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The Impact of Latino Growth on Educational Institutions in Northwest Arkansas from 1990-2010: Two Decades of Change in Curriculum Design, Educational Resources and Services for Latino Students

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ABSTRACT

With the changing demographics nationwide of Latinos moving from urban traditional settlements sites to non-traditional settlement sites such as Arkansas (Pew Hispanic Research Group, 2013; Smith, 2014; Smith and Furuseth, 2005) Arkansas is now part of the new south or El Nuevo South (Smith and Furuseth, 2005). Although Arkansas is a non-traditional receiving state it is one of the states with the largest growing Latino population (Pew Hispanic Research Group, 2013). Northwest Arkansas in particular has the largest concentration of Latinos to date with the area being host to some of the largest companies in the United States, such as Wal-mart, Tyson Chicken, and JB Hunt.

The focus of this study was to evaluate how the K-20 public institutions of interest in an understudied and non-traditional settlement site have responded to the Latino students and their families. By looking at an array of data, in particular, enrollment and graduation rates, district and state policies, educational services and resources, and informant interviews were collected in an attempt to ascertain how they are meeting the academic needs of their Latino students. The researcher found that schools are creating and implementing programs and services for their Latino and ELL students. The districts in question are graduating Latino students at a higher rate than the national average. The two higher education institutions are creating and implementing services and resources for the K-12 community with a focus on 5-12. The area's public university provides coursework and programs at the higher education level for undergraduates as well as students studying to be educators. Informant interviews with local educators who provide instruction, resources, services and programs for Latino and ELL students provide a narrative to the documented data.

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This dissertation would not be possible without the help of so many. From the proposal process to the defense, the protocol creation, and data collection a great number of persons have made this project possible. Dr. Bowles, Dr. Lincoln, Dr. de los Santos, Dr. Díaz, and Dr. Restrepo were all fundamental in the organization of the project.

Marta G. Collier-Youngblood was a key player in making me keep my "eye on the prize" and served as an amazing sounding board. Jeanette Arnhart, ABD was fundamental to introductions with area educators and also served as a sounding board of feedback. Various district educators helped with introductions and information gathering. I would like to acknowledge the Arkansas Department of Education with their help in data collection.

DEDICATION

This project and this degree is the manifestation of years of interest in the education experience of Latinos, the social institution that is public education, and the manner in which social actors affect institutions and vice versa. The drive to succeed and the will to continue was bestowed upon me at a young age from the women in my life, particularly my mother and my abuela. From a young age I learned what hard work and dedication looks like from mi madre y a mi abuelita. Their examples of sacrifice and persistence were what placed me on the path I am currently on.

Along with the women in my life this journey would not have been possible without the men in my life. My husband and my son motivate me to be better and to envision what the future will hold.

This degree and this project were greatly mentored by two amazing women and professors, Dr. Freddie A. Bowles and Dr. Felicia Lincoln. Dr. Marta D. Collier and Marta G. Collier-Youngblood were also instrumental in keeping me in check and making sure I wasn't placing too much on my plate.

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CHAPTER ONE: INTRODUCTION

The education of Latinos and the programs offered for this population and the subpopulation of English Language Learners (ELLs) in Arkansas is a topic of much interest to me. As a former ESL student during my early elementary school years, I have a personal vested interest in researching language acquisition and the subsequent programs offered for language learners. The case of Arkansas is particularly of interest to me as I was an elementary school student in Northwest Arkansas during the early 1990's. During this time there were few Latino students in the area, but as published statistics and this study will show, that decade was one of great change in the Latino population in the state and most notably in the Northwest Arkansas area. In the national discourse on language minorities and their educational needs, rarely is Arkansas considered or mentioned when compared to larger states with more established, traditional locations of Latino populations (e.g. California, Texas, and Arizona). This study will attempt to reduce the "lack" of studies on Latinos in Arkansas by providing additional scholarship.

Statement of Problem

Arkansas has been host to one of the largest growing Latino communities in the United States since the early 1990s (Pew Research Group, 2013; Smith, 2014; Smith and Furuseth, 2005; US Department of Education's National Center for Educational Statistics, 2013) and yet discussion on the education of Latinos and the impact on public policy resulting from the steady growth of the Latino community in Northwest Arkansas (NWA) have yet to be studied in-depth. As Smith (2014) points out in her study on first and second generation Latinos in Arkansas, research on "non-traditional receiving towns, especially more rural localities, are often

overlooked by scholarly studies of migration in favor of larger metropolitan centers [e.g., Los Angeles, Chicago]" (p. 33).

US Census data at the national level indicate Latinos are the largest growing minority group in the nation (Pew Research Group, 2013). Whereas Latinos have been traditionally located in communities in the Northeast, East, and the Southwest, new trends are now placing Latinos in states that have traditionally been monolingual and not prepared to effectively educate this new community (Lincoln, 2001; Garcia, 2009; Menken & Garcia, 2010). Until the last twenty years the state of Arkansas has had relatively few linguistically diverse students. Since the 1990s Arkansas has seen the Latino population and the linguistically diverse population greatly increase, thus making it a state with one of the largest growing Latino populations in the nation (Pew Research Group, 2013; Smith, 2014). At the time of this study very little has been published about the impact of this community on public policy issues such as K-16 education in the Northwest Arkansas area.

Background of the Study

The case of Arkansas as a new site for Latinos is particularly interesting as demographic changes across the United States are demonstrating that Latinos are the largest growing minority group in the nation (de los Santos and Cuamea, 2010; Smith and Furuseth, 2005). As aforementioned, before 1990 Latinos were known to traditionally locate in communities in the Northeast, East, and the Southwest United States (Pew Hispanic Research Group, 2005). A variety of factors, educational and economical, are causing new trends in where Latinos are choosing to live (Pew Hispanic Research Group, 2005). Research reports by recognizable non-partisan organizations such as Pew Research Group (2013), National Clearinghouse for English

Language Acquisition (2011), and the US Department of Education's National Center for Educational Statistics (2013) now show that the shift in where Latinos choose to live is placing this heterogeneous population in states that have traditionally been monolingual and not prepared to effectively educate this new community. Arkansas, like other new Latino destinations, is one site in which the public schools and other educational institutions had relatively few linguistically diverse students prior to 1990. Since the 1990s Arkansas has seen its Latino population and the linguistically diverse population greatly increase, thus making it a state with one of the largest growing Latino populations in the nation (Pew Research Group, 2013).

El Nuevo South: demographics and new patterns. What is El Nuevo South and why is this term more desirable than the New South? Mixon (1989) argues that in using the term New South "the danger is that by claiming something is new one suggests that the ills of the past have been replaced and that something fundamentally new and improved is afoot" (as cited in Mohl, 2005, p. 2-3). Smith and Furuseth (2005) explain that the "arrival in this region of large numbers of domestic and transnational Latino migrants marks an unceremonious end to an insular South already ambivalent about the effects of its eroding regional distinctiveness" (p. 4-5) thus making the case for the utilization of El Nuevo South instead of the New South. Smith and Furuseth (2005) further explain that in a region defined by "its enduring biraciality, the rapid and large scale introduction of Hispanics raises profound questions about the way in which new populations either force a rethinking of old precepts or lead to an entrenchment and extension of them" (p. 2-3).

As with population shifts in the recent past, the influx of transnational and domestic born Latinos has "created myriad social and economic policy impacts across the region" that has only been known for its policies oriented towards Anglo American and African Americans (Smith &

Furuseth, 2005, p.13). As more domestic born and transnational Latinos relocate and settle in southern states, the public policy implications are such that the "degree of impact and the direction of these effects, whether positive or negative, are inextricably linked to issues of geographic scale and local demographic structure" (ibid., p.13). The demographic shift of Latinos moving from traditional settlement sites such as large cities in large states to smaller cities and rural areas in the south creates complex policy issues. Services that are funded at the local level such as public schooling "are immediately affected by a large influx of new residents" and when the new population requires "specialized services, such as language assistance, or present cultural or legal challenges, the costs per use rise further" with implications of "fostering anti-immigrant (code for anti-Latino) rhetoric across the region" (ibid., p.13-14).

El Nuevo South is a region that has been in a process of transformation for the past twenty years. This new south cannot be summarized by any one single story or one generalized story as the Latino transformation of this region is that of "multiple stories and diverse outcomes" (Smith & Furuseth, 2005, p. 15). The case for El Nuevo South is one of transformation in order to meet the needs of the new population, a population that is sustaining the local economy by bringing in new monies and filling job vacancies in need of workers. In comparison to traditional immigration destinations (e.g. California, Texas, and Florida) which have established infrastructures and services for newcomers, the South with Arkansas in particular, does not have the "experience with bilingual and foreign-born students" in nonmetro schools (Smith & Furuseth, 2005, p.118). In fact, these schools have experienced Hispanic population growth for the first time twenty to ten years ago (Smith & Furuseth, 2005, p.118). As such "younger populations place greater demands on public schooling" and the Latino population in El Nuevo South is known to be a younger population than the established Anglo

populations (Pew Hispanic Research Center, 2005). In areas with smaller, relatively homogeneous populations, the influx of language minority students and their families present a considerable strain on public schooling (Smith & Furuseth, 2005, p. 120).

Arkansas as El Nuevo South. The education of Latino English Language Learners (ELLs) and the programs offered for this population (i.e. English as A Second Language [ESL] programs) in Arkansas is a topic of much interest to me. As a former ESL student during my early elementary school years, I have a personal vested interest in researching language acquisition and the subsequent programs offered for language learners. In the national discourse on language minorities and their educational needs, rarely is Arkansas considered or mentioned when compared to larger states with Latino populations (e.g. California, Texas, New York, and Arizona).

Demographic shift. The Pew Research Group's report (2005) on the new Latino trends explains why Arkansas can be considered part of the El Nuevo South. As the report states, "the Hispanic population is growing faster in much of the South than anywhere else in the United States […] sizeable Hispanic populations have emerged suddenly in communities where Latinos were a sparse presence just a decade or two ago" (Pew Research Group, 2005, p. i). These 'new' Latino communities "display attributes that set them apart from the nation as a whole and from areas of the country where Latinos have traditionally settled" (Pew Research Group, 2005, p. i). The 2005 report presents a variety of factors that have influenced the migration of Latinos from other parts of the United States and Latin America. When disaggregated, these factors fall into two categories: economic and policy-oriented. The Pew Report states that the "rapid and widespread growth in income and employment in the region provided the economic incentives for Hispanics to migrate to new settlement states in the 1990s. Unemployment rates in the new

South states and key metropolitan areas within those states were consistently lower than the nationwide rate between 1990 and 2000" (Pew Research Group, 2005, p. iii). As Smith (2014) explains, the "substantial increase of the Hispanic/Latino immigrant population in the south is related to two factors: the limited numbers of Hispanic/Latino immigrants residing there before 1990 and then the pace at which the population grew throughout the decade" (p.33). Smith also explains that although each of the six southern states (North Carolina, Arkansas, Georgia, Tennessee, South Carolina, and Alabama) were ranked top in the nation for their Hispanic/Latino growth, the actual population increases were quite low when compared to other more common immigrant destinations (see Table 1.0 below).

Table 1.0 Top 10 Largest States by Hispanic Population 2011

State	Latino Population	Total Population
California*	14.4	37.7
Texas*	9.8	25.7
Florida*	4.4	19.1
New York*	3.5	19.5
Illinois*	2.1	12.9
Arizona*	1.9	6.5
New Jersey*	1.6	8.8
Colorado	1.1	5.1
New Mexico*	1.0	2.1
Georgia	0.9	9.8

Source: Pew Research Center (Note: population is shown in millions and traditional Latino settlement sites have been labeled with a *)

The Latino growth in El Nuevo South is distinct not only for its speed in growth, but also for its population characteristics. As Smith (2014) states, "recent immigration fueled the increase in population at a higher level than traditional gateway destinations" and the growth "primarily consists of young male Mexican immigrants that arrive with little education and little to no English, of which each are common features of Mexican labor migration" although "instead of returning to Mexico after a number of months spent earning wages, it is evident that the recent immigrants choose to stay, marry, and raise their children in the United States" (p. 34).

As Smith (2014) explains, in order for the Latino workforce and their families to stay "the conditions had to be conducive to the type of population growth the south experienced in the 1990s and indeed they were. The economy was booming during this time and the opportunities were available to everyone, not simply the immigrants" (p.34). Unlike traditional settlement sites, "many rural towns in the south were adding manufacturing and food-processing plant jobs as they were declining in other regions throughout the rest of the country" (p.34). As Smith explains, when the "non-Hispanic/Latino population moved into the white-collar jobs, Hispanic/Latino job seekers filled the construction, manufacturing, and other factory jobs recently made available" resulting in the six southern states continually outpacing the national average in unemployment rates from 1990-2004 (p. 35).

As a result of the economic growth in the south, the Latino school-age population in the new Latino communities grew by 322% between 1990 and 2000 as families with small children started to move into these areas (Pew Research Group, 2005, p. iv). Of interest to area educators and language policy researchers is that the number of "Spanish speaking children in the region with limited proficiency in English in 1990 was 18,000. By 2000 that number had increased to 64,000" (Pew Research Group, 2005, p. iv). The influx of a relatively large, new language community was one that caught Arkansas, its department of education, and area schools unprepared (Lincoln, 2001). This is particularly noteworthy when one considers that in the 2000 Census, Arkansas's total population was only 3 million – where any new increase in population is very apparent. While the large growth in the Hispanic population region is recent (i.e. twenty years), much of the impact of the new wave of immigration is only beginning to be felt on the infrastructure of the host communities. Yet, "it is already clear that the impact will be dramatic, particularly on the schools" (Pew Research Group, 2005, p. ii). Arkansas, with Northwest

Arkansas in particular, is a prime example of a previously small community that has felt the impact of demographic shift, economically and educationally (see Table 1.1 below).

Table 1.1 Ten Fastest Growing Hispanic States 2000-2011

State	Latino Population in 2000	Latino Population 2011	Rate of change
Alabama	72,152	186,209	158%
South Carolina	94,652	240,884	154%
Tennessee	116,692	296,266	154%
Kentucky	56,922	132,267	132%
South Dakota	10,101	23,153	129%
Arkansas	85,303	190,192	123%
North Carolina	377,084	828,210	120%
Mississippi	37,301	81,088	117%
Maryland	230,992	488,943	112%
Georgia	434,375	879,858	103%

Source: Pew Research Center tabulations of the 2000 Census (5% IPUMS) and 2011 ACS (1% IPUMS)

Setting the stage: Northwest Arkansas (NWA). As Latinos started to leave the traditional immigrant gateways, "some southern states, such as Arkansas, became new immigrant destinations essentially overnight. Arkansas is a new immigrant growth state that historically was not a favored destination in the past, but one that saw dramatic increases to its foreign-born population throughout the 1990s and 2000s" (Smith, 2014, p.37). Latinos started arriving in Northwest Arkansas in the 1980s as a small number of Latino immigrants were drawn to the area "because of a commercial and residential construction boom that created a demand for new workers. In the 1990s, the expanding poultry industry required unskilled workers willing to occupy grueling, low-paying factory jobs" (Smith, 2014, p.37).

Looking forward to the last decade, Smith (2014) states that "according to the U.S. Census Bureau, in 2006 close to 150,000 Hispanic/Latinos resided in Arkansas, but many believe the official numbers do not include the estimated 40,000 undocumented persons living in the state" (p.38). This growth impacted education because "the number of children in immigrant

families in Arkansas grew 276 percent" between 1990 and 2000 at "a rate exceeded only by North Carolina" (p.38). The "Latino population residing in Northwest Arkansas is predominately from Mexico; 74.3 percent are of Mexican origin, 13.8 percent are of Salvadoran descent, and the remaining 12 percent are from other countries throughout Latin and South America" (p.39). Smith explains that "many of those who arrived in the state in the 1980s and 1990s emigrated from their home country […] more recently; however, approximately half of foreign-born arrivals to Arkansas have come from other states" (p.39). What makes Arkansas and Northwest Arkansas particular is that "although recent data suggests that immigration from Mexico and other Latin American countries has slowed considerably in the U.S. over the past couple of years, the flow of immigrants to Arkansas does not reflect this same pattern" (p.40). Instead, as Smith states, "there is a relatively constant stream of foreign-born Hispanic/Latino immigrants to the region, with a growing number arriving from different states, most notably from California" (p.40).

Northwest Arkansas is home to approximately fifty percent of the state's Latino population (Smith, 2014). In NWA the school districts that serve and have served this twenty-year young Latino population are located in two counties, Benton and Washington. In these two counties the four largest school districts have felt the impact of the rapid demographic growth of Latinos - Bentonville and Rogers School District (both in Benton County) and Springdale and Fayetteville Public Schools (both in Washington County). Table 1.2 portrays the size and growth of the Latino population and its school-aged children in Benton and Washington counties.

Table 1.2 Latino population growth in Northwest Arkansas by counties of interest

County	Hispanic Population 1990	Hispanic Population 2000	Hispanic Population 2010
Benton County	1,359	13,469	34,283
Washington County	1,526	12,932	31,458

Source: Pew Research Center (2013)

Specifically, Table 1.3 portrays the resulting impact of the rapid demographic growth of Latinos on area schools.

Table 1.3 District Statistics of ELLs: 1999-2010

District Name	**Number of ELLs 1999-2000**	**Proportion of ELLs 1999-2000**	**Number of ELLs 2004-2005**	**Proportion of ELLs 2004-2005**	**Number of ELLs 2009-2010**	**Proportion of ELLs 2009-2010**
Bentonville	152	2.3%	281	3.1%	788	6.0%
Rogers	1,692	15.9%	3,182	24.8%	4,519	32.1%
Springdale	1,650	15.4%	5,215	36.1%	7,410	39.6%
Fayetteville	243	3.1%	653	8.0%	716	8.4%

Source: National Clearinghouse for English Language Acquisitions (2011)

Although Latinos make up the largest language minority in the Northwest Arkansas area, they are just one population that makes up the ELL population of the schools. Because of the area businesses, international corporations, and higher education institutions, the makeup of the public schools is as diverse as large cities with histories of diverse populations. Table 1.4 shows that the growth of ELLs doubled in size from 1999 to 2004. The linguistically diverse populations grew another 2.2% in another five years' time from 2004 to 2009.

Table 1.4 State Statistics on ELLs: 1999-2010

Year	**Number of ELLs**	**Proportion of ELLs**
1999-2000	9,102	2.0%
2004-2005	18,647	4.0%
2009-2010	29,752	6.2%

Source: National Clearinghouse for English Language Acquisitions (2011)

This growth trend does not seem to be changing anytime soon as the National Clearinghouse (2011) has labeled Bentonville and Fayetteville Public Schools as high growth districts and

Rogers and Springdale as both high growth and high incidence of ELL populations. A clarification should be made that not all ELLs in these districts are Spanish speakers nor of Latino heritage. The Arkansas Department of Education provides data to highlight just how diverse the language communities are in Northwest Arkansas through its Student Home Language Survey. Table 1.5 contains information for the Student Home Language Survey and provides a glimpse of the number of home languages spoken in Benton and Washington counties from 2012 to 2004.

Table 1.5 Student Home Languages Spoken by Counties of Interest 2004 - 2012

Year	County Name	Number of Student Home Languages Spoken	Spanish speakers	Percent of growth of Spanish speakers 2004 vs 2012
2012	Benton	44	6,759	34%*
2012	Washington	60	8,838	76%*
2004	Benton	36	5,040	
2004	Washington	45	5,020	

Source: Arkansas Department of Education Note: * percent growth is for each county comparing the number of speakers from 2004 versus 2012

The big four: An introduction. In order to better understand the area of interest, an introduction to the school districts will be given in the form of city information, district information, and information on the higher education institutions located in the area.

Fayetteville. Located in Washington County, the city of Fayetteville was established in 1828 after the first permanent Anglo settlers came into the area in the mid-1820s when Arkansas was still a territory. Originally inhabited by Native Americans, Northwest Arkansas was used as a hunting ground by the Osage and later settled by the Cherokee (Mobley & Hogan, 2014). Sections of the Trail of Tears and the Butterfield Overland Stage Route traverse the city and are part of the National Trails System (ibid.). The city was given its name in 1829 by county commissioners who were from Fayetteville, Tennessee.

Fayetteville's estimated population in 2013 was 78,960 (US Census Quick Facts, 2014). In 2010 the city's Latino/Hispanic population was 491persons, or 6.4%, with 10% of residents speaking a language other than English at home. The Fayetteville school district had a total of 14 schools with 8,838 students enrolled in 2010. The district had 593 classroom teachers with a student teacher ratio of 14.9:1. The district reported having 724 English Language Learners (ELL) enrolled at that time. The number of students with Individualized Education Programs (IEPs) was 964. When compared to the rest of the nation, Fayetteville had more teachers than average (see table 1.6).

Table 1.6 Average total of teachers: Fayetteville

	Average Total Teachers (FTE)[1]
District	593.01
State	118.42
National	171.27

Source: US Department of Education's National Center for Educational Statistics (2013).

When the statistics are disaggregated, Fayetteville Public Schools' teachers are employed mostly in elementary schools. The district reported having an average of 42.77 Kindergarten teachers, 255 Elementary school teachers, 243.62 Secondary level teachers, and 51.62 non-grouped teachers (US Department of Education's National Center for Educational Statistics, 2013). The number of staff and teachers are included with decimal points as the numbers are averages and not actual numbers of persons employed by the district.

In its 2009-2010 Fiscal year, Fayetteville Public Schools had a total revenue of $92,878,000 with $10,842 being spent per student. When disaggregated, the total revenue by source was $9,775,000 Federal (11%), $56,070,000 Local (60%), and $27,028,000 from the

[1] Full-time equivalent

State (29%). Instructional Expenditures constituted 60% ($51,454,000) of costs with Student and Staff Support constituting 13% ($11,463,000) of district costs.

The University of Arkansas, one of the area's public higher education institutions and its only public four year and graduate school institution, is located in the city of Fayetteville. The University of Arkansas was established in 1871 with the state legislation approval of the establishment of a land-grant university. The university was first named the Arkansas Industrial University. The first cohort consisted of eight students with three faculty members. The university has grown over the years with the fall 2014 student enrollment reaching 26,237 students with its student to faculty ratio that of 19:1 (University of Arkansas, 2014). Part of the local economy, the University of Arkansas is just one of the city's major employers. Walmart, Tyson Foods, Proctor and Gamble, Sam's Club, and various medical, construction, and banking companies are the basis for the local and surrounding cities' economies.

Springdale. The city of Springdale was first established in 1838 and was originally named Shiloh. In 1878 the city was incorporated and given its current name (Brotherton, 2014). One of the unique traits of the city is its location in both Washington and Benton counties. Springdale's estimated 2013 population was that of 75,229 with Latino/Hispanics being an estimated 24,708 (35.4%) in 2010 (US Census Quick Facts, 2014). An estimated 38.7% of the population spoke a language other than English at home.

