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ABSTRACT

This monograph shares the lessons learned from participation in the Intercultural Development Research Association's Texas Immigrant Education Collaborative (TIEC) project in two sites: a middle school in Houston with an international immigrant student population and a border high school in El Paso with a primarily homogenous Mexican immigrant population. Data came from field notes and interviews with students, teachers, parents, and administrators. Part 1 of the monograph is a primer on immigrant education that discusses related basic issues. Part 2 presents a broad discussion of the lessons learned from participation in the TIEC project. In part 3, selected TIEC initiatives are described with details about how each lesson was learned. In most cases, the teachers in program schools had good ideas about what they wanted to do to improve students' education. What they lacked was time to interact and a forum to build advocacy for immigrant students. Five appendixes contain information about immigrant students' rights to attend public schools, a list of organizations devoted to immigrant issues, lists of immigrant education and Internet resources, and a glossary of terms related to immigrant education. (Contains 2 tables, 2 figures, and 48 references.) (SLD)

Lessons Learned, Lessons Shared:

Texas Immigrant Education Collaborative

INTERCULTURAL DEVELOPMENT RESEARCH ASSOCIATION

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EXECUTIVE DIRECTOR

INTERCULTURAL DEVELOPMENT RESEARCH ASSOCIATION
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EXECUTIVE DIRECTOR

Mission: Creating schools that work for *all* children.

Vision: IDRA is a vanguard leadership development and research team working with people to create self-renewing schools that value and empower all children, families and communities.

Functions:

POLICY AND LEADERSHIP DEVELOPMENT – IDRA policy and leadership development promotes accountability and responsibility. Using inclusive, cutting-edge and broad-based strategies, we develop leadership within communities, schools and policy-making bodies to create collaborative and enlightened educational policies that work for *all* children.

RESEARCH AND EVALUATION – IDRA research and evaluation advance educational policies, programs and practices. Using collaborative and innovative methods, we investigate important questions and provide insights into compelling educational issues. As a national resource, we set standards in the design, analysis, and synthesis of timely and useful research involving diverse populations.

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IDRA pro-actively disseminates cutting-edge information to educators, administrators, decision- and policy-makers, parents and community leaders.

Lessons Learned, Lessons Shared:

Texas Immigrant Education Collaborative

by Pam McCollum, Ph.D.

INTERCULTURAL DEVELOPMENT RESEARCH ASSOCIATION
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TEXAS IMMIGRANT EDUCATION COLLABORATIVE

FOREWORD

In 1993, the Andrew W. Mellon Foundation funded projects to investigate how the education of immigrant students could be improved to increase their chances of completing school and continuing with post-secondary education or successful employment. The Intercultural Development Research Association (IDRA) was one of four organizations in different geographic regions of the country with high rates of immigration selected to conduct this research (see Endnote 1).

The Andrew W. Mellon Foundation's foresight in recognizing the importance of improving the education of the growing numbers of immigrant children in the nation's schools stood in stark contrast to a growing tide of anti-immigrant sentiment that culminated in the passage of Proposition 187 in the spring of 1994 in California. The proposition represented public xenophobia regarding the effects of increased immigration on society and attempted to deny immigrants access to schooling and other public services due to the perceived expense of educating and providing services to them.

A report from the National Research Council (*NRC News*, 1997) attests to the positive contributions of immigrants to the economy and shows they have little negative effect on the income and job opportunities of native-born citizens. In reality, immigrants have stimulated the economy and have provided work for others through their entrepreneurship. The misconceptions of immigrants are not unique to California, but are international misconceptions based on fears of change in the economic system and social structure of nations undergoing increased immigration. The studies funded by the Andrew W. Mellon Foundation in immigrant education were intended to fill in gaps in comprehension of immigrant education issues and produce successful alternatives for their education.

This monograph shares the lessons learned from participation in IDRA's Texas Immigrant Education Collaborative (TIEC) project in two sites – a middle school in Houston, Texas, with an international immigrant student population, and a border high school in El Paso, Texas, with a primarily homogenous Mexican immigrant population. The data used for this document consist of field notes compiled during the two years of the project as well as interviews with students, parents, teachers and administrators. Our intention is to help educators identify new possibilities for immigrant students' education and to discuss some of the factors that must be dealt with in order to implement and maintain such programs successfully.

Part I of the monograph is a primer on immigrant education that discusses related basic issues. Part II presents a broad discussion of the lessons learned from participation in the TIEC project. In Part III, selected TIEC initiatives are described with details about how each lesson was learned.

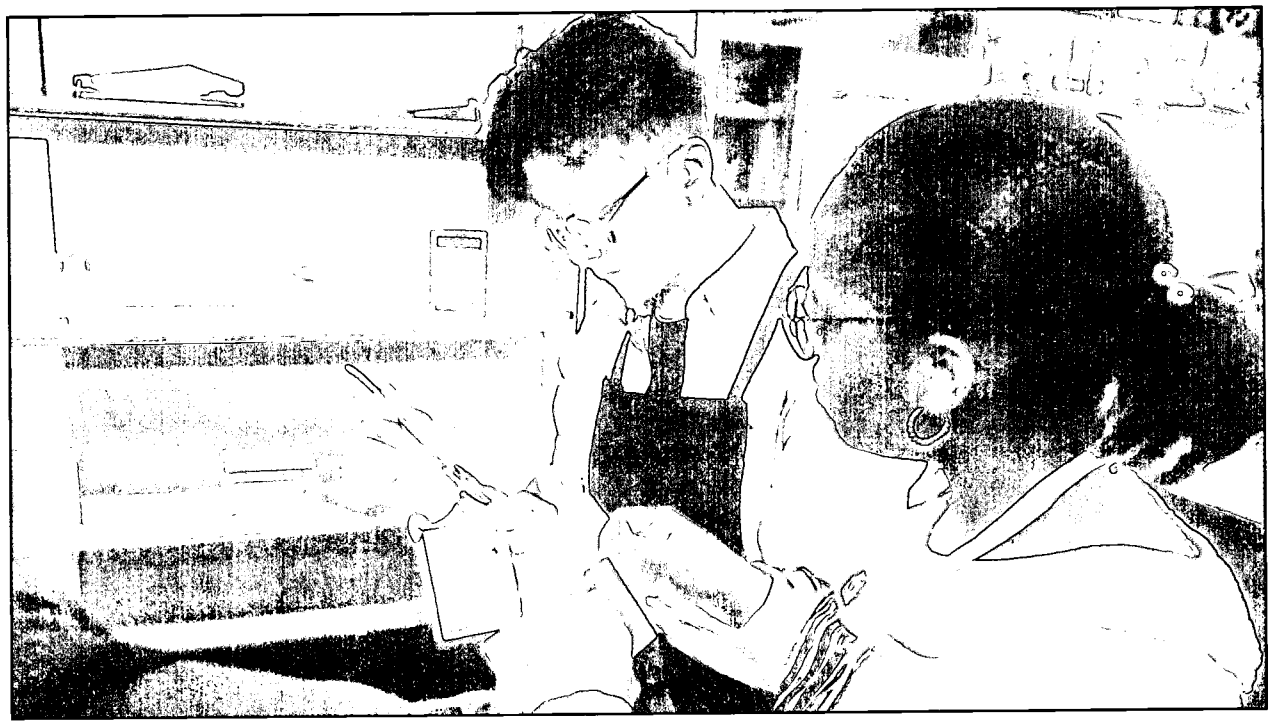
This publication could not have been possible without the contributions of many people at IDRA and the participating universities and schools. Special thanks to Dr. Albert Cortez, Ms.

Juanita García, Ms. Jennifer Golden, Ms. Christie L. Goodman, Mr. Aurelio M. Montemayor, Ms. Josie Supik, Dr. Abelardo Villarreal at IDRA and to The University of Houston-Downtown, University of Texas at El Paso, Bowie High School in the El Paso Independent School District (ISD) and Jane Long Middle School in the Houston ISD.

The impact of this project was significant for the teachers, administrators and immigrant students at the participating campuses as well as for involved staff at IDRA. Others may also profit from our experiences through this monograph in order to create better programs for immigrant students.

– *Dr. María "Cuca" Robledo Montecel*
Executive Director, Intercultural Development Research Association

I Introduction



Demographics

Attitudes Toward Immigrants

The Legal Basis of Immigrant Education

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PART I
INTRODUCTION

Demographics

Immigration to the United States has changed dramatically in recent years, both in volume and in character. Since 1990, twice as many people have come to the United States each year than arrived during the country's heaviest period of immigration at the turn of the century (Macionis, 1996) with a little more than 1.1 million immigrants arriving annually (National Immigration Forum, 1994).

While immigrants during the "Great Immigration" of the 1900s were primarily of European origin, today's newcomers increasingly are people of color. In 1992, immigration figures revealed that immigrants from Latin America and the Caribbean were the most numerous comprising 44 percent of the immigrant population. Immigrants from Asia and Europe represented 37 percent and 15 percent of the immigrant population respectively (National Immigration Forum, 1994).

The new immigration differs from former waves of immigration in its rapid pace. Almost half of the country's current immigrant population have arrived within the last 10 years (Fix and Passel, 1993). Settlement patterns show that immigrants have concentrated primarily in large urban areas in six states: California, Illinois, Florida, Texas, New Jersey and New York.

U.S. schools serve as a second point of entry for immigrant families with school age children because school is one of the first institutions with which they come into contact. In 1990, about 5 percent of all students in U.S. schools and colleges were immigrant children (Vernez and Abrahamse, 1996). In the 1990-1991 school year, there were an estimated 2,263,682 limited-English-proficient (LEP) students in U.S. schools, which represented a 51.8 percent increase over LEP counts for the previous year. Demographic trends predict that by the year 2010, immigrant students will number 9 million and account for 22 percent of the school age population (Board on Children and Families, 1995). It should be noted that no data were available to determine what percentage of students classified as LEP were immigrant students.

The new immigration is also characterized by students who have lower levels of education in their native countries and who represent a wider diversity of native language backgrounds than did immigrants of earlier times. These factors place increased stress on schools to provide adequate services for immigrant students (Portes and Rumbaut, 1990) and highlight schools' lack of preparation to address the needs of non-mainstream students. Since most immigrants tend to settle in large urban areas, immigrant children attend schools that are the least equipped financially to provide appropriate academic and social services.

The escalation in immigration into the United States from the 1980s to the present has been coupled with a steady decrease in funding of educational programs to serve immigrant children. For example, bilingual education experienced a 48 percent reduction in allocated funds during the 1980s while the number of LEP students increased by 50 percent (Fix and Zimmerman, 1993a). See Tables 1 and 2 for a comparison of funding levels for bilingual education and numbers of LEP students during the 1980s.

Table 1: Title VII Bilingual Education Funding 1980-1991

Fiscal Year	*Appropriation (in thousands)*	*Percent Change from FY 1980*	*Percent Change from FY 1980 adjusted for inflation*
1980	$166,963	–	–
1981	$157,467	-5.7%	-13.7%
1982	$134,372	-19.5%	-32.4%
1983	$134,154	-19.7%	-37.0%
1984	$135,529	-18.8%	-39.9%
1985	$139,128	-16.7%	-42.0%
1986	$133,284	-20.2%	-46.5%
1987	$143,095	-14.3%	-45.3%
1988	$146,573	-12.2%	-46.7%
1989	$151,946	-9.0%	-47.4%
1990	$158,530	-5.1%	-47.8%
1991	$168,737	1.1%	-46.7%

Reprinted from *After Arrival: An Overview of Federal Immigrant Policy in the United States* (July 1993a) by Michael Fix and Wendy Zimmerman with permission from the publisher, The Urban Institute.

The numbers of immigrant children and LEP students in schools are misleading because the last census was conducted in 1990, and immigration has increased significantly since then. Other factors that distort these statistics are related to census classification categories. For example, English proficiency is often used as a proxy for immigrant status which leads to erroneously classifying LEP children who are U.S. citizens (for example Puerto Rican students, Native American students and Mexican American students) as immigrants. At the same time, immigrants from English-speaking countries are not classified as LEP and are excluded from immigrant counts.

Another factor that contributes to inaccurate estimates of school age immigrant children is that older immigrant children often do not enroll in school. Such students may have completed the required level of education in their countries of origin and elect to bypass high school to work to help support their families.

The inaccuracies in immigrant counts notwithstanding, present population statistics predict that the number of first and second generation immigrant children (ages 5 to 14) will double in the next 20 years (Fix and Zimmerman, 1993b).

Attitudes Toward Immigrants

The passage of Proposition 187, entitled the "Illegal Aliens, Ineligibility for Public Services Verification and Reporting Initiative Statute," in California in 1994 was the culmination of widespread anti-immigrant sentiment that took form in legislation designed to limit the state's

Table 2: Estimated Limited-English-Proficient Students and Total Enrollment 1985-1991

	Total Enrollment	*LEP Enrollment*	*Percent LEP*
1985-1986	39,422,051	1,491,304	3.8%
1986-1987	39,753,172	1,545,553	3.9%
1987-1988	40,007,946	1,622,879	4.1%
1988-1989	40,188,690	1,834,499	4.6%
1989-1990	40,562,372	1,981,112	4.9%
1990-1991	41,026,499	2,263,682	5.5%

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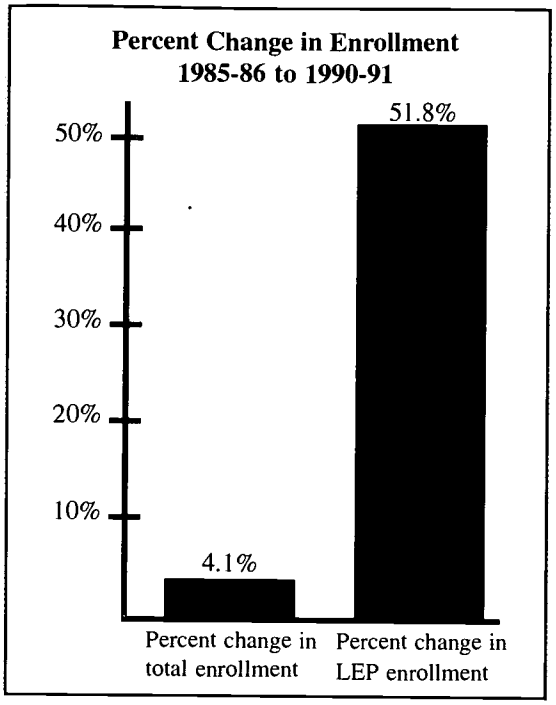


responsibility for providing public services, including education, to immigrants and their children. Proponents claimed that immigrants strained public services at the expense of citizens. Voter sentiment strongly favored the proposition, which passed with 60 percent of the vote.

The statistics outlined above regarding the change in the rate of immigration to the United States in the past 20 years must be viewed in another light concerning California since the state has experienced the greatest increase in the rate of immigration in the country. For the period from 1986 to 1991, the number of LEP students rose 52 percent across the nation, while the number of LEP students rose 74 percent in California (Fix and Zimmerman, 1993b).

This influx of immigrants led established residents to question how they would be affected. Their conclusions were based on misconceptions such as the perceived "cost" to U.S. citizens in terms of the economy and the labor market. Fix and Passel (1993) state that "contrary to the public's perception, when all levels of government are considered together, immigrants generate significantly more in taxes paid than they cost in services received."

National leaders took a cue from California's actions and considered several bills to declare English the official language of the United States. Some proposed eliminating bilingual education and English as a second language (ESL) and allowing states the option of not educating children of undocumented workers.

One such proposal would have given states the option of denying children of undocumented workers access to public schools and called for citizen verification of students' immigration status by school employees. Spearheaded in 1996 by California legislator, Rep. Elton Gallegly, the measure was postured as a "disincentive" for immigrants and their families to enter the country. His intent was to allow schools in his state the right to legally deny admission to immigrant students.

The general public began to understand that these national-level proposals were more about excluding children from education than they were about reducing illegal immigration and saving taxpayers' money. Individuals across the country voiced their disdain for such exclusion and the measures were not successful.

The most recent anti-immigrant legislation, Proposition 227, was passed on June 2, 1998. As a result, California schools are required to teach only in English, and ESL instruction is limited to one year. These restrictive measures on immigrant education are based on public misconceptions regarding immigrants and their affect on the U.S. economy.

Myth: Immigrants fill the welfare roles and do not contribute to the economy.

This misconception is easily unraveled when the term "immigrant" is clarified with regard to one's legal status. *Refugees* are people who have fled their country of origin due to persecution or endangerment of their lives. They are much fewer in number than immigrants and are entitled to welfare benefits after they are admitted into the country. Refugees account for only 10 percent of new arrivals each year.

Immigrants are less likely to receive welfare than are native-born citizens of working age. During the 1980s, only 2 percent of non-refugee immigrants received welfare contrasted with 3.7 percent of working age native born citizens (Fix and Passel, 1993).

Contrary to popular opinion, public benefits to immigrants are actually quite limited. Immigrants who are in the process of becoming U.S. citizens under the *Immigration Reform and Control Act of 1986* and those classified under Temporary Protected Status (*Immigration Act of 1990*) cannot receive benefits from most federal programs.

Myth: Immigrants take jobs away from U.S. workers and depress wages for workers in general.

Immigration does not generally reduce the availability of jobs (Fix and Passel, 1993). However, an exception lies in the case of low-skilled workers during periods of economic recession. Interestingly, the group most affected by the presence of immigrants in the job market are established immigrants from previous waves of immigration (Borjas, 1987). Camarota (1998) found that when all U.S. native workers are considered together, the wage affects of immigration appear to be relatively modest. However, when the results are disaggregated and low-skilled occupations are examined separately, the results indicate immigrants have a significant negative affect on the wages of native workers in unskilled occupations, while having no affect on native workers employed in higher-skilled occupations.

Entrepreneurship is an area where the economic contribution of immigrants to the economy is often overlooked. Immigrants create a large proportion of new businesses and are themselves sources of employment for others. The National Research Council (NRC) found that immigration benefits the U.S. economy overall (*Immigrants and Welfare: New Myths, New Realities*, 1993).

The NRC study revealed that immigration benefits domestic residents in a number of areas. First, immigrants increase the supply of labor and produce new goods and services that would not otherwise exist. Second, immigrant labor helps to maintain businesses such as agriculture and the textile and restaurant industries on a scale that would otherwise not be possible. Third, the U.S. economy is healthier due to the increased supply of immigrant labor and the lower prices that result from immigration.

James P. Smith, a senior economist at the RAND Corporation who chaired the NRC study on immigration, stated:

> Immigration may be adding as much as $10 billion to the economy each year. It's true that some Americans are now paying more taxes because of immigration, and native-born Americans without high school educations have seen their wages fall slightly because of the competition sparked by lower-skilled, newly arrived immigrants. But the vast majority of Americans are enjoying a healthier economy as the result of the increased supply of labor and lower prices that result from immigration (*NRC News*, 1997).

Myth: Most immigrants are poor, unskilled, undocumented workers who sneak across our borders.

Examination of immigration data shows that most undocumented workers originally entered the country legally and have overstayed their visas (National Immigration Forum, 1994). Moreover, immigrants are not an undifferentiated mass of unskilled persons of poverty. Immigrants include professionals, entrepreneurs, migrants, refugees and asylees (see Appendix E: Immigration Terms). Twenty percent of legal immigrants have studied at a university for four years, and those who work as laborers tend to have more education and skills than do the average for their country of origin (Oviat, 1997).

Myth: Immigrants do not want to learn English.

A little known fact is that 25 percent of U.S. immigrants come from English-speaking countries, and 50 percent who emigrate from non-English speaking countries are already able to speak English well (National Immigration Forum, 1994). Non English-speaking immigrants recognize that learning to speak English is crucial to their success in this country. Nearly 2 million immigrants enroll in English as a second language (ESL) classes annually. Presently, the demand for ESL classes for adults far exceeds availability (Vernez and Abrahamse, 1996).

Misconceptions regarding immigrants lead to negative attitudes, stereotyping and ultimately scapegoating as exemplified by anti-immigrant legislation such as Proposition 187 and Proposition 227 in California. Misconceptions about immigrants are difficult to change because newcomers and established residents rarely interact. The Changing Relations project (Ford Foundation, 1993), a research project funded by the Ford Foundation to study the relations between newcomers and established residents in five cities in the United States with heavy immigration (see Endnote 2), found that "newcomers and established residents coexist primarily by maintaining their distance from each other."

