (Spanish-speaking) frequently experiences economic, social, health, and educational problems. It is my

⁶⁵A. Bruce Gaarder, personal interview, August 26, 1968.

⁶⁶Dorothy L. Boyd, "Bilingualism as an Educational Objective," op. cit., p. 309.

opinion that the relationship between these problems is cyclic, that is a lack of education produces social, economic and health problems which in turn are conducive to a lack of education for younger members of this group.⁶⁷

The results of the above mentioned cycle, according to Cardenas, are seen in school as problems of poor adjustment to school, lack of success in learning situations, low grades, failure retention, an inability to compete with students from other cultural backgrounds, negative self-concept development, absenteeism, rejection and hostility toward the school and dropouts.

Among the reasons given for the schools' being responsible for mother tongue instruction is the growing acculturation of ethnic groups in America.

Today as the old ethnic patterns wither away and as older immigrant groups become more and more acculturated, the responsibility for mother tongue instruction is rapidly being shifted from all these quarters to the school alone.⁶⁸

Another reason why the public schools are under more pressure to offer bilingual instruction is the reduction of such instruction formerly furnished by ethnic group schools. Of the 2,500 to 3,000 ethnic group schools in the United States 1,000 to 1,200 of these offer formal instruction in the mother tongue either the entire day, weekday-afternoons, or

⁶⁷ U.S. Congress, Senate Committee on Labor and Public Welfare, Bilingual Education, Hearings, op. cit., p. 330.

⁶⁸ Gerard S. Brault, "Some Misconceptions about Teaching American Ethnic Children Their Mother Tongue," Modern Language Journal, XLVIII, No. 2 (Feb. 1964), 69.

on the weekends. The reasons for not teaching in the mother tongue are given as follows: indifference, or no interest (30 percent); parental opposition (21 percent); over-crowded curriculum (11 percent); unimportant to the United States (10 percent); other than ethnic group students enrolled in school (9 percent); lack of teachers (6 percent); and church authorities demanded discontinuation (4 percent).⁶⁹

Ohannessian emphasized the need for school administrators to become active in bilingual education.

The kinds of preparation that are needed are reflected in the work done by various categories of personnel in this field. A very important category is that of the policy maker and administrator, among whose duties TESOL sometimes occupies a relatively small place; but who is concerned with making long-range plans, channeling funds, and other matters which demand not only sophistication in linguistics and pedagogy, but also sensitivity to the sociolinguistic, political and administrative factors. Some of these specialists serve as consultants. . . . Many serve on advisory committees. . . . Others are found at administrative posts in . . . , state and city systems of education. . . .⁷⁰

Obviously, there exists a need to inform people, both parents and non-parents, about any changes or innovations in an education program that will affect children. On the subject of the four programs he outlined for bilingual students which are innovations in contemporary America Gaarder said:

⁶⁹ Report of Working Committee II, Northeast Conference on the Teaching of Foreign Languages, op. cit., p. 68.

⁷⁰ U.S. Congress, House, Committee on Education and Labor, Bilingual Education Programs, Hearings, op. cit., p. 465.

. . . great care should be taken to inform and acquaint all sectors of the community, particularly the school officials, faculty, the parents and the pupils themselves, of the rationale, procedures, and goals of any program before it is undertaken.⁷¹

As education is, in most instances, a responsibility of the state, the above statement would seem to have specific application to state departments of education.

Metraux emphasized the importance of the attitude of parents in bilingual programs.

Some parents felt one language was more important in order to maintain strong family relationships. Others living entirely in a French milieu felt their identification with groups in which they moved was more important for themselves and their children than a second language. . . . It is quite obvious throughout the entire group in this study that a second language is undertaken or encouraged in children only if the parents feel it is desirable and necessary.⁷²

The responsibility of informing parents about educational opportunities for their children is a proper administrative concern.

Sometimes administrative decisions hinder the progress of work in education. Ferrigno wrote about his experiences at the University of Massachusetts in trying to obtain permission to use faculty from three nearby colleges for the 1962 Peace Corp Project to train Corp members in a foreign language.

⁷¹Report of Working Committee II, Northeast Conference on The Teaching of Foreign Languages, op. cit., p. 78.

⁷²Ruth W. Metraux, "A Study of Bilingualism Among Children of U.S.-French Parents.", French Review, XXXVIII (April, 1965), 656.

Not only was it impossible to obtain administrative clearance for these teachers, but graduate students were not permitted to serve the program.⁷³

Hoping to avoid "carping criticism", Ferrigno expressed the need for administrative planning and commitment in an educational program.

Moreover, an administration which believes in the value of such programs should be willing to release its best teaching talent to assure the utmost effectiveness of the instructional program.⁷⁴

Fully aware that bilingualism as an educational objective is a relatively new idea for American schools, Boyd stressed that there is a problem of leading people in the schools and that the schools are slow to take on new tasks.⁷⁵ As an example, Flora Haines who was appointed a special agent in Maine to survey conditions for female textile workers in that state recommended the use of textbooks such as those used in New Brunswick schools where both French and English instruction was given. She reasoned that American children could profit also by learning French. This recommendation was made as early as 1889.⁷⁶ As recently as 1968 Cordasco also wrote about the slow reaction of public schools particularly to Spanish-speaking pupils:

⁷³James M. Ferrigno, "Peace Corps at the University of Massachusetts," Modern Language Journal, XLVII, No. 7 (Nov. 1963) 323.

⁷⁴Ibid., p. 326.

⁷⁵Dorothy L. Boyd, "Bilingualism as an Educational Objective," *op. cit.*, p. 311.

⁷⁶Iris Saunders Podea, "Quebec to 'Little Canada': The Coming of the French Canadians to New England in the Nineteenth Century," New England Quarterly, XXIII, No. 3 (September, 1950), 370.

It is not that the school is inadequate to the needs of these children; the tragedy lies in the failure to use the experience gained by the schools, and the lessons learned, in many decades past.⁷⁷

Professional leadership of teachers is a proper role for school administrators in the vital area concerned with instructional matters. Educators and others are becoming increasingly aware that the child who enters school for the very first time and does not speak English, and the child who transfers from one school to another that gives instruction by means of a different language, requires educational programs that will best meet his immediate and long-range needs which are unlike those of the English-speaking child. In recognition of this need, Congress passed the Bilingual Education Act and authorized \$15 millions, \$30 millions, and \$40 millions over the period of three fiscal years for the purpose of improving educational programs for limited English-speaking children.

There have been some programs in public and non-public schools to meet the needs of the non-English-speaking child. In general, however, the situation described by Rojas in 1946 has not changed, at least as far as the year 1967 was concerned.⁷⁸

The bilingual child is the forgotten child in American education. His plight has been over-looked, misunderstood or disregarded by all except a few educational

⁷⁷ Frank M. Cordasco, "The Challenge of the Non-English Speaking Child in American Schools," School and Society, March 30, 1968, p. 200.

⁷⁸ Pauline Rojas, "Reading Materials for Bilingual Children," Elementary School Journal, XLVI (December, 1946), 204.

leaders. Everyone knows we have thousands of foreign-speaking children in our schools, . . .⁷⁹

Talley was of the opinion that the problem of bilingual education needed administrative recognition in New Mexico whereby individual teacher efforts could be meshed into a program with state-wide objectives.⁸⁰

The passage of the Bilingual Education Act and its requirements for establishing eligibility; the lack of knowledge by official agencies of the Canadian Government, the State of Vermont and the United States Government about Vermont's language resources; the lack of systematic knowledge and attention by some local school district about the use of non-English languages by pupils; -- all these provide a foundation for establishing bilingual education as among the pressing educational questions for Vermont schools.

⁷⁹ Pauline Rojas, "Reading Materials for Bilingual Children," *Elementary School Journal*, XLVI (December, 1946), 204.

⁸⁰ Kathryn S. Talley, "The Effects of a Program of Special Language Instruction on the Reading and Intellectual Levels of Bilingual Children," (unpublished Ph.D. dissertation, University of New Mexico, 1965), p. 8.

C H A P T E R I I

THE PROBLEM

Statement of the Problem. There was no information available about children with limited English-speaking ability attending school in Vermont. This study attempted to determine the number of pupils of limited English-speaking ability attending public and parochial schools in the State of Vermont; the schools of such attendance; the non-English mother tongues spoken by children; and their economic status which may determine their eligibility for benefits contained in Public Law 90-247, Elementary and Secondary Education Act, Title VII known as the Bilingual Education Act.

Significance of the Problem. Local educational agencies in Vermont may become eligible for benefits contained in the Bilingual Education Act if it can be established that a need exists because a high concentration of pupils with limited English-speaking ability from families with an annual income of less than \$3,000, or receiving aid to families with dependent children are present.

In addition, and just as important, the information found by this study can:

(1) be the basis for rational administrative decision making by the Vermont State Department of Education when it sets priorities and makes recommendations on local project applications for federal funds

as is required under the provisions of the Bilingual Education Act;¹

(2) provide the Vermont State Board of Education with information upon which future policy decisions can be made which will better meet the needs of all children on a state-wide level;

(3) justify the need of initiating a unit within the Division of Instruction, Vermont State Department of Education, which will provide leadership in the field of bilingual education;

(4) assist other state agencies and departments in planning and development of projects concerned with human resources;

(5) stimulate interest and bring about action by those school districts which can, on their own, meet the special needs of children with limited English-speaking ability;

(6) facilitate the combining of two or more small rural schools to obtain shared services for children with limited English-speaking abilities in situations where the local resources are unable to accomplish it alone;

(7) serve as a model for other states in determining the extent of children with limited English-speaking ability and their eligibility for participation in the Bilingual Education Act; encourage the development of bilingual teacher education and training by colleges and universities to meet a known need for teaching personnel;

(8) and provide new information which is now not known and which,

¹Elementary and Secondary Education Amendments of 1967, Bilingual Education Act, Statutes at Large, LXXXI, sec. 819, 705(b)(4), (1968.)

in itself, can generate educational and other research and stimulate public interest and support.

As noted, Vermont's northern border forms part of the international boundary between Canada and the United States of America. The Province of Quebec, the heart of the source of French-speakers on the North American Continent, lies just north of Vermont. Because the problem of bilingual education is a real one for its schools, the Vermont State Board of Education designated the investigator to initiate a needed state-wide study of school children experiencing problems due to a language barrier.²

The strenuous efforts of Vermont's Senator Winston L. Prouty in securing in its present form the passage of the Bilingual Education Act and his continuing personal assistance to the investigator highlights the growing lay concern with the subject of this study.³

Delimitation of the Study. This study was delimited to those schools which have been determined by the Vermont State Department of Education to be public elementary and secondary schools; non-profit private academies serving as local public schools so designated because at least one-half of the support is received from public sources; and from the parochial elementary and secondary schools as listed by the Diocese of Burlington. All schools are within the geographic boundaries of the State of Vermont.

²Vermont, State Board of Education, Minutes of Meeting of December 19, 1967, (Montpelier, Vermont: Department of Education, December 19, 1967), p. 8. (Mimeographed.)

³Letters from Senator Winston L. Prouty, July 31 and September 4, 1968.

The study was further limited to seeking answers to the following central questions about pupils in the above schools. Those central questions are:

- (1) To what extent are there children in the public and parochial schools of Vermont who have limited English-speaking ability because they come from homes where the dominant language is other than English?
- (2) Which public and parochial schools in Vermont have children with limited English-speaking ability?
- (3) Which public and parochial schools in Vermont have children with limited English-speaking ability who come from families having an annual income less than \$3,000 or receiving aid for dependent children; and which schools, accordingly, may be eligible for funds under the Bilingual Education Act?
- (4) What is the proportion of limited English-speaking children in relation to the school population enrolled in the school they attend?
- (5) What are the non-English mother tongue resources of the children in the public and parochial schools of Vermont?
- (6) How many children enter the first grade in Vermont schools with limited English-speaking ability?
- (7) What is the number of children not yet of school age (but at least three years of age) who have limited English-speaking ability and reside in an attendance area served by a Vermont public or parochial elementary school?

Definition of Terms. The terms used in this study are defined in the following manner:

- (1) Aid for dependent children = money received because the child's parent or parents are in need, incapacitated, divorced, absent from the home, or deceased under a state plan approved under Title IV of the Social Security Act.
- (2) AFDC = same as aid for dependent children.
- (3) Family annual income = the total amount of cash received over a twelve-month period by all residing in the same dwelling unit with the child who are related to the child through blood, marriage, or adoption.
- (4) Bilingual = applied in its broadest sense to the use or knowledge of more than one language without qualification as to the degree of differences in the two languages.
- (5) Children of limited English-speaking ability = children who come from homes where the dominant language is other than English.
- (6) Concentration of children = the number of children with limited English-speaking ability in a school, or in terms of a proportion, the number of children of limited English-speaking ability divided by the school population.
- (7) LESP = limited English-speaking pupil.
- (8) Monoglot = a person who speaks, writes, or understands only one language.
- (9) Monolingual = same as monoglot.
- (10) Mother tongue = the first language spoken by the child.

Organization of the Remainder of the Study. The methods of the procedures used in this study, including a description of the study population and the study instrument (along with the collection and treatment of the data), are described in Chapter III.

A review of the literature is contained in Chapter IV of this study and is related to the need for a bilingual education in schools for people who do not speak English as a mother tongue. This review is divided into eleven main parts which include: language in the United States; communication or miscommunication; social class determinant; poverty relationship; equal educational opportunity; public policy; value judgments; political considerations; resentment and trouble; the teacher, the child and bilingual education; and summary.

An analysis and interpretation of the data is made in Chapter V.

The summary, conclusions, recommendations and suggestions for future research is made in Chapter VI.

Sources consulted and appendices accompany the study.

CHAPTER III
METHODS OF PROCEDURE

Description of the Sample. The sample of this study was 515 public, private and parochial schools in the State of Vermont. Included in the sample were 409 public and 26 parochial elementary schools; 68 public, 6 private, and 6 parochial secondary schools. In other words, 435 elementary and 80 secondary schools were studied.

It should be noted that while there are 16 private academies in the State of Vermont, only 6 of these were included in the study sample because public tuition provides at least 50 percent of the revenue of these 6 private schools. In such cases a town school district becomes eligible for state aid payments for its resident students. In addition, 4 of the 6 private schools included in the study sample have been officially designated as serving a local public school, even though they are operated under the authority of a private non-profit board. To qualify for public tuition these 6 private schools must meet all standards that are required of the public schools.

Description of the Instrument. For the purposes of this work a questionnaire was devised to serve as an instrument which sought to derive answers to the following central questions of the study itself:

(1) To what extent are there children in the public and parochial schools of Vermont with limited English-speaking ability who come from homes where the dominant language is other than English?

(2) At what public and parochial schools in Vermont are there children with limited English-speaking ability?

(3) How many children, and from what schools in Vermont, are from families where the dominant language is other than English; and where the annual family income is less than \$3,000 a year or are receiving aid for dependent children?

(4) What is the proportion of limited English-speaking children in the public and parochial schools of Vermont?

(5) What are the non-English mother tongue resources of the children in Vermont public and parochial schools?

(6) How many children enter first grade in Vermont schools and have limited English-speaking ability?

Initially, a proposed questionnaire was designed by the investigator and submitted to a systems analyst for his suggestions. The original questions remained intact. The sequence of them, however, was changed to permit the respondent to answer the items or return the instrument early, if not applicable. Moreover, the investigator had originally numbered three items Va, Vb, and Vc; but the systems analyst's suggestion of numbering those items VI, VII, and VIII was adopted to avoid keypunch and future identification problems. Such were the revisions made in the measuring instrument.

One of the most difficult parts of developing the instrument was obtaining verification that the definitions used would comply with those to be incorporated in anticipated federal guidelines for local educational agency applications for funds under the provisions of the Bilingual Education Act. The investigator waited during the summer of 1968 for action by Congress on funding the Act and made, at least, six contacts during August, September, and October, seeking to up-date information on this matter. Finally, in the middle of October, acting upon information received from federal sources, the definitions of the instrument's terms were changed to make them compatible with the anticipated federal guidelines.¹ The second revision of the instrument had taken place.

The instrument was next submitted for suggestions from the Executive Board of the Vermont State Department of Education. This Board is comprised of six division directors, two research and development consultants, an assistant attorney general, the Deputy Commissioner, and Commissioner of Education. During this review of the instrument, specific questions were posed about the ability of the instrument to provide the basic data required by the Department of Education. The definition of what constituted a child with "limited English-speaking ability" was questioned. However, upon clarification that the definitions already conformed with anticipated federal guidelines, this issue was eliminated. Similarly, when it was learned the Vermont Depart-

¹Letter from Albert L. Alford to Senator Winston L. Prouty, Oct. 23, 1968.

ment of Social Welfare had been asked to provide information on aid for dependent children with limited English-speaking ability and was unable to do so, the instrument item pertaining to this matter was accepted. It was thought that a respondent's determination of the family income of the children concerned could prove to be difficult. Nevertheless, the previous experience with Title I of the Elementary and Secondary Education Act by school districts was seen as an over-riding factor which could aid the respondent in answering Question VII of the instrument.

Five recommendations for changes made by the Executive Board of the Vermont State Department of Education were incorporated in the instrument. They were as follows: (1) items III need be answered only if there was a first grade in the school. (A way to indicate this item was not applicable to a respondent was incorporated into this question); (2) because item IV required knowledge about children who had not entered grade one and, therefore, were not under the control of the school, a way to indicate such information as "unknown" was added; (3) three different colors were used in printing the instrument -- one color to represent the original which was to be returned to this investigator, another to represent the superintendent's copy, and a third to represent the respondent's copy; (4) the word "Austrian" was eliminated from item IX; (5) the name of the school, its location, and the name of the superintendent for identification purposes was replaced by a Department of Education Master Reference File tag which could identify the source of a reply. This tag was placed on the instrument and on the mailing envelopes. These recommendations accounted for the third revisions of the instrument.

The investigator was advised by the Executive Board that school people in Vermont had become more irritated than in the past because of the number and length of questionnaires coming to them. It was suggested that the study instrument would probably obtain greater response if it were sent out to the schools late in October, or early in November; but, in no case, before October 21, 1968, when regular fall data collection material was due from all school districts.

A specific suggestion that children should not be asked about their parents' economic status was incorporated into letters sent to both superintendents and respondents.

Through the kind assistance of the Superintendent and Principals of the Public Schools of Burlington, Vermont, the proposed revised instrument was then submitted to a trial-run to test comprehension of the meaning of the questions asked in the instrument. These principals, male or female, represented six elementary, two junior high, one special education and one senior high school, totalling a school population of approximately 6,900 children. This group, chosen by chance, were from the largest school system in Vermont. Small and large schools, inner city and residential area schools, well-to-do and poor neighborhoods were included in the characteristics of the schools assigned to these principals.

As a result of the trial-run, a definition of aid to families with dependent children was added to clarify item VIII, the only item designated as requiring clarification by the principals who had provided a test of meaning in the instrument. A suggestion that only elementary schools should be included in the study sample was discussed. It

was agreed that most schools in the State could probably obtain the data for answering the questions in the instrument; and that because some secondary schools might have a large number of children with limited English-speaking ability, they should also be given the opportunity to participate in the study.

The proposed instrument underwent still a fourth revision by submission to Dr. Vincent Naramore, Chairman, Mathematics Department, St. Michael's College, locally recognized as an able statistician. He suggested the following changes: that the definition of children with limited English-speaking ability be moved from item VI to item IV; and that items IV and VIII be re-written to make them simpler to understand. The overall instrument was determined to be satisfactory for the purposes of obtaining the statistical data being sought. As a result of this review, the instrument underwent a fifth revision.

The final form of the instrument was re-submitted to the systems analyst who then determined that the re-constructed instrument was acceptable for machine processing. The investigator thereupon sent this final form to the printer.

Located in an appendix, with its accompanying correspondence, is the final form of the instrument used in this study. Its design included:

- (1) The name of the school, its location, and the name of the superintendent, determined by the application of the Vermont State Department of Education Master Reference File for present and future machine identification and manipulation purposes; and the name of the

person providing the information allowed for verification of reports, if necessary.

(2) The grade levels checked in item I indicated the type of school answering the instrument and permitted an examiner to proceed to item III and/or item V to determine if the instrument was to be processed further.

(3) Item II (about total school enrollment) provided for the school population base and percentage computations.

(4) Item III (about first grade total enrollment) allowed percentage computations for children entering grade one with limited English-speaking ability when compared to items VI, VII, VIII, and IX. Item III determined if item IV should be answered and if/or item V should be referred to directly.

(5) Item IV attempted to determine those children who had not entered school, were at least three years of age, resided in the attendance area of the school, and could be included in local educational agency applications for benefits under the provisions of the Bilingual Education Act.

(6) Item V required a "yes" or "no" answer. If children of limited English-speaking ability were not attending a respondent's school, the task of completing the instrument was finished and the questionnaire could be returned to the investigator. Moreover, quick review could determine whether or not the instrument was to be processed further, depending whether the answer to this item was negative or positive.

(7) Item VI sought to ascertain the number of children with limited English-speaking ability enrolled at the different grade levels in a school and the total number of such children. The respondent's answers should correspond with those given in item IX.

(8) Item VII inquired about children with limited English-speaking ability who come from families with an annual income less than \$3,000, their grade level, and total number of such children.

(9) Item VIII, requested information about children with limited English-speaking ability who were reported in item VI and not reported in item VII, but who come from families that received aid for dependent children.

(10) Item X attempted to locate by school and grade level the different kinds of non-English mother tongue resources among children in Vermont. The respondent's reports for the number of children involved should correspond with those given in item VI.

An attempt was made to design the instrument so as to obtain the cooperation of those being aware that school people are constantly being asked to complete questionnaires. The instrument, with its accompanying correspondence explaining the purpose of the inquiry, was constructed to be easy to read and relatively simple to complete. It was realized the amount of time required by a respondent to collect and compile local data would differ from, perhaps, a few minutes to a matter of days, depending upon the particular circumstance. As a further attempt to aid the respondent, a self-addressed return envelope was sent with the instrument for the respondent's convenience and the

schools' Department of Education Master File Reference was affixed to each questionnaire, printed in three colors for identification by the responding school.

Procedure for Data Collection and Treatment. The local raw data was collected by mail. In those instances where an answer was not received, a follow-up letter requesting an answer, along with a duplicate issue of the originally mailed materials, was sent to the schools. A second follow-up procedure of contacting the superintendent and asking for his assistance in obtaining the local data was also devised.

Local raw data collected was then placed on cards by keypunch method. These cards were machine verified for accuracy. Verified cards were machine processed to provide the following information: name of school; school population; number of children with limited English-speaking ability enrolled; percent of such children in relation to a school's population; the number of children with limited English-speaking ability from families with an annual income less than \$3,000; the number of children with limited English-speaking ability from families receiving aid for dependent children using a non-English mother tongue in the schools contained in the sample; and the number (and percent) of children with limited English-speaking ability entering first grade in Vermont schools.

Tables were developed to show the extent of children with limited English-speaking ability in Vermont public and parochial schools by alphabetical and descending rank order in terms of the number and percent

reported. Similarly, reports of such children from families with an annual income less than \$3,000 were tabulated. The non-English mother tongue resources were further shown in a table which indicated the language being used by children at the different grade levels. Finally, the number and percent of limited English-speaking children entering first grade was reported by school in another table. For selected information, the range, mean, median, and mode of the collected data was determined.

Summary. The original questionnaire proposed by the investigator for use as the instrument of this study was revised five times due to: (1) machine processing requirements; (2) a definition of terms that would meet anticipated federal guidelines for applications of local educational agencies for federal funds under provisions of the Bilingual Education Act; (3) a desire on the part of the Executive Board of the Vermont Department of Education for specific items of information; (4) suggestions of school principals for improving the format of the instrument; and (5) the moving of definitions in the instrument along with the changes in the wording of some items to obtain greater clarity. Yet, the revisions did not change the original framework of the central study questions. On the contrary, they strengthened the instrument as a tool for obtaining the information sought.

Altogether, an attempt was made to provide an instrument convenient for a respondent to answer. By means of an accompanying letter, the raison d'etre of the study was explained to the superintendents of schools, as well as to the respondents. Three copies of the instrument,

each of distinctive color, were provided. The white copy was to be returned to the investigator; the canary copy was to be sent to the superintendent of schools; and the pink copy was for the respondent's file. Accompanied by a cover letter, the instrument was mailed to the schools in the study sample in November, 1968.

CHAPTER IV
REVIEW OF THE LITERATURE

Some of the contents of this review of the literature may, at first reading, appear to the reader to be tangential to the specific problem of this study. The investigator, in an attempt to establish the need for bilingual education in the schools of Vermont, deemed it necessary to include related research which is indissociable from the concerns of this problem.

Language in the United States. The languages of the continental United States are commonly classified as indigenous, colonial, and immigrant languages.¹ Indigenous languages are those that were here before European colonization took place. The indigenous languages are estimated to be about the same size or larger now than when the United States was first settled by the white man. The colonial languages, English, Spanish, French, and German, continue to be spoken in the country today. The Dutch, Russian, and Swedish spoken in the country now did not survive but were re-introduced through immigration. Immigrant languages are the most numerous in the United States.

Some languages, such as Spanish, have a dual status. The ancestry of most Spanish-speakers in the United States is not European but Mexican-Indian. To that group there has been added in very recent years a large

¹Joshua A. Fishman, Language Loyalty in the United States, (The Hague, Netherlands: Mouton & Co., 1966), pp. 21-25.

group of people from the quota-free Spanish American Countries but especially Mexico, Puerto Rico, and Cuba.

Richardson in her study stated:

The spotlight of world publicity dramatized the most recent influx when thousands of Cubans were granted asylum in the United States during the years 1960-67. A quarter of a million of these came to Miami, and a large majority have remained in Dade County, Florida. The impact of this tremendous mass of humanity has changed the complexion of all facets of life in this area.²

While Spanish is considered to have a dual colonial-immigrant status, the consideration of French as having a dual status is only superficially similar to that of Spanish. Most Franco-Americans are of post-colonial immigrant stock.³

There has been some thought that man should develop a common language to help him in all his contacts with people throughout the world. In practice, difficulties have arisen in obtaining a common standard language within a single state of this nation. Loban wrote on the problem of Hawaii's use of Pidgin:

In a nation where space is shrinking and every one is becoming more inter-dependent, certainly the value of a widely

²Mable W. Richardson, An Evaluation of Certain Aspects of the Academic Achievement of Elementary Pupils in a Bilingual Program (Coral Gables, Florida: By The Author, 1968), p. 1. (Mimeographed.)

³Report of Working Committee II, Northeast Conference on the Teaching of Foreign Languages, "The Challenge of Bilingualism." A. Bruce Gaarder, chairman. Foreign Language Teaching: Challenges to the Profession. Edited by G. Reginald Bishop, Jr. (Princeton, New Jersey: Princeton University Press, 1965), p. 59.

used standard language is scarcely arguable. Without adopting condescending attitudes toward class dialects, we ought to be able to help as many children as possible to speak the prestige dialect -- standard English.⁴

Manuel reported that no language at the present time even approaches the status of being considered a universal language. The entrenchment of the many languages in the daily lives of people, their literature and their culture is given as the reason for this. It is forecast that the simple reason for childrens' learning the mother tongue will keep the various languages in use even among minority groups who have to date shown tenacity in maintaining their language.

If there is to be a universal language in the foreseeable future, for most people it must be a second or auxiliary language. In time the second language may replace the first, as is often the case in immigrant groups . . . and through that process the number of mother tongues be reduced. However, even if the vernaculars of language spoken by minority groups could be replaced by the major languages, the diversity would still be formidable, and the selection of one of the major languages as the "lingua franca" for the whole world would still be a serious problem.⁵

The United Nations has found it necessary to conduct its meetings in five official languages using English, French, Russian, Spanish, and Chinese simultaneously.

There is an attempt to form an international language, called Interlingua, to get away from difficulties associated with adopting any

⁴Walter Loban, "Teaching Children Who Speak Social Class Dialects," Elementary English, XLV, No. 5 (May, 1968), 594

⁵Herschel T. Manuel, 3rd ed., ed. by Chester W. Harris, (New York: MacMillian Co., 1960), p. 147.

extant language as a common or universal language. The International Auxiliary Language Association has developed an international vocabulary.⁶ However, the tendency is for one to maintain his native language and acquire also the new language of the society in which he finds himself if it is different from his own.

The maintenance or loss of the native language is dependent upon factors over which the individual may have a great deal or little control. If an individual has some contact with his mother country, he and his children have a better opportunity to maintain their native language. Julien mentions two "radiant" centers of French-Canadian thought and culture which are actively promoting the spread of French culture. One is the Quebec Cultural Affairs Department and the other is the University of Montreal.

Quebec has always considered herself the heartland of French North Americans.

Through the Conseil de la Vie Francaise, for example, Quebec has supported and subsidized the mixture of French language and culture in all the desperate scattered groups of French-speaking people on this continent, whether in the other Canadian provinces, or in Maine, Massachusetts, Connecticut, Vermont, and Louisiana.

It is her sacred mission, Quebec insists, to encourage the "French Fact" in North America and her teachers,

⁶Storm, Interlingua-English; A Dictionary of International Language, International Auxiliary Language Association, 1951. p. 415.

artists and preachers are missionaries of French culture and tradition.⁷

Geography itself can be a factor in language maintenance. As Spanish is commonly spoken in states that border Mexico, French is commonly spoken in states that border the French-speaking Province of Quebec, Canada, namely, New York, Vermont, New Hampshire, and Maine. Babin wrote about the St. John Valley in Maine, in parts of which the people are ninety-five percent French-speaking. Being near Quebec, Madawaska County maintains a French-Canadian culture. "The ties along this international border are as strong as any in the United States."⁸

In relation to border communities, Hensey made a study of linguistic consequences of culture contact in four communities along the Brazilian-Uruguayan border. He used interviews and surveys to:

- (1) outline the socio-economic structure of each community;
- (2) define culture contact in this particular milieu;
- (3) determine the extent and distribution of bilingualism.

Portuguese, taught in childhood, is preferred as the language with peers in communities, though bilingualism is common among border

⁷ Florence Julien, "Making French Canadians Feel at Home," The Times Educational Supplement (London), February 23, 1963, p. 603

⁸ Maine, School Administrative District #33, Total Community Involvement in Developing a Curriculum Geared to the Bicultural Needs of the St. John Valley, Patrick Babin, director, A PACE Proposal, submitted to the U.S. Commission of Education under the Acts of 1965, P.L. 89-10, Title III, Elementary and Secondary Education Act, (Madawaska, Maine: School Administrative District #33, Nov. 30, 1967), p. 12, (Mimeographed.)

Uruguayans. Border Brazilians are less likely to learn Spanish; and, if learned, it is usually in their adolescent or later years. They prefer to use Portuguese for general purposes. Fronterizo Portuguese, spoken in northern Uruguay, is described as a term applied to the several varieties of Portuguese. Fronterizo, however, is a language that possesses traits of Portuguese and Fronterizo Portuguese.

Hensey found that Uruguayan bilinguals did have lexical interference which was assumed to have led to Fronterizo. This interference was caused mostly by imported and assimilated Spanish lexemes. In addition, teachers in that area reported school problems analogous to those existing in some areas of the United States.⁹

The availability of news or broadcast media in his native language can aid a person in maintaining the mother tongue. French language radio and television programs originating in Canada are listened to and watched by many people in the United States. An Elementary and Secondary Education Act, Title III, PACE Project survey by Babin in the St. John Valley of Maine found that 23 percent of the population whom he questioned preferred to listen to a French-Canadian radio station. Two of the three

⁹Frederick Gerald Hensey, "Linguistic Consequences of Culture Contact in a Border Community," Ph.D. doctoral thesis, University of Texas, 1967, in Dissertation Abstracts, XXVIII, (Ann Arbor, Michigan: University Microfilms), p. 4153A.

were Canadian stations. Seventy-five percent of this population spoke French in the home.¹⁰

Cross whose mother tongue was English, and who spoke French as a second language, told of his experience in Dakar, Senegal. Cross had received Peace Corp training at the University of Massachusetts which included for him additional training in the French language. Cross wrote:

. . . Dakar lacks real French culture. Movies, poor ones at that, offer the only entertainment.

The absence of billboards, colorful advertisements, and television -- all national everyday learning aids -- also somewhat discourages continual active interest in learning the French language.¹¹

In contrast to Cross's statement supporting the value of public media for learning a new language is Gaarder's reply to Senator Paul J. Fannin of Arizona. After a series of preceding questions about the ease or difficulty of a child learning the English language in the United States, Senator Fannin asked if it wasn't easier to learn English rather than Spanish. His question: .

Even to the student that is living in the United States, in a state where they are continuously subjected to the English

¹⁰ Maine, School Administrative District #33, Total Community Involvement in Developing a Curriculum Geared to the Bicultural Needs of the St. John Valley, op. cit., Appendix E, pp. 2-3.

¹¹ James O. Cross, "Letter from Dakar," Modern Language Journal, XLVII, No. 7 (Nov., 1963), 328.

languages and advertisements and T.V., radio, billboards, and every other way?¹²

Gaarder answered in the following way:

I fear that the effect of these billboards and so on, is overestimated. Otherwise they would help a great deal more with our normal monolingual English speaking children. They have enormous problems learning to read English because of the serious mismatch between the English writing system and the English sound system.¹³

Fishman, Hayden, and Warshauer developed a series of tables about the number and use of non-English press daily, weekly, and monthly publications and the English language press aimed at ethnic group members in the United States for the 1910-1960 period.¹⁴ In addition, the authors report in a footnote the different data of the 1960 Language Resources Project for each table they developed. The authors' totals are more conservative than Language Resources Project figures.¹⁵ Also in two subsequent footnotes they state that comparable data is not available for the non-English press and very little evidence exists about the circulation among second, third, or subsequent generations of American readers.¹⁶ The authors reported the

¹²U.S. Congress, House. Committee on Education and Labor, Bilingual Education Programs, Hearings, before a subcommittee of the Committee on Education and Labor, House of Representatives, on H.R. 9840 and H.R. 10224, 90th cong., 1st sess., 1967, p. 56.

¹³Ibid.

¹⁴Joshua A. Fishman, Robert C. Hayden and Mary Warshauer, "The Non-English and the Ethnic Group Press, 1910-1960," in Language Loyalty in the United States, ed. by Joshua A. Fishman (The Hague, Netherlands: Mouton & Co., 1966), Tables 3.1 - 3.6, 3.9 - 3.12, pp. 51-74.

¹⁵Ibid., pp. 52-53.

¹⁶Ibid., p. 61.

following five press and circulation information items:

(1) Dailies: In Table 3.1, Number of Mother Tongue Dailies 1910-1960, of the 142 dailies in 1930 there were 61 remaining in 1960. This is a 57 percent loss reported for the years 1930-1960. There was a 29 percent loss in the 1950-1960 period.

In Table 3.2, Circulation of Mother Tongue Dailies 1910-1960, of the 2,542,000 circulation reported for 1930 only 1,125,000 circulation was reported for 1960. This is a loss of 57 percent in circulation. There was a 16 percent loss reported for the 1950-1960 period.

(2) Weeklies: Table 3.3, Number of Mother Tongue Weeklies, 1910-1960 (which includes publications appearing twice or three times weekly) shows 594 weeklies are reported for 1920. In 1930 there were 511 weeklies while in 1960 there were 188. This accounted for a 63 percent loss in the period 1930-1960. There was a 34 percent loss reported in the 1950-1960 period.

Table 3.4, Circulation of Mother Tongue Weeklies 1910-1960 (which includes publications appearing twice or three times a week) shows a 4,014,000 circulation in 1930 and a 1,010,000 circulation in 1960. This was a 75 percent loss in the years 1930-1960. There was a 33 percent loss in the 1950-1960 period.

(3) Monthlies: Table 3.5, Number of Mother Tongue Monthlies 1910-1960 (which includes publications appearing twice a month or every other week) shows there were 79 publications in 1930 and 106 publications in 1960. This is a 34 percent increase in the years 1930-1960.

In the years 1950-1960 there was reported a 41 percent increase.

Table 3.6, Circulation of Number of Mother Tongue Monthlies (which includes publications twice a month or every other week) showed a 756,000 circulation in 1920, a 643,000 circulation in 1930, and a 1,023,000 circulation in 1960. This is a 48 percent increase in circulation for the 1930-1960 period. There was a 78 percent increase in circulation reported for the years 1950-1960.

(4) Mixed Publications: Table 3.9, Number of Mixed Publications 1910-1960, shows 149 mixed publications in 1930 and 107 mixed publications in 1960. This is a loss of 28 percent for the years 1930-1960. There was a 24 percent loss reported in the 1950-1960 period.

Table 3.10, Circulation of Mixed Publications 1910-1960, shows a 591,000 circulation in 1960. This is a 50 percent increase in circulation for the period 1930-1960. There was a 7 percent increase reported for 1950-1960 period.

(5) English Language Publications for Ethnic Groups: Table 3.11, Number of English Language Publications Directed Toward Various Ethnic Groups 1910-1960, shows 181 publications in 1930 and 214 publications in 1960. This is an increase of 18 percent for the years 1930-1960.