The Springdale School District had a total of 25 schools with 19,411 estimated students in 2010. The district had an estimated 1,156 teachers with a student to teacher ratio of 16.79:1. Springdale had 8,006 ELL students in 2010 and 1,825 students with IEPs. When compared to the rest of the nation, Springdale had more teachers than average (see table 1.7).

Table 1.7 Average total of teachers: Springdale

Average Total Teachers (FTE)	
District	1,156.07
State	118.42
National	171.27

Source: US Department of Education's National Center for Educational Statistics (2013).

When disaggregated, the data show that Springdale School District's teachers are employed mostly in elementary schools. The district reported having an average of 16.5 Pre-kindergarten teachers, 84.60 Kindergarten teachers, 530.42 Elementary school teachers, 446.11 Secondary level teachers, and 78.44 non-grouped teachers (US Department of Education's National Center for Educational Statistics, 2013).

In its 2009-2010 Fiscal year, Springdale School District had a total revenue of $117,008,000 with $9,452 being spent per student. The total revenue by source was $21,563,000 Federal (12%), $62,847,000 Local (36%), and $92,598,000 from the State (52%). Instructional Expenditures constituted 61% ($92,424,000) of costs with Student and Staff Support constituting 13% ($19,206,000) of district costs. Springdale School District is one of the major employers in the city along with Tyson Foods, which has its headquarters in the city, George's Hatchery, and Northwest Medical Center – Springdale. JB Hunt's headquarters is located in Springdale, and the city is home to one of Arkansas's own minor league baseball teams, the Northwest Arkansas Naturals.

Rogers. Located in Benton County, the city of Rogers was first established in 1881 and was named for the Vice-President and general manager of the St. Louis and San Francisco Railway, Captain Charles Warrington Rogers (Cobb, 2014). Rogers was the location of the first Walmart store and is the state's eighth largest city. Rogers' estimated 2013 population was

60,112 with Latino/Hispanics being an estimated 17,629 (31.5%) in 2010 (US Census Quick Facts, 2014). An estimated 29.6% of the population spoke a language other than English at home.

Rogers Public Schools had a total of 20 schools with 14,340 students as of 2010. The district had an estimated 875.59 teachers with a student to teacher ratio of 16.38:1. Rogers had 4,724 ELL students as of 2010 and 1,558 students with IEPs. When compared to the rest of the nation, Rogers had more teachers than average (see table 1.8).

Table 1.8 Average total of teachers: Rogers

	Average Total Teachers (FTE)
District	875.59
State	118.42
National	171.27

Source: US Department of Education's National Center for Educational Statistics (2013).

Rogers Public Schools' teachers are employed mostly in elementary schools. The district reported having an average of 16.33 Pre-kindergarten teachers, 59.5 Kindergarten teachers, 387.67 Elementary school teachers, 310.45 Secondary level teachers, and 101.64 non-grouped teachers (US Department of Education's National Center for Educational Statistics, 2013).

In its 2009-2010 Fiscal year, Rogers Public Schools had a total revenue of $139,453,000 with $9,895 being spent per student. When broken down the total revenue by source was $17,437,000 Federal (13%), $66,807,000 Local (48%), and $55,209,000 from the State (40%). Instructional Expenditures constituted 63% ($75,466,000) of costs with Student and Staff Support constituting 13% ($14,976,000) of district costs.

Bentonville. The city of Bentonville, formally known as Osage, was incorporated in 1873 and named after Missouri senator Thomas Hart Benton (Maher, 2013). Located in Benton

County, Bentonville's estimated 2013 population is 40,167. The Latino population was an estimated 3,071 (8.7%) in 2010 (US Census Quick Facts, 2014). An estimated 13.1 % of persons spoke a language other than English at home.

Bentonville Public Schools had a total of 15 schools with 13,530 students as of 2010. The district had an estimated 846.85 teachers with a student to teacher ratio of 15.98:1. Bentonville had 691 ELL students as of 2010 and 1,395 students with IEPs. When compared to the rest of the nation, Bentonville had more teachers than average (see table 1.9).

Table 1.9 Average total of teachers: Bentonville

	Average Total Teachers (FTE)
District	846.85
State	118.42
National	171.27

Source: US Department of Education's National Center for Educational Statistics (2013).

Bentonville Public Schools' teachers are employed mostly in elementary schools. The district reported having an average of 64.62 Kindergarten teachers, 404.04 Elementary school teachers, 307.08 Secondary level teachers, and 71.11 non-grouped teachers (US Department of Education's National Center for Educational Statistics, 2013).

In its 2009-2010 Fiscal year, Bentonville Public Schools had a total revenue of $128,417,000 with $9,833 being spent per student. When broken down the total revenue by source was $9,358,000 Federal (7%), $73,105,000 Local (57%), and $45,954,000 from the State (36%). Instructional Expenditures constituted 61% ($68,398,000) of costs with Student and Staff Support constituting 11% ($12,492,000) of district costs.

Bentonville's top three employers are Walmart, which has its headquarters in the city; Northwest Health System; and Mercy of Northwest Arkansas. Northwest Arkansas Community

College (NWACC) established in 1989 is located in Bentonville. The area's public community college, the institution serves the Benton and Washington county communities. As of fall 2012, NWACC had 8,020 students enrolled in its many degree programs. A more detailed introduction of NWACC and how it serves the needs of Latino students will be presented in Chapter Four.

This section provided information on area Latinos, districts and cities of interest. The following section presents an interview from *Education Week* with Springdale Superintendent Jim R. Rollins and his district's response to its population change.

NWA: District response to population change. In an interview with *Education Week*, Springdale Superintendent Jim R. Rollins spoke with Denisa R. Superville on his district's response to its population change. As Superville (2014) explains, in 1989 "the Springdale School District in Northwest Arkansas had 7,691 students, 96.96 percent of whom were white" (p.1). At that time only 74 students in the entire district were Latino. Over the past twenty years the school district's population tripled and as Superville explains, "this transformation was due mainly to the economic boom of the 1990s, as immigrants, many of them from Latin America and the Marshall Islands, flocked to available jobs at big businesses in the city and its surrounding areas and industries – including Wal-Mart, Cargill, and Tyson Foods" (ibid., p. 12)

When asked by Superville (2014) about his district's initial response to the new influx of immigrants, Rollins responded that despite his district's philosophy of *teach them all*, "very few of our teachers were bilingual. It was a matter of becoming oriented to the language, familiar with the language, really understanding the culture of our Hispanic families, at that point in time" (ibid, p.12). When asked about some of the specific programs that Springdale School District has implemented over the first few years, Rollins responded that the first thing they had to do was to reorganize their enrollment process. "When children entered our district, we wanted

to know exactly where they were in terms of their readiness to learn […] we administered English-language surveys" (ibid, p.12), a practice in Arkansas required by the Arkansas Department of Education's ESL handbook. Rollins continues by explaining that "another significant part of this is we realized early on that there is a normal transition [for immigrant families], and that's fraught with all kinds of issues […] but unless one really extends themselves and goes the extra mile, I think there can be an enormous gap between home and school" (ibid, p.12). Rollins clarifies that "we're making progress […] we're got additional work to do" (ibid, p.12).

When asked why it is important to have his graduates return to the district as teachers, Rollins explains, "that example is probably as powerful or serves as good a model as anything that we can do because those young people have lived the experience. They felt the support – or lack of it, if that were to be the case - and they know firsthand the needs that immigrant children have" (Superville, 2014, p. 13). Finally, when asked what advice he would give to other school districts who are just starting to deal with population change, Rollins states:

> These are just children. They deserve our best effort. We may well have to redefine ourselves in order to serve those needs. The willingness to stretch and grow and build capacity within your team to serve children from all backgrounds is an ongoing issue. And if the commitment exists to teach all children, our public schools will find a way to do that. I would just say that the wins here far outweigh the kind of challenges that you have. (p.13)

This article is a good example of how one district in the area of interest is attempting to meet the needs of Latino students. Although the interview only lasts three and one-half minutes, it presents a positive perspective of one district's philosophy and perspective on language minority children and their families. The following section will provide a review on the challenges facing Hispanic-Serving Institutions and how they might be reflective of the challenges the area's two higher education institutions are facing.

The challenges facing Hispanic-Serving Institutions. Although the higher education institutions in Northwest Arkansas do not fall under the category of Hispanic-serving institutions, the challenges they face correlate with the five challenges de los Santos and Cuamea found in their 2010 study. de los Santos and Cuamea surveyed presidents of the Hispanic serving-institutions (HSI) and found that the top three challenges these institutions face are lack of funding, poor academic preparedness of students, and student retention (p. 90). The authors state that given "the projected increases in the enrollment of Hispanics and the budget deficits many states will face in the next few years, challenges will probably continue" (ibid, p.90). Given that "Hispanics are now the largest minority group, making up 14.8% of the U.S. population," the education of such a diverse ethnic group is important not only to targeted communities but also to the economy of the United States (ibid, p.91). This is because as de los Santos and Cuamea explain, "the Hispanic population in the United States, which is projected to represent 1 in 5 Americans by 2030, could potentially become the workforce that will drive the economy in years to come, if a quality education is provided" (p.91).

de los Santos and Cuamea (2010), like Ramirez and Carpenter (2005) before them, state that K-12 education needs to focus on "strengthening the skills of teachers, which would in turn strengthen the skills of the students who will become our future leaders (de los Santos and Cuamea, 2010, p.93). de los Santos and Cuamea (2010) also report that although Hispanics "represented 14.8% of the total U.S. population in 2006, they earned only 10.7% of associate's degrees, 6.6% of bachelor's degrees, 4.9% of master's degrees, 4.8% of professional degrees, and 3.2% of doctoral degrees awarded in 2004–2005" (p. 95). Given that the Latino population is steadily growing, constituting a growing workforce for the United States, it is paramount for this diverse ethnic group to produce more college graduates. As the Latino

population in Arkansas continues to grow and as more Latino students are graduating area schools, it is not farfetched to propose that in the next 10-15 years some state schools might become emerging or Hispanic-serving institutions. Because of the increasing number of Latinos in area schools, primarily elementary schools, and as the Latino population is characterized as young, the manner in which K-12 public institutions are preparing these students to graduate and enter higher education is worthy of study. The following section will discuss Arkansas's English-only laws and how these affect Latino Spanish-speaking students and other culturally and linguistically diverse students.

National education and language policy. Since the Civil Rights Era, public policy and educational policy have shifted from "separate but equal" practices in which language minorities' home languages were seen from a language-as-problem orientation (Ruiz, 1984, 1988, 1994). A number of civil rights cases allowing the creation of English immersion programs and bilingual education programs for linguistic minorities, such as *Lau v Nichols* (Watson, 2004) shifted the focus of language-as-problem to language-as-right resulting in a variety of *de facto* or "in practice," and *de jure,* or "in law" policies for the education of students whose home language was a language other than English (Ruiz, 1984, 1988, 1994). Recently the ambiguity of federal laws that have not explicitly prescribed one type of bilingual education program for public school curriculum and state laws that prohibit using any language other than English as the language of instruction (e.g. California's Prop 227, AR state code 6-16-104) has resulted in what is being coined "backlash pedagogy" in states where there are large numbers of Latinos and English Language Learners (Gutiérrez et al., 2002).

Backlash pedagogy. Gutierrez et al (2002) theorizes that the reason states such as California and Arizona have passed legislation prohibiting bilingual education, despite having

strong Latino roots and large ELL populations, is because of the existence of backlash pedagogies. This educational trend is one that "threatens the possibility of educational achievement and intellectual and social equity for large numbers of public school students. [T]he current educational backlash blames the educational crisis on teachers, so-called 'liberal' pedagogies, and linguistically and culturally diverse and poor children." (Gutierrez, 2002, p. 335). Gutierrez explains that these pedagogies are rooted in politics and are products of "ideological and institutional structures that legitimize and thus maintain privilege, access, and control of the sociopolitical and economic terrain. Backlash politics are counterassaults against real or perceived shifts in power" (ibid., p. 337).

Linguistic difference between those in power and those with none is the central driving force of backlash pedagogies and "thus has particular consequences for linguistic minorities and the policies directed at them" (Gutierrez, 2002, p. 346). Gutierrez further explains that backlash pedagogies attempt to nullify the language of the Latino community. What these pedagogies are attempting to do is a not a new practice but is instead a "largely uncontested practice in liberal democratic societies, in which the language of a particular community is devalued, making discrimination on linguistic grounds publicly acceptable where the corresponding ethnic or racial discrimination is not" (ibid., p. 346). Thus in states with *de jure* and *de facto* policies of limiting educational opportunities to language minorities, Gutierrez explains:

> English-only becomes the normative baseline of educational policies and practices, and defines educational competence, both in how we participate and how we are evaluated. More significantly, English-only, bolstered by its sister educational reforms, gives rise to a backlash pedagogy that hastens and strengthens the normalizing of teachers, students, and their practices. (2002, p. 348)

These backlash pedagogies are driven by what Hill (2001) calls language panics. Hill explains that language panics are not in fact about language but rather rooted in race politics and its

culture. Like Ruiz's (1984) language orientations (e.g. language-as-right, language-as-resource, language-as-problem) which are cyclical, language panics are concentrated at select ethnicities, in particular ethnic groups that are seen as un-American or not fully assimilating themselves into the mainstream, English-speaking Anglo-American culture. These language panics manifested into backlash pedagogies "fail to produce meaningful policy initiatives. Instead, language panic policy typically takes the form of a superficially attractive quick fix that tends to cause more problems than it solves" (Hill, 2001, p. 260). This is not to say that policy makers and educators are purposefully being racist or consciously attempting to eradicate languages that are not English, but rather that these stakeholders are reproducing a policy culture that has been in existence in the United States since its beginnings (e.g. a push against German and Native American languages). As Dicker (2000) explains:

> During colonial times, multilingualism was largely promoted. Along with English-speaking settlers, there were Scots, Welsh, Irish, French, Italians, Swiss, and Germans. Knowing more than one language was necessary for the purposes of trading, teaching, spreading the gospel, and diplomacy. Still, the languages of people who were considered inferior, Native Americans and Africans, were denigrated. Also, German became a suspect language in reaction to the size and power of the German-speaking population. (p. 46)

Dicker (2000) further explains that "native-language education for immigrants was common, but by 1923, 34 states allowed only English as the medium of instruction both in private and public schools" (p. 47). During this time "language restrictionism reached outside the classroom as well" in the Southwest and the result was that the use of English was enforced as the language of instruction in schools as it is now in Arkansas (p. 47). Spanish speakers and other language minorities were not the only populations who were targeted by the United States' language policies as the "entry into World War I provoked hostility towards all things German; in some cities, the public use of the German language was banned" (p. 47).

Currently language panics and their manifestations in backlash pedagogies come at a time where patterns of assimilation and language maintenance are changing and in places with large immigrant populations and high levels of migration, places such as Arkansas and other states with relatively new influxes of immigrants (Mora, 2002). States similar to California and Arizona are no longer the only states creating and implementing laws that regulate the language of instruction or language of official state business. Instead the resulting policy web "created from a series of education reform laws and initiatives are now converging on the Latino population of states with the highest concentrations of enrollment of language-minority students" (Mora, 2002, p. 36), such as Arkansas when one takes into account the population of ELLs in proportion to the state population.

Given the national trends in Language Planning and Policy and educational language policy, the case of Arkansas and its impressively growing Latino community is one that has been understudied. Numerous discussions at the national level identifies Arkansas as home to one of the fastest growing Latino communities (see table 1.0), yet the policies and programs being created and implemented for this community tend to be overlooked and/or not discussed. In the past twenty years Arkansas, Alabama, and Mississippi have seen enormous growth of these populations, changing local views and policies on education and state practices. Given the shift of policy orientations from language-as-right to language-as-problem both at national and state levels, it is important to investigate the impact of the steadily growing Latino population of Northwest Arkansas on K-16 institutions and the services and resources they have provided in the past twenty years. This change in the way K-16 institutions operate will demonstrate the public policy impact of the Latino population in NWA. As the Latinization, or the transformation of the area via Latino-owned businesses, modifies the local community, so do the

perceived educational outcomes of Latino students; both public policy issues that merit exploration (Smith & Furuseth, 2005). With this in mind the following section will present the case of English Language Learners (ELLs) in Northwest Arkansas.

Language Learners in NWA. Domestic and transnational Latinos are making the South their home. Unlike the trends of the past in which migrant workers stayed in the area for a short period of time and sent their earnings to their families, the face of Latino settlement is now different with local industries no longer being seasonal and workers and their families, including their extended families, deciding to stay and lay down roots (Smith, 2014). As Latinos and their families are making the South and Arkansas in particular their homes, it is important to consider how this continuously growing demographic is impacting schools and the manner in which they are operating. The following tables provide a snapshot of the number of ELL students in NWA and in the state. Table 1.10 provides the number of ELL students by district from the fiscal years of 1999-2009. Table 1.11 provides the number of ELL students in the state from the fiscal years of 1999-2009.

Table 1.10 Number of English Language Learners by District of Interest: 1999 - 2009

District Name	Number of ELLs 1999-2000	Number of ELLs 2004-2005	Number of ELLs 2009-2010
Bentonville	152	281	788
Rogers	1,692	3,182	4,519
Springdale	1,650	5,215	7,410
Fayetteville	243	653	716

Source: National Clearinghouse for English Language Acquisitions (2011)

Table 1.11 Number of State English Language Learners: 1999-2009

Year	Number of ELLs	Proportion of ELLs
1999-2000	9,102	2.0%
2004-2005	18,647	4.0%

2009-2010	29,752	6.2%

Source: National Clearinghouse for English Language Acquisitions (2011)

Arkansas is home to a great variety of ELL students. Spanish is not the only home language of students enrolled and receiving ESL services, although they do constitute the majority of language minority students the as Table 1.5 showed. Of the 44 languages spoken in Benton county schools and of the 60 languages spoken in Washington County schools, Spanish and English account for two of the majority spoken languages. This astounding data point is the rationale behind the assumption that every area K-12 public school teacher can be considered ESL teachers. In the next section the argument will be made with statistical data as to how public school teachers in the state of Arkansas with Northwest Arkansas in particular, should be certified ESL teachers.

Languages: Why every teacher is an ESL teacher. As Table 1.5 demonstrated, the largest minority language group in Benton and Washington County schools is Latino Spanish speakers. The economic factors that caused the resulting rapid growth of Latinos in the area attracted a Latino population unlike the traditional settlement sites in the rest of the United States. This is because Latinos in "new settlement areas of the South states are predominantly foreign born (57%) […] with most of these immigrants (62%) lack even a high school diploma and 57% do not speak English well or do not speak it at all" (Pew Research Group, 2005, p.iii). Educating this new population is even more important when one considers that "more than half of these immigrants entered the U.S. between 1995 and 2000, and most lack legal status" (Pew Research Group, 2005, p. iii). Table 1.13 below provides us with a better understanding of just how heterogeneous the growth of Latino students has been in the area school districts.

Table 1.12 Latino Student Population by District of Interest: 2000 vs 2010

School District	Total Student Population 2000	Latino Students 2000	Percentage of Student Population	Total Student Population 2010	Latino Students 2010	Percentage of Latinos in Student Population
Bentonville Public Schools	6,562	1,555	23.6%	13,060	2,319	17.7%
Fayetteville School District	7,746	2,777	35.8%	8,566	1,611	18.8%
Rogers Public Schools	10,647	9,106	85.5%	14,093	8,673	61.5%
Springdale School District	10,744	9,452	87.9%	18,727	11,603	61.9%

Source: Pew Research Center (2013)

In 2000 Latino students constituted almost 24% of the student body in Bentonville Public Schools. Although the percentage of Latino students diminished in 2010 to almost 18% of the student population, Latinos grew in number by 764 in that decade. Springdale School District's Latino population was that 9,452, the largest of the four school districts. Although the percent of Latino students also diminished in 2010 from the 2000 numbers, the Latino student population grew by 2,151 in that decade. Unlike Bentonville and Rogers, both Fayetteville School District and Rogers Public Schools' Latino population diminished in 2010 from its 2000 number with a loss of 1,166 and 433 respectively.

As this section has demonstrated the trend of Latino growth in the area is just not a recent phenomenon, but rather a continuing development. Table 1.13 provides us with data that lends us to believe that Latinos will continue to be the largest proportion of ELLs in area public schools. This continued growth requires highly trained ESL teachers and regular classroom teachers that are knowledgeable in how to engage and teach non-native English speakers. The following section presents the purpose of the study followed by the research questions.

Purpose of the Study

The purpose of this dissertation is to investigate the impact of the rapid demographic changes from 1990 to 2010 of the Latino student population on educational resources and services in Northwest Arkansas. In order to document the impact of the Latino population, the researcher collected legal documents on current state laws that regulate the language of instruction of public schools; enrollment and graduation rates of Latino students from four local suburban high schools as well as enrollment data and graduation data from the local four year university and community college; and data and information on programs created at the four local school districts as they apply to Latinos and Latino English Language Learners (ELLs) in an attempt to better understand how the increase of this relatively new demographic group has impacted the local educational services and resources. Along with the descriptive statistics identified earlier, the researcher interviewed stakeholders who provide resources and services to area Latino students. The collection of a variety of data assisted the researcher in better understanding the demographic growth of the Latino population from the twenty year period of interest, the laws enacted that regulate the language of instruction, and the impact of the laws and of the Latino population on educational services and resources. This variety of data provided clues as to how the local public educational institutions are meeting the needs of their Latino students.

Research Questions

The education of minorities is a public policy issue (Smith and Furuseth, 2005) and Arkansan educators, administrators, and policy and lawmakers are not exempt from navigating competing social objectives such as providing equal access to education for all Arkansas students, regardless of their national origin as well as upholding restrictive state laws such as AR

§ 6-16-104, which mandates English as the sole language of instruction. As such the researcher explored Arkansas's continuing demographic shift and how this shift influenced and changed the way six public K-16 educational institutions operate. The researcher also examined the impact on public policy. The research focused on one specific region of the state, Northwest Arkansas, which has the largest concentration of Latinos to date. This permitted the researcher greater access to data and stakeholders, but the researcher acknowledges other areas of the state with an increasing population of immigrants. Given these factors, two questions of interest drove this study:1) Are backlash pedagogies in place and in practice in the state of Arkansas?, and 2) How are local educational institutions serving the needs of their Latino community? The researcher will attempt to answer these questions through the following research question: "How have K-16 education institutions in NWA evolved to meet the needs of Latino students?" given that southern states such as Arkansas, Alabama, and Mississippi before 1990 did not have significant numbers of Latinos and English Language Learners (ELLs). Because of the complexity of this study's focus, three sub-questions were created to assist in answering the main research question:

1. How have schools addressed the academic needs of the Latino K-16 community?
2. How has curriculum design evolved to address the academic needs of the Latino K-16 community?
3. To what extent has Arkansas's language policy impacted K-16 programs, resources and services for Latino language minority students?