The "frontline" of interaction between immigrants and established residents occurs in schools where children from the two groups interact on a daily basis. One of the policy recommendations of the Changing Relations research is the establishment of school programs that involve adult newcomers and established residents in activities that enable them to know each other in new ways. Focusing on common interests such as their children's education or neighborhood crime prevention enables individuals from both groups to progress past infrequent, often unsatisfying personal encounters, to the recognition of common interests and concerns. In this manner, both groups can reach mutual forms of accommodation. The focus of the Changing Relations study was unique because it examined not only individual characteristics of immigrant groups against the backdrop of mainstream U.S. culture, but it also analyzed how newcomers and established residents reacted to each other over time as each group learned to accommodate the other.

Nativists and restrictionists generally favor limiting education for immigrant children, particularly children of undocumented workers. Past litigation has established the right of immigrant children, regardless of legal status, to a free public education.

The Legal Basis of Immigrant Education

The legal statutes that guarantee education to immigrant children in U.S. public schools were derived from legal action to redress the rights of immigrant children and LEP students to an equal education. The *Lau vs. Nichols* (1974) case originated from complaints by Chinese American parents in San Francisco that their LEP children could not understand instruction provided in English for native English-speaking children (see Endnote 3). The U.S. Supreme Court ruled that districts were required to provide LEP students with services that would enable them to learn English and obtain a meaningful education. Specific programs of instruction were not recommended but the court suggested two possibilities – ESL classes and native language instruction. The *Lau* decision required districts to take affirmative steps to improve students' limited English proficiency to enable them to receive an equal education.

The *Lau* decision was followed by the *Lau Remedies* of 1975 issued by the U.S. Office for Civil Rights (U.S. Department of Health, Education and Welfare) to redress past inequities in the education of LEP students. The *Lau* remedies resulted in many educational practices that are now commonly accepted within schools today (e.g., determining students' home and primary language, assessing students' needs and placing them in an appropriate program of study based on those needs). The remedies went one step beyond the *Lau vs. Nichols* decision, however, in recommending bilingual education as the most effective program of instruction for students who had a primary language other than English.

The *Lau vs. Nichols* decision and the *Lau Remedies* addressed the education of LEP students without regard to immigration status. *Plyler vs. Doe* (1982) resulted from the attempts of a Texas school district to deny the use of funds to educate the children of undocumented workers (see Endnote 4). The U.S. Supreme Court ruled in a 5-4 decision that states were bound to educate all children who are residents of the state regardless of their immigration status. The court further stated that failing to do so would create a growing class of workers who would be unable to support themselves or contribute to society.

The court ruled that children of undocumented workers were guaranteed an equal education under the Equal Protection Clause of the 14th Amendment. This statute is still in effect and

is the basis for challenges to California's Proposition 187 which sought to deny public and social services, including elementary, secondary and post-secondary education, to the children of undocumented immigrants.

Many educators are not aware that the education of undocumented students is guaranteed by the *Plyler vs. Doe* decision or that certain procedures must be followed when registering immigrant children in school to avoid violating restrictions on obtaining personal information without obtaining prior parental consent. In *Plyler vs. Doe*, the U.S. Supreme Court ruled that undocumented children and young adults have the same right to attend public primary and secondary schools as do U.S. citizens and permanent residents. Like other children, undocumented students are obliged under state law to attend school until they reach a mandated age. As a result of the *Plyler* ruling, public schools may *not* deny admission to a student on the basis of undocumented status, treat a student differently to determine residency, or require students or parents to disclose or document their immigration status (see Appendix A, Immigrant Students' Right to Attend Public Schools).

Educational Funding for Immigrant Children

There are few educational programs that fund the education of immigrant children, and most existing programs have been funded at reduced levels in recent years.

The *Emergency Immigrant Education Act of 1984* (EIEA) provides funding for school districts with at least 500 immigrant students or with an immigrant student enrollment of at least 3 percent of its total enrollment. Immigrant counts are solely based on the number of students who have been in this country for less than three years. EIEA funding is done through formula grants to the states. Funds are received by state education agencies who distribute them to local education agencies based on the size of their recent immigrant student population. Funding for fiscal year 1998 is $150 million, which yields a per pupil expenditure of $182 (U.S. Department of Education, 1998a). Funds may be used for a variety of purposes including bilingual education, counseling, parent involvement and transportation. Unfortunately, the present level of funding does not adequately defray the cost of special services required to serve immigrant students. Many districts that do not meet the numerical requirements to apply for funds are hard-pressed to provide the array of services need by immigrant students. The state of Texas has 8 percent of the 821,215 immigrant students who received EIEA funds in fiscal year 1998 (U.S. Department of Education, 1998a).

The *Bilingual Education Act of 1968* provides services to LEP students through native language instruction in content area classes coupled with instruction in ESL. Most programs serve children in kindergarten through sixth grade while secondary level students generally receive only ESL instruction. Federal monies are provided through this act. Bilingual education funding has steadily decreased since 1990. In the 1994-1995 school year, 9.4 percent of students classified as LEP received services through Title VII (National Clearinghouse for Bilingual Education, 1996).

Title I of the *Elementary and Secondary Education Act of 1965* (ESEA) provides supplemental funds for economically disadvantaged students with poor academic performance. Since the passage of the *Improving America's Schools Act of 1994*, LEP students who meet the poverty classification may receive Title I services. Title I grants are formula grants to states based on census child poverty rates.

LEP students traditionally have not been included in Title I programs even though large numbers of these students meet the poverty classification. The inclusion of LEP students in Title I programs greatly increases a school district's resources to educate LEP immigrant children and can be accomplished through comprehensive planning in schoolwide programs. Title I is the largest federally funded program under ESEA and is currently funded for fiscal year 1998 at $7.3 billion (U.S. Department of Education, 1998b).

Who are the New Immigrants?

A previous section presented realities to allay common misconceptions regarding the new immigration. Schools have their own "folklore" regarding immigrant children and their families based on inaccuracies and a general lack of knowledge of other cultures.

While the presence of immigrant children in schools cannot be ignored, their true identities are often masked. For example, children from Spanish- speaking countries or backgrounds are grouped into the generic category "Hispanic." This results in immigrants from El Salvador

and Guatemala, for example, being erroneously seen as having the same native language, background, history and values as Mexican American children. Teachers are surprised to find that Guatemalan children may speak an indigenous Mayan language as their primary language and, depending on how many years they attended school prior to immigration, know only rudimentary Spanish.

In a similar vein, immigrant children with certain physical features are generally classified as "Asians" This practice not only overlooks differences in country of origin, but also fails to recognize differences in native language background. Asian children may speak Lao, Hmong, Khmer, Vietnamese, Tagalog, different dialects of Chinese or a variety of other languages, each with its own culture and customs. Furthermore, some children may not know how to read because their native language has no written form.

Urban and rural immigrant children from the same country of origin differ in terms of past educational experiences. Students from rural areas commonly attend fewer years of school than do their urban counterparts because of the distance they have to travel to attend school, the unavailability of teachers in rural areas or the necessity for them to work with their families in agriculture.

Knowledge of students' native language and country of origin are essential pieces of information needed to provide instruction, but they are only the beginning. Many of the conflicts that arise in educating children from different cultures stem from a lack of knowledge of their cultural expectations for schooling.

To meet the needs of immigrant children, educators need to know the expectations that families have for their children's education. How do they perceive their role in the child's education? Does that role involve setting up a teaching environment in the home or is teaching only as the responsibility of the school? What does a "good" parent do within a given culture? What are the responsibilities of "good" children?

When these questions are answered, educators see that they often only view culturally different children through the lens of mainstream U.S. culture. Moreover, they realize that it is possible for parents to be good parents in ways that differ from mainstream models. Culturally diverse families often hold values that reformers wish to reintroduce into U.S. society, but those families are rarely recognized as having characteristics that will positively contribute to U.S. culture.

An excellent way for educators to learn about immigrant children and their families is to read ethnographies (written accounts of the lifestyles and cultural practices of groups of people). Van Mannen states, "Ethnographies are portraits of diversity in an increasingly homogenous world. They display the intricate ways individuals and groups understand, accommodate and resist a presumable shared order" (1988). Ethnographies represent the world of "the other" from an insider perspective gained through sustained interaction with them (see Appendix C for a list of recent ethnographies on the immigrant experience).

Using ethnographies for teacher study groups is an excellent form of staff development that provides teachers with an opportunity to learn about the students they teach and their families. That knowledge can improve teachers' interactions with parents, influence their teaching style and provide another frame for viewing the school's parent involvement effort.

The following section briefly presents three ethnographies that illustrate the experiences of different immigrant groups in the U.S. educational system. The first is *Con Respeto: Bridging the Distances Between Culturally Diverse Families and Schools, An Ethnographic Portrait* by Valdés (1996). The book describes the lives of 10 immigrant families from the state of Chihuahua, Mexico, who settled near El Paso, Texas, as they learned to adjust to their new life in the United States.

Valdés studied these working-class families for three years and presents a vivid portrait of how they struggled to make ends meet and to make sense of a new cultural system. Interactions with their children's schools presented special problems. While the families expressed a desire for their children to get an education, the children were not achieving at expected levels, and the parents were perceived by the schools as not exhibiting correct parenting behaviors and as not being involved in their children's education. Valdés found that when these families were evaluated against mainstream expectations of "good" child-rearing practices such as engaging their children in activities that foster autonomy, providing independence training and using democratic socialization practices, they were rated low by teachers.

What the school did not know was that these immigrant parents held very traditional, agrarian child-rearing values that stress the importance of raising obedient children who have

respeto (respect) for their elders and demonstrate responsibility toward the extended family. Within this system, children are expected to grow up and earn a living, stay close to home and take care of their parents in their old age.

These Mexican immigrant mothers did not set up a "curriculum of the home" to coach their children on academic content. Their teaching took the form of *consejos* (sayings designed to teach attitudes and moral values) to further the moral education of their children. Having children with good manners and behavior was their primary goal.

Valdés provides an excellent discussion of parent involvement programs that view culturally diverse parents as unsupportive of their children's education because they do not exhibit mainstream behaviors in their interactions with the school. She stresses the importance of valuing families' cultural capital and questions the long-term consequences of parent involvement approaches that strive to impose middle-class values on immigrant families without understanding and validating the role of parenting within their native culture.

Valdés' ethnography corroborates research conducted by Robledo Montecel et al. (1993), which reports immigrant parents support their children's education but lack familiarity with formal schooling and with U.S. school culture. Valdés' account honestly presents the perceptions held by the school and immigrant families of each other and brings points of conflict into focus. It demonstrates the formidable task immigrant children have of trying to achieve success in two spheres that have very different expectations for their behavior.

A second ethnography that presents another facet of the immigrant experience and highlights subtle differences among Hispanic immigrant students is *Central American Refugees and U.S. High Schools: A Psychosocial Study of Motivation and Achievement* by Suárez-Orozco (1989). The study is also an excellent companion reading to the Valdés work because it explains how similar traditional values regarding responsibility to the family led to heightened motivation in the case of Central American refugee students.

Suárez-Orozco studied the experiences of 50 Central American refugee students and their families (33 from El Salvador, nine from Guatemala and eight from Nicaragua) in two inner city high schools with large populations of immigrant students in the San Francisco Bay area. The focus of the study involved the classroom and family atmosphere, students' concerns and their perceptions of opportunity in the United States.

For one year, Suárez-Orozco worked in two high schools in various contexts. He primarily worked as a teacher's aide and as an assistant in the counseling office, which gave him the opportunity to observe a range of students' experiences on an ongoing basis.

In addition to school observations, he collected interview data and attitudinal data on family and interpersonal relations through the use of the Thematic Apperception Test (TAT). The TAT consists of a series of pictures of people and requires the respondent to explain their perception of what is happening. Through analysis of the themes students provided to explain the frames in the TAT pictures, their concerns over the violent situations that led them to flee civil wars in their homelands were revealed. The students' explanations also demonstrated many of their values regarding interpersonal relations.

This study provides an excellent view of the barriers faced by immigrant students. Many schools do not restructure school practices to support non-mainstream students. In some cases, something as simple as taking more time in gathering background information on students during registration would have improved the placement of students considerably. Instead, students were "processed" quickly and mechanically at a central testing center and were often inappropriately placed in courses they had already studied or in incorrect grade levels.

Suárez-Orozco found there were three types of barriers to achievement for these Central American refugee students: (a) gatekeeping, (b) working to supplement family incomes, and (c) lacking permanent resident status.

The first, gatekeeping, involved obstructing students' access to information or programs and was related to underestimating immigrant students' potential for further schooling. The counseling office served a gatekeeping function through its inattention to the needs of immigrant students. At one high school there were no bilingual counselors to advise students and at the other there was one bilingual counselor for 350 Spanish-speaking immigrant students. Unfortunately, the bilingual counselor who was capable of interacting with students served as a gatekeeper because she did not consider refugee children college material and did not provide them with information on how to apply. In cases where students obtained information on college from other sources, they often had not been advised by school counselors to take appropriate courses that would qualify them for college entrance.

Suárez-Orozco found that employment outside of school hours was a necessity for most of the refugee students studied and presented an obstacle to doing well in school. Most students worked between 15 and 30 hours a week, and a few worked 40 hours a week in night jobs. Some students had been sent to the United States alone and had to work full time to support themselves. For others, contributing financially to the support of their families was essential and left little time for homework. For all students studied, part of the money earned was sent back to their countries of origin to help support family members there.

The third major factor was the issue of legal residency. Students felt that without legal resident status, they would not be accepted into college or, if accepted, they would be unable to pay higher fees for non-residents. In some cases, this prompted students to leave school to pursue full-time employment.

The barriers to achievement not withstanding, Suárez-Orozco found that in general, the Central American immigrant students in his sample were highly motivated to achieve. While nearly half of his sample of 50 students were on the honor roll at some time during high school, only five of them enrolled in college after graduation. The achievement ethic in these families was related to their experiences in civil wars in their countries of origin. Of the students in this study, 64 percent had at least one nuclear family member living in their country of origin.

As immigrants who had "made it out," they possessed an ethos that included a plan for surviving with a purpose. Students consistently expressed the desire to be successful, which meant studying for a career, obtaining permanent residency status and bringing the remainder of the family to safety in the United States. Suárez-Orozco states, "Far from being related to a wish for independence or individual self-advancement, the new immigrants' plans are intricately related to a profound desire to rescue others" (1989).

This last point draws into question mainstream studies of achievement motivation that stress the importance of independence and separation from the family for success (McClelland, 1955; McClelland, 1961) and demonstrates how psychological constructs cannot be applied across cultures without modifications. The Central American students' dreams of "becoming somebody" were embedded within a family dynamic that stressed the importance of giving support to the group.

A final ethnography, *Accommodation without Assimilation: Sikh Immigrants in an American High School* (Gibson, 1988), is a valuable contribution to the literature on immigrant education because it presents the case of Sikh high school students in California who excel in education. Success stories of immigrant students' academic achievement are not well-known. The common assumption is that successful immigrant students assimilate quickly, assume U.S. American identities and leave their cultural identities behind.

Sikhs are an Indian religious minority native to a region of northwestern India known as the Punjab. They are primarily agrarian people who have little formal education, do not speak English as a first language and are seen as "backward" by many in the United States. From that characterization, one would not predict they would be likely candidates for success, yet the Sikh parents and children studied by Gibson in a town in northern California referred to as "Valleyside" are successful in the spheres of work and school.

On the whole, Sikh children adapt well to school, take college preparatory classes at rates comparable to native U.S. students, have low dropout rates, and enroll in science and math classes at higher rates than do their native-born counterparts. Many Sikh graduates have entered white-collar jobs in engineering and computer science. Many of their parents began in low-wage agrarian jobs and became landowners 10 years after their immigration. While most have modest occupations, they save and are able to purchase a home or pay for their children's weddings.

Many would explain the success of the Sikh children as attributable to rapid assimilation to their new culture and a diminishing degree of identification with their ethnic group. Gibson presents evidence for a very different explanation. She found that the Sikh parents taught their children to resist conforming to U.S. ways and to maintain their cultural distinctiveness while at the same time adopting the "good ways" of their new country. This meant that parents expected their children to conform to the ways of the school, and accommodate the expectations of the school, while maintaining their native cultural roots.

Sikh adults adopted a similar strategy of accommodation in business that enabled them to be successful entrepreneurs. Their continued identification with their culture and familial ties provided support for their businesses in an environment that did not always support their efforts.

Discussions of differential school performance among immigrant groups are common in schools. Some groups are seen as "ideal" immigrants and are held up as examples to emulate. Unfortunately, comparisons across all ethnic minority groups lead to the establishment of a

pecking order of "high" to "low" performers that is based on underlying suppositions about the cognitive ability of different groups of people.

Work in anthropology (Ogbu, 1978; Ogbu, 1983; Gibson, 1982; Gibson, 1988) has shown that the differential school performance of minorities is determined by cultural, structural and situational variables. *Immigrant minorities,* those who left their countries voluntarily, tend to do better than do *non-immigrant minorities*, those who became members of a society due to colonization, conquest, annexation or slavery. Examples of voluntary immigrant minorities who have exhibited high degrees of academic performance are Cuban, Central American and Vietnamese refugees. Other high performing voluntary immigrant minorities for which data exist are Korean and Sikh immigrants.

Non-immigrant minorities such as African American, Puerto Rican and Native American citizens do not tend to do as well as do immigrant minorities due to their histories of forced subordination to the majority group. Problems with job ceilings and unemployment have also influenced their orientation toward school. Gibson (1988) points out that the differences between these two groups have less to do with group cultural characteristics and how U.S. society is currently structured and are more related to whether contact with the majority group was voluntary or involuntary, to the group's perception of available opportunities and to the group's continued experience of subordination.

In summary, these ethnographies illustrate the unique characteristics of immigrant groups both in terms of their histories and their patterns of adaptation to schooling in the United States. These studies demonstrate the importance of educators knowing the culture of immigrant students in order to provide them with appropriate curriculum, social services and counseling, and to successfully engage families in their children's education.

The following section addresses the perceived needs of a group of Texas administrators regarding immigrant education. The information in the ethnographies on the immigrant experience addresses many of their concerns.

Educational Issues in Immigrant Education

Noboa-Polanco (1991) reported the results of a study conducted by the Tomás Rivera Center on the education of Hispanic immigrant students in Texas. As part of the study, administrators in six school districts with high rates of immigration were interviewed regarding issues related to the education of immigrant children (see Endnote 5). Individual administrators' concerns were analyzed and classified into six broad categories.

Social Adjustment. Immigrant students' social problems in adjusting to a new culture in general and also to a new school culture were seen as hindering their academic progress. There was added adjustment for students from rural communities who settle in large urban areas. Social adjustment was even more difficult for students who had emigrated from war-torn countries and were in need of psychological counseling. Schools were not traditionally prepared to meet these needs.

Instruction. ESL and bilingual education classes notwithstanding, most of the administrators interviewed felt there was a need for different forms of instruction for immigrant students who were illiterate in their native language, had not attended school in their country of origin, or who were over-age and had large gaps in their educational background (e.g., secondary students who may be 17 years old but who have not attended school since fourth grade).

Curriculum. Most administrators believed that curriculum did not adequately address the needs of immigrant children. Regarding language instruction, there was great variation in language programs across districts and from school to school within districts. This lack of consistency made student transfers very problematic.

Personnel. All districts with the exception of McAllen Independent School District (ISD) reported that there were not enough qualified bilingual and ESL teachers. Shortages of qualified personnel at the secondary level were even greater because the Texas Education Agency had not established ESL endorsement at that level. McAllen ISD does not have a shortage of ESL teachers because the district requires all elementary level teachers to obtain ESL endorsement as a condition of employment.

Financial Resources. All of the administrators interviewed agreed that there are inadequate financial resources to provide immigrant students with the services they need. Few immigrant ıdents were classified as refugees, which would qualify them for federal funds. The majority

were classified as "immigrants," which meant schools received a much smaller amount of funds. Administrators from districts with large Central American and Guatemalan student populations questioned the "politics" of such classifications when families fled their homes due to civil war, endangerment of their lives and, in many cases, persecution.

Innovative Programming. Administrators commented on the need for innovative programming to adequately meet the needs of immigrant children and their families. Only two districts, El Paso ISD and McAllen ISD, reported that they had implemented innovative programs especially designed for immigrant students.