Table 3.12, Circulation of English Language Publications Directed Toward Various Ethnic Groups 1910-1960, shows a 1930 circulation of 1,023,000 and a 1960 circulation of 4,784,000. This is a 368 percent increase for the years 1930-1960. There was reported a 103 percent increase for the years 1950-1960.

From the preceding five items for the years 1930-1960, it can be stated that the weekly and the daily non-English press is not surviving in the United States; but that monthly publications are growing. Also, those publications that print in a mixed English-non-English language, while fewer in number, have a greater circulation. Further, those publications that are in English and directed toward ethnic groups have grown in greater number and circulation. The French aspect of this topic followed the general trends, except in regard to the English language publications directed toward the French as an ethnic group. Only one such publication is reported from 1910-1960 and no circulation figures whatsoever are reported.

Among the reasons given by Warshauer why radio broadcasting in a non-English language is a successful medium in serving diverse groups in America are the relatively low purchase cost of a radio, the low cost of radio operation, radio's ability to communicate with illiterate people, and its availability to low-income people, among whom very often are recent immigrants.¹⁷

From 1956 to 1960 the number of hours of foreign language broadcasting decreased from 5.42 hours per week per station to 4.64 hours. The total number of radio stations broadcasting foreign language programs in this period increased from 1,005 to 1,340 stations.

¹⁷ Mary Ellen Warshauer, "Foreign Language Broadcasting," in Language Loyalty in the United States, ed. by Joshua A. Fishman, (The Hague, Netherlands: Moulton & Co., 1966), pp. 75-91.

French language radio broadcasting increased in the total hours per week, total number of stations, and average hours. Spanish foreign language broadcasts account for two-thirds of all such broadcasts in the United States today.

Radio broadcasting in the French language in the United States is reported to be aimed at the less recent immigrant population. Its main purpose is language culture and maintenance. Of the five major mother tongue non-English radio broadcasting languages (Spanish, Polish, Italian, German, and French), French language broadcasting ranks highest in the percent of the use of the mother tongue. Eighty-five percent of the French foreign language programs use the mother tongue only, fifteen percent use both the mother tongue and English, and none use English only.

Washauer sought to find out if the foreign language programs of the "big five" were considered "successful" or "unsuccessful." Language maintenance advocates may have felt threatened when asked for such judgments. Overclaims on success may have been reported. However, such was not the case with French programming.

Only in the case of French programs are more programs considered 'unsuccessful' (some, little or none) than "completely' successful. However, their recent increase in average hours of broadcasting ... may permit French program directors to admit lack of success, even those pursuing primarily language maintenance goals. Like the Spanish, many French programs have less need to protect themselves.¹⁸

¹⁸Ibid., p. 90.

Over 94 percent of French radio programs in the United States occur in the South (51.5 percent), and the Northeast (42.6 percent). In addition to the French broadcasting done by United States stations, French speakers in northern New England also have the constant opportunity to hear French-Canadian radio stations and see French-Canadian television. No sources of data were found by this investigator about French-Canadian radio and television input into the United States; however, Babin did mention there was French-Canadian radio and television reception in northern Maine.¹⁹

Language in the United States has also been studied in contrasting urban-rural settings in which languages are found. The maintenance of languages has been compared in terms of the size and concentration of the population in a given area to see if there is an urban-rural relationship.

Several earlier studies have pointed to rurality-urbaness as an important factor in explaining language maintenance differentials within particular mother tongue groups. The question still remains open as to whether or not this factor has any overall significance between groups. . . . Thus language maintenance in the United States is increasingly and overridingly an urban affair.²⁰

¹⁹ Maine, School Administrative District #33, Total Community Involvement in Developing a Curriculum Geared to the Bicultural Needs of the St. John Valley, op. cit., Appendix E, p. 3.

²⁰ Joshua A. Fishman, Language Loyalty in the United States, op. cit., p. 49.

Interestingly enough, the 'prestige cluster' -- French, Spanish, and German -- is not encountered among the most urbanized languages reported. . . .²¹

Jacobs and Pierce, in their study on the bilingualism and creativity of fifty-one children in four communities within a sixty mile radius of each other, suspected that rural-urban differences could have accounted for some of the differences in the result of the tests scores they obtained.

There may be an inverse relationship between the size of the community in which the child lives and the degree of non-verbal creativity displayed.²²

The value system of urban dwelling younger French-Canadians is seen as undergoing a change in that characteristic thought and behavior modes of a modern industrial society are being accepted, in contrast to the pre-industrial traditional model.²³

In regard to the performance of bilinguals based on the results of testing, Singer reported that studies made in rural areas find a language handicap to be present. Conversely, studies done in urban areas find no language handicap. Exceptions are few.

²¹Ibid.

²²John F. Jacobs and Marnell L. Pierce, "Bilingualism and Creativity," Elementary English, XLIII (May, 1966), 503.

²³D. Kwavnick, "French Canadians and the Civil Service of Canada," Canadian Public Administration, XI, No. 1 (Spring, 1968), 109.

Apparently a decisive factor in bilingualism is not conflict between the language used in the family and that used in the school, but whether the language of the community and the school are identical. In urban areas where the community and the school language are identical, bilingualism is not a handicap, but in rural areas of many countries where there is a decided difference between the community language, and the language of instruction in the schools, bilingualism is a 'handicap', that is bilinguals tend to be poorer in both languages when compared to norms.²⁴

Communication or Miscommunication? Language in its simplest form may be described as a method by which man communicates his ideas. Man's languages and dialects throughout the world are estimated to be in excess of 5,000 but only a relatively few of them are written.²⁵ In the United States there exist nearly 300 separate American-Indian languages and dialects, approximately 40 percent of which have more than 100 speakers.²⁶

A more comprehensive view by Omer explained language in the following way:

Summarizing it can be said that a language is a system of arbitrary, vocal sounds, which allow all people in a given culture to communicate and interact. A language is a series of sounds which acquire meaning when grouped together in certain definite arrangements and patterns. The

²⁴ Harry Singer, "Bilingualism and Elementary Education," Modern Language Journal, XL, No. 8 (Dec., 1956), 449.

²⁵ "The Sounds of Language," in Principles in Methods of Teaching a Second Language, a series of five 16mm sound motion films (Washington, D.C.: The Center for Applied Linguistics, 1962) 32 min., B & W.

²⁶ Report of Working Committee II, Northeast Conference on the Teaching of Foreign Languages, op. cit., p. 58.

sequence of patterns as well as forms are arbitrarily set. The sounds of a particular language are not difficult or easy. It is only the familiarity or unfamiliarity of the learner that makes them easy or difficult. A child can produce an indefinite variety of sounds, which an adult may find difficult to imitate. In the process of learning a language the child learns to eliminate many sounds which are not found in his native language.

The language is learned behaviour, it is not instinctive behavior.

All words in human language are symbols standing for something. The words are used by human beings in two ways, as 'signs' or as 'symbols'. 'Signs' refer to things in the environment and are accompanied by gestures. Human beings are like other animals in the use of words as 'signs'. The special human characteristic is the use of words for things not in the environment and for concepts. Human beings can also retain auditory images in the mind. Other features of human speech are the ability to use a vast number of words with small sounds, and the ability to communicate thoughts, feelings, and values of the community which speaks that particular language.²⁷

Carroll reviewed Lenneberg's book which concerns itself with the complex and varied behavior associated with language. Carroll recognized that Lenneberg preferred to call the work a "discussion" rather than a presentation. The "discussion," so defined, presents a wealth of evidence that language is biologically specific to humans. In referring to Lenneberg, Carroll wrote:

As far as he is concerned, investigators who attempt to teach anything like human language to subhuman species are wasting their time, for among other things they are up against the fact that such species do not possess the

²⁷ Zubeda Z. Omer, "A Hypothesis for Teaching Urdu To Bilingual Children in Palistan," (unpublished Ed.D. dissertation, Indiana University, 1966), pp. 66-67.

neurological equipment to enable them to categorize and formulate their experience in the way human language requires. The analysis of human languages shows them all to have certain unique underlying properties in common, and this suggests to Lenneberg that the very nature of human language is biologically determined. While it is clear that a child must acquire (presumably by mechanisms of learning) the specific features of whatever language he learns as his mother tongue, the processes by which this acquisition takes place are innate.²⁸

Carroll further reported Lenneberg unable to identify the language acquisition mechanisms biologically present in the human, beyond the general description of certain modes of perception, categorization and transformation. However, in spite of vagueness, the book can still be useful inasmuch as only in very recent years have really sophisticated detailed studies of child language acquisition been undertaken. Also, the effect of environmental factors could have received more consideration.²⁹

Brown held that languages are an intergral part of the society in which a given language is used. He noted a common theme.

The first and most striking common theme is the emphasis on the relationship between patterns of messages and communication channels and the structural characteristics of the particular social system being studied.³⁰

²⁸John B. Carroll, "Man is Born to Speak," reviewing Biological Foundations of Language, by Erich Lenneberg, in Contemporary Psychology, XIII, No. 3 (1968), 117-119.

²⁹Ibid., p. 118.

³⁰Roger L. Brown, "Book Reviews" review of Human Communications Theory: Original Essays, ed. by Frank E. X. Dance, in AV Communication Review, Spring, 1968, p. 91.

He commented on a requirement for understanding:

A communication structure and social structure are intimately related; then this means that the functions of a particular sort of communication can only be understood in the context of a particular social situation.³¹

Brown reported nearly 1,000 bibliographical references on the subject of the association of communication and social characteristics.³²

Being learned behavior, language requires human integration. Spoken words are not the only means of human communication. Investigators in many fields are interested in obtaining and providing information on the ways humans communicate. Schefflen described three orders of behaviorial integration in communication and their implications for researchers: (1) simple coordination of activities, (2) the use of integrational signals, and (3) metacommunications.³³

In simple coordination of activities, people who know their tasks can perform without the use of words or special signals, as in the case of workers who harvest a crop while discussing something entirely different. Integrational signals are used when persons do not know precisely what to do or when to do it, as in the use of baton commands, by a conductor, bugles in the army, or whistles in industry. These signals coordinate the work being done. Metacommunication is used by

³¹Ibid., p. 93.

³²Ibid., p. 96.

³³Albert E. Schefflen, "Human Communication: Behaviorial Programs and their Integration in Interaction," Behavioral Science, XIII, No. 1 (Jan., 1968), 49-51.

people in situations that arise in maintaining a society and the individuals in that society. Such may require the use of language, or merely a simple gesture such as a smile.

Scheflen reasoned that views such as those just mentioned have implications which alter the present approaches on communication theories, theories of human development and behavior, basic behavioral research, and the applied behavioral sciences. Specifically, in regard to education, he wrote that the problems of deviancy correction and social action programs loom large in any full discussion of the effort to improve communication. They may have a particular pertinency to the problem of bilingualism in school children; for the pupil must be able to follow instructions to grasp a subject; and the teacher, failing to comprehend that the pupil has not really understood his directing language, may attribute to stupidity or perversity what is really a problem in communication. The dimensions of communicative behavior are knotted in subtle cross-cultural differences. The child whose native intelligence is not unlocked by a truly communicating teacher can be imprisoned deeper within the silent self, accepting his fate as condemnation to exclusion from the society of his rightful peers. He may be punished for crimes he does not understand. He may be niched in a character role quite alien to his true potential.

Sympathy with the problems of bilingualism can be a beginning in the resolution of the bilingual barrier to comprehension and growth. But it need not entail confusion with genuine persistent deviation. For, as Scheflen and others have observed, there are ways of identifying

conscious deviancy and miscommunication: (1) use of programs inappropriate to given contexts; (2) taking inappropriate roles; (3) altering expected sequences and units.³⁴ Such observation can delineate persistent deviancy sufficiently to avoid compounding the communication problem by automatically equating it with pupil ability. The failure of too many non-English speaking pupils derives from the handicap of an unidentified bilingual source.

Schefflen recognized that his implications are already spreading in the sciences of man. He is of the opinion, however, that these have yet to be defined and described adequately.

As previously noted, in addition to signs and signals, words and combinations of words are used to communicate. Though words are most common, they can cause miscommunication. Ilbek wrote about the problems encountered in obtaining accurate human communication in terms of semantic interference when the occurrence of two languages is present. The amount of interference in one or both languages will depend upon the number of speakers, their economic or political status, and the prestige value of the languages used. For purposes of comparison, four French and English situations in the United States were used. They were the following:

- (1) Shift in meaning caused by presence of cognates in language in contact.
- (2) Direct borrowing of lexical items to designate new things.
- (3) The borrowing of patterns through translation.

³⁴Ibid., pp. 52-53.

(4) The borrowing of forms directly or through translation.³⁵

Ilbek held that the use of a word in both languages can cause a problem for both languages because of the different meanings or placement pattern associated with the word in the two languages.

Adkins found a number of idiomatic and figurative expressions in state-adopted textbooks in Texas which were not understood by bilingual students at the ninth grade level. This prevented understanding of the full context of what was being read in English by many bilingual students.³⁶

A word, having been spoken, has to be received by someone. The ear plays an important part in language communication. The ability, or lack of ability, of a person to hear sounds has been studied by Love in a sample of 100 elementary school children in southwest Louisiana. Using French and English bilingual examiners, as well as English-only speaking examiners, Love tested the auditory discrimination of four groups of children. The four groups were: (1) those children who spoke French and English and who were tested by an examiner who spoke both French and English; (2) those children who spoke French and English and

³⁵Jacques, Ilbek, "A Case of Semantic Interference," French Review, XLI, No. 3 (Dec., 1967), 368-375.

³⁶Patricia Guynes Adkins, "The Investigation of Essentiality of Idioms and Figures of Speech in the Education of Bilingual Students in the Ninth Grade in Texas and New Mexico," (unpublished Ph.D. dissertation, University of Colorado, 1966), pp. 74-76.

were examined by examiners who spoke only English; (3) those children who spoke only English and were tested by examiners who spoke French and English; and (4) those children who spoke only English and were tested by examiners who spoke only English.

Among his findings Love reported the children of the French-English group were able to differentiate better between the "th" and "t" sound when tested by an examiner who had only an English language background. Further, when tested for ability to distinguish many different sounds in the Wepman Auditory Discrimination Test, the French-English group of children tested better than the English-only group, evidencing that their general auditory discrimination skills were adequate. The English-only group did better distinguishing on the "th" and "t" test than did the French-English group.³⁷

In a subsequent study, Love compared an experimental group of fifteen students who were bilingual French and English fourth and fifth grade children with a control group of fifteen English monoglots who also were in grades four and five.³⁸ The two groups came from different school districts. Using two forms of the California Achievement Test, Spelling Section, and the Gates Reading Survey, the control

³⁷ Harold D. Love, "Bilingualism in Southwest Louisiana," Journal of Educational Research, XLVI, No. 3 (Nov., 1962), 144-147.

³⁸ Harold D. Love, "Auditory Discrimination, Spelling and Reading with Bilingual and Monolingual Children," Journal of Developmental Reading, VI (Spring, 1963), 212-214.

and experimental groups were given a pre and post test over a seven-week period. At the end of the seven-week period it was found the experimental group had made significant gains over the control group only in auditory discrimination but significant gains made by both groups in reading could not be accounted for!

Studies of auditory discrimination have been made to determine if the ability of the ear is as valuable, or more valuable, than the mouth in language training. Cook reported on conflicting research done about the relative value of students learning to pronounce the sounds language through mimicry or by being "gagged." In reporting on the results of a study by Henning on the pronunciation of French in which auditory discrimination training produced better pronunciation than did mimicry, Cook stated:

Should this finding prove to have general applicability, it would challenge one of the basic methodological practices of the audio-lingual approach, viz, the primary of oral production in laboratory practice.³⁹

The strong influence of what Cook called Bloomfield's 1942 "capital letter exhortation" which was "Practice Everything Until It Becomes Second Nature", was based on the association with the underlying assumptions of the linguists that language is speech and that speech is a set of habits.

³⁹ Howard Robert Cook, Jr., "Pre-Speech Auditory Training: Its Contribution to Second Language Teaching and Motivation for Continuous Broadcasting," (unpublished Ph.D. dissertation, Indiana University, 1965), p. 11.

Since it is generally agreed that habits are learned by practicing the desired motor activity, it is no wonder that these programs produced an influence on post-war language teaching which has brought oral drill to the place of privacy.⁴⁰

Cook did not arrive at a position of final certainty as to the best order of presenting language skills but he suggested that the proposed sequence for language training become listening, reading, and speaking.⁴¹ This would initially place great importance upon the auditory discrimination of learners; on their ability to hear and to hear accurately. Nevertheless, there is in the literature conflicting opinion on whether a language is best learned primarily through the use of the ear or through mimicry.

Social Class Determinant. Social class determinations made on the basis of a person's way of speaking is also a reality which is recognized by writers in the field of bilingualism. Loban made a distinction between the variety of accents in America which rarely cause serious educational or social problems and social class dialects which can cause communication, personal, and social problems.⁴² Giving as an example, the use of language as a social class barometer

⁴⁰ Ibid., p. 31.

⁴¹ Ibid., p. 117.

⁴² Walter Loban, "Teaching Children Who Speak Social Class Dialects," op. cit., p. 592.

in Denmark, where "in the old days, Danish nobility spoke French to one another, German to their merchants, and Danish to their dogs," the author demonstrated the use of a language to maintain a closed society.

The United States is not a closed society, rather, it is an open and heterogeneous society. Past history has shown former minority or immigrant populations have achieved upward social mobility, the Irish and Italians being one example of this. However, some question this position as it applies to our non-English minority or immigrant groups. Conceding that the United States is an open society, Loban stated that language still operates as one of the social class determinants.

Even in an open society such as ours, however, where individual worth and aspirations are intended to want for more than fortunate or unfortunate birth, language still operates to preserve social class destinations and remains one of the major barriers to crossing social lines.⁴³

Lambert, Frankel and Tucker in one of a series of studies conducted in Montreal since 1958 reported on data that they collected in the 1963-64 academic year concerning judging personality through speech.⁴⁴ These investigators were seeking to measure stereotyped or biased views which one social group held of a contrasting group by having 373 French-

⁴³ Ibid., p. 593.

⁴⁴ Wallace E. Lambert, Hannah Frankel, and G. Richard Tucker, "Judging Personality through Speech: A French-Canadian Example," Journal of Communication, XVI (Dec., 1966), 305-321.

Canadian girls act as judges. One sub-group from two public schools of the Montreal Catholic School Commission was divided into four groups approximately 10, 12, 14, and 16 years of age. Each of these groups was then subdivided into monolinguals and bilinguals. A second sub-group was drawn from a private French-Canadian "college" in a residential upper middle class region of Montreal. (A "college" is a private institution where students pay tuition, sometimes substantial ones.) The monolinguals were separated according to age. One group ranged from 12 to 14 years and the other group ranged from 15 to 17 years of age. Three bilingual age groups were determined at 12 to 14, 15 to 16, and 17 to 18 years of age. In comparison, the 12 to 14 college groups were comparable to the 14 year old public school group and the 15 to 16 year old college group was comparable with the 16 year old public groups.

A questionnaire showed girls from the private school were of a substantially higher socio-economic background. Care was taken in selecting all participants so that their speech was considered to be "educated" or "cultured" French or English. All 375 judges heard the same magnetic tapes of the same passage done in French and English.

One of the major findings was that the girls in the private institution tended to show a marked bias for the English in contrast to the French. The relatively unfavorable view of the private school girls even among their own ethnic-linguistic group was very pronounced. Girls from public schools, being from less privileged homes, showed much less bias. Though some bias did appear in this group, it dis-

appeared, for the most part, in the late teens. Such was not the case for the private school group, who were thought to maintain their bias against French speakers until at least young adulthood.

Some American writers have written about the problem of people that are considered "different" in American society. The result of that perceived difference has been social exclusion. In some cases it has been severe. In this regard Dentler strongly stated:

. . . social exclusion of the French-Canadian in northern Vermont differs from Jim Crowism in Alabama only in the completeness of the barriers to comprehensive equality. . . .⁴⁵

Soffetti wrote that a person learning a second language in a monocultural setting will not develop his meaning of the language in terms of the emotional and cognitive associations that are common to participants in a culture where a particular language exists. Thus, a person learning French in an environment where French is not prevalent does not obtain the full meaning of the new language.

It is only by living in the culture when the language is spoken that the full meaning of its utterances are acquired.⁴⁶

Soffetti contended part of the professional dilemma in finding solutions to language-culture problems has been in the failure of researchers to maintain clearcut distinctions as opposed to placing all studies under the lable of bilingualism. He proposed research workers

⁴⁵ Robert A. Dentler, Major American Social Problems, (Chicago, Illinois: Rand McNally and Company, 1967), p. 176.

⁴⁶ James P. Soffiitti, "Bilingualism and Biculturalism," Modern Language Journal, XLIV, No. 6 (Oct. 1960), 277.

distinguish between (1) bicultural-bilingual, (2) bicultural-monolingual, (3) monocultural-bilingual, and (4) monocultural-monolingual situations. The existence of a multilingual and multicultural situation is also possible and should be so delineated.⁴⁷

Soffetti implied that the person who attempts to learn a second language in two distinct cultures runs the risk of creating a personal adjustment problem. These adjustment problems are seen not as problems incurred by the differences in language systems, but rather the contrasting ways of life, beliefs, customs, and value systems that may appear overtly or internally in the individual.

Julien reported on a conflicting way of life between French-Canadian and Anglo-Canadians.

If a French-Canadian is to feel at home, he must have French schools and be able to use French as a working language. He never 'goes it alone' as does the Anglo-Canadian who is content to roam rootless, wild, and free through the untamed wilderness.⁴⁸

Cordasco wrote about a "persistent theme in all of the literature" which is associated with the importance of building upon a minority child's cultural strengths.⁴⁹ He sees as an absolute necessity the need to cultivate pride in a Spanish-speaking child's ancestral

⁴⁷ Ibid., p. 276.

⁴⁸ Florence Julien, "Making French Canadians Feel at Home," *op. cit.*, p. 603.

⁴⁹ Frank M. Cordasco, "The Challenge of the Non-English Speaking Child in American Schools," School and Society, Mar. 30, 1968, p. 200.

heritage if the schools are to succeed. This is in conflict with the existent view that all persons should become "Americanized" as soon as possible to enable them to fully participate in American society. There has been, in the past, a tendency in America to minimize ethnic difference, including language differences, in preference to the melting pot ideal; and this may have helped to develop a lack of attention to or even a suppression of real awareness of ethnic differences. However, it is possible that this viewpoint is changing.⁵⁰

According to Rodriquez, one of the obstacles for educational success of Chicano children, that is children of Mexican-American descent, is the lack of models or heroes of their origin. The schools in which the Chicano learns have few Mexican-American instructors or administrators whom the child can emulate. Building prestige in the child's cultural heritage has, accordingly, suffered.⁵¹

But Brault presents an opposite viewpoint from Cordasco's:

One of the favorite and ironically, one of the least successful approaches used by parents, teachers, and ethnic organi-

⁵⁰ Report of Working Committee II, Northeast Conference on the Teaching of Foreign Languages, op. cit., p. 62.

⁵¹ Armando M. Rodriquez, "Speak Up, Chicano," American Education, IV, No. 5 (May, 1968), 27.

zations to encourage children with mother tongue knowledge to master and use their second language is the appeal to pride.⁵²

Brault explained some of the reasons for this failure as being based in the realities the child finds around him. The child's pride is undermined when he finds few of his adult ethnic group taking active part in civic and community affairs, not recognizing that others of his ethnic group fail to participate. When he hears caustic remarks from his elders against their own ethnics, and when he has trouble enough mastering one language, the intrusion of a second language only compounds his lack of appreciation of his mother tongue.

An intense desire upon the part of the French-Canadian parents to maintain their language and culture is reported by Julien.

A Canadian who neglects to fight for his ancestral culture is considered a traitor to his race.

In the past the majority of French-Canadians have preferred to lock themselves inside Quebec where there was no danger of their children's losing the traditional French language and culture.⁵³

Considering Brault's and Julien's statements together, it would appear that the foundation is present for a parent-child conflict in terms of language loyalty -- a "generation gap", if you will.

⁵²Gerard J. Brault, "Some Misconceptions About Teaching American Ethnic Children Their Mother Tongue," Modern Language Journal, XLVIII, No. 2 (Feb., 1964), 71.

⁵³Florence Julien, "Making French Canadians Feel at Home," op. cit., p. 603.

Lemaire, speaking broadly, concluded that the present French-Canadian generation in New England is forsaking the "French language and Franco-American ethnic tradition and self concepts" but he says that a new elite, growing in numbers, is studying the French language for more practical reasons such as ambition, social prestige and cultural aspiration. Where it was thought in the past that the French language in New England would disappear, it seems to have taken on "unexpectedly hopeful direction".⁵⁴

The early French-Canadian in the United States tended to maintain his identity and language. Podea describes the gradual improvement which reduced economic hardships which French-Canadian immigrants once experienced but which now allowed them to turn an almost total pre-occupation with earning a living to concern for ethnic survival. Such became the basis for their societies and press. They remained determinedly aloof from public schools, churches, and organizations which were non-French. French-Canadians outside Canada did not sever their connections with Quebec. Personal visits, literature, press and education were kept accessible.⁵⁵

⁵⁴ Herve B. Lemaire, "Franco-American Efforts on Behalf of the French Language in New England," in Language Loyalty in the United States, ed. by Joshua A. Fishman (The Hague, Netherlands: Mouton & Co., 1966), p. 278.

⁵⁵ Iris Saunder Podea, "Quebec to Little Canada: The Coming of The French-Canadians to New England in the Nineteenth Century," New England Quarterly, XXIII, No. 3 (Sept., 1950), 380.

Sometimes national forms and mores change rapidly. Changes, similar to those in the United States, occurred rapidly in Quebec. During the 1940's and 1950's, Quebec's population changed from mainly an agricultural society to a mainly industrial society. Accompanying that industrialization came cities. Practically all city French-Canadians are bilingual and in the words of Chapin, "Quebec has been pitchforked into the modern world."⁵⁶ It is now conceivable that in the future many more immigrants to the United States who come from French-Canadian cities will be bilingual, whereas previously they tended to speak only French.

In an interview with five public school teachers who were attending an NDEA Institute at St. Michael's College, Winooski, Vermont, and who taught in the three northern New England States of Maine, New Hampshire and Vermont, it was learned many of their French-Canadian students are children of parents who recently left agricultural Quebec. Those parents and their children speak only French.⁵⁷

Even when change has taken place, or governmental obstacles have been removed which formerly barred mingling of people, there still remains what Kwavnich calls "a new and formidable obstacle." He referred to habits and traditions which have been acquired over a long

⁵⁶ Miriam Chapin, "Quebec's Revolt Against the Catholic Schools," Harpers Magazine, July, 1961, p. 54.

⁵⁷ St. Michael's College, private interview, Five Teachers participating in the NDEA Summer Institute, Teaching English as a Second Language, Winooski, Vermont, July 24, 1968.

period in the struggle of the French-Canadian to maintain his way of life. So successful was the French-Canadian that Canada is now considered to be English-Canadian, except for Quebec which is considered a French-Canadian Province.

Habits and traditions often survive long after the conditions which called them into existence have disappeared, instrumentabilities once put into operation, become rigid and acquire a status of their own. . . .⁵⁸

It seems reasonable to expect that many of the new immigrants from Quebec will continue to be monolingual and speak French.

A person speaking in one language but thinking in terms of another mother language can, when troubled (or considering a matter that demands a high degree of concentration), naturally and automatically change to speaking the language in which he thinks. Chapin was talking to a friend who was troubled about a decision that had to be made:

We were speaking in English, as we usually do, but then she switched to French,⁵⁹ so I knew she was deeply concerned and thinking out loud.

Habits which have been learned and are used over a period of time tend to remain fixed in the individual. The acculturation of an ethnic group is the exclusive function of the desire and capacity of a group to accept the culture of the dominant group. It differs from

⁵⁸D. Kwavnick, "French Canadian and the Civil Service of Canada," op. cit., p. 111.

⁵⁹Miriam Chapin, "Quebec's Revolt Against the Catholic Schools," op. cit., p. 53.

assimilation, that is the disappearance of the group's identity which is a function of both the dominant and ethnic group.⁶⁰ The rate of acculturation and/or assimilation is dependent upon factors including, at least, the following: the demographic make-up of the community and, in particular, the proportion of the majority group relation to the ethnic group; the language used in business and governmental communication; the birth rate; the economic situation; religious and fraternal association; marriage patterns; and language used in the schools.⁶¹ The habits of a people determine to a large extent the rate assimilation or acculturation.

Poverty Relationship. Economic barriers can exist simply because of a person's use of more than one language.

In certain settings bilingualism may be associated with lower social-economic status and it is important to remember that any intellectual deficit found may be due to the cultural deprivation associated with the underprivileged living conditions and not due to the knowledge of two languages per se.⁶²

It is seen as possible that the environment an individual finds himself in adds or subtracts from his potential. The situation in which

⁶⁰ Joshua A. Fishman and Vladimir C. Nahirny, "Organizational and Leadership Interest in Language Maintenance," in Language Loyalty in the United States, ed. by Joshua A. Fishman, (The Hague, Netherlands: Mouton & Co., 1966), p. 188.

⁶¹ Gaston Saint-Pierre, "The Bilingual Situation in Canada," Elementary English, XLV (May, 1968), 579-582.

⁶² Report of Working Committee II, Northeast Conference on the Teaching of Foreign Languages, op. cit., p. 75.

the poor find themselves alone exists at the same time, the individual's ability for social upward mobility is handicapped. Many of the more recent writings have tended to weigh the problems of those who speak a non-English language in the United States in terms of reducing or eliminating the economic barriers.

A continual language handicap has effected an economic handicap for those who do not speak English in America, according to Loban:

Many business and professional people who hire teachers, architects, clerks, and stenographers just will not hire or encourage people who do not speak the standard dialect.⁶³

Julien mentioned the plight of the French-Canadian who wishes to settle in another locality which does not happen to use French as the dominant language, but which offers him good employment:

. . . if he wishes to settle in other places offering him good employment he faces a cruel dilemma. With no French schools they will lose their heritage in French language and culture and be drawn into a dreaded melting pot.⁶⁴

The personal dilemma mentioned above can persuade some to remain in lower paying occupations because of their desire to keep family values intact, or to avoid the language and other problems encountered in employment mobility.

The availability of job opportunity for Canadians differs. Kwavnick wrote about the participation of French-Canadians in employment

⁶³Walter Loban, "Teaching Children Who Speak Social Class Dialects," op. cit., p. 599.

⁶⁴Florence Julien, "Making French Canadians Feel at Home." op. cit., p. 603.

of the Canadian Civil Service which places them in the positions of clerks and minor functionaries in about the same proportion as the French-speaking population in Canada. Their employment in high offices has been generally insignificant, with some departments not containing even one French-speaking person in an important position. The most common answer for this is that the French-Canadian schools have failed to provide persons trained to make high-level administrative and policy-making decisions. The divergent value system of the English-Canadian and the French-Canadian is seen as the basic reason for the school's output, predicated on decisions pertaining to what constitutes the educational system's function.⁶⁵

Another viewpoint on language as an economic factor similar to Kwavnick's is forwarded by Saint-Pierre. He accounted for the English-speakers' domination over Quebec's economy in that they provide the capital. Often the French-speaker in Quebec must have some facility in the use of the English language to earn his livelihood.

Consequently a French-speaker's native tongue offers little help in securing employment, let alone executive posts for which proficiency in English is a requisite. Since English is the bread-and-butter language for a number of French-Canadians, the use of their mother tongue is relegated to the home.⁶⁶

⁶⁵D. Kwavnick, "French Canadians and the Civil Service of Canada," op. cit., pp. 98-99.

⁶⁶Gaston Saint-Pierre, "The Bilingual Situation in Canada," op. cit., p. 581.

Saint-Pierre is of the opinion that the burden of bilingualism is placed most heavily upon French-speakers in Canada because the dominant language of business and industry is English. In Greater Montreal (where the second largest concentration of French-speakers of any city in the world is found) there is also a large concentration of English-speakers, constantly bolstered by new immigrants to Canada who choose to learn English as their second language.⁶⁷

Dentler feels that the problems of discrimination against ethnic minorities in America was obscured for over two centuries by the early regional concentration of the different ethnic groups. This concentration resulted in the lack of any delineation of the inter-ethnic relation which has subsequently become a national social problem. Since these ethnic groups varied from locality to locality, as well as in the kind of discrimination against a particular group, their national implications were left without being defined until recently.

The outline of a manifold yet single national social problem, discrimination against ethnic minorities expressed through prejudice, denial of equal rights and equal opportunities and embodied in systematic segregation, has emerged, been defined and stripped down to the factual particulars. A general softening of the problem has been achieved. But particular solutions and fully effective remedies have yet (if ever) to be attained.⁶⁸

⁶⁷ Ibid., p. 580.

⁶⁸ Robert A. Dentler, "Major American Social Problems", op. cit., p. 177.

Like its sister states of New Hampshire and Maine, Vermont, for decades, has received slowly French-Canadians who have immigrated and clustered along its northern border. While there have been economic gains by the French-Canadians in these three states, there has also been economic discrimination against them. Dentler identified discrimination as "not a matter of formal violation of their civil rights but of intense economic deprivation."⁶⁹ The blame, if there is any, for French-Canadian exclusion in New England, may not rest entirely with the "native" New Englander. Podea,⁷⁰ like Julien⁷¹ and Kwavnick,⁷² indicated that the French-Canadian may have preferred to remain apart from the other group in their communities.

One of the leading forces in America to improve the working man's economic condition as early as the end of the Nineteenth Century was the labor union. Because of the language barrier and limited influence of their leaders, the early French-Canadians tended to avoid strikes and labor organizations. Wages and working conditions did improve, but very slowly for most of them. In some cases French-Canadians

⁶⁹Ibid., p. 175.

⁷⁰Iris Saunders Podea, "Quebec to 'Little Canada': The Coming of the French Canadians to New England in the Nineteenth Century," op. cit., p. 380.

⁷¹Florence Julien, "Making French Canadians Feel at Home," op. cit., p. 603.

⁷²D. Kwavnick, "French Canadians and the Civil Service of Canada," op. cit., p. 101.

replaced other French-Canadians at lower wage scales. Time was required for these early immigrants to demand the equal wages and working conditions of their native-born American fellow workers. This tended to retard the economic advancement of the Franco-American in the present century, but the second and third generations have grown up bilingual and better equipped than their parents to advance their rights.⁷³

The French-Canadian immigrant of the middle and late 1800's experienced severe economic hardships. Only a few of these people attained higher economic or social status. The "Little Canadas" were ghettos, where the poverty and squalor in which the French-Canadian then lived in New England marred their reputation. Fall River and Holyoke, Massachusetts, were notorious for their "hell holes," where sanitation and cleanliness were at a minimum. Death rates were high. Lowell, Massachusetts, built the first large scale tenements in "Little Canada," where the population density was exceeded in the United States only by New York's Fourth Ward. Chapin noted that the French-Canadians, in spite of their traditional thrift, made slow economic progress.

French-Canadians have not come up to the general average or that of the foreign born in the United States for home

⁷³ Iris Saunder Podea, "Quebec to "Little Canada": The Coming of the French Canadians to New England in the Nineteenth Century," op. cit., pp. 374-379.

ownership and median rental, a situation which prevailed down to the census of 1940.⁷⁴

More recently, in 1967, Hayden wrote that the French-Americans in Fall River, Massachusetts, are tied to the skilled trades, semi-professional, or secretarial-clerical pursuits. The most successful are mercantile affairs. The greatest number of Franco-Americans came to Fall River between 1880 and 1918.⁷⁵ Though formerly on the lowest social status rung in Fall River, Portuguese-Americans more recently arrived now displace them. In recognition of this Workman wrote of the perplexing problem which the Portuguese children presented to the nearby New Bedford school system.⁷⁶

A similar situation existed for those who were Mexican-Americans. Rodriguez wrote about his introduction to San Diego, California, schools. His family moved from Durango, Mexico, in the early 1940's and he entered an English-speaking school, though knowing only a dozen words of English. The new neighborhood was extremely poor but well integrated. His parents did not object to his school enrollment.

In those days people didn't talk much about ethnic differences. The Chicanos . . . pretty much stayed in their place, working

⁷⁴Ibid., p. 378.

⁷⁵Robert G. Hayden, "Some Community Dynamics of Language Maintenance," in Language Loyalty in the United States, by Joshua A. Fishman, (The Hague, Netherlands: Mouton and Co., 1966), p. 192.

⁷⁶William S. Workman, "Non-English-Speaking Pupils Perplex Educators," Boston Sunday Globe, (Sept. 8, 1968), p. 49.

as domestics and laborers, or as wetback stoop laborers in the fields and orchards. Only a few became professionals or businessmen.⁷⁷

Rodriguez went to college on the G. I. Bill of Rights and himself became a professional, but he admitted that his experience was a rare one for the times.

Equal Educational Opportunity. Writing on the role of education in an open-ended American society, Cordasco pointed out that it is the essential entry point into the mainstream of American identity. The schools are seen as the basic vehicles of cohesion in a democratic society which must assist the poor to adjust and to prosper.