In order to answer research sub-question one, this study will look at the number of ESL endorsed teachers from the districts, per pupil expenditures, Latino and ELL student graduation rates, and district programs and services at the K-12 level. At the higher education level Latino enrollment, retention, and graduation rates will be presented. Programs and services for Latinos

will also be presented, as well as informant interviews for both K-12 and higher education purposes. In order to answer research sub-question two, data will be presented on curricular programs for the preparation of teachers and programs designed with a focus on Latino culture. Informant interviews will also be presented as they pertain to the research sub-question. In order to answer research sub-question three, this study will look at the Arkansas state legislation of language use and language of instruction in public schools as one of the impacts of the Latino community on the operations of educational institutions, as well as district policies which affect Latino and ELL students. Language education policies, or the management of languages and which "languages are taught, at what age they are taught, for how long, by whom and for whom, and using which materials" will also be looked at during the analysis of state and local documents (Shohamy, 2003, p. 279). Informant interviews will also be presented as they pertain to language use and the academic needs of Latinos and ELLs. This section presented the study's research questions and how they will be answered, the following section will define the terms used in this study followed by the manner in which this dissertation will be organized.

Definition of Terms

For reading clarity, this section will define terms to be discussed in the following chapters while providing the reader with background information in order to conform to academic style. Since the intention of this study is to provide information for a diverse audience, not just academics, it is the hope of the researcher to make this dissertation as accessible as possible while still adhering to academic writing norms.

Hispanic/Latino: The terms Hispanic and Latino tend to be used interchangeably in the media, in schools, and in social science research. This interchange of labels to describe a diverse

population tends to be problematic. Available published information can vary on the terms used to describe the peoples of this community. Research conducted on ethnic minorities such as Mexican Americans, Puerto Ricans, Cubans, Central Americans and South Americans that live in the United States and attend U.S. schools has resulted in the creation of terminology to label and unify these different cultures. Although the terms Latino and Hispanic tend to be used interchangeably in the literature cited in this investigation, for the purposes of this study, the researcher will use the term Latino(s) to describe the target population unless citing resources that use the term Hispanic. The term Latinos/as "includes the African and the indigenous heritage as well as the Spanish heritage of these groups" and offers a more heterogeneous label for this diverse ethnic group (Nieto, 2000, p.25).

Latinization: Smith and Furuseth (2005) introduce the term Latinization as the process in which an area is transformed or changed in a manner in response to the presence of Latino residents. Latinization is evident in Hispanic or Latino-owned restaurants, billboards in Spanish aimed for Latino consumers, and through the availability of consumer products marketed for Latinos in grocery stores in locally owned and in large chain stores and/or nationally franchised businesses.

Traditional settlement sites: As Smith and Furuseth (2005) explain, "While traditional immigrant destinations such as California, Texas, or Florida have established infrastructures and immigrant communities to assist newcomers, the same cannot be said of southeastern areas' experiences with recent Latino settlement" (p. 112). In this sense Arkansas is not a traditional settlement site for Latinos because of its lack of established infrastructures or history of having large Latino populations, unlike its neighbor to the west, Texas.

De jure polices or *policy "in law":* This term refers to the officially documented laws in writing (Johnson, 2013, p. 10). As Johnson explains, "the notion of de jure does seem to line up with overt and explicit [language] policies, all of which reference the "official-ness" of policy" (p.11).

De facto policies or *policy "in practice":* De facto refers to "both locally produced policies that arise without or in spite of de jure policies and local [language] practices" (Johnson, 2013, p.10). In other words, de jure policies are official laws or lawfully sanctioned practices, while de facto polices are those that exist through practice or interpretation of de jure policies and are not officially sanctioned by local, state, or federal laws.

Language policy and language education policy: Language policy "concerns the decisions that people make about languages and their use in society in a given nation or nation state" (Shohamy, 2003, p. 279). Language policy has three components: language practice, language belief, and language management (Spolsky, 2004). Language beliefs "are common understandings held by members of a speech community," beliefs such as which languages are more "useful, expressive, or beautiful than others" [emphasis added] (Shrum and Glisan, 2010, p. 6).

Language management: Language management "occurs when people or governments attempt to control which language(s) are spoken in their homes, schools, or other locations" (Spolsky, 2006). As Shrum and Glisan state, "governmental decisions about language management can be made in the form of legislation or through collaborative agreements" (2010, p. 6).

Culturally and linguistically diverse students: African American, Latino, and Native American students tend to be labeled as culturally and linguistically diverse (CLD) students as

their minority status in the United States in comparison with the majority Anglo American groups who speak English, the majority and prestige language (Banks, 2010; Ford, 2008). For the purposes of this study, the linguistic development of CLD and ELLs is contained within this study's working definition of academic needs.

Summary. In this introductory chapter the purpose of this study was presented, along with a brief background on Northwest Arkansas (NWA), the districts of interest, and statistics of Latinos and ELLs as a justification for the importance of the need for study, as well as why Arkansas is part of the El Nuevo South. Research questions guiding this dissertation as well as the data to be used to answer these questions were presented. A short definition of key terms was presented to assist in the readability of the following chapters. Chapter Two will provide a review of pertinent literature on various topics that are important to the study of Latino students, Latinos in general, and the field of education and policy. Chapter Three will present the philosophical framework for this study as well as the methodology utilized in the collecting and analyzing of the data. Chapter Four will present the findings and analysis of the data. Chapter Five will provide conclusions and present a discussion on the study's implications.

CHAPTOR TWO: REVIEW OF LITERATURE

This study investigates macro-level, superficial operations of K-16 educational institutions in Northwest Arkansas (NWA) along with state language laws. Although this study is not an in-depth look into the day-to-day operations of schools, it is still important to consider human agency and the production of culture via classrooms and schools (Bennett & LeCompte, 1990). At the micro level of schools, "issues of power and control are worked out in classrooms by individual participants." It is through the active involvement by participants as through their "human agency" that some believe that despite the influence of oppressive reproductive forces on schools, it is through human agency that hope exists for transformation of society" (p. 27). As Bennett and LeCompte explain, it is the "work of critical theorists and researchers […] to uncover and to understand the ways in which dominant ideology is translated into practice in schools and the ways in which human agency mutes the impact of that ideology" (p. 27). This study attempts to uncover the ideologies present in state and district policies on the education of Latino language minority students in Northwest Arkansas.

The macro-level investigation of NWA's largest public education institutions would be remiss without asking what the purpose of education is and how it affects Latino students. The role of education and its impact on minority students is presented before delving into the review of literature relevant to the study's research questions. Following this overview an introduction to the sections and the research questions they pertain to are presented.

Purpose of Education: A sociological perspective

Sociology of education sees public education as a social institution that has a complex operating system with many players or stakeholders (e.g. students, parents, teachers, administrators, the public, government) who bring different ideologies into play. Bennett and

LeCompte (1990) define education as the "process of learning over the span of one's entire life [and yet] much of it does not take place in formal institutions" (p. xi). Education per say is a process, a process "concerned with individuals and the psychological processes involved in learning and cognition" (ibid, p. xi).

Schooling, on the other hand, is a different process than that of education. Schooling "is a social or group process" and in sociology it is seen as "the process of learning through which people pass while attending school --the 'process of schooling'" (Bennett & LeCompte, 1990, p. xi). In contrast to education, which is concerned with cognition or the way one learns, the process of schooling is "concerned with the understandings which people, generally children, acquire as they participate in formal institutions whose specific function is the socialization of designated groups within society" (ibid, p. xi).

Sociology can also be the study of the "characteristics of people and institutions which make up educational systems, as well as the dynamics of their interaction and operations" (Bennett & LeCompte, 1990, p. xi). In this sense the field of sociology of education is one that focuses on the relationship of population groups on public education and vice versa. In particular it is important to view the studying of public schools and other educational institutions "within the context of their historical development because […] the way schools currently are organized has been powerfully influenced by events and social policies of the past" (ibid, p. xii). As laws and policies, particularly in the arena of public policy such as public education, are created and enacted by individuals with varying and at times contradictory ideologies, it is of note to shed light on the social, political, and economical oppression of those receiving educational services.

As Bennett and LeCompte (1990) explain, since "schools and other institutions do not exist in isolation, their operation cannot be understood without considering the social and historical context in which they have developed" (p. 37). The history of schools "as well the characteristics of the people within them, shape how people behave within them and the way their participants feel about themselves and others" (ibid, p. 37). Because the varying ideologies of those who participate in schools have "multiple goals because they have multiple constituencies and clienteles, each of which has ideas about the purposes of schooling," there does not seem to be a clear consensus on what programs public schools should offer (ibid, p. 40). As each stakeholder group, be they teachers, administrators, politicians, or parents, "has its own agenda and pushes its own goals for the educational system," the process of schooling becomes that much more complex; add to this "the unique mix of national, state and local finance and control which governs American public schools" and the operation of public schools evolves from educating students to being a highly regulated bureaucratic beast (ibid, p. 40).

Public schools in the United States tend to be run with conservative middle class Anglo American values and are "potentially open or transparent to external influence […] where the local electorate controls the purse strings" (Bennett and LeCompte, 1990, p. 40). As most school districts cannot raise their own money, their operating revenue depends on monies from local property taxes which tend to come from retired who have no school-age children (ibid, p. 40). As local communities strive to make their schools reflect community values, it makes them vulnerable to ideological fads, reforms, social movements or powerful lobbies and make the schooling experience that much more complicated "when the professional or personal ideologies of the community are at odds with those of the school staff, or state and national educational agencies" (ibid, p. 40). As Arkansas is part of the conservative South and Northwest Arkansas is

home to many international businesses, the conflicting perspectives on the schooling of Latino children can be evident in the policies the state and local districts may have.

The schooling of Latino students creates a complexity in the manner in which schools are organized. Many Latino students may receive social service functions, such as free and reduced lunches or ESL services, adding to the resources and staff in a school to provide such services. These programs or social services also have "added controversy, because the many constituencies who participate in and finance the schools have seldom arrived at a consensus as to whether the added programs are legitimate school functions" (Bennett & LeCompte, 1990, p. 44). Working class Latinos across the United States, especially Latino Spanish speakers, as a student population tend to receive support or social services unlike their Anglo American counterparts. Because of their minority status, Latinos' social status is largely a function of their skin color and cultural background, a status that correlates to social and economic inequality (ibid, p. 200). Just 3% of Latinos in Arkansas in proportion to the overall population in 2010 (Wainer, 2004), Arkansas does have a large disparity between the rich and the poor, regardless of their ethnicity, which is higher than the national average; 17.3% in Arkansas compared to the national average of 13.2% as of 2008 (Maher, 2013). Those who do have the wealth and resources and position in society "are more able to use their influence to advocate inclusion of certain types of knowledge in the schooling process" (Maher, 2013, p. 181).

Although this study does not focus on the achievement gap of Latinos in comparison to their Anglo counterparts, it should be noted that "despite years of research, a multitude of educational policies and implementation of a range of programs aimed at improving school success, minority student populations are still overrepresented in dropout rates, lower academic tracks and special education programs – a fact that continues to be a source of concern and

debate among professional educators, policymakers and parents" (Bennett & LeCompte, 1990, p. 200). Of concern to this study is the guiding research question on how Latino students in the state's most affluent area are being served by the public K-16 educational institutions. The three sub-questions include:

1. How have schools addressed the academic needs of the Latino K-16 community?
2. How has curriculum design evolved to address the academic needs of the Latino K-16 community?
3. To what extent has Arkansas's language policy impacted K-16 programs, resources and services for Latino language minority students?

Introduction to the sections

The following sections in this chapter will present a review of the literature in relation to the study's research questions on how the public K-16 education institutions have responded to their growing Latino population. The Latino population in NWA tends to be first-generation children of immigrant parents who may or may not be bilingual (Pew Research Center, 2005; Smith, 2014). Section One will present research relevant to programs that meet the academic needs of Latino students as relevant to sub-question one: "How have schools addressed the academic needs of Latino K-16 community?" Section Two will present the changes to curriculum design for meeting the needs of minority students in relation to sub-question two: "How has curriculum design evolved to address the academic needs of the Latino K-16 community?" Because of the state's English-only laws, and the reality that Latino students tend to constitute the largest number of students receiving ESL services, Section Three will present the politics of bilingualism (Shin, 2005) and how these affect language minorities in the United

States in relation to sub-question three: "To what extent has Arkansas's language policy impacted the K-16 programs, resources, and services for Latino language minority students?"

Section One: Effective programs for minority students

Fashola, Slavin, Calderón and Durán's, (1997) report identify "programs that have proven to be effective and programs that show potential for improving academic achievement among Latino youth in the elementary and middle grades" (p. iii). Fashola et al.'s report targeted programs both designed for Latino students as well as programs that have been used with other minority students which included Latinos. The types of programs reviewed include school-wide reform programs such as Accelerated Schools, School Development Program, Success for All, and Consistency Management and Cooperative Discipline; curriculum specific programs such as DISTAR, Cognitively Guided Curriculum, Project SEED, Profile Approach to Writing; cooperative learning methods such as BCIRC, Complex Instruction/Finding Out/Descubrimiento, STAD, TGT, and Jigsaw; and tutorial programs such as Reading Recovery, Descubriendo La Lectura, and HOSTS (ibid, p. iii). Fashola et al.'s criteria for inclusion was based on the "included evidence of effectiveness, replicability, and evaluation or application with Latino students" (ibid, p. iii). Table 2.0 provides a brief description of each program.

Table 2.0 Program Description from Fashola et al. (1997)

Program Type	Program Name	Description
School-wide reform programs	Accelerated Schools	An approach to school reform built around three central principles. One is unity of purpose, second is empowerment coupled with responsibility, and third is identifying the strengths of students, of staff, and of the school as an organization, and then using these as a basis for

		reform.
	School Development Program	A comprehensive approach to school reform in elementary and middle schools. The program's focus is on building a sense of common purpose among school staff, parents, and community, and engaging school staff and others in a planning process intended to change school practices to improve student outcomes.
	Success for All	A comprehensive reform program for elementary schools serving many children placed at risk provides schools with innovative curricula and instructional methods in reading, writing, and language arts from kindergarten to grade six, with extensive professional development.
	Consistency Management and Cooperative Discipline	A school-wide reform program designed to improve discipline in inner-city schools at grade levels K-6 to provide an appropriate environment for learning and improve academic achievement.
Curriculum Specific programs	DISTAR	An early elementary school program originally designed to extend the Direct Instruction (DISTAR) early childhood curriculum into the elementary grades as part of a federal program called *Follow Through*, which funded the development and evaluation of programs to continue the positive effects of early childhood programs.

	Cognitively Guided Curriculum	A mathematics program designed to develop student problem solving in the early elementary grades
	Project SEED	An enrichment mathematics program designed to teach elementary school students, particularly low-income and minority students, to develop confidence in their ability to be successful in all academic work.
	Profile Approach to Writing	A program that provides professional development in creative writing to students in grades 3-12. The program emphasizes a process of drafting and revision of compositions, and makes use of a writing profile to assess and guide student writing performance.
Classroom Instructional Programs	Cooperative Learning Methods	A broad range of instructional methods in which students work together to learn academic content.
	BCIRC	Bilingual Cooperative Integrated Reading and Composition (BCIRC). An adaptation of Cooperative Integrated Reading and Composition for application in bilingual classrooms.
	Complex Instruction/Finding out/Descubrimiento	A series of activity cards in English and Spanish that direct students to do experiments, take measurements, solve problems, and so on. Students work in small, heterogeneous

		groups to do experiments and answer questions intended to evoke high level thinking.
	STAD	Students Teams-Achievement Divisions (STAD) A program in which students work in four-member, heterogeneous learning teams.
	TGT	Teams-Games-Tournament (TGT) A program similar to STAD except that students play academic games with members of the other teams to add points to an overall team score.
	Jigsaw	A cooperative learning technique in which students work in small groups to study text, usually social studies or science.
Tutorial programs	Reading Recovery/ Descubiendo La Lectura	An early intervention tutoring program for young readers who are experiencing difficulty in their first year of reading instruction.
	HOSTS	Helping One Student To Succeed (HOSTS) A model that helps schools create tutoring programs for at-risk students using a mentoring approach. HOSTS schools provide one-to-one, usually after-school tutorial services to Title I students in elementary through high school who are performing below the 30th percentile.

Fashola et al.'s (1997) report on the effectiveness of instructional programs for Latino students in K-8 focused on programs in elementary and middles grades because "low achievement, retention in grade, and other school success indicators as early as third grade can predict high school dropout with a high degree of reliability" (p. 4). Fashola et al.'s criteria applied to the review of programs are summarized in Table 2.1.

Table 2.1 Fashola et al.'s program criteria

Criteria	Explanation
Effectiveness	Programs were considered to be effective if evaluations compared students who participated in the program to similar students in matched comparison or control schools and found the program students to perform significantly better on fair measures of academic performance.
Replicability	The best evidence that a program is replicable in other schools is that it has in fact been replicated elsewhere; especially if there is evidence that the program was evaluated and found to be effective in sites beyond its initial pilot locations.
Evaluation or Application with Latino Students	Programs were included if they had strong evidence of effectiveness and replicability and had been disseminated to schools with many Latino students, even if the reported evaluations did not include Latino students.

Source: Fashola et al. (1997)

Fashola et al. explain that among the hundreds of programs they reviewed, they tried to "present the evidence that school and district staff would need to begin a process leading to an informed choice from among effective and promising programs capable of being replicated" (1997, p. 7). In the end Fashola et al. categorized the programs into seven categories: Schoolwide reform programs; Cooperative learning methods; Reading/Writing/Language Arts programs; Mathematics programs; Preschool programs, Tutoring programs; and Title VII Academic Excellence Award Programs. For Fashola et al.'s detailed categorization, see Appendix D.

Fashola et al. (1997) identified a set of four conditions which were usually present in programs they found to be effective:

1. Effective programs have clear goals, emphasize methods and materials linked to those goals, and constantly assess students' progress toward the goals.
2. Effective and replicable programs have well-specified components, materials, and professional development procedures.
3. Effective programs provide extensive professional development.
4. Effective programs are disseminated by organizations that focus on the quality of implementation.

For the first condition-- effective programs have clear goals, emphasize methods and materials linked to those goals, and constantly assess students' progress toward the goals-- the authors found that "there is no magic in educational innovation. Programs that work almost invariably have a small set of very well-specified goals (e.g., raise mathematics achievement, improve creative writing skills), a clear set of procedures and materials linked to those goals, and frequent assessments that indicate whether or not students are reaching the goals" (Fashola et al, 1997, p. 50). For the second condition-- effective and replicable programs have well-specified components, materials, and professional development procedures --the authors found that "each school with the participation of all staff, must develop or co-develop its own reform model, that externally developed programs cannot be successfully replicated in schools that had no hand in developing them" (ibid, p. 50). For the third condition-- effective programs provide extensive professional -- the authors found professional development is a "characteristic shared by almost all of the effective programs we identified is the provision of extensive professional development and follow-up technical assistance" (ibid., p. 51). Of note is that most of the successful programs identified provided many days of in-service followed by in-class technical assistance to give teachers detailed feedback on their program implementations. For the last condition--effective

programs are disseminated by organizations that focus on the quality of implementation, the authors identified programs which were "developed and disseminated by active, well-structured organizations that concentrate efforts on ensuring the quality of program implementation in all schools" (ibid., p. 51). The organizations were most often in universities or school systems, provided training and materials, and tended to create support networks among the program users (ibid, p. 51-52). In conclusion, Fashola et al. found that effective programs for Latino students in K-8 were those that had clear goals, provided appropriate teacher and staff development and training, and were of high quality developed and disseminated by organizations based in universities or within the school system.

Section Two: Curriculum design and culturally sensitive pedagogy

As Mahoney and Schamber (2004) explain, "Exploring the construct of cultural difference is fundamental to learning about other cultures […] and an understanding of it is needed to undergird curricular interventions designed to enhance student learning" (p. 311). Culturally sensitive pedagogy is important for those not considered mainstream students such as students of color or culturally and linguistically diverse students. "In educational settings, Fay (1987) suggests that some students who are oppressed resist viewing themselves as such and hence go along with those who subscribe to a hegemonic view of the world. This mindset can manifest itself in behaviors that uphold their marginalized status" (Mahoney and Schamber, 2004, p. 312).

As Mahoney and Schamber (2004) explain, "a curriculum that simply provides information about diverse cultures suffers from reductivism and overlooks the complex developmental perceptions of these students" (p. 313). This is because the "traditional

curriculum that bombards students with information about other cultures can also inadequately prepare students for real-life interaction with others different from themselves" (ibid, p. 313). "Educators generally agree that effective teaching requires mastery of content knowledge and pedagogical skills" and yet many teachers are "inadequately prepared to teach ethnically diverse students" while "some professional programs still equivocate about including multicultural education despite the growing numbers of and disproportionately poor performance of students of color" (ibid, p. 313).

As Gay (2002) explains, "In addition to acquiring a knowledge base about ethnic and cultural diversity, teachers need to learn how to convert it into culturally responsive curriculum designs and instructional strategies" (p. 106). Banks (2010) explains that "it rests on the teacher to make education 'education' for this student and for the majority who believe their education was not made for them – women of all backgrounds, people of color, and men who lack privilege because of their social class – by bringing the two aspects of the transformation together" (p. 159). Gay suggests that there are currently three kinds of curriculum present in the classroom, "each of which offers different opportunities for teaching cultural diversity" (2002, p. 106). Table 2.2 below summarizes each type of curricula.

Table 2.2 Three kinds of classroom curriculum

Type of curricula	Creation of curricula	Curricula implementation	Culturally responsive teachers
Formal plans for instruction	Approved by the policy and governing bodies of educational systems	Usually anchored in and complemented by adopted textbooks and other curriculum guidelines such as the "standards" issued by national commissions, state departments of education, professional associations, and local school districts.	Know how to determine the multicultural strengths and weaknesses of curriculum designs and instructional materials and make the changes necessary to improve their overall quality. These analyses should focus on the quantity,

			accuracy, complexity, placement, purpose, variety, significance, and authenticity of the narrative texts, visual illustrations, learning activities, role models, and authorial sources used in the instructional materials.
The symbolic curriculum	Created by schools. Include images, symbols, icons, mottoes, awards, celebrations, and other artifacts that are used to teach students knowledge, skills, morals, and values.	Consists of the most common forms of symbolic curricula including bulletin board decorations; images of heroes and heroines; trade books; and publicly displayed statements of social etiquette, rules and regulations, ethical principles, and tokens of achievement	Are critically conscious of the power of the symbolic curriculum as an instrument of teaching and use it to help convey important information, values, and actions about ethnic and cultural diversity. They ensure that the images displayed in classrooms represent a wide variety of age, gender, time, place, social class, and positional diversity within and across ethnic groups and that they are accurate extensions of what is taught through the formal curriculum.
The societal curriculum	Knowledge, ideas, and impressions about ethnic groups that are portrayed in the mass media.	Includes television programs, newspapers, magazines, and movies that are much more than mere factual information or idle entertainment. For many students, mass media is the only source of knowledge about ethnic diversity; for others, what is seen on television is more influential and memorable than what is learned from books in classrooms	Include thorough and critical analyses of how ethnic groups and experiences are presented in mass media and popular culture. Teachers need to understand how media images of African, Asian, Latino, Native, and European Americans are manipulated; the effects they have on different ethnic groups; what

				formal school curricula and instruction can do to counteract their influences; and how to teach students to be discerning consumers of and resisters to ethnic information disseminated through the societal curriculum.