One area not mentioned as a concern by administrators interviewed in the Noboa-Polanco (1991) study that is included in the discussion of lessons learned from the TIEC project is school, home and community outreach. Parent involvement is one of the few areas of educational research where the results are clear and uncontested. Children profit from their parents' involvement in their education. However, what is not widely known is that parent involvement programs for minority and immigrant parents are often unsuccessful because they proceed from erroneous assumptions that do not take the cultural background of the community into account (Robledo Montecel et al., 1993; Valdés, 1996).

In a study by Cortez et al. (1993), focus interviews were conducted with Texas border area superintendents from Weslaco ISD, Rio Grande City Consolidated ISD, Brownsville ISD and United ISD in Laredo, Texas, concerning practices in educating immigrant children. The superintendents were asked to give their perspectives on the following: (a) support services, including health care, school orientation and social support services; (b) educational placement procedures; and (c) effective program features and transitional support for immigrant students. The border superintendents' concerns are listed in Figure 1.

Many of the concerns voiced by administrators regarding immigrant education in the Noboa-Polanco (1991) and Cortez et al., (1993) studies were also issues that the TIEC project faced. Participants at each TIEC campus chose to design and implement initiatives they felt were appropriate for their particular student population and school. Part II of this monograph is organized around a general discussion of the five lessons learned through participation in the TIEC project. Examples from the project are included to illustrate factors involved in providing immigrant children with appropriate curriculum and language instruction, career education, and effective school and home outreach to involve children's families in their education.

Figure 1: Immigrant Education Concerns of Texas Border Superintendents

Health-Related Needs

School districts need to be sensitive to the health care needs of immigrant students (such as immunization) and be aware of immigrant students' inaccessibility to adequate health care.

School Orientation and Social Support Services

- Recent immigrant students should be placed in a supportive environment that includes a low student-teacher ratio, bilingual education programs and a multicultural education approach to help them adjust to a new environment.
- There is disproportionate assignment of students to inappropriate programs such as special education.
- Students should receive an orientation on the school environment and its culture.
- There is a tendency for schools to place immigrant students automatically in low academic tracks on the basis of limited English proficiency.

Educational Placement Procedures

Assumptions about school placement should not be made for immigrant students. Their attributes and needs should be assessed regardless of their language, ethnicity and socio-economic status.

- A language assessment and aptitude test is needed to identify the needs of immigrant students.
- Beyond identification procedures already used, there is a need for a single organization to conduct the assessment of recent immigrant children and provide orientations for parents on what is expected by U.S. public schools.
- Parents should receive information on the school programs and be given opportunities to provide input in their child's grade level placement.

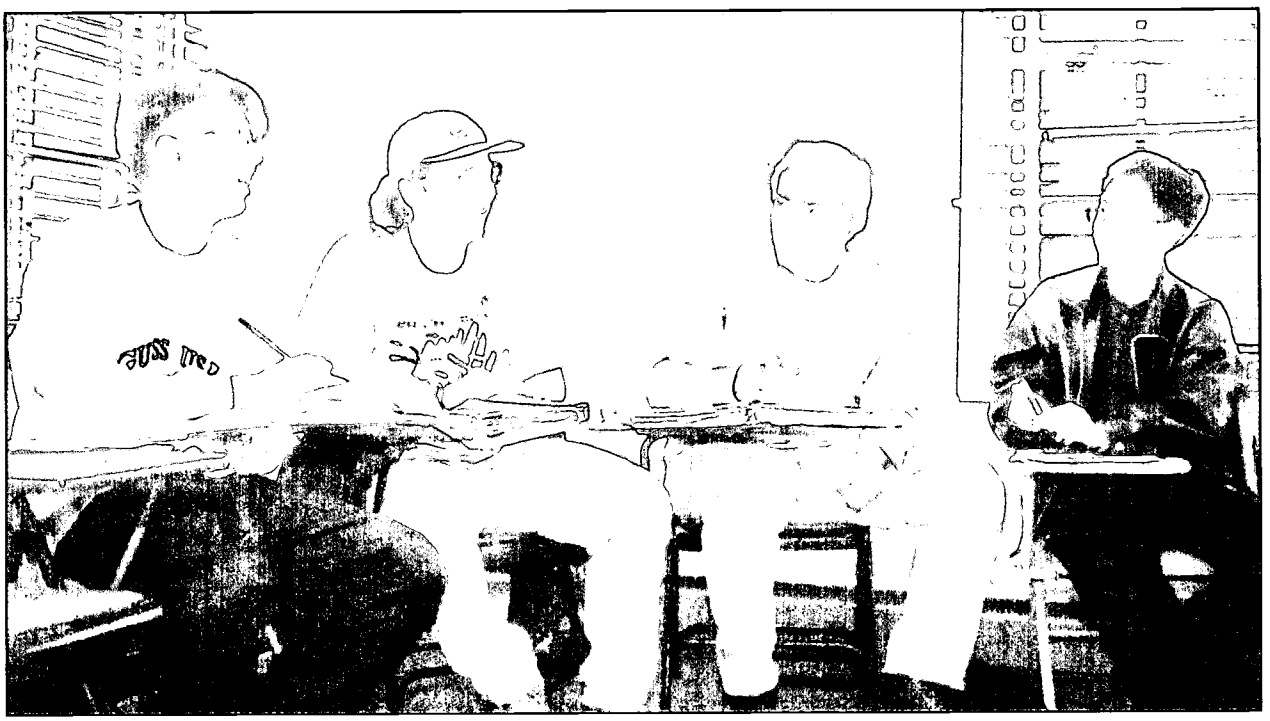
Transitional Support

Participants concurred that recent immigrant students who transition into "regular" classroom instruction need to be monitored.

- Three years of bilingual education classes is not enough. Students should be allowed to participate as long as instruction is needed.
- Monitoring of students after their transition should continue for two years. If necessary, re-entry into a specialized program should be part of the monitoring process.
- Additional support in the regular class may be needed during the first two years after students exit from special programs.

Source: Adapted from Cortez et al., *A Research Study on the Projected Impact of the North American Free Trade Agreement (NAFTA) on Texas Public Schools* (San Antonio, Texas: Intercultural Development Research Association, 1993).

II Lessons Learned



Project Sites

Methodology

Accomplishing the Work of the Project

Lessons Learned

PART II
LESSONS LEARNED

The Texas Immigrant Education Collaborative Vision Statement:

It is the vision of the Texas Immigrant Education Collaborative (TIEC) that American [U.S.] schools with significant populations of immigrant students provide a collaborative environment where all students are prepared to become productive citizens capable of making significant contributions to our emerging global community.

The Texas Immigrant Education Collaborative (TIEC) project was complex and involved a variety of players across organizations in school districts in two Texas large urban centers. The story of *what* was learned is the focus here. Serving immigrant students and their families requires that schools be flexible, learn about their histories and present situations, creatively plan new ways to best serve their needs, and commit to bringing about change.

TIEC design began in the spring of 1993 when members of the participating organizations met to plan their collaboration for the next two years. The collaborative was comprised of the Intercultural Development Research Association (IDRA) in San Antonio, Texas; Jane Long Middle School in Houston, Texas; the University of Houston-Downtown; Bowie High School in El Paso, Texas; and the University of Texas at El Paso (UTEP). The goal of the project was to improve the education of immigrant children by accelerating their mastery of literacy, expanding access to the content areas, and strengthening connections to work and post-secondary educational opportunities.

Project objectives included having participants achieve the following:

- an expanded awareness of immigrant student needs and opportunities for utilizing more effective strategies and programs;
- a restructuring of campuses to improve services to immigrant students and families;
- the acquisition or design of curricular materials specifically targeted to address the needs of immigrant students; and
- new relationships among institutions (public schools, institutions of higher education, business, community-based organizations, etc.) to provide a pipeline from elementary and secondary education to gainful employment opportunities for these students.

University Collaborators. The University of Houston-Downtown (UHD) and the University of Texas at El Paso (UTEP) were ideal institutions of higher education to participate in the project. Both schools have large immigrant student populations and operate teacher education programs that directly affect the education of immigrant students.

UHD is a private university in the middle of downtown Houston. It has adapted itself to the needs of its students, a large number of whom are immigrants. The school's unique urban

environment makes it possible for international students and recent immigrants to feel capable of succeeding in a new and foreign environment.

UTEP is a state-funded institution located minutes from the Texas-Mexico border that has a large enrollment of language-minority students. The College of Education at UTEP has been a major force in restructuring schools in the city through the work of the El Paso Collaborative for Academic Excellence that assists schools, businesses, civic organizations and parents to identify their role in contributing to the excellence of public education in El Paso.

Project Sites

The two school districts that hosted this project, Houston Independent School District (ISD) and El Paso ISD, exemplify the challenges underscored in the literature on urban education. Houston ISD, with a total enrollment of approximately 200,000 students, is the largest school district in the state of Texas. More than half of the students are minority (primarily Hispanic) and qualify for free or reduced lunch programs.

Among Texas school districts, Houston ISD has the greatest number of recent immigrant students. According to state education agency data, the district reported 20,558 immigrant students, accounting for 26 percent of the total immigrant enrollment in Texas during the 1996-1997 school year (Texas Education Agency, 1997).

El Paso ISD is the fifth largest school district in the state with approximately 65,000 students enrolled. Three-fourths of the students enrolled are minority (primarily Hispanic), and three out of five students enrolled qualify for free or reduced lunch. During the 1996-1997 school year, El Paso ISD reported a total immigrant enrollment of 3,392 students (Texas Education Agency, 1997). El Paso County reported a total of 7,043 immigrant students, making it the county with the fourth highest count of recent immigrant children in the state (Texas Education Agency, 1997).

When the TIEC project began in 1993, 20 percent of the students (N=195) at Bowie High School in El Paso ISD was a recent immigrant (less than three years of residency in the United States). At Jane Long Middle School in Houston ISD, 13 percent (N=188) were classified as a recent immigrants.

Bowie High School. Bowie High School is a unique border high school. The special flavor of "La Bowie," as it is commonly known, is described in the following excerpt from the *Texas Observer.*

> Bowie High School sits on the edge of Texas. From its commons you can look across the channelized concrete Rio Grande and watch the traffic moving toward downtown Juarez. You can also watch 'Juarenses' slide down the concrete apron on the Mexican side of the river and after a few minutes appear on the American side, then scramble through the hole in two fences and cross the highway that follows the river toward downtown Juarez – by which time they will have reached the southern limit of the Bowie High School campus.
>
> Women carrying sacks of citrus fruit and leading small children, middle-aged men carrying hand tools and young men traveling alone, they move north in the morning – at about the same hour Bowie High School students are traveling south out of the *Segundo Barrio*. At the end of the day, after most Bowie High School students have returned home, many of these workaday immigrants return through or around the Bowie High School campus, across the highway and through the fences, down the concrete apron, across the river and up another apron back into Mexico. These daily immigration rituals are as old as the history of El Paso and Juarez (Dubose, 1992).

Bowie High School is located in the *Segundo Barrio* (Second Ward), which is geographically isolated from the rest of the city. The neighborhood is inhabited primarily by Chicanos (descendants of Mexican citizens born in the United States) and "Juarenses," who have only recently entered the country from Juarez, Mexico. Other immigrants in this area come from the states of Chihuahua, Durango and Jalisco in Mexico. The neighborhood bears a strong physical resemblance to neighborhoods in northern Mexico. Moreover, the population is virtually the same, and Spanish is the preferred language.

Inhabitants of the *Segundo Barrio* are somewhat isolated socially in that many lack

sufficient skills in English to gain stable employment outside the barrio. Others have a difficult time finding work due to the state of the economy in El Paso. In December of 1994, the Mexican *peso* devalued 40 percent. Many businesses in downtown El Paso attributed as much as 80 percent of their business to "crossover" shoppers from Juarez and were forced to close because the shoppers from Mexico could no longer afford U.S. goods (Sanchez, 1995).

The businesses that remained open laid off hundreds of workers and reduced the working hours of employees who retained their jobs. Another contributing factor to social isolation is residents' fear of authorities. Residents tend to seek information and services through safe, known networks within the barrio.

Bowie High School resembles a junior college campus more than a high school due to its size and physical layout. The campus consists of 110 acres of land that house seven buildings and 11 mobile unit classrooms. The common areas consist of open areas and sidewalks that connect buildings, an amphitheater, a carillon, and various statues, tables and benches where students gather.

Unlike most large urban high schools with similar demographic characteristics, Bowie High School buildings lack graffiti. The former principal attributed that to the fact that gang members view the school as neutral territory. He said that since students come from such poverty, they treat the school and its facilities with respect. He often proudly remarked, "*Our* graffiti are the murals students painted in the cafeteria, library and gyms."

Bowie High School's former principal was very supportive of immigrant education and was responsible for instituting many innovative support services for students and their families. He opened the school library to students, parents and community members on Monday through Thursday evenings and ensured that free transportation was provided to students' homes. U.S. Constitution classes were held three times a month for parents wishing to obtain U.S. citizenship. The Communities In Schools program brought social workers into the school to help parents seek employment and learn how to obtain medical and social services.

The student body at Bowie High School during the time of the project was comprised of 1,800 students, 99 percent of whom were Hispanic, primarily of Mexican background (El Paso ISD Department of Research and Evaluation, 1994). Other groups represented were African American students and White students who accounted for less than 1 percent of the student population. Eleven percent of the student body was comprised of recent immigrants (less than three years of residency in the United States), 80 percent was economically disadvantaged, and 22 percent lived in public housing (El Paso ISD Department of Research and Evaluation, 1994). In the 1993-1994 school year, Bowie High School had a dropout rate of 7.7 percent (Summary of Bowie High School Campus Long Range and Campus Objectives for 1995-96, 1995).

Bowie High School's faculty was comprised of 113 teachers, 52 percent of whom were White, 46 percent were Hispanic and 2 percent were African American. The faculty was stable, and teachers had an average of 12 years teaching experience. Several of the faculty and staff members had graduated from Bowie High School. Twenty-two percent of the faculty was bilingual, which meant they could provide Spanish language support and counseling services to new immigrant students.

The Jane Long Middle School cafeteria had flags from 56 countries on display, representing the countries of origin of its student body.

Jane Long Middle School. Just 10 years ago, Jane Long Middle School was a school comprised primarily of students from middle and upper socio-economic levels. Built in the 1950s on a street that is a major thoroughfare, the school is situated on the edge of Bellair, an affluent part of Houston where a former governor of Texas and many of the city's leaders once lived. Years later this affluent community is contiguous with expanding pockets of recently arrived immigrants who know little about the city's infrastructure or how to operate within it.

As recently-arrived immigrants have settled in the surrounding community, it has become ethnically and economically diverse. In the 1985-1986 school year, Jane Long Middle School's enrollment was somewhat racially balanced, with Hispanic students comprising 38 percent of the student population followed by 20 percent White and 20 percent African American representation. Thirty-four percent of the students qualified for the free or reduced lunch program, and 26 percent were LEP students.

Only seven years later (1992-1993), the school's demographics had shifted to 72 percent Hispanic, 9 percent White and 13 percent African American. Sixty-five percent of students qualified for the free or reduced lunch program, and 40 percent were LEP students. Of the total enrollment, 16 percent of the students were recent immigrants (Texas Education Agency, 1997).

While the student demographics changed significantly, the faculty demographic profile had not. The faculty remained primarily White and African American, with a minority of

Hispanics. The faculty was stable with few employees transferring to other schools.

The community surrounding the school also experienced a change in characteristics. Businesses changed from white-collar upscale to blue-collar service businesses with a lower tax base. The abundant supply of apartment complexes built to attract young professionals during the oil boom of the 1970s were advertising affordable rents in languages other than English to attract immigrant families.

Methodology

Rather than designing a prescribed plan for change to be implemented in the two secondary schools hosting the TIEC project, IDRA elected to implement change based on the schools' needs. During the planning phase of the project, a needs assessment was conducted to determine each campus' needs in the critical elements of programs found to be responsive to the needs of immigrant students. Those critical elements were the following:

- Identification, placement, and exit criteria and procedures;
- Unique program features;
- Varied instructional approaches and options;
- Modified organizational structure;
- Comprehensive support services; and
- Transitional support through and across levels of schooling.

The change process consists of a series of interrelated steps divided into three phases (see Figure 2).

Phase One

1. Participants articulate a clear **vision** of the purposes and objectives of the project.
2. Participants reach **consensus** about what is to be done by whom.
3. Participants reach an understanding of the **context** for change and commit to initiating change in the identified areas.

Phase Two

4. Participants identify a clear **plan of action** for achieving desired outcomes for structuring programmatic change and building linkages to the community (institutions of higher education and businesses).
5. Participants **implement** the action plan.
6. Participants **reflect** on the restructuring experience and opportunities for adjustment and refinement.

Phase Three

7. Participants **monitor and evaluate** to document and assess the changes implemented.
8. Participants **adjust** restructuring efforts to sustain change over time.

In the TIEC project, the first phase was accomplished during a planning year that was granted to projects by the Andrew W. Mellon Foundation prior to the implementation of the project. Representatives from the project collaborators (Jane Long Middle School, the University of Houston-Downtown, Bowie High School, the University of Texas at El Paso and IDRA) met periodically throughout the planning year to develop the project vision statement and to achieve a consensus on what was needed and what should be done when the program was implemented the following year.

The **underlying principles** agreed upon to guide the project in making education more responsive to immigrant students were the following:

- Value all students.
- All students, including all immigrant students, can and will learn if provided appropriate instruction and support services.
- Immigrant children from different cultural and linguistic backgrounds have

different needs schools can and should address.

- ❖ Carefully crafted instruction can help immigrant students acquire academic concepts as well as English language proficiency.
- ❖ Schools should build on successful strategies when available and create new strategies when none currently exist.
- ❖ Strategies for building capacity must address the three major organizational needs of trust, time and resources.
- ❖ Changes at the campus level must be designed and owned by the persons who are affected by and responsible for implementing those changes.
- ❖ Collaboratives must include all stakeholders (principals, teachers, students, parents, businesses and community representatives) in decisions regarding program designs and quality.

While each public school site had its own unique sets of needs and activities, both sites shared the common vision, goals and objectives that guided the TIEC project. Both sites also initially used the same structures to accomplish the work of the project.

Accomplishing the Work of the Project

When the project began, three parallel structures coordinated project work. The first structure was the *campus implementation team*, which included administrators, teachers and counselors. The committee met on a monthly or bimonthly basis to plan, monitor and coordinate project activities with project collaborating partners (universities, job-training agencies and community-based organizations). The campus implementation team coordinated all local activities with the IDRA site coordinator, who was also a member of the team. This group functioned as the main administrative arm of the project and had close ties to the school's administration. The principal or assistant principal of each school participated on this team, which facilitated the implementation of proposed project initiatives.

The *transition team*, the second project coordinating structure, focused on creating opportunities for immigrant students to learn about post-secondary opportunities and worked to provide students with experiences that would help them learn about college entrance and the world of work. School counselors were members of this team and worked with other volunteers to set up workplace field trips, job shadowing and university campus visits for immigrant students.

The project's third coordinating structure was the *community task force,* which included representatives from institutions of higher education, volunteers from community-based organizations and representatives from the business community. The goal of the task force was to establish links for immigrant students to community services, job-training and placement programs, and social services.