If there is a common denominator which must be sought in the millions of American children who presented themselves to a society's schools, it is poverty. And its ingredients . . . were cultural differences, language handicaps, social alienation, and dissatisfaction.⁷⁸

Commenting on the effort of schools to find solutions, and on recent spate of social literature assembling information about the schools and the poor, Cordasco referred to the lack of record by educational historians about the continual confrontation of the poor and American social institutions where decision-making and problem-solving can take place.

Children's literature and textbooks used in school have a decided effect on the positive or negative stereotype of a minority group.

⁷⁷ Armando M. Rodriguez, "Speak Up, Chicano," op. cit., p. 26.

⁷⁸ Frank M. Cordasco, "The Challenge of the Non-English Speaking Child in American Schools," op. cit., p. 198.

In 1967 Gast reviewed forty-two books current in children's literature which were about American Indians (13), Chinese (2), Japanese (15), Negroes (16), and Spanish-Americans (16). The author of the study and three coders reviewed the literature on the basis of measuring stereotyping. If there was disagreement between the coders and the author, the majority opinion was accepted.⁷⁹

In his study Gast, who was primarily concerned with present literature in the field of fiction for minority children, noted that the slow progress of some Americans in entering the mainstream of the dominant culture in the United States resulted from racial, religious, or other ethnic characteristics. Social scientists are credited with being in general agreement that people are not born with inherent cultured predispositions but that man is a product of his culture. Gast proposed that children "learn what they live." They learn prejudice and intolerance of other people. One of his findings was that recent children's literature, particularly fiction, is more complimentary to minority Americans when compared to literature analyzed in previous studies. Stereotypes found in previous studies were not found in recent literature. While literature for children contained brotherhood and racial equality themes, such themes were fewer or non-existent in school textbooks.

At a meeting of the Vermont State Board of Education, a resolution by Commissioner Scribner was passed which encouraged all of

⁷⁹David K. Gast, "Minority Americans in Children's Literature," Elementary English, XLIV, No. 1 (Jan., 1967), 12-20.

Vermont's local school districts to consider curriculum, or any future purchase of educational material, in terms of its application to minority groups.

I recommend that the following Resolution be adopted:
WHEREAS, the history of the State of Vermont is one which accentuates the integrity of the individual, and Vermont's greatness stems from the contributions of people from all walks of life and from persons of all ethnic backgrounds, and

WHEREAS, it is most urgent, and essential for the proper education of our youth that they be aware of the contributions of all persons who contributed to our society to understand better the true greatness of our Country and this State, and

WHEREAS, Education consists of growth in general understanding which enables students to deal better with the realities of life as well as the development of specific skills, and

WHEREAS, The Legislature by 16 V.S.A. S3743, empowered local Boards of Education, with the Superintendent's approval, to select learning materials, now therefore be it

RESOLVED, That teachers, administrators, and school boards, as they select new or revised learning materials and plan the curriculum for courses of study in the public schools of Vermont, be urged to insure

1. Space and treatment commensurate with their contributions be given to the roles of the various minority groups in our culture.
 2. Accurate portrayal be given of the role of minority groups and their leaders in historic events.
 3. Illustrations reflecting the varied ethnic components of American society is discussed.
- And be it

FURTHER RESOLVED, that this Resolution be recorded in the Minutes of the State Board of Education and copies be forwarded to the Governor, the Boards of School Directors,

and to each Superintendent of Schools, Teachers in Vermont, and made available to Civic Organizations.⁸⁰

There are those that hold Americanization has not been dependent upon the language spoken by people in this country since from the very first, this country has held that ethnicity was not relevant.

The English language does not figure prominently in the scheme of values, loyalties, and traditions by which Americans define themselves as 'Americans'. Americans have no particular regard for English as an exquisite instrument, no particular concern for its purity, subtlety, or correctness. The fact that so many Americans command any other language than English is largely a result of educational failure, cultural provincialism, and the absence of pragmatic utility for bilingualism, rather than any conscious attachment to English.⁸¹

Exceptions to the above (such as the anti-foreigner, anti-Catholic, and anti-German attitudes during World War I and World War II movements) are seen as exceptions deriving from unusual circumstances. However, Rodriquez concluded that language is a factor in discrimination in his analysis of the 5.5 million people who have Spanish surnames, and who live in Arizona, California, Colorado, New Mexico, and Texas, and another 1.5 million Spanish-speaking who live in other parts of the United States.

They are a minority whose historical, cultural, and linguistic characteristics set them apart from the Anglo Community as dramatically as the Negro's skin sets him apart. Few people outside the Southwest realize the degree of discrimination this difference has brought about.⁸²

⁸⁰ Vermont, State Board of Education, Minutes of Meeting of April 24, 1968, (Montpelier, Vermont: Department of Education, April 24, 1968), pp. 10-11. (Mimeographed.)

⁸¹ Report of Working Committee II, Northeast Conference on the Teaching of Foreign Languages, op. cit., p. 61.

⁸² Armando M. Rodriquez, "Speak Up, Chicano," op. cit., p. 12.

The problem of minorities obtaining equal educational opportunity is found universally. In his Ph.D. dissertation, Carlton found that the French schools of northern Ontario did not facilitate the entrance of their students in institutions of higher education. In addition, there was a heavy mortality of French-speaking students when they did enter institutions of higher learning because English was the basis of instruction. The bilingual schools became schools of terminal education. In these terms the French-Canadians were placed in a persistent relative disadvantage. Transitional barriers to the advancement of bilingual students, lack of ability to compete for better jobs in local industry or industry in southern Ontario were some conclusions of his study.⁸³

During the Depression years hardship handicapped many who sought an education. There is evidence, however, that the Spanish-American group suffered more hardships than Anglo-Americans. Tireman wrote:

Language handicaps and differences in educational opportunity during depression years detracted from the 'equal opportunity to learn', affecting the Spanish-American group and tending to lower scores of individuals in the former group yielded by mental tests. . . .⁸⁴

Because of this, and other factors, there is a growing tendency for the Spanish-speakers today to seek equal opportunity through education.

⁸³Richard Austin Michael Carlton, "Differential Educational Achievement in a Bilingual Community," Ph.D. doctoral thesis, University of Toronto, 1967, in Dissertation Abstracts, XXVIII, (Ann Arbor, Michigan: University Microfilms), p. 4714A.

⁸⁴L. S. Tireman, "Bilingual Children," Review of Educational Research, XI, No. 3 (June, 1941), p. 341.

Although the Chicano has suffered and lost much during the last one hundred years, he now intends to do what is necessary to win his fight for educational equality. And he will do it today. Mañana is too late.⁸⁵

The preponderance of testimony about Spanish-speakers before the House and Senate Subcommittees on bilingual education would seem to substantiate Rodriquez's above statement.

Allen, at the Fifty-Fifth Annual National Council of Teachers of English Convention in Boston, gave an elementary teacher's view of a disadvantaged child in school. Among the five common characteristics which he mentioned in describing the disadvantaged child was the disparity between the language spoken at home and the language spoken, or preferred, at school. It was held that children were more responsive when they were allowed to express themselves in their own language, but the effort was still difficult and the results indefinite. Teachers tried to help children realize that their mother tongue was respected and that more than one language could be used for different situations. But Allen reported: "This was not an easy task, and hopefully we are moving in the direction of developing techniques to facilitate it."⁸⁶

Singer wrote of the special problem of children who immigrate to the United States and do not speak English. These children are

⁸⁵ Armando M. Rodriquez, "Speak Up, Chicano," op. cit., p. 27.

⁸⁶ Paul D. Allen, "An Elementary Teacher's Eye View of the Disadvantaged," Elementary English, XLIV, No. 1 (Jan., 1967), 55.

thought to take several years before their second language vocabulary is comparable to their mental age. He reports Terman's example of vocabulary tests of bilingual Portuguese who did not reach their median mental age until they were twelve years of age, and Darcy's review of 110 studies which showed only two exceptions where bilingualism either had no effect or the bilingual did not suffer a language handicap. The dominant language in a community has an effect on the child's performance. If the dominant language in the community is the same as that used in school, the child who speaks a different mother tongue will tend to forget it and acquire the dominant language. If, however, the dominant language in a community is different from that used in school, children tend to show a language handicap throughout their school experience.⁸⁷

Public Policy. There is a wide divergence of school practice regarding national policy on language. For example, South Africa recognizes two languages, English and Afrikans, as official languages of instruction in schools; while Switzerland uses whatever language dominates in the region where the child happens to live. Israel has many languages, but Hebrew is heavily used in the early years of a child's schooling. India's policy is to begin instruction in the child's mother tongue, although it is a country that has 100 languages, including the official one, Hindi, and fourteen other regional official languages.⁸⁸

⁸⁷ Harry Singer, "Bilingualism and Elementary Education," op. cit., pp. 447-448.

⁸⁸ Herschel T. Manuel, "Bilingualism," op. cit., p. 148.

Canada is beginning to move toward an official bilingual policy of French and English throughout all its provinces.⁸⁹

Because immigration policy affects the languages spoken in a country, the immigration policy of the United States has had a primary bearing on the national problems of non-English speakers in America. Mass immigration from Europe to the United States took part mostly from 1880 to 1920. The immigration quotas established in the 1920-24 era were largely responsible for ending the budding confrontation of the European immigrant bilingual child and the American school. Since that time the principal bilingual child in American schools has been the Spanish-speaking child of Mexican-American or Puerto Rican background.⁹⁰ During the years 1960-67, hundreds of thousands of Cubans also were given political asylum in the United States, of whom a large majority remained in Florida.⁹¹

Yet the official reports of the Immigration and Naturalization Service may not tell the whole story of the numbers of immigrants who came to America since the early 1920's. Maisel wrote that, during the period 1943-1953 (depending upon who does the calculations), Canada actually "lost" between 150,000 and 250,000 of its residents. The assumption was that "lost" residents crashed the international border

⁸⁹ Florence Julien, "Making French Canadians Feel at Home," *op. cit.*, p. 603.

⁹⁰ Frank M. Cordasco, "The Challenge of the Non-English Speaking Child in American Schools," *op. cit.*, p. 199.

⁹¹ Mable W. Richardson, An Evaluation of Certain Aspects of the Academic Achievement of Elementary Pupils in a Bilingual Program, *op. cit.*, p. 4.

and came to the United States. Senator McCarron of Nevada said at that time that the illegal entry rate may have been as high as 100,000 persons a year from Canada.⁹²

Maisel's claim was supported in at least one instance when, during an interview, this investigator was told by a teacher who works near the Canadian-United States border that a French-Canadian family had just been detected by immigration officials after having lived in the United States illegally for a period of twenty years. According to the other teachers at this conference, illegal entry still continues.⁹³

Through immigration policies, schools in other countries also experience problems caused by a large influx of non-native speakers. Scott reports that certain areas of England are receiving a high concentration of immigrants, particularly West Indians. Some areas such as Islington report 23 percent. Hackney reported that 21 percent, and Bradford reported that 25 percent, of their school population are immigrants. Mr. F. W. Weyth, Chief Education Officer, has been quoted as saying some schools have as high as a 70 percent immigrant population.

There are nearly 7,000 immigrant children out of a total of 41,000 in Ealing. But the difficulty is not so much the number of immigrants as by the fact many of them especially in Southall, are Indians and cannot speak English.⁹⁴

⁹²Albert Q. Maisel, "Aliens Are Swarming Over Our Unguarded Northern Border," Look Magazine, Nov. 17, 1953, pp. 75-78.

⁹³St. Michael's College, private interview, Five Teachers, op. cit., July 24, 1968.

⁹⁴Peter Scott, "L.E.A.S. Can Take the Strain," The Time Educational Supplement, London, May 23, 1968, p. 1472.

On February 5-7, 1968, the leaders of all Canadian provincial governments met in Ottawa to discuss ways of implementing a recommendation of the Royal Commission on Bilingualism and Biculturalism that would make French and English the official languages of the Canadian federal government in the provinces of New Brunswick and Ontario, as well as Quebec. In addition, all districts in Canada having at least a 10 percent French-speaking population would become bilingual; and schools would provide instruction in French, English, or both languages depending on the need. This meeting resulted from the mounting tensions in Canada that existed because, for the most part (with few exceptions), there were no fully state-supported French schools in the Canadian provinces.⁹⁵

The literature, especially that which is indexed in the Educational Index, for at least the past thirty years has featured activities in Wales regarding the attempts of its educators to meet a similar problem of educating its people in a bilingual setting. A report of the Wales Central Advisory Council for Education has determined that bilingual instruction must be made compulsory.

Charles Gittens, Chairman of the Central Advisory Council for Education (Wales), has called for compulsory bilingual education in Welsh and English schools at the primary level. The Council's report, since called "The Gittens Report," stated that many of the schools are

⁹⁵Gaston Saint-Pierre, "The Bilingual Situation in Canada," *op. cit.*, pp. 579-582.

small schools. Forty percent of the Welsh primary schools are "three-teacher ones or less." To achieve a fully bilingual program with children being taught in their mother tongue (with opportunity also to learn a second language), a large in-service teacher training program is envisioned. So is the grouping together of small schools. Perhaps as many as twenty of the small schools will join together to obtain the services of a bilingual specialist on a shared time basis.⁹⁶

Politzer referred to the United States federal government's recognition and action for a needed change and a new approach toward training and evaluating teachers of foreign languages. The National Defense Education Act has sponsored institutes under which new approaches were developed.⁹⁷ One example of the effort of the federal government to make teachers available who have been trained to teach English as a second language was at St. Michael's College in Winooski, Vermont, during the summer of 1968. Through the sponsorship of the federal government, authorized by the National Defense Education Act, thirty practicing teachers attended an eight week institute which was under the direction of Dr. Edward Murphy, Chairman of the English Department. Murphy

⁹⁶ Janet Watts, "Gittens Calls for Bilingualism at the Primary Level," The Times Educational Supplement, London, Jan. 26, 1968, pp. 264-270.

⁹⁷ Robert L. Politzer, "Toward a Practice-Centered Program for the Training and Evaluation of Foreign Language Teachers," Modern Language Journal, L, No. 5 (May 1966), 251.

told this investigator that, so far as he knew, this was the first such kind of an institute in the United States and might be considered a pioneer effort. Most of the teachers attending the Institute were mother tongue French-speakers. In the original screening of Institute applicants, quality applicants who were native English-speakers were so very sparse, if not in fact non-existent, as to be of little assistance to the Institute. These teachers were being trained to teach non-English mother tongue speakers English as a second language.⁹⁸

Another National Defense Education Act sponsored Institute was held to train teachers (themselves of a particular ethnic background) to teach children of the same background the standard version of their own mother tongue, namely, French. Brault conducted the Franco-American Institute at Bowdoin College, Brunswick, Maine, in 1961, 1962, and 1963.

Title III, Part A and Part B, of the National Defense Education Act provides staff and educational materials for improving the teaching of, among other subjects, foreign languages in the schools of America. State departments of education, under Part B of this Act, are provided funds to supervise and administer state-wide plans and programs. For the past two years, the authorization of funds by Congress has run into difficulties. A telegram stated concern that only \$14.9 million would

⁹⁸Edward Murphy, private interview, St. Michael's College, Winooski, Vermont, July 12, 1968.

be voted for Part A for Fiscal 1969. (This would have constituted an 810 percent decrease from the \$79.2 millions voted for Part A of the NDEA for Fiscal 1968.)⁹⁹ However, the bill was finally read out of committee for \$79.2 millions.¹⁰⁰

The Bureau of Indian Affairs has the responsibility of educating children of Indian origin on and off reservations. The education of approximately 50,000 Indian children who speak an indigenous language comes under the direct responsibility of the federal government.¹⁰¹

In the academic year 1966-67, Title XI of the National Defense Act provided for twelve short term institutes for 443 elementary and secondary teachers for advanced study of teaching English as a second language. Three of these institutes were for pupils with Indian backgrounds, four were for children with Spanish backgrounds, five were for children with backgrounds of varied languages. The estimated costs of this activity by the federal government was \$765,000.¹⁰²

⁹⁹Don White, telegram to Karlene Russell, July 29, 1968.

¹⁰⁰Arthur Dufresne, private interview, U.S. Senate Office Building, Washington, D.C., Aug. 26, 1968.

¹⁰¹U.S. Congress, House Committee on Education and Labor, Bilingual Education Programs, Hearings, op. cit., 1967.

¹⁰²Ibid., p. 54.

The activities of the United States Office of Education for one year (Fiscal 1967) in which the federal government specifically assigned projects to meet the special educational needs of non-English speaking persons in the following amounts of money were summarized by Commissioner Howe as follows:

Elementary and Secondary Education Act

Title I	\$ 7,000,000
Title II	5,639,000
Adult Education Act	4,850,000
Higher Education Act of 1965: Title V	970,000
National Defense Education Act: Title XI	985,000
Cuban Refugee Assistance	<u>10,500,000</u>
Total	\$30,144,000 ¹⁰³

Sufferin's viewpoint is that money is not the only significant feature of federal assistance to schools.

One of the great fallacies that has been connected to federal aid to education, is the assumption the only significant feature of a program is money which the federal government would distribute to the states. This is, indeed, a short-sighted narrow view. Federal money is undoubtedly significant; but of greater significance are ideas, organization, and programs.¹⁰⁴

More recently the United States Office of Education has become more active in bilingual matters. Voluntarily, the United States Office of Education Mexican-American Affairs Unit has developed The Advisory Committee on Mexican-American Education, which began its work in 1967.

¹⁰³ Ibid., p. 50.

¹⁰⁴ Sydney C. Sufferin, Issues in Federal Aid to Education, (Syracuse, New York: Syracuse University Press, 1962), p. 61.

The Bilingual Education Act of 1968 required that an Advisory Committee on the Education of Bilingual children, consisting of eight members and the United States Commissioner of Education, be established. Four of the eight members of this committee were to be educators experienced in dealing with the problems of bilingual children. The other four members were to be of a non-English background.¹⁰⁵

The passage of the Bilingual Education Act on January 2, 1968 marked the highest official level of policy attainment to date for those concerned with the problem of bilingualism in the schools of the United States. By it Congress has determined a national policy in this regard. However, as of October, 1968, the Act was not funded and federal application guidelines were not available.¹⁰⁶ Also, state laws may prohibit or retard the ability of school districts to participate in this federal program. In a personal interview with this investigator after the Bilingual Education Act had been passed by Congress, Dr. Fay Bumpass expressed concern about the inability of school districts in some states to teach in a non-English language.

Some states have an English-only requirement for presenting instruction in the classroom. This Act will require action by some state legislatures and state boards of education if the schools are going to be able to give instruction in a language other than English.¹⁰⁷

¹⁰⁵ Elementary and Secondary Education Amendments of 1967, Bilingual Education Act, Statutes at Large, LXXXI, Sec. 707 (a), (1968).

¹⁰⁶ Letter from Albert L. Alford, U.S. Department of Health Education and Welfare to Senator Winston Prouty, Aug. 28, 1968.

¹⁰⁷ Fay Bumpass, private interview, Sheraton Motel, Burlington, Vermont, July 5, 1968.

In the United States, individual state-wide educational policy can and does act as a deterrent to bilingual instruction. One example of a state that requires English as the medium of instruction is Maine. In a letter to this investigator, the State Supervisor of Modern Foreign Languages in Maine stated:

According to Maine laws, English must be the basic language of instruction in all schools, public and private. A bill to permit high school subjects to be taught in a foreign language, i.e., history in French, was defeated in the last session of the Legislature.¹⁰⁸

The State of California, in 1967, changed its policy and now allows schools to teach in languages besides English if this is beneficial to children.¹⁰⁹ The California State Board of Education, in making a state adoption of new reading books on English as a second language, became the first such state to do so. But its sister states of New Mexico, Colorado, Arizona, and Texas still maintain "English only" laws which prohibit the teaching of school subjects in any language other than English.¹¹⁰ There is some legal recognition of French in Louisiana.¹¹¹

¹⁰⁸Letter from Edward F. Booth, Maine State Department of Education, July 25, 1968.

¹⁰⁹Frieda Libaw, James O. Lugo, and William L. Kimball, The Lingua Plan, Report of the Galton Institute for a Plan for Los Angeles, California, Mexican-American Primary School Children, March, 1968, (P.O. Box 35336, Preuss Station, Los Angeles, Calif.: Gaulton Institute, 1960), p. 50.

¹¹⁰"5-State Campaign for Bilingualism Launched," Education U.S.A., National School Public Relations Association, Washington, D.C. (May 20, 1968), p. 213.

¹¹¹Herschel T. Manuel, "Bilingualism," op. cit., p. 147.

One of the requirements for citizenship participation is knowledge about laws. About 1850, the laws of Texas were printed in English, Spanish, and German and this continued until about the 1880's when German and Spanish were dropped. Louisiana laws and public notices may be printed in French and English. In New Mexico laws are still written in Spanish and English.¹¹² It may be that, in light of the numbers of non-English speaking people in the United States, the laws of the nation and states should be widely available in languages other than English -- but especially available in those areas that have a high concentration of non-English speakers. (This investigator found no further mention of this subject in his review of this literature.)

The operators manual for the operation of motor vehicles in the State of Vermont is printed exclusively in English.¹¹³ During an interview, one teacher told this investigator that she had non-English speakers in her Adult Education Classes, one of whom had been driving logging trucks for a year but could not read regulatory and other road signs because they were written in English.¹¹⁴

¹¹²U.S. Congress, Senate Committee on Labor and Public Welfare, Bilingual Education, Hearings. Committee on Labor and Public Welfare, United States Senate, on S.428, 90th cong., 1st sess., 1967, Parts I & II, p. 148.

¹¹³Vermont, Department of Motor Vehicles, Drivers Manual, (Montpelier, Vermont: Department of Motor Vehicles, 1967, 20th ed., rev., Sept., 1967), pp. 1-48.

¹¹⁴St. Michael's College, private interview, Five Teachers, op. cit., July 24, 1968.

In a telephone interview with Donald Doliver, Chief Inspector, Vermont Department of Motor Vehicles, it was learned that in the past, attempts were made to have a French and French-Canadian version of the Vermont Drivers Manual. The Vermont Motor Vehicle Department also tried to present the written part of the driver's examination in French, but were not successful in developing a satisfactory instrument for the examinee. Presently, French speakers must be able to recognize all the regulatory signs in the operator's manual and understand them. However, exams may be given through the use of an interpreter in the presence of an inspector; or, if the inspector knows French, he may assist the non-English speaker or reader with the language of the written exam.¹¹⁵

Public policies become a part of the issues of federal, state, and local control of education. It can reasonably be expected that part of the bilingual problem in the United States will stem from the control issue. As with Title III of the Elementary and Secondary Education Act, the Bilingual Education Act requires that all local project applications eventually be submitted to state departments of education, where applicable, for the state's recommendation. The state's recommendation on a local project can be accepted, rejected, or negotiated by the United States Office of Education. Numerous

¹¹⁵ Donald Doliver, telephone interview, Vermont, Department of Motor Vehicles, Montpelier, Vermont, August 22, 1968.

examples of this kind of activity have been within the experience of local and state school men (including this investigator) with Title III of the Elementary and Secondary Education Act. The actual authorization of projects and funds is determined at the federal level.

The federal legislation pertaining to the Elementary and Secondary Education Act does not require any action on the part of a school district which does not wish to participate. It makes available funds for those schools that care to use federal funds for the purposes which legislation is intended. "Otherwise they do not participate,"¹¹⁶ according to Commissioner Howe. The state, local school personnel, and the community must design programs. The U. S. Office of Education is available to help people at the state and local level to explain ways they can take advantage of the programs available to them.¹¹⁷ In a personal interview, Charles Weaver informed this investigator that Vermont receives \$1.73 for every dollar it sends to Washington. This indicates Vermont's wide participation in federally funded programs.¹¹⁸

Within the United States there is wide diversity in school operation. In most states the local board of education, school

¹¹⁶ U.S. Congress, House Committee on Education and Labor, Bilingual Education Programs, Hearings, op. cit., p. 90.

¹¹⁷ Armando M. Rodriguez, "Speak Up, Chicano," op. cit., p. 26.

¹¹⁸ Charles Weaver, private interview, U.S. Senate Office Building, Washington, D.C., Aug. 26, 1968.

committee or school directors implement public educational policy in accordance with state laws. The U.S. Constitution did not make specific reference to education. The Tenth Amendment "reserved to the states," or "to the people," the responsibility for education.¹¹⁹ Some states have a county-wide system of education, while others have a school board for each municipality. Some municipalities have multiple school boards. Louisiana has school parishes. Each has autonomy to develop policies within the framework of state law for the conduct of the schools in its charge. In addition, in America there are pupils in private and religious sponsored schools who may receive some educational benefits from a public source, but who are not under the control of a public authority. Perhaps Pulsifer's summation is applicable on this subject when she concluded that schools will be as good or as bad as local conditions and local decision-making warrants.¹²⁰

Value Judgments. If, as previously noted, schools will be as good or as bad as local conditions and local decision-making warrants, the values of people become important to those concerned with bilingual education, especially in decisions about curriculum content, methods, and materials of instruction. A new group formed among professionals (which has been called the "preeminent organization" in the field) is the

¹¹⁹ U.S., Constitution, Amendment X.

¹²⁰ Lydia Pulsifer, "The American School: A Legitimate Instrument for Social Change," School and Society, Mar. 30, 1968, p. 201.

"Teachers of English to Speakers of Other Languages," commonly referred to as TESOL.¹²¹

TESOL was initiated by five well established organizations concerned with strong interest in teaching English to speakers of different languages. The Center for Allied Linguistics, the Modern Language Association, the Association of Foreign Student Affairs, the National Council on Students, and the Speech Association of America. These groups were present at meetings in 1964 in Tucson, in 1965 in San Diego, and in New York City where, on March 28, 1966, TESOL became an official organization with a constitution accepted and officers elected. According to L. Madison Coombs, its Acting Director of Education:

The new organization (TESOL) will be able to 'zero in' on the specific problems of the non-English speaker who is trying to learn English.¹²²

In the future, TESOL may be the professional leader in assisting teachers to meet the special needs of children who speak a language other than English. But the teacher is most likely to remain the person most intimately involved in decisions about the curriculum content, methods of instruction, and materials used in a particular classroom. There are those who question the ability of the teacher to remain objective in

¹²¹U.S. Congress, House Committee on Education and Labor, Bilingual Education Programs, Hearings, op. cit., p. 330.

¹²²Ibid.

making decisions or recommendations in these important areas of a school's function. On this subject Pulsifer wrote:

The staff is hired to comply with an overt or implied set of norms. And, although curriculum content usually is developed by the most dedicated professionals, they, as members of the politically articulate segment of the population, often unconsciously affirm values of the dominant group at the expense of conflicting values held by minority groups.¹²³

Similarly, Gast saw the school as not always having served the interest of the minority American. He made reference to the 1949 study of the American Council of Education Committee on the Study of Teaching Materials in Intergroup Relations and The Marcus 1961 study printed by the Anti-Deformation League of B'nai B'rith that fair representation has not been given in school textbooks to Americans of a minority race, color, or creed.

The American public school, functioning as a social sorting and screening device with Protestant, white, middle class bias, has not always facilitated integration of the minority American into the mainstream of dominant culture, nor has it effectuated through its academic portrayal of minority Americans, a social conscience on the part of the majority American.¹²⁴

Supporting the previous quotation in a prepared statement, Bumpass told the Senate Subcommittee that each year in Texas over 200,000 Mexican-American children, six years of age, enter school and must face a different

¹²³ Lydia Pulsifer, "The American School: A Legitimate Instrument for Social Change," op. cit., p. 201.

¹²⁴ David K. Gast, "Minority Americans in Childrens Literature," op. cit., p. 12.

value system. Referring to such a child, Bumpass stated:

He has been transplanted from a different linguistic and cultural environment whose value systems are dramatically opposed to those found in the dominant culture and must learn to motivate successfully while competing with native English speaking classmates of his own age level.¹²⁵

Kwavnick also stressed the importance of a value system in regard to the role it plays in the function of education in the following manner:

In any society the views and opinions respecting the proper function of an educational system will be determined by the value system and goals of that particular society.¹²⁶

Kwavnick then proceeded to scrutinize the existence of basic differences between the value system of French and English-Canadians. The English-Canadian value system was seen as being based upon the industrial and materialistic value system. A saying "If you're so smart, why aren't you rich?" is attributed as common among English-Canadians. In contrast, the French-Canadians' traditional value system was developed from an all-embracing Catholicism in which the purpose of man's short stay on earth is to prepare him for eternal life hereafter.

Thus the views respecting the proper function of an education system must necessarily have been widely divergent in the case of two societies holding value

¹²⁵ U.S. Congress, Senate, Committee on Labor and Public Welfare, Bilingual Education, Hearings, op. cit., p. 67.

¹²⁶ D. Kwavnick, "French Canadians and the Civil Service of Canada," op. cit., p. 101.

systems as widely divergent as those of the English-Canadian society and traditional French-Canadian society.¹²⁷

A contrast in values resulted in a contrast in Canadian schools. While the English-Canadian education was interested in teaching their students how to earn a living, the French-Canadian schools were interested in teaching their students how to live. The English schools conformed to the democratic, industrial model while the French-Canadian élite spared no effort to see that French schools would not be based on the democratic, industrial model, but rather on the traditional, pre-industrial model. Kwavnick observed: "The motives that led the young English-Canadians into the service of the state led young French-Canadians into the service of the church."¹²⁸

Presently a transformation is going on in the values of the French-Canadian as the younger people become more urbanized and, therefore, industrialized. But it is slow. They are changing their values on education policy from humanistic to practical education "regardless of whatever other losses or gains one might associate with that change."¹²⁹

David Thomas, President of the Quebec Association of Teachers of English, reported a committee was presently working on "the biggest single problem of our Association": the teaching of English to French-

¹²⁷ Ibid., p. 99.

¹²⁸ Ibid., p. 108.

¹²⁹ Ibid., p. 110.

speaking school children.¹³⁰

Carlton's study found that, although both English and French schools aim to prepare people in social and work skills, differences in local history and experience continue to make for inequalities in academic preparation and occupational opportunity.¹³¹

Chapin describes a petition by 800 women to have the schools of Quebec made free public schools operated by the Province Government. The demand was for a change in the French-Catholic operated schools where ways of living, thinking, and teaching were characterized as traditional-bound. The voters were reported to have had little or no say about the education of their children. Until 1942, because the Church held that education was a matter for parents and the Church, and that the state had no right to interfere, school attendance was not compulsory in Quebec. The whole secondary school system was seen as designed for an elite and not concerned with the working masses. By 1961 change was occurring. The government was paying for the schooling of children, extending compulsory education through nine years, providing teacher training, and planning regional high schools of mixed classes for boys and girls.¹³²

¹³⁰Letter from David E. Thomas, Quebec Association of Teachers of English, Sept. 12, 1968.

¹³¹Richard Austin Michael Carlton, "Differential Educational Achievement in a Bilingual Community," op. cit., p. 4714A.

¹³²Miriam Chapin, "Quebec's Revolt Against the Catholic Schools," op. cit., pp. 53-55.

The lack of earlier compulsory education in Canada may have been due to the attitude among some French-Canadians that the child is a means of adding to the family earning capacity. Podea had mentioned this factor about the early immigrants in her research of reports on labor statistics of the last half of the Nineteenth Century.

. . . the French-Canadian, in a great many instances regards his children as a means of adding to the earning capacity of the family, and in making arrangements for work, he urges, and even insists upon the employment of the family as a whole down to the very youngest children who can be of any possible service.¹³³

This investigator learned from an interview that even today some French-Canadian families require school children to give their earnings to the family and will not financially aid children if they wish to go to college. That the child should help support the family after high school is a family value judgment.¹³⁴

Notwithstanding, the French-Canadians did build schools in the United States. In the 284 parishes which have strong ethnic ties, there were 51 high schools, 195 elementary schools, and 7 liberal arts colleges among their 253 institutions of learning in New England in 1966. This was an increase over the 123 Franco-American parochial schools in 1912. The quality of these schools has varied as with other schools, and many no longer present instruction through the French language.¹³⁵

¹³³ Iris Saunders Podea, "Quebec to 'Little Canada': The Coming of the French Canadians to New England in the Nineteenth Century," *op. cit.*, p. 372.

¹³⁴ St. Michael's College, private interview, Five Teachers, *op. cit.*, July 24, 1968.

¹³⁵ Herve B. Lemaire, *Franco-American Efforts on Behalf of the French Language in New England*, *op. cit.*, p. 253.

Two French-Canadian societies have libraries in New England. One is the Mallet Library in Woonsocket, Rhode Island, operated by L'Union Saint-Jean Baptiste D'Amerique; and the Lambert Library in Manchester, New Hampshire, operated by the Association Canado-Americane, whose personnel were most kind to this investigator during his visit there.

Public policy based upon value judgments in a democratic society is, ultimately, a result of the political influence that has been determined in the voting booth.

Political Considerations. America's neighbors to the north in Canada may soon decide to adopt or reject recommended changes for a bilingual Canada. Each of the ten provinces will be free to decide on the recommended changes, if and when they are passed into law. However, opposition is likely to come from British Columbia and Alberta, which have fewer French-Canadians in proportion to the other provinces.¹³⁶

Previous political decisions in Canada have resulted in a few provinces extending educational facilities on a limited basis to the French-speaking majority, but only in cases where there is a sufficiently high concentration of such speakers. Other than in Quebec (which provides for English-speakers) and a few other provinces, there are no fully state-supported French schools throughout the majority of the provinces.¹³⁷

¹³⁶ Florence Julien, "Making French Canadians Feel at Home," op. cit., p. 603.

¹³⁷ Gaston Saint-Pierre, "The Bilingual Situation in Canada," op. cit., pp. 581-582.

There are persons in America who hold education is not a matter for political activities. Pulsifer is of the opinion that those who feel that it is inappropriate for the school to become involved in political conflict are ignorant of American educational tradition.

Although usually not formally recognized as such, the school system of America undeniably is an arm of government and, as such always has been embroiled in politics. School budgets are determined by political realities, and are large or small, depending on which function wins the power play in a given school district; or depending upon the socio-economic position of the district inhabitants.¹³⁸

The influence of a minority group, the lack of it, in the conduct of the public schools can be attributed to the effectiveness of the effort of that group to become influential in the decision-making processes which determine the characteristics of any given school. This process of decision-making ultimately involves votes.

The State of New York has placed a limitation on reservation Indians which bars them from voting on local school district issues; but Indians on a reservation near Massena, New York, have asked the courts to intervene on their behalf and allow them to vote on such issues.¹³⁹ French-Canadians have achieved some political weight in Maine, New Hampshire, and Vermont.¹⁴⁰

¹³⁸ Lydia Pulsifer, "The American School: A Legitimate Instrument for Social Change," op. cit., p. 201.

¹³⁹ WPTZ-TV, "Local News," telecast, Channel 5, Plattsburg, New York, Aug. 23, 1968, 6:00 p.m.

¹⁴⁰ Robert A. Dentler, Major American Social Problems, op. cit., p. 175.

There were about 120 million Americans eligible to vote in the November, 1968 national election. America trails virtually all other democratic countries in the turnout of voters at the polls. If two-thirds of the 120 million who were eligible to go to the polls had done so, it would have set a national record.¹⁴¹ As it was, 71,640,424 voted.

The voter is getting younger and the factors of income and education have a direct bearing with voter participation.

In 1964 the relative turnout of voters who had gone to college exceeded that of voters who never got past grade school by nearly three to two. On the pocketbook side, . . . fewer than half of those with family incomes under \$2,000 a year bother to vote. Among those in the \$10,000 and over bracket the proportion was better than five out of six.¹⁴²

Paul Montemayor, Staff Representative for the United Steel Workers of America, spoke of his work in which 99 percent of the work force was of Mexican-American descent. Ninety-two point five percent of these failed written tests for apprenticeships which would have led them to higher paying jobs.¹⁴³ Chester Cristen, Director of Inter-American Institute at the University of Texas at El Paso, testified that the medium number of years of schooling completed by Spanish-surnamed Texans over 25 years of age in Texas was 6.1 years, while for non-white

¹⁴¹A. H. Raskin, "Profile of the Voter," in Election Handbook 1968, Signet Book, ed. by Harold Farver (New York: New American Library, Inc., 1968), p. 149.

¹⁴²Ibid., p. 152.

¹⁴³U.S. Congress, Senate, Committee on Labor and Public Welfare, op. cit., p. 238.

it was 8.1 years and for Anglos 11.5 years.¹⁴⁴ Proportionally, California should have had about 20,000 students from the Spanish-speaking community enrolled in its 27 campuses of the University and State College systems. Actually, fewer than 2,000 such students were enrolled in 1967 according to Representative Edward R. Roybal.¹⁴⁵ The median years of schooling in the Southwest for the Spanish-speaking person is 7.1 years; the non-white, 9.0 years; and the Anglos, 12.1 years.¹⁴⁶

Harold R. Dooley who directed an ESEA, Title III Project in seven southern counties in Texas, reported the Spanish-surname per family income was \$1,925 while the per capita income in Texas was \$2,339, according to 1960 Census figures.¹⁴⁷ In 1967 one-half of the Spanish-surname population in Texas had an annual income of less than \$3,000 per family, according to Yarborough.¹⁴⁸ Senator Kennedy of New York reported the median annual family income in 1965 for Puerto Ricans was \$3,811; for non-white families, \$4,437; and for other than Puerto Rican white families, \$6,600 a year.¹⁴⁹

¹⁴⁴ Ibid., p. 250.