Modified from Gay (2002)

Banks (2010) like Gay suggests that there are different types of curriculum: "The current challenges to classroom teachers are not only to incorporate multiple perspectives into the curriculum but also to engage in pedagogical practices that bring in the voices of students as a source for learning rather than managing or controlling them" (2010, p. 159). Banks explains that "students learn best and are more highly motivated when the school curriculum reflects their cultures, experiences, and perspectives" (2010, p. 234). To support this practice Banks suggests four approaches to the integration of multicultural content into schools and classrooms. Table 2.3 provides a summary of each approach.

Table 2.3 Banks's Approaches for the Integration of Multicultural Content

Approach	Description	Examples	Strengths	Problems
Contributions	Heroes, cultural components, holidays, and other discrete elements related to ethnic groups are added to the curriculum on special days, occasions, and celebrations.	Famous Mexican Americans studied only during the week of Cinco de Mayo (May 5). African Americans studied during African American History Month in February but rarely during the rest of the year. Ethnic foods studied in the first grade with little	Provides a quick and relatively easy way to put ethnic content into the curriculum. Gives ethnic heroes visibility in the curriculum alongside mainstream heroes. Is a popular	Results in a superficial understanding of ethnic cultures. Focuses on the lifestyles and artifacts of ethnic groups and reinforces stereotypes and misconceptions. Mainstream criteria are used to select heroes and cultural elements

		attention devoted to the cultures in which the foods are embedded.	approach among teachers and educators.	for inclusion in the curriculum.
Additive	This approach consists of the addition of content, concepts, themes, and perspectives to the curriculum without changing its structure.	Adding the book *The Color Purple* to a literature unit without reconceptualizing the unit or giving the students the background knowledge to understand the book. Adding a unit on the Japanese American internment to a U.S. history course without treating the Japanese in any other unit. Leaving the core curriculum intact but adding an ethnic studies course, as an elective, that focuses on a specific ethnic group.	Makes it possible to add ethnic content to the curriculum without changing its structure, which requires substantial curriculum changes and staff development. Can be implemented within the existing curriculum structure.	Reinforces the idea that ethnic history and culture are not integral parts of U.S. mainstream culture. Students view ethnic groups from Anglocentric and Eurocentric perspectives. Fails to help students understand how the dominant culture and ethnic cultures are interconnected and interrelated.
Transformation	The basic goals, structure, and nature of the curriculum are changed to enable student to view concepts, events, issues, problems, and themes from the perspectives of diverse cultural,	A unit on the American Revolution describes the meaning of the revolution to Anglo revolutionaries, Anglo loyalists, African Americans,	Enables students to understand the complex ways in which diverse racial and cultural groups participated in the formation of U.S. society	The implementation of this approach requires substantial curriculum revision, in-service training, and the identification and development of

	ethnic, and racial groups.	Indians, and the British. A unit on 20th century U.S. literature includes works by William Faulkner, Joyce Carol Oates, Langston Hughes, Saul Bellow, Maxine Hong Kingston, Rudolfo A. Anaya, and Piri Thomas.	and culture. Helps reduce racial and ethnic encapsulation. Enables diverse ethnic, racial, and religious groups to see their cultures, ethos, and perspectives in the school curriculum. Gives students a balanced view of the nature and development of U.S. culture and society. Helps to empower victimized racial, ethnic, and cultural groups.	materials written from the perspective of various racial and cultural groups. Staff development for the institutionalization of this approach must be continual and ongoing.
Social Action	In this approach students identify important social problems and issues, gather pertinent data, clarify their values on the issues, make decisions, and take reflective actions to help resolve the issue or problem.	A class studies prejudice and discrimination in their school and decides to take actions to improve race relations in the school. A class studies the treatment of ethnic groups in a local newspaper and writes a letter to the newspaper publisher suggesting ways that the treatment	Enables students to improve their thinking, value analysis, decision-making, and social action skills. Enables students to improve their data-gathering skills. Helps students develop a sense of	Requires a considerable amount of curriculum planning and materials identification. May be longer in duration than more traditional teaching units. May focus on problems and issues considered controversial by some members of the school staff

	of ethnic groups in the newspaper should be improved.	political efficacy. Helps students improve their skills to work in groups.	and citizens of the community. Students may be able to take a few meaningful actions that contribute to the resolution of the social issue or problem.

Source: Banks (2010)

Banks (2010) and Gay (2002) both propose steps that educators may take to be more culturally sensitive in their teaching. Banks, Gay, and Mahoney & Schamber (2004) explain that in order to have multicultural and culturally sensitive pedagogy there has to be properly prepared teachers and a willingness on the part of schools to implement and continue the development of progressive curricula overall.

Section Three: Politics of bilingualism

Before discussing Shin's (2005) work on the politics of bilingualism, a background on Ethnography of Language Policy Framework (ELP) and Language Planning and Policy will are presented.

Ethnography of Language Policy Framework (ELP). Ethnographies, defined as a scientific description of the customs of individual peoples and cultures, generally provide researchers with a wide range of information on their target demographic. Ethnography in its classic form consists of spending extended periods of time with cultures or communities in an attempt to collect participant observations, interviews with informants, and/or artifacts (Hatch, 2002). In contemporary application, ethnographies can be conducted in local communities or with a determined demographic of peoples, in or outside classrooms, collecting some of the same

materials gathered by anthropologists (i.e. participant observations, informant interviews, and artifact collecting). In this sense ethnographies can consist of a variety of data collected and gathered about a certain group of peoples in order to better understand their schooling experiences. As such, using an ethnography of language policy "can both provide thick descriptions of, and contribute to, policy processes to validate and promote language diversity as a resource in schools and society" (Johnson, 2013, p. 45). For this study the use of ethnographic methods will assist in gathering interviews with educational informants and the collecting of artifacts such as official state documents, school and language statistics, and other miscellaneous information relevant to the research question and the population of interest. Table 2.4 from Leedy & Ormrod (2013) summarizes ethnographical design.

Table 2.4 Ethnographical design

Design	*Purpose*	*Focus*	*Methods of Data collection*	*Methods of Data Analysis*
Ethnography	To understand how behaviors reflect the culture of a group	A specific field site in which a group of people share a common culture	-Participant observation -Structured or unstructured interview with "informants" -Artifact/document collection	-Identification of significant phenomena and underlying structures and beliefs -Organization of data into a logical whole (e.g., chronology, typical day)

Source: Leedy & Ormrod (2013)

Language Planning and Policy Frameworks that inform Northwest Arkansas.

Although this study is not a study focusing solely on language policy, it is a study which attempts to better understand the *de jure* and *de facto* policies which affect the educational needs of Latinos. Understanding the ramifications of educational policy at the district and state level falls under the scope of Language Policy Theory (LPT) and Language Planning and Policy

(LPP). LPT consists of an array of frameworks that attempt to describe the processes of national language planning. When we speak of language planning, "we are considering the processes of how the linguistic needs, wants, and desires of a community are determined and how the government seeks to establish policies to fulfill them" (Petrovic, 2005, p. 397). Four major theoretical movements exist within language policy theory: Critical Language-Policy, Language Ecology, Ethnography of Education, and Discourse Analysis. Of importance to this study is critical language policy and ethnography of education. Although the other two frameworks are equally as important within LPP, critical language policy and ethnography of education contain elements pertinent to the manner in which data will be viewed in this study and to the situation of the education of Latinos in Arkansas. Table 2.5 provides a summary of policy orientation frameworks within Language Planning and Policy (LPP). These policy orientations, like Ruiz's (1984) groundbreaking language orientations, provide the policy characteristics of the enacted *de jure* practices of government agencies in the United States.

Table 2.5 Policy orientation frameworks

Policy orientations	**Policy characteristics**
Promotional-oriented	The governmental/state/agency allocates resources to support the official use of minority languages
Expediency-oriented	A weaker version of promotion laws not intended to expand the use of minority language, but typically used for only short-term allocations
Tolerance-oriented	Characterized by the noticeable absence of state intervention in the linguistic life of the language minority community
Restrictive-oriented	Legal prohibitions or curtailments on the use of minority languages
Null policies	The significant absence of policy recognizing minority languages or language varieties
Repression-oriented	Active efforts to eradicate minority languages

Source: Johnson (2013) as adapted from Wiley (2002)

While the field of language policy is theoretically rich, empirical data collection on language policy, creation, interpretation, appropriation, and instantiation has, historically, not matched the

theoretical and conceptual robustness (Johnson, 2013). Johnson also states that recently there have been micro-level studies that examine the impact of macro-level language policy texts and discourses on schools and communities, the development of local language policies and practices, and the interaction between the two.

Traditional policy research looks at implementation to form a technocratic perspective, conceptualizing policy as a top-down process and foregrounding the intentions of policymakers. This approach does not tell us about bottom-up policy formation; it assumes the intentions of the policymakers are knowable and renders powerless those who are meant to put the policy into action since they are portrayed simply as "implementers" of a policy over which they have no control. Through the collection of diverse data this study will attempt to provide insights into both bottom-up and top-down policy and implementation decisions of stakeholders instrumental in the education of Latino students.

Ethnography of language policy, or the method and theory for examining the agents, contexts, and processes across multiple layers of language policy creation, interpretation, and appropriation, provides a framework that Hornberger and Johnson (2007) propose as a method for making connections between policy and practice. Johnson (2013) states that ethnography of language policy (ELP) can provide the following five things:

1. ELP can illuminate and inform various types of language planning--status, corpus, and acquisition--and language policy--official and unofficial, *de jure* and *de facto*, macro and micro, corpus/status/acquisition planning, and national and local language policy.
2. ELP can illuminate and inform language policy -- creation, interpretation, and appropriation.

3. ELP can marry a critical approach within a focus on agency, recognizing the power of both *societal* and *local* policy texts, discourses, and discoursers.
4. ELP can illuminate the links across multiple LPP layers, from the macro to the micro, from policy to practice.
5. ELP can open up ideological spaces that allow for egalitarian dialogue and discourses that promote social justice and sound educational practice.

Increasingly schools are studied as sites of language policy creation, interpretation, appropriation, and instantiation. A key finding in ELP has been the agency that educators have in the interpretation and appropriation of top-down language policies. Ricento and Hornberger along with Levinson and Sutton see teachers as not just policy users and implementers but also as policy makers (as cited in Johnson, 2013). Hornberger and Johnson (2007) argue that the choices of educators may well be constrained by language policies, which tend to set boundaries on what is allowed and/or what is considered normal. ELP research can demonstrate the negotiation at each institutional level, which in turn creates the opportunity for reinterpretations and policy manipulation. It is through their interpretation and appropriation of policy that educators negotiate this policy in their schools. It is within this framework that Hornberger and Johnson state ELP can demonstrate how local educators are not helplessly caught in the ebb and flow of shifting ideologies in language policy - they help develop, maintain, and change the flow. Table 2.6 provides a summary of the language policy orientations present in educational language policy.

Table 2.6 Language policy orientations in educational language policy

Policy orientation (Kloss 1977/Wiley 2002)	*Program type*	*Orientation toward minority languages (Ruiz, 1984)*
Promotion	two-way additive	resource/right
Expediency	one-way additive	right

Restrictive	transitional bilingual	problem
Null	sheltered immersion/ESL	problem
Repression	submersion (no ESL)	problem
Tolerance	depends upon local language planning and policy	

Source: (Johnson, 2013)

The subject of language has had a changing role in public and political discourse over the history of the United States with three major orientations (i.e. language-as-problem, language-as-right, and language-as-resource) reflecting the ideology and research present in policy (Ruiz, 1984). Ruiz's 1984 article on meta-models of language planning as orientations to language planning discusses how meta-models serve to focus attention on the nature of the basic concepts with which language planning specialists work. "On one side, proponents of bilingual education programs cite research that supports the use of the first language of the child to attain a general academic proficiency; on the other, opponents contend that bilingual education merely serves to delay English language proficiency in these children" (Ruiz, p.113).

In order to better comprehend how language policy has evolved in the public consciousness, it is helpful to understand how the United States has historically dealt with issues of language. Orientations towards languages and their "role in society influence the nature of language planning efforts in any particular context" (Ruiz, 1984, p. 15) and the policies that are later made into law. These orientations, or complex "dispositions toward language and its role, and toward languages and their role in society" are dispositions that may be "largely unconscious and pre-rational because they are at the most fundamental level of arguments about language" (ibid, p. 16). Ruiz explains that language planning has been "an early and important aspect of social planning and development contexts" (ibid, p. 15), and this has been particularly the case in the United States with its utilization of public education as a means to assimilate and acculturate immigrants to create patriotic citizens and maintain national unity.

In the discussion of language policy there are three major orientations, or ideological mindsets - those of language-as-problem, language-as-right, and language-as-resource (Ruiz, 1984). For Ruiz language-as-problem involves the association of language and the languages of minority groups with social and economic status. In this orientation, the dominant group (in these case policy makers, politicians, and the voting public) attributes "the social, educational, and economic disparities that non-English speaking groups experience to their languages" (Petrovic, 2005, p.400). Language-as-problem is an orientation that was in place at the beginning of the 20th century and is currently making a revival with the push of the last decade towards English-)nly instruction.

The second orientation, language-as-right, depicts language and the languages of minority groups as a given right. Language provides "not only access to formal processes like voting, civil service examinations, judicial and administrative proceedings, and public employment is also affected" (Ruiz, 1984, p. 22). In this orientation, to negate a person's access to their language is to violate said person of their civil rights. Examples of this change in orientation are legal precedents of the 1960's and 1970's with *Lau v. Nichols*, and the Bilingual Education Act (BEA) (Banks, 2010). Ruiz proposes that the many problems of bilingual education programs in the United States "arise because of the hostility and divisiveness inherent in the problem- and rights- orientations which generally underlie them" (Ruiz, 1994, p. 15). Since these two orientations have been the most prevalent, bilingual education has suffered from stakeholders' placing emphasis on one ideology over another. The third orientation, language-as-resource, views the language and the languages of minority groups as benefitting not only the financial interests of the dominant language group but also the maintenance of the primary languages and cultural identities of language minority groups. This orientation may be the

compromise stakeholders will be willing to make in the attempt to booster students' global competitiveness.

Within the spaces of these three orientations, bilingual education is often seen portraying contradictory stances on English language acquisition. In recent years language policy in the United States has been known solely as bilingual education, but this has not always been the case. As such bilingual education has tended to draw strong reactions from both insiders and outsiders to the education system. Every citizen who can vote seems to know what is best for other people's children and the educational rights of language minorities. Bilingual education in the United States is a highly contested area of education. This is because public education in general is highly political and open to attacks from non-minority groups, groups whose children are not directly affected by language legislation (Ruiz, 1994).

Establishing the practice of managing possible linguistic conflicts through the use of assimilation resulted in the aforementioned misunderstanding of bilingualism and bilingual education. As such bilingualism and bilingual education are not seen as mutually exclusive in the teaching of English language learners (Ruiz, 1994, p. 113-114). This is because in the United States, "bilingualism has become to mean not proficiency in two languages, but deficiency in English, and bilingual education has come to stand for English monolingualism" (ibid, p. 113-114). During the mid-20th century lawsuits such as *Brown v. Board of Education* (Bank, 2010; Gutierrez, 2002) and *Lau v. Nichols* (Watson, 2004)caused educational policy on the rights of minorities and language minorities to change from pure assimilation practices to "the protection of minority rights and the affirmation of ethnic identity; this entailed, as to language, the need for programs which would maintain the mother tongue or, at least, would not work toward its eradication" (Ruiz, 1994, p.113). This shift in policy is evidence of the language-as-right

orientation, also known as pluralism, multiculturalism, and/or educational access through language equality. Although rights advocates promoted the protection of students' native or home language, there was a growing "concern that these groups not be left behind, that they be integrated into the American mainstream" suggested through school programs that would serve as a transition between the home or ethnic community and the dominant society through "learning the language of the larger society" (ibid, p. 113). This back and forth on the purpose of language in education, that of assimilation, of language-as-problem, and national unity has resulted in the ambivalence between "maintenance" and "transitional" attitudes which "has grown into a full-blown controversy representing two great ideologies: Cultural pluralism and assimilation" (ibid, p. 113). Such an either/or perspective obscures the fact "that both tendencies were present in early bilingual programs and […] this, indeed, is what makes the conflict so complicated: the two tendencies are not mutually exclusive, and the two sides, at different times and places, often use the same arguments" [emphasis added] (ibid, p. 113).

Despite the push for English-only instruction, monolingual speakers of English inthe U.S., when compared with other global language communities, "tend not to see their language as particularly beautiful, expressive, or tied to the dominant political ideology […] instead, they have developed a strongly utilitarian or instructional view of their language (Ruiz, 1994, p. 111). As a result Ruiz argues that in the U.S. the status of a language is influenced strongly by its perceived usefulness (p. 112). This perspective can be understood as an orientation of language-as-means, in which "language is primarily a means – whether to political power, economic attainment, social prestige, or moral superiority – rather than a good in itself" (ibid, p. 112). Ruiz draws a connection between discourse and power, between language and social control -

the idea that the discourse of language policies can hegemonically normalize particular ways of thinking, being, and/or educating while concomitantly delimiting others.

To summarize, Ruiz (1994) states, "A significant part of the argument affirms the connection between language and power: On the one hand, bilingual education delays the learning of English, thereby relegating students to a limited employment future; on the other, bilingualism and multiculturalism are an essential dimension of minority student "empowerment" (p. 113). What are ELL students to do then, when the instrument of empowerment is also the means of limiting their academic and economic future? Ultimately, this view has been elaborated into an orientation that sees English as an instrument of social power (Ruiz, 1994, p.111). The following section will elaborate on the social power of language and the politics of bilingualism.

Politics of bilingualism. In Shin's (2005) *Bilingualism in schools and society: Language, identity, and policy*, the politics of bilingualism is presented as the power relationships languages of the minority have with the languages of those in power. As Shin explains, "linguistic prestige is not so much a reflection of an inherent beauty in individual languages but rather the perceived power of those who speak them" (p. 48). Shin explains that "language is a means to seize and hold onto power" and "in a world where large numbers of people must compete for access to limited resources, mastery of the societal language is considered a ticket to upward social mobility" (ibid., p. 48). Furthermore, groups or "people who are in positions of authority will try to maintain their status by using their language as a barrier to social advancement for others while those in weaker positions will try to break through that barrier by learning that language " (ibid., pp. 48-49). One can then make the interpretation that state laws that decree the language of instruction English-only are thus attempting to

maintain their status and authority over those whose home language or first language is not English. This practice places minority status persons in a position where they are required to be bilingual and their children at risk of becoming monolingual or English dominant. Although the act of becoming bilingual is not a hostile one, for some cultures their native language is struggling to survive because of open discrimination and persecution of certain languages (Shin, 2005). Rather than "becoming bilingual, minority language speakers are switching completely to the societal language" (Shin, 2005, p. 49). Schooling is thus the vehicle for forced *de facto* monolingualism of language minorities such as *de jure* national policies that decide "the language of education for the masses and dissuading some people from passing on their languages to their children" (ibid, p. 49). These policies are in fact disseminated through the hidden and visible curriculum that their home language is not of importance in the classroom. Thus, when one views language practices in politics and in public schooling, "learning a second language is often a matter of choice and individual preference for social minorities [in power] but a matter of survival for minority populations" (ibid., p. 49).

The United States is an example of a country with what Shin (2005) calls distinct linguistic groups within the same national border. The United States is also an example of a country where "communication between different groups involves either one group learning the language of another group" and not a case where "two different groups living side by side learn each other's language with equal eagerness" (Shin, 2005, p. 60). This language practice occurs because "one group always has more resources, people, or political influence than the other" and "since the more powerful group controls the affairs of the state, it has little incentive to learn the other group's language" (ibid., p. 60). Arkansas, like the other southern states, is an example that "the more powerful group will make their language the official language of the government,

education, and the media, which increases their social and educational advantage" (ibid., p. 60). This results in all other languages which are not deemed to be prestigious or of economic benefit by mainstream society to be cast aside and labeled as low prestige or undesirable or unnecessary.

As mentioned in the introduction to the chapter, "the school endorses mainstream, middle-class values, and children who do not come to school with the kind of linguistic and cultural background supported in the schools are likely to experience conflict" and passes "on cultural knowledge and practices to its students and assimilates linguistic minority populations into mainstream society" (Shin, 2005, p. 61). Thus, language socialization and assimilation occurring in public schools takes place openly as teachers' interact with their students. One can then state that when language minority children enter schools, "they quickly realize that the language they speak with their family members has no appreciable value in school and that they need to learn the school language to be accepted by their teachers and peers" (ibid., p. 61). Thus, through the act of schooling, children are "motivated to learn the language of school, while, at the same time, discontinue using their mother tongues. This motivation is often the initial driving force in language shift in the family, as children start speaking the majority language to their parents and siblings at home" as a result of *de facto* policies (ibid., p. 61).

Simply put, the "official language policies of most nations favor the languages of people in power, and the burden to become bilingual falls on the speakers of minority languages" despite the "mismatch between policy and actual patterns of people's language use" in everyday community life (Shin, 2005, p. 69). In the case of Arkansas the official *de jure* language policy of using English-only for government and instruction is placing the burden of becoming bilingual onto speakers of minority languages while those in power can choose to remain monolingual or bilingual as they desire.

Bilingual Education Act (BEA) and English-only arguments. As Banks (2010) explains, "A large part of the Bilingual Education Act's inability to move toward a well-defined language policy was because the law did not recommend a particular instructional approach; rather, it provided funding for development, training, and research of innovative approaches to the education of ELL students" (p. 291). Banks explains that while native language instruction was originally recommended, the BEA did not specify that it must be used. In essence, the BEA was intended to address equal educational opportunity for language minority students and has not evolved as *de jure* language policy. "Therefore, the BEA neither legislated for a particular language policy or instructional approach nor guaranteed the rights of ELL students based on language" (ibid., p. 291). Having a federal policy which mandates and requires states to fund the development of approaches for the education of ELL students has been viewed as controversial. "Critics have adopted different arguments from the historically prevalent charge that such education promotes social divisiveness to the more recent concerns that students will not learn English if they use their native or dialect at school" (Banks, 2010, p. 292).