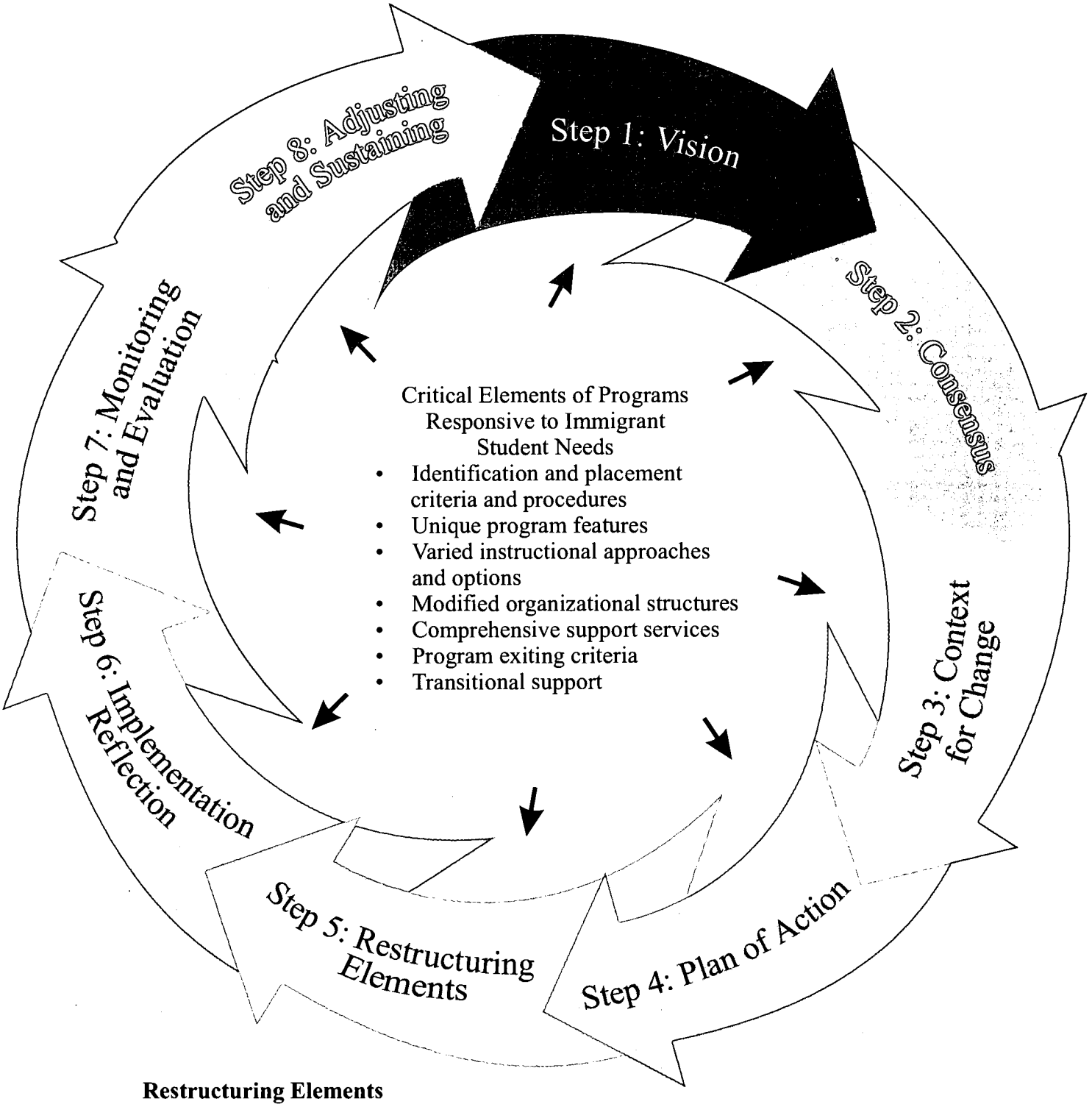
As the TIEC project evolved at each school, the management plan shifted to suit the needs of project participants. While the management plan worked well in theory, the practical constraints of the school day and the structure and operation of schools required adjustments to the original plan. Maintaining two teams and a task force proved to be unworkable because some representatives were on all three teams, and the number of meetings became unwieldy.

Securing substitutes or release time for teachers was also problematic. As a consequence, Bowie High School reduced the three structures to two: the campus implementation team and the community task force. These groups assumed the transition team's duties. Jane Long Middle School, on the other hand, operated with a single management structure: the campus implementation team. At both sites a local project liaison facilitated communication with IDRA and a community representative who was in charge of building links to the community.

Lessons Learned

TIEC was an ambitious project that involved a variety of players across a range of institutions, organizations and agencies. Each organization had different organizational patterns, protocols for conducting business and ideas about its relationship to the schools that hosted this project. In some cases, there was a history of involvement that had been fruitful. In others, previous attempts at working together had been unsuccessful. In still others, work with the

Figure 2: IDRA Change Process



Restructuring Elements

- Staff development
- Programmatic change
- Linkages to: community, families, institutions of higher education, businesses and community-based organizations

schools had not even been attempted because the schools were seen as a self-contained system with few structures to facilitate collaboration.

TIEC provided the schools a vehicle for outreach to institutions of higher education, community-based organizations and businesses, and a structure to shape new forms of involvement around the pressing issue of immigrant education. In Houston ISD and El Paso ISD, the project also served as an impetus for increased levels of interaction between the schools, district personnel, and educators at sending and receiving schools.

The lessons learned from this project have been many and can be distilled into the following five broad lessons.

Lesson 1: Providing teachers with time, resources and opportunities for collaboration opens the door for change.

TIEC provided teachers and administrators a vehicle for interacting in new ways and the chance to build more collegial relationships, furthering the work of the project and their professional development. This is an excellent example of what Barth (1990) refers to as improving schools from within.

A common approach to school change is to change teachers. For example, teach them how to do something new, increase their knowledge or teach them to do things differently. This "staff development" model for affecting change sees the impetus for change as something external that is introduced into the school by someone from the outside who is more knowledgeable or more skilled.

What the TIEC project provided for teachers was a luxury they normally do not have – an opportunity to interact with other teachers in creative ways about changes they felt were necessary to improve the school for themselves and their students. Being able to decide how to utilize and spend project resources gave teachers input into what was done. Teachers having the time to consider alternatives for approaching their own learning was an even more valuable resource. For example, the High Intensity Language Training (HILT) teachers at Bowie High School in El Paso decided to participate in a series of study groups on various topics they were interested in exploring.

After completing the study group series, they decided they wanted to explore one of the topics further and requested workshops by IDRA on the Cognitive Academic Language Learning Approach (CALLA). Unlike traditional staff development that lacks follow-up, the CALLA workshops were followed by teachers designing a plan for implementing the approach in their program.

Teachers and administrators become a community of learners that work together to identify avenues for changes that are appropriate for their particular situation. This is accomplished through professional collegiality, respect for each others' talents and abilities, and improved communication between teachers and administrators. TIEC provided teachers and administrators a vehicle for interacting in new ways and the chance to build more collegial relationships, furthering the work of the project and their professional development.

Lesson 2: Advocacy of immigrant students reshapes conventional thinking.

Participants left behind conventional thinking and developed new avenues for approaching parent involvement, instruction of over-age under-schooled students, gifted and talented education, and career education

The initial impetus for the TIEC project came from the Andrew W. Mellon Foundation, which recognized the need to support projects that study how the education of immigrant children could be improved. As previously stated, the foundation's support for these studies of immigrant education came at a time when anti-immigrant sentiment in this country reached a new zenith with Proposition 187 pending passage in California. While many people tried to downplay immigrant education due to its politically charged nature, the Andrew W. Mellon Foundation's advocacy for the subject provided it legitimacy.

A common initial reaction to the TIEC project was surprise. Comments included, "The Andrew W. Mellon Foundation is sponsoring projects to study immigrant education? That's amazing!" The foundation's initial advocacy for these immigrant education projects made people reorient themselves toward the issue of immigrant education and re-examine its value.

At the campus level, members of the project committees were individuals who had long been advocates of the immigrant student population. In most cases, they entered into the work of the TIEC project with a well-developed sense of the importance of advocacy for culturally and linguistically different children. However, what enabled the project committees' advocacy to take form was having the time, resources and opportunities to collaborate and make decisions about what would be best for their students.

Bringing advocates for immigrant students together in a forum that stimulated and gave license to creativity led to new ways of solving old problems. Participants left behind conven-

tional thinking and developed new avenues for approaching parent involvement, instruction of over-age under-schooled students, gifted and talented education, and career education (these will be described in the following section). Also, given the length of the project, participants' confidence was bolstered by knowing that time could be taken to study a situation and tailor project initiatives until they worked as the committee had intended.

Proposed project initiatives that seemed outlandish to some people at the start became accepted practices and in some instances were adopted as districtwide programs.

The effect of advocacy in changing conventional thinking was strongest in those who had never entertained the feasibility of creative educational approaches for immigrant students or who saw the responsibility for their education as under someone else's purview. Proposed project initiatives that seemed outlandish to some people at the start became accepted practices and in some instances were adopted as districtwide programs. The program for LEP students at the Center for Career and Technology Education in El Paso provides an example of such a program and is described in a subsequent section.

Lesson 3: Initiating programmatic change is a slow process.

School committees need to have district-level representation by parties who believe in the project and will work toward opening avenues for change at the district level.

The resources provided by the TIEC project notwithstanding, working toward change was a slow process that required sustained effort and attention. Once the project's organizational structures were set in place and were functioning, participants had few problems designing responsive initiatives to improve the program for immigrant students. Since the principal or the assistant principal at each campus was a member of the campus implementation team, securing approval on proposed initiatives at the building level was not a problem. However, getting them "up and running" was another matter.

One factor that slowed project initiatives was the necessity of finding ways to make new programs for immigrant students mesh with existing campus programs, operating practices and requirements of the existing educational system. This problem was more acute at the high school level where educators had to contend with how proposed programs would affect students' accumulation of credits for graduation.

The interface between campuses that want to affect change and their school district is crucial in developing new programs. On a very basic level, district policies can impede or prevent schools from implementing new programs that are seen as "outside" district policy.

The TIEC project had district-level representation on the implementation teams at both campuses. Some of the expertise these representatives brought to the table included the following: (a) the ability to interpret the maze of paperwork required for submitting project budget requests through the central office, (b) knowledge of protocol for presenting special requests to the school board, and (c) familiarity with the chain of command within the district to expedite project business.

The following is an example of how a disjuncture between district policy and successful school initiatives occurred at Bowie High School. With the help of the TIEC project, Bowie High School set up a successful computer laboratory with 25 computers to serve all of the students in their ESL HILT program. Through TIEC, teachers received personal instruction in the use of computers and various software applications throughout one summer and one academic year. The lab was also open to the parents of HILT students for ESL classes after school.

The computer lab did not operate in the traditional manner where teachers send their students off to the lab, and a lab attendant has the students do drills or uniform writing exercises. Here, teachers stayed in the lab with their students and assisted them in writing instruction along with the assistance of the HILT program supervisor who runs the lab.

The lab greatly increased student interest in writing, and teachers reported that writing achievement also increased. An additional benefit of the lab was the collaboration it engendered among the HILT faculty. They had more opportunities to work together and learned new approaches to teaching writing. In addition, teachers learned more about their colleagues' instructional practices in general.

The success and effectiveness of the HILT writing lab was not questioned, but its opening in the fall of 1997 was in question. At the end of the spring semester of 1997, Bowie High School received notice that the HILT writing lab would have to be closed because district policy only permitted one writing lab per high school. Occurrences such as these retard the progress of new programs and discourage teachers and administrators who have to lobby to maintain successful new programs as was the case at Bowie High School.

A similar example of a collision between district policy and beneficial programmatic change is the Bowie High School newcomers center (HILT PREP) that serves new over-age

immigrant students who have low levels of schooling in their native countries or who have gaps of more than three years in their education. Students spend one year in the Newcomers Center before entering the beginning level of the HILT program.

In the 1996-1997 school year, El Paso ISD decided to make Bowie High School the center for newcomer students throughout the district. However, in the spring of 1997, the school was notified that the teacher for the Newcomers Center could not be funded due to low enrollment. In actuality, the "low enrollment" figures were based only on continuing students and did not include those who would enroll in the newcomers class from other high schools in the fall or projected numbers of new immigrants. District policy on calculating the number of classes based on student enrollment needs to be modified to develop and maintain stable new programs for immigrant students.

Given the changing nature of school districts and shifts in personnel, successful new programs at the campus level may be undermined by policy that has not changed to accommodate them.

The previous example demonstrates the importance of extending change efforts to the district level. Unless new programs become part of district policy, they can easily be discontinued. Given the changing nature of school districts and shifts in personnel, successful new programs at the campus level may be undermined by policy that has not changed to accommodate them. The status of the programs at Bowie High School is also related to the next lesson learned from the project, which concerns another kind of change.

Lesson 4: Change can be swift and unexpected.

Changes occurred on different levels throughout the TIEC project and, in many cases, contributed to the slow nature of change previously discussed. Changes that had the greatest effect were the changes of principals, the restructuring of schools, and the administrative restructuring of districts.

At the end of the first year of the project, the principal of Jane Long Middle School moved to a district-level position, and a new principal replaced him. The new principal was very supportive of the project, but requested changes in how the program was run with the campus liaison. The first few months of the year were spent adjusting to those changes, reviewing plans that had been approved the previous year, and reformulating plans under new leadership.

A similar occurrence took place at Bowie High School in the spring of 1997 when the principal resigned before the end of the school year. Faculty members contested the principal's resignation and were deeply affected by his departure. Project activities were put on hold during the interim when the school was run by a temporary replacement. The faculty's energies were diminished. They worried about what course the school would take under new leadership and what their place would be in the school.

The new principal was not appointed until two weeks before the close of school, which meant he had very little time to learn about the history and status of the TIEC project as well as the many programs in operation at Bowie High School.

The unexpected change that most directly affected the project occurred in the spring of 1995 when Bowie High School's feeder school, Guillen Middle School, was closed by the district superintendent and reconstituted. Reconstitution is an extreme administrative tactic used to rebuild a troubled campus by firing the principal, faculty and staff and closing the school. Faculty and staff are then allowed to reapply for their former jobs and those who are not rehired are transferred to other schools within the district.

The closure of Guillen Middle School was prompted by complaints from the community regarding the low academic standards at the school, gang activity and the unusually high number of student suspensions the previous year. A local grassroots community-based organization with a long history of advocacy for minorities figured prominently in brokering between the community and the school district to bring about the change.

The reconstitution of Guillen Middle School affected the immigrant education project at Bowie High School because the school's assistant principal was hired to be the principal of the "new" Guillen Middle School. She had been one of the TIEC's strongest supporters at Bowie High School, was the local campus liaison, and was a member of the TIEC campus implementation team. In her position as assistant principal at Bowie High School, she worked with the principal to expedite project business and integrate project initiatives within the school.

In her new role as principal of Guillen Middle School, she was responsible for hiring staff and hired 12 of Bowie High School's faculty members to be part of the "new" middle school. One of those who transferred to Guillen Middle School was the teacher in Bowie High School's newcomers center, which had been a major focus of TIEC's work at Bowie High School.

Reconstitution of a school is a drastic measure, and in the case of Guillen Middle School it left strong sentiments in its wake. Teachers who were hired at Guillen Middle School received a substantial bonus which was promised to those willing to undertake the work required to "turn the school around." The bonus awarded to new faculty at Guillen Middle School caused resentment from former co-workers who received no additional remuneration for their work.

The unexpected nature of the district's move to reconstitute Guillen Middle School also had a disquieting effect and fueled rumors about who was to be next on the "chopping block." Many questioned whether Bowie High School was next in line. In general, a good deal of energy was expended by educators who worried about the security of their jobs.

Another change that had an unsettling effect within El Paso ISD was the change from a centralized to a decentralized organizational district structure. While this change was expected, it took a year to implement. The district was divided into four regions, and an associate superintendent was assigned to each region. District coordinators from the central office were assigned to work with each of the four new regions. Thus some district personnel who were involved in the TIEC project were reassigned to another region and no longer worked with project schools.

Building collaborative educational projects requires sustained work with partners who learn how to work together effectively to accomplish change. The work of collaboratives is not linear as it appears in a proposed plan of work. Each step forward may have been preceded by a couple of steps to the right or the left before participants were able to correct their course in reacting to unexpected changes. This need to reorient after unexpected and swift changes contributes to the slow nature of change previously discussed.

The work of collaboratives is not linear as it appears in a proposed plan of work. Each step forward may have been preceded by a couple of steps to the right or the left before participants were able to correct their course in reacting to unexpected changes.

Lesson 5: Projects are enriched by collaboration with others outside education.

The goals of this project called for improving immigrant students' academic achievement and progress through the educational pipeline into post-secondary study or work. In order to do this, links had to be made with businesses, community-based organizations and institutions of higher education. The University of Houston-Downtown and the University of Texas at El Paso were involved in the planning of TIEC, but outreach to local businesses and community-based organizations had to be conducted during the first year of the program's implementation.

The response to invitations to participate in the project was strong and added a valuable dimension to the work. Schools often do not pursue outside connections to request ancillary services for their students because they do not know how to approach them or what such entities have to offer.

Outside entities provided a fresh perspective to the normal ways of developing programs for students – one that was often more direct and not constrained by history. Project collaborators from outside the district were not discouraged by the system, and they brought fresh ideas to planning. In addition to supplementing the planning process, they provided valuable resources, generally in the form of volunteers, to supplement the work force.

Surprisingly, community-based organizations often have members who specialize in working with schools and they provide services and programs that benefit students. They are also a wonderful connection to community resources and services. A similar situation exists in the business sector where some businesses require employees to do volunteer work in order to be promoted. Such was the case with the Texas Employment Commission in El Paso, which worked with us throughout the duration of the TIEC project.

The director of the Texas Employment Commission established a mentoring program in Bowie High School's newcomers center, which had existed in El Paso elementary schools previously but had never been attempted at the high school level. Through the mentoring program, volunteers from the Texas Employment Commission visited Bowie High School once a month and had lunch with the students they mentored. During that time, they discussed the students' school activities and provided support for them. Volunteers also conducted field trips to their offices for the newcomer students. During these field trips, students shadowed employees during the workday and had the opportunity to find out about various types of jobs.

When the TIEC project ended, Bowie High School and the Texas Employment Commission were in the process of setting up an electronic mail (e-mail) system between volunteers and students. The idea for the e-mail program came about because employment commission volunteers travel a great deal and found it difficult to be consistent in their visits to the school. They felt that communicating through electronic mail (e-mail) would be a valuable learning experience for the students that would also enable volunteers to maintain better contact with students.

An example of a beneficial collaboration with a community-based organization was the association of SAFE 2000 of El Paso with the project. SAFE 2000 was a non-profit community-based organization that was part of a coalition of community-based organizations in El Paso. A volunteer from SAFE 2000 participated in TIEC from its inception and was instrumental in approaching community outreach for parent involvement at Bowie High School in a creative and effective manner. When traditional attempts at parent involvement failed, he suggested that the school "take it to the streets" by conducting a community walk for teachers to meet parents and bring them back to the school. This effort was extremely successful, and it is described in the following section (for a full account of the community walk see McCollum, 1997).

In Houston, the project at Jane Long Middle School collaborated with a community-based organization called the Gulfton Area Neighborhood Organization (GANO), which serves approximately 68,000 residents in the Gulfton area. GANO aims to enlighten city and county leaders about the needs of the community through advocacy for social services and programs. GANO operates a community schools coalition of 21 schools, including Jane Long Middle School. The primary goal of this program is for schools to establish deeper connections to parents, primarily through school-based community centers. The Central American Refugee Center (CARECEN), the legal center within GANO, provides legal services to immigrants and refugees. It also conducts a program that counsels students on their rights regarding immigration.

Building links to outside agencies requires flexibility on the part of educators, particularly principals, who often must find ways of implementing new programs that do not seem to fit within district policies.

Jane Long Middle School has a medical clinic on campus that operates in a double wide trailer. The clinic did not result from the TIEC project, but it demonstrates the range of possible programs that can result from collaboration with businesses. The board of directors of Memorial Hospital in Houston saw the need for providing on-site health care for students in high poverty areas and decided to donate a clinic to a Houston school. Jane Long Middle School was selected due to its student profile, the work of the school's administration and advocacy from one of Houston's civic leaders.

Jane Long Middle School's clinic has a full-time nurse practitioner who sees any students who are in need of care and have signed permission from their parents. In addition, the clinic has a full-time social worker who previously worked at GANO and counsels students. The clinic has the services of a doctor on a weekly basis. Students in need of dental care can also be seen by a dentist.

Having on-site medical services for students has reduced absenteeism due to illness and doctor appointments. The service is invaluable to immigrant families who perhaps do not have the resources to provide medical and dental care for their children or who may not be able to secure such services due to language limitations or lack of familiarity with the system.

The collaboration between the project schools and outside organizations would have been much more difficult to achieve had it not been for the TIEC project, which provided time and space within the structure of the schools for representatives to meet and work together. Building links to outside agencies requires flexibility on the part of educators, particularly principals, who often must find ways of implementing new programs that do not seem to fit within district policies.