¹⁴⁵ U.S. Congress, House Committee on Education and Labor, Bilingual Education Programs, Hearings, op. cit., p. 141.

¹⁴⁶ Ibid., p. 145.

¹⁴⁷ U.S. Congress, Senate, Committee on Labor and Public Welfare, Bilingual Education, Hearings, op. cit., p. 278.

¹⁴⁸ Ibid.

¹⁴⁹ Ibid., p. 501.

On the northern boundary of the United States, Babin obtained from the U.S. Extension Service and the Maine Registrar, 1966-67, information relative to Aroostook County which has a high concentration of French-speakers. There were 23,673 families, 16.7 percent of which lived in a rural area. Thirty-one percent or 7,331 of these families had an income of less than \$3,000, of which 1,552 earned less than \$1,000; 2,315 earned between \$1,000 and \$1,999; and 3,464 earned between \$2,000 and \$2,999. The median income for this county was \$4,093.¹⁵⁰

American has been called "a nation of joiners." The immigrant is a joiner also. There are 15,000-20,000 ethnic cultural organizations in the United States which are formal organizations whose memberships include recent arrivals to second or third generation persons. Because these ethnic, cultural organizations rarely take part in political activity, when the immigrant has been naturalized and can vote, one of the organized ways of gaining political influence, e.g., through cultural organization, is not available. (Political activity has been defined in this context as support for programs of a particular party or group through meetings, publications, and financial aid.)¹⁵¹

In matters of quality education, the public generally needs the assistance of the educator. Bailey is of the opinion that the profes-

¹⁵⁰ Maine, School Administrative District #33, Total Community Involvement in Developing a Curriculum Geared to the Bicultural Needs of the St. John Valley, op. cit., pp. 14, 15, & 18.

¹⁵¹ Joshua A. Fishman and Vladimir C. Nahirny, "Organizational and Leadership Interest in Language Maintenance," op. cit., pp. 156, 157, & 167.

sional educator must become active in the political aspect of the American life.

The future of public education will not be determined by public need alone. It will be determined by those who can translate public need into public policy by schoolmen in politics. Since the quality of a society rests in large measure upon the quality of our public education, a widespread recognition of that school men must be not only aware of politics, but influential in politics, may be the key to our survival as a free and civilized nation.¹⁵²

Resentment and Trouble. Language differences have always been associated with human activities, the result of which can be considered detrimental to those involved. There has been concern that popular opinion often mistakenly sees the differences in languages in terms of extremes, e.g., black and white, right or wrong, correct or incorrect. Hawaii's Lieutenant Governor, Thomas P. Bill, at graduation exercises in Konawaena spoke on the importance of people keeping Pidgin if it was expression of their culture; but he cautioned that they should also learn English because of the need to be ready for changes that were soon to come upon Kona as a result of an anticipated surge. Loban wrote that no sooner had the Lieutenant Governor's "sensible and restrained comments" been printed than letters to the editors raising opposing voices charged him with condoning sloppy English. For Pidgin is viewed as "bad" and "incorrect" language by many lay persons.¹⁵³

¹⁵² Stephen K. Bailey, et al. Schoolmen in Politics (Syracuse, New York: Syracuse University Press, 1962), p. 108.

¹⁵³ Walter Loban, "Teaching Children Who Speak Social Class Dialects," *op. cit.*, p. 594.

Recently the Catholic clergy of Canada has experienced unparalleled questioning of its old approach to educating monolingual French-Canadian students. The questioning is based upon the real needs of bilingual persons who can live and work in the cities of Quebec where 80 percent of the population lives. Of this criticism, Chapin wrote: "Not since the 1890's, when school reform came close to being achieved, has there been such outspoken criticism of the clergy."¹⁵⁴

The problem of talented French-Canadian young men being attracted to Civil Service at the state level in the Province of Quebec, instead of to the federal level, may preclude placement of French-Canadians at last in proportionate representation in high offices of the federal government. Over a long period such a policy could foster confusion between French-Canadian nationalism and the new Quebec patriotism.¹⁵⁵ Some have put the language problem in Canada in stronger words. Saint-Pierre's admonition was:

Unless the French-speaking population of Canada is allowed to develop freely as an ethnic group all across the country and to fulfill its aspirations as French-speaking partners there are bound to be grave misgivings about the country's linguistic structure, and indeed of Canada.¹⁵⁶

¹⁵⁴ Miriam Chapin, "Quebec's Revolt Against the Catholic Schools," op. cit., p. 54.

¹⁵⁵ D. Kwavnick, "French Canadians and the Civil Service of Canada," op. cit., p. 112.

¹⁵⁶ Gaston Saint-Pierre, "The Bilingual Situation in Canada," op. cit., p. 630.

In terms of language differences, Edelson described his experiences during a riot in East Harlem, New York, on July 24, 1967. At the focal point of an argument a speaker was using Spanish in speaking to the crowd that was assembled. While Edelson did not understand Spanish, he knew from the tone and gestures that it was "not an address." He was chiefly impressed by the fact that the problems of restoring government after any riot is a difficult task, but the problem is unduly complicated by language differences.¹⁵⁷

Language differences have been associated with violence at least 100 years ago in New England. The French-Canadians were frequently introduced into New England industry as strike breakers which did not gain favor for them with their fellow workers. Bloodshed resulted in West Rutland, Vermont, in 1868, when Irish quarry men were replaced by the French-Canadian newcomers.¹⁵⁸

Professional studies of bilingualism have run into problems in the course of carrying out serious investigations.

The Spanish-American children, however, seemed to resent W.A.S.P. experimenters when they began the testing. . . . It is the opinion of the authors that had the experimenters

¹⁵⁷ Mark Edelson, "Genesis of a Riot," National Review, XX, No. 26 (July 30, 1968), p. 743.

¹⁵⁸ Iris Saunders Podesa, "Quebec to 'Little Canada': The Coming of the French Canadians to New England in the Nineteenth Century," op. cit., p. 373.

been of Spanish descent, or had they had an opportunity to establish rapport before administering the creativity instruments, the results for the Spanish-American group would have been significantly higher.¹⁵⁹

In its 1967 report, the Colorado Commission on Spanish-Surnamed Citizens found that a disproportionate share of Spanish-Americans were in all of the Colorado correctional institutions--whether male or female, juvenile or adult. The report could not account for "startling differences" found in the Spanish-named and other white female offenders, but the evidence patiently existed. The factors of high divorce rates, poverty, socio-economic conditions, police enforcement, bail system, due process, and the court system all were linked with recommendations for changes.¹⁶⁰ But the Commission's concluding statements on the status of crime and delinquency among Colorado Spanish-surnamed population were:

We were unable to develop any conclusions from this data. A more thorough analysis of individual cases is necessary.¹⁶¹

The Teacher, The Child and Bilingual Education. Many have claimed that the most important element in any classroom is the teacher. Among them are Calvert and Boyd. Calvert has stated that the most important factor in a language program is the teacher. The securing of

¹⁵⁹ John F. Jacobs and Marnell L. Pierce, "Bilingualism and Creativity," op. cit., p. 502.

¹⁶⁰ Colorado Commission on Spanish-Surnamed Citizens, Status of Spanish-Surnamed Citizens in Colorado, (Greeley, Colorado: The Commission, Jan., 1967), pp. 77-95.

¹⁶¹ Ibid., p. 90.

the services of experienced teachers with advanced training in applied linguistics, instructional techniques, and a high degree of language proficiency is worth every effort made to secure them.¹⁶² Boyd also stressed the need for teachers who love and accept children as they are.

. . . only when teachers make children feel comfortable in school can education be successful. We can achieve bilingualism as an educational objective when we achieve human acceptance as an educational objective.¹⁶³

Walsh completed a status study of modern foreign language teachers which began in the 1962-63 academic year, but returns were not processed until the 1963 because of late replies. Thirty states and the District of Columbia were included in this survey. The 14,386 public school teachers' return was 78.4 percent and 1,805 independent. Parochial school teachers' return was 79.3 percent of the questionnaires. Maryland, Montana, and Utah had a 100 percent return.

Walsh found that foreign language teachers devoted 69 percent of their time to teaching a modern foreign language. Their classes ranged from a low of 18 pupils in Kansas to a high of 40 pupils in Alabama for an overall average of 26.2 pupils. Almost all of these teachers (99.2 percent) had a bachelors degree; and 29.9 percent had a masters degree. Teachers had a surprisingly low average number of years

¹⁶²Laura D. Calvert, "Notes on the Peace Corps Language Training Program," Modern Language Journal, XLVII, No. 7 (Nov., 1963), 322.

¹⁶³Dorothy L. Boyd, "Bilingualism as an Educational Objective," Educational Forum, XXXII (Mar., 1968), 313.

of teaching experience, 7.7 years. Vermont teachers were the highest in the country with an average teaching experience of 21.0 years. Aside from NDEA Institutes, 39.9 percent of the teachers had summer study. Vermont ranked fourth in the country with 55.6 percent of its teachers having summer study. One-half of the teachers surveyed had traveled in the country whose language they taught. Nearly half, 46.3 percent, belonged to some foreign language profession organization. Perhaps most important, Walsh found that almost one-third of the foreign language teachers' time is not used in teaching modern foreign languages. This might be considered a waste of this resource.¹⁶⁴

Rodriguez concluded that the shortage of teachers is a major obstacle to educating Mexican-American children. He wrote that there are only about 2,000 bilingual teachers in the elementary and secondary schools serving these children. In addition to this shortage, there is a lack of teachers who understand the child's cultural background and appreciate his language's asset. A "tremendous effort" in teacher education is needed to provide bilingual teachers to correct this situation.¹⁶⁵ He is reported to have predicted that 100,000 bilingual teachers would be needed by 1970 for all non-English speaking pupils.¹⁶⁶

¹⁶⁴ Donald D. Walsh, "The Preparation of Modern-Foreign-Language Teachers," Modern Language Journal, XLVIII, No. 6 (Oct., 1964) 352-356.

¹⁶⁵ Armando M. Rodriguez, "Speak Up, Chicano," op. cit., p. 27

¹⁶⁶ "5-State Campaign for Bilingualism Launched," Education U.S.A., op. cit., p. 213.

The number of teachers trained in the United States to teach English as a second language does not equal the number of new teachers needed to work in American public schools with children or adults who are non-English speakers. According to Ohannessian who did a 1964-65 study of twelve universities, of 810 surveyed students enrolled in degree programs, 460 were non-native speakers who came from 41 foreign countries. Practice teaching was offered in only three of the twelve institutions and required in only two of those three.¹⁶⁷

Gardner saw the immigrant, his children, and his grandchildren as an untapped source of bilingual teachers.¹⁶⁸ With the teaching profession increasingly zealous about maintaining professional standards, Gardner suggested two ways of recruiting and certifying teachers to aid the professionals. One way was by examination, the other was through intensive teacher training institutes. The main source of bilingual teachers would come from the reservoir of non-English speakers in the United States.

The first method uses the exams known as The Modern Language Association Foreign Language Tests for Teachers and Advanced Students

¹⁶⁷U.S. Congress, House, Committee on Education and Labor, Bilingual Education Programs, Hearings, op. cit., p. 466.

¹⁶⁸Report of Working Committee II, Northeast Conference on the Teaching of Foreign Languages, op. cit., p. 59.

covering seven competencies: listening comprehension, speaking, reading, writing applied linguistics, culture and civilization, and professional preparation, and are available in French, German, Italian, Russian, and Spanish. These tests were first used by the State of New York in 1963. Other states now using the MLA exams include Pennsylvania, West Virginia, Delaware, New Hampshire, Connecticut, and California. Pennsylvania and West Virginia require any person who wishes to teach a language in those states to pass the MLA exams and to have a bachelor's degree or its foreign equivalent. But they do not require citizenship.

The second method of recruiting educated bilinguals as classroom teachers would be through intensive training institutes such as those now carried on by the NDEA. Such institutes could operate for a period of a few weeks to twelve months such as Indian University now conducts.

Recommendations for teacher training of educated non-native speakers who are bilingual were developed by the Working Committee II of the Northeast Conference on the Teaching of Foreign Languages.

These are:

- (1) All institutes designed to recruit and train bilinguals should administer the MLA Foreign Language Proficiency Tests to their trainees if for no other reason than to give objective evidence to the trainee himself, to the profession, and to the public that high standards are set and maintained.

(2) The two recruiting procedures should be combined and applied vigorously, nationwide, to bring into the profession a larger number of American-born native speakers of the foreign languages taught in our schools.

(3) The use of the intensive training institute should be extended experimentally to recruit educated speakers of languages other than Spanish.

(4) The intensive training institute procedure should be applied to recruit teachers of FLES in the elementary schools, young American-born native speakers of Spanish and French who already have the baccalaureate and certification for work in the elementary schools.

(5) Both the intensive training institute and the proficiency examination procedures could be used to exceptional advantage to provide teachers for service (part-time or full-time) in the programs of bilingual education for bilingual children.

(6) There is increasing interest in replacing the usual course at the final level of instruction (4th, 5th, or 6th) in secondary schools with a course in another subject area, given through the foreign language medium. For example, French IV might be a course in world geography taught entirely in French. Either of the two procedures could be used to recruit suitable teachers for this specialized work.

(7) Candidates for certification on the basis of the MLA Foreign Language Proficiency Tests should not be required to take

additional work in any of the competencies in which they make satisfactory scores. The student or apprentice teaching requirement must be met by actual classroom teaching experience under close supervision.

(8) The citizenship requirement should be waived for teachers of foreign language.¹⁶⁹

On the other hand, Marckwardt felt that a native speaker is not necessarily ready to serve as a teacher of language. Those who are to be teachers of a language require special training.

It has not always been easy to convince someone who has not been professionally involved in teaching English as a foreign language that native speakers of the language actually need training to be able to teach it. The general tendency, until one stops to think about it, is to assume that anyone can teach the language which he has learned as a child and has continued to use. It is true that speakers of a standard or prestigious form of a language serve admirably as models or informants but of course there is much more than this to language teaching. . . .¹⁷⁰

Iverson wrote about the complicated interdisciplinary efforts which the Peace Corp training required for a twelve week language training program for volunteers.¹⁷¹ Universities were given no one formula, but instead were encouraged to develop their own program and experiment with new approaches which would meet the needs of providing the volunteers with a second language facility. Even when language training was

¹⁶⁹ Ibid., pp. 92-93.

¹⁷⁰ Albert H. Marckwardt, "Training the Peace Corps for English Abroad," Modern Language Journal, XLVII, No. 7 (Nov., 1963), 311.

¹⁷¹ Robert W. Iverson, "The Peace Corps: A New Learning Situation," Modern Language Journal, XLVII, No. 7 (Nov., 1963), 302.

extended from 100 to 300 hours the volunteers still did not have an adequate language facility, though instructors were given three times as much instructional time.¹⁷²

Politzer mentioned the "revolution" in the past decade toward a new approach in training and evaluation of teachers. The various teacher retraining institutes under the National Defense Education Act and MLA testing programs were identified as a source of change. Politzer further extended the concept of evaluation of the preparation for teaching languages to include an evaluation of the teacher's actual classroom performance. To do this, a "practice-centered" approach, aimed at the creation of specific teaching skills, was suggested especially for retraining of teachers in summer institutes.

There are many indications, too many to be enumerated here, that the trend of teacher training in the United States is more and more to the practice-centered program.¹⁷³

But Politzer cautioned:

Whether the practice-centered training procedures . . . are better than other alternative avenues is ultimately by itself a subject for research and detailed investigation.¹⁷⁴

Manuel also cautioned that a full knowledge of a language in its written or spoken form was unattainable because of its intricacy. This had implications for teaching.

¹⁷²Robert L. Politzer, "Toward a Practice-Centered Program for the Training and Evaluation of Foreign Language Teachers," op. cit., p. 255.

¹⁷³Ibid.

¹⁷⁴Ibid.

Although the teaching of both oral and written language is a large part of the program of school and college, modern languages are so complex and so extensive that no one person ever learns a language completely, and different persons learn with widely varying degrees of mastery.¹⁷⁵

Even given competent bilingual teachers, children cannot be freed from all the language difficulties. Interference of lexical terms, slang, idioms, and new inventions--all make it difficult for them and their teachers to keep their language pure.¹⁷⁶ In its early stages, perhaps, the teaching and learning of a second language is a task quite different from the teaching and learning of a mother tongue. So Manuel concluded: "In any case, the evidence from studies supports the point of view that the conditions under which a child learns a second language are extremely important."¹⁷⁷

In this investigator's review of the most recent three volumes of Dissertation Abstracts, thirteen studies of bilingualism were found. Five of the abstracts concerned a special method or technique of teaching. Seven abstracts attempted to measure some factor that was or was not present, which a given group could be identified as possessing or not possessing. There was one abstract of a hypothesis for teaching bilingual children in Pakistan. All of the studies contained

¹⁷⁵Herschel T. Manuel, "Bilingualism," op. cit., p. 146.

¹⁷⁶Jacques Ilbek, "A Case of Semantic Interference," op. cit., p. 376.

¹⁷⁷Herschel T. Manuel, "Bilingualism," op. cit., p. 148.

some recommendation or implication for the instruction of bilingual children.

Birkmaier and Lange reported that annotated bibliographies on foreign language instruction included items on methods, materials, and equipment, psychology of language linguistics, cultural and intercultural studies, languages in the curriculum and teacher training which ranged from fair to excellent.¹⁷⁸

Heise developed an order of priorities which represented the considered opinions of one teacher on language methodology. He based his priorities on three fundamental assumptions: the basic adequacy of materials and equipment, student background, and competence of the teacher. Variable factors of importance were: student motivation, interest, quality and efficiency of effort; and instructor motivation, personality, interest, quantity and efficiency of effort and in that order.¹⁷⁹

Boyd listed Gaarder's recommendations for instructional program improvement for non-English speaking children as: (1) grade one children should receive instruction in their mother tongue in a portion of all of the curriculum, (2) special treatment and more time should be given to the child's mother tongue, (3) separation in time

¹⁷⁸ Emma Birkmaier and Dale Lang, "Foreign Language Instruction," *Review of Educational Research*, XXXVII, No. 2 (April, 1967), 186.

¹⁷⁹ Edward T. Heise, "Language Methodology: An Order of Priorities," *French Review*, XLI, No. 6 (May, 1968), 854-855.

and content of instruction of the two languages, English and the mother tongue, (4) a separate teacher for each language is preferable, and (5) children should be taught to read in their mother tongue first.¹⁸⁰

The Northeast Conference Working Committee II also presented specific guidelines for: (1) elementary schools where children have a passive knowledge of a non-English mother tongue and no problem with English; (2) elementary schools where pupils with a non-English mother tongue are experiencing problems with English as a second language; (3) developing bilingualism in both English and non-English mother tongue pupils; and (4) literacy programs for bilingual pupils in junior and senior high schools.¹⁸¹ In regard to numbers 1 and 2 above, if the pupils with insufficient competency in English entering Grade One do not exceed 10 percent of the total Grade One enrollment, they can be placed in an English mother tongue group providing that they are equally assigned to all sections of Grade One and their teacher is capable of teaching English as a second language. If the entering non-English mother tongue enrollment exceeds 10 percent of the population, separate sections are recommended if the number of students warrant it. Three reasons why this procedure is preferable were given as:

¹⁸⁰Dorothy L. Boyd, "Bilingualism as an Educational Objective," op. cit., p. 311.

¹⁸¹Report of Working Committee II, Northeast Conference on the Teaching of Foreign Languages, op. cit., pp. 79-83.

(1) The non-English mother group in excess of 10 percent can be expected to form group solidarity and not be safely assimilated into the English mother tongue group. The amount of attention required by the teacher in meeting the needs of two large groups with separate languages would detract from the English mother tongue group's instruction.

(2) Only a trained teacher of English as a second language can give the necessary attention.

(3) Non-English mother tongue children if required to learn in English tongue if not ready to do so will fall behind in other areas of the curriculum also.

As a result of lessons learned in a 1961 NDEA Institute for teachers of Franco-American, Brault tried to clarify some common misconceptions about the teaching of a foreign language to a student who claims it as his mother tongue. Included in these misconceptions are:

(1) The teacher whose native language is the same as non-native speaking pupils is not always at an advantage. Usually he is not a prestigious member of the faculty and students of his ethnic background expect more of him as a person and as a teacher. Nevertheless, the average mother tongue teacher is seen as potentially more effective in motivating fellow-ethnic students. (2) Teachers impose a serious obstacle on the pupil who "can't forget everything he knows" in order to learn a more formal version of his own language. (3) Counteracting parental influence does not assist in overcoming a built-in reluctance in the adolescent to use his mother tongue and may cause neglect of a valuable

motivational device. (4) The assumption that non-English mother tongue students are reasonably affluent in their language no longer is valid. Children of the older immigrant group may have been, but second and third generations do not necessarily possess a non-English language fluency. (5) An appeal to pride in the child's mother tongue has traditionally been one of the favorite but least successful approaches by parents and teachers. The child in most cases has no really good reason to be proud of his language in terms of the social reality about him. (6) Most language teachers agree that the child should not be taught in a vacuum; yet, most teachers are simply not equipped with a true sense of the culture from which the non-English speaking child comes, his songs, traditional dishes, holy day customs, proverbial sayings, folk tales, etc.¹⁸²

Soffetti, too, wrote of another misconception involving the assumption by some that bilingualism comprises the factors of cultural difference. While noting that the concept of language behavior as learned behavior does become an integral part of cultural behavior, the author pointed out that a given language doesn't necessarily have to correspond to a specific cultural structure area.

It is possible for otherwise totally unrelated cultures to share in one linguistic system and for totally unrelated languages to share in one cultural system. Language, race, and culture are not necessarily correlated. Even the fact that language tends to canalize the speaker's response does not mean that it is inseparably bound to a specific culture.¹⁸³

¹⁸²Gerard J. Brault, "Some Misconceptions about Teaching American Ethnic Children Their Mother Tongue," *op. cit.*, pp. 67-71.

¹⁸³James P. Soffetti, "Bilingualism and Biculturalism," *op. cit.*, p. 275.

Over one-quarter of a century ago, Tireman, in his 1941 review of the literature, found that there was a need for longitudinal studies; and that more attention should be given to the kinds of errors bilingual individuals make in oral, written English, reading and thinking. The main attention of his review focused on studies in the 1932 to 1941 era and therein mostly on Spanish-speaking subjects. This entire Chapter VII of the Review of Educational Research was devoted to bilingualism as an educational problem.¹⁸⁴

Most studies of bilingualism have concerned themselves with emotional stability, language development, achievement, and literary reviews. But about 10 years ago broad-based studies appeared which differed from earlier emphasis given to studies.

Bilingual children as such has been studied since the early 1920's. The literature supporting these researchers falls into roughly five categories: bilingualism, bilingualism and emotional stability, bilingualism and language development, bilingualism and achievement, and reviews of the literature. However, it wasn't until the late 1950's and early 1960's that broadly based studies with large samples began to appear in the literature and inference about bilingual children as a group could be drawn.¹⁸⁵

Among the disadvantages usually attributed to bilingualism are: mental development retardation, hampering school progress, seriously impeding the flow of thought and speech, adding to feelings of inferiority or insecurity, and an unnecessary burden on an already over-loaded

¹⁸⁴L. S. Tireman, "Bilingual Children," op. cit., pp. 349-350.

¹⁸⁵John F. Jacobs and Marnell L. Pierce, "Bilingualism and Creativity," op. cit., p. 499.

curriculum. Singer reviewed the literature on these objections and found that: (1) bilinguals show no significant difference on non-verbal tests, but do score lower on verbal tests of mental ability; (2) bilinguals score lower in both languages when compared to norms; (3) there was no evidence that a second language causes a detrimental emotional effect to the individual except in the primary grades, or earlier, when experienced through a change of schools where instruction is in a language foreign to the child; and (4) schools do have to adjust their curriculum or the child is placed at a disadvantage, if instruction is not in a language he understands.¹⁸⁶

Fitch matched a group of 25 fifth-sixth grade bilinguals who speak Spanish with a group of 25 first-second grade pupils in verbal and performance tests of intelligence to measure the effect of increased exposure to English. Non-verbal tests were given to first-second grade group. It was predicted that the verbal and non-verbal tests would more nearly measure the same thing and correlate more closely for the older group. The WISC Verbal and Performance and the Ravens Colored Progressive Matrices tests were used. The WISC Verbal and Performance tests correlated at the .05 level for the fifth-sixth graders, but not for first-second graders. The Ravens correlated to the WISC better for the first-second graders than for the fifth-sixth

¹⁸⁶ Harry Singer, "Bilingualism and Elementary Education," op. cit., pp. 444-454.

grader. Fitch determined his findings to be inconsistent.¹⁸⁷

Mentally retarded bilingual Spanish-speakers, when compared to mentally retarded non-bilingual English-speakers, were found to score significantly higher on the WISC Performance than they did on the WISC Verbal test. This difference continued when the test was re-administered two or four years later. Significant differences were not found in the Verbal and Performance score of the non-bilingual according to Bransford.¹⁸⁸

There are conflicting statements as to when a second language should be introduced. Second language interference with beginning reading in the native language, and therefore, with general school achievement, was studied by Potts who was interested in this problem as it pertained to the introduction of a second language. Noting that there was divergent opinion based on evidence whether a second language should be introduced in primary grades, or when the child became eight-to-nine years of age, 43 first graders and 37 second graders were randomized and compared. While first graders, the experimental group, were given French instruction by the audio-lingual approach,

¹⁸⁷Michael John Fitch, "Verbal and Performance Test Scores in Bilingual Children. (Research Study No. 1)," Ed.D. doctoral thesis, Colorado State College, 1966, in Dissertation Abstracts, XXVII, (Ann Arbor, Michigan: University Microfilms), p. 1654A.

¹⁸⁸Louis A. Bransford, "A Comparative Investigation of Verbal and Performance Intelligence Measures at Different Age Levels with Bilingual Spanish-Speaking Children in Special Classes for the Mentally Retarded. (Research Study No. 1)," Ed.D. doctoral thesis, Colorado State College, 1966, in Dissertation Abstracts, XXVII, (Ann Arbor, Michigan: University Microfilms), p. 2267A.

the control group who were second graders were given dance instruction. The lessons were of fifteen minutes duration for one school year. The results showed no non-chance difference in reading or general school achievement upon which Potts concluded the six to seven age group is a highly favorable time for second language introduction.¹⁸⁹

In his review of the literature, Sawyer found evidence that no adverse effect was experienced by bilingual third graders in achievement in the prescribed curriculum. If anything, there actually was a greater mean achievement when they were taught in their mother tongue. This finding was attributed to the motivation due to the experimental nature of the program.¹⁹⁰

Speech was found to cause a special difficulty because the person tends to carry the speech habits of the mother tongue to the second language, resulting in the modification of speech more or less characteristic of the particular group which is learning a different language.¹⁹¹ Mexican children, who before entering kindergarten are taught Spanish and English, were more prone to have defective

¹⁸⁹ Marion Potts, "The Effect of Second-Language Instruction on the Reading Proficiency and General School Achievement of Primary Grade Children," American Educational Research Journal, IV, No. 4 (Nov., 1967), 367-371.

¹⁹⁰ Jesse O. Sawyer, "Foreign Language Instruction," Review of Educational Research, XXXIV, No. 2 (Apr., 1964), p. 204.

¹⁹¹ Herschel T. Manuel, "Bilingualism," op. cit., p. 147.

articulation, according to Linn, who tested three groups of seventh and eighth grade pupils.¹⁹²

In a study of bilingualism in a sample of 47 children of United States-French parents, Metraux found parents of 25 children who indicated that their children were upset when spoken to in a second language in front of others or on the street. Also "stress reaction" in the speech of some children prompted mothers to discontinue the use of a second language. (The parents were bilingual and not genuinely representative of a cross section of the population inasmuch as the fathers' occupations were in the upper socio-economic category.) It was found these children easily learned and forgot a second language before the age of six; but, after six, there was less forgetting of the second language. If the second language was gradually reinforced by reading and writing after entering school, it was more firmly based and usually maintained.

In the same study Metraux found among the 47 different children, 42 of whom were bilingual, problems which may have been due to shyness, afraid of being ridiculed, or lack of confidence in the use of two languages. Verbal protest, tears, temper, aggressive and regressive social or personal behavior, and stuttering were mentioned as some of the behavior characteristics found in this group of children.

¹⁹²George B. Linn, "A Study of Several Linguistic Functions of Mexican-American Children in a Two-Language Environment," Ed.D. doctoral thesis, University of Southern California, 1965, in Dissertation Abstracts, XXVI, (Ann Arbor, Michigan: University Microfilms), p. 1664.

In the matter of learning a second language, hostility on the part of the grandparents or relatives was reported by many parents. This, too, may have induced a reciprocal emotional relation on the part of the child.¹⁹³

Of course, there are conflicting reports on the speech patterns of bilingual pupils. Stuttering accompanied a rapid adjustment as reported by a Mr. Henes when his son, who spoke German and Dutch about equally, went to a German school. Travis, Johnson, and Shover in a 1937 survey of 23 stutterers in East Chicago indicated that 14 of them were bilingual. However, Singer could not find evidence that a second language caused any detrimental effect if it was learned sequentially, did not compete continuously with the vernacular, and remained a second language.¹⁹⁴

By requiring pupils to use standard English when they do not possess it, teachers naturally inflict a basic human injury upon a pupil by making him feel ashamed of his language. For only a small number of pupils can deny their family and community to the extent of eliminating their dialect, according to Loban.¹⁹⁵

¹⁹³Ruth W. Metraux, "A Study of Bilingualism Among Children of U.S.-French Parents," French Review, XXXVIII (Apr., 1965), 651-663.

¹⁹⁴Harry Singer, "Bilingualism and Elementary Education," op. cit., p. 454.

¹⁹⁵Walter Loban, "Teaching Children Who Speak Social Class Dialects," op. cit., p. 595.

Learning standard English is not the only concern of some pupils. When immigrants, second or third generation students, attempt to learn their mother tongue formally in American schools, they are sometimes dismayed to learn their mother tongue speech patterns are not acceptable to the teacher.

Not only is the ethnic student faced with an adjustment from the dialectal to the standard language; he must also contend with his background, generally steeped in rural folkways and generally devoid of any contact with modern Spain or Italy.¹⁹⁶

George Garza, Superintendent of Schools, Corpus Christi, Texas, listed the negative products of the culture and language conflict going on in his community as school drop-outs, lack of self-confidence, and consistent failure.¹⁹⁷

Testimony given by Bumpass at the Senate Hearing on bilingual education reported some Texas Spanish-speaking school children not being allowed to use their native language even on the playground. When they did, they were punished severely.¹⁹⁸

The NEA-Tucson survey, entitled The Invisible Minority, was entered into the House Hearing record and contained the following testimony confirming Bumpass' statement:

¹⁹⁶ Gerard J. Brault, "Some Misconceptions About Teaching American Ethnic Children Their Mother Tongue," op. cit., p. 67.

¹⁹⁷ U.S. Congress, Senate, Committee on Labor and Public Welfare, Bilingual Education, Hearings, op. cit., p. 61.

¹⁹⁸ Ibid., p. 599.

In some schools, the speaking of Spanish is forbidden both in the classrooms and on the playground, except of course, where Spanish is taught. Not infrequently students have been punished for lapsing into Spanish. This has extended to corporal punishment.¹⁹⁹

One member of the survey team reported that such punishment was administered to children in a school containing a 99 percent Mexican-American enrollment.

If a bilingual child fails to achieve in school, and if this is due to the measuring of achievement in a second language, so far as the child is concerned, frustration is likely to be experienced by that child. When instruction as the measurement of instruction is not comprehended by the student, education failure or retardation takes place.

Emotional factors, no doubt, operate as they do in any learning situation, but are probably inflated in bilingual classrooms from the frustration of thinking in one language and trying to express thoughts in a less comfortable and less fluent language.²⁰⁰

William Logan, Maine Commissioner of Education, was quoted as informing Representative Hathaway about a double problem of some French-Canadian children in that State.

Thus it seems that these young people of French descent suffer from a double problem -- they can speak neither French nor

¹⁹⁹ U.S. Congress, House, Committee on Education and Labor, Bilingual Education Programs, Hearings, op. cit., p. 181.

²⁰⁰ Harry Singer, "Bilingualism and Elementary Education," op. cit., p. 450.

English correctly. Ways to improve their English and to preserve their French heritage and speech are urgently needed.²⁰¹

A hypothesis by Modiano holding that comprehension of the national language could best be obtained if all reading instruction was given in the national language was not substantiated. In Chiapas, Mexico, the elementary school children of linguistic minorities appeared to learn with greater reading comprehension if they first became literate in their mother tongue. The reason given for this conclusion was the child learns only one new skill, reading. If the child has to learn two skills, a new language and reading, there is a resultant confusion which affects reading in the national language. The writer's hypothesis was implicit in terms of educational policies in the United States.²⁰²

Cohen related experiences with a primary school in Naharilly, Israel, which her daughter attends. There are children from fifty-three countries in the school. The child was reported to have taken about a year to catch up with other children in her school work. The Cohens speak English but their daughter now speaks English and Hebrew.

²⁰¹U.S. Congress, House, Committee on Education and Labor, Bilingual Education Programs, Hearings, op. cit., p. 12.

²⁰²Nancy D. Modiano, "Reading Comprehension in the National Language: A Comparative Study of Bilingual and All-Spanish Approaches to Reading Instruction in Selected Indian Schools in The Highlands of Chiapas, Mexico," Ph.D. doctoral thesis, New York University, 1966, in Dissertation Abstracts, XXVII, (Ann Arbor, Michigan: University Microfilms), p. 2488A.

Do bilingual pupils encounter more difficulty in school than the monolingual? In England we would have hazarded 'yes'. Here all the evidence goes to show that scholastic ability cannot be correlated with this factor.²⁰³

A follow-up study on a sample of 9,007 Wisconsin high school graduates was made on the seven-year period 1957-1964, by Sewall and Shah, to ascertain if there was a relationship between parents' education and children's educational aspiration and achievement. It was found that there was a positive and significant relationship to perceived parental encouragement and college plans, attendance, and graduation. The most important finding was that a discrepancy in the mother's and father's education achievement was a less important condition for motivating children to high-level aspiration and achievement than if both parents have consistently higher educational achievements. Children are more likely to have high educational aspiration and achievement if their parents have them. This, the authors contended, was the most important finding in their study.²⁰⁴

In the United States the attainment of educational levels among foreign born persons in the 50-74 age range varies: of those who claim a mother tongue of Spanish, 16 percent; French, 17 percent; German, 33 percent; and Scandinavian, 34 percent; have attained a high

²⁰³ Gerda L. Cohen, "Life and Language by Osmosis," The Times Educational Supplement, London, Mar. 29, 1968, p. 1051.

²⁰⁴ William H. Sewall and Vimal P. Shah, "Parents Education and Children's Educational Aspirations and Achievements," American Sociological Review, XXXIII, No. 2 (Apr., 1968), 209.

school education or better.²⁰⁵

The failure of the schools to meet the needs of Spanish-speaking students in respect to teaching English to them results in a lower educational achievement of students and presumably their future children.

The high percentage of drop-outs with Spanish names and failure of children with Spanish names to get into college are evidence of this. These children were not given bilingual schooling at all. They were simply dropped into an English speaking environment. The result in many cases was that they were unable to comprehend any of the language, and they developed the habit of 'tuning out' what the teacher was saying.²⁰⁶

Jacobs and Pierce suggested that the educational level of the parents would probably have a correlated effect on their children's level of intelligence and creativity.²⁰⁷

In 1960, of the population in New York City who were 25 years or older, 13 percent of the Puerto Ricans, 31.2 percent of the predominantly negro non-whites, and at least 40 percent of the other than Puerto Rican whites had completed high school. In addition, 52.9 percent of the Puerto Ricans, 29.5 percent of the non-whites, and 19.3 percent of the other than Puerto Rican whites over the age of 25

²⁰⁵ Joshua A. Fishman, Robert Hayden, and Mary Warshauer, "The Non-English and the Ethnic Group Press, 1910-1960," op. cit., p. 68.

²⁰⁶ Dorothy L. Boyd, "Bilingualism as an Educational Objective," op. cit., p. 311.

²⁰⁷ John F. Jacobs and Marnell L. Pierce, "Bilingualism and Creativity," op. cit., p. 502.

had not completed an eighth grade education.²⁰⁸

Besides providing an improved program in the curriculum which will meet the needs of bilingual children, suitable educational materials must be obtained. The kind and types of such materials is an important consideration for those who obtain them. Some materials are teacher-made and relatively inexpensive, while others are commercially produced and can be very expensive.

The use of different materials was embodied in Knowlden's Ed.D. dissertation which concerned four treatments of instruction.²⁰⁹ "Treatment One" was a teacher with plan only. "Treatment Two" was a teacher with a plan and a filmstrip. "Treatment Three" was a teacher with a plan and video-tape. "Treatment Four" was a teacher with a plan, filmstrip, and video-tape. The purpose of Knowlden's study was to discover the effects of an instructional program on kindergarten children who were verbally and culturally disadvantaged and who came from a low socio-economic area. Eighty children who formed the experimental group were located in two different schools and the control group of 20 students came from a third school. Both the experimental and control groups were matched on the basis of similar intelligence, chronological age and socio-economic status. A pre and post test was adminis-

²⁰⁸ Frank M. Cordasco, "The Challenge of the Non-English Speaking Child in American Schools," op. cit., p. 199.