As Banks (2010) explains there have been "periods in the nation's history when administrations have leaned more toward a 'language-as-a-resource' orientation, maintaining and supporting the teaching of languages other than English" (p. 293). More recently "in the 2000s, the press politics, and people in the U.S. have been grappling with the ambivalent rapport for language" escalating in recent years " to a new level with English-only initiatives outlawing bilingual education" (ibid., p. 293). The controversy of bilingual education and that of English-only initiatives are on-going. As Cummins (1999) states, "the challenge for opponents and advocates is to create an ideological space to collaborate in planning quality programs for

bilingual students" (as cited in Banks, 2010, p. 293). As of 2008 there were a total of 26 states with active English-only laws (Banks, 2010).

Table 2.7 Top States by Hispanic Population 2011 and language laws

State	Latino Population	Total Population	English-only law
California*	14.4	37.7	1986
Texas*	9.8	25.7	NO
Florida*	4.4	19.1	1988
New York*	3.5	19.5	NO
Illinois*	2.1	12.9	1969
Arizona*	1.9	6.5	2006
New Jersey*	1.6	8.8	NO
Colorado	1.1	5.1	1988
New Mexico*	1.0	2.1	NO
Georgia	0.9	9.8	1996

Source: Pew Research Center (Note: population is shown in millions and traditional Latino settlement sites have been labeled with a *)

Summary

This chapter provides the readers with a review on research pertaining to the study's research questions. A brief introduction to the theoretical perspective on the purpose of schooling was presented followed by sections and programs for Latino students, the change in curriculum design, and the theories of ELP, LPP, and the politics of bilingualism. Chapter three of this dissertation will introduce the qualitative methods as well as the data analyses to be used.

CHAPTOR THREE: METHODOLOGY

Philosophy

When conducting a study, it is important to acknowledge one's personal paradigms as they influence and shape the creation of the study, the methods employed in data collection, and data analysis. Given this, the researcher acknowledges the two paradigms which have influenced the creation and implementation of this study: constructivism and Latino critical theory. Constructivism views individuals as having multiple truths and realities based on their lived experiences and beliefs (McMillian, 2014). Latino Critical theory is a lens to uncover or "call out" forms of hegemonic oppression (Rolón-Dow, 2005; Delgado-Bernal, 2002).

Latino Critical Theory, also known as LatCrit, arose from the field of legal studies. LatCrit has its origins in Critical Race theory (CRT) (Rolón-Dow, 2005). As a theory CRT emerged from the concern of social activists and of lawyers who wanted to draw attention to the inequalities that persisted even after the legal precedents of the Civil Rights Era. LatCrit in turn was developed by "Latino/a scholars [who] sought to use CRT to examine the complex ways race and racism operate" within the Latino community (Rolón-Dow, 2005, p. 87).

The relevance of LatCrit to the Latino community is that it theorizes, "issues such as language, immigration, ethnicity, culture, identity, phenotype, and sexuality" (Delgado-Bernal, 2002, pp.108-109). The issues of language and immigration are very salient when it comes to the educational experiences of Latinos in Northwest Arkansas. LatCrit "elucidates Latinas/Latinos' multidimensional identities and can address the intersectionality of racism, sexism, classism, and other forms of oppression" (ibid, p.108-109).

Although the usage of LatCrit is a recent occurrence in the multidisciplinary field of education, as a theory LatCrit is suitable for articulating the social challenges Latinos face in their schooling experiences. This is because when utilizing Latino Critical Theory in education, LatCrit "challenges the dominant discourse on race, gender, and class […] by examining how educational theory, policy, and practice subordinate certain racial and ethnic groups" (Delgado-Bernal, 2002, p. 109). The social inequalities faced by ethnic minority students, such as negative stereotypes of Latino students as uninterested in their educational attainment, should not be left unchallenged. Left unchallenged these social inequalities are seen as normal and part of the educational system when in fact they are tools utilized to subordinate students of color (Rolón-Dow, 2005, p.88).

As McMillian explains, "rather than trying to be objective, researchers' professional judgments and perspectives are considered in the interpretation of the data" (2014, p. 6). As such, constructivism findings derived from this perspective are not generalizable outside of the specific group or participants studied as experiences are varied and based on beliefs and experiences. This researcher's personal beliefs align with constructivism as she believes knowledge is subjective and each person knows a type of personal truth. "Reality" differs based on the person and situation which results in multiple truths and realities that conflict and coexist depending on the context and situation. As such, education and schooling are subjective to location, school funding, teaching and administrative staff, students, and how local, state and federal laws are understood and implemented. As the realities of the public K-16 educational institutions in Northwest Arkansas are not the realities of other parts of Arkansas, the utilization of constructivism is an appropriate tool to better understand the realities of stakeholders in specific situations and to derived knowledge based on this study.

Approach

Although Arkansas has a growing community of Latinos, this population is relatively small in comparison to the state's overall population. As a non-traditional settlement site, Arkansas's public education institutions are faced with meeting the academic needs of a diverse population from different parts of Latin America and from different parts of the United States. In order to study how six K-16 public institutions in Northwest Arkansas evolved in their educational support for the Latino population, an historical-textual research methodology was employed (Leedy & Ormrod, 2013). The researcher attempted to answer the following question using an ethnography of language policy framework: How have K-16 education institutions in NWA evolved to meet the needs of Latino students? and the three following sub-questions:

1) How have schools addressed the academic needs of the Latino K-16 community?
2) How has curriculum design evolved to address the academic needs of the Latino K-16 community?
3) To what extent has Arkansas's language policy impacted K-16 programs, resources and services for Latino language minority students?

In order to examine the *de jure* and *de facto* district policies and state language laws in Arkansas and their impact on the schooling of Latinos, the context of this population as a relatively twenty-year young community with different educational needs from the traditional Anglo and African American community of the area should be noted. The resulting rapid influx of Latinos from traditional settlement sites such as California and the Southwest as well as parts of Latin America during the mid-1990s to the early 2000s can be said to be the cause of *de jure* policies consisting of programs or curriculum created and implemented officially via state and federal laws. The same could be said of *de facto* policies or the non-official policies that were

implemented as a result of the rapid influx of Latinos and other language minorities to the state. As such, the researcher attempted to document and analyze both types of policies as they pertained to the educational services and resources for Latino students via the collection of artifacts and informant interviews.

Strategy and research design

A variety of methods were employed in this study to determine how six public education institutions in Northwest Arkansas evolved to address the needs of emerging Latino populations. Artifacts were collected via the historical-textual methodology. Informant interviews were conducted via the ethnography of language policy framework (see Chapter Two). In order to better understand the historical-textual method a brief introduction is discussed.

Historical-textual methodology. The utilization of a historical-textual research methodology to collect and analyze data allows the researcher to look "at a string of seemingly random events" and piece together an explanation for what they may have in common (Leedy & Ormrod, 2013, p. 170). Specifically, "the historical researcher develops a rational explanation for their sequence, speculates about possible cause-and-effect relationships among them, and draws inferences about the effects of events on individuals and the society in which they lived" (ibid, p. 170). In this regard the "heart of the historical method is, as with any other type of research, not the accumulation of the facts, but rather the *interpretation* of the facts" (ibid., p. 170). Interpretation of data is the central concern in all types of research regardless of their quantitative or qualitative orientation. The task of the historical-textual researcher is two-fold: it is not merely to "describe *what* events happened but also to present a *factually supported rationale* to suggest *how* and *why* they may have happened" (p. 170). Researchers who utilize

this methodology do so by collecting and analyzing an array of artifacts, such as text, images, objects and numbers.

Studies using historical-textual analysis have been essential for documenting the historical impact of language policies and the ideological and discursive context for such policies around the world (Johnson, 2013). Other historical-textual studies examine the history of one particular policy, or type of policy in one particular context. To conclude, Historical-Textual Analysis is one method for data collection that can best inform language planning and policy in Northwest Arkansas.

Research Questions

It is the aim of this study to understand the impact of the rapid demographic change of the Latino student population on educational resources and services in Northwest Arkansas. In order to understand the impact of the Latino student population on area educational resources and services, this dissertation will answer the following research question, How have K-16 education institutions in NWA evolved to meet the needs of Latino students? Because of the complexity of this study's focus, three sub-questions were created to assist in the answering of the main research question:

1. How have schools addressed the academic needs of the Latino K-16 community?
2. How has curriculum design evolved to address the academic needs of the Latino K-16 community?
3. To what extent has Arkansas's language policy impacted K-16 programs, resources and services for Latino language minority students?

Three interview protocols were created in order to answer these sub-questions. Table 3.0 below provides a snapshot of the instrument protocols and the research question they were created to answer.

Table 3.0 Instrument protocols

Instrument	Research Question
Educational Resources Interview Protocol K-12	Sub-question #1, 2, 3
Educational Services Interview Protocol K-12	Sub-question #1
Educational Services Interview Protocol Higher Education	Sub-question #1, 2
Curriculum Design Interview Protocol	Sub-question #2, 3

Data Collection

The data collected from informant interviews and public information on districts and higher education institutions assisted in the understanding of how the area public education providers have responded to the needs of the growing number of their Latino students. Specifically, data was generated from the following sources.

Informant Interviews. Qualitative interviews (Hatch, 2002; Leedy & Ormrod, 2013) were conducted with educational informants who provided data regarding educational resources for Latino students in K-12, educational services for Latino students in K-16, and those with a working knowledge of curriculum design in K-16. The four informants were chosen through convenience sampling, taking into account their experience in their field and the likelihood of accepting the invitation to be interviewed by the research. It was the hope of the researcher that their varying degrees of relationship with the researcher, from acquaintance to colleague, would allow for better rapport and a better flow of information. The four informants were interviewed about their respective knowledge and experience in those areas. Each informant has at least 15 years of experience working with Latinos in the state of Arkansas. Their interviews reveal their

commitment to the education of Latinos and to providing those students with the skills and resources necessary to succeed academically. The informants were identified by synonym consistent with the interview protocols to maintain informants anonymous.

State data. An array of state data was collected pertaining to the enrollment and graduation rates of Latinos in the districts of interest as well as information pertaining to English Language Learners (ELL). Data was collected through formal data requests with the state and through the reports and data available through the Arkansas Department of Education's website. Although Latino Spanish speakers are not the only ELL students in the districts, they do constitute the majority of students who receive services.

National Center for Education Evaluation (NCEE) and Regional Assistance. Data was gathered through the use of the NCEE's database as it pertained to numbers of Latinos in the districts of interest from 1990 to 2010. State data on file was only accessible to a certain time period, so the use of the NCEE was necessary in gathering data from earlier years. Data and information was collected through the various reports and statistics available through their website.

District Informants. Informants from the districts of interest, as well as from the higher education institutions, were instrumental in providing introductions and in finding information on programs created for Latino students within their districts. As an outsider, these introductions aided in the gathering of information that otherwise would have been difficult to obtain. Data and information were collected through phone calls and emails to known teachers, staff, and administrators from the four school districts. Teachers, staff, and administrators were selected

based on working relationships as the researcher was known to the informants from her work with the districts through her affiliation with the local public university.

Analysis Methods

In order to answer the main research question and subsequent three questions, this study focused on three areas of interest – enrollment and graduation rates of Latino students in the aforementioned K-16 area institutions; curriculum changes over time in the K-16 institutions; and the educational services and resources available for Latino students, which includes English Language Learners (ELLs) since Latinos compose the majority of the ELL students in the area and in the state. This study could also serve as a preliminary program evaluation (Greene, 1994) of the area K-16 institution's programs and resources for its Latino students. The evaluation is based on how the local public K-16 institutions have evolved in order to respond to the academic needs of the high concentrations of Latino students via programs and resources in their schools. To complete this qualitative study, various types of data analysis were employed in this investigation including program evaluation, content analysis, and typological analysis. In the following sections the three types of analysis are explored and explained. This chapter on methodologies concludes with a brief explanation as to the ethics, reliability, validity, generalizability and limitation as well as how these analyses were applied to the data collected.

Program Evaluation. Although this study employs historical-textual methodologies for data collection and is not in and of itself a program evaluation, certain aspects of qualitative program evaluation techniques were also employed to examine the collection of data on programs and resources the local public educational intuitions provide for their Latino students. This subsection provides a brief explanation of what qualitative program evaluation is what it entails, and how it was used in this study.

Program evaluations tend to be conducted on social programs, specifically social programs in the public domain because these programs are created in order to respond to individual and community needs, and are themselves the creation and result of political decisions. These programs are "proposed, defined, debated, enacted, and funded through political processes, and in implementation they remain subject to [political] pressures. Therefore, program evaluation is integral to and intertwined with political decision making about societal priorities, resource allocation, and power" (Greene, 1994, p. 531). In this regard evaluators describe and infer "the significance of concrete program experiences for various stakeholders" (Greene, ibid.). As Greene explains, evaluators do more than describe and infer. Program evaluation is about valuing and judging the program, its application, and the parties involved in the implementation of its services.

Because evaluation of programs is about valuing and judging, evaluators "infuse directly into the political strands of social policy making the standards or criteria used to rendering judgments" onto social programs (Greene, 1994, p. 531). Education is well known to have a number of social programs designed for specific student populations. Just as many of the social programs' creation and funding is a contested task, "determining the standards against which a program will be judged is a contested task. […] program effectiveness, for example, has many hues, depending on one's vantage point in both space and time" (ibid, p. 531). This is because a program's 'effectiveness' is determined by the evaluator, specifically, the political and/or philosophical stance of the evaluator, their intended audience (i.e. stakeholders) and their standards of evaluation. In this regard stakeholders from different levels view effectiveness differently. Administrators "might well understand effectiveness as efficiency, beneficiaries as significant relief from like's daily struggles, and funders as the long-term realization of tax

dollars saved" (ibid., p. 531). As Greene explains, it is the political nature of the context in which program evaluations exist, "intertwined with the predispositions and beliefs of the evaluator, that shape the contours of evaluation methodologies and guide the selection of a specific evaluation approach" for any given context (ibid, p. 531).

Program evaluation methods "constitute coordinated frameworks of philosophical assumptions (about the world, human nature, knowledge, ethics) integrated with ideological views about the role and purpose of social inquiry in social policy and program decision making" with varied "value stances regarding the desired ends of programs and of inquiry […] and with complementary methods preferences" for varying types of program evaluation and can explain the confusion stakeholders and the general public may have on their entire process (Greene, 1994, p. 531). Table 3.1 is a summary of the major approaches to program evaluation.

Table 3.1 Major Approaches to Program Evaluation

Philosophical Framework	*Ideological Framework/Key Values Promoted*	*Key Audiences*	*Preferred Methods*	*Typical Evaluation Questions*
Postpositivism	Systems theory/efficiency, accountability, theoretical causal knowledge	High-level policy and decision makers	Quantitative: experiments and quasi-experiments, systems analysis, causal modeling, cost-benefit analysis	Are desired outcomes attained and attributable to the program? Is this program the most efficient alternative?
Pragmatism	Management/practicality, quality control, utility	Mid-level program managers, administrators, and other decision makers	Eclectic, mixed: structured and unstructured surveys, questionnaires, interviews, observations	Which parts of the program work well and which need improvement? How effective is the program with respect to the organization's

				goals? With respect to beneficiaries' needs?
Interpretivism	Pluralism/understanding, diversity, solidarity	Program directors, staff, and beneficiaries	Qualitative: case studies, interviews, observations, document review	How is the program experienced by various stakeholders?
Critical, normative science	Emancipation/ empowerment, social change	Program beneficiaries, their communities, and other "powerless" groups	Participatory: stakeholder participation in varied structured and unstructured, quantitative and qualitative designs and methods; historical analysis, social criticism	In what ways are the premises, goals, or activities of the program serving to maintain power and resource inequalities in the society?

Source: (Greene, 1994)

For the purposes of this study, a mix of interpretivist and critical normative stance will be utilized in the evaluation of the manner in which area public K-16 institutions meet the academic needs of Latino students. Both of the aforementioned philosophical stances will be used as their preferred methods and typical evaluation questions are pertinent to this study.

Content Analysis. Qualitative content analysis can be defined as a method of interpretation of "the content of text data through the systematic classification process of coding and identifying themes or patterns" (Hsieh & Shannon as cited in Zhang & Wildemuth, 2009). In essence the object of content analysis can be any "kind of recorded communication, i.e. transcripts of interviews/discourses, protocols of observation, video tapes, written documents in general" (Kohlbacher, 2006, p. 10). Zhang & Wildemuth (2009) explain that qualitative content

analysis "emphasizes an integrated view of speech/texts and their specific contexts. Qualitative content analysis goes beyond merely counting words or extracting objective content from texts to examine meanings, themes and patterns that may be manifest or latent in a particular text" (p. 308). Table 3.2 is a modified table from Leedy & Ormrod (2013) to summarize content analysis design.

Table 3.2 Content analysis design

Design	*Purpose*	*Focus*	*Methods of Data Collection*	*Methods of Data Analysis*
Content analysis	To identify the specific characteristics of a body of material	Any verbal, visual, or behavioral form of communication	-Identification and possible sampling of the specific material to be analyzed -Coding of the material in terms of predetermined and precisely defined characteristics	-Tabulation of the frequency of each characteristic -Descriptive or inferential statistical analyses as needed to answer the research question

Source: Leedy & Ormrod (2013)

Qualitative content analysis was developed primarily in "anthropology, qualitative sociology, and psychology, in order to explore the meanings underlying physical messages […] grounding the examination of topics and themes, as well as the inferences from them, in the data" (Zhang & Wildermuth, 2009, p. 308). Samples for qualitative content analysis usually consist of "purposively selected texts which can inform the research questions being investigated" (ibid, p. 309). This approach usually "produces descriptions or typologies, along with expressions from subjects reflecting on how they view the social world" (ibid, p. 309). In this manner qualitative content analysis "pays attention to unique themes that illustrate the range of the meanings of the phenomenon rather than the statistical significance of the occurrence of particular texts or concepts" (p. 309). Qualitative content analysis involves a process "designed to condense raw

data into categories or themes based on valid inference and interpretation. In this process "themes and categories emerge from the data through the researcher's careful examination and constant comparison" (p. 309). Although conventional qualitative content analysis derives from coding categories "directly and inductively from the raw data" (p. 309), for the purposes of this study preliminary predetermined typologies have been created to assist in the content analysis process as the interview protocols utilized for the informant interviews vary in design and in the answering the research sub-questions.

Typologies. Typologies assist in the data analysis process by "dividing the overall data set into categories or groups based on predetermined typologies" (Hatch, 2002, p. 152). Typologies are generated from "theory, common sense, and/or research objectives" and initial data processing "happens within those typological groupings" (ibid., p. 152). This is different from the inductive approach in which initial categories are created from the data. In an inductive analysis, "categories emerge from the analysis of the data set as a whole" unlike the typological analysis, in which "an early step is to read through the data set and divide it into elements (i.e., disaggregate it from the whole) based on predetermined categories" (ibid., p. 152). Typologies were used in the content analysis based on the topics of educational resources, educational services, and curriculum design. Hatch also states that the "topics that the researcher had in mind when the study was designed will often be logical places to start looking for typologies on which to anchor further analysis"(p. 153).

Content Analysis of Interviews. The face-to-face qualitative interviews were analyzed based on the participants' answers to the semi-structured questions in the different protocols created to answer two of the research sub-questions. Qualitative interviews are "special kinds of conversations or speech events that are used by researchers to explore informants' experiences

and interpretations" and researchers use interviews to "uncover the meaning structures that participants use to organize their experiences and make sense of their worlds" (Hatch, 2002, p. 91). Interviews can assist in the research process by providing a "great deal of information" as the researcher can "ask questions related to facts (e.g. biographical information); people's beliefs and perspectives about the facts; feelings; motives; and present and past behaviors" (Leedy & Ormrod, 2013, p. 153)

Through the use of content analysis (Kohlbacher, 2006; Zhang & Wildemuth, 2009) the interviews were transcribed based on the audio recordings and interview notes. Patterns in the answers were then determined. As Hatch (2002) recommends, typologies were used in the content analysis of the interviews. The use of categories--educational resources, services, and curriculum design --were created as three different interview protocols to use for the interviews of educational informants. The predetermined categories assisted in streamlining the different protocols as they touch upon different topics, ranging from educational resources for Latinos and ELLs both at K-12 and higher education levels to curriculum design and how it has responded to the academic needs of Latinos.

Analysis of official state language laws. Content analysis was used to analyze Arkansas's state laws on official language of instruction. Unlike the analysis of the qualitative interviews, the laws were analyzed using an inductive approach, allowing for categories to emerge from the data. Along with using a content analysis approach, the laws were viewed from a social justice perspective within the ethnography of language policy focusing on the politics of bilingualism (Shin, 2012). The analysis of the state laws will assist in the answering of sub-question three.

Analysis of state language handbook. Content analysis was also used to analyze Arkansas's state language handbook. As the handbook is *de jure* policy on the teaching of English Language Learners, it was viewed from a social justice perspective within the ethnography of language policy focusing on the politics of bilingualism (Shin, 2012). The analysis of the state handbook will assist in the answering of sub-question three.

Analysis of district policies. The district policies of the four districts of interest will be analyzed looking for words and phrases of interest and their possible implications. The policies in question are the non-discriminatory policies of the four districts, Fayetteville's equal opportunity policy, Springdale's state and federal program administration/complaint resolution policy, the English Language Learner (ELL) policies of all four districts, and Rogers' instructional philosophy and the mission of its English Speakers of other Languages (ESOL) program. The analysis of these policies will assist in the answering of sub-question three.

Analysis of Descriptive Statistics. The descriptive statistics gathered on enrollment and graduation rates of Latinos in the four school districts in NWA with the largest concentrations of Latino students, as well as the enrollment and graduation rates of Latino in the two area higher education institutions, were analyzed looking for patterns in growth. Other descriptive statistics, such as the number of ELLs in the area school districts as well as the number of certified ELL teachers were analyzed in terms of growth and to the teacher-student ratio. Graduation rates were then compared to national graduation rates for Latinos. These statistics are meant to assist in the answering of sub-question one.

In summary, the informant interviews as well as the data gathered via the various methods explained in this chapter served to answer the research questions and thus contribute to the educational language ethnography of the area. Historical-textual methodology assisted the

researcher in the collection of various types of data to answer the research question and the three sub-questions. Aspects of program evaluation via Fashola et al's (1997) example will be used to evaluate the school districts' programs and services in place for Latino and ELL students. This methodology will assist in the answering of research sub-question one. The analysis of descriptive statistics will be used to answer sub-question one. Content analysis of the state laws, *ESL Handbook*, and district policies that pertain to Latino and ELL students will be used to answer sub-question three. Content analysis of informant interviews will be used to answer all three research sub-questions.