III Lessons Shared: Selected Program Initiatives

Appropriate Curriculum and Instruction

Newcomers Center

Appropriate Counseling

Building Linkages with the Community

PART III
LESSONS SHARED: SELECTED PROGRAM INITIATIVES

This section describes five program initiatives in detail and illustrates how our lessons learned from the TIEC project applied to each initiative. The purpose of this section is to demonstrate how programs originated and what was required to maintain them successfully. These program initiatives focused on the following aspects of immigrant education: (a) appropriate curriculum and instruction, (b) appropriate counseling and (c) building linkages with the community.

Appropriate Curriculum and Instruction

Advocacy for immigrant students reshapes conventional thinking.

Career Education. A successful career education program that was adopted as a districtwide program in El Paso ISD grew out of the TIEC project. The program is for students with limited English proficiency and combines half-day study at the El Paso Center for Career Education and Technology (also referred to as the career center) and half-day study at the students' home high school. Students select one of 19 programs of study that lead to internships in local businesses. The career center also assists them in finding employment after completion of the program.

The director of the ESL (HILT) program at Bowie High School said that the faculty had talked about implementing such a program for Bowie High School students for the last 15 years but had not been able to do so. She said that with the TIEC project's focus of providing post-secondary opportunities for immigrant students, and the support of TIEC, the program became a reality.

The TIEC project's community task force was instrumental in planning and implementing the career education program. The facilitator for career and technology education from El Paso ISD who worked with Bowie High School was a member of the community task force. He helped connect the task force with interested parties at the career center and provided necessary follow-through to move the program forward. After its implementation, he also monitored the program and informed the community task force and the campus implementation team of adjustments needed in the program.

Students can enroll in any of the programs at the career center and are not restricted to studying in a group. Originally, the idea of a cohort was suggested to help students deal with all-English instruction in technical subjects. The students, however, categorically rejected the idea because they wanted to have the freedom to choose their course of study.

At Bowie High School, most students in the pilot program studied only English in the HILT program. However, two students were enrolled in algebra or geometry in addition to HILT classes. Half of the students study at the career center in the morning and at Bowie High School in the afternoon, and the others do the reverse. Bus transportation is provided for students between the high school and the center. The program is two years in length and is followed by a third year of internship during which students work with a company in a co-op arrangement.

Unlike vocational or technical centers in many large urban areas that become "dumping

grounds" for LEP and low performing students, the career center in El Paso ISD originally did not have programs for LEP students. The idea of sending LEP students to the career center went against conventional thinking of some educators both at the center and at Bowie High School. For that reason, it was approached as a pilot program with only five students.

Since classes at the career center were in English, Bowie High School's principal provided a full-time tutor who attended classes with the students and helped them with their work. The principal's foresight in providing a tutor was invaluable because it gave the students confidence and helped them understand the specialized vocabulary that each had to learn as part of their programs in plumbing, electricity, cosmetology, metal trades or drafting. The tutor also helped keep teachers at Bowie High School apprised of students' needs and experiences.

The idea of sending LEP students to the career center went against conventional thinking of some educators both at the center and at Bowie High School.

As a result of this program, changes occurred in the conventional thinking about what LEP students are capable of achieving. Prior to entering the pilot program, students took a vocational aptitude battery, visited the career center to observe classes, and received information about each program of study.

"Carmen" (pseudonym) was an over-age student who had academic problems in the past. She selected the drafting program, one of the most difficult programs of study. She was advised to take something less rigorous because there was speculation that she was dyslexic. But Carmen elected to stay with her first choice. The original tutor in the pilot program, who is now the director of the program, described Carmen's work at the career center as follows:

> Carmen is my superstar. When she got into the technical drafting program last year, once I saw the terminology involved in the computer-aided drafting applications, I thought here is a young lady with very limited English proficiency – might even be dyslexic – who might be overwhelmed by this program. I suggested to her a few times that maybe she should consider a different area [of study]. But she said no. She said she could do it. That desire and persistence on her part has enabled her to be very successful. Right now in her second year, she is carrying an 84 average. And that's in a class you and I, knowledgeable, educated and fluent speakers of English would have problems with. She really made me eat my words.
>
> Carmen is involved in an internship program now [since] this is her second year. They are allowed to get into an internship program or a shadowing program where they apply the skills they have learned. Carmen is an internship with the water company now, and the reports back from her supervisor are that he is really impressed with the work she has done. Much of it is advanced level. One of her designs actually is being seriously considered for one of the new outlying developments being set up in El Paso County (IDRA interview, May 7, 1997).

Students' Opinions About the Program. All of the students from Bowie High School in the career center program, with the exception of one, fit a similar profile. They were over-age students with low levels of English proficiency and were considered to be at risk of not graduating from high school.

In order to graduate, students must pass the state accountability measure, the Texas Assessment of Academic Skills (TAAS), which is in English. Many recent immigrant high school students do not have sufficient time to acquire the level of English required to pass the TAAS. In the case of students who were under-schooled in their countries of origin, there is the additional problem of learning the academic content required by the test. This gap in learning is particularly acute for high school students who are struggling to learn English and use it to learn academic content such as geometry. The TAAS test is a requirement for graduation and prevents many immigrant students from graduating from high school.

All of the students in the career center program did well and reported that they would recommend the program to other students. Parents were happy with their children's progress and thought the program provided their children with many opportunities.

In interviews, students consistently commented on the difference in the classroom structure of the two sites and reported that they preferred classes at the center where classes are three hours versus the 50-minute classes at Bowie High School. The first hour at the center, possibly less, is spent demonstrating how something is done. The next two hours are spent having the students apply or practice what was demonstrated to them. Their tutor described

career center classes as follows:

> They take something they have learned right away and apply it. It is not something that after hours and hours of lecturing and all, then something is done with it on Friday. A new concept is taught every day and that concept is applied right away. On Fridays, they are evaluated on what they have learned during the week (IDRA interview, May 7, 1997).

In general, students earned higher grades at the career center where classes were conducted in English than they did at Bowie High School where they studied ESL. Interviews with students revealed that they preferred the structure of classes at the career center more than the academic focus of most of the ESL classes at Bowie High School. At the center, students sat at tables in small groups and were able to converse while they worked. Some students felt that they actually had more time to *use* their English at the career center than at the high school.

In the ESL classes, students were usually engaged in reading and writing activities, and they were expected to remain silent unless they were interacting with the teacher. Classes at the center involved students in hands-on activities where they could practice English and learn from more knowledgeable peers or the teacher. While the program was seen by some people as less "academic" in nature, it provided exactly the type of classroom structure that fosters mediated learning (Vygotsky, 1962; 1978) and is recommended in literature on second language learning (Cummins, Johnson and Roin, 1989; Krashen, 1987).

"Armando" (pseudonym) was an 18-year-old student in 11th grade who studied metal trades. He described the classes at the career center (or "Tech") as being more workplaces rather than classrooms.

> At Tech, one does not feel like a student, but rather like a worker. One has more freedom of expression and can talk to the teacher or move around. The relationship between the teacher and students is more like one between co-workers or a boss and his workers.

> I like it better at Tech because we really get to do work, and when the three hours are up, you say, "Wow, the time really flew. I wish we could stay here another three hours." Here [at Bowie High School] we spend the majority of our time reading and writing and doing calculations. There, when you see something you've done, you say, "The effort I put forth, it turned into a piece of work." You see the *effort* that was invested in that piece of work. You can put what you made on a table and then say, "Well, here is something that I invested some effort in. I also invested *time* and that time was well spent (IDRA interview, May 6, 1997).

While the program was seen by some people as less "academic" in nature, it provided exactly the type of classroom structure that fosters mediated learning and is recommended in literature on second language learning

"Enrique" (pseudonym) was an 18-year-old student in 10th grade who was in the first year of the plumbing program. He thought his English had improved by attending the career center.

> There, one can converse more with others and that's how one learns English. Here we just take notes and don't get a chance to practice. We take notes there too, but most of the time we're working. I would like to spend the whole day at Tech (IDRA interview, May 7, 1997).

When Enrique was asked to describe his experience at the center he responded with a certain sense of incredulity, "Well, although I don't know English well, I have good grades, and I think it's because they have me *work*. That's been my experience, that I have done well without knowing English." He added that he knew the importance of learning English and was trying hard to do so to increase his chances of employment. Other students in the program also felt that sense of accomplishment.

Perhaps the most positive feature of the career center program was that over-age students who had been considered at risk and not expected to pass the TAAS were provided opportunities to demonstrate their talents and excel. At the same time, students felt they were developing skills that would help them gain employment.

The vocational and career coordinator who participated in the project community task force assessed the motivation and achievement of these immigrant students succinctly by

commenting, "These kids haven't learned the negative connotation of the V-word [vocational education]. To them, attending the vocational education program is not a dead end. It is a new beginning." All of the students but one wanted to continue studying at the community college or UTEP when they finish. Without their positive experience and success at the career center, they might not have considered continued study as a possibility.

Based on the performance of the five immigrant students from Bowie High School at the end of the pilot year, El Paso ISD decided to adopt the program for ESL (HILT) students in all seven El Paso high schools. The second year of the program began with 28 ESL students and two tutors. Two students from the first cohort continued, and three new students from Bowie High School began the program. The district's desire to adopt the program districtwide came as a surprise. Those who had worked with the program from its inception questioned whether expansion was a good idea at that time. Having a second pilot year would have allowed more control over how the program was run and would have enabled procedures to be set up in the other schools. They felt that things such as preparation and counseling of students in other high schools could not be controlled and might affect the success of the program.

Perhaps the most positive feature of the career center program was that over-age students who had been considered at risk and not expected to pass the TAAS were provided opportunities to demonstrate their talents and excel.

Those fears were actualized. When six students from other schools dropped out of the program. A tutor from the original program at Bowie High School who is now a full-time employee at the career center and administers the program explained, "Some of the counselors at the other schools lost sight of what we wanted to do with these students. We want to give them the opportunity to gain a skill so they will not be discouraged should they not graduate from high school or pass the TAAS." He commented that of the 19 students who remained at the end of December of 1996, all but one were passing. He reflected on how the program began:

> Last year was the first time since we got the project going that attention was paid more to the possibility of expanding the program to the low-English-proficient kids in the district, mostly because of our presence advocating the benefits of the program for the kids. The principal at the tech center is so wonderful. She embraces the program so well, and I have yet to hear the word "no" from her. She has been remarkably consistent in her support for the program (IDRA interview, May 7, 1997).

In the fall of 1997 the program had 47 ESL students from throughout El Paso ISD. Two additional tutors were requested to assist with the 28 new students who entered the program.

Newcomers Center

The TIEC project was instrumental in assisting Jane Long Middle School and Bowie High School with implementing their newcomers centers for recent immigrant students. Newcomers centers are special programs that prepare recent immigrant students for entrance into mainstream classrooms through intensified instruction in English, academic content (if necessary) and the elements of U.S. culture and schooling.

The two most common models for newcomers programs are a self-contained, full-day program of one year's duration and a two-year program involving half-day attendance at the newcomers center and half-day attendance at the middle school or high school. School districts with large numbers of recent immigrant students may have a single center that serves all of the district's newcomer students. Newcomers centers can be located at the student's school of attendance or, in the case of a district center, be housed at one school that serves the whole district. Assessment specialists in language assessment and the evaluation of educational transcripts evaluate and place students into appropriate programs of study.

The types of students served in a newcomers center also vary according to the needs of the particular recent immigrant student population. Some models target all recent immigrant students while others at the high school level, for example, may address only those students who are over-age and who have a gap of several years in their educational background. The latter situation is common for students who have completed the required number of years of schooling in their native country but who wish to enroll in school in the United States to learn English. It is also the profile of students from rural areas who leave school after third or fourth grade to work with their families in agriculture.

The curriculum models for newcomers centers also vary widely but primarily consist of intensified ESL classes and sheltered content area instruction (Chang, 1990). Native language literacy is also part of the curriculum in programs that serve non-literate recent immigrant

students and where teachers have proficiency in their students' native language. Many programs with students of the same native language background begin instruction in the students' language to teach elements of U.S. culture and the culture of the school and to supplement sheltered content area instruction.

In the fall of 1994, the Andrew W. Mellon Foundation sponsored representatives from all of the immigrant education projects to attend meetings in Washington, D.C. Participants had the opportunity to discuss their individual projects as well as to meet educators from other parts of the country. In addition, participants visited immigrant education programs in Prince Georges County, Maryland, and in Fairfax County, Virginia, which are also project sites funded by the Andrew W. Mellon Foundation through the University of Maryland-Baltimore County.

Providing teachers with time, resources and opportunities for collaboration opens the door for change.

This experience was perhaps the most meaningful experience for the teachers participating in the TIEC project. They were able to interact with other educators from different geographic areas about immigrant education and they found a large area of commonality. The newcomers center (HILT preparation) teacher at Bowie High School summarized her feelings about the experience:

Advocacy of immigrant students reshapes conventional thinking.

> When I was sent to Washington, I had the opportunity to meet absolutely wonderful people who had similar interests and problems. I got to see schools that had similar problems, but at the same time were very different. I saw things I had never seen before. I had to turn around a lot of my own thinking. It opened my eyes to a lot of things. I came back with a lot of materials and a lot of contacts, and kept in contact with many of those people during the year (IDRA interview, May 7, 1997).

The opportunity for collaboration provided by the trip and by the project in general, enabled teachers to increase their knowledge of possibilities for newcomer programs and influenced their thinking about how they wanted to proceed at both project sites. Prior to the TIEC project, there was no newcomers center at Jane Long Middle School in Houston. Bowie High School had plans for a newcomers center that opened during the first year of the TIEC project. Further contact among project teachers came about as a result of the trip to Washington, D.C.

As a result of the contacts made through the TIEC project, the newcomers center teacher, the HILT program supervisor at Bowie High School and an ESL supervisor from the district visited newcomers centers in Salinas and Hayward, California, to observe programs and to confer with teachers on their system of assessment and placement of students. The California schools were also part of immigrant education research funded by the Andrew W. Mellon Foundation through California Tomorrow. Both trips (to Washington, D.C., and the newcomers centers in California) expanded their knowledge and established valuable contacts that assisted their work in El Paso.

In the first year, the newcomers center at Jane Long Middle School was designed for all sixth grade recent immigrant students. Houston ISD approved the program but could not open it until a semester later because a teacher could not be found to fill the position. Since its inception in January of 1996, the center has had three. Finding a teacher who has the skills necessary to teach ESL and content subjects to students from various language backgrounds has been problematic.

Initiating programmatic change is a slow process.

While speaking the students' native language is ideal, it is not always possible, especially in cases where students come from many different language backgrounds, as was the case at Jane Long Middle School. What is more important is that the teacher have a wide range of knowledge and skills in English as a second language instruction, literacy instruction, sheltered content area instruction, and the stages of second language development. This is a minimum of what is required to meet the instructional needs of recent immigrant students. In addition, teachers should be familiar with the cultures of their students and know students' and their families' expectations for education.

Given the newness of newcomers programs, it is difficult to find teachers who have prior experience teaching in that context. Principals should base their selection of a newcomers center teacher on the goals of their program. While this might seem too obvious to mention, it is not always practiced. Principals can hire someone who has proficiency in the students' native language but who lacks knowledge of school curriculum or how to teach pre-literate students to read. Interviews with candidates for positions as teachers in newcomers centers should include

discussions of that person's experience and comfort in providing instruction in the required areas listed above.

While speaking the students' native language is ideal, it is not always possible, especially in cases where students come from many different language backgrounds, as was the case at Jane Long Middle School.

The newcomers center at Bowie High School had a different focus than the center at Jane Long Middle School. At Bowie High School, the center targeted over-age recent immigrant students who had a gap of at least three years in their educational background. The student population was comprised predominantly of students who had recently emigrated from Mexico. Students spent one year in the center and did not receive credit for it toward graduation. Afterward, they began a four semester sequence of ESL classes in the HILT program.

The newcomers curriculum was written by its teacher who is fluent in Spanish and had taught ESL for 26 years both in the United States and abroad. The curriculum was interdisciplinary and integrated thematically to maximize students' exposure to the material. Initial instruction in the center focused on developing students' Spanish language and literacy skills then the focus transferred to English. Given the gaps in students' education, a print-rich environment (both in Spanish and English) was used to expand students' knowledge base.

Describing the curriculum development process, Bowie High School's newcomers center teacher stated:

> We had certain goals that were established before the curriculum was developed. One of the goals, for example, was to create a school-to-work theme so there is a lot of reference within the document to preparing kids to understand what it means to get out into the job force. The curriculum also has themes appropriate for children arriving in the United States for the first time: getting to know their city, making contrasts between their home country and their new country, learning about social etiquette, acceptable behavior for school and out in the community. The curriculum also involves exposing students to as many activities and experiences as possible, such as attending cultural events, going to museums, touring local universities, etc. (IDRA interview, May 7, 1997).

The effectiveness of new programs could be greatly improved by making adjustments in district policy to ensure the coordination of programs. The following example illustrates this point in the newcomers center at Bowie High School.

After completion of a year in the newcomers center, two students had sufficient English skills to allow them to bypass the first course in the HILT sequence of classes. They were not allowed to do so, however, because policy dictated that if they did not attend the first HILT required class, they would not get credit for it. In effect, these students were being penalized for surpassing expectations and had to take a course that was below their level of language proficiency.

Policies need to be changed, particularly at the high school level, to increase immigrant students' chances of accumulating sufficient credits for graduation.

Policies need to be changed, particularly at the high school level, to increase immigrant students' chances of accumulating sufficient credits for graduation. Other ways, besides "logging seat hours," need to be found to give students credit for learning.

Implementing and maintaining special programs such as newcomers centers that must exist within district policies for mainstream students was a recurrent issue throughout our work. When the project ended, we were making significant inroads into changing policies from a "one size fits all" approach to having alternative ways of achieving a common goal.

In discussing what advice they would offer administrators who wish to implement special programs such as newcomers centers, a Bowie High School teacher spoke from her own experience:

"I think my biggest advice would be that a strong support system has to be created for the program. Fellow administrators and the guidance counselors need to totally *understand the reason – the criteria – the need these particular children have, and they all need to buy into it and work as a team."*

> Well, first the principal needs to work very closely with the teachers and establish the need for the program and put it in writing. What is the need? As things stand, why are they unable to meet the kids' needs? What is happening to them? What needs to happen? And by doing that, you establish some criteria. I think my biggest advice would be that a strong support system has to be created for the program. Fellow administrators and the guidance counselors need to *totally* understand the reason – the criteria – the need these particular children have, and they all need to buy into it and work as a team. They need to understand the differences you are going to find with these students and proceed accordingly (IDRA interview, May 7, 1997).

Appropriate Counseling

Prior to the TIEC project, no immigrant students had been placed in the gifted and talented program at Jane Long Middle School. Through advocacy and the opportunities the TIEC project gave teachers to collaborate and design project initiatives, a committee was created to examine the feasibility of immigrant student participation in the gifted and talented program.

The committee found that Jane Long Middle School actually had two gifted and talented programs. In order to enter the *Vanguard Program*, a state-funded program, students had to pass a standardized English language test at a specified level of performance. However, students were eligible for the other gifted and talented program, the *pre-baccalaureate* program, if they had teacher recommendations and maintained a minimum grade point average.

The committee followed the process previously described for establishing criteria for a new program. After the need for the program was established, criteria were determined and a proposal for the program was put in writing. An essential part of the proposal contained strategies for identifying immigrant students with special talents that would qualify them for the *Pre-Baccalaureate* program.

Reshaping conventional thinking regarding the inclusion of recent immigrant students in such a program required a good deal of advocacy to garner support. But in the first year of the program, 25 students were identified and placed in the *Pre-Baccalaureate* program.

Maintaining support for special programs is crucial for their continuation. After programs are implemented, advocacy for them must continue and be manifested in different ways. One avenue for advocacy is the distribution of information about what the program is doing, its effectiveness and future directions of the program. Another is support from the district personnel who should assist in tracking students' progress and collecting data on immigrant students' achievement. Without such support, special programs may lack visibility and evidence of their effectiveness.

After the termination of the TIEC project at Jane Long Middle School, the gifted and talented program experienced some of these problems. Without the forum of the campus implementation team meetings that had enabled teachers to work as a group to maintain and improve the gifted and talented program, the program lost sponsorship. As a consequence, referrals for the program declined.

The author of the gifted and talented proposal commented that in her estimation, programs such as these require education on a number of levels in order to be effective. First, teachers throughout the school need to be educated about and reminded of their importance. Since the TIEC project ended, referrals to the program have declined because they do not have a regular forum for working on the gifted and talented program.