²⁰⁹ Gayle E. Knowlden, "Teaching English Language and Mathematical Symbolism to Verbally Disadvantaged Kindergarten Children," Ed.D. doctoral thesis, University of California, 1966, in Dissertation Abstracts, XXVII, (Ann Arbor, Michigan: University Microfilms), p. 3632A.

tered over a five-week period. Among other findings, Knowlden (by a three-way analysis of variance) found "Treatment Four" produced the greatest average gain. Upon further analysis of treatments by ability level interaction, "Treatment Four" was best for high-ability students and "Treatment One" was best for low-ability students. Further, when an analysis of treatments by ability by tests was made, there was little appreciable difference made by the high-ability students in the gain by any one treatment over another. However, "Treatment Four" produced the greatest relative gain for low-ability students. This would seem to indicate that the varied use of teaching techniques which include teacher plans, film-strips and video-tape was valid when applied to young children who are verbally and otherwise disadvantaged.

Brault stated there was a great need for professionally designed materials to teach ethnic children their mother tongue. These materials need to be readily available and experience has shown it a relatively easy task to construct the materials which could aid in the transfer of dialectal patterns to a standard form of a language.²¹⁰

Heise commented on the amount and quality of equipment used in language instruction, stating that it could be simple or elaborate.

²¹⁰Gerard J. Brault, "Some Misconceptions about Teaching American Ethnic Children Their Mother Tongue," op. cit., p. 69.

Properly used electronic apparatus and audio-visual materials can assuredly enrich a course and perhaps accelerate student achievement somewhat but expectations of spectacular improvements in ultimate results have seldom, if ever, proved justified. . . . we will get the most out of them when we appraise them realistically.²¹¹

Electro-mechanical aids have been accepted by teachers as devices that can aid in language instruction.

Generally, the high cost of laboratories as of other electromechanical aids cannot be justified in terms of an over-all increase in student achievement, for no such results have been found. However, if it is one's aid to teach the student to speak first, then there seems to be no doubt that the language laboratory is an essential teaching tool that has been well supported by research.²¹²

Birkmaier and Lange mentioned in their review of research that a far better quality of sound is needed than that which most laboratories now have. The quality of equipment, teaching techniques, and the amount of time which the student spends in the laboratory was seen as more important than the type of equipment used.²¹³

Daniel Ogle who teaches at the Royal Canadian Air Force School in St. John, Quebec, informed this investigator that teachers at his school have been spending the greater part of one year trying to develop educational materials for use in the teaching of English as a second

²¹¹ Edward T. Heise, "Language Methodology: An Order of Priorities," op. cit., p. 859.

²¹² Jesse O. Sawyer, "Foreign Language Instruction," op. cit., pp. 208-209.

²¹³ Emma Birkmaier and Dale Lange, "Foreign Language Instruction," op. cit., p. 193.

language. They have not found enough satisfactory materials through commercial resources which are of the kind and quality required for their instructional program.²¹⁴

Yves Toutant, Director of the English Department, Drummondville, Quebec, has responsibility for 85 native French-speaking and 1 native English-speaking teachers who teach only English to about 4,500 students in grades 8-12. He was concerned about the shortage of educational materials. Though he had access to provincial purchasing lists, few books and teaching aids, very few slides and tapes, and no films or overhead projector materials were available.

We purchase most of our materials from American sources to teach the French-Canadian English. Our Ministry of Education has a wide selection of education texts. We must purchase within the Ministry lists.²¹⁵

Toutant said that there was serious consideration being given to teaching English in grades 8 through 12 only in Drummondville because of the lack of English teachers.

This investigator sent letters to the six New England and Louisiana state commissioners of education, The Modern Foreign Language Association of America, eight sources in Canada including the Montreal Catholic School Commission, Department of Education in Quebec, Quebec Association of Teachers of English, a Montreal College and the

²¹⁴Daniel Ogle, private interview, St. Michael's College, Winooski, Vermont, July 24, 1968.

²¹⁵Yves Toutant, private interview, St. Michael's College, Winooski, Vermont, July 24, 1968.

Canadian Teachers' Federation in an effort to obtain, among other information, a list of materials which could aid teachers in acquiring materials for French-speaking students.

State departments of education answered in the following ways: New Hampshire has developed a list of resources for teaching bilingual children which is based upon the ERIC materials,²¹⁶ and recommended the Center of Applied Linguistics as a source of materials;²¹⁷ Maine did not report materials, but did observe that teachers had always adapted their present materials to teach French speakers;²¹⁸ Louisiana was just beginning to plan for bilingual programs and reported on no materials;²¹⁹ Massachusetts suggested contacting the Modern Foreign Language Association of America;²²⁰ Connecticut suggested contacting the National Education Association;²²¹ and Rhode Island did not report on materials.²²²

²¹⁶Letter from Robert R. Fournier, New Hampshire State Department of Education, July 17, 1968.

²¹⁷Letter from John E. Sideris, New Hampshire State Department of Education, July 22, 1968.

²¹⁸Letter from Edward F. Booth, Maine State Department of Education, July 25, 1968.

²¹⁹Letter from Audrey B. George, Louisiana State Department of Education, Aug. 7, 1968.

²²⁰Letter from Rolland E. Duval, Massachusetts State Department of Education, July 25, 1968.

²²¹Letter from William J. Saunders, Connecticut State Department of Education, July 22, 1968.

²²²Letter from Gordon N. Sunberg, Rhode Island State Department of Education, July 18, 1968.

The Materials Center, Modern Foreign Language Section, sent two lists of materials available in the field of teaching English as a second language.^{223, 224}

The Canadian sources of answers to this investigator's inquiry was somewhat more productive. Costello of the Department of Education, Government of Quebec, sent a list of eight books used in grades one through twelve, or some combination thereof.²²⁵ A list of approved Ministry of Education textbooks was also made available.²²⁶ The Montreal Catholic School Commission sent a list of textbooks used in the Montreal schools.²²⁷ Professor Barkman²²⁸ of Montreal University and Monika Kehoe²²⁹ of Marianapolis College of Montreal referred the investigator to the Center of Applied Linguistics, 1755 Massachusetts Avenue, N.W., Washington, D.C., for materials for teaching English as a second language.

²²³ Modern Foreign Language Association of America, English, (New York City, N.Y.: Materials Center, n.d.), p. 8.

²²⁴ Modern Foreign Language Association of America, Foreign Languages, (New York City, N.Y.: Materials Center, n.d.), p. 11.

²²⁵ Letter and enclosure from Raymond Costello, Department of Education, Government of Quebec, Aug. 23, 1968.

²²⁶ Quebec, Ministry of Education, Keynotes: A TESOL Bibliography Vol. II-No. 1 (Supplement), (Quebec, Canada: Ministry of Education, n.d.), (Mimeographed.)

²²⁷ Letter from Louis-Philippe Boisjoly, Montreal Catholic School Commission, Aug. 26, 1968.

²²⁸ Letter from L. Bruce Barkman, University of Montreal, Sept. 13, 1968.

²²⁹ Letter from Monika Kehoe, Marianapolis College, Montreal, Quebec, Canada, Sept. 2, 1968.

The United States Department of Health, Education, and Welfare has developed an annotated bibliography for teachers who teach English as a second language. This includes materials for the teacher and materials and a specific reference to materials for the French-speaking student. However, this book was printed in 1955 and may be out of date for present use.²³⁰

In the past, keeping up with development of new materials has been most difficult. However, a central resource center has recently been started to aid teachers and others.

Books and journals on methodology can be monitored easily, but there are new materials which reach only a limited audience. Beginning in 1967 the Modern Language Association (MLA) and the Center for Applied Linguistics will be clearing house for the National Education Research Information Center (ERIC) and will collect, review, and process current foreign language documents. The MLA Center will focus on significant information on instruction in French, German, Italian, Russian, Spanish, and the classical languages from pre-school to the graduate level; the Center for Applied Linguistics on the uncommonly taught languages, linguistics and the teaching of English as a foreign language.²³¹

Among the resources available from ERIC in microfiche form is the "Bowdoin Material" by Brault and others, intended to aid secondary

²³⁰ U.S. Department of Health, Education and Welfare, Office of Education, Annotated Bibliography for Teachers of English as a Foreign Language, by Robert Lado, Bulletin No. 3, (Washington, D.C.: Government Printing Office, 1955), pp. 121-123.

²³¹ Emma Birkmaier and Dale Lange, "Foreign Language Instruction," op. cit., p. 186.

school teachers who have French-speaking children in their classes.²³²

Research Concerns. The problem of getting valid scientific research operational in the classroom is clearly present in the area of language instruction. Teachers should not dismiss the new idea, or finding, because it is not to their liking or comes from the remote "theorist" or because it does not immediately adjust to their ingrained habits of teaching.

On the other hand, the teacher works with real students in real situations and is intimately involved in what is workable under existing limitations. The validation of research is among the responsibilities of the practical classroom teacher, who has an important role in evaluating the researchers' conclusions.²³³ The best-intentioned teachers may balk at accepting much research on bilingualism because of conflicting findings, indefinite answers, highly qualified answers, different levels of understanding, gaps in research and the sheer number of studies themselves. They require the mediation of interpreting specialists, drawn from the research divisions of State Departments of Education and, more immediately, from the staffs of neighboring colleges and universities.

Specialists, among them linguists, anthropologists, and sociologists, have all studied bilingualism from their particular viewpoint.

²³²Gerald J. Brault, et al., "Cours De Langue Francaise Destine Aux Jeunes Franco-Americans," Bowdoin Materials, (Bethesda, Maryland: National Cash Register Co., 1963).

²³³Edward T. Heise, "Language Methodology: An Order of Priorities," *op. cit.*, p. 853.

The linguist . . . is interested in the effect upon the languages themselves when groups using different languages are brought into contact.

The anthropologist studies language as a part of the total pattern or configuration of the culture of a group.

From a sociological point of view, language is a means of social interaction.²³⁴

The ability of a teacher to have an in-depth understanding in each of the three fields above would be rare indeed. This makes a full understanding of the available research difficult to obtain. With this in mind, Lewald wrote as follows about the relationships of language, research and teacher involvement.

In spite of the fact that many competent anthropologists, linguists, and humanists have written extensively on this (language and culture) relationship, foreign language teachers have paid little attention to it. Yet such reluctances is understandable if we consider that to explore this relationship meaningfully, the foreign language teacher, a person in charge of imparting skills of literature, is not prepared at all to analyze the relationship of culture and language because to do so would mean a systematic knowledge of fields that would lie outside his province. Even today the language teacher who ventures outside of his province to examine the framework of culture and language is rare indeed; and what is more he will largely be considered an amateur, suspect or ignored by anthropologists, linguists or behaviorial psychologists.²³⁵

²³⁴Herschel T. Manuel, "Bilingualism," op. cit., p. 853.

²³⁵H. Ernest Lewald, "A Tentative Outline of Problems in the Knowledge, Understanding and Teaching of Cultures Pertaining to the Target Language," Modern Language Journal, LII, No. 5 (May, 1968), p. 301.

One example of research not providing a definite answer is illustrated by Métraux's experience. She pointed out that the group of children in her report were pre-school and primary age children among whom characteristics facilitating rapid language learning at an early age may be quite different for older children. She stated:

. . . additional research on a larger number of children at the later years would give us more valid information in this regard.²³⁶

In 1964 Sawyer wrote that the teacher has become increasingly aware that studies do not provide "clear-cut yes, or no directions." Furthermore, the complex teacher-learning situation is such as to make experimental variables marginal and necessarily so qualified that results, and interpretation of results, are very difficult. Studies that collect and interpret applicable research for the teacher have become essential. Sawyer cited a 1962 study by Penisleur, Mosberg and Morrison in which the available research estimated that 20 percent of variance in foreign language learning was due to factors of verbal intelligence, and that motivation might account for another 15 percent of the variance. This left about 65 of the variance in foreign language achievement for the most part unexplained.

In spite of these findings, most research in foreign language instruction has been and still is centered in various aspects of verbal intelligence.²³⁷

²³⁶Ruth W. Métraux, "A Study of Bilingualism Among Children of U.S.-French Parents," op. cit., p. 654.

²³⁷Jesse O. Sawyer, "Foreign Language Instruction," op. cit., p. 203.

General knowledge has been accumulated about the role of foreign language aptitude in the learning process, the construction of achievement tests and the psychology of bilingualism, yet, Carroll concluded that educational research has contributed very little to foreign language teaching methodology.

Psychologists who have tried to investigate elements in the foreign language teaching process have frequently failed to produce useful results because their experimental settings and materials have not been sufficiently similar to those of the actual teaching situation or in the language laboratory. At the same time, research undertaken by foreign language teachers has only rarely been adequate with respect to research methodology.²³⁸

There has existed a relative void or gap in the research on bilingualism and culture. "The paucity of research on culture done by the profession was cause for concern."²³⁹ Bilingualism may not have always received proper professional attention. The Index to Dissertation Abstracts began using a topic heading for bilingual studies in Volume XXVI only in 1964-1965. Previous to this time no such heading was found in the Index to the abstracts.

The opening statement of Birkmaier and Lange in their 1961 review of education research refers to the volume of bilingual material and the difficulty of obtaining information about it when they stated:

²³⁸ John B. Carroll, "Research on Teaching Foreign Languages," in Handbook of Research on Teaching, ed. by N. L. Gage (Chicago, Illinois: Rand McNally & Co., 1963), p. 1095.

²³⁹ Emma Birkmaier and Dale Lange, "Foreign Language Instruction," op. cit., p. 186.

"To keep abreast of current information on foreign language teaching is frustrating."²⁴⁰ Likewise Soffietti observed:

The literature on bilingualism is voluminous. It deals chiefly with its effects on the parental and linguistic development of the child and his school achievement, as well as his personal and social adjustment. As a corollary bilingualism also raises the question as to the advisability of teaching a second language in our schools and that of the time and method of instruction.

These problems have been discussed and investigated from many points of view both in this country and abroad. On one sole point there seems to be general agreement: that the findings so far are inconclusive and that the problem needs further careful investigation. The general implication seems to be that bilingualism is a much more complicated condition of affairs than that of the use of two languages by an individual.²⁴¹

Likewise Manuel wrote:

The bilingual situation is so complicated with linguistic and other factors that results of studies are hard to interpret and sometimes seem to lead to conflicting conclusions.²⁴²

Conflicting findings can complicate matters. Singer stated:

"The literature on bilingualism is not consistent."²⁴³ Conflicting results of studies may be resolved by referring to the qualifications of cultural setting, age of beginning and maturity of the subjects, linguistic and mental abilities, objectives and educational methods,

²⁴⁰ Ibid.

²⁴¹ James P. Soffietti, "Bilingualism and Biculturalism," op. cit., p. 275.

²⁴² Herschel T. Manuel, "Bilingualism," op. cit., p. 148.

²⁴³ Harry Singer, "Bilingualism and Elementary Education," op. cit., p. 458.

methodological errors in the studies themselves, or any combination of the preceding factors. Obviously, the problem of bilingualism needs more careful study in areas concerned with linguistic, mental, educational and emotional factors before the conflicting opinions can be resolved.

Statistics on bilingualism are not such as to allow firm conclusions.

It is unwise to arrive at conclusions concerning current language status from even the most reliable mother tongue data. Early childhood exposure is not the same as current language utilization and facility.²⁴⁴

Instruments used in measuring or comparing the achievement or intelligence of bilinguals are not widely accepted. Factors affecting the development of a bilingual child, as yet uncovered, are likely to appear when considering the question of determining whether bilingualism carries a handicap.

It would be more fruitful to seek the cause in the inadequacy of the measuring instrument and in other variables such as socio-economic status, attitude toward the two languages, and educational policy and practice regarding the teaching of both languages.²⁴⁵

In a 1961 review of research, Johnson indicated that the 1951 to 1960 period was one of rapid growth for foreign language instruction. In large part, the 1958 National Defense Act is credited with providing funds for growth. So, too, an increased public awareness of the need of

²⁴⁴ Report of Working Committee II, Northeast Conference on the Teaching of Foreign Languages, op. cit., p. 64.

²⁴⁵ Ibid., p. 76.

foreign languages. The federal government had stimulated the schools to provide for the nation's need of a sound, defensible and adequate program of foreign language instruction. In the period 1954 to 1958, for example:

The overall gain in percentage of high school population, grades 9 through 12, enrolled in a foreign language course was 3.2, indicating a reversal of the downward trend, continuous since 1915 in foreign language enrollments in high schools.²⁴⁶

Summary. Investigations and findings on the subject of bilingualism are both extensive and inconclusive. There is realization that bilingualism is much more complicated than an individual's habitual use of more than one language. At the same time, the number of studies is impressive, confusing, and challenging. There is much evidence of an increased interest in languages of pupils in the schools of the United States, stimulated especially by an activity of the federal government. There is evidence of the need to provide non-English-speaking pupils with special educational programs to meet their individual educational requirements.

²⁴⁶ Marjorie C. Johnson, "Foreign Language Instruction," Review of Educational Research, XXXI, No. 2 (April, 1961), 188.

CHAPTER V
ANALYSIS AND INTERPRETATION OF THE DATA

The Study Population. The instrument of this study, a questionnaire, was originally mailed to 515 public, private and parochial schools in the State of Vermont which were listed in the Department of Education Master Reference File. Due to closing, combining, new construction, or unfinished construction, the original population was subsequently corrected to 505 schools.

Procedure for Obtaining Responses. On November 8, 1968 an initiating letter was sent to Principals, Headmasters, and Head Teachers of schools in the study. It requested that an enclosed questionnaire be returned within one week. One week later 223 schools had responded. A follow-up letter sent to the non-responding schools resulted in the receipt of another 127 reports within a two-week period.

Next, 45 of the 53 public school superintendents were contracted by phone. Within one week an additional 84 reports were received, accounting for a total of 434 answers, the results of which are reported in this study.

Identifying the Population. Table 1, on page 161, shows the type of school administration; number and percent of schools included in the

sample; number and percent of schools answering; and the number and percent of schools not answering the instrument.

TABLE 1
SOURCE OF STUDY POPULATION AND RETURNS

School Adminis- tration	SCHOOLS					
	Sample		Answering		Not Answering	
	No.	%	No.	%	No.	%
Public	467	92.47	404	80.00	63	12.47
Parochial	32	6.34	24	4.75	8	1.59
Private	<u>6</u>	<u>1.19</u>	<u>6</u>	<u>1.19</u>	<u>-</u>	<u>-</u>
TOTALS	505	100.00	434	85.94	71	14.06

As shown in Table 1, there were 467 public schools included in the study of which 404 returned and 63 did not return the study instrument. Of the 32 parochial schools included, 24 returned and 8 did not return the instrument. All 6 of the private schools serving as public schools included in the study returned the instrument. As 505 schools were available in the population and 434 of these returned the instrument, there was an 85.94 percent ($434 \div 505$) return of the instrument. Seventy-one of the 505 schools or 14.06 percent ($71 \div 505$) of the population did not answer.

The source and number of schools answering the questionnaire, and the number of schools reporting the kind of activity requested by the study instrument, are shown in Table 2 following.

TABLE 2
SOURCE AND NUMBER OF SCHOOLS REPORTING ACTIVITY OR NO ACTIVITY

School Administration	No. of Schools Answering	No. of Schools Reporting Activity	No. of Schools Reporting No Activity
Public	404	137	267
Parochial	24	19	5
Private	<u>6</u>	<u>3</u>	<u>3</u>
TOTALS	434 (100.00%)	159 (36.66%)	275 (64.44%)

Of the 434 schools answering the study questionnaire in Table 2, 159 reported activity and 275 reported no activity. Approximately one out of three public schools, four out of five parochial schools and one out of two private schools reported activity in the area of concern. In more precise terms, 36.66 percent ($159 \div 434$) of the answering schools reported activity.

To identify the sample and the respondents more exactly, the distribution of the study instrument and the source of respondents was compared in terms of: (a) school organization; (b) administrating superintendencies; and (c) county location.

The organization of schools in the study, the number of schools in the distribution of the sample and the respondents answering the

questionnaire are given in Table 3, below, for public and parochial elementary and secondary schools, and for private secondary schools.

TABLE 3
DISTRIBUTION OF STUDY SAMPLE AND RESPONDENTS BY SCHOOL ORGANIZATION

School Adminis- tration	School Organization			
	Secondary School		Elem. School	
	Sample No.	Respondents	Sample No.	Respondents
Public	68	62	399	342
Parochial	6	4	26	20
Private	<u>6</u>	<u>6</u>	<u>0</u>	<u>0</u>
TOTALS	80	72 (90.0)	425	362 (85.2)

Table 3 shows that there were 80 secondary schools and 425 elementary schools in the total study sample of 505 schools. Of the 80 secondary schools, 68 were public, 6 were parochial and 6 were private schools. These schools returned 72 of the questionnaires for a 90.0 percent return. Of the 425 elementary schools surveyed, 399 were public, 26 were parochial and none were private. The 362 responses from elementary schools provided an 85.2 percent response from this source.

To determine the geographic distribution of the sample questionnaire and the respondents, the sample schools were located by counties, of which there are fourteen in Vermont. The numbers of

questionnaires not returned, those that reported activity, and those that reported no activity are located by county in Table 4 below.

TABLE 4

DISTRIBUTION OF SAMPLE QUESTIONNAIRES AND RESPONDENTS BY COUNTY

COUNTY		Total Sample Schools	QUESTIONNAIRES		
Number	Name		Not Returned	Returned	
				Reporting Activity	Reporting No Activity
1	Addison	28	3	5	20
2	Bennington	30	1	7	22
3	Caledonia	49	5	16	28
4	Chittenden	58	7	30	21
5	Essex	12	-	5	7
6	Franklin	37	3	26	8
7	Grand Isle	7	2	2	3
8	Lamoille	18	4	5	9
9	Orange	33	1	4	28
10	Orleans	33	2	24	7
11	Rutland	58	8	11	39
12	Washington	53	25	12	16
13	Windham	39	6	8	25
14	Windsor	51	5	4	42
TOTALS		505	71	159	275
		(100.00%)	(14.06%)	(31.48%)	(54.46%)

The counties, listed alphabetically in Table 4, provided the comparison of schools by county participation in this study. In the order of the percentage of participation it showed:

Essex had 100 percent return (12 of 12).

Orange had 97 percent return (32 of 33).

Bennington had 96 percent return (29 of 30).

Orleans had 94 percent return (31 of 33).

Franklin had 92 percent return (34 of 37).

Caledonia had 90 percent return (44 of 49).

Windsor had 90 percent return (46 of 51).

Addison had 89 percent return (25 of 28).

Chittenden had 86 percent return (51 of 58).

Windham had 85 percent return (33 of 39).

Rutland had 84 percent return (50 of 58).

Lamoille had 78 percent return (14 of 18).

Grand Isle had 71 percent return (5 of 7).

Washington had 53 percent return (28 of 53).

Returns ranged from 53 percent to 100 percent over Vermont's fourteen counties; Essex County providing the 100 percent return, Washington County, the 53 percent return. Of the latter, it should be noted that fourteen, or one-half, of the questionnaires not returned can be assigned to one superintendency.

Figure 1, on page 166, further identifies the source of the respondents by the percent of responses within each county. The numbers of schools in each county were divided into the number of schools returning a questionnaire. This provided the computation in terms of the reported percents for each of the fourteen counties. Grand Isle County, located in the upper left-hand corner of the map, is made up of five towns. These towns are literally surrounded by Lake Champlain. The size of this area was too small to show the name of the county and the percent of reports received. Such information, therefore, had to be indicated marginally outside of the county's borders.

71

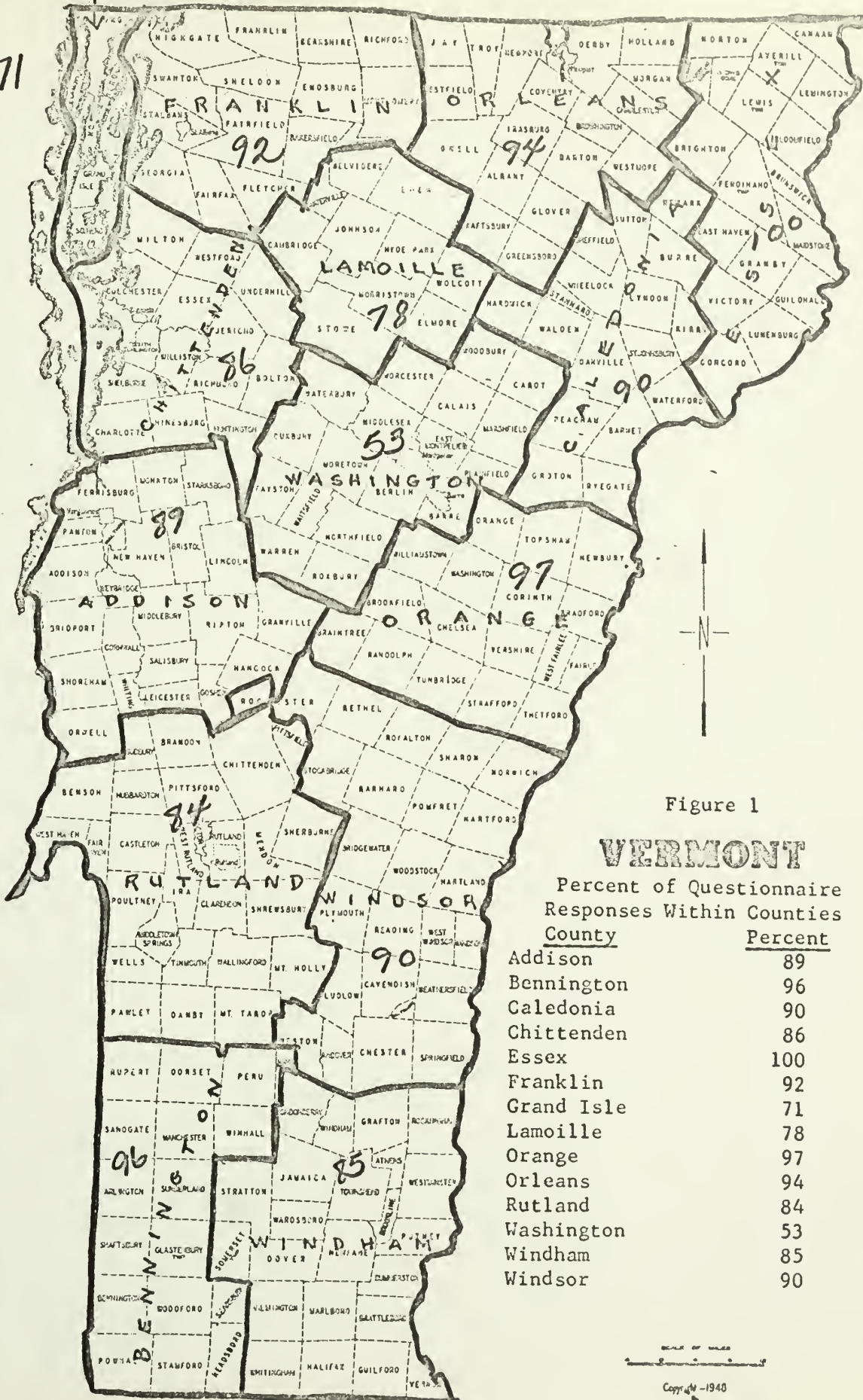


Figure 1

VERMONT

Percent of Questionnaire Responses Within Counties

County	Percent
Addison	89
Bennington	96
Caledonia	90
Chittenden	86
Essex	100
Franklin	92
Grand Isle	71
Lamoille	78
Orange	97
Orleans	94
Rutland	84
Washington	53
Windham	85
Windsor	90

SCALE OF MILES
0 1 2 3 4

Another way of identifying the source of the sample study is to relate it to the superintendency to which a school is assigned. Inasmuch as there are fifty-three public school and one Catholic school superintendents in Vermont, the investigator compared the questionnaire returns from schools of the fifty-four superintendencies as shown below in Table 5.

TABLE 5
QUESTIONNAIRE RETURNS BY SUPERINTENDENCY

No. of Questionnaires Returned	No. of Superintendencies
All	22
All minus 1	18
All minus 2	9
All minus 3	1
All minus 4	1
All minus 6	1
All minus 8	1
All minus 14	1
	<u>54</u>

The schools assigned to twenty-two superintendencies provided a complete return of all questionnaires. Eighteen other superintendencies provided reports from all but one of these assigned schools, while nine other superintendencies returned all but two reports. One superintendency did not participate in this study and it accounted for fourteen questionnaires not being returned.

Limited English-Speaking Children. Table 6 on pages 168-175 reports schools in Vermont having children with limited English-speaking ability and the percent of such in relation to the total school enrollment.

TABLE 6
SCHOOL ENROLLMENT AND LIMITED ENGLISH-SPEAKING PUPILS

School Code Number	School Town			School Enroll- ment	Limited English- Speaking Pupils	Percent Col 4 ÷ Col 3
(1)	(2)			(3)	(4)	(5)
10 34 2 1	Albany			45	2	4
10 34 2 2	Albany			59	4	7
7 24 3 2	Alburg			87	6	7
7 24 3 3	Alburg			43	1	2
6 20 7 1	Bakersfield			55	4	7
6 20 7 30	Bakersfield			55	10	18
3 9 10 5	Barnet			42	1	2
12 44 11 1	Barre City			143	3	2
12 44 11 2	Barre City			128	1	1
12 44 11 4	Barre City			262	6	2
12 44 11 5	Barre City			147	9	6
12 44 11 6	Barre City			422	3	1
12 44 11 7	Barre City			135	12	9
12 44 11 60	Barre City			1228	84	7
12 80 11 8	Barre City			562	155	28
12 29 12 1	Barre Town			1230	10	1
10 34 13 1	Barton ID			253	18	7
10 34 13 90	Barton ID			472	91	19
2 80 15 6	Bennington			257	4	2

TABLE 6--Continued

School Code Number	School Town			School Enroll- ment	Limited English- Speaking Pupils	Percent Col 4 ÷ Col 3
(1)	(2)			(3)	(4)	(5)
2 7 15 3	Bennington ID			112	1	1
2 7 15 4	Bennington ID			451	1	0
2 7 15 90	Bennington ID			1867	2	0
6 20 18 1	Berkshire			39	15	38
6 20 18 2	Berkshire			85	27	32
6 20 18 3	Berkshire			48	1	2
11 36 25 1	Brandon ID			263	1	0
13 48 27 90	Brattleboro			1552	2	0
5 31 30 2	Brighton			142	4	3
5 80 30 2	Brighton			115	46	40
10 34 34 1	Brownington			126	22	17
4 15 37 3	Burlington			437	2	0
4 15 37 5	Burlington			618	6	1
4 15 37 7	Burlington			250	2	1
4 15 37 8	Burlington			554	14	3
4 15 37 9	Burlington			453	3	1
4 15 37 41	Burlington			610	1	0
4 15 37 80	Burlington			1071	4	0
4 80 37 13	Burlington			351	39	11
4 80 37 14	Burlington			445	3	1
4 80 37 16	Burlington			288	3	1

TABLE 6--Continued

School Code Number	School Town			School Enroll- ment	Limited English- Speaking Pupils	Percent Col 4 ÷ Col 3
(1)	(2)			(3)	(4)	(5)
4 80 37 18	Burlington			468	42	9
4 80 37 63	Burlington			992	1	0
5 19 41 1	Canaan			167	19	11
5 19 41 60	Canaan			113	2	2
10 31 44 2	Charleston			116	2	2
4 14 45 1	Charlotte			352	2	1
11 38 49 2	Clarendon			52	1	2
4 13 50 1	Colchester			450	2	0
4 13 50 4	Colchester			401	2	0
10 31 54 1	Coventry			105	14	13
10 31 58 1	Derby			141	7	5
10 31 58 2	Derby			122	14	11
10 31 58 3	Derby			135	22	16
8 25 66 1	Eden			88	2	2
6 20 68 1	Enosburg Falls ID			263	8	3
6 20 68 50	Enosburg Falls ID			364	17	5
4 13 69 1	Essex Junction ID			387	4	1
4 13 69 60	Essex Junction ID			809	1	0
4 13 70 1	Essex Town			769	46	6
4 13 70 2	Essex Town			50	3	6

TABLE 6-Continued

School Code Number	School Town			School Enroll- ment	Limited English- Speaking Pupils	Percent Col 4 ÷ Col 3
(1)	(2)			(3)	(4)	(5)
4 13 70 6	Essex Town			50	2	4
11 4 73 90	Fair Haven			504	1	0
6 22 71 80	Fairfax			453	4	1
1 2 76 1	Ferrisburg			250	5	2
6 21 78 80	Franklin			242	26	11
6 22 79 1	Georgia			260	20	8
14 55 145 90	Hanover NH			920	2	0
3 35 92 1	Hardwick			56	4	7
3 35 92 2	Hardwick			306	7	2
3 35 92 50	Hardwick			244	11	5
14 54 93 2	Hartford			880	9	1
6 21 95 1	Highgate			297	120	40
6 21 95 50	Highgate			243	26	11
10 31 97 1	Holland			79	20	25
8 25 100 2	Hyde Park			244	22	9
10 34 102 1	Irasburg			136	14	10
10 31 105 1	Jay			34	7	21
4 12 106 1	Jericho			331	2	1
4 12 106 90	Jericho			709	3	0
10 31 114 1	Lowell			100	12	12

TABLE 6--Continued

School Code Number	School Town	School Enroll- ment	Limited English- Speaking Pupils	Percent Col 4 ÷ Col 3
(1)	(2)	(3)	(4)	(5)
3 8 117 2	Lyndon	19	2	11
3 8 117 5	Lyndon	280	1	0
3 90 117 60	Lyndon	509	5	1
2 6 119 1	Manchester	540	6	1
2 90 119 60	Manchester	360	6	2
1 3 123 1	Middlebury ID	640	11	2
12 41 124 1	Middlesex	58	2	3
12 41 124 2	Middlesex	76	1	1
4 22 126 1	Milton ID	680	4	1
4 22 126 50	Milton ID	518	9	2
6 20 128 1	Montgomery	115	5	4
12 43 129 4	Montpelier	795	4	1
8 26 132 60	Morristown	503	2	0
1 1 138 80	New Haven	188	11	6
9 27 136 1	Newbury	19	1	5
10 31 139 1	Newport City	313	5	2
10 31 139 2	Newport City	228	11	5
10 31 139 90	Newport City	1345	553	41
10 80 139 3	Newport City	297	63	21
10 80 139 61	Newport City	306	23	8

TABLE 6--Continued

School Code Number				School Town	School Enroll- ment	Limited English- Speaking Pupils	Percent Col 4 ÷ Col 3
(1)				(2)	(3)	(4)	(5)
10	31	140	1	Newport Town	213	33	15
5	19	144	1	Norton	27	21	78
9	29	146	1	Orange	146	2	1
10	34	147	1	Orleans ID	203	24	12
2	5	159	1	Pownal	136	1	1
11	37	160	1	Proctor	274	5	2
11	37	160	50	Proctor	250	3	1
13	48	161	1	Putney	196	1	1
6	20	165	1	Richford	249	16	6
4	12	166	1	Richmond	323	6	2
13	47	169	1	Rockingham	447	1	0
13	47	169	50	Rockingham	746	7	1
13	80	169	3	Rockingham	191	1	1
11	40	173	3	Rutland City	162	1	1
11	40	173	7	Rutland City	206	1	0
11	40	173	60	Rutland City	831	1	0
11	80	173	9	Rutland City	200	1	1
4	14	186	1	Shelburne	425	6	1
6	21	187	1	Sheldon	125	2	2
6	21	187	2	Sheldon	147	2	1

TABLE 6--Continued

School Code Number				School Town	School Enrollment	Limited English-Speaking Pupils	Percent Col 4 ÷ Col 3
(1)				(2)	(3)	(4)	(5)
11	51	188	1	Sherburne	70	1	1
4	16	191	1	So. Burlington	572	1	0
4	16	191	2	So. Burlington	290	2	1
4	16	191	3	So. Burlington	379	1	0
14	56	193	6	Springfield	346	1	0
3	80	179	8	St. Albans	212	19	9
6	80	176	50	St. Albans	480	56	12
6	23	176	2	St. Albans City	181	6	3
6	23	176	5	St. Albans City	112	2	2
6	80	176	7	St. Albans City	442	203	46
6	90	176	60	St. Albans City	960	40	4
6	22	177	1	St. Albans Town	439	19	4
3	11	179	1	St. Johnsbury	201	1	0
3	11	179	5	St. Johnsbury	182	1	1
3	11	179	7	St. Johnsbury	234	5	2
3	11	179	95	St. Johnsbury	43	4	9
13	80	27	60	St. Johnsbury	184	3	2
8	26	198	1	Stowe	385	13	3
3	8	203	1	Sutton	96	11	11
6	21	204	1	Swanton	380	4	1
6	21	204	50	Swanton	335	38	11

TABLE 6--Continued

School Code Number	School Town	School Enroll- ment	Limited English- Speaking Pupils	Percent Col 4 ÷ Col 3
(1)	(2)	(3)	(4)	(5)
6 80 204	2 Swanton	152	11	7
6 80 204	60 Swanton	365	12	3
10 31 209	1 Troy	47	22	47
10 31 209	2 Troy	230	20	9
1 2 213	90 Vergennes ID	636	17	3
3 9 218	1 Walden	20	2	10
3 9 218	2 Walden	21	3	14
3 9 218	3 Walden	27	2	7
11 80 237	1 West Rutland	132	1	1
10 31 231	1 Westfield	69	31	45
4 13 232	1 Westford	210	2	1
13 47 234	1 Westminister	240	1	0
1 36 241	1 Whiting	96	2	2
9 29 243	1 Williamstown	46	1	2
9 29 243	80 Williamstown	283	3	1
13 49 245	80 Wilmington	369	1	0
14 52 247	1 Windsor	126	3	2
8 35 250	1 Wolcott	94	5	5
	TOTALS	51156	2581	
	Range	19-1867	1-553	0-78
	Mean	322	16	5
	Median	243	4	2
	Mode	***	1	1

The 159 schools detailed in Table 6 on the previous pages, indicated 2,581 children with limited English-speaking ability in a school enrollment of 51,156. School enrollments ranged in size from 19 to 1,867. The mean school enrollment (322) was larger than the median enrollment (243) suggesting either that many small schools reported or that the enrollment of some schools at the top of the range skewed the mean away from the median. To determine which was really the case, a distribution of the size of the enrollment of the schools reporting activity was made, as shown in Table 7, below.