Ethics, Trustworthiness and Replicability, Generalizability, and Limitations

Ethics and subjectivity statement. As the researcher is a Latina woman with experience working with different levels of stakeholders in the community (e.g. 7-12th grade students, high school Spanish teachers, K-12 administrators, as well as undergraduate students), it should be acknowledged that there will be a certain level of personal bias in the choices made in regards to the gathering of the qualitative interviews as well as in the analysis and reporting of data. It should be noted that the researcher can be perceived to have an interesting dual role in the Latino community as both an insider and outsider (Zinn, 1979; Dwyer, & Buckle, 2009). Her insider status is based on participants' possible perceptions of her ethnicity, her Spanish and English proficiency, and her work with the local schools as a former Graduate Assistant for the university's Office of Latino Academic Advancement and Community Relations. The researcher's outsider role is a result of participants' possible perceptions of her age, of her status as researcher, and/or her university employee status. The attitudes and beliefs developed over the time of the researcher's life as well as the interaction with the local Latino community are

culturally specific to both the Latin American country in which she lived and with the Northwest Arkansas area. Based on this previous experience with stakeholders and the roles witnessed, this study will employ a constructivist stance that acknowledges that identities and perceptions are in flux and have multiple components that can vary such as personal experiences with the Latino community, academic interactions with Latino students, and exposure to local educational policies.

Trustworthiness and replicability. In order to establish trustworthiness and replicability for the study a series of audit trails were created. For the qualitative interview questions, a group of experts were gathered to assess the questions asked of the stakeholders. This assisted in the creation of the instruments by verifying that the questions are interpreted in a manner consistent with the larger study's research questions. Conducting the assessment for the trustworthiness and replicability prior to the scheduling of the informant interviews allowed the researcher enough time for the questions to be modified and retested as needed.

The face-to-face interviews were conducted during a two month span of time in mid-Fall 2014. These interviews were limited to a single interview unless the researcher and participant deemed it necessary for the interview to be modified in any way (i.e. if interviews would need to be done via video conferencing) and depended on the availability of the participants.

The collection of Latino enrollment and graduation rates at the K-12 level were collected via public information available from the state department of education. The same can be said of the number of ESL endorsed teachers teaching ESL classes. At the higher education level, the Latino enrollment and graduation rates were collected via the schools' Office of Institutional Research. The district policies were collected via their webpages under the state required information section. Copies of the protocols, district policies, OCR Freedom of Information Act

Request, and IRB approval are located in the Appendix section of this study. The triangulation of the information collected follows the ELP framework and the historical-textual methodology approach.

Limitations. The researcher focused on one specific region of the state having the largest concentration of Latinos. The researcher acknowledges other areas of the state with an increasing population of immigrants, but Northwest Arkansas has the largest concentration to date which permitted the researcher greater access to data and stakeholders. Implementing a historical-textual methodology resulted in the non-neutral act of data collection. The interaction of the researcher with stakeholders through the collection of informant interviews and through the collection of artifacts via district informants influenced the way in which educators view and interact with their Latino students and their families. It should also be noted that as this is a study of one specific area of the state, the researcher cautions against any generalizations. This study is meant to create a better understanding of the specific K-16 public education intuitions and of Latino community in Northwest Arkansas and as such, should not be taken as the impact or experience of all Latinos in the state, nor all the experiences of educators in the state.

Summary

In summary this chapter discussed the philosophy, approach, strategies and research design, data collection and analysis methods, and concluded with the ethics, trustworthiness and replicability, generalizability and study limitations. The following chapter is a presentation of findings. The findings will be assessed based on the three criteria – enrollment and graduation rates, educational resources and services, and curriculum design- as they pertain to area educational institutions meeting the academic needs of Latino students.

CHAPTER FOUR: FINDINGS

Chapter Four presents an analysis of the various types of data collected and how the data provides an answer to the overarching question: How have K-16 education institutions in NWA evolved to meet the needs of Latino students? Data findings will then be presented to answer the three sub-questions:

1. How have schools addressed the academic needs of the Latino K-16 community?
2. How has curriculum design evolved to address the academic needs of the Latino K-16 community?
3. To what extent has Arkansas's language policy impacted K-16 programs, resources and services for Latino language minority students?

These data findings will be divided into three sections as they pertain to each research questions. These sections will include data from K-12 districts, data from public higher education institutions, and an analysis of informant interviews. The data collected and analyzed in this chapter is a mix of descriptive statistics, program information, and qualitative interviews with informants from the three areas of interest. The three sub-questions will be addressed first as the findings for each question will lead to the answering of the main research question. After the presentation of findings is presented, a brief discussion will be provided summarizing how the information answers all questions.

Section One: How have schools addressed the academic needs of the Latino K-16 community?

The public education institutions in the area with the largest Latino population are Bentonville, Rogers, Springdale, and Fayetteville school districts, the University of Arkansas, and Northwest Arkansas Community College. In order to answer this question, the first sub-

section on K-12 schools presents the numbers on area teachers trained with ESL endorsements. The graduation rates for each district, the per pupil expenditures, and the programs and resources provided by each district will also be presented as they pertain to research sub-question one. In order to complement the list of district programs and resources, excerpts from informant interviews from Educational Services K-12 (ESK12) and Educational Resources K-12 (ERK12) will be presented. These findings will be followed by data on the two higher education institutions and their graduation rates, retention rates, and the programs and resources each institution has in place for its Latino students as well as excerpts from the informant interview of Educational Services Higher Education (ESHE). This section on how K-16 schools have addressed the academic needs of the Latino K-16 community will conclude with a discussion before moving on to sub-question two.

K-12 schools. Given the state's demographic shift in the Latino student population from 1990-2010, every teacher in the districts of interest can be considered an ESL teacher because of the student population they teach; therefore, it is important to understand how the state and the area institutions are preparing new and existing in-service teachers to educate Latino students .

Number of certified ESL teachers in the big four: 2004 vs 2013. Arkansas's economy is the source of the steady stream of workers and their families moving to the area. With industry giants such as Walmart requiring their vendors to have local offices, the University of Arkansas's push for international students, and companies such as Tyson Foods and JB Hunt existing on low-skill worker labor, the number of families whose home language is not English continues to increase. Due to lack of electronic records dating before 2004, the data on area teachers with ESL endorsements teaching ESL courses will only include the period from 2004-2013 and not the initial twenty year period from 1990-2010 as the researcher initially intended.

Tables 4.0, 4.1, 4.2, and 4.3, representing each school district, show the number of certified ESL teachers teaching an ESL course from 2004 to 2013, the number of English Language Learners (ELL) or English limited proficiency (ELP) students per year, and the ratio of teacher to student per year provided by the state department of education.

Table 4.0 ESL Certified Teachers 2004-2013: Fayetteville

District	Fiscal Year	Number of Endorsed teachers teaching an ESL course	Number of ELP Students	Ratio
Fayetteville	2004-2005	14	639	46:1
	2005-2006	14	724	52:1
	2006-2007	15	735	49:1
	2007-2008	13	718	55:1
	2008-2009	13	705	54:1
	2009-2010	11	693	63:1
	2010-2011	14	719	51:1
	2011-2012	13	730	56:1
	2012-2013	12	857	71:1
	2013-2014	11	891	81:1

The teacher counts provided in this report is the number of teachers teaching an ESL course from Statewide Information System (SIS) certified data. Arkansas does not offer a traditional or alternate teacher licensure or certification program in ESL. Teachers are fully licensed or certified, then an ESL endorsement may be added to their existing license.

Table 4.1 ESL Certified Teachers 2004-2013: Springdale

District	Fiscal Year	Number of Endorsed teachers teaching an ESL course	Number of ELP Students	Ratio
Springdale	2004-2005	5	4,381	876:1
	2005-2006	7	5,227	747:1
	2006-2007	8	6,122	765:1
	2007-2008	8	6,471	809:1
	2008-2009	5	6,927	1,385:1
	2009-2010	4	7,431	1,858:1
	2010-2011	4	7,969	1,992:1
	2011-2012	5	8,290	1,658:1
	2012-2013	10	9,217	922:1
	2013-2014	9	9,947	1,105:1

The teacher counts provided in this report is the number of teachers teaching an ESL course from Statewide Information System (SIS) certified data. Arkansas does not offer a traditional or alternate teacher licensure or

certification program in ESL. Teachers are fully licensed or certified, then an ESL endorsement may be added to their existing license.

Table 4.2 ESL Certified Teachers 2004-2013: Rogers

District	Fiscal Year	Number of Endorsed teachers teaching an ESL course	Number of ELP Students	Ratio
Rogers	2004-2005	27	3,171	117:1
	2005-2006	28	3,421	122:1
	2006-2007	40	3,677	92:1
	2007-2008	41	4,021	98:1
	2008-2009	35	4,299	123:1
	2009-2010	37	4,442	120:1
	2010-2011	35	4,641	133:1
	2011-2012	37	4,755	129:1
	2012-2013	33	5,190	157:1
	2013-2014	32	5,237	164:1

The teacher counts provided in this report is the number of teachers teaching an ESL course from Statewide Information System (SIS) certified data. Arkansas does not offer a traditional or alternate teacher licensure or certification program in ESL. Teachers are fully licensed or certified then an ESL endorsement may be added to their existing license.

Table 4.3 ESL Certified Teachers 2004-2013: Bentonville

District	Fiscal Year	Number of Endorsed teachers teaching an ESL course	Number of ELP Students	Ratio
Bentonville	2004-2005	8	228	29:1
	2005-2006	12	372	31:1
	2006-2007	13	561	43:1
	2007-2008	12	584	49:1
	2008-2009	18	653	36:1
	2009-2010	16	681	43:1
	2010-2011	15	684	46:1
	2011-2012	15	704	47:1
	2012-2013	18	802	45:1
	2013-2014	22	985	45:1

The teacher counts provided in this report is the number of teachers teaching an ESL course from Statewide Information System (SIS) certified data. Arkansas does not offer a traditional or alternate teacher licensure or certification program in ESL. Teachers are fully licensed or certified then an ESL endorsement may be added to their existing license.

At first glance the districts with the lowest number of ELL/ELP students seem to be the ones with more ESL endorsed teachers in proportion to the number of their ELP students. Although Fayetteville Public Schools has an average student to ESL endorsed teacher ratio of 58:1 and has the smallest number of ELP students, the number of ESL endorsed teachers teaching an ESL course fell from 14 to 11 in the ten year time period. This decrease in endorsed teachers teaching an ESL course with an increase in ELP students seems contradictory. Aside from this decrease in ESL endorsed teachers, Fayetteville Public Schools has the slowest Latino student growth in comparison with the other three districts, growing by 252 students in the period of 2004-2013.

The second smallest number of ELP students belongs to Bentonville. This district has the smallest proportion of student to teacher ratios of the four districts with an average ELP student to ESL endorsed teacher ratio of 41:1. In the ten year period of 2004-2013, the district's number of ESL endorsed teachers grew from 8 to 22. More dramatic is the growth of ELP students from 228 to 985 students in the ten year period.

Rogers, the district with the second largest number of ELP students, has had its number of ESL endorsed teachers fluctuate in the ten year time period despite the steady growth of ELP students in their district. The average ELP student to ESL endorsed teacher ratio is that of 126:1 in the period in question. If one were to compare the 2004 number of 27 teachers to the 2013 number of 32, one could state that the number of ESL endorsed teachers has grown in the time period. Yet when one looks at the years in between, specifically 2006 to 2011, one can see that the number of teachers teaching an ESL course peeked at 41 in 2007 and fell and rose between 35 to 37 teachers from 2008-2011 before dropping to 33 and 32 teachers in the last two years.

The district with the largest number of ELP students and the highest ESL endorsed student to teacher ratio is Springdale. The average student to teacher ratio in Springdale is that of 1212:1. Based on the provided data by the state, Springdale has the smallest number of ESL endorsed teachers of the four districts teaching an ESL course with a total of 9 teachers in 2014. It seems strange that this district would have such a small number of ESL endorsed teachers teaching an ESL course considering the large number of ELP students enrolled and the growth of 5,566 students in the ten year time period. Taking this into account the researcher contacted the Springdale School District to verify their number of ESL endorsed teachers. Unfortunately the district does not keep yearly records of the actual number of their ESL endorsed teachers. The researcher was told by the Arkansas State Department of Education informant that the number of certified teachers with an ESL endorsement for 2014-2015 is 552. This discrepancy in numbers is explained when one looks at the data provided by the state. On closer examination the data "is the number of teachers teaching an ESL course," meaning that the numbers are of teachers actively teaching an ESL course and not the actual number each district has of ESL endorsed teachers. In the conversation with the State informant, the researcher was told that they only have access to the 2014-2015 numbers from the Home Language Survey, Form 4 that each district submits. Based on the informant information Table 4.4 provides a more accurate representation of the districts.

Table 4.4 District ESL endorsed teacher numbers

District	Fiscal Year	Number of licensed teachers with an ESL endorsement	Number of ELP Students	Ratio
Fayetteville	2014-2015	91	753	8:1
Springdale	2014-2015	552	9638	17:1
Rogers	2014-2015	218	4987	23:1
Bentonville	2014-2015	127	661	5:1

Source: State Department of Education Informant

Based on Table 4.4 Bentonville has the smallest ELP student to ESL endorsed teacher ratio of the four districts at 5:1, followed by Fayetteville at 8:1. Although data point is consistent with the earlier ESL endorsed teachers teaching an ESL course numbers, what does change drastically is the overall ELP student to ESL endorsed teacher ratios for Springdale and Rogers. Although not all ESL endorsed teachers are teaching an ESL course, these more accurate numbers do provide us with a better understanding about how the districts are recruiting their certified teachers to meet the needs of their language learners.

This macro look at district statistics on the ELP student to ESL endorsed teacher ratio does not provide us with the entire picture on how the districts are meeting the needs of their Latino ELL students. In order to further examine this data point, per pupil expenditures and graduation numbers need to be examined.

Per pupil expenditures. The district with the least ELL students, Fayetteville, spends the most of four districts per student at $10,842, while Bentonville spends the second least with $9,833. Bentonville also has the smallest student teacher ratio and the smallest ELL population. Although Bentonville has the smallest ELP student to ESL endorsed teacher ratio, it is labeled as *needing improvement* in their Arkansas ESEA Accountability Performance Report in terms of graduation numbers. Of the expected 31 ESL graduates, 20 graduated in 2012 or 64.5%.

Fayetteville, which has the second smallest ratio was also labeled as *achieving* overall in terms of graduation numbers. Of the expected 33 ESL graduates, 26 graduated in 2012 or 78.7%. Springdale, which spends the least per student at $9,452 and has the second largest student to teacher ratio, was labeled as *achieving* in terms of its 2012 overall graduation numbers. Of the expected 338 ESL graduates, 274 graduated, or 81%. Rogers who has the largest student to teacher ratio and is second to Fayetteville in the amount spent per student was labeled as *needing*

improvement in its overall graduation numbers. Of the expected 222 ESL graduates, 164 graduated, or 73.8%.

When comparing student to teacher ratios to graduation rates, a contradictory picture is presented as Springdale spends the least and has the second largest student to teacher ratio and also graduates the highest number of ELP/ELL students. Table 4.5 provides a summary of the numbers mentioned.

Table 4.5 District comparisons: Amount per pupil, student teacher ratio and graduation rates

School district	Amount spent per pupil (2010)	ELP student to ESL endorsed teacher ratio (2014)	ELL/ELP graduation rate (2012)
Fayetteville	$10,842	8:1	78.7%
Springdale	$9,452	17:1	81%
Rogers	$9,895	23:1	73.8%
Bentonville	$9,833	5:1	64.5%

One has to keep in mind that not all ELP or ELL students are Latino Spanish speakers. Although Spanish speakers constitute the majority of ELP and ELL students in the districts, this data point offers another piece of evidence when considering how districts are meeting the overall academic needs of Latino students. The following section will give a more detailed explanation of the graduation rates of the four school districts.

School districts: Enrollment and Graduation. Latino enrollment has continued to grow as tables 4.6 and 4.7 demonstrate.

Table 4.6 Student Enrollment by Race 2010-2011

District	2 or More Races Total	Hispanic Total	White Total
Bentonville	508	1,429	10,445
Fayetteville	360	933	6,227
Springdale	284	8,011	8,062
Rogers	145	5,800	7,345

Source: Arkansas Department of Education

Table 4.7 Student Enrollment by Race 2014-2015

District	2 or More Races Total	Hispanic Total	White Total
Bentonville	570	1,663	11,665
Fayetteville	479	1,101	6,554
Springdale	305	9,591	7,950
Rogers	204	6,619	7,385

Source: Arkansas Department of Education

Of note is how Latino student enrollment in 2010-2011 was almost the same to Anglo student enrollment for Springdale School District and how Latino enrollment surpassed Anglo student enrollment in 2014-2015. Although it is important to consider the number of Latinos enrolling in area schools, it is just as important to consider how cohorts are graduating from area schools. This trend is an important factor in assessing how area schools are preparing their students to graduate and advance into higher education and how these districts are meeting the needs of their Latino students. The following tables provide a snapshot of the graduation rates of the districts of interest.

Table 4.8 2012 School Graduation Rate: Fayetteville

Graduation Rate Status: Achieving		
Three Year Average Performance	# Actual Graduates	# Expected Graduates
Targeted Achievement Gap Group	397	603
ESEA Subgroups	# Actual Graduates	# Expected Graduates
Hispanic	38	52
English Language Learners	26	33

Source: Arkansas Department of Education - District Report Card

Fayetteville School Districts' graduation rate status in 2012 was classified as *achieving* as reported in the Arkansas ESEA Accountability Performance Report in relation to the achievement gap group of Latino/Hispanics and ELL students, with 38 of its expected 52 Latino students graduated, or 73.07%. Of its ELL students, 26 of its 33 expected students graduated, or 78.78%.

Table 4.9 2012 School Graduation Rate: Springdale

Graduation Rate Status: Achieving		
Three Year Average Performance	# Actual Graduates	# Expected Graduates
Targeted Achievement Gap Group	1457	2069
ESEA Subgroups	# Actual Graduates	# Expected Graduates
Hispanic	394	499
English Language Learners	274	338

Source: Arkansas Department of Education - District Report Card

Springdale's graduation rate status in 2012 was classified as *achieving,* in relation to the achievement gap group of Latino/Hispanics and ELL students, with 394 of its expected 499 Latino students graduated, or 78.95%. Of its ELL students, 274 of its 338 expected students graduated, or 81.06%.

Table 4.10 2012 School Graduation Rate: Rogers

Graduation Rate Status: Needs Improvement		
Three Year Average Performance	# Actual Graduates	# Expected Graduates
Targeted Achievement Gap Group	1238	1633
ESEA Subgroups	# Actual Graduates	# Expected Graduates
Hispanic	294	390
English Language Learners	164	222

Source: Arkansas Department of Education - District Report Card

Rogers' graduation rate status in 2012 was classified as *needing improvement* in relation to the achievement gap group of Latino/Hispanics and ELL students, with 294 of its expected 390 Latino students graduated, or 75.38%. Of its ELL students, 164 of its 222 expected students graduated, or 73.87%.

Table 4.11 2012 School Graduation Rate: Bentonville

Graduation Rate Status: Needs Improvement		
Three Year Average Performance	# Actual Graduates	# Expected Graduates
Targeted Achievement Gap Group	480	670
ESEA Subgroups	# Actual Graduates	# Expected Graduates
Hispanic	70	92
English Language Learners	20	31

Source: Arkansas Department of Education - District Report Card

Bentonville's graduation rate status in 2012 was classified as *needing improvement* in relation to the achievement gap group of Latino/Hispanics and ELL students, with 70 of its expected 92 Latino students graduated, or 76.08%. Of its ELL students, 20 of its 31 expected students graduated, or 64.51%.

All of these graduation rates are important to keep in mind as the national average for Latino students graduating in four years in the 2009-2010 school year was that of 71.4% in comparison to Arkansas's Latino graduation rate of 77% (US Department of Education, 2013). Table 4.11 provides a summary of the graduation rates and demonstrates how the districts compare to the state and to the national graduation rate for Latino students.

Table 4.12 Graduation Rates of Latinos in districts of interest, state, and rational average

District	District Rate	State Rate	National Rate
Fayetteville	73.07%	77%	71.4%
Springdale	78.95%	77%	71.4%
Rogers	75.38%	77%	71.4%
Bentonville	76.08%	77%	71.4%

Although Bentonville's Latino graduation rate of 76.08% is below the state rate of 77% as of 2009, it is still above the national rate of 71.4%. The same can be said of Fayetteville with its Latino graduation rate of 73.07% and Rogers' Latino graduation rate of 75.38%. Of the four districts Springdale is the only district whose Latino graduation rate of 78.95% surpasses the state rate of 77%.

In this section the graduation rates of Latino students and ELL students were presented and compared to state and national averages. Although of interest when one considers the per pupil expenditures, presenting graduation numbers alone are not enough to understand how these districts are meeting the needs of their Latino students. The following section will present the programs and resources each district provides for ESL and Latino students.

School districts: Educational Services and Resources. This section presents the existing programs the four districts of interest have in place for Latino students and their families with a brief description of what each program achieves. Following the each district's programs a table modified from Fashola et al (1997) will summarize which grades the programs and resources serve, whether they have a Spanish/Bilingual Focus, and if they were designed specifically for Latinos.

Fayetteville. Fayetteville Public Schools programs and resources available to Latino students are ones focused on ELL students and their families. The district provides help with the learning of English through its ESL program, and for Latino parents the Adult Education Center offers free ESL classes, GED classes, and citizenship classes. The center offers hour and a half classes in the mornings and evenings Monday through Thursday for beginning ESL, intermediate/advanced ESL in the mornings, and multilevel ESL at night. The center also offers off-site four, one-hour long ESL classes from Monday to Thursday at two different locations. The center's two-hour long citizenship classes are held Saturday mornings at the public library. The district also has an international club for its culturally and linguistically diverse students at its high school. The district has a district Translator and Parent Liaison who works with Spanish speaking parents. As part of the University of Arkansas's Office of Latino Academic Advancement and Community Relations, the district sends its Latino junior and seniors to the Fall Campus Day at the university and its freshmen and sophomore students to the Spring Campus Day event. Both events provide information about college admissions, ACT preparation information, and give students a tour of campus life. Table 4.13 presents the data based on information provided by the district informant.