She also stressed the need to educate parents about what to expect when their children are enrolled in the gifted and talented program. Some parents complained that their children's homework kept them from contributing work to the household after school hours.

Support from the district in tracking student progress is also essential in programs such as the gifted and talented program where teachers do not have time to set up and maintain an evaluation system. Instead of making school personnel responsible for providing progress data on students in new programs, districts could help schools design and carry out evaluations to provide data that would improve programs and demonstrate their effectiveness.

The gifted and talented program at Jane Long Middle School and the other TIEC initiatives at Bowie High School are examples of programs that are "added on" to schools with fixed administrative structures and programs. The next example provides a view of how immigrant education was built into a school from its inception. It provides a unique and slightly different view of our lessons learned.

Building Awareness from the Beginning. TIEC's work with Guillen Middle School, Bowie High School's feeder school, was originally planned as part of the project's effort to improve the transition of immigrant students across levels of education, seeing them through to graduation and post-secondary study or work. As previously stated, our plans for working with the school changed unexpectedly on May 23, 1995, when Guillen Middle School was closed by the El Paso ISD superintendent.

When Bowie High School's assistant principal became the new principal of Guillen Middle School, she requested that the TIEC project play a significant role in focusing the new faculty on the importance of meeting the needs of immigrant students. The principal said that in reality, the whole campus was composed of immigrant students. Some had just been in this

country longer than others. She envisioned the campus starting over with an emphasis in all of its programs on meeting the needs of this special population.

The College of Education at the University of Texas at El Paso (UTEP), a TIEC collaborator, guided the restructuring effort at Guillen Middle School. The innovative work of UTEP's College of Education is recognized nationally (Goodlad, 1994) for its emphasis on restructuring schools in the El Paso area. At the same time, UTEP has reorganized the teacher education program to prepare teachers who are qualified to meet the challenges of teaching in culturally diverse, urban classrooms.

Three UTEP faculty members worked closely with the newly formed administration and faculty at Guillen Middle School to set up the governance structure of the school using Levin's (1987, 1994) model. The guiding principles of his model are:

- The school is organized around a unity of purpose that gives the school a mission to work toward.
- The school should build on the strengths of its teachers, parents, students and administrators.
- Empowerment places the responsibility for education at the school site.

The governance structure in this model consists of cadres, or small groups, that are devoted to the school's most important issues. Cadre members volunteer to work in a particular area and use the inquiry process to seek solutions to problems. Each cadre has a member who participates on the steering committee, which oversees the work of the cadres and informs the principal of the cadres' work.

At an initial faculty retreat, Guillen Middle School faculty and administrators wrote their mission statement and formed 11 cadres, one of which focused on immigrant issues. A member of the immigrant issues cadre served on the steering committee and made immigrant education concerns visible. Traditionally, such concerns never pass from the small group of ESL teachers or special program teachers to the rest of the faculty.

With immigrant issues in the forefront from the beginning, the school organization provided momentum for developing new programs and modifying practices that were detrimental to recent immigrant students. Some of the changes that occurred in the "new" Guillen Middle School regarding immigrant students included the following.

- The ESL students were no longer confined to a single wing of the school, but were integrated throughout.
- ESL students could hold school office (a female immigrant student was elected president of the student council).
- ESL students could join extracurricular activities.

In April of 1996, Guillen Middle School teachers participated in a second faculty retreat to assess what had been done since the school's re-opening in September and to set goals for the next three years. The governance structure facilitated involving all faculty in decisions about the school and was effective in getting them to actively participate. In contrast, at the other two TIEC project campuses it was much more difficult to involve the general faculty in the project.

The TIEC project had the unique opportunity of being part of a school that was rebuilding itself and placing an emphasis on immigrant education. Having a cadre that addresses immigrant education as part of what the school does can accomplish more than a campus where immigrant education is considered an "add on."

The TIEC project had the unique opportunity of being part of a school that was rebuilding itself and placing an emphasis on immigrant education.

In the latter case, the school starts with a small group that is already prone to advocacy for immigrant students and must build a wedge into and across all program areas. It is particularly difficult at the secondary level where the departmentalized nature of schools produces a set of separate groups that have specialized interests and little opportunity to interact. Moreover, LEP students are often seen as only being the responsibility of the ESL department.

Building Linkages with the Community

A main goal of the TIEC project involved the establishment of linkages to immigrant parents. The community task force made two attempts to invite parents to Bowie High School for meetings and was disappointed in the light response.

"Mr. Manriquez" (pseudonym) worked for SAFE 2000, a non-profit community-based organization in El Paso and was a member of the community task force. He felt a novel approach was needed to get parents to the school. He suggested the faculty needed to get out into the neighborhood and show the community it was interested in them by conducting a community walk. He had conducted one the previous year in New Mexico that was successful.

The main purpose of the community walk, or *caminata de la comunidad*, was to have teachers acquaint themselves with the community their students live in by walking through the neighborhood, learning about significant landmarks, businesses and social services.

Apart from raising teachers' awareness about the community, a secondary purpose of the activity was to give parents and teachers a chance to interact. Meeting parents on their own "turf" is rarely done in large urban school districts where teachers typically live outside the school district and commute to and from the neighborhood for work. Nevertheless, the idea of the "walk" immediately appealed to the project's community task force and to Bowie High School's principal, who reserved the school's first full day of staff professional development the following September for the event.

The organization of the walk was completed and directed largely through the efforts of Mr. Manriquez who represented a coalition of community-based organizations and the TIEC community task force. He was assisted by the project community representative. Mr. Manriquez marshaled a group of volunteers from the community who worked with teachers to plan the walk. They named themselves *La Comunidad Unida* and met six times during the summer to organize the walk.

Mr. Manriquez and the volunteers from the community-based organizations knew which channels to follow and who should be approached to garner support for the walk. Unlike most teachers at Bowie High School, the volunteers were experienced in grassroots organizing and efficiently guided the work of the committee.

For example, upon their suggestion, a wide variety of people were invited to the first organizational meeting to garner support for the initiative. This included the information supervisor and the community relations officer for the city, members of the school board and city council as well as representatives from the local housing projects and the community clinic.

The work required to organize the walk was formidable and included securing permission from the city council to hold the walk, obtaining a parade permit, recruiting police officers to oversee the event, and providing water and planning restroom stops for the participants. Monetary donations were solicited from local businesses to cover the cost of permits and other necessary items. In-kind donations consisted of a first aid station, a public address system, day care services, buttons for committee members, baked goods and bottled water.

The walk covered approximately 30 city blocks and included the combined faculties of Bowie High School and Guillen Middle School. It started at 8:00 a.m. at the neighborhood community center. It began with welcoming comments by the principals of Bowie High School and Guillen Middle School. The district's city councilman defined the event as a demonstration that the community could bond together to provide a safe environment for its children.

The walk route took participants through housing projects and past community centers, social service agencies, important landmarks and businesses. Due to the vastness of their attendance area, buses transported walkers from one part of the walk route to another. At noon, buses took them back to Bowie High School where the principal and Guillen Middle School's principal spoke to the group. Afterward, everyone shared a lunch provided by Bowie High School.

Was it Worth the Effort? IDRA conducted interviews with 11 teachers and four parents. Safe 2000, a community-based organization participating in TIEC, collected questionnaires from six community volunteers. Respondents indicated that the community walk accomplished its twofold purpose of getting teachers acquainted with the school's community and showing parents the schools' willingness to meet them halfway. All of the teachers, first-year teachers as well as experienced teachers, agreed that getting out into the community was a positive experience. Only one teacher expressed reservations about the walk, questioning its cultural appropriateness.

The walk served to enlighten new as well as experienced teachers. Those who were new

to El Paso and to teaching were surprised by the poverty of the area but found positive features in the community as well. Several teachers reported they felt a "sense of community" in the neighborhood and remarked on its orderliness. A former resident reported she learned about important changes had taken place that would influence how she dealt with her students in the future.

In summary, teachers gained many things from the walk: knowledge regarding the community, expanded awareness of students' lives and, in some cases, an opportunity to re-examine their values and teaching practices.

All of the teachers that IDRA interviewed reported their past experiences with staff development had been, for the most part, unsatisfactory. Teachers stated they enjoyed being able to *actively* expand their awareness about the lives of their students and their families. Everyone agreed that the walk (which was held on their first staff development day) was the best opportunity for professional development they had experienced. Teachers from both campuses offered excellent suggestions for increasing their contact with parents in future community walks.

The main purpose of the community walk, or "caminata de la comunidad," was to have teachers acquaint themselves with the community their students live in by walking through the neighborhood, learning about significant landmarks, businesses and social services.

Community Reactions. Four parents reported that the community walk had a positive effect on the community. One parent who volunteers at Bowie High School said, "Since the walk we've had a lot of success getting parents to come to school. Let me tell you about our people. We are humble and sometimes we don't speak to teachers because of that. Now [after the walk] I see a difference."

Another parent commented, "In all my years as a volunteer I have never seen anything like it. All the doors were open. We entered into the [housing] projects, and all the doors were open. It was something that made the community very happy."

When asked what the teachers gained from the experience, one parent stated:

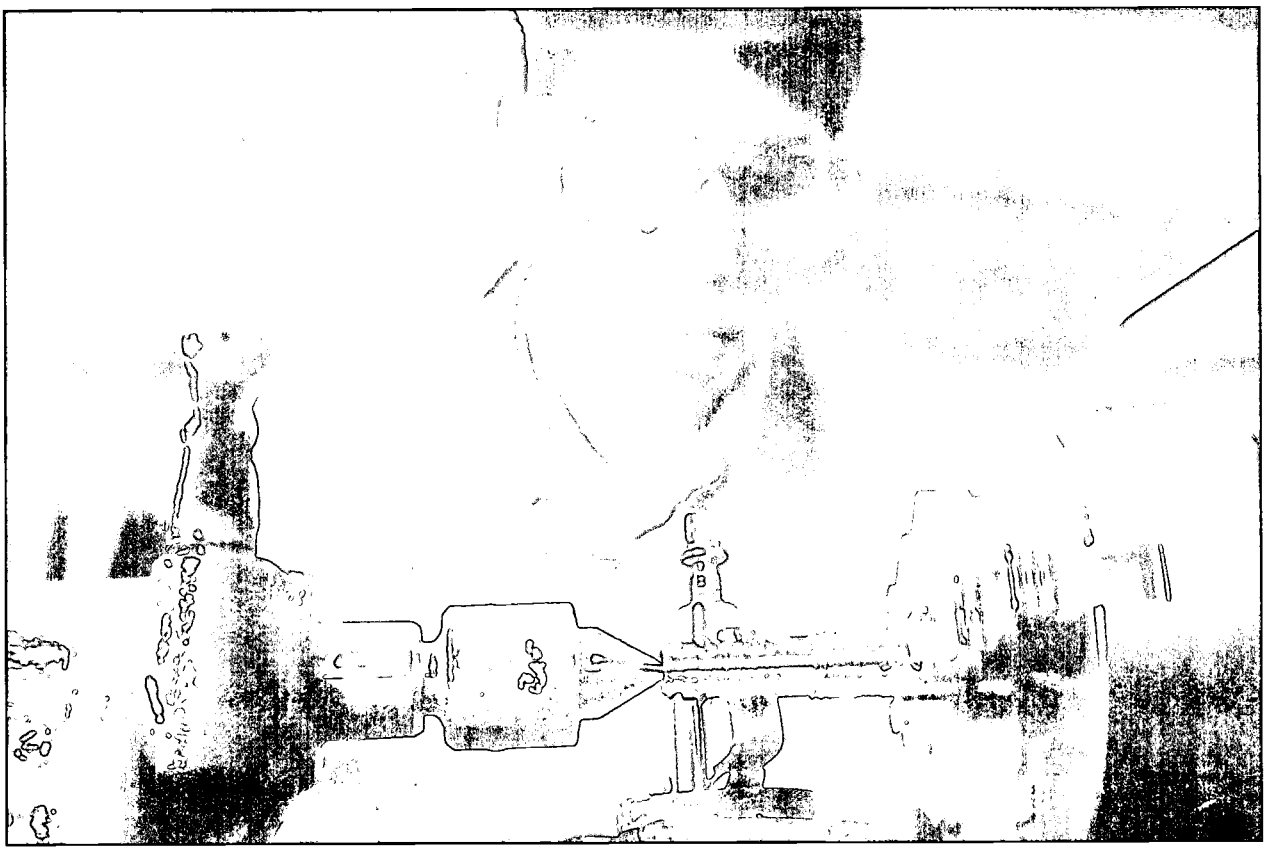
> They gained confidence because when we were walking, people applauded for them. They hung out the windows and cheered. They cheered, "Bravo, there are the teachers!" And now there's more understanding of the school on the part of the parents (IDRA interview, February 23, 1996).

The impact of the community walk extended beyond the participating campuses and the immediate community. Other schools in the area complained they had not been invited to participate and made plans to conduct a similar event in the future.

While Bowie High School and Guillen Middle School teachers and members of the community they serve considered the community walk a success and wanted to repeat it, a second walk did not take place the next year. The reasons for this are beyond the scope of this document (see McCollum, 1997), but in summary the event became politicized due to the reconstitution of Guillen Middle School.

School and project initiatives do not exist in a vacuum and are affected by the social and political climates that surround them. Successful initiatives may not be continued due to a variety of factors that have nothing to do with a lack of following through. Unexpected political influences that cause projects to take another course or give precedence to other programs can occur.

Conclusion: Future Directions



Future Directions

The story of the Texas Immigrant Education Collaborative (TIEC) project presented here does not chronicle all project initiatives. This monograph presents descriptions of select project initiatives, analyzes factors that enhanced or detracted from successful implementation, and reviews the lessons learned from our participation in the TIEC project. Another aim of this document is to provide educators with basic information and resources on immigrant education to facilitate the implementation and maintenance of successful programs for immigrant students.

Many documents that chronicle the course of educational innovations conclude by providing inventories of program characteristics that should be present in successful programs. Barth (1990) refers to such approaches as "list logic," i.e., if one has all of the things on the list, one will have a successful program, school, administrator, etc. This document purposely avoids such an approach. Instead, it shares the *process of how* certain TIEC program initiatives were implemented and maintained. This shows how programs came to have particular characteristics given a particular context.

While avoiding the "list logic" or recipe approach to designing programs for recent immigrant students, a discussion of how to proceed in the future given our lessons learned is in order. Recommendations for future collaboratives on the education of immigrant students are given in the following section.

The spark that ignited the excitement and advocacy for improving the education of recent immigrant students in the TIEC project was the opportunity the project afforded educators to affect change. The support provided by the Andrew W. Mellon Foundation gave educators the opportunity to improve their schools from within. In most cases, teachers had good ideas about what they wanted to do to improve their students' education. What they lacked was time to interact and a forum in which to build advocacy for immigrant students.

Teachers had clear ideas about what was best for their own education. Staff development was much more successful when teachers had the freedom to select the topics they wanted to study. Study groups, where several topics of interest were explored, enabled teachers to survey new teaching techniques and select one to focus on in depth. This approach led to a "buy-in" on the part of teachers and ensured they were getting what they *needed* and *wanted*. All too often, traditional staff development satisfies neither of those criteria.

The TIEC project provided a forum where teachers interacted with each other as well as with outside consultants and volunteers to solve their problems. IDRA's model for change engaged project participants in action research to improve the experience of immigrant students at their campus. **Project participants assessed their situation, created a vision and planned how the vision would be realized.**

One lesson learned was the slow nature of programmatic change. This type of project calls for a more realistic expectation about *when* changes should be expected and what is realistic to expect at different stages. Change occurs on many levels, not just in student test scores. **Expecting rapid changes in recent immigrant students' test scores is an unrealistic**

expectation given the length of time that is required for second language acquisition to take place. In addition, in the case of older students, many have completed a fewer number of years of schooling in their country of origin than required here. They also may not know how to read.

Common sense dictates that students should learn to read and calculate before grade level curriculum and state-level accountability testing becomes a concern. **For this reason, early program results from standardized tests need to be seen in a different light. The focus should be on documenting growth using multiple indicators and describing the process that contributes to that growth.** Evaluation mechanisms need to be built into educational interventions. These mechanisms should evaluate various dimensions of change in order to reflect accurately the type of effect a program is having on a campus.

A successful early outcome of a program for immigrant students, for example, would be a change in the number of students eligible to take the TAAS test the third year after the implementation of a newcomers center. Teaching non-English-speaking high school students enough English to take the TAAS should be acknowledged as an index of success.

Strategies are needed to speed programmatic change and improve the running of collaborative multipartner educational projects. Perhaps the factor that retarded project progress the most was the bureaucracy of large urban school districts. From the project's perspective, the simple task of tracking students across years of the project or collecting achievement data presented incredible obstacles. While districts are happy to receive grant funding for special projects, their policies can jeopardize continued funding by not providing student accountability data.

The use of test score data to measure progress of immigrant students is also problematic since many recent immigrant students are excluded from taking the state accountability measure until they attain sufficient levels of English proficiency. Programs for recent immigrant students need to institute assessment systems, such as portfolio assessment, to document student progress in the initial stages of acquiring English oral proficiency and literacy.

Another issue related to the bureaucratic nature of schools is the use of a "one size fits all" approach to policy. **Both at the district and campus levels, policy is framed for mainstream students but must be modified to include special programs for recent immigrants.** Failure to modify policy leads to ludicrous, but all too prevalent, situations where recent immigrants are required to take classes or participate in activities that will not teach them anything or teach what they already know.

For example, the high school course credit system needs to be modified. Students should not be made to sit in ESL classes below their level of English proficiency just to gain course credit. Another failure to modify school policy has led to pre-literate newcomers center students sitting through classes on how to take the TAAS test.

In a similar vein, low-schooled immigrant high school students who do not know how to multiply or divide should not be placed in an algebra class due to an inflexible policy. Inattention to modifying policy for immigrant students can also jeopardize the existence of programs, as in the previously discussed case of calculating the student-teacher ratio for a district newcomers center in the spring as opposed to the fall or in the case of stipulating that high schools can only have one writing lab per school.

Special programs need to be built into the district structure from the beginning. Absence of district support and advocacy for special programs slows progress. While starting small and later enlarging the scope of a project is often an effective strategy, outside funding may end before project initiatives are taken to the district level.

The TIEC project had district representatives on the campus implementation teams at both campuses, yet in many cases they served only in an advisory capacity. A more effective strategy is to balance campus-level activities with district-level advocacy for immigrant students. Our experience with the career center project in El Paso ISD provides an excellent example of such a two-pronged approach.

District "buy-in" is essential to the success of special programs at individual campuses. Closely linked to "buy-in" is the issue of coordination of special programs with district initiatives. Ideally, district personnel should become invested in the work of special projects and be encouraged to participate actively rather than viewing them as competing or being at cross-purposes with district programs.

Another issue that relates to the scope of the project is the importance of extending special projects throughout the school. As previously discussed, building a wedge into

existing school structures is much less expedient than organizing the school so that immigrant student concerns are integrated throughout the school's management structure, policy and course offerings. **For this reason, projects need to begin by including teachers and administrators outside the ESL department in project activities.**

Perhaps the biggest lesson learned from the TIEC project was that the scope of this project was enormous. Great strides were made in a short amount of time with a small staff. At the completion of the project, advocacy and general awareness of the needs of immigrant students was very high. Two project initiatives were taken to the district level, which attests to their success. When foundation funding ended, it was difficult to distinguish between programs that originated within the TIEC project and those that had their origins within the district, community-based organizations or project partners.

We worked as a collaborative with the common goal of improving the education of immigrant students. From that experience, we learned valuable lessons about how to effectively work in schools with large numbers of immigrant students to develop, implement and sustain appropriate educational programs and services. Those lessons are shared here to assist others who wish to provide the best possible education for immigrant students. They are our future.

Endnotes

[1] The three other organizations that participated in the research were: The University of Maryland – Baltimore County, The University of California Long Beach and California Tomorrow in San Francisco.

[2] The Changing Relations Project was funded by the Ford Foundation to conduct a longitudinal study of the relations between newcomers and established residents in six communities that had experienced high levels of immigration due largely to changes in the immigration law in 1986. Interdisciplinary teams of researchers studied neighborhoods in Chicago, Houston, Miami and Philadelphia. In addition to these large urban centers, the project studied the suburban community of Monterrey Park, California, and a rural community in Garden City, Kansas. Publications on this study include: *Structuring Diversity: Ethnographic Perspectives on the New Immigration* (Lamphere, 1992); *Newcomers in the Workplace: Immigrants and the Restructuring of the U.S. Economy* (Lamphere, Stepick and Grenier, 1994); and a videotape documentary, *America Becoming*, which was filmed at the research sites.