TABLE 7

DISTRIBUTION OF THE SIZE OF ENROLLMENT IN SCHOOLS
REPORTING ACTIVITY WITH LIMITED ENGLISH-SPEAKING PUPILS

School Enrollment	No. of Schools
1400 and over	2
1300-1399	1
1200-1299	2
1100-1199	-
1000-1099	1
900- 999	3
800- 899	3
700- 799	4
600- 699	5
500- 599	8
400- 499	15
300- 399	17
200- 299	32
100- 199	33
1- 99	33
TOTAL	<u>159</u>

The distribution of the number of schools in terms of school enrollment, as shown in Table 7 on page 176, is heavily weighted toward the small school. Thirty-three, or 20.7 percent, had fewer than one hundred pupils. Sixty-six schools, or 41.5 percent of the schools, had fewer than 200 pupils. Over three-fifths of the schools, or 62.4 percent, enrolled fewer than 300 pupils. The two schools with the largest enrollments were Mount Anthony Union High School in Bennington, reporting 1,867 students, and Brattleboro Union High School, reporting 1,552. The smallest school reporting was an elementary school in Lyndon which reported 19 pupils enrolled.

As shown in Table 6, column 4, on page 175, 159 schools reported 2,581 children with limited English-speaking ability. The number of such enrollments ranged from 1 to 553. Within this group the average enrollment was 16 students with limited English-speaking ability per school. The median limited English-speaking pupil enrollment was 4 students. The most common limited English-speaking pupil enrollment, or mode, was 1 student with limited English-speaking ability. As with the size of the school enrollment, the mean and median score for children with limited English-speaking ability was skewed.

The distribution of limited English-speaking pupils enrolled in the different schools is shown in Table 8, following.

TABLE 8
 DISTRIBUTION OF THE SIZE OF LIMITED ENGLISH-SPEAKING
 PUPIL ENROLLMENT IN VERMONT SCHOOLS

LESP Enrolled	No. of Schools		
100 and over	4		
90-99	1		
80-89	1		
70-79	-		
60-69	1		
50-59	1		
40-49	4		
30-39	4	*	
20-29	13	LESP	No. of
10-19	24	Enroll.	Schools
0- 9	<u>106*</u>	9	3
	159	8	1
		7	4
		6	8
		5	7
		4	12
		3	12
		2	26
		1	<u>33</u>
			106

Of the 159 schools shown above in Table 8, 106 reported an enrollment of less than 10 pupils with limited English-speaking ability. This is 66.6 percent of total number of schools reporting. Thirty-three of the schools reported only one pupil enrolled. Four schools reported more than 100 such pupils enrolled. These were: North Country Union High School with 553; Bellows Free Academy in St. Albans with 203; St. Monica's Elementary School in Barre with 155; and Highgate Elementary with 120 pupils.

Column 5, in Table 6 on page 175, reported in terms of the percent of pupil concentration. The 159 schools reported an average concentration of five percent of limited English-speaking children and a range from 0 to 78 percent of the total enrollment of a school. The median school reported two percent of its enrollment consisted of children with limited English-speaking ability. Norton, a two-room school, had 78 percent of its enrollment containing limited English-speaking pupils. Six schools had such pupils in a 40-59 percent range of concentration. Ninety-nine percent of the schools reported a 0-4 percent pupil concentration. Of these, 25 reported zero percent.

The pupil distribution in terms of a percent are shown in Table 9, below.

TABLE 9
DISTRIBUTION OF THE PERCENT OF LIMITED
ENGLISH-SPEAKING PUPILS IN SCHOOLS REPORTING ACTIVITY

Percent	No. of Schools		
50 and over	1		
45-59	3		
40-44	3		
35-39	1	*	
30-34	1		
25-29	2		
20-24	2		
15-19	5		
10-14	15		
5- 9	27		
0- 4	99*		
	<u>159</u>		
		Per-	No. of
		cent	Schools
		4	5
		3	8
		2	25
		1	36
		0	25
			<u>99</u>

Grade One Limited English-Speaking Pupils. One way to ascertain the needs of school children is to study their characteristics at entrance. Accordingly, the investigator asked respondents to provide total grade one enrollments and the number of these children who had limited English-speaking ability. This information and the percent of children with limited English-speaking ability are recorded in Table 10 on pages 181-184.

Column 1 of Table 10 is the Department of Education Master Reference File Code number identifying the specific school by the county in which it is located, the superintendency to which the school is assigned, the name of the school district administering the school, and the particular name of the school. Column 2 provides the name of the town in which a school is located. Column 3 is the respondent's report of total grade one enrollment in the school. Column 4 is the grade one enrollment of limited English-speaking children. Column 5 is the percent of limited English-speaking children enrolled in grade one for each school. The percents shown in this column were obtained by dividing the number of children with limited English-speaking ability enrolled in grade one by the total number of children enrolled in grade one at a school. The range, mean, median and mode for columns 3, 4, and 5 is given at the end of the table, as are the totals for columns 3 and 4.

TABLE 10
 GRADE ONE ENROLLMENT, LIMITED
 ENGLISH-SPEAKING PUPILS AND PERCENT OF ENROLLMENT

School Code Number (1)	School Town (2)			Grade One Enroll- ment (3)	LESP in Grade (4)	Percent Col 4 ÷ Col 3 (5)
5 19 144	1	Norton		4	3	75
10 31 209	1	Troy		6	3	50
6 21 95	1	Highgate		43	20	47
6 80 176	7	St Albans City		72	29	40
5 80 30	2	Brighton		17	6	35
10 31 105	1	Jay		3	1	33
6 20 18	2	Berkshire		13	4	31
10 31 97	1	Holland		13	4	31
10 31 114	1	Lowell		15	4	27
12 80 11	8	Barre City		73	18	25
6 20 18	1	Berkshire		8	2	25
10 80 139	3	Newport City		28	7	25
5 19 41	1	Canaan		17	4	24
10 31 231	1	Westfield		10	2	20
10 34 147	1	Orleans ID		23	4	17
6 21 78	80	Franklin		31	5	16
10 34 102	1	Irasburg		27	4	15
10 34 34	1	Brownington		14	2	14
4 80 37	18	Burlington		63	8	13
10 31 54	1	Conventry		16	2	13

TABLE 10--Continued

School Code Number (1)			School Town (2)	Grade One Enroll- ment (3)	LESP in Grade (4)	Percent Col 4 ÷ Col 3 (5)
12 44 11 5			Barre City	19	2	11
11 51 188 1			Sherburne	10	1	10
3 80 179 8			St. Albans	30	3	10
3 11 179 95			St Johnsbury	10	1	10
12 44 11 7			Barre City	23	2	9
3 8 203 1			Sutton	11	1	9
10 31 44 2			Charleston	13	1	8
1 1 138 80			New Haven	26	2	8
8 35 250 1			Wolcott	12	1	8
6 22 79 1			Georgia	41	3	7
1 36 241 1			Whiting	14	1	7
6 22 177 1			St Albans T.	51	3	6
12 44 11 4			Barre City	55	3	5
4 15 37 8			Burlington	75	4	5
6 20 128 1			Montgomery	20	1	5
6 20 165 1			Richford	43	2	5
10 31 209 2			Troy	37	2	5
12 44 11 2			Barre City	25	1	4
10 31 58 1			Derby	27	1	4
10 31 58 2			Derby	24	1	4
4 13 70 1			Essex Town	142	5	4

TABLE 10--Continued

School Code Number (1)	School Town (2)			Grade One Enroll- ment (3)	LESP in Grade (4)	Percent Col 4 ÷ Col 3 (5)
6 22 71 80	Fairfax			46	2	4
10 31 140 1	Newport T.			24	1	4
6 23 176 5	St Albans C.			25	1	4
8 26 198 1	Stowe			57	2	4
4 15 37 7	Burlington			32	1	3
8 25 100 2	Hyde Park			31	1	3
4 12 106 1	Jericho			63	2	3
10 31 139 2	Newport C.			34	1	3
13 80 27 60	St. Johnsbury			30	1	3
4 80 37 13	Burlington			41	1	2
6 20 68 1	Enosburg Falls ID			49	1	2
1 2 76 1	Ferrisburg			52	1	2
2 6 119 1	Manchester			61	1	2
1 3 123 1	Middlebury ID			97	2	2
4 16 191 2	S.Burlington			63	1	2
6 21 187 1	Sheldon			52	1	2
14 56 193 6	Springfield			50	1	2
3 11 179 1	St. Johnsbury			66	1	2
6 21 204 1	Swanton			64	1	2
6 80 204 60	Swanton			47	1	2

TABLE 10--Continued

School Code Number (1)	School Town (2)		Grade One Enrollment (3)	LESP in Grade (4)	Percent Col 4 ÷ Col 3 (5)
9 29 243 80	Williamstown		50	1	2
12 29 12 1	Barre Town		184	1	1
2 7 15 3	Bennington ID		112	1	1
4 15 37 9	Burlington		81	1	1
4 13 69 1	Essex Jct ID		75	1	1
3 35 92 2	Hardwick		72	1	1
4 16 191 3	S.Burlington		76	1	1
14 52 247 1	Windsor		<u>104</u>	<u>1</u>	<u>1</u>
	TOTALS		2920	205	
	Range		3-184	1-29	1-75
	Mean		42	3	7
	Median		34	1	5
	Mode		13,30,63	1	2

There were 4,731 children in grade one enrollment according to the 159 schools reporting activity in this study. However, only the 69 of these schools as shown in Table 10, reported children with limited English-speaking ability enrolled in grade one. Of the total 2,920 children enrolled in these 69 schools, 205 or 7.0 percent were reported to have limited English-speaking ability. These schools had grade one enrollments ranging from 3 to 184 pupils, with a mean of 42 pupils. There were three modes (13,30,63) of first grade enrollments. Moreover, the

schools reported grade one enrollments of children with limited English-speaking ability ranging from 1 to 29 children, with a mean enrollment of three children. The percent of enrollment of such ranged from 1 to 75, with a mean of 7 percent.

Table 11, following, shows the distribution of schools reporting by the size of grade one enrollments and the percent of children with limited English-speaking ability.

TABLE 11
DISTRIBUTION OF SCHOOLS REPORTING BY SIZE OF GRADE
ONE ENROLLMENT AND PERCENT OF LIMITED ENGLISH-SPEAKING PUPILS

First Grade Enroll- ments	Percent of Limited English-Speaking Children								No. of Schools
	1-9	10-19	20-29	30-39	40-49	50-59	60-69	70-79	
181-195	1								1
166-180									-
151-165									-
136-150	1								1
121-135	1								-
106-120	1								1
91-105	2								2
76- 90	2								2
61- 75	8	1	1		1				11
46- 60	10								10
31- 45	7	1							8
16- 30	9	5	1	1	1				17
1- 15	4	3	4	3		1		1	16
No. of Schools	45	10	6	4	2	1	-	1	69

As shown in the foregoing Table 11, 45 of the 69 schools reported the proportion of pupils with limited English-speaking ability as less than 10 percent of their first grade enrollment. Twenty-four of the schools reported such proportions to be 10 percent or greater. Generally speaking, there was an inverse relationship between the size of a school's first grade enrollment and the proportion of children with limited English-speaking ability. Three schools of eleven reporting in the 61-75 classification were exceptions.

Mother Tongues in the Schools of Vermont. An effort was made to ascertain what kind of mother tongues were spoken by Vermont school children. Respondents were asked to provide by grade level the names of the languages and the number of children using a non-English mother tongue. A mother tongue was defined as being the first language spoken by the child.

A table was designed to show grade levels K-12 and the different languages spoken as a non-English mother tongue. The column headings for the different languages were placed in the sequence in which they had appeared on the study instrument questionnaire. Originally, the sequence had been based on an informal survey by the investigator in which he asked fellow workers to rank, by order of highest frequency, the non-English languages used in Vermont.

Table 12, following, reports the non-English mother tongues spoken at the different grade levels by Vermont school children.

TABLE 12
 MOTHER TONGUE RESOURCES AMONG
 VERMONT SCHOOL CHILDREN FOR GRADES K-12

Grade	MOTHER TONGUES										Totals
	French	German	Italian	Lebanese	Polish	Spanish	Dutch	Greek	Other	Totals	
K	51	0	2	0	0	3	0	0	2	58	
1	184	11	6	0	1	5	1	0	4	212	
2	218	6	1	0	0	4	0	3	2	234	
3	220	10	4	0	0	10	1	1	3	249	
4	211	4	1	0	3	4	0	1	3	227	
5	215	2	0	1	0	5	0	0	4	227	
6	189	3	3	0	2	4	2	0	6	209	
7	272	2	2	0	0	6	0	0	3	285	
8	273	4	5	0	0	1	0	0	3	286	
9	302	6	13	0	5	20	1	1	1	349	
10	263	4	18	0	8	8	1	0	0	302	
11	256	9	19	1	3	7	1	0	1	297	
12	<u>210</u>	<u>8</u>	<u>20</u>	<u>0</u>	<u>5</u>	<u>17</u>	<u>2</u>	<u>0</u>	<u>3</u>	<u>265</u>	
TOTALS	2864	69	94	2	27	94	9	6	35	3200	

In Table 12, French appears as the most common non-English mother tongue among Vermont school children. Of a total of 3,200 children reported to have a non-English mother tongue, French was reported in 89.5 percent of the cases (2,864 pupils). Italian (94) and Spanish (94) were next in order of frequency, followed by German (69), Polish (27), Dutch (9), Greek (6), and Okinawian (5). Other mother tongues reported included Chinese, Czech, Danish, Finish, Hungarian, Japanese, Icelandic, Korean, Lebanese, Norwegian, Portugese, Russian, Swedish, and Turkish. In no case, however, did their reported frequency exceed three.

Excluding kindergartens, the range for the number of non-English mother tongue speakers among children in grades one through twelve was 209 in grade six to 302 in grade nine. The kindergarten level could be excluded because only approximately one-third of the potential children are enrolled in public kindergartens. Otherwise, this range would be 58 to 309.

The average number of children reported to have a non-English mother tongue for each grade level in Table 12 is 246. If only grades one through twelve are considered, this average increases to 264.

Pre-School Children. The study instrument requested information about the numbers of children who were at least three years of age, who had not entered school, and who came from homes where the dominant language was other than English. An analysis of the number of responses to this questionnaire item (11) did not seem sufficiently significant to require extensive analysis in this chapter. It was suspected the

schools did not have on record, or could not obtain, or did not wish to obtain the information required to answer this item meaningfully.

Bilingual Education Act Eligibility. One reason for this study was to assist in determining conditions for establishing eligibility priorities for the benefits contained in the Bilingual Education Act. To be eligible for benefits contained in the Bilingual Education Act, a local educational agency must enroll a sufficiently high concentration of children from low income families earning less than \$3,000 a year, who have limited English-speaking ability because they come from homes where the dominant language is other than English, and/or whose parents are receiving aid for dependent children. In setting the priority for making grants to local school districts, the numbers of children ages 3 - 18 will be taken into account. Table 13 was devised to assist in making eligibility determinations based upon the data received. (Table 13 does not incorporate information about pre-school children with limited English-speaking ability for reasons explained on the previous page). Table 13, following, was based upon the numbers of children enrolled in a school who meet the economic and language ability criteria established by the federal government. Column 7 establishes eligibility rank in terms of a number. Column 8 indicates the percent of eligible children in relation to a school's total enrollment.

TABLE 13

TITLE VII, ELEMENTARY AND SECONDARY EDUCATION ACT ELIGIBILITY
(BILINGUAL EDUCATION ACT)

(1) School Code Number	(2) School Town	(3) Total School Enroll.	(4) LESP Enrolled	(5) LESP from Families with annual income less than \$3000	(6) LESP receiving AFDC	(7) Eligibility Total Col 5 + Col 6	(8) Eligibility Percent Col 7 ÷ Col 3
10 31 139 90	Newport City	1345	553	302	85	387	29
10 34 13 90	Barton ID	472	91	58	3	61	13
12 80 11 8	Barre City	562	155	30	5	35	6
6 20 18 2	Berkshire	85	27	21	10	31	36
6 80 176 7	St. Albans City	442	203	27	3	30	7
6 90 176 60	St. Albans City	960	40	20	10	30	3
6 21 95 1	Highgate	297	120	20	8	28	9
6 20 68 50	Enosburg Falls ID	364	17	11	11	22	6
10 34 34 1	Brownington	126	22	20	0	20	16
10 31 140 1	Newport Town	213	33	15	5	20	9
6 22 177 1	St. Albans Town	439	19	12	6	18	4
6 20 7 30	Bakersfield	55	10	15	0	15	27
10 31 231 1	Westfield	69	31	15	0	15	22
6 21 78 80	Franklin	242	26	9	3	12	5

TABLE 13--Continued

(1) School Code Number	(2) School Town	(3) Total School Enroll	(4) LESP Enrolled	(5) LESP from Families with annual income less than \$3000	(6) LESP receiving AFDC	(7) Eligibility Total Col 5 + Col 6	(8) Eligibility Percent Col 7 ÷ Col 3
8 25 100 2	Hyde Park	244	22	11	0	11	5
10 31 97 1	Holland	79	20	10	0	10	13
3 11 179 7	St. Johnsbury	234	5	4	5	9	4
6 20 7 1	Bakersfield	55	4	8	0	8	15
3 35 92 2	Hardwick	306	11	7	0	7	2
6 23 176 2	St. Albans City	181	6	5	2	7	2
6 20 68 1	Enosburg Falls ID	263	8	6	0	6	2
10 31 114 1	Lowell	100	12	6	0	6	6
10 34 13 1	Barton ID	253	18	3	2	5	2
10 31 54 1	Coventry	105	14	5	0	5	5
10 31 139 2	Newport City	228	11	4	1	5	2
6 80 204 60	Swanton	365	12	3	2	5	1
2 90 119 60	Manchester	360	6	4	0	4	1
4 22 126 50	Milton ID	518	9	1	2	3	1
6 80 176 50	St. Albans	480	56	3	0	3	1
6 20 18 1	Berkshire	39	15	0	2	2	5
5 80 30 2	Brighton	115	46	0	2	2	2

TABLE 13--Continued

School Code Number (1)	School Town (2)	Total School Enroll. (3)	LESP Enrolled (4)	LESP from Families with annual income less than \$3000 (5)	LESP receiving AFDC (6)	Eligibility Total Col 5 + Col 6 (7)	Eligibility Percent Col 7 ÷ Col 3 (8)
5 19 41 1	Canaan	167	19	0	2	2	1
1 2 76 1	Ferrisburg	250	5	2	0	2	1
10 31 105 1	Jay	34	7	2	0	2	6
1 3 123 1	Middlebury ID	640	11	1	1	2	0
5 19 144 1	Norton	27	21	1	1	2	7
6 21 187 2	Sheldon	147	2	2	0	2	1
8 35 250 1	Wolcott	94	5	2	0	2	2
7 24 3 2	Alburg	87	6	1	0	1	1
5 31 30 2	Brighton	142	4	0	1	1	1
10 34 102 1	Irasburg	136	14	1	0	1	1
1 1 138 80	New Haven	188	11	1	0	1	1
10 80 139 61	Newport City	306	63	1	0	1	0
1 37 160 50	Proctor	250	5	1	0	1	0
13 47 169 1	Rockingham	447	7	1	0	1	0
13 47 169 50	Rockingham	746	1	1	0	1	0
11 80 237 1	West Rutland	132	1	1	0	1	0
	TOTALS	13389	1804	673	172	845	

As shown in Table 13, 47 of Vermont's schools reported characteristics which could make them eligible for the provisions of the Bilingual Education Act. These schools enrolled a total of 13,389 children, of whom 1,804 were limited English-speaking pupils. However, eligibility for the Bilingual Education Act depends upon the number of children with limited English-speaking ability from families with an annual income of less than \$3,000 and/or are receiving aid for dependent children. These 47 schools reported 845 eligible children, of whom 673 came from families with an annual income of less than \$3,000 and 172 are receiving aid for dependent children.

Using the data on concentration of numbers of children as reported in column 7 of Table 13, an eligibility priority can be established for Vermont schools that wish to participate in the benefits contained in the Bilingual Education Act. A given school's eligibility priority will also be affected by the results of pre-school children surveys about children who have limited English-speaking ability and are at least three years of age.

If the percent of concentration of such children is used in establishing eligibility priorities, column 8 of Table 13 would be used. To make such determinations, the highest percent reported would be assigned the highest priority. As with column 7, column 8 would also be affected by pre-school children survey results. As presented in Table 13, highest eligibility priorities on the basis of a percent would be assigned, in descending order, to schools in Berkshire, Newport City, Bakersfield, Westfield, Brownington, etc.

Replication of the Instrument. As the information in this study was being received and the initial results from the data tabulations began to arrive, school districts experienced increased activity by the federal government about the Bilingual Education Act. This activity included the possibility of federal funding of local bilingual projects. The investigator observed that 16 of the 47 schools in Table 13, pages 190-192, were clustered in the northeast section of Vermont, known locally as the "Northeast Kingdom." In this section of Vermont three supervisory unions are assigned to serve children in 28 public schools. Four parochial schools are also located in this area. The investigator determined that a replication of the study instrument by the schools in this location might have special value. Three superintendents of schools: Mr. Rolland Currier, Essex North Supervisory Union; Mr. Lynn Wells, Orleans-Essex Supervisory Union; and Mr. Paul Henry, Orleans Central Supervisory Union met with the investigator and agreed to duplicate the initial effort which had gone into answering the questionnaires. These superintendents agreed to replicate a trial of the questionnaire in the schools under their supervision and also to coordinate the same activity for the parochial schools in their localities. The result of their cooperation is found in Table 14 on pages 195-196.

The name of the town and school, along with school enrollment, the first and second trial results for LESP enrollments, LESP from families receiving an annual income less than \$3,000, LESP receiving aid for dependent children, and LESP eligibility for benefits in the Bilingual Education Act -- these are recorded in Table 14, following.

TABLE 14

COMPARISON OF FIRST AND SECOND TRIALS OF STUDY INSTRUMENT IN THREE SUPERVISORY UNIONS

School Town (1)	School Name (2)	School Enroll. (3)	LESP Enroll. (4)	LESP From Families Receiving Annual Income Less Than \$3000 (5)	LESP Receiving AFDC (6)	Bilingual Ed. Act Eligibility Col. 5 + Col. 6 (7)
		Trial	Trial	Trial	Trial	Trial
Supt. Currier - Essex North						
Canaan	Elementary	167	1 2	1 2	1 2	1 2
Canaan	High School	113	19 2	0 0	2 2	2 2
Norton	Village	27	2 21	0 1	0 1	0 2
	Sub. Tot.	307	42 42	1 1	1 3	2 4
Supt. Wells - Orleans-Essex						
Coventry	Elementary	105	14 21	4 8	0 0	4 8
Brighton	Elementary	142	4 9	0 4	1 1	1 5
Charleston	W. Village	116	2 24	0 14	0 0	0 14
Derby	Center & Vestry	191	7 36	0 14	0 2	0 16
Derby	Derby L. Primary	122	14 25	0 8	0 1	0 9
Derby	MacDonald	135	22 28	0 10	0 1	0 11
Holland	Central	79	20 24	10 14	0 0	10 14
Jay	Village & Gr. Village	34	7 7	2 3	0 0	2 3
Lowell	Village	100	12 30	0 12	0 0	0 12
Morgan	E. T. Hatton	34	0 0	0 0	0 0	0 0
Newport City	Hillside	373	5 64	0 11	0 16	0 27
Newport City	Lakeview	228	11 52	4 10	1 15	5 25
Newport City	N.C.U.H.S.D.	1145	553 553	302 302	85 85	387 387
Newport City	N.E. Spec.	48	0 14	0 13	0 6	0 19
Newport Town	Center	213	33 73	0 23	0 5	0 28
Troy	Village	47	22 23	0 4	0 2	0 6
Troy	N. Troy Gr.	230	20 83	0 37	0 12	0 49
Westfield	Graded	69	31 42	0 15	0 0	0 15
Brighton	St. Mary's	115	46 52	0 34	2 2	2 36
Newport City	Sacred Heart	297	63 63	0 1	0 0	1 1

TABLE 14--Continued

School Town (1)	School Name (2)	School Enroll (3)	LESP Enroll. (4)	LESP From Families Receiving Annual Income Less Than \$3000 (5)	LESP Receiving AFDC (6)	Bilingual Ed. Act Eligibility Col. 5 + Col. 6 (7)
		Trial	Trial	Trial	Trial	Trial
Supt. Wells - Continued		1	2	2	2	2
Newport City	Sacred Heart H.S.	306	23	1	0	1
	Sub. Tot.	4069	909	320	89	409
Supt. Henry - Orleans Central						
Albany	Hilltop	104	6	0	0	0
Barton ID	Graded	253	18	0	0	0
Barton ID	Lake Region	472	91	58	3	61
Brownington	Central	123	22	20	0	20
Glover	Village	128	0	0	0	0
Irasburg	Village	136	14	1	0	10
Orleans ID	Graded	203	24	0	0	1
Barton ID	St. Paul's	139	0	0	0	0
	Sub. Tot.	1558	175	79	3	82
TOTALS		5934	1126	400	95	495
Increase Second Trial Over First			502	763	187	950
Percent of Increase			44.5	363	92	455
				90.8	96.8	91.2

The results of the replication of the study instrument shown in Table 14 showed there were differences between the first and second trial by respondents from schools in two of the three supervisory unions taking part in the second trial. The second trial reported 502 more limited English-speaking pupils than did the first trial. Of this number, 363 pupils were from families with an annual income less than \$3,000; 92 pupils were identified as recipients of aid for dependent children. In other words, an additional 455 pupils (91.2 percent) were found among the 32 schools which may be eligible for benefits contained in the provisions of the Bilingual Education Act. There were no changes reported in the number of schools or in the school enrollments for the first and second trials.

In terms of a proportion there was reported: a 44.5 percent increase in the LESP's enrolled; a 90.8 percent increase in the number of LESP's who came from families that have an annual income less than \$3,000; and a 96.8 percent increase in the number of LESP's who receive aid for dependent children. Further analysis of the summary of results of the first and second trials of the application of the study instrument by three supervisory unions is contained in Table 15 on page 210. This analysis compares the first and second trial results in terms of the reported school enrollment, limited English-speaking enrollment, limited English-speaking pupils from families with an annual income of less than \$3,000, and limited English-speaking pupils receiving aid for dependent children.

TABLE 15

FURTHER ANALYSIS OF THE RESULTS OF THE FIRST AND SECOND TRIAL OF THE STUDY INSTRUMENT

Trial (1)	School Enroll. (2)	LESP Enroll. (3)	LESP From Families With Annual Income Less Than \$3000 (4)	LESP Receiving AFDC (5)	Eligibility Col. 4 + Col. 5 (6)
First	5934	1126	400	95	495
% of School Enroll.	-----	19.0	6.7	1.6	8.3
% of LESP Enroll.	-----	-----	35.5	8.4	43.9
Second	5934	1628	763	187	950
% of School Enroll.	-----	27.3	12.8	3.2	16.0
% of LESP Enroll.	-----	-----	46.9	11.5	58.4
Difference	-----	502	363	92	455
% of School Enroll.	-----	8.3	6.1	1.6	7.7
% of LESP Enroll.	-----	-----	11.4	3.1	14.5

Table 15, above, showed increases reported in all categories for the second trial of the study instrument by participating schools. In the first trial 19.0 percent of the school enrollment was limited English-speaking and 8.3 percent of the school enrollment were eligible for benefits in the Bilingual Education Act. Moreover, 35.5 percent of the LESP's enrolled came from homes where the annual family income was less than \$3,000, and another 8.4 percent of the LESP's enrolled were receiving AFDC. Forty-three point nine (43.9) percent of the LESP's enrolled were identified as eligible for benefits in the Bilingual Education Act by the first trial.

The second trial results showed 27.3 percent of the school enrollment were LESP's; and 16.0 percent of the schools enrollment were eligible for benefits in the Bilingual Education Act. Forty-six point nine (46.9) percent of the LESP's enrolled came from families with an annual income less than \$3,000. Another 11.5 percent of the LESP's were receiving AFDC. This indicated a total of 58.4 percent of the LESP's as eligible for Bilingual Education Act benefits by the second trial.

The differences found between the first and second trial would seem to justify the investigator's original judgment that replication of the instrument might be of value. In some schools this replication provided reports of increases in terms of: (1) the number of students, (2) the percent of a school's enrollment, and (3) the percent of LESP's who are eligible for benefits in the Bilingual Education Act even though the number of schools and the number of pupils enrolled in the schools did not change.

Table 16, below, compares the size of the enrollment in the schools taking part in the second trial and seeks to assess gains or losses revealed in the data.

TABLE 16

COMPARISON OF THE SIZE OF SCHOOL ENROLLMENT AND REPORTS OF GAIN OR NO GAIN FOR SECOND TRIAL OF STUDY INSTRUMENT

School Enrollment Size (1)	No. of Schools (2)	LESP Enrollment (3)		LESP from Families With Annual Income Less Than \$3000 (4)		LESP Receiving AFDC (5)	
		No Gain	Gain	No Gain	Gain	No Gain	Gain
1000 & over	1	-	1	-	1	-	1
900- 999	-	-	-	-	-	-	-
800- 899	-	-	-	-	-	-	-
700- 799	-	-	-	-	-	-	-
600- 699	-	-	-	-	-	-	-
500- 599	-	-	-	-	-	-	-
400- 499	1	1	-	1	-	-	1
300- 399	2	1	1	1	1	1	1
200- 299	6	5	1	5	1	5	1
100- 199	15	12	3	12	3	7	8
0- 99	7	4	3	5	2	2	5
Sub-total		23	9	24	8	15	17
TOTALS	32	32		32		32	

Table 16, above, shows that there were 32 schools participating in the second trial of the study instrument. One of these schools had 1,145 students enrolled. The other 31 schools had fewer than 500 students enrolled. Of the latter, 15 of the schools enrolled 100-199 students. Twenty-three of all the schools reported gains in LESP enrollment and 9 showed none. Twenty-four schools reported gains in LESP's from families with an annual income less than \$3,000 and eight

schools reported no gain. Fifteen schools reported gain or gains in LESP's receiving aid for dependent children and seventeen schools reported no gain. Reports of gains were made by schools in all enrollment categories except for the single school in the 1000 and over enrollment category. Gain reports were generally consistent for LESP enrollment and LESP from families with an annual income less than \$3,000. Three out of four schools reported such gains. Such was not the case for LESP receiving AFDC. Here approximately one out of two schools reported gains in their second trial on the instrument. This might indicate that either the original trial report was more correctly stated than were the other categories, or that the information requested was not available, or required effort which the respondents could not, or did not, expend.

Summary. The study instrument was received in November, 1968 by 505 schools in Vermont. During a period of five weeks, 434 of the schools solicited answered it, providing an 85.94 percent return for the study. One hundred fifty-nine of the schools (36.66 percent of those responding) reported activity with which this study was concerned. All of the fourteen counties in Vermont were represented in the sample. All but one of the fifty-four public and parochial school superintendencies were included in the study results.

One hundred fifty-nine of the schools in Vermont reporting activity had school enrollments which totaled 51,156. Of this 2,581, or 5.0 percent, were children with limited English-speaking ability because they came from homes where the dominant language was other

than English. The percent of such children in the schools reporting in this study ranged from 0 to 78 percent. Generally speaking, there was an inverse relation between the size of the enrollment of a school and the proportion of pupils with limited English-speaking ability.

Sixty-nine schools reported grade one enrollments and activity. The computed data showed that the proportion of enrollment for LESP's in grade one ranged from 1 to 75 percent of the total grade one enrollment. Except for three of the sixty-nine schools, there was an inverse relationship between the size of a school's grade one enrollment and the proportion of limited English-speaking children in grade one. There were twenty-two kinds of non-English mother tongues reported spoken among school children in Vermont. The most prevalent of these was French, which accounted for 89.5 percent of the children who use a non-English mother tongue. While the respondents' reports provided approximately the same number for grade one limited English-speaking children (205 in Table 11, p.185) and grade one non-English mother tongue speakers (212 in Table 12, p.187), the total number of children with limited English-speaking ability (2,581 in Table 6, p.168) was different from the total number of non-English mother tongue speakers (3,200 in Table 12, p.187).

Among the criteria for establishing eligibility for participation in the benefits of the Bilingual Education Act was the ability to show a high concentration of children, ages 3 to 18, with limited

English-speaking ability who (1) came from families with annual income less than \$3,000 a year, and (2) are receiving aid for dependent children. Forty-seven of Vermont's schools reported enrolling children who could be considered eligible for Title VII, ESEA benefits. However, schools did not provide similar information about pre-school children who were at least three years of age.

While the study was in progress, increased activity by the federal government in matters concerning bilingual education prompted a replication of the study instrument. Thirty-two schools made a second effort and provided a second trial of the study instrument which produced in some schools increases in the categories required for establishing a school's eligibility for participation in the Bilingual Education Act.

CHAPTER VI

CONCLUSIONS, RECOMMENDATIONS AND PROPOSALS FOR FUTURE RESEARCH

The conclusions, recommendations and proposals for future research in this study are based upon reports from an 85.94 percent sample of 505 schools in Vermont. Reports from 434 schools included in this study were analysed. These findings concerning the four variables mentioned in the problem statement (p.32) and supported by the investigator's review of related literature, form the basis of this chapter.

A. CONCLUSIONS

Magnitude of Problem. There were 159 schools that reported one or more children with limited English-speaking ability enrolled. Of these schools, 33 had at least 10 percent of enrollment consisting of children with limited English-speaking ability. According to the criteria offered by Working Committee II (p.132-133) and that of Saint-Pierre (p.97), there is a high enough concentration of such students in these 33 schools to warrant the application of an educational program different from programs of schools in which students speak only English. In the same 159 schools, 2,581 children (or 5 percent of enrollment) were children with limited English-speaking ability. This percentage is one-half that reported by the 1960 census data (p.17) for the proportion of the Vermont population preferring to use a non-English language.

There are at least 22 non-English languages spoken as a mother tongue among children enrolled in the State's schools in grades one through twelve. The most common of these languages is French. Italian, Spanish, German, and Polish are among the other mother tongue languages most frequently reported as being spoken by children in the schools.

LESP Concentration. Schools with the highest concentration of children with limited English-speaking ability were found in the smaller schools and in rural areas. There was an inverse relationship between the size of the school enrollment and the proportion of children with limited English-speaking ability. The schools with a high concentration of children with limited English-speaking ability (10 percent or greater) were located along Vermont's northern border, one of the most sparsely settled areas of the State. This tended to confirm Fishman's finding (p.61) that French language concentration was not encountered in the most urbanized areas.

Chart 2, on page 206, identifies school districts with high, medium and low concentrations of children with limited English-speaking ability. Based upon the criteria of Saint-Pierre and the Report of Working Committee II, the need for bilingual education may be usefully designated as follows: high priority, schools with 10 percent or above concentration of limited English-speaking pupils; medium priority, 5 to 9 percent; and low priority, 0 to 4 percent.