Table 4.13 Fayetteville Programs and Resources

Program Name	Grades Served	Spanish/Bilingual Focus	Designed Specifically for Latinos
ESL Adult Program	Parents	Yes	No
GED Classes	Parents	No	No
Citizenship Classes	Families	No	No
International Club	9-12th	No	No
Translator and Parent Liaison	K-12	Yes	No
Spanish for Native Speakers	9-12th	Yes	Yes
Campus Day	9-12th	Yes	Yes

Source: District Informant

***Springdale*.** Springdale district serves the largest number of Latino and ELL students in the Northwest Arkansas area. The district offers an array of programs for Latino and ELL students such as AmeriCorps, which is a mentoring program focused on Latino youth. The district has 22 AmeriCorps positions, predominately in grades 6-12. Each employee mentors 10 students for the school year. *Sin Límites Biliteracy Project* is an after school program that teaches bilingual students bi-literacy skills grades 5-7th at two schools in the district. This program is organized by University of Arkansas staff, and was created by the University's Office of Latino Academic Advancement and Community Relations. The Springdale Family Literacy Program focuses on increasing student literacy by increasing parents' literacy. The Migrant Tutoring program is for Latino students that qualify as migrant, meaning that their parents do seasonal work and follow the work, so their families tend to move a lot. The John Archer Tutoring Program is a program that provides daily tutoring on reading interventions for all students that are in need of additional support as determined by their current reading level. Although not just for Latino students, Latino students do receive tutoring services from grades 1st to 12th at certain schools. The Mi Futuro program is a youth mentoring program for 8th graders organized by Walmart and Sam's Club associates. The goal of the program is of instilling in students that hard work and education can provide for a better future.

The Teacher Volunteer Tutoring Program is a district program that targets Middle to High School students with significant language and content gaps. The Eskhan Academy is a K-12 program that targets ELL students after and before school with special considerations for language. The Multi-Cultural Club is a club about bringing all cultures together and is available for Latino students from middle through high school. The College and Career Readiness Club is a program open to all students but with a special emphasis on recruiting ELL students. The district also participates in a yearly Poetry Slam for its Latino High School students. This event is organized by the high school Spanish teachers for the different level Spanish students across the district. Participants include neighboring districts, such as Rogers and Bentonville. The Girls on the Run program is offered across the district at the elementary and middle schools but is not specific to just Latino students. As part of the University of Arkansas's Office of Latino Academic Advancement and Community Relations, the district sends its Latino junior and seniors to the Fall Campus Day at the university and its freshmen and sophomore students to the Spring Campus Day event. Both events provide information about college admissions, ACT preparation information, and give students a tour of campus life. Table 4.14 presents the data provided by the district informant.

Table 4.14 Springdale Programs and Resources

Program Name	Grades Served	Spanish/ Bilingual Focus	Designed Specifically for Latinos
AmeriCorps	6-12th	Yes	No
Sin Límites	6-7th	Yes	Yes
Springdale Family Literacy Program	Families	No	No
The Migrant Tutoring program	K-12	N/A	Yes
The John Archer Tutoring Program	1-12th	No	No
The Mi Futuro program	8th	Yes	Yes
The Scholars Program	6-8th	No	No
Teacher Volunteer Tutoring Program	6-12th	No	No
The Eskhan academy	n/a	No	No
The Multi-Cultural Club	6-12th	No	No

The College and Career Readiness Club	9-12th	No	No
Poetry Slam	6-12th	Yes	Yes
Girls on the Run	K-7	No	No
Campus Day	9-12th	Yes	Yes

Source: District Informant

Rogers. The district with the second largest Latino student population, Rogers School District, has a variety of programs for its Latino students. The PADRES program is a program where Latino parents take ownership in their children's schools. PADRES parents partake in various school functions as volunteers and as representatives for the school. The district's ESOL/Migrant Department provides a bilingual (Spanish/English) ESOL/Parent newsletter for Latino ELL students. Like Springdale, Rogers offers its Latino students the Mi Futuro program. The Mi Futuro program is a youth mentoring program for 8th graders organized by Walmart and Sam's Club associates. The goal of the program is to instill in students that hard work and education can provide for a better future.

Rogers used to have the Association of Latino Professionals in Finance and Accounting (ALPFA) ALPFA clubs at the secondary level via a grant that has since terminated. The national program is one that focuses on preparing Latino students for careers in business and related fields. The district has Student Relations Liaisons throughout the schools, particularly in secondary schools such as Rogers High School and Rogers Heritage High School, who are required to be bilingual in Spanish and English, although they serve the needs of other students as well. At the district offices is a Spanish Communications Specialist that provides services for Latino parents and students via the ESOL Office.

As part of the University of Arkansas's Office of Latino Academic Advancement and Community Relations, the district sends its Latino junior and seniors to the Fall Campus Day at the university and its freshmen and sophomore students to the Spring Campus Day event. Both

events provide information about college admissions, ACT preparation information, and give students a tour of campus life. Table 4.15 presents the data provided by the district informant.

Table 4.15 Rogers Programs and Resources

Program Name	Grades Served	Spanish/ Bilingual Focus	Designed Specifically for Latinos
PADRES	Parents	Yes	Yes
ESOL/Parent newsletter	Families	Yes	Yes
The Migrant Tutoring program	K-12	N/A	Yes
The John Archer Tutoring Program	1-12th	No	No
The Mi Futuro program	8th	Yes	Yes
ALPFA	9-12th	N/A	Yes
Student Relations Liaisons	9-12th	Yes	No
Spanish Communications Specialist	K-12	Yes	Yes
Campus Day	9-12th	Yes	Yes

Source: District Informant

Bentonville. Bentonville, like Fayetteville, has the smallest number of Latinos and ELL students of the Big Four. The services and programs available for Latino students are focused on ELL students and their families and were not created with serving the Latino community exclusively. Unlike the Mi Futuro in Springdale and Rogers and the Padres Program in Rogers, the programs in Bentonville consist of support services for ELL students. The district ESL staff works with students and encourages them to take advantage of the support and to get involved in the school community. At the high school the district offers a number of newcomer classes, ESL seminars, core classes with ESL endorsed teachers, a language acquisition class, tutoring programs, a Spanish club and an International Club.

The district offers an evening beginner English class for parents of high school students. The group that attends is predominately Latino parents, but the class is open to all parents of ELL students. Bentonville High School's ESL team has a parent involvement plan, offers interpreter support, and has offered special tutoring in the past for ESL students. At the district level the Bentonville district collaborates with the Bentonville Public Library twice a year for

Family Literacy Day. The district also offers a Summer Kindergarten Readiness class with an ESL endorsed Pre-K teacher for students who qualified for ESL in the Spring and early Summer for the upcoming school year. Additionally, each school partners with the literacy team to collaborate on Book Fairs and other literacy events focused on getting ESL families in the school. The district has two ESL parent nights, which are included in the school year. As part of the University of Arkansas's Office of Latino Academic Advancement and Community Relations, the district sends its Latino junior and seniors to the Fall Campus Day at the university and its freshmen and sophomore students to the Spring Campus Day event. Both events provide information about college admissions, ACT preparation information, and give students a tour of campus life. Table 4.16 presents the data provided by the district informant.

Table 4.16 Bentonville Programs and Resources

Program Name	Grades Served	Spanish/Bilingual Focus	Designed Specifically for Latinos
Newcomer classes	9-12th	No	No
ESL Seminars	9-12th	Partially	No
Tutoring programs	9-12th	No	No
Spanish Club	9-12th	Yes	Yes
International Club	9-12th	No	No
Evening English classes	Parents and students	Partially	No
Family Literacy Day	Families	No	No
Summer Kindergarten Readiness	Pre-K	No	No
Campus Day	9-12th	Yes	Yes

Source: District Informant

All of the districts in question have programs in which Latino students and their families participate. Given that Springdale and Rogers have the two largest groups of Latinos and ELL students, it is not surprising that the two districts would offer the most programs or resources for this population.

Summary. The number of ESL endorsed teachers teaching ESL courses per district from 2004-2013 was presented as well as the number of total ESL teachers as of 2014. Although the number of teachers teaching actual ESL courses is low in comparison to the total number of ESL endorsed teachers, these data points are important to consider when one is examining how these school districts are attempting to meet the academic needs of Latino students. Latino students make up the largest subgroup of language minority students who receive ESL services. Having licensed teachers with the added ESL endorsement sends the message that these teachers and their districts have a vested interest in understanding the academic needs of their students and preparing and training themselves to meet said needs.

Per pupil expenditures were also presented. The amount a district spends per student is another important data point to consider as this provides us with a better understanding of the resources the districts can spend for each student. Fayetteville spent the most of the four districts as of 2009 at $10,842 per student and had an ELP to ESL endorsed teacher ratio of 8:1 and graduation rate of 78.7%, the second highest of the districts. In comparison Springdale spent the least of the districts as of 2009 at $9,452 per student and had an ELP to ESL endorsed teacher ratio of 17:1 with a graduation rate of 81% for its ELL/ELP student population, the highest of the four districts.

Graduation rates and enrollment numbers were also presented. All four districts showed an increase enrollment of its Latino students as tables 4.6 and 4.7 presented. Each district also graduated more Latino students than the national average with Springdale in particular surpassing the state's 77% graduation rate. Lastly, the programs and services each district provides for its Latino and ELL students were presented. It is not surprising to note that

Springdale and Rogers provide the most programs and services when one considers that said districts are also the ones with the highest Latino and ELL/ELP enrollment.

Having presented the descriptive statistics of ESL endorsed teachers, per pupil expenditures, Latino enrollment and graduation numbers, and district programs and resources the following section will present excerpts from two informant interviews as they pertain to research sub-question one. This data, along with presented ESL endorsement numbers and the programs and resources, will assist in answering how the K-12 districts of interest have addressed the academic needs of the K-12 Latino community.

Informant Interviews. The informant interviews were conducted with four educators from K-16 levels, who have extensive experience in educational resources and educational services for Latinos, as well as knowledge and experience working with Latino students and in curriculum design.

To answer sub-question one, two interviews will be presented for this section on K-12 schools. The first informant interview is of an educator who works directly with Latino and other ELL students in one of the area districts of interest, and the other is an educator that works at the state level coordinating the state's ESL department. These two informants will be referred to as Educational Services K-12 (ESK12) and the other as Educational Resources K-12 (ERK12).

Educational Services in K-12. Educational Services K-12 Informant (ESK12) was interviewed about the services and programs provided for Latino ELLs and other ELL students in her district. ESK12 works in the district with the second largest number of Latinos and ELLs in the districts of interest. The topics discussed in the interview were programs, services,

resources, and growth. Excerpts will be presented on the themes of programs, resources, and growth as they pertain to sub-question one.

Programs. Although Latinos are not the only population of students enrolled in ESL or ESOL programs, Latinos are the majority population receiving English language services. ESK12 states; "We have our program, which is English for speakers of other languages, and, they are primarily Latino students, but we have over 30 languages represented in our district." Most services fall under the umbrella of services ESK12's district provides for ELL/ELP students. The next theme will present said services.

Services. When asked what educational services the district and its schools provide for Latino ELLs, ESK12 states, "The services we provide are the educational services at the elementary level. We provide 30 minutes per day of sheltered instruction with content area teachers that have their ESOL endorsements, or are licensed to work with a special population at the elementary level." For the older students, ESK12 continues saying, "At our second, at our middle school level, we have a newcomer center. It's called the Eagles Team, and those students receive services. All of those students go to one school. Those are for our newcomers, our beginning students, and they receive sheltered classes with two teachers."

ESK12 goes on to explain how students in the ESOL program move from level 1 to level 2 to level 3 and finally to level 4. Of particular interest is the statement from ESK12 that, "When they get up to level 4, they don't receive direct services in our program, but they are monitored by our school district […] and then they have somebody in our district who is hired to monitor their grades, and their placement, and that they are doing well until they are ready to exit completely from a program." The ESL handbook classifies level 4 students as those who "appear to be proficient in English. They listen, speak, read and write as well as their English-

speaking peers, but they will still make mistakes because of differences in structure between their native language and English and because they may have missed essential lessons in reading and writing while they were not understanding English fluently" (*ESL Handbook*, p. 28). The handbook goes on to explain that "Most students will progress from level 4 to level 5 within one year and even more quickly. Some ELL 4's are orally fluent but are not yet literate in reading and/or writing" (p.28). Although, as ESK12 explains, these students are not directly receiving services, they are still considered part of the ESOL program. In order for ELL students to be reclassified as Fully English Proficient (FEP), students must meet all the following criteria:

- Score of "Advanced" in all of the areas on the MACII; the Maculaitis, an English Proficiency Test, Form A or English Language Development Assessment (ELDA)
- Grades of C or above in core content areas (reading, math, science, English, social studies) without modifications.
- Proficient in Literacy on the Criterion Referenced Tests or
- 40th percentile on NRT in total Reading and
- Mainstream and ESL teacher recommendations *(ESL Handbook, p.40)*

If students do not meet all the requirements, they remain at level 4. Finally when asked about available educational services in the schools, ESK12 explains that "Each school, they provide access to the educational, all the educational services that are available to them. Those students have access to everything in the course catalog, they have access to all the programs that are available; the clubs, the advisory […] I mean the school is, they provided access to all of those programs. They are not excluded."

Resources. Regarding communication with parents, ESK12 explains, "We have resources […] the schools are given a certain amount of allocation for interpretation services.

They are allowed to use that for parent teacher conferences, they can use that any time they need to access interpreters, and we have all languages available for interpreting." In terms of material resources for classrooms and students ESK12 explains that,

> I work closely with, I visit their classes, I find out what resources they need for their classrooms […] they got two new or more new students, whether they need more workbooks. I make sure they have the instructional materials they need for that classroom. I help them meet those needs, of providing the resources for them.

When asked about her job description, ESK12's stated that her job can be divided into three parts; one part is "to serve the needs of those kids in 9-12th that they are in the correct placement. I mean that's something I spend 30% of my day on." Another part is curriculum, "I make sure that they have the curriculum and the textbooks they need." Finally the last part is counseling. As ESK12 states, "I was working with the academic facilitator today and she was asking me some questions about some kids […] about 'would this be a good thing for the level 3 and 4 kids to have at the school?'[…] so sometimes I'll do counseling with the academic facilitators at the schools."

Growth. In regards to growth I asked ESK12 how her district has grown since she first stated work there in the mid-1990s. ESK12 explains that she first taught in the newcomer program at the middle school and that she also worked at a junior high where she taught all the levels – levels 1, 2, and 3. At that time ESK12 explains, "I want to say there were maybe between 500 and 800 students in our district. About 10% of our district was English language learners when I moved here, and now our district is 40%." With the growth came the attention; "When it moved above 10% those kids became, were on everybody's radar because all those kids were in everyone's classes. Basically they just needed academic support, guidance and the program was restructured." This was done for the reason that "the program was set up so the

students would receive assistance at every grade level, and the teachers were getting hired in the early 90s or mid-90s."

The growth was also in their hiring. ESK12 explains, "We did not have a bilingual coordinator in our district when I was hired. There were no interpreters in the schools." The student population growth resulted in the growth at the district office. ESK12 states,

> There was nobody here in this office, there was nobody. There was my director and myself and a test examiner […] our staff has grown to 12, we have district interpreters, we have a Spanish communications specialist in our district that works with parents and does outreach programs. That was not in place. Those programs have grown. At the high school level, we have student relations liaisons that are bilingual, that are at the schools full-time. So they are there to bridge the gap, and help communicate with families that come in every day. The student relations liaisons are at the high schools. We have bilingual counselors in our district.

In terms of services in relations with student growth ESK12 states that she believes that, "the services are growing along with the traditional growth, as well as with the language learning growth. And we see it growing together. I think I see about 200 new students every year. In our program, in my level." When asked if she believed the growth of Latino and Latino ELL students would continue to grow, ESK12 said, "In the Rogers/ Springdale area, yes. I don't know as much in Fayetteville and Bentonville maybe because the tax base is a little different. But there are still jobs here, there's work. I see homes being built. I see work available." ESK12 continued by stating, "This is not a traditional receiving community – Arkansas. But it's become a receiving community for this population, like the families […] we are not only seeing families traditionally coming in from border states, or the southern area, but we are also seeing families moving here from the north. I see it growing. I don't see it stopping. Not in this area."

Summary. The excerpts presented from ESK12's interview touched on the themes of programs, services, resources, and growth. These themes were chosen from the overall interview as they pertain to research sub-question one. On the theme of programs, ESK12 spoke of how

the majority of the students who are in the ESOL program were Latino students. On services ESK12 explained the type of ESOL instruction and services her district offers. On the theme of resources, ESK12 mentioned the interpretation services her district offers. In particular ESK12 mentioned that her district offers interpretation services in all the home languages of their students. Lastly, in the theme of growth, ESK12 stated that her district went through a restructuring of their ESOL program when the Latino population grew in the mid-1990s. ESK12 mentioned how the students needed academic support and guidance, leading to the district to change the manner they operated in order to meet the academic needs of their Latino and ELL students.

Educational Resources K-12. ERK12 has worked with Latino students and school districts in Arkansas since the early 1990s. In his various roles with the state, ERK12 has been instrumental in the districts and the state being in compliance with federal laws and policies. An advocate for Latino families and teachers, ERK12 has been influential in the way Arkansas educates language minority students. Several themes arose from the interview: the role of public schools; the role of teacher; impact of Latinos; the (slow) progress in services; teacher training; policy; developing capacity; home language; and infrastructure. However, only three themes and their excerpts, (slow) progress in services, developing capacity, and infrastructure, will be presented to answer sub-question one. These themes were chosen because they best fit how the districts are attempting to meet the academic needs of their Latino students.

The (slow) progress in services. As previously mentioned, Arkansas is not a traditional settlement site for Latinos. Not until the rapid population growth of the 1990s did Latinos start to receive notice as a sizable population in need of educational services. Because of the lack of

information and experience, Arkansas did not have programs or funding in place to differentiate instruction for Latinos or other language minority students. As ERK12 explains,

> For example, when I came to the state, I've been here, I don't know, a little under 25 years at the department, I was hired in the civil rights section. It's an office that had been set up and I took a look at Title VI of the Civil Rights law which included protections at the protected class of national origin students, which includes language minority children and I said, 'the state is out of compliance on this. We need to do something.

In response to the state asking what it needed to do to be in compliance, ERK12 informed them that they needed to find out where the students were and their numbers for proper planning in anticipation of providing services. ERK12 recalls the process,

> It took a long time to gather data and then get the state and the state board to provide funding for services, then to bring the services into the state to set up a system for monitoring the effectiveness of those services. To train teachers to teach defined curriculum that was effective and to look at assessments that could measure and to look at the best ways of doing accountability or having some accountability and looking at the criteria for that.

The slow progress that the state made in providing services was an arduous one for ERK12. As he explains,

> It's taken a while to kind of set this up and get it going, but the state…nobody ever said no to my face, but for a long time while we were doing this, there was no funding. I had no staff, there wasn't a priority, there were no rules and regs [regulations], so you had to do it without the benefits of those components. You just kind of had to do it […] you had to find a way to do these things.

Currently the funding the state provides is "almost three times the funding that the federal government sends" the state. Specifically ERK12 explained that,

> The feds are not the big money bags on this. They're very stringy with Arkansas, so maybe the feds will send us $97 or $98 of changes every year, usually goes down by a little bit. While for each ELL student that goes directly to school districts, the state puts in $317 this year. That's part of the school funding formula and the school funding formula is encased by law and by regulation in the adequacy lawsuit settlement.

The progress, although slow is still progress as one considers that the state department of education had to start with no resources on creating the system for providing services for ELL students and training for teachers of these students. As ERK12 explains,

> I shouldn't say 'so slowly' because we have made a lot of progress, but it's still a work in progress. They [school districts] attempt to make sure that the pressure points within the system that control the healthy flow of instruction of services that those are open and that they are not blocked and they're accessible for school personal working with the kids.

Developing capacity. Referred to by ERK12 as growing our own, the importance of developing capacity should not be overlooked. As ERK12 states, "I don't think that the state has made enough of an effort school district by school district to 'grow' its own. We now have enough of an experience with Latino graduates to encourage and support and nurture and hire them back as school personnel, as teachers, as administrators and I don't see that." ERK12 also finds this lack of capacity building in

> Latino community representation on school boards, and Latino administrators even in districts that have enormous numbers of Latinos […] I am talking about principals, supervisors, assistant principals, test coordinators, teachers" in Northwest Arkansas. The same could be said of the state agencies at the agency level also […] There may be two or three of us in the building that speak Spanish and we have 350 employees here at the department of ed [education].

Infrastructure. The theme of infrastructure was seen in ERK12's interview in two manners. When asked how he would describe Arkansas's infrastructure for the creation and implementation of educational resources for Latinos, ERK12 responded by stating,

> We're so politically driven in this country and economically driven. We're a capitalist society. Jobs, taxes, money…the capitalist system is highly politicized, so whose voice gets heard and who gets represented when the pie gets divided and when policy gets developed and people get put in to control of legislatures and boards, city councils, community action agencies. I don't see Arkansas being well developed at all in terms of infrastructure.

ERK12 explains that while some people may feel "these kinds of things, negative social things, but they don't always at least express them against other groups because they're too powerful

politically." Until those marginalized persons speak out, "I don't think we're going to see enough of a response to meeting the needs of our community and the infrastructure of the state."

The second manner the theme of infrastructure was addressed was through the comparison of educational resources in Northwest Arkansas versus the rest of the state. ERK12 stated that "because of critical mass, you [NWA] can do more. You should be able to. You don't always but you should be able to do more with more funding and more stuff. Northwest Arkansas has and they have […] done a fantastic job and finding resources, private resources too." Elaborating on the infrastructure in NWA, ERK12 states,

> What Northwest Arkansas has, it has the resources and it's used them well. We do send a very nice budget. They may say it's not enough for what they're working with and I kind of agree with them in one sense, but we send a nice budget of state funding or amount of state funding to Northwest Arkansas school districts. That whole corridor and they use the funding pretty well, I think. They haven't just sat on it and they have not been indifferent to it.

Summary. Excerpts from ERK12's interview were presented as they pertain to research sub-question one. The theme of the slow progress in services was presented through ERK12's experience of trying to be in compliance with the Office of Civil Rights. ERK12 mentioned how he gathered data on where language minority students were located, the process of finding funding for ESL programs, and the overall planning of services. In developing capacity ERK12 mentioned the importance of districts recruiting more Latino graduates of the schools to come back to work as teachers, staff, and administrators. In the theme of infrastructure ERK12 spoke on the lack of infrastructure statewide and how well NWA is doing with the funding and staff it has considering how the area has the critical mass of Latinos and ELLs the rest of the state lacks.