[3] *Lau vs. Nichols*, 414 U.S. 563 (1974).

[4] *Plyler vs. Doe*, 457 U.S. (1982). IDRA helped to establish the rights of undocumented immigrant children in Texas to public education in the *Plyler vs. Doe* case through expert testimony during the litigation and by the presentation of an *amicus curiae* brief.

[5] The six districts with high numbers of immigrant students where administrators were interviewed were El Paso Independent School District ISD, San Antonio ISD, Houston ISD, Brownsville ISD and McAllen ISD. Three of the six districts are on the U.S.-Mexico border.

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Appendix A: Immigrant Students' Rights to Attend Public Schools

The National Coalition of Advocates for Students (NCAS) has launched its annual *School Opening Alert* campaign to reaffirm the legal rights of all children who reside in the United States to attend public schools, regardless of immigration status. The fliers provide information for immigrant parents about the rights of their children to attend local public school this fall. IDRA is working with NCAS to make this alert available. NCAS can also provide a camera-ready copy of the alert in English and Spanish to be reproduced and distributed by schools and community groups. The copy of the alert below may be reproduced and used as well.

School Opening Alert

The U.S. Supreme Court has ruled in *Plyler vs. Doe* [457 U.S. 202 (1982)] that undocumented children and young adults have the same right to attend public primary and secondary schools as do U.S. citizens and permanent residents. Like other children, undocumented students are obliged under state law to attend school until they reach a mandated age.

As a result of the *Plyler* ruling, public schools may *not*:

- Deny admission to a student during initial enrollment or at any other time on the basis of undocumented status.
- Treat a student differently to determine residency.
- Engage in any practices to "chill" the right of access to school.
- Require students or parents to disclose or document their immigration status.
- Make inquiries of students or parents that may expose their undocumented status.
- Require social security numbers from all students, as this may expose undocumented status.

Students without social security numbers should be assigned a number generated by the school. Adults without social security numbers who are applying for a free lunch and/or breakfast program on behalf of a student, need only indicate on the application that they do not have a social security number.

Recent changes in the F-1 (student) Visa Program *do not* alter the *Plyler* obligations to undocumented children. These changes apply only to students who apply for a student visa from outside the United States.

Finally, school personnel – especially building principals and those involved with student intake activities – should be aware that they have no legal obligation to enforce U.S. immigration laws.

Llamada Urgente

En 1982, El Tribunal Supremo de los Estados Unidos decidió en el caso titulado *Plyler vs. Doe* [457 U.S. 202] que los niños y los jóvenes indocumentados tienen el mismo derecho de asistir a las escuelas públicas de primaria y secundaria que el que tienen sus contrapartes de nacionalidad estadounidense. Al igual que los demás niños, los estudiantes indocumentados están obligados a asistir a la escuela hasta que lleguen a la edad escolar requerida por la ley.

Bajo la decisión *Plyler*, las escuelas públicas *no* pueden:

- negarle la matrícula a un estudiante basándose en su situación legal y/o inmigratoria, ya sea a principios del curso o durante cualquier otro momento en el año escolar.
- tratar a un estudiante en forma desigual para determinar su situación legal y/o de residencia.
- poner en efecto prácticas cuyo resultado sea el obstruir el derecho de acceso de un estudiante a los servicios escolares.
- requerir que un estudiante o sus padres revelen o documenten su situación legal y/o inmigratoria.
- investigar la situación legal y/o inmigratoria de un estudiante o de sus padres, aún cuando sólo sea por razones educativas, ya que esto puede poner en evidencia dicha situación.
- exigir que un estudiante obtenga un número de seguro social como pre-requisito de matrícula a un programa escolar.

La escuela debe de asignar un número de identificación a los estudiantes que no tienen tarjeta de seguro social. En cuanto a los padres sin números de seguro social, sólo les hace falta indicar eso en el formulario cuando solicitan el programa de almuerzo y/o desayuno gratis para sus hijos.

Los últimos cambios del Programa de Visado F-1 (de estudiantes) *no cambiarán* las obligaciones antedichas en cuanto a los niños indocumentados. Se aplican solo a los estudiantes que solicitan del extranjero un visado de estudiantes.

Finalmente, el personal escolar – especialmente directores de las escuelas y los secretarios generales – deben saber que no tiene ninguna obligación legal de imponer a otros las leyes migratorias de los Estados Unidos.

To report incidents of school exclusion or delay, or to order free copies of this flier call [*Para denunciar incidentes de exclusión escolar o retraso a clases o pedir este folleto gratis llame a*]:

NCAS	Nationwide	(Spanish-SP/English-EN)	800-441-7192
META	Nationwide	(SP/EN/Kreyol-KR)	617-628-2226
NY Immigration Hotline	Nationwide	(SP/EN/18 Other)	718-899-4000
MALDEF	Texas	(SP/EN)	210-224-5476
MALDEF	California	(SP/EN)	213-629-2512

Appendix B: Organizations Devoted to Immigrant Issues

American Immigration Lawyers Association

This group of lawyers specializes in the field of immigration and nationality law to foster and promote the administration of justice with particular reference to the immigration and nationality laws of the United States. The organization sponsors immigration litigation workshops and conducts seminars.

Address: 1400 Eye Street, NW, Suite 1200, Washington, D.C. 20005; 202/371-9377 (fax 202/371-9449).

Association of Immigration Attorneys

These attorneys specialize in U.S. immigration law and work to facilitate communication among members, represent the interests of immigration lawyers, seek to increase legal representation, assert legal rights of immigrants in the United States, lobby Congress on behalf of immigrants and initiate legislation to clarify and strengthen the legal position of immigrants in the United States.

Address: 324 W. 14th Street, New York, New York 10014; 212/989-0404 (fax 212/633-0190).

CARECEN (Central American Resource Center)

CARECEN was formed in 1986 by Salvadorean refugees. The organization works for the economic and legal empowerment, and the health and welfare of the Central American community in the San Francisco area while striving to fortify democracy in Central America.

Address: 1245 Alabama Street, San Francisco, California 94110; 415/824-2330 (fax 415/824-2806).

California Tomorrow

This non-profit organization is committed to racial, cultural and linguistic diversity in California. The group's goal is to build a society that is equitable for everyone, especially the children and families who are our future. Through a range of strategies including policy research, advocacy, media outreach and technical assistance, California Tomorrow stimulates public dialogue about the need to embrace diversity as our most precious resource and racial equality as our only hope for becoming a great society.

Address: Fort Mason Center, Building B, San Francisco, California 94123; 415/441-7631 (fax 415/441-7635).

Center for Immigrants Rights

The center provides paralegal training and educational programs in immigration law for religious, community and labor organizations. The organization offers information to immigrants on their rights under the law and strives to influence public policy. The center offers advocacy, training programs, clinics for immigrants, workshops, seminars and public benefits training. The group also conducts community outreach.

Address: 48 St. Marks Place, Fourth Floor, New York, New York 10003; 212/505-6890 (fax 212/995-5876).

Center for Immigration Research

This organization performs research activities in the fields of international migration, including family history and demographic and socio-economic studies of migration to the United States.

Address: Balch Institute of Ethnic Studies, 18 S. 7th Street, Philadelphia, Pennsylvania 19106;215/922-3454 (fax 215/922-3201); e-mail: <cir@vm.temple.edu>.

Center for Immigration Studies

This center performs research activities on immigration's effects on national, social, economic, demographic and environmental interests; the effective and humane enforcement of immigration laws in a democratic society; demographic and social trends abroad and their immigration consequences for the United States; the quality and accessibility of immigration data for national decision making; and immigration and its interaction with national security and foreign policy. Specific concerns include illegal immigrants in the U.S. labor market, legal immigration reform and employer sanctions.

Address: 1522 K Street NW, Suite 820, Washington, D.C. 20005-1202; 202/466-8185 (202/466-8076); e-mail: <center @cis.org>.

Center for Migration Studies of New York

This educational institute encourages and facilitates the study of sociological, demographic, economic, historical, legislative and pastoral aspects of human migration and ethnic group relations. The center maintains a 21,000 volume library and archives on migration, ethnicity and refugee issues and conducts seminars and research projects on contemporary immigration problems.

Address: 209 Flagg Place, Staten Island, New York 10304; 718/351-8800 (fax 718/667-4598); e-mail: <cmslft@aol.com>.

Center for New Americans

This agency provides an integrated system of cross-cultural services, multilingual counseling and aid for new Americans. The center assists refugees and immigrants of all nationalities in adjusting to U.S. culture; provides support and services; fosters self-sufficiency, family unity and personal development; and educates on the value of cultural diversity.

Address: 2020 North Broadway, Suite 209, Walnut Creek, California 94596; 510/939-3442.

Central American Resource Center

This organization is concerned with the plight of undocumented Central American refugees in the United States. The group provides refugees with emergency legal assistance to deal with immigration proceedings and applications for political asylum, and conducts legal seminars on immigration laws and the application of international laws to domestic policy regarding refugees. It sponsors legal training on emergency immigration, housing and labor matters for refugee community organizers and research on human rights violations in El Salvador. Members participate on community committees concerned with Hispanic and immigrant services as well as refugee services and provide educational presentations in local schools where refugees are present.

Address: 1459 Columbia Road NW, Washington, D.C. 20009; 202/328-9799 (fax 202/328-0023).

Chinese Progressive Association (CPA)

This grassroots membership organization based in San Francisco's Chinatown empowers the local Chinese American community and promotes justice and equality for all people. Current programs and activities include youth and women's leadership programs, English and citizenship classes, immigrant rights and environmental justice organizing, and anti-tobacco campaigns.

Address: 660 Sacramento Drive, San Francisco, California 94108; 415/391-6986 (fax 415/391-6987).

Church World Service Immigration and Refugee Program

This program addresses the suffering of refugees and other uprooted people as an ecumenical ministry of churches in the United States. The group assists refugees, asylum-seekers and immigrants, working through churches and with other institutions in the United States and in other countries.

Address: 475 Riverside Drive, Room 658, New York, New York 10115; 212/870-3153 (fax 212/870-2132); e-mail: <jane@ncccusa.org>.

Clearinghouse for Immigrant Education (CHIME)

CHIME facilitates public access to literature, research, teaching materials and human resources to promote the effective education of immigrant students. The group continually evaluates and abstracts articles and research on a wide range of topics relevant to immigrant students and prepares written descriptions of successful efforts developed by schools that serve substantial immigrant student populations. CHIME maintains a national listing of resource centers, community-based organizations and individuals with resources, experience or knowledge to share.

Address: 100 Boylston Street, Suite 737, Boston, Massachusetts 02116; 617/357-8507 (fax 617/357-9549).

Gulfton Area Neighborhood Organization (GANO)/Central American Refugee Center (CARECEN)

GANO's mission is to create conditions for a better life and to establish a pleasant environment to live and work in by: empowering the community to participate in decisions affecting the lives of its residents; developing a community-based, comprehensive planning process to solve community problems; developing, coordinating and implementing programs, projects and activities; protecting the civil rights of all individuals and groups in the Gulfton area; and increasing the appreciation of cultural diversity.

Address: 6006 Bellaire Blvd., Suite 100, Houston, Texas 77081; 713/665-1284 (fax 713/665-7967).

Human Rights Documentation Exchange

The Human Rights Documentation Exchange, established in 1983 by academics at the University of Texas at Austin, is a national non-profit clearinghouse of information on country conditions and refugees around the world. Its primary program, the Refugee Legal Support Service (RLSS), collects, organizes and disseminates human rights information related to political asylum seekers worldwide. This includes an extensive collection of materials and data bases covering Central America and a rapidly expanding collection of material on the Caribbean, South America, Africa, Asia, the Middle East and Europe.

Address: P.O. Box 2327, Austin, Texas 78768; 512/476-9841 (fax 512/476-0130); e-mail: <hrde@igc.apc.com>.

Intercultural Development Research Association (IDRA)

IDRA is an independent, non-profit organization dedicated to creating schools that work for all children. As a vanguard training, research and development team, IDRA works with people to create and apply cutting-edge educational policies and practices that value and empower all children, families and communities. IDRA conducts research and development activities, creates, implements and administers innovative education programs and provides teacher, administrator, and parent training and technical assistance.

Address: 5835 Callaghan Road, Suite 350, San Antonio, Texas 78228-1190; 210/684-8180 (fax 210/684-5389); e-mail: <idra@idra.org>; URL: <www.idra.org>.

National Coalition of Advocates for Students

NCAS is a private non-profit coalition of educational advocacy organizations that work on public school issues on behalf of students who are traditionally underserved, including students of color, immigrants, students from low-income families and special needs students. The member organizations share a commitment to public education, to maximum student access, to appropriate educational experiences, and to state and local advocacy as a constructive approach to school improvement.

Address: 100 Boylston Street, Suite 737, Boston, Massachusetts 02116-4610; 617/357-8507 (fax 617/357-9549); e-mail: <hartke@aol.com>.

National Immigration Forum

The National Immigration Forum is a membership organization committed to fair and generous immigration policies in the United States. The forum is dedicated to extending and defending the United States' tradition as a nation of immigrants. The organization sponsors the reunification of families, the rescue and resettlement of refugees fleeing persecution, and the equitable treatment of immigrants under the law.

Address: 220 Eye Street NE, Suite 220, Washington, D.C. 20002; 202/544-0004 (fax 202/544-1905).

The National Network for Immigrant and Refugee Rights (NNIRR)

The NNIRR is a national organization composed of local coalitions and immigrant, refugee, community, religious, civil rights and labor organizations, and activists. It serves as a forum to share information and analysis, to educate communities and the general public, and to develop and coordinate plans of action on important immigrant and refugee issues. The organization works to promote a fair and just immigration and refugee policy in the United States and to defend and expand the rights of all immigrants and refugees, regardless of immigration status.

Address: 310 8th Street, Suite 307, Oakland, California 94607; 510/465-1984 (fax 510/465-1885); e-mail: <nnirr@nnirr.org>.

North West Immigrant Rights Project

NWIRP is committed to defending and advancing the rights of immigrants and refugees through community education, advocacy and immigration legal services to persons of low income.

Address: 909 8th Avenue, Seattle, Washington 98104; 206/587-6511 (fax 206/587-4025).

Northern California Coalition for Immigrant Rights (NCCIR)

NCCIR offers advocacy and outreach in the areas of immigration policy, INS abuse, women's needs, workers' rights and civil rights. Direct service is offered only through the immigrant assistance lines. NCCIR is a member of *The Progressive Way*.

Address: 995 Market Street, Suite 1108, San Francisco, California 94103; 415/243-8215 (fax 415/243-8628); e-mail: <nccir@igc.apc.org>.

Northern Manhattan Coalition for Immigrants Rights

This group of immigrant service providers offers advocacy services, workshops and community presentations.

Address: 2 Bennett Avenue, New York, New York 10033; 212/781-0648 (fax 212/781-0943).

STAR Center (Support for Texas Academic Renewal)

The STAR Center, a collaboration of the Intercultural Development Research Association, the Charles A. Dana Center, and RMC Research Corporation, is the comprehensive regional assistance center funded by the U.S. Department of Education to serve Texas.

Address: 5835 Callaghan Road, Suite 350, San Antonio, Texas 78228-1190; 1-888-FYI-STAR; e-mail: <idra@idra.org>; URL: <http://www.starcenter.org>.

The Progressive Way

The Progressive Way is a federation of non-profit organizations committed to social and economic justice. The group works to protect rights, expand freedom, advocate justice and insist on fairness. The Progressive Way confronts unequal distribution of resources and promotes community self-determination. The group strives cooperatively to bring choice to the world of workplace payroll deduction fundraising and stability to social change organizations.

Address: 1212 Broadway, Suite 812, Oakland, California 94612; 510/839-6768 (fax 510/839-6780); URL: <http://www.progway.org>.

Texas Center for Immigrant Legal Assistance (TCILA)

TCILA is a program of Associated Catholic Charities of the Diocese of Galveston-Houston that provides low-cost legal counseling regarding immigration-related matters to refugees and immigrant families. TCILA assists permanent residents to become U.S. citizens and also helps those who are eligible to obtain permanent residency. The primary focus of TCILA's work includes family-based visa petitions, community and citizen outreach, asylum and representation before the immigration court, as well as information and referral advocacy.

Address: 3520 Montrose, Houston, Texas 77006; 713/228-5200 (fax 713/526-1546).

Appendix C
Immigrant Education Resources

Ethnographies and Studies on the Immigrant Experience

Accommodation Without Assimilation: Punjabi Sikh Immigrants in an American High School and Community

By Margaret A. Gibson. This book explores the immigrant educational experience of the Punjabi Sikhs from northwest India. Gibson focuses on the educational barriers that are present in the U.S. school system for immigrant students and discusses the ways in which the Punjabi Sikhs approach the inequities they encounter. Gibson carefully examines the "Punjabi immigrant school-adaptation pattern" of this population at a high school in California. Gibson addresses how immigrant students can accommodate to U.S. culture and still maintain their cultural identity. (Ithaca, New York: Cornell University Press, 1988)

Adolescent Life and Ethos: An Ethnography of a U.S. High School

By Heewon Chang. Chang conducts an ethnography in a semi-rural high school with the goal of dispelling the myths that have been created about U.S. adolescents. Chang critiques the fact that many U.S. students have been labeled at-risk and asserts that "average" students are being ignored and labeled. Students are viewed as juvenile delinquents who have little to offer to society. Chang focuses on everyday adolescent life and ethos in order to explore the underlying meaning to their actions. (London: Falmer Press, 1992)

Central American Refugees and U.S. High Schools: A Psychosocial Study of Motivation and Achievement

By Marcelo M. Suárez-Orozco. Suárez-Orozco conducts an ethnography at two inner-city high schools on the West Coast. His specific purpose is to document and interpret the experience of Central American students in U.S. high schools. Suárez-Orozco documents the pattern of success these students demonstrate despite formidable obstacles and provides an excellent view of subtle differences among Spanish-speaking immigrant students. (Stanford, California: Stanford University Press, 1989)

Children of La Frontera: Binational Efforts to Serve Mexican Migrant and Immigrant Students

Edited by Judith L. Flores. This edited volume presents a wide range of articles devoted to the migrant and immigrant experience. Topics include historical perspectives, federal and state programs, classroom perspectives and working with families. (Charleston, West Virginia: Clearinghouse on Rural Education and Small Schools, 1996)

Con Respeto: Bridging the Distances Between Culturally Diverse Families and Schools: An Ethnographic Portrait

By Guadalupe Valdés. Valdés conducts a study of 10 Mexican immigrant families. She asserts that the measure of success for many Mexican families does not appear to be the same as the "American" notion of success but that the two are not necessarily incompatible. She notes that in order for immigrant children to gain "success" in the United States they and their parents must make decisions that often contradict traditional responsibilities to the family. She further suggests that changing the values and actions of immigrants may not be the correct way of addressing differences. Excellent explanations are provided on the basis of misunderstandings between the school and immigrant families. (New York: Teacher's College Press, 1996)

Cross-Cultural Literacy: Ethnographies of Communication in Multiethnic Classrooms

By Marietta Saravia-Shore and Steven F. Arvizu. This edited volume takes an anthropological approach to examining educational issues that are of concern in multiethnic classrooms. The authors document the benefits of multilingual, cross-cultural frameworks of teaching and learning. They address issues that are central to the teaching of culturally and linguistically diverse students. The authors' aim is to develop innovative and appropriate educational practices that will aid the cross-cultural literacy and abilities of bilingual and bicultural students. (New York: Garland Press, 1992)

Cultural Conflict and Adaptation: The Case of Hmong Children in American Society

By Henry T. Trueba, Lila Jacobs and Elizabeth Kirton. This book focuses on the experience of Hmong immigrants in La Playa, California. The authors note that the educational experience of Hmong immigrant children is extremely alienating and they are often involved in cultural conflict. The authors focus on the history of the Hmong people and their move to La Playa, their assimilation and adaptation to the United States, and their educational experience. They offer a critique of the "American Dream" and view the Hmong as an example of the manifestation of cultural conflict in the United States. (New York: Falmer Press, 1990)

The Inner World of the Immigrant Child

By Christina Igoa. In this ethnography, Igoa shares her experiences as a teacher who works with immigrant children. She discusses different methodologies that she used to help her students acquire literacy and language skills. She shares case studies of her students and she stresses the importance of making children comfortable in the classroom. Her techniques can be used with the teaching of all children, but she makes a special case for their use with immigrant children because they may have had traumatic pasts. (New York: St. Martin's Press, 1995)

Hosting Newcomers

By Robert A. Denlter and Anne L. Hafner. The authors present the results of 11 metropolitan school districts with high numbers of immigrant students in three western states. The volume identifies policies, practices and structures that provide conditions for effectively hosting newcomers. (New York: Teachers College Press, 1997).