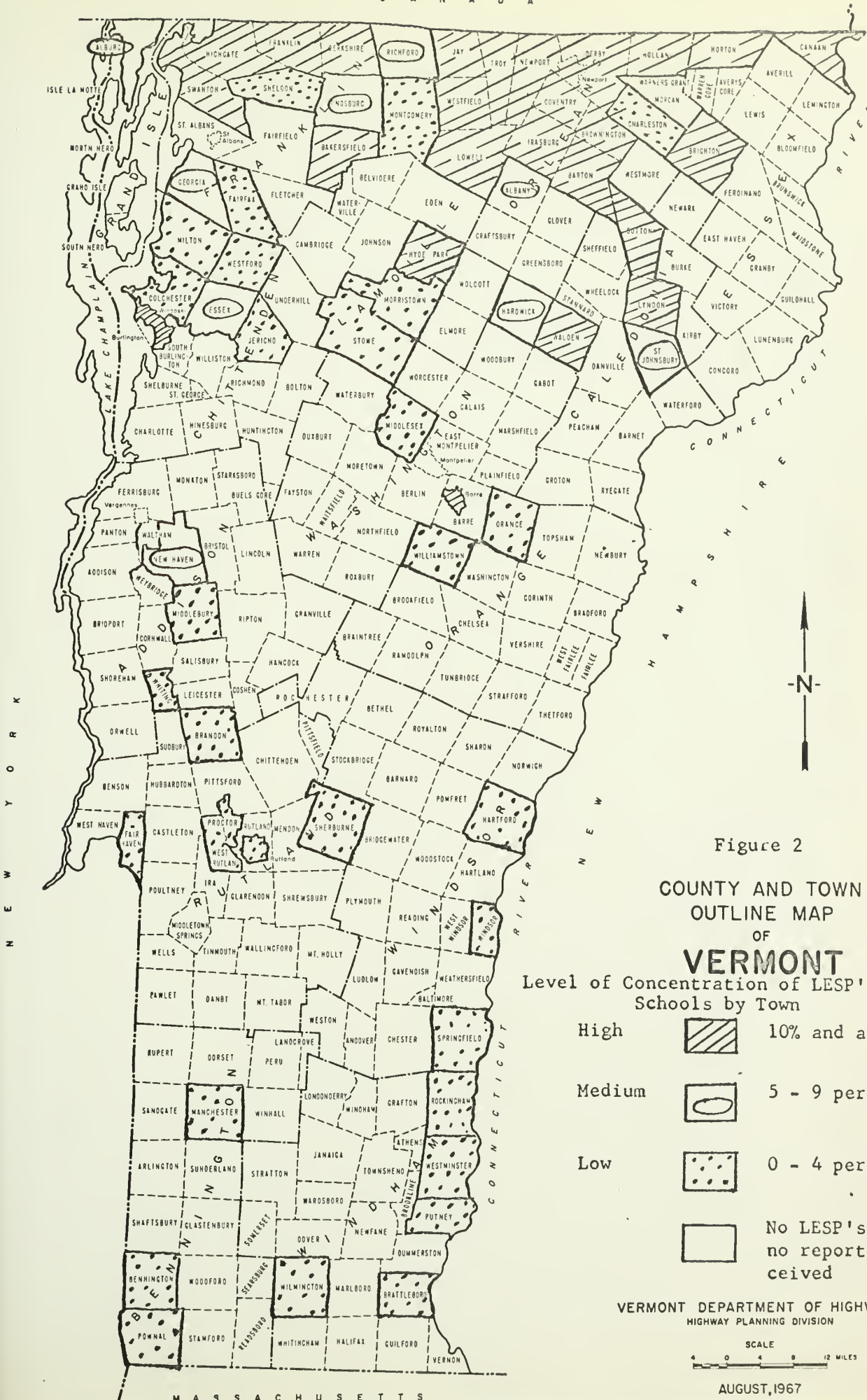






Figure 2

COUNTY AND TOWN
 OUTLINE MAP
 OF
VERMONT

Level of Concentration of LESP's in
Schools by Town

- High  10% and above
- Medium  5 - 9 percent
- Low  0 - 4 percent
-  No LESP's or no reports received

VERMONT DEPARTMENT OF HIGHWAYS
HIGHWAY PLANNING DIVISION



AUGUST, 1967

Language and Poverty. The numerous references in the investigator's review of the literature about the existence of a relationship between language and poverty were given additional substantiation by the data contained in this study. Table 13, (pp. 190-192) of this study showed schools that enrolled 673 children with limited English-speaking ability from families with an annual income of less than \$3,000 and another 172 children were from families receiving aid for dependent children under Title IV of the Social Security Act. Combined, this totaled 845 children within a school population of 13,389. Further, these 845 children, for whom financial need was established, were 46.8 percent of the 1,804 children reported to have limited English-speaking ability. Deleting from consideration the 172 children who receive AFDC, 41.2 percent of the children with limited English-speaking ability in this study are in financial need. Either the 46.8 percent or the 41.2 percent which was determined established a poverty level for children with limited English-speaking ability twice that which is accepted as the national average.

Reporting of Data. Data in this study, however conscientiously recorded to report a Vermont situation, enjoin the same caution required by sound statistical procedures in any attempted general projection. Hence, the investigator has made no attempt (as through a χ^2 construction) to formulate in terms of national probability.

While reports for the total number of grade one non-English mother tongue speakers and the total of grade one limited English-speaking pupils were very close, the total number of non-English

mother tongue speakers was appreciably greater than the total number of children with limited English-speaking ability. The reason for this discrepancy may be due to the loss of the non-English mother tongues by older pupils, to the reporting procedures on the part of the respondents, or a combination of both.

While the study was in progress, added activity by the federal government in the field of bilingual education occurred. More information on the topic of the problem, more common use of the terms used in the study, and federal financial incentives appeared. As a result of the application of the instrument by 32 schools, some schools reported increases in the number of children: (1) with limited English-speaking ability, (2) with the number from families with an annual income of less than \$3,000, and (3) with the number receiving aid for dependent children. In some schools reporting increases rose above 90 percent in the last two categories. However, information about preschool children who were at least 3 years of age was not obtained, even by the second trial.

All the criteria used by the federal government in determining eligibility for participation in the Bilingual Education Act are not readily or easily available to the schools. The Act requires that the number of limited English-speaking children in the age group 3-18 be determined as well as the financial status of these children. But schools in this study, even after a second trial, were still unable to establish meaningful claims in regard to the required criteria about

the child who had reached three years of age yet had not entered school. Unless waived, or unless resources are made available to school districts, this requirement will limit the number of eligible schools for participation in the Bilingual Education Act.

Some of the implication of the differences found to be a replication of the instrument may have been due to the respondent's unclear interpretation of new and unfamiliar items in the study instrument, as well as to the lack of necessary information at the local source. For example, one respondent returned a blank questionnaire with the comment:

I am not aware of any students that would fit into these categories. We do have bilingual students, but they have little, if any, language difficulties.

Another respondent wrote in regard to the item requesting information about non-English mother tongues:

For question IX we counted only those children who use French in most of their conversations outside of the classroom.

A third respondent's interpretation of the questionnaire brought to the investigator's attention was:

We have excluded...those children who have parents who speak to them all or most of the time in French, but who, when responding to their parents, speak English and do not wish to answer in French.

Other typical comments from teachers included: "These are estimates"; "No way of knowing"; "I don't know how much assistance this type of an answer will be to you." Most confirmed evidence that the respondents were attempting, sincerely, to provide requested data which was not available.

Most of the schools were genuinely interested in the problem of bilingualism. Cooperation in the study by most respondents was exemplary. There were, however, a few instances where there was an obvious lack of interest, both in the problem and the study, e.g.: "I don't have this information and I have other things to do with my time."; and "I would like to know how you expect an Industrial Arts teacher to have information like that requested." The failure of all fourteen schools in a one union superintendency to participate in the study (even after extensive follow-up procedures) was a singular instance of lack of cooperation. Nevertheless, the seventy-one school people who neglected to respond were in the minority.

Summary. This study has provided evidence to show that there is a need for educational programs in the State of Vermont for children who have limited English-speaking ability. Also, it identified certain schools in the State of Vermont which may be eligible for the benefits contained in the provisions of the Bilingual Education Act.

B. RECOMMENDATIONS

Basis for Recommendations. The recommendations of this study have been subdivided into categories which have implications for agencies or persons at the federal, state, and local level of education who are concerned with bilingual education.

Federal Level. Recommendations for federal agencies concerned with bilingual education are as follows:

(1) that the federal government set clear criteria upon which eligibility for federal funds will be based, providing a means whereby the resources will be made available to local school districts which can demonstrate a need -- particularly, smaller rural school districts. Lacking the above demonstration, the federal government should desist from establishing criteria difficult to fulfill.

(2) that the level of Congressional authorization for funding and actual funding be the same in order to meet more closely the intentions of the policy statement of the Bilingual Education Act.

(3) that the Census Bureau be responsible for collecting the kind of language data which the Bilingual Education Act requires.

State Level. Recommendations for persons and agencies concerned with bilingual education at the State Level are as follows:

(1) that the Vermont State Department of Education assign a "Task Team" to initiate a coordinated statewide effort to assist in providing model educational demonstration programs for children of limited English-speaking ability in all schools where the problem exists.

(2) that in making its recommendations on the applications of local school districts which apply for federal funds under the provisions of the Bilingual Education Act, the Vermont State Department of Education assign highest priority to schools which report 10 percent or more of their enrollment with limited English-speaking ability; medium priority to schools which report 5 to 9 percent; and lowest priority to schools which report 0 to 4 percent.

(3) that the membership of the Vermont Council of Higher Education consider the need for developing teachers who can meet the individual educational requirements of children who come from families where the dominant language is other than English, through pre-service and in-service teacher professional development programs and provide qualified interpreters of the related research to local school districts.

(4) that the teachers of modern foreign languages in Vermont consider using the five Action Centers which are now either formed, or being formed, as a vehicle for organizing local, state and national resources to initiate, or improve, educational programs for the child with limited English-speaking ability.

Local Level. Recommendations of this study for persons and agencies at the local level concerned with this problem are:

(1) that Vermont superintendents of schools initiate educational programs that will better serve the child with limited English-speaking ability where such programs do not now exist, either in their own school districts, or jointly with other school districts.

(2) that educational leaders in schools identified as having a high concentration of children with limited English-speaking ability which may qualify, make application for participation in the benefits contained in the Bilingual Education Act.

(3) that local school directors seek to actively involve community-wide participation and support for educational programs which will best serve the child with limited English-speaking ability.

C. PROPOSALS FOR FURTHER RESEARCH

Proposals for Further Research. Specific proposals for research deriving from this study are presented for the consideration of those at the state and local level within Vermont as well as general proposal for others who are concerned with the problems associated with bilingualism.

State Level. Proposals for further research by those at the state level are as follows:

(1) that the Vermont State Department of Education participate in a study to ascertain whether the educational attainment of school children with limited English-speaking ability in Vermont differs from the educational attainment of the English-speaking pupil population.

(2) that the Vermont State Department of Education review the school lunch programs in the areas where there is a high concentration of LESP's. (As reported on page 21 of this text, complaints have been received that some poor children were not receiving school lunches).

(3) that operating state agencies within the Vermont state government institute coordinated studies to determine what effect there is (if any) upon persons who have a non-English mother tongue, in terms of: their employment, or under-employment; economic development of particular areas within the State; and manpower factors, including manpower training and development.

(4) that the membership of the Vermont Council of Higher Education study the means and methods of developing teachers who will best

serve the child who comes from a family where the dominant language is other than English - through pre-service and in-service teacher professional development programs.

Local Level. A proposal for further local level research is:

(1) that superintendents of schools make a second trial of the study instrument in their schools to see if under-reporting misrepresents the number of children with limited English-speaking ability who could benefit from educational programs designed to meet their needs.

General. A general proposal for those concerned with this problem is:

(1) that research be continued on the problem which this study has begun to explore.

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APPENDIXES

APPENDIX A

Bilingual Education Law

TITLE VII—BILINGUAL EDUCATION PROGRAMS

FINDINGS OF CONGRESS

SEC. 701. The Congress hereby finds that one of the most acute educational problems in the United States is that which involves millions of children of limited English-speaking ability because they come from environments where the dominant language is other than English; that additional efforts should be made to supplement present attempts to find adequate and constructive solutions to this unique and perplexing educational situation; and that the urgent need is for comprehensive and cooperative action now on the local, State, and Federal levels to develop forward-looking approaches to meet the serious learning difficulties faced by this substantial segment of the Nation's school-age population.

AMENDMENT TO ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965

79 Stat. 55;
80 Stat. 1204.
20 USC 881-886.

SEC. 702. The Elementary and Secondary Education Act of 1965 is amended by redesignating title VII as title VIII, by redesignating sections 701 through 707 and references thereto as sections 801 through 807, respectively, and by inserting after title VI the following new title:

"TITLE VII—BILINGUAL EDUCATION PROGRAMS

"SHORT TITLE

"SEC. 701. This title may be cited as the 'Bilingual Education Act'.

"DECLARATION OF POLICY

"SEC. 702. In recognition of the special educational needs of the large numbers of children of limited English-speaking ability in the United States, Congress hereby declares it to be the policy of the United States to provide financial assistance to local educational agencies to develop and carry out new and imaginative elementary and secondary school programs designed to meet these special educational needs. For the purposes of this title, 'children of limited English-speaking ability' means children who come from environments where the dominant language is other than English.

"AUTHORIZATION AND DISTRIBUTION OF FUNDS

"SEC. 703. (a) For the purposes of making grants under this title, there is authorized to be appropriated the sum of \$15,000,000 for the fiscal year ending June 30, 1968, \$30,000,000 for the fiscal year ending June 30, 1969, and \$40,000,000 for the fiscal year ending June 30, 1970.

"(b) In determining distribution of funds under this title, the Commissioner shall give highest priority to States and areas within States having the greatest need for programs pursuant to this title. Such priorities shall take into consideration the number of children of limited English-speaking ability between the ages of three and eighteen in each State.

"(2) set forth a program for carrying out the purpose set forth in section 704 and provide for such methods of administration as are necessary for the proper and efficient operation of the program;

81 STAT. 817

81 STAT. 818

"(3) set forth a program of such size, scope, and design as will make a substantial step toward achieving the purpose of this title;

"(4) set forth policies and procedures which assure that Federal funds made available under this title for any fiscal year will be so used as to supplement and, to the extent practicable, increase the level of funds (including funds made available under title I of this Act) that would, in the absence of such Federal funds, be made available by the applicant for the purposes described in section 704, and in no case supplant such funds;

79 Stat. 27;

80 Stat. 1198.

20 USC 241a note.

"(5) provide for such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the applicant under this title;

"(6) provide for making an annual report and such other reports, in such form and containing such information, as the Commissioner may reasonably require to carry out his functions under this title and to determine the extent to which funds provided under this title have been effective in improving the educational opportunities of persons in the area served, and for keeping such records and for affording such access thereto as the Commissioner may find necessary to assure the correctness and verification of such reports;

"(7) provide assurance that provision has been made for the participation in the project of those children of limited English-speaking ability who are not enrolled on a full-time basis; and

"(8) provide that the applicant will utilize in programs assisted pursuant to this title the assistance of persons with expertise in the educational problems of children of limited English-speaking ability and make optimum use in such programs of the cultural and educational resources of the area to be served; and for the purposes of this paragraph, the term 'cultural and educational resources' includes State educational agencies, institutions of higher education, nonprofit private schools, public and nonprofit private agencies such as libraries, museums, musical and artistic organizations, educational radio and television, and other cultural and educational resources.

"(b) Applications for grants under title may be approved by the Commissioner only if—

"(1) the application meets the requirements set forth in subsection (a);

"(2) the program set forth in the application is consistent with criteria established by the Commissioner (where feasible, in cooperation with the State educational agency) for the purpose of achieving an equitable distribution of assistance under this title within each State, which criteria shall be developed by him on the basis of a consideration of (A) the geographic distribution of children of limited English-speaking ability, (B) the relative need of persons in different geographic areas within the State for the kinds of services and activities described in paragraph (c) of section 704, and (C) the relative ability of particular local educational agencies within the State to provide those services and activities;

"(3) the Commissioner determines (A) that the program will utilize the best available talents and resources and will substan-

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81 STAT. 817

"USES OF FEDERAL FUNDS

"Sec. 704. Grants under this title may be used, in accordance with applications approved under section 705, for—

"(a) planning for and taking other steps leading to the development of programs designed to meet the special educational needs of children of limited English-speaking ability in schools having a high concentration of such children from families (A) with incomes below \$3,000 per year, or (B) receiving payments under a program of aid to families with dependent children under a State plan approved under title IV of the Social Security Act, including research projects, pilot projects designed to test the effectiveness of plans so developed, and the development and dissemination of special instructional materials for use in bilingual education programs; and

42 USC 401-428.

"(b) providing preservice training designed to prepare persons to participate in bilingual education programs as teachers, teacher-aides, or other ancillary education personnel such as counselors, and inservice training and development programs designed to enable such persons to continue to improve their qualifications while participating in such programs; and

"(c) the establishment, maintenance, and operation of programs, including acquisition of necessary teaching materials and equipment, designed to meet the special educational needs of children of limited English-speaking ability in schools having a high concentration of such children from families (A) with incomes below \$3,000 per year, or (B) receiving payments under a program of aid to families with dependent children under a State plan approved under title IV of the Social Security Act, through activities such as—

- "(1) bilingual education programs;
- "(2) programs designed to impart to students a knowledge of the history and culture associated with their languages;
- "(3) efforts to establish closer cooperation between the school and the home;
- "(4) early childhood educational programs related to the purposes of this title and designed to improve the potential for profitable learning activities by children;
- "(5) adult education programs related to the purposes of this title, particularly for parents of children participating in bilingual programs;
- "(6) programs designed for dropouts or potential dropouts having need of bilingual programs;
- "(7) programs conducted by accredited trade, vocational, or technical schools; and
- "(8) other activities which meet the purposes of this title.

"APPLICATIONS FOR GRANTS AND CONDITIONS FOR APPROVAL

"Sec. 705. (a) A grant under this title may be made to a local educational agency or agencies, or to an institution of higher education applying jointly with a local educational agency, upon application to the Commissioner at such time or times, in such manner and containing or accompanied by such information as the Commissioner deems necessary. Such application shall—

- "(1) provide that the activities and services for which assistance under this title is sought will be administered by or under the supervision of the applicant;

January 2, 1968

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tially increase the educational opportunities for children of limited English-speaking ability in the area to be served by the applicant, and (B) that, to the extent consistent with the number of children enrolled in nonprofit private schools in the area to be served whose educational needs are of the type which this program is intended to meet, provision has been made for participation of such children; and

81 STAT. 818
81 STAT. 819

"(4) the State educational agency has been notified of the application and been given the opportunity to offer recommendations.
"(c) Amendments of applications shall, except as the Commissioner may otherwise provide by or pursuant to regulations, be subject to approval in the same manner as original applications.

"PAYMENTS

"SEC. 706. (a) The Commissioner shall pay to each applicant which has an application approved under this title an amount equal to the total sums expended by the applicant under the application for the purposes set forth therein.

"(b) Payments under this title may be made in installments and in advance or by way of reimbursement, with necessary adjustments on account of overpayments or underpayments.

"ADVISORY COMMITTEE

"SEC. 707. (a) The Commissioner shall establish in the Office of Education an Advisory Committee on the Education of Bilingual Children, consisting of nine members appointed, without regard to the civil service laws, by the Commissioner with the approval of the Secretary. The Commissioner shall appoint one such member as Chairman. At least four of the members of the Advisory Committee shall be educators experienced in dealing with the educational problems of children whose native tongue is a language other than English.

"(b) The Advisory Committee shall advise the Commissioner in the preparation of general regulations and with respect to policy matters arising in the administration of this title, including the development of criteria for approval of applications thereunder. The Commissioner may appoint such special advisory and technical experts and consultants as may be useful and necessary in carrying out the functions of the Advisory Committee.

"(c) Members of the Advisory Committee shall, while serving on the business of the Advisory Committee, be entitled to receive compensation at rates fixed by the Secretary, but not exceeding \$100 per day, including traveltime; and while so serving away from their homes or regular places of business, they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5703 of title 5 of the United States Code for persons in the Government service employed intermittently.

Members.
Compensation;
travel expenses.
penses.

80 Stat. 46

"LABOR STANDARDS

"SEC. 708. All laborers and mechanics employed by contractors or subcontractors on all minor remodeling projects assisted under this title shall be paid wages at rates not less than those prevailing on similar minor remodeling in the locality as determined by the Secretary of Labor in accordance with the Davis-Bacon Act, as amended (40 U.S.C. 276a-276a-5). The Secretary of Labor shall have, with respect to the labor standards specified in this section, the authority

49 Stat. 1011;
78 Stat. 238.

Pub. Law 90-247

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January 2, 1968

64 Stat. 1267. and functions set forth in Reorganization Plan Numbered 14 of 1950
and section 2 of the Act of June 13, 1934, as amended (40 U.S.C.
63 Stat. 108. 276c)."

CONFORMING AMENDMENTS

Ante, p. 816. SEC. 703. (a) That part of section 801 (as so redesignated by section 702 of this Act) of the Elementary and Secondary Education Act of 1965 which precedes clause (a) is amended by striking out "and VI" and inserting in lieu thereof "VI, and VII".
81 STAT. 819
81 STAT. 820 (b) Clause (j) of such section 801 as amended by this Act is further amended by striking out "and VI" and inserting in lieu thereof "VI, and VII".

AMENDMENTS TO TITLE V OF THE HIGHER EDUCATION ACT OF 1965

79 Stat. 1258. SEC. 704. (a) The third sentence of section 521 of the Education Pro-
20 USC 1111. fessions Development Act (title V of the Higher Education Act of
Ante, p. 93. 1965) is amended (1) effective for the fiscal year ending June 30, 1968 only, by inserting after "a career of teaching in elementary or secondary schools" a new phrase as follows: "a career of teaching children of limited English-speaking ability"; and (2) effective with respect to subsequent fiscal years, by inserting "and including teaching children of limited English-speaking ability" after "including teaching in pre-school and adult and vocational education programs".

20 USC 1112. (b) Effective for the fiscal year ending June 30, 1968, only, section 522(a) of such Act is amended by striking out "ten thousand fellowships for the fiscal year ending June 30, 1968" and inserting in lieu thereof "eleven thousand fellowships for the fiscal year ending June 30, 1968".

20 USC 1118. (c) (1) Section 528 of such Act is amended, effective with respect to fiscal years ending after June 30, 1967, by striking out "\$275,000,000" and inserting in lieu thereof "\$285,000,000"; striking out "\$195,000,000" and inserting in lieu thereof "\$205,000,000"; striking out "\$240,000,000" and inserting in lieu thereof "\$250,000,000"; and striking out "July 1, 1968" and inserting in lieu thereof "July 1, 1970".

Ante, p. 94. (2) The amendments made by this subsection shall, notwithstanding section 9(a) of Public Law 90-35, be effective with regard to fiscal years beginning after June 30, 1967.

Ante, p. 92. (d) Section 531(b) of such Act is amended by redesignating clauses (8) and (9) thereof as clauses (9) and (10), respectively, and by inserting immediately after clause (7) the following new clause:
"(8) programs or projects to train or retrain persons engaging in special educational programs for children of limited English-speaking ability;"

AMENDMENTS TO TITLE XI OF THE NATIONAL DEFENSE EDUCATION ACT OF 1958

78 Stat. 1107; SEC. 705. (a) Section 1101 of the National Defense Education Act
79 Stat. 1254. of 1958 is amended by striking out "and for each of the two succeeding
20 USC 591. fiscal years" and inserting in lieu thereof "and for the succeeding fiscal year, and \$51,000,000 for the fiscal year ending June 30, 1968".

79 Stat. 1228. (b) Such section is further amended by striking out the period at the end of clause (3) and inserting in lieu thereof a comma and the word "or", and by inserting after such clause a new clause as follows:
"(4) who are engaged in or preparing to engage in special educational programs for children of limited English-speaking ability."

AMENDMENTS TO COOPERATIVE RESEARCH ACT

SEC. 706. Subsections (a) and (b) of section 2 of the Cooperative Research Act are each amended by inserting "and title VII" after "section 503(a) (4)".

Approved January 2, 1968.

68 Stat. 533;

79 Stat. 44.

20 USC 331 note.

APPENDIX B

Instrument Material



STATE OF VERMONT
DEPARTMENT OF EDUCATION
MONTPELIER
05602

November 1, 1968

TO: Superintendents of Schools
FROM: Daniel G. O'Connor
RE: Bilingual Education Act -- Preliminary Information Only

The Bilingual Education Act was passed by Congress on January 2, 1968. When the Act is funded some Vermont schools may become eligible for federal funds if they have shown they have a high concentration of children with limited English-speaking ability coming from homes: (1) where the dominant language is other than English, (2) where family income is less than \$3000 a year, and/or (3) that are receiving Aid For Dependent Children (AFDC).

The State Department of Education will soon be requesting each school to provide information which can be used to establish a school's eligibility for federal funds under the provisions of the new Bilingual Education Act, Title VII, ESEA P.L. 90-247. The purpose of the requesting information from each school is, however, not only to establish the need in Vermont for such funds, but to provide basic data upon which educational programs can be designed to better serve these children in the future.

May I request your assistance in the matter of giving preliminary indication to your school principals or head teachers that a request for information is forthcoming from the Department of Education and also in the matter of obtaining an answer from each school within one week of receiving the materials. I strongly recommend that children not be asked about their family's economic status for the purpose of this task.

Thank you for the attention given this request.

STATE OF VERMONT

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DEPARTMENT OF EDUCATION

Montpelier
05602

November 8, 1968

TO: Principals, Headmasters, Head Teachers

FROM: Daniel G. O'Connor
Deputy Commissioner of Education

RE: Initial request for information toward establishing eligibility for participation in the Bilingual Education Act, Title VII, ESEA P.L. 90-247 and the need for bilingual education in Vermont.

Congress passed the Bilingual Education Act on January 2, 1960, to provide for the special educational needs of children with limited English-speaking ability. Before a school can become eligible for federal funds it must show it has a high concentration of children from homes: (1) where the dominant language is other than English, (2) that have an annual income less than \$3000, or (3) of families that are receiving payments for Aid For Dependent Children (AFDC).

Your assistance is being requested not only in the matter of providing the basic data upon which a school's eligibility for participation in the Bilingual Education Act can be established but also for establishing the need for bilingual education programs in Vermont. It is strongly recommended that children not be asked about their family's economic status for the purpose of this task.

Enclosed find three copies of a questionnaire and a postage-paid, self-addressed envelope. Please complete all applicable questions within one week of the receipt of the questionnaire. Send the white copy to the State Department of Education, the canary copy to your Superintendent, and maintain the pink copy in the school files.

In the Spring of 1968, a preliminary questionnaire about Franco-American students was sent out but returns were incomplete or not received. May I request your assistance and cooperation in completing this task which seeks to help children of limited English-speaking ability who attend Vermont schools.

Thank you for your kind attention to this request.

VERMONT STATE DEPARTMENT OF EDUCATION
Montpelier, Vermont

237

QUESTIONNAIRE — CHILDREN WITH LIMITED ENGLISH-SPEAKING ABILITY

.....
Date

.....
Name and Title of Person Completing this
Questionnaire

I. Place an "X" on the line or lines to indicate each grade level in your school.

K 1 2 3 4 5 6 7 8 9 10 11 12

II. What is your total school enrollment as of October 1, 1968?

.....
(Tot. enrolled)

III. If your school has a first grade, what is the total first grade enrollment as of October 1, 1968?

.....
(Tot. enrolled)

.....
Not applicable

IV. For Elementary Schools Containing First Grade Only:

What is the number of children with limited English-speaking ability who have not attained school entrance age, but are at least three years of age and reside in the attendance area served by your school?

Definition: Children of limited English-speaking ability means children who come from homes where the dominant language is other than English.

.....
(No. of children)

.....
(Unknown)

V. Do you have children in your school from homes where the dominant language is other than English?

.....
(Yes)

.....
(No)

VI. How many children of limited English-speaking ability are enrolled in your school?

Grade	No. of Children
K
1
2
3
4
5
6
7
8
9
10
11
12
Total limited English-speaking children =	

VII. Of the children with limited English-speaking ability reported in item VI, how many come from families with a family annual income less than \$3,000.00?

Definition: Family Annual Income means the total amount of cash received over a twelve month period by all residing in the same dwelling unit with the child who are related to the child through blood, marriage or adoption.

Grade	No. of Children
K
1
2
3
4
5
6
7
8
9
10
11
12
Total children with limited English-speaking ability from families having an annual income less than \$3,000.00 =	

VIII. How many children with limited English-speaking ability come from families that receive aid to families with dependent children?

Definitions: Aid to families with dependent children (AFDC) means money is received because the child's parent or parents are in need, incapacitated, divorced, absent from the home, or deceased under a State plan approved under Title IV of the Social Security Act.

(a) Grade	No. of Children
K
1
2
3
4
5
6
7
8
9
10
11
12

Total children with limited English-speaking ability from families receiving aid for dependent children =

IX. What are the non-English mother tongues spoken by children in your school? By how many children? By how many children?
 Definition: A mother tongue is the first language spoken by the child.

NUMBER OF CHILDREN WITH NON-ENGLISH MOTHER TONGUES

Grade	French	German	Italian	Lebanese	Polish	Spanish	Specify Other	Specify Other	TOTALS
K									
1									
2									
3									
4									
5									
6									
7									
8									
9									
10									
11									
12									
TOTALS									

VERMONT STATE DEPARTMENT OF EDUCATION
Montpelier, Vermont

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QUESTIONNAIRE — CHILDREN WITH LIMITED ENGLISH-SPEAKING ABILITY

.....
Date

.....
Name and Title of Person Completing this
Questionnaire

I. Place an "X" on the line or lines to indicate each grade level in your school.

K 1 2 3 4 5 6 7 8 9 10 11 12

II. What is your total school enrollment as of October 1, 1968?

.....
(Tot. enrolled)

III. If your school has a first grade, what is the total first grade enrollment as of October 1, 1968?

.....
(Tot. enrolled)

.....
Not applicable

IV. For Elementary Schools Containing First Grade Only:

What is the number of children with limited English-speaking ability who have not attained school entrance age, but are at least three years of age and reside in the attendance area served by your school?

Definition: Children of limited English-speaking ability means children who come from homes where the dominant language is other than English.

.....
(No. of children)

.....
(Unknown)

V. Do you have children in your school from homes where the dominant language is other than English?

.....
(Yes)

.....
(No)

VI. How many children of limited English-speaking ability are enrolled in your school?

Grade	No. of Children
K
1
2
3
4
5
6
7
8
9
10
11
12
Total limited English-speaking children =

VII. Of the children with limited English-speaking ability reported in item VI, how many come from families with a family annual income less than \$3,000.00?

Definition: Family Annual Income means the total amount of cash received over a twelve month period by all residing in the same dwelling unit with the child who are related to the child through blood, marriage or adoption.

Grade	No. of Children
K
1
2
3
4
5
6
7
8
9
10
11
12

Total children with limited English-speaking ability from families having an annual income less than \$3,000.00 =

VIII. How many children with limited English-speaking ability come from families that receive aid to families with dependent children?

Definitions: Aid to families with dependent children (AFDC) means money is received because the child's parent or parents are in need, incapacitated, divorced, absent from the home, or deceased under a State plan approved under Title IV of the Social Security Act.

(a) Grade	No. of Children
K
1
2
3
4
5
6
7
8
9
10
11
12

Total children with limited English-speaking ability from families receiving aid for dependent children =

IX. What are the non-English mother tongues spoken by children in your school? By how many children?

Definition: A mother tongue is the first language spoken by the child.

NUMBER OF CHILDREN WITH NON-ENGLISH MOTHER TONGUES									
Grade	French	German	Italian	Lebanese	Polish	Spanish	Specify Other	Specify Other	TOTALS
K									
1									
2									
3									
4									
5									
6									
7									
8									
9									
.10									
11									
12									
TOTALS									

VERMONT STATE DEPARTMENT OF EDUCATION
Montpelier, Vermont

243

QUESTIONNAIRE — CHILDREN WITH LIMITED ENGLISH-SPEAKING ABILITY

.....
Date

.....
Name and Title of Person Completing this
Questionnaire

I. Place an "X" on the line or lines to indicate each grade level in your school.

K	1	2	3	4	5	6	7	8	9	10	11	12
---	---	---	---	---	---	---	---	---	---	----	----	----

II. What is your total school enrollment as of October 1, 1968?

.....
(Tot. enrolled)

III. If your school has a first grade, what is the total first grade enrollment as of October 1, 1968?

.....
(Tot. enrolled)

.....
Not applicable

IV. For Elementary Schools Containing First Grade Only:

What is the number of children with limited English-speaking ability who have not attained school entrance age, but are at least three years of age and reside in the attendance area served by your school?

Definition: Children of limited English-speaking ability means children who come from homes where the dominant language is other than English.

.....
(No. of children)

.....
(Unknown)

V. Do you have children in your school from homes where the dominant language is other than English?

.....
(Yes)

.....
(No)

VI. How many children of limited English-speaking ability are enrolled in your school?

Grade	No. of Children
K
1
2
3
4
5
6
7
8
9
10
11
12
Total limited English-speaking children =	

VII. Of the children with limited English-speaking ability reported in item VI, how many come from families with a family annual income less than \$3,000.00?

Definition: Family Annual Income means the total amount of cash received over a twelve month period by all residing in the same dwelling unit with the child who are related to the child through blood, marriage or adoption.

Grade	No. of Children
K
1
2
3
4
5
6
7
8
9
10
11
12

Total children with limited English-speaking ability from families having an annual income less than \$3,000.00 =

VIII. How many children with limited English-speaking ability come from families that receive aid to families with dependent children?

Definitions: Aid to families with dependent children (AFDC) means money is received because the child's parent or parents are in need, incapacitated, divorced, absent from the home, or deceased under a State plan approved under Title IV of the Social Security Act.

(a) Grade	No. of Children
K
1
2
3
4
5
6
7
8
9
10
11
12

Total children with limited English-speaking ability from families receiving aid for dependent children =

IX. What are the non-English mother tongues spoken by children in your school? By how many children?

Definition: A mother tongue is the first language spoken by the child.

NUMBER OF CHILDREN WITH NON-ENGLISH MOTHER TONGUES									
Grade	French	German	Italian	Lebanese	Polish	Spanish	Specify Other	Specify Other	TOTALS
K									
1									
2									
3									
4									
5									
6									
7									
8									
9									
10									
11									
12									
TOTALS									

STATE OF VERMONT
DEPARTMENT OF EDUCATION
Montpelier
05602

November 22, 1968

TO: Principals, Headmasters, Head Teachers
of selected schools.

FROM: Daniel G. O'Connor
Deputy Commissioner of Education

RE: Request for information about children in
your school who come from homes where the
dominant language is other than English.

About two weeks ago a questionnaire which was accompanied by a letter dated November 3, 1968 was sent to all schools in Vermont. The questionnaire seeks information about children with limited English-speaking ability. To date, we have not received an answer from your school.

May I request your assistance in obtaining an answer from your school. If you have returned the questionnaire, please disregard this letter.

Your attention on this matter will be appreciated.

/cb

APPENDIX C

Draft of Bilingual
Education Program Regulations

BILINGUAL EDUCATION PROGRAM
TITLE VII, ELEMENTARY AND SECONDARY
EDUCATION ACT OF 1965, AS AMENDED IN 1967

REGULATIONS

TITLE 45--PUBLIC WELFARE

Chapter I--Office of Education
Department of Health, Education, and Welfare

PART 123--FINANCIAL ASSISTANCE FOR BILINGUAL
EDUCATION PROGRAMS

Grants made pursuant to the regulations set forth below are subject to the regulations in 45 CFR Part 80, issued by the Secretary of Health, Education, and Welfare, and approved by the President, to effectuate the provisions of Section 601 of the Civil Rights Act of 1964 (P.L. 88-352).

Part 123 reads as follows:

SUBPART A--DEFINITIONS

Sec.
123.1 Definitions

SUBPART B--PROJECT PROPOSALS

123.2 General provisions
123.3 Designation and certification of applicant agency
123.4 Purpose
123.5 Information required in the project proposal
123.6 Amendments
123.7-123.12 (Reserved)

SUBPART C--APPROVAL OF PROJECT APPLICATIONS

123.13 Criteria for the evaluation of proposals
123.14 Disposition
123.15-123.20 (Reserved)

SUBPART D--FEDERAL FINANCIAL PARTICIPATION AND
PAYMENT PROCEDURES

123.21 Effective date of an approved project
123.22 Extent of participation under Title VII of the Act
123.23 Availability of funds for approved projects
123.24 Fiscal and auditing procedures

- 123.25 Adjustments
- 123.26 Disposal of records
- 123.27 Cooperative agreements
- 123.28 Eligible expenditures
- 123.29 Funds not expended
- 123.30-123.34 (Reserved)

SUBPART E--EQUIPMENT AND TEACHING MATERIALS

- 123.35 Title to equipment and teaching materials
- 123.36 Use and control
- 123.37 Inventories of equipment
- 123.38 Copyrights and patents
- 123.39-123.43 (Reserved)

SUBPART F--JOINT PROJECT APPLICATIONS

- 123.44 Budgets
- 123.45-123.49 (Reserved)

SUBPART G--ELIGIBILITY OF CHILDREN TO PARTICIPATE

- 123.50 Participation by children from families other than low-income families
- 123.51 Participation by children from environments where English is the dominant language

AUTHORITY: The regulations in this Part 123 issued under 5 U.S.C. 301, interpret or apply secs. 702-708, 81 Stat. 816-819, 20 U.S.C. 880b-880b-6.

SUBPART A--DEFINITIONS

§ 123.1 Definitions.

As used in this Part:

(a) "Act" means the Elementary and Secondary Education Act of 1965, Public Law 89-10, as amended, Title VII of which is known as the "Bilingual Education Act".