Myth or Reality: Adaptive Strategies of Asian Americans

By Henry Trueba, Li Rong, Lilly Cheng and Kenji Ima. *Myth or Reality* provides an analysis of the Asian American experience in the United States. The authors offer case studies of language-minority students and their adaptation in mainstream schools. They highlight the diversity of Asian Americans and immigrants in this country and attempt to dispel the myth that all Asian American students are high achievers. Language, family and community are explored as integral elements of acculturation and cultural conflict. Finally they make recommendations based on their research for teachers and parents of immigrant students. (Washington, D.C.: Falmer Press, 1993)

Newcomers in the Workplace: Immigrants and the Restructuring of the U.S. Economy

By Louise Lamphere, Alex Stepick and Guillermo Gremier. This is a compilation of case studies that observe new immigrants to the United States from Cuba, Haiti, Korea, Puerto Rico, Laos and Vietnam. These case studies were part of the Changing Relations research funded by the Ford Foundation in 1993 to study the relations between newcomers and established residents. The immigrants are observed at workplaces ranging from meat packing plants, apparel factories, construction sites, hotels, restaurants and grocery stores. The book examines the role of these new immigrants in the workplace and highlights ways in which cross-ethnic networks, individual identities and survival strategies are developed. (Philadelphia: Temple University Press, 1994)

A School Divided: An Ethnography of Bilingual Education in a Chinese Community

By Grace Pung Guthrie. *A School Divided* is an ethnography of a bilingual education class located in California. The goal of this study is to examine the creation, implementation and effectiveness of a bilingual education program in this particular community. Pung Guthrie conducted her study through long-term participant observation and interviews. Another purpose of the study was to explore the culture, values and aspirations of Chinese Americans in this community. Pung Guthrie describes the characteristics and history of the community, the school, the bilingual education program, the students in the classrooms, and the community and school interaction. (Hillsdale, New Jersey: Lawrence Erlbaum Associates, 1985)

Structuring Diversity: Ethnographic Perspectives on the New Immigration

Edited by Louise Lamphere. This volume contains six ethnographic works that document the experiences of immigrants who work in Garden City, Kansas; Miami, Florida; Chicago, Illinois; Houston, Texas; Philadelphia, Pennsylvania; and Monterrey Park, California. The goal of the ethnographies is to explore the interrelations of immigrants and U.S. citizens, not only on a personal level but also on an institutional level. Issues and sites that are explored are schools, workplaces, churches, community spaces and public spaces. The authors make direct relationships between the actual lives of immigrants and their role in a larger political arena, especially in terms of the power dynamics of society. They also state that unless institutionalized structures change the ways in which they treat new immigrants this population will continue to be disempowered and marginalized by mainstream society. (Chicago: The University of Chicago Press, 1992)

Topics in Immigrant Education – Series

Editors: Joy Kreeft Peyton and Donna Christian, Center for Applied Linguistics. Each book in this series addresses in depth one of the four most pressing problems in the education of immigrant students at the secondary level.

Into, Through and Beyond Secondary School: Critical Transitions for Immigrant Youths, by Tamara Lucas.

New Concepts for New Challenges: Professional Development for Teachers of Immigrant Youth, by Josué González and Linda Darling-Hammond.

Through the Golden Door: Educational Approaches for Immigrant Adolescents with Limited Schooling, by Betty J. Mace-Matluck, Rosalind Alexander-Kasparik and Robin M. Queen.

Access and Engagement: Program Design and Instructional Approaches for Immigrant Students in Secondary School, by Aída Walqui.

(Washington, D.C.: Center for Applied Linguistics, 1997). Available through Delta Systems at 1-800-323-8270.

Bibliographies

"Resources on School Restructuring: Puerto Rican Students in U.S. Mainland Public Schools"
(Boston, Massachusetts, Clearinghouse for Immigrant Education [CHIME], Summer 1996)

Source Topics:
- History
- Language
- Family perspectives and support systems
- Educational and social conditions
- Classroom resources

"Resources on School Restructuring: Haitian Students in U.S. Public Schools"
(Boston, Massachusetts, Clearinghouse for Immigrant Education [CHIME], Winter 1996)

"Resources on School Restructuring: Asian American Students in U.S. Public Schools"
(Boston, Massachusetts, Clearinghouse for Immigrant Education [CHIME], Fall 1996)

Source Topics:
- Asian American parent and family involvement
- Asian youth issues
- Classroom resources and materials
- Policy issues

"Resources for Providing Culturally Sensitive Health Education"
(Boston, Massachusetts, Clearinghouse for Immigrant Education [CHIME], Summer 1996)

Source Topics:
- Cultural awareness and health education
- Providing health services to migrant populations
- Sexuality education

AIDS/HIV awareness and prevention education
Issues regarding education and sexual orientation

"Immigrant Parent Participation in Schools"
(Boston, Massachusetts, Clearinghouse for Immigrant Education [CHIME], Fall 1995)
Source Topics:
Strategies for involving families
Examples of successful programs
Parent materials
Parent perspectives and expectations

"Effective School-Family Involvement for Migrant Students"
(Boston, Massachusetts, Clearinghouse for Immigrant Education [CHIME], Winter 1995)
Source Topics:
Migrant students profile and educational barriers
School staff training and teaching strategies
Home and school partnerships

"Resources on School Restructuring: Empowering Teachers to Serve a Diverse Student Population"
(Boston, Massachusetts, Clearinghouse for Immigrant Education [CHIME], Summer 1994)
Source Topics:
Barriers to effective teaching
Teacher recruitment
Conditions and program development for effective teacher support
Teaching and school restructuring
Better meeting the needs of linguistic minorities
Meeting the needs of a culturally diverse student population

"Resources on School Restructuring: Higher-Order Skills"
(Boston, Massachusetts, Clearinghouse for Immigrant Education [CHIME], Summer 1994)
Source Topics:
Higher order thinking skills
Teaching higher order thinking skills
Equal education through school reform and educational innovations

"Resources on School Restructuring: Parent Participation"
(Boston, Massachusetts, Clearinghouse for Immigrant Education [CHIME], Fall 1995)
Source Topics:
Barriers to parent participation
Strategies for improving parent involvement
Community partnerships for parent involvement
Administration and teacher strategies for parent involvement
Promising programs
School governance and school site management

"Resources on School Restructuring: Admission and Placement"
(Boston, Massachusetts, Clearinghouse for Immigrant Education [CHIME], Winter 1995)
Source Topics:
School admission, tracking and ability grouping
Alternatives to tracking and ability grouping
Special education

"Resources on School Restructuring: Assessment and Placement"
(Boston, Massachusetts, Clearinghouse for Immigrant Education [CHIME], Winter 1994)
Source Topics:
Standardized tests and alternative assessment
The challenges of assessing non-English speaking students
Assessment and placement decisions
Retention

"Resources on School Restructuring: School Climate"
(Boston, Massachusetts, Clearinghouse for Immigrant Education [CHIME], Winter 1994)
Source Topics:
Problems with school climate
Improving school climate
Promising programs and curricula

"Diversity in Early Childhood Education"
(Boston, Massachusetts, Clearinghouse for Immigrant Education [CHIME], undated)
Source Topics:
Multicultural education
Linguistic diversity and second language learning
Developmentally appropriate practices, enhancing diversity
Cultural diversity and parent and family involvement
Assessment and retention - working towards equity

"Resources on School Restructuring: Developmentally Appropriate Instruction and Curriculum"
(Boston, Massachusetts, Clearinghouse for Immigrant Education [CHIME], Summer 1994)
Source Topics:
Developmentally appropriate practices in early childhood education
Developmentally appropriate practices in middle school and secondary education

"Resources on School Restructuring: Comprehensive Student Support Services"
(Boston, Massachusetts, Clearinghouse for Immigrant Education [CHIME], Spring 1993)
Source Topics:
The need for comprehensive services
Providing comprehensive services – general overview
Policy issues

Articles and Monographs

Resources on School Restructuring: School Finance
(Boston, Massachusetts, Clearinghouse for Immigrant Education [CHIME], Spring 1993)

California Perspectives
Edited by Laurie Olsen and Carol Dowell. (California Tomorrow, Winter 1997, Volume 5)

Looking In, Looking Out
By Hedy Nai-Lin Chang, Amy Muckelroy and Dora Pulido-Tobiassen. (San Francisco: California Tomorrow, 1996)

Newcomer Programs: Innovative Efforts to Meet the Educational Challenges of Immigrant Students
(San Francisco: California Tomorrow, 1990)

The Schools We Need Now: How Parents, Families and Communities Can Change Schools
By Laurie Olsen and Carol Dowell. (San Francisco: California Tomorrow, 1997)

ERIC Digests

Mexican Immigrant and Mexican American:
"Mexican Immigrants in High Schools:
Meeting their Needs" ERIC Digest

By Harriet Romo. The discussion briefly reviews some of the salient characteristics of this population, including its historical roots and educational needs. It examines features of schooling thought to be productive for Mexican immigrant students, including frequently used program models. It also summarizes the characteristics associated with effective programs that respond to the needs of adolescent immigrants. The digest concludes with a discussion of the transition from high school to work, an issue of major importance to this population throughout the high school years. (Charleston, West Virginia: ERIC Clearinghouse on Rural Education and Small Schools, March 1993) ED 357905

"Mexican American Women:
Schooling, Work and Family" ERIC Digest

By Flora Ida Ortiz. The Bureau of Census reported in 1994 that there are approximately 13 million U.S. citizens of Mexican descent. More than 30 percent reside in the South and more than 45 percent in the West. The lives of Mexican American women, wherever they reside, are affected profoundly by schooling, work and family. This report shows the interdependence of these as factors; changes in one affect the others. (Charleston, West Virginia: ERIC Clearinghouse on Rural Education and Small Schools, October 1995) EDO-RC-95-9

"Forging Partnerships Between Mexican American Parents and the Schools" ERIC Digest

By Nancy Feyl Chavkin and Dora Lara Gonzalez. This digest describes research supporting family participation in students' education. It describes barriers to participation faced by many Mexican American parents and successful programs and strategies for overcoming those barriers. Finally, the benefits of two-way communication and school-family partnerships are described. (Charleston, West Virginia: ERIC Clearinghouse on Rural Education and Small Schools, October 1995) EDO-RC-95-8

"Instructional Strategies for Migrant Students"
ERIC Digest

By Velma D. Menchaca and José Ruiz-Escalante. This digest offers research-based guidance for teachers to help them use effective instructional strategies that will build on strengths migrant children bring to the classroom. (Charleston, West Virginia: ERIC Clearinghouse on Rural Education and Small Schools, October 1995) ECO-RC-95-10

Asian and Southeast Asian Students

"Asian American Children: What Teachers Should Know"
ERIC Digest

By Jianhua Feng. Asian Americans constitute a significant minority in the United States and are one of the fastest growing ethnic groups in this country, yet little is known about their particular educational needs, especially at the early childhood and elementary levels. This digest provides information to help teachers gain a better understanding of Asian American children, particularly those from East and Southeast Asian cultures, and identify culturally appropriate educational practices to use with those children. (Urbana, Illinois: ERIC Clearinghouse on Elementary and Early Childhood Education, July 1994) ED369577

"Beyond Culture: Communicating with Asian American Children and Families" ERIC/CUE Digest

By Gary Huang. To explore the complexities of communication with Asian Pacific Islander children and their families, this digest describes the overt and covert dimensions of the various cultures, and discusses their socio-economic background and life experiences that affect their communication behavior. The goal is to help practitioners improve communication with Asian Pacific Islanders and, thus, more effectively educate their children. (New York, New York: ERIC Clearinghouse on Urban Education, December 1993) ED366673

"Asian Americans and Pacific Islanders in Teaching"
ERIC Digest

By A. Lin Goodwin. Students in U.S. schools come from more diverse backgrounds but the teaching force continues to remain predominantly White. This juxtaposition of burgeoning "minority" school populations against dwindling numbers of "minority" teachers has drawn much scholarly attention. Yet, few studies include data on Asian and Pacific Islander teachers. This digest reviews available data on Asian Pacific Islanders in order to assess their presence in the teaching profession. (New York, New York: ERIC Clearinghouse on Urban Education, February 1995) EDO-UD-95-1

"Meeting the Educational Needs of Southeast Asian Children" ERIC/CUE Digest

By Janine Bempechat and Miya C. Omori. Central to the increasing ethnic diversity of U.S. classrooms is the recent influx of Southeast Asian children. Since 1975, 800,000 Southeast Asian refugees have arrived in the United States, and approximately half were under 18 years of age. For these children to acclimate successfully to U.S. life, teachers and classroom activities must be sensitive to the various cultures they reflect, and

to the unique and sometimes difficult personal experiences they have had. This digest discusses the psychological development of Southeast Asian refugee children to identify effective ways of teaching them. (New York, New York: ERIC Clearinghouse on Urban Education, August 1990) ED328644

"Southeast Asian Adolescents: Identity and Adjustment" ERIC/CUE Digest

By Carol Ascher. Over the last few years, the adjustment of adult refugees has tended to be evaluated by two elementary standards: economic sufficiency and proficiency in English – minimums for survival in a new land. Similarly, the adjustment of student refugees has been judged by how well they do in school and their fluency in English. Yet, refugees of all ages know that they need far more than jobs, grades or even English to feel at home in their new country. They must be accepted and respected by the native population and must adapt to a new culture without relinquishing the heritage that had been fundamental to their development. (New York, New York: ERIC Clearinghouse on Urban Education, October 1995) ECO-RC-95-10

General

"Undocumented Children in the Schools: Successful Strategies and Policies" ERIC Digest

By James Hunter and Craig B. Howley. This digest reports the background of the Plyler vs. Doe Supreme Court case and describes the difficulties that undocumented children are likely to face as a result of their status. Next, it considers the educational rights of undocumented children and the responsibilities of schools that serve them. Finally, it summarizes practices to avoid and practices that can benefit this group of students. (Charleston, West Virginia: ERIC Clearinghouse on Rural Education and Small Schools, September 1990) ED321962

"Identifying and Serving Recent Immigrant Children Who are Gifted" ERIC Digest

By Carole Ruth Harris. The challenge of identifying gifted children and providing them with appropriate educational services is particularly complex when they are recent immigrants to the United States. Linguistic and cultural backgrounds, economic and attitudinal factors, sociocultural peer-group expectations, cross-cultural stress and intergenerational conflict may all influence efforts to recognize and provide appropriate learning opportunities. Although immigrant groups are culturally diverse, they share some unique challenges when interfacing with the setting. (Reston, Virginia: ERIC Clearinghouse on Disabilities and Gifted Education, June 1993) ED358676

Appendix D: Internet Resources

Web Sites

Immigration and America's Schools
http://www.ncbe.gwu.edu/pathways/immigration

A new addition to the National Clearinghouse for Bilingual Education (NCBE) Pathways, prepared by ERIC Clearinghouse on Urban Education, this site serves as a guide to on-line publications and resources relating to the education of immigrant students in U.S. schools.

Immigration and Refugee Services of America
http://www.irsa-uscr.org

Included in this web site is a link into the U.S. Committee for Refugees and its newsletter, *Refugee Voice*.

Immigration Electronic Mailing List
http://www.prc.utexas.edu/immidoc.html

This list is intended as a forum for discussion and passing on information regarding immigration research and policy. It is not a forum for debate on immigration policy.

Immigration Forum
http://heather.cs.ucdavis.edu/pub/Immigration/Index.html

Subjects such as immigration are seldom treated in any depth in the general media. The aim of this web site is to remedy this problem by assembling a collection of articles on various aspects of immigration written by specialists in the field.

Siskind's Immigration Bulletin
http://www.visalaw.com/~gsiskind/bulletin.html

This site contains the contents of each issue of *Siskind's Immigration Bulletin* from October 1994 to current issues.

1996 Revised Immigration Affects Nationality Act
http://www.immigration-usa.com/ina_96.html

The latest Immigration Nationality Act document with all the amendments that resulted from 1996 legislation.

"How Much Do Immigrants Really Cost?"
gopher://clnet.ucr.edu:70/00/Researcher

A look at the financial impact of immigrants by Jeffrey S. Passel (February 1994).

Discussion Groups

NCBE Roundtable Electronic Discussion Group
http://www.ncbe.gwu.edu/majordomo/
A forum for the exchange of information and ideas regarding all aspects of education for linguistically and culturally diverse students in U.S. schools.

Gopher Sites

About the Immigrant and Refugee Rights Gopher
gopher://gopher.igc.apc.org:70/00/peace/immig.gopher

Includes information about the rights of immigrants and refugees in the United States, including government initiatives, activist activities and progressive analysis.

Migration News
gopher://dual.ucdavis.edu:70/00/Migration...

A newsletter produced for University of California faculty and students interested in comparative immigration and integration issues.

Opposition to Proposition 187 Gopher
gopher://garnet.berkeley.edu:1870

Contains documents relevant to the fight against Proposition 187, including a collection of articles, research studies and links to other gophers.

Appendix E: Immigration Terms

asylee: a non-citizen in the United States or at a port of entry who is unable or unwilling to return to his or her country of nationality or to seek the protection of that country because of persecution or a well-founded fear of persecution (persecution or the fear of persecution may be based on the person's race, religion, nationality, membership in a particular social group or political opinion); there is a limit of 10,000 adjustments of non-citizens to asylee status per fiscal year.

bilingual education: schooling in which those not fluent in English are taught subjects in their own language while they are in the process of learning English.

circular migration: the circumstance in which immigrants to the United States travel back and forth between the United States and their countries of origin.

diversity: variation; used in reference to the growing cultural, ethnic and linguistic variation of the U.S. population.

first-generation immigrant: an immigrant to the United States who has not been preceded by his or her parents or other family members.

humanitarian admission: the process by which immigrants are admitted to the United States for humanitarian reasons, such as suffering human rights abuses in the country of origin; usually involves asylees and refugees.

illegal immigrant: an immigrant who enters the United States illegally (that is, without an invitation) or without inspection, or who enters legally (as a visitor, student or temporary employee) but then fails to leave when his or her visa expires (see *visa overstayer*); also called undocumented immigrant.

immigrant children, children of immigrants: individuals from birth to age 18 who come to the United States with their parents or other family members, and U.S. born children of parents who immigrated to the United States before those children were born.

legal immigrant: an immigrant who enters the United States as a legal permanent resident and now, after five years of continuous residence, is eligible to apply for citizenship.

LEP: limited-English-proficient, used to describe the linguistic ability of students who have difficulty reading, writing, speaking and/or understanding English.

refugee: any person outside his or her country of nationality who is unable or unwilling to return to that country because of persecution or a well-founded fear of persecution (persecution or the fear of persecution may be based on the person's race, religion, nationality, membership in a particular social group or political opinion); refugees are exempt from numerical limitation and eligible to adjust to lawful permanent resident status after one year of continuous presence in the United States.

second-generation immigrant: the U.S.-born child of a first-generation immigrant; as a U.S. citizen, eligible to receive certain benefits on the same basis as citizens.

selective migration: the circumstance in which immigrants who chose to come to the United States are not representative of the full spectrum of citizens in the country of origin due to factors influencing their decision to migrate, such as higher (or lower) education levels.

undocumented immigrant: see *illegal immigrant.*

visa overstayer: a non-citizen who enters the United States on a visa that allows him or her to stay for a limited period of time, then overstays that limit; considered an undocumented or illegal immigrant.

Adapted from: The Center for the Future of Children, the David and Lucile Packard Foundation (Fall, 1995). *The Future of Children*, special issue, *Critical Issues for Children and Youth*, 5 (2). Los Altos, California: pg. 74.

IDRA is a non-profit research and development organization dedicated to the improvement of educational opportunities for *all* children.

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