(b) "Bilingual education" means the use of two languages, one of which is English, as mediums of instruction.

(c) "Children of limited English-speaking ability" means children who come from environments where the dominant language is one other than English.

(d) "Commissioner" means the U.S. Commissioner of Education

(e) "Cultural and educational resources" includes, but is not limited to, State educational agencies, institutions of higher education, nonprofit private schools, public and nonprofit private agencies such as libraries, museums, musical and artistic organizations, and educational radio and television.

(f) "Dominant language" means with respect to a child the language commonly used in the child's home or community.

(g) "Dropout" means a person who withdraws from school membership before completing his elementary and secondary school education.

(h) "Elementary school" means a day or residential school which provides elementary education, as determined under State law.

(i) "Fiscal year" is the period of time which begins July 1 and ends June 30 of the following year.

(j) "High concentration" means a concentration of substantial numbers of children of limited English-speaking abilities from families with incomes below \$3,000 per year or receiving payments under a program of aid to families with dependent children under a State plan approved under Title IV of the Social Security Act.

(k) "Inservice training" means short-term or part-time training in the instruction of children of limited English-speaking ability for persons while participating as teachers, teacher-aides or other ancillary education personnel in bilingual education programs in elementary (including pre-elementary) or secondary schools, or in accredited trade, vocational, or technical schools.

(l) "Institution of higher education" means an educational institution in any State which (1) admits as regular students only persons having a certificate of graduation from a school providing secondary education, or the recognized equivalent of such a certificate; (2) is legally authorized within such a State to provide a program of education beyond secondary education; (3) provides an educational program for which it awards a bachelor's degree, or provides not less than a two-year program which is acceptable for full credit toward such a degree, or offers a two-year program in engineering, mathematics, or the physical or biological sciences which is designed to prepare a student to work as a technician and at a semiprofessional level in engineering, scientific, or other technological fields which require the understanding and application of basic engineering, scientific,

or mathematical principles or knowledge; (4) is a public or other nonprofit institution, and (5) is accredited by a nationally recognized accrediting agency or association included on the list of such agencies or associations published by the Commissioner, or, if not so accredited, is an institution whose credits are accepted, on transfer, by not less than three institutions which are so accredited, for credit on the same basis as if transferred from an institution so accredited. In the case of an institution offering a two-year program in engineering, mathematics, or the physical or biological sciences which is designed to prepare the student to work as a technician and at a semiprofessional level in engineering, scientific, or technological fields which require the understanding and application of basic engineering, scientific, or mathematical principles or knowledge, if the Commissioner determines that there is no nationally recognized accrediting agency or association qualified to accredit such institutions, he shall appoint an advisory committee, composed of persons specially qualified to evaluate training provided by such institutions, which shall prescribe the standards of content, scope, and quality which must be met in order to qualify such institutions to participate under this Act and shall also determine whether particular institutions meet such standards.

(m) "Local educational agency" means a public board of education or other public authority legally constituted within a State for either administrative control or direction of, or to

perform a service function for, public elementary or secondary schools in a city, county, township, school district, or other political subdivision of a State, or such combination of school districts or counties as is recognized in a State as an administrative agency for its public elementary or secondary schools. The term also includes any other public institution or agency having administrative control and direction of a public elementary or secondary school.

(n) "Nonprofit", as applied to a school, agency, organization, or institution, means a school, agency, organization or institution owned and operated by one or more nonprofit corporations or associations no part of the net earnings of which inures, or may lawfully inure, to the benefit of any private shareholder or individual.

(o) "Preservice training" means training for college undergraduates and graduates and other persons who present reasonable evidence of intention to become teachers, supervisors, counselors, or teacher aides, or to perform other essential functions related to the instruction of children of limited English-speaking ability.

(p) "Project proposal" means an application for a grant for the planning, establishing, operating or maintaining of services and activities designed for the purposes of Title VII of the Act and submitted to the Commissioner for his approval.

(q) "Secondary school" means a day or residential school which provides secondary education, as determined under State law,

except that it does not include education beyond grade 12.

(r) "Service function" means an educational service which is performed by a legal entity, such as an intermediate agency, whose jurisdiction does not extend to the whole of the State and which is authorized to provide consultative, advisory, or educational program services to public elementary or secondary schools, or which has regulatory functions over agencies having administrative control or direction of public elementary or secondary schools.

(s) "Special educational needs" means educational needs of or associated with children of limited English-speaking ability.

(t) "State" includes, in addition to the several States of the Union, the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands.

(u) "State educational agency" means the State board of education or other agency or officer primarily responsible for the State supervision of public elementary and secondary schools, or, if there is no such officer or agency, an officer or agency designated by the Governor or by State law.

(20 U.S.C. 880b-3, 881)

SUBPART B--PROJECT PROPOSALS

§ 123.2 General provisions.

A grant under this Part will be made to a local educational agency or agencies, or to an institution of higher education applying jointly with a local educational agency, only upon

submission of an application (in the form of a project proposal) for such a grant at such time or times, in such manner, and containing or accompanied by such information as the Commissioner deems necessary, and upon approval of the application by the Commissioner. Each project proposal must also be submitted to the appropriate State educational agency for its review and recommendations.

(20 U.S.C. 880b-3)

§ 123.3 Designation and certification of applicant agency.

(a) Each project proposal and amendment thereto shall give the official name of the applicant or applicants, which shall be the agency or agencies responsible for carrying out the project.

(b) Each such proposal shall include a certification by the officer authorized to make and submit the proposal on behalf of the applicant to the effect that the proposal has been adopted by the applicant.

(20 U.S.C. 880b-3)

§ 123.4 Purpose.

In order to stimulate and promote the development and operation of new imaginative elementary and secondary school programs designed to meet the special educational needs of children of limited English-speaking ability who are enrolled in schools having high concentrations

of such children from families with incomes below \$3,000 per year or receiving payments under a program of aid to families with dependent children under a State plan approved under Title IV of the Social Security Act, grants will be made to cover the costs of services and activities under such programs, including but not limited to the following:

- (a) Planning for and taking other steps leading to the development of such programs;
- (b) Research projects;
- (c) Pilot projects;
- (d) Development and dissemination of special instructional materials;
- (e) Preservice training to prepare persons to participate as teachers, supervisors, counselors, teacher aides, or other ancillary education personnel;
- (f) Inservice training of teachers, teacher aides, or other ancillary education personnel;
- (g) Acquisition of necessary teaching materials and equipment;
- (h) Provision of bilingual instruction;
- (i) Impartment to students of a knowledge of the history and culture associated with their respective dominant language;
- (j) Efforts to establish closer cooperation between the school and the home;
- (k) Early childhood education designed to improve the potential of children of limited English-speaking ability

for profitable learning;

(l) Related adult education, particularly for parents of participating children;

(m) Bilingual education activities designed for dropouts or potential dropouts; and

(n) Bilingual education activities in accredited trade, vocational, or technical schools.

(20 U.S.C. 880b-2)

§ 123.5 Information required in the project proposal.

Each project proposal shall describe the special services and activities previously provided with the use of State and local funds to children of limited English-speaking ability in the area to be served, the services and activities to be provided with funds made available under this Part and how they are expected to meet the special educational needs, and substantially increase the educational opportunities, of children of limited English-speaking ability in the area to be served. In addition, it shall provide:

(a) That the services and activities for which assistance under this Part is sought will be administered by or under the supervision of the applicant or applicants;

(b) That such services and activities will be carried out using such methods of administration as are necessary for the proper and efficient operation of the project;

(c) That an annual report and other reports will be made in such form, and containing such information, as the Commissioner

may reasonably require to carry out his functions under Title VII of the Act, and to determine the extent to which the use of funds provided under this Part has been effective in improving the educational opportunities of persons in the area served;

(d) That the applicant or applicants will keep such records, and afford such access thereto, as the Commissioner may find necessary to assure the correctness of such reports;

(e) That the project is of sufficient size, scope, and design to make substantial progress toward achieving the purposes of Title VII of the Act;

(f) That the policies and procedures of the applicant or applicants will assure that funds made available under Title VII of the Act for the project will be so used to supplement and, to the extent practicable, increase the level of funds (including funds made available under Title I of the Act) that would, in the absence of funds under Title VII of the Act, have been used by the grantee or grantees from State and local public sources for the purposes of this Part and will in no case supplant such funds, taking into consideration the total amount of State and local funds budgeted for expenditures in the current fiscal year as compared with the total amount expended for such purposes in prior years;

(g) That there have been established such fiscal control and fund accounting procedures as may be necessary to assure the proper disbursement of and accounting for Federal funds paid to the applicant or applicants under Title VII of the Act;

(h) That, to the extent consistent with the number of children enrolled in nonprofit private schools in the area to

be served whose educational needs are of the type which this Part is intended to meet, there will be genuine opportunities for participation by such children. Wherever practicable, programs and services made available to children enrolled in nonprofit private schools shall be provided on public premises. Provisions for services for children enrolled in nonprofit private elementary or secondary schools shall not include the paying of salaries of teachers or other employees of such schools except for services performed outside their regular hours of duty and under the supervision and control of a grantee, or the leaving of equipment on private school premises beyond the duration of the project, or the remodeling of private school facilities. None of the funds made available under Title VII of the Act may be used for religious worship or instruction;

(i) That children of limited English-speaking ability who are not enrolled in school on a full-time basis will be given opportunities to participate in the project;

(j) That in planning the project the applicant or applicants have determined or will determine the needs of the children to be served after consultation with persons in families of limited English-speaking ability or with others knowledgeable of the needs of such children;

(k) That in carrying out the project the applicant or applicants will utilize assistance of persons with expertise in the educational problems of children of limited English-speaking ability and

will make optimum use of the cultural and educational resources of the area to be served;

(1) That the project will be carried out only in schools having a high concentration of children of limited English-speaking ability from families (1) with incomes below \$3,000 per year, or (2) receiving payments under a program of aid to families with dependent children under a State plan approved under Title IV of the Social Security Act;

(m) That the project will be coordinated with other public and private programs having the same or similar purpose, including programs under other Titles of the Act.

(20 U.S.C. 880b-3, 885)

§ 123.6 Amendments.

Whenever there is any change in the administration of an approved project, or in organization, policies, or operations affecting an approved project, the project proposal shall be appropriately amended. Substantive amendments will be subject to approval in the same manner as original applications.

(20 U.S.C. 880b-3)

§§ 123.7 - 123.12 (Reserved)

SUBPART C--APPROVAL OF PROJECT APPLICATIONS

§ 123.13 Criteria for the evaluation of proposals.

(a) Each proposal complying with the provisions of §123.5 will be evaluated in the light of the recommendations of the appro-

priate State educational agency and in terms of the proposals, project design and educational significance, the qualifications of the personnel designated or intended to be used and the use of the best available talents and resources to conduct the project, the adequacy of designated facilities, economic efficiency, feasibility, degree of participation in the planning of the project by persons in families of limited English-speaking ability with low incomes, and such priorities and other criteria as may be adopted from time to time.

(b) The Commissioner will, in order to achieve equitable distribution, take into consideration (1) the geographical distribution within the State of children of limited English-speaking ability, (2) their relative need for a project under this Part, and (3) the relative ability of local educational agencies to provide the required services and activities.

(20 U.S.C. 880b-3)

§ 123.14 Disposition of project proposals.

The Commissioner will, on the basis of an evaluation of a project proposal, (a) approve the project proposal in whole or in part, (b) disapprove the project proposal, or (c) defer action on the project proposal. Any deferral or disapproval of a proposal will not preclude its reconsideration or resubmission at a later date. The Commissioner will notify the applicant or applicants and the respective State educational agency of the disposition of the project proposal. The grant award document for an approved project will

include a project budget and the terms and conditions upon which the grant is made.

(20 U.S.C. 880b-3)

§§ 123.15 - 123.20 (Reserved)

SUBPART D--FEDERAL FINANCIAL PARTICIPATION AND
PAYMENT PROCEDURES

§ 123.21 Effective date of an approved project.

The effective date of any approved project shall be the date indicated in the grant award document. There will be no financial participation under Title VII of the Act with respect to expenditures made prior to the effective date of such grant award.

(20 U.S.C. 880b-4)

§ 123.22 Extent of participation under Title VII of the Act.

(a) Participation under Title VII of the Act will be provided only for the services and activities which are of a type not previously carried on with the use of State or local funds in the area served or which increase the quantity or improve the quality of services and activities of the same type previously carried on with such funds in the area served.

(b) Funds made available under Title VII of the Act will be so used to supplement and, to the extent practical, increase the level of other funds (including funds made available under Title I of the Act) that would, in the absence of funds made available under Title VII of the Act, be made available for services and activities for the same purposes, and will in no case supplant such other funds,

including funds made available under Title I of the Act.

(20 U.S.C. 880b-3)

§ 123.23 Availability of funds for approved projects.

The issuance of a grant award document will be regarded as an obligation of the Government of the United States in the amount of the grant award. Federal appropriations so obligated will remain available for expenditure by the grantee or grantees during the period for which the grant is awarded. For purposes of the regulations in this Part, funds will be considered to have been expended by a grantee on the basis of documentary evidence of binding commitments for the acquisition of goods or property, or for the performance of work, except that funds for personal services, for services performed by public utilities, for travel, and for the rental of facilities will be considered to have been expended as of the time such services were rendered, such travel was performed, and such rented facilities were used, respectively. Such binding commitments shall be liquidated within a reasonable period of time.

(31 U.S.C. 200)

§ 123.24 Fiscal and auditing procedures.

(a) Each project proposal shall designate the officer or officers who will receive and have custody of project funds.

(b) Each grantee receiving Federal funds for an approved project shall provide for such fiscal control and fund accounting procedures as are necessary to assure proper disbursement of, and

accounting for, the Federal funds paid to it. Accounts and supporting documents relating to project expenditures shall be adequate to permit an accurate and expeditious audit.

(c) Each grantee shall make appropriate provision for the auditing of project expenditure records, and such records as well as the audit reports shall be available to auditors of the Federal Government.

(20 U.S.C. 880b-3)

§ 123.25 Adjustments.

Each grantee shall, in maintaining program expenditure accounts, records, and reports, make any necessary adjustments to reflect refunds, credits, underpayments, or overpayments, as well as any adjustments resulting from Federal or local administrative reviews and audits. Such adjustments shall be set forth in the financial reports filed with the Commissioner.

(20 U.S.C. 880b-3)

§ 123.26 Disposal of records.

(a) Each grantee shall keep intact and accessible all records pertaining to such Federal grants or relating to the expenditure of grant funds (1) for five years after the close of the fiscal year in which the expenditure is liquidated, or (2) until the grantee is notified that such records are not needed for program administrative review, whichever occurs first.

(b) The records pertaining to any claim or expenditure which has been questioned at the time of audit shall be further

maintained, up to six years after the expenditure is liquidated, until necessary adjustments have been reviewed and cleared by the Department of Health, Education, and Welfare.

(20 U.S.C. 880b-3)

§ 123.27 Cooperative agreements.

A grantee under this Part may enter into a cooperative agreement or contract to receive services under a project if the services so received, as well as the cooperating institution, organization, or agency are specified in the project proposal, but only if the grantee retains responsibility for the project and the project remains under its supervision and control.

(20 U.S.C. 880b-3)

§ 123.28 Eligible expenditures.

The Commissioner will pay to each applicant which has an application approved under this Part an amount equal to the total sums expended by the applicant under the application for the purposes set forth therein. Expenditures which are eligible under this Part are those expenditures which (1) conform to the terms of the approved project, (2) are incurred for activities which supplement instruction and other activities, services and programs that had previously been provided for children in public schools, and (3) are clearly identifiable as additional expenditures incurred as a result of the program under this Part, including expenditures for necessary minor remodeling.

(20 U.S.C. 880b-4)

§ 123.29 Funds not expended.

In the event that funds previously made available under

this Part have not been expended pursuant to the approved project and, in the judgment of the Commissioner, will not be expended for such purposes, the Commissioner may, upon notice to the recipient, reduce the amount of the grant or payment to an amount consistent with the recipient's needs. In the event that an excess over the sum needed for completion of the project shall have actually been paid to the recipient, the custodian of the project funds shall pay that excess over to the Commissioner.

(20 U.S.C. 880b-4)

§§ 123.30 - 123.34 (Reserved)

SUBPART E--EQUIPMENT AND TEACHING MATERIALS

§ 123.35 Title to equipment and teaching materials.

Title to equipment and teaching materials acquired under Title VII of the Act must be vested in, and be retained by, the grantee or some public agency.

(20 U.S.C. 880b-2)

§ 123.36 Use and control

All equipment and teaching materials acquired under Title VII of the Act must for the expected useful life of the equipment or until it is disposed of, be used for the purposes specified in the approved project, and such materials and their use must be subject to the administrative control of the grantee.

(20 U.S.C. 880b-2)

§ 123.37 Inventories of equipment.

(a) Where equipment which costs \$100 or more per item is

purchased by the grantee under an approved project, inventories and other records supporting accountability shall be maintained for the expected useful life of the equipment or until the equipment is disposed of, whichever occurs first.

(b) The records of such inventorying shall be retained for a period of one year after the end of the expected useful life or the equipment of after the equipment is disposed of.

(20 U.S.C. 880b-3)

§ 123.38 Copyrights and patents.

(a) Any material of a copyrightable nature produced through a project with financial assistance under Title VII of the Act shall not be copyrighted, but shall be placed in the public domain unless, at the request of the grantee and upon a showing that it will result in more effective development or dissemination of the material and would otherwise be in the public interest, the Commissioner may authorize arrangements for the copyright of the material for a limited period of time.

(b) Any materials of a patentable nature produced through a project with financial assistance under Title VII of the Act shall be subject to the provisions of 45 CFR Parts 6 and 8.

(BOB letter of September 3, 1964 to Register of Copyrights and 28 F.R. 10943, October 12, 1963)

§§ 123.39 - 123.43 (Reserved)

SUBPART F--JOINT PROJECT APPLICATIONS

§ 123.44 Budgets.

A joint application made by two or more local educational agencies, or by an institution of higher education and one or more local educational agencies may have separate budgets corresponding to the programs, services, and activities performed by each of the joint applicants, or may have a combined budget. If joint applications present separate budgets the Commissioner may grant separate amounts to each of the joint applicants.

(20 U.S.C. 880b-3)

§§ 123.45 - 123.49 (Reserved)

SUBPART G--ELIGIBILITY OF CHILDREN TO PARTICIPATE

§ 123.50 Participation by children from families other than low income families.

None of the children with limited English-speaking ability in the area to be served by a project under this Part who would benefit from the services and activities to be provided through a grant under this Title of the Act shall be denied the opportunity to participate in those services and activities on the ground that they are not children from families with incomes below \$3000 per year or receiving payments under a program of aid to families with dependent children under a State plan approved under Title IV of the Social Security Act.

(20 U.S.C. 880b-2)

§ 123.51 Participation by children from environments where English is the dominant language.

Children in the area to be served who are from environments where English is the dominant language should be allowed to participate in an approved project if such a participation would enhance the effectiveness of the project.

(20 U.S.C. 880b-2)

Dated:

U.S. Commissioner of Education

Approved:

Secretary of Health, Education,
and Welfare

APPENDIX D

Guidelines

BILINGUAL EDUCATION PROGRAM
TITLE VII, ELEMENTARY AND SECONDARY
EDUCATION ACT OF 1965, AS AMENDED IN 1967

GUIDELINES

BILINGUAL EDUCATION PROGRAM
TITLE VII, ELEMENTARY AND SECONDARY
EDUCATION ACT OF 1965, AS AMENDED IN 1967

PROGRAM INFORMATION

The Bilingual Education Program is designed to meet special educational needs of children 3 to 18 years of age who have limited English-speaking ability and who come from environments where the dominant language is other than English. The concern is for children in this target group to develop greater competence in English, to become more proficient in the use of two languages, and to profit from increased educational opportunity. Though the Title VII program affirms the primary importance of English, it also recognizes that a child's mother tongue which is other than English can have a beneficial effect upon his education. The mother tongue, used as the medium of instruction before the child's command of English is sufficient to carry the whole load of his education, can help to prevent retardation in school performance. The literacy thus achieved in the non-English tongue, if further developed, should result in a more liberally educated adult.

Bilingual education is instruction in two languages and the use of those two languages as mediums of instruction for any part of or all of the school curriculum. Study of the history and culture associated with a student's mother tongue is considered an integral part of bilingual education.

PROJECTS ELIGIBLE FOR FUNDING

Title VII funds are available for exemplary pilot or demonstration projects in bilingual and bicultural education in a wide variety of settings. These projects should demonstrate how the educational program can be improved by the use of bilingual education. The Title VII program should stimulate and encourage the development and operation of new and imaginative programs, services, and activities which meet the special needs and potential of the target group. The words "new and imaginative" mean programs, services, and activities which (1) have not existed previously for the persons of the target group, or (2) programs, services, and activities which are to be substantially increased, improved, or extended by the means of the project. The following list of eligible projects is not all-inclusive:

- a. Planning for and taking other steps leading to the development of the following types of programs:

1. Research projects, especially those which are classroom-centered;
 2. Pilot projects to test the effectiveness of developed plans;
 3. Development and dissemination of special instructional materials;
- b. Preservice training to prepare persons to participate in bilingual education programs as teachers, teacher aides, counselors and/or other educational personnel, inservice training to enable teachers, teacher aides, counselors, and/or other educational personnel involved in bilingual programs to improve their qualifications;
- c. Activities related to establishing, maintaining, and operating programs, including the acquisition of necessary teaching materials and equipment. These activities include:
1. Programs providing bilingual education;
 2. Bilingual programs designed to impart to students a knowledge of the history and culture associated with their languages;
 3. Efforts to establish closer cooperation between the school and the homes of children in the bilingual program;
 4. Early childhood education programs related to the purposes of this title and designed to improve the children's potential for profitable learning activities;
 5. Adult education programs related to the purposes of this title, particularly for parents of children participating in bilingual programs;
 6. Bilingual education programs designed for part-time pupils dropouts, or potential dropouts having need for bilingual instruction;
 7. Bilingual education programs related to the purpose of this title and conducted by accredited trade, vocational, or technical schools; and
 8. Other activities which meet the purposes of this title.

ELIGIBLE APPLICANTSEmphasis

Under Title VII two types of applicants are eligible to apply:

1. a local educational agency or combination of such agencies;
2. an institution of higher education applying jointly with one or more local educational agencies.

In either case, a local educational agency must join in the grant application. In the case of joint applications, any applicant applying for assistance based on a budget proposal which it has submitted shall be the primary grantee with respect to such financial assistance. If separate budgets are presented to the U. S. Commissioner of Education, he may provide financial assistance to each of the joint applicants.

In order to qualify for assistance under Title VII, a school must enroll a sufficiently high concentration of children of limited English-speaking ability from low-income families earning less than \$3000 per year, or receiving payments through a program of aid to families with dependent children under a State plan approved under Title IV of the Social Security Act.

Although Title VII directs the U. S. Commissioner of Education to give consideration nationwide to the desirability of supporting bilingual education programs for many different languages, the major focus of Title VII must be located in geographical areas of greatest need. Therefore, the Commissioner is required to give highest priority to States and areas within States having the greatest need for bilingual programs pursuant to this title and to give consideration to the relative ability of the local educational agency to provide needed services and activities. Such priorities shall take into consideration the number of children 3 to 18 years of age inclusive, in each State, who come from environments where the dominant language is other than English.

Applications may also be submitted for programs for target group children in Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands.

Title VII was designed primarily to benefit children whose home language or mother tongue is other than English in places where English is the exclusive or dominant language of the schools. It follows, therefore, that while Spanish-speaking Puerto Rican children in mainland United States schools would form a major segment of the Title VII target group, Puerto Rican children in schools in Puerto Rico (where the dominant school language is normally Spanish) would not form a major segment of the target group.

In addition to programs directed at children, Title VII may also serve adult groups, particularly parents of children participating in bilingual programs.

Participation of children from other than low-income families

In an area eligible for a Title VII project, children with limited English-speaking ability are eligible to participate even though they are not from families with incomes below \$3,000 per year, or from families receiving payments under a program of aid to families with dependent children under a State plan approved under Title IV of the Social Security Act.

Participation of children from environments where the dominant language is English

In an area eligible for a Title VII project, children from environments where the dominant language is English are eligible to participate when their participation is such as to enhance the effectiveness of the program.

Non-public school children

In an area eligible for a Title VII project, provision must be made for participation by children whose educational needs are of the type which the Bilingual Education Program is intended to meet and who are enrolled in non-public schools. Provisions for participation must be to the extent consistent with the number of such children in the area.

As far as is practicable, programs and services to such children should be provided on publicly controlled premises. Provisions for services for children in non-public schools shall not include the paying of salaries of regular teachers or other regular employees of such schools, except for services performed outside their regular hours of duty and under public supervision and control; nor shall they include the financing of regular school instruction for non-public schools, or the leaving of equipment on non-public school premises, or minor remodeling in non-public school premises. None of the funds made available under Title VII, ESEA, may be used for religious worship or instruction.

Local educational agencies and institutions of higher learning applying for assistance under Title VII are expected to consult with non-public schools concerning the needs of the latter's target group of students.

Children enrolled part-time

Applications must provide for participation in the program of children of limited English-speaking ability who are not enrolled on a full-time basis. This group includes, for example, migrant-family children who are not students of one school alone for an entire academic year. If no need for such provision exists, applications must state the lack of need.

SUBMISSION OF PRELIMINARY PROPOSAL

Prior to the preparation of a formal proposal, the prospective applicant should submit 10 copies of a preliminary proposal to the appropriate State Educational Agency and 10 copies to:

Director
Division of Plans and Supplementary Centers
U.S. Office of Education
400 Maryland Avenue, SW.
Washington, D.C. 20202

This preliminary proposal should include a description of the need, the target population within the district, the goals of the program, procedures to meet the goals, and the plans for evaluation and dissemination. Instructions for preparing the preliminary proposal are given in detail on pages 10-15. Preliminary proposals should be submitted before established deadlines to both the U. S. Office of Education and the appropriate State Educational Agency.

U. S. Office of Education personnel and outside consultants will evaluate the preliminary proposals and receive recommendations from the State Educational Agency. Each prospective applicant will be notified when the review of his preliminary proposal is completed. Invitations to submit a formal proposal will be given to each prospective applicant whose preliminary proposal receives a favorable review. Submission of a preliminary proposal does not in any way constitute a commitment or contract on the part of or between the local educational agency and the U. S. Office of Education. It serves the purposes of identifying interested applicants and areas of greatest need, saves time for applicants, highlights promising ideas, and encourages submission of a wide variety of new and imaginative proposals.

SUBMISSION OF FORMAL PROPOSAL

Legislation for the Bilingual Education Program requires that each formal project proposal be submitted before established deadlines to the U. S. Commissioner of Education and also to the appropriate State Educational Agency for its review and recommendations.

Each applicant in developing the proposal, is expected to utilize the assistance of persons with expertise in the educational problems of children of the target group, and make optimum use of the cultural and educational resources of the area to be served. These resources include State educational agencies, institutions of higher education, non-public schools, public and nonprofit private agencies such as libraries, museums, musical and artistic organizations, educational radio and television, and other cultural and educational resources. The applicant should give evidence which shows the qualifications of the experts and present a statement indicating the experts' willingness to participate in the project when needed. These experts will be used both in the preparation and the implementation of the project.

Equitable distribution of assistance

Each applicant must present for his area evidence of the geographic distribution of children of limited English-speaking abilities, their relative need for the programs, services, and activities authorized under Title VII, and evidence of the degree to which the applicant can meet the needs of persons of the target group.

Extent of concentration of children from low-income families

Each application must present evidence of the extent of the concentration in the affected school(s) of children of the target group from (a) families having an annual income not exceeding \$3000, or (b) receiving payments through a program of aid to families with dependent children under a State plan approved under Title IV of the Social Security Act.

CRITERIA FOR REVIEW OF FORMAL PROPOSALS

General criteria. Each formal proposal will be evaluated in terms of: the recommendations of the corresponding State Educational Agency, educational significance, project design, qualifications of personnel designated or intended to conduct the project, adequacy of designated facilities, feasibility, degree of participation in the planning by persons in families of limited English-speaking ability with low incomes, and the special criteria listed below.

Special criteria for evaluating project proposals. The following criteria will be used to evaluate proposals submitted under Title VII:

1. Is designed to increase English language competency in bilingual education;
2. Gives evidence that the project reflects careful analysis of needs of the local district and that the program will address itself to the greatest needs;
3. Envisions an imaginative solution to bilingual education problems over a period of time;
4. Demonstrates local commitment and community participation;
5. Gives evidence of knowledge of pertinent research and modern practices in language education;
6. Describes explicitly the qualifications and intended use of experts;
7. Presents a new and imaginative plan which describes extent of need, objectives, procedures and materials, and which shows optimum utilization of area resources, administrative efforts, etc., which give promise of developing a model program. The plans should provide for the development of competence of enrollees in English.
8. Provides for systematic evaluation for the duration of the project;
9. Shows how the project might be of value to schools and communities outside the local district or the State;
10. Provides for extensive involvement of non-English speaking parents and other adults in the community;
11. Assures that the appropriate training for teachers and paraprofessional personnel will be provided;
12. Demonstrates a willingness to continue successful components of the program after the termination of Federal funds;
13. Gives evidence that the project is economically efficient.

REPORTS AND EVALUATION PROCEDURES

Each project director must make an annual report and such other reports as the Commissioner may reasonably request in order to determine the effectiveness of Title VII projects.

The experience of schools with programs of bilingual education shows three general procedures for evaluating their effectiveness:

- a. Systematic description of the social context and physical situation in which learning is to take place, with a description of the curriculum in both languages and the principal techniques in teaching. Such a description, if used, would be specific about the time and treatment given to each language, the content taught through each language, the provisions for coordinating the two language components of the program, and the extent to which the two languages are kept separate or allowed to be mixed during a given class period. The description would be specific about the teaching materials used and the training and fluency of the teachers in each subject or curricular area in each language. It would include, where pertinent, evidence of the extent of the parents' approval, support, and participation.
- b. Use of tests to measure and report achievement in all areas of the school curriculum, including the two languages. Standardized instruments have been used (in some cases with parallel forms, the second being a conversion to the non-English language). Baseline data have been secured by the use of tests of mental development or capacity.
- c. Reports independently made by consulting experts and outside experts visiting the program, observing what goes on, interviewing pupils, teachers, parents, and administrators. In connection with this technique, recordings of individual pupils, groups of pupils, and pupil-teacher interaction can be useful.

FUNCTION OF ADVISORY COMMITTEE

Title VII requires the U. S. Commissioner to establish in the Office of Education an Advisory Committee on the Education of Bilingual Children, consisting of nine members appointed by the U. S. Commissioner with the approval of the Secretary of the Department of Health, Education, and Welfare. At least four of the members must be educators experienced in dealing with the educational problems of children whose native tongue is a language other than English.

DISCRIMINATION PROHIBITED

CIVIL RIGHTS COMPLIANCE. Public Law 88-352, the Civil Rights Act of 1964, was approved July 2, 1964. Section 601 of Title VI provides that "No person in the United States shall on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance." Section 602 directs the various agencies administering Federal assistance programs to issue rules and regulations to effectuate the provisions of Section 601. Rules and regulations required by Section 602 were provided under Section 45, Code of Federal Regulations, Part 80. In addition to other requirements, you should be prepared to comply with all applicable requirements of Title VI of the Civil Rights Act in order to receive Federal assistance under P.L. 81-815.

INSTRUCTIONS FOR SUBMITTING
A PRELIMINARY PROPOSAL

The Bilingual Education Program is designed to meet special educational needs of children, aged 3-18, from low-income families who have limited English-speaking ability and who come from environments where the dominant language is other than English. A single local educational agency, a combination of two or more local education agencies or an institution of higher education applying jointly with a local educational agency are eligible to participate in projects under the Bilingual Education Program.

Legislation authorizing this program calls for new and exemplary pilot or demonstration projects in bilingual and bicultural education in a wide variety of settings. A list, which is not all-inclusive, illustrates types of projects on pages 1-2 of the Guidelines.

Any or all aspects of the educational environment affecting bilingual education may serve as foci of project proposals under this law. These include, but are not limited to, programs which are directed to curriculum modification or development, administration, organization, instructional procedures, tutorial programs, adult education, in-service education, research projects, and family-school activities. Optimum use should be made of institutions of higher learning, State educational agencies, non-public schools, public and nonprofit private agencies such as libraries, museums, musical and artistic organizations, radio, television, and other cultural and educational resources.

A preliminary proposal may be submitted by one or several local educational agencies in concert or a combination of a local educational agency or agencies with an institution of higher learning. Eligibility exists as long as a local educational agency joins in the grant application.

This preliminary proposal does not in any way constitute a commitment or contract on the part of or between the local educational agency and the Federal government. It serves the purposes of identifying interested applicants, saves time for applicants, highlights promising ideas, and encourages submission of a wide variety of innovative proposals.

See pages 11-15 for additional instructions in preparing the preliminary proposal.

Date _____

Director, Division of Plans
and Supplementary Centers
U. S. Office of Education
Washington, D.C. 20202

Dear Sir:

It is intent of the _____
local educational agency
_____ county, _____ State

to submit a formal proposal for a project in the Bilingual Education Program to be funded under Section VII of the Elementary and Secondary Education Act of 1965, as amended.

Materials required as part of this preliminary proposal are attached. We understand that a formal application may be submitted after review and evaluation by the Office of Education and the State educational agency.

Sincerely,

Superintendent or
legally authorized representative

cc: SEA

INSTRUCTIONS: In addition to the data requested below, give information requested on pages 13-15 . The total preliminary proposal should not exceed five or six typewritten pages, single spaced.

Date _____

REFERENCE INFORMATION

Name of Sponsoring Local Educational Agency _____

Address _____
(Number and Street) (County)

(City) (State) (Zip)

Office Telephone (Area Code and Number) _____

Name(s) of other local educational agencies (if combination) or

Institution of Higher Education (if joint proposal)

Name of Institution _____

Name of Authorized Representative _____

Title of Authorized Representative _____

Office Address _____

Office Telephone (Area Code and Number) _____

POPULATION DATA FOR SCHOOLS TO BE AFFECTED BY PROJECT

What grade levels will be affected (inclusive)? _____

What language, other than English, will be the focus of this project? _____

Using the list of activities enumerated under (c) on page 2 of the Guidelines circle the number of the kind of project you plan to develop. Your choice may involve one or more descriptors. If the project you choose to develop is other than these, please describe.

- | |
|---|
| 1 |
| 2 |
| 3 |
| 4 |
| 5 |
| 6 |
| 7 |

Other. (please describe) _____

Estimate percentage of enrollee population which is:

Rural _____
Suburban _____
Urban _____

What is the percentage of school enrollees, in the grades affected by this project area who are bilingual and who come from low-income families?* _____

In the blanks provided indicate the Federal cost of this project for each fiscal year** of its duration.

FY 1969	FY 1970	FY 1971	FY 1972	FY 1973

*See explanation, page 4

**Fiscal year is the period of time which begins July 1 and ends June 30 of the following year.

Indicate in the table below, the following data which relate to EACH grade level served by the project. Note that A is for data related to public schools; B is for data related to non-public schools.

Example: (Case where LEA* and project area are identical.)
 Grade Level 3 in public schools of the system contains 3,000 children. Of this number, 800 are located in schools which comprise the project area; 620 are children whose dominant language is other than English; 60 are English-speaking, but will participate.

Within this local educational agency is a non-public school system which contains 1,400 children. Of this number, 600 are located in schools which will be served by the project area; 400 are children whose dominant language is other than English while 45 are English-speaking, but will participate.

		GRADE LEVEL							
		Use one vertical column for each grade level							
		3							
	A	3							
	B	3							
Total A.D.M.** of LEA*									
	A	3000							
A.D.M. of children in Project Area	B	1400							
	A	800							
	B	600							
Number of children in LEA* whose dominant language is other than English									
	A	620							
	B	400							
Total number of children who will participate in project									
	A	680							
	B	445							
	A + B	1125							

*LEA means local educational agency
 **A.D.M. means the aggregate days membership of pupils in all the schools involved in this project during the school year divided by the number of days the school is in session during the given school year.

BILINGUAL EDUCATION PROGRAM

1. In specific terms, describe the target group, objectives, educational activities, new procedures and materials, utilization of area resources, administrative efforts, etc., which would make this program significant. Describe how your proposed program would alleviate or resolve your problem in bilingual instruction.
2. Describe recent studies and programs conducted by your school district to improve bilingual instruction.
3. What schools in your district have the highest concentration of children who speak a language other than English? Will the area having the highest concentration be the focus of your formal proposal? If not, why not?
4. How do you plan to evaluate the effectiveness of your program, qualitatively and quantitatively?
5. What are your plans for disseminating information about the (a) initiation, (b) progress and (c) results of your proposed program? What are your plans for demonstration?
6. If your proposal is funded, what will be the nature and extent of your annual local commitment to this project in terms of (a) dollars, (b) personnel, (c) materials and equipment, and (d) facilities?
7. Identify the cultural and educational and commercial resources including agencies, organizations, community groups, etc., which will cooperate with you in planning, conducting, and assessing this program. Parents of children who receive bilingual instruction should be included.