This section on K-12 data presented ELP student to ESL endorsed teacher ratios, per pupil expenditures, district graduation rates, and the informant interviews from two educators who provide services and resources to Latinos and ELL students. The data shows how the state

and districts have adapted to the increase in Latino school enrollment by creating programs and resources for their ELL and Latino students, and the hiring of licensed teachers with ESL endorsements. The informant interviews of ESK12 and ERK12 provided a narrative to the descriptive statistics and insight into how two educators view the manner in which the districts of interest are attempting to meet the academic needs of their Latino and ELL students. The following section will focus on data from the two public higher education institutions in the area, the University of Arkansas and Northwest Arkansas Community College.

Transitioning from K-12 into higher education. In this section graduation and retention rates will be presented as they pertain to how these institutions are meeting the academic needs of their Latino students. The programs and resources both of these institutions have in place for Latino students will also be presented. This section will conclude with the informant interview of an educator that provides services and resources for Latino students at the University of Arkansas followed by a brief analysis of how the data answers Sub-Question One. The section concludes with a brief discussion as to how the data collected and presented answer the question of how area schools are meeting the academic needs of the Latino K-16 community.

Enrollment by Institution. The University of Arkansas's Latino student enrollment has been growing steadily since 2000 with a more recent push in 2013. Two possible factors could be student transfers from NWACC and the outreach programs the UA Office of Latino Academic Advancement and Community Relations (OLAA) has in place with the area school districts. Table 4.16 Provides a snapshot of transfer degrees award at NWACC from 2008-2009. Although not broken down by ethnicity or by which institution of NWACC students transferred to, this data point is still one of interest.

Table 4.17 NWACC Transfer Degrees by Type and Graduation Year

Transfer Degrees	2008-2009	2009-2010	2010-2011
General Education AA	103	118	157
General Education AS	173	207	285
General Education ATT (Teaching)	25	25	26

AA= Associates of Arts, AS= Associates of Science, AAT= Associates of Arts in Teaching. *NOTE: This table reflects only students who completed degrees between July 1 and June 30 of each academic year. Source: NWACC 2011 Graduate Survey

Available data from NWACC does indicate that in fall 2009, 311 students transferred to the University of Arkansas. In fall 2010, 335 students transferred to the University of Arkansas, another 415 in the fall of 2011, and 372 in the fall of 2012 (NWACC 2013 Fact Book, p.35). Although this data point does not provide the ethnicity of transfer students, it is still of interest when one considers the working relationship these two institutions have. Latino enrollment at the University of Arkansas grew by 149 students from 2000 to 2005 and by 1,135 students from 2005 to 2013. Table 4.17 demonstrates the leap in Latino enrollment from 2005 to 2013 which can be viewed as an indicator of how area schools are graduating more Latino students who then in turn matriculate at the U of A.

Table 4.18 University of Arkansas's Latino Enrollment 2000-2013

Years	Fall 2000	Fall 2005	Fall 2013
Number of Students	223	372	1,507

Source: University of Arkansas

Latino enrollment has also grown steadily at Northwest Arkansas Community College. As Table 4.19 shows, Latino enrollment at NWACC grew by 297 students from 2000 to 2005 and by 775 students from 2005 to 2013.

Table 4.19 Latino Enrollment at Northwest Arkansas Community College: 2000-2013

Years	Fall 2000	Fall 2005	Fall 2013
Number of Students	124	421	1,196

Source: Northwest Arkansas Community College

Although higher enrollment numbers at the two area public higher education institutions are encouraging, one also has to look at retention and graduation numbers at both institutions. The

following section will present retention and graduation rates in order to provide a better picture of Latino's impact on how educational institutions are operating and meeting the needs of their Latino students.

Graduation by Institution. Just as Latinos are enrolling at higher numbers at the University of Arkansas, graduation rates are remaining steady between 60% to 43%. Although at first glance Table 4.20 may paint a decrease in Latino students' 6 year graduation rates from 2003 to 2007, the number of students graduating from each cohort continues to increase, thus establishing a strong Latino presence on campus. Data on the 2008, 2009, and 2010 cohorts' graduate rates are not included as their six year numbers will be available at the time of publication.

Table 4.20 University of Arkansas's Latino Cohorts' Graduation Rate by Year

Years	2003	2004	2005	2006	2007
Headcount	38	53	72	93	104
6 year Graduation Rate	60.5%	43.4%	52.8%	57.0%	59.6%
Number of Latinos Graduating in 6 years	23	23	38	53	62

Source: University of Arkansas

Table 4.21 paints a more promising picture of Latino retention as Latino students' first year retention rates range from 85% to 76%; as the first year is a critical indicator of overall success and future graduation. Table 4.21 also demonstrates the increase in enrollment of Latinos with Latinos more than doubling their enrollment numbers from 2003's count of 38 to 2008's count of 94 Latino students.

Table 4.21 University of Arkansas's Latino Retention Rates by Year

Years	2008	2009	2010	2011	2012
Headcount	94	115	186	240	270
1st Year Retention Rate	85.1%	75.7%	81.7%	80.0%	77.4%
Number of Latinos Staying in School	80	87	152	192	209

Source: University of Arkansas

Although NWACC does not specify ethnicity when reporting the graduation and transfer rates of first time students, it is still an interesting data point to have to compare to the graduation rates of Latinos at the University of Arkansas.

Table 4.22 Cohort Graduation and Transfer Rates of First-time Students at NWACC

Years	Cohort	Graduated within 3 years	Transferred to another University/College	Graduation Rate	Transfer Rate	Success Rate
2003	462	91	73	19.7%	15.8%	35.5%
2004	511	108	70	21.1%	13.7%	34.8%
2005	521	107	65	20.5%	12.5%	33.0%
2006	551	108	69	19.6%	12.5%	32.1%
2007	655	90	149	13.7%	22.7%	36.5%

Source: NWACC 2013 Fact Book

This section provided enrollment, retention, and graduation rates for Latinos at the University of Arkansas and the general student population at Northwest Arkansas Community College. As more Latinos are graduating area high schools in the districts of interest; it is of worth to examine the educational services and resources the area's public higher education institutions are providing for potential Latino students.

Higher education institutions: Educational Services and Resources. This section focuses on two programs, LIFE at Northwest Arkansas Community College, and The Office of Latino Academic Advancement and Community Relations (OLAA). Although OLAA is not a program in and of itself, the Latino Office does provide several services, programs, and resources to potential and enrolled Latino students.

*NWACC: Life Program***.** The Learning, Improvement, Fun and Empowerment (LIFE) program is an initiative of Northwest Arkansas Community College's Learner Support Services. LIFE is an educational and empowerment program NWACC offers for outstanding minority high school students. The program works with students from Bentonville, Rogers, and Springdale School districts; particularly those from Bentonville High School, Rogers High School, Rogers

Heritage High School, Springdale Har-Ber High School and Springdale High School. The LIFE program includes a "dynamic two-day summer program with lots of learning, lots of fun, and lots of possible awards!" (NWACC LIFE Program, 2014).

The purpose of the LIFE program is to provide education, empowerment tools, and motivation to High School students with Latino/Hispanic or Marshallese background. Along with its summer program, LIFE has community college students serve as mentors to the students in LIFE clubs in the designated service area. LIFE's mission is to provide empowerment and to create the desire for and "the access to quality higher educational opportunities for students, to promote student success during and after their enrollment in the LIFE program, and to create an atmosphere of acceptance and cultural celebration by linking all communities and peoples" (NWACC LIFE Program, 2014). The goals and objectives of the LIFE program are to reach out to high school students in their designated service area in order to education students for life, not just for college. The program places an emphasis on empowering students to create a brighter future for themselves and that education is the key. In particular LIFE's objectives are:

- To increase knowledge about postsecondary opportunities among students and families.
- To empower and motivate participants to set academic, career and personal goals for their future.
- To engage community members and leaders in the summer program that will encourage participants to broaden the perspective of community.
- To create a caring environment where participants feel comfortable transitioning to higher education.
- To provide positive role models both from community leader involvement and NWACC mentors, faculty, and staff involvement.

- To teach responsibility towards learning and education.
- To teach skills that will increase participant's ability to plan and improve decision making skills.
- To demonstrate that fun with responsibility can improve learning.

When one considers what the LIFE program provides for area high school students in districts with large concentrations of Latino students, the increase of Latino enrollment at NWACC could be attributed in part to the successful outreach and mentorship of students enrolled in this program.

Office of Latino Academic Advancement and Community Relations. OLAA, also referred to as La Oficina Latina or the Latino Office, is a Latino clearinghouse and was established in 2011. Part of the University of Arkansas's Diversity Affairs, La Oficina Latina's main purpose is "to help develop campus wide coherent and effective policies and initiatives for Latinos" (See Appendix E). These policies and initiatives are in the forms of recruitment and retention of students, faculty and staff, community outreach, and advocacy. La Oficina Latina also serves as a liaison between the University and the Latino community.

La Oficina Latina's mission is to "promote Latino academic excellence, to provide equal higher education opportunities, and to create an inclusive and diverse campus community". Of the many initiatives La Oficina Latina has created and implemented are the following:

Recruitment and College Readiness

- Visits to high schools, community colleges and Hispanic Serving Institutions
- UA campus visits
- College preparation and bridge programs

Retention

- Mentoring program
- Latino Student Organizations Network
- Latino Faculty and Staff Resource Group

Outreach

- Latino College Working Group
- Local events and festivals
- Latino Alumni Society
- The Latino Question
- Sin Limites: Latino Youth Biliteracy Project

Advocacy & Education

- Raise awareness of Latino related issues
- Celebrating and promoting Hispanic culture

As a former Graduate Assistant for La Oficina Latina from July 2012 to May 2014, I participated in and organized many of the programs for Latino students. Although my personal experience in the recruitment, retention, and outreach initiatives provides me with a biased perspective on the impact of OLAA, data on the rise in Latino enrollment and retention at the University of Arkansas since the creation of OLAA in 2011 does indicate that the many programs provided by OLAA has had an impact in the educational resources and services area Latino students and their families have access to.

Summary. Northwest Arkansas Community College and the University of Arkansas have two programs in place which provide resources and services for Latino students. NWACC's LIFE program has community college students serve as mentors to the students in LIFE clubs in the designated service area high schools. Providing area high school students with former classmates as role models and mentors serves not only as motivation to graduate high school but also provides students with a glimpse into college life.

The University of Arkansas's OLAA is a liaison between the university and the Latino community. OLAA provides the university with recruitment and retention of students, faculty and staff, does community outreach via festivals and community events, and advocates for Latino education rights such as biliteracy.

In order to better understand how the two area public higher education institutions are meeting the academic needs of their Latino students, excerpts from the informant interview with Educational Services Higher Education (ESHE) will be presented as it pertains to research sub-question one. Following the informant interview excerpts, a discussion will be presented as to how the data collected answers this first research sub-question.

Educational Services in Higher Education. Educational Services Higher Ed Informant (ESHE) was interviewed on the services and programs his institution provides for Latinos enrolled at his higher education institution. ESHE works in what is considered to be the flag ship public research institution in the state. The topics discussed in the interview were services, curriculum and programing, initiatives, communication, and growth. Excerpts will be presented as they pertain to the themes of services, communication, initiatives, and growth.

Services. Within OLAA several services are provided, such as retention outreach with current students. ESHE mentions, "We do the retention, they work with current students through the mentoring […] some of the mentoring programs for current students. We also have a group of faculty and staff and graduate students to work together and see how the institution can respond better to and through Latinos."

Communication. The theme of communication has two parts, communication to stakeholders on multiple levels and communication to Latino families who are under the category of stakeholders. In regards to the broader theme of communication to stakeholders, ESHE states:

> We have outreach to the parents, to the community, to the festivals, to the schools. We do that through various initiatives. One of them is a network of professionals called the Latino College working group where we publish the newsletter every semester with information related to scholarships, achievements and so forth for Latinos. That is disseminated to the school principals, teachers, counselors, etc.

For educators who work with Latino students in the area, OLAA also offers "an annual workshop, a professional development workshop called the Latino Question, which also trains the teachers and the students to, how to serve better the Latino community; understanding that this scene is such a recent immigration that the institutions have to catch up understanding what works better."

In regards to the subcategory of communication to Latino families ESHE talked about the importance of reaching out and communicating with parents of prospective and current students.

> …the relationship where there's email versus phone versus in person. How much we are doing to get the parents. I guess you can just look at, how much their alumni organization really represents, representation by Latinos. How much the community, the university events are attended by the Latino community if you look at the games and everything. How has this culture, this university is going to change to that. So it could be doing some changes that bring the community more into, in more when we do some family events and so forth. There, there is some effort.

Initiatives. The theme of initiatives has various subcategories including recruitment, retention, outreach, and advocacy. All of these were mentioned throughout ESHE's interview on how OLAA and the university work together towards meeting the academic needs of Latino students.

Recruitment. When speaking about the initiatives of recruitment ESHE states:

> We have to be a voice in terms of education when we, when it's basically to all of the initiatives- to the gap, the educational gap, recent awareness of the educational gap for Latinos. […] we prepare for college, we help them be successful, we support a good climate on campus, working with Latino student organizations for students to be more involved.

Of the recruitment initiatives the university provides, ESHE stated:

> Several of the colleges and programs have started to develop kind of pipelines. One to highlight is engineering. Engineering has a program called Career Awareness, has a bridge program specifically brings in not only Latinos but is under-served minority students that brings them before they come to school. They get them prepared, provide them books, a lot of advising specifically in some scholarships.

With OLAA ESHE mentions their ACT preparation program. The ACT score is one of the factors the university takes into consider for admissions and is also a great determining factor of the scholarships prospective students may be offered. In regards to OLAA's ACT prep ESHE states:

> That one is focused for bilingual students, English language learners, how to take standardized tests. But we're not only looking at the test. We have workshops on your resume, you college essay for scholarships. What kinds of things you need to be doing to be able to speak up if come to an interview, they have to really speak up. How to have that professional look. Working on their social capital.

Another of the many initiatives OLAA has in place is recruit currently enrolled students to think about life after graduation. ESHE mentioned, "Now we're also working on getting students to think into grad school. It's not only to get them here, but once they are here, what is the next step? So we started implementing some more workshops for the next step, for grad school"; thus demonstrating the work ESHE and his institution have in place to meet the academic needs of Latino students.

Retention. Retention is key factor to Latinos academic achievement. It isn't enough for Latinos to be graduating high school or for them to be enrolling in greater numbers into higher education institutions. Retention leads to graduation, as degrees and highly prepared individuals are what the workforce is demanding of applications. In regards to what ESHE's institution is doing for retention, ESHE mentioned that "through the Multicultural Center, students that are receiving scholarships that are for minority and the underrepresented groups are receiving some very enriching support, advising, good study habits".

At the university level ESHE mentions the planning and creation of an office focused solely on student retention. In regards to Latino student retention, ESHE stated, "I think that we, we increase quite a lot in Latino enrollment and it's going to continue because of the

demographics. But where are we in terms of the retention and what's the level of attrition?" The creation of an office focused on student retention would help in answering those questions.

Growth. An important theme in ESHE's interview, growth can be seen in various forms through the continued growth of Latinos in higher education and how the university is growing to meet the needs of its increasing Latino student population. ESHE states,

> In social change, people talk about critical mass. Are we getting to a point where we have a critical mass? By the percentage of students that you're getting, their resources, I think we are not there. We are still seen as significant. But in real numbers where I've seen, the university is not; it's adapting to the change than really growing aggressively.

In this sense the manner in which the university is growing to meet the needs of its Latinos students is reactionary, perhaps because although Latinos are the largest minority group on campus, the overall numbers in the state are still quite small, yet ESHE states, "Compared to other institutions in the state, we do have the academic support through Spanish [program], through Latino and Latin American Studies, through Diversity Affairs, La Oficina Latina. We are ahead of the game in the state. That's for sure. I think that's very promising." With the continued growth of Latinos in the state, and the continued number of Latino students graduating high school and enrolling in the area's community college and university, ESHE presented the question on what the status of the university would be in the next decade. ESHE mentioned, "Emerging Hispanic-serving institutions will have to be 12%, 12.5% to 15% Latino, or Hispanic-serving institutions 25% Latino. How much that will change the curriculum, the general interaction, in terms of funding and resources, that is something to be seen. And when can we get to that point?"

In terms of growth in enrollment statewide, ESHE mentions that,

> A lot of institutions are losing students. In many community colleges it's shrinking. It's shrinking. They are looking at enrollment and how you're going to sustain that

> enrollment. That is one question we have. Just looking that Latinos, by language minority children, Latino children- we see that the higher percentage are in K, 1,2,3. It's not like that in high school. So the tide is gonna rise higher.

ESHE states that the university is facing a challenge of conflicting priorities. Specifically in terms of growth, ESHE states,

> The challenge is how many of those will really make it enough to meet an institution that is raising even more the bar as it tries to position nationally in the top 50. Our goal of the top 50, of being the top 50 diverse institutions that serves the Latino population. There seems to be a tension in these two roles as we try to get first-generation college students to meet and compete with top students we are recruiting from Texas and from the rest of the nation.

This conflict raises the question of how the University of Arkansas is growing to meet the needs of Latino students, "By numbers, if the University of Arkansas is a $600,000,000 operation, $800,000,000 operation, how much is really invested into support of Latino programs?" The possible solution that ESHE presents is that, "it's going to require some more money into funding, into scholarships" and an added focus of "the second big push is going to come into graduate and professional schools."

Summary. This section on ESHE's informant interview provided us with excerpts from the themes of services, communication, initiatives, and growth. For the theme of services ESHE stated that the university through OLAA is providing retention services and mentoring for Latino students. Communication was presented in ESHE's interview as communication to stakeholders on multiple levels and communication to Latino families who are under the category of stakeholders, as well as communication to area educators. Through the Latino Resource Group and OLAA the university communicates with educators and Latino families to better meet the needs of Latino students. ESHE discussed the theme of initiatives with various subcategories including recruitment, retention, outreach, and advocacy. This theme was discussed as the many initiatives OLAA provides for current undergraduate students and future undergraduate students

in the area high schools. ESHE states that although Latino enrollment at the University of Arkansas is growing, the biggest growth in enrollment will not occur until the current group of elementary school students in grades 1st, 2nd, and 3rd graduate high school.

Discussion. Section one discussed how the area school districts and the two public higher education institutions have addressed the academic needs of the Latino K-16 community. The section on data from K-12 schools presented the teacher to student ratio of ESL endorsed teachers to their English Limited Proficient (ELP) students. The data shows that although Bentonville and Fayetteville have the smallest average student to teacher ratios, 5:1 and 8:1 respectively, they provide the least number of programs for Latinos of the four districts. Rogers and Springdale districts have the two largest average student to teacher ratios, 23:1 and 17:1 respectively. These two districts also provide the most programs for its English Language Learners (ELLs) and for Latino students in general.

Per pupil expenditures and graduation rates were also presented. Table 4.23 provides a summary of the data.

Table 4.23 Summary of K-12 student to teacher ratios, graduation rates and per pupil expenditures

School district	2014 ESL endorsed teacher to ELP student ratio	2012 ELP graduation rate	2012 Latino graduation rate	2009 Per pupil expenditures
Fayetteville	8:1	79%	73%	$10,842
Rogers	23:1	74%	75%	$9,895
Bentonville	5:1	65%	76%	$9,833
Springdale	17:1	81%	79%	$9,452

As presented via ESK12's informant interview, although Latinos are not the sole group of language minority students who receive ESL services and although not all Latino students are ESL students, they do constitute the largest number of ESL students receiving services. The four

districts have varying success in the graduation rates of their ELP students. Bentonville, who has the smallest student to teacher ratio overall had the smallest graduation rate in 2012, 5:1 and 65%. Springdale had the second largest student to teacher ratio and yet graduated the most ELP students in 2012, 17:1 and 81%. These two districts were also the two with the smaller per pupil expenditures, although it seems Springdale has accomplished the most with the least amount of money when one considers that this district provides far more programs for its ESL and Latino student population.

Despite the difference in student to teacher ratios, spending, and graduation rates, it is of note that all four districts had graduation rates higher than the national average of 71% for their Latino students. Based on the data of graduation rates along with the programs and services in place, one can say that these four districts are meeting the academic needs of their Latino students. The excerpts from the informant interviews of ESK12, ERK12, and ESHE provided us with the insight that although the statistical data states the area is meeting the academic needs of their Latino students, much is still needed in growth and infrastructure in order to continue to meet their academic needs.

Section Two: How has curriculum design evolved to address the academic needs of the Latino K-16 community?

In order to answer this research sub-question, data at the K-12 level on the curriculum in place for Latino Spanish speakers is presented. Excerpts from Curriculum Design K-16's (CDK16), Educational Resources K-12 (ERK12), and Educational Services Higher Education's (ESHE) informant interviews are presented as they pertain to the answering of this research sub-question. Following the presentation of data, the researcher discusses how the data collected

answers the question of how curriculum has evolved to meet the academic needs of the Latino K-16 community.

K-12 curriculum. As presented in the section of K-12 programs and resources, the four school districts of interest offer their Latino and ELL students an array of programs. Although most of the programs and services are offered afterschool, during the regular school hours Spanish for Heritage speakers is offered at the junior high and high school levels in all four districts. It can be stated that such offerings are a direct result of the continued growth of Latino students and their families to the area. In order to better understand the K-12 curriculum and how it has evolved over the twenty year period, CDK16 was interviewed for her expertise on this topic.

Informant Interview: Curriculum Design K-16. CDK16 has been an educator since the mid-1980s. In the realm of curriculum design, CDK16 has worked both in junior high, high school, and higher education. CDK16 has worked with Latino students for the past 15 years in various parts of Arkansas. When asked to describe her role with Latino students, CDK16 said, "I'm their teacher, their mentor. I was a hip-hop coach of all Latinas. I was a club sponsor. Sometimes I am their mom; sometimes I am their cheerleader. Sometimes I have to pull them along and sometimes I have to push them and sometimes I get to stand beside them." The themes that arose from CDK16's interview were cycle-in-design, ideology clash, English-only, student-centered instruction, language and culture maintenance, parental involvement, university programing, outreach/communication, and transitions. Excerpts from the themes of cycle-in-design, ideology clash, student-centered instruction, and parental involvement will be presented as they pertain to research sub-question two.

Cycle-in-design. When CDK16 first starting working in curriculum design, it was at a time in the 1980s where the focus was on backward design – a model that of instruction based on the outcomes and the day-to-day activities and lessons designed with the end in mind. CDK16 describes the process as, "We went backwards so that we could make and design the curriculum so that it would be seamless." CDK16 explained the cycle aspect when she said, "I have seen it, curriculum, go from where it is whole grammar-based to […] then it went to no grammar. Even in English, everything was like that. Then, backwards design got lost somewhere in my opinion in the 90s. It was almost, it was almost like we had to start at the beginning." When asked to elaborate on the changes in the cycle of curriculum CDK16 stated,

> I think in the 90s and early 2000's we were so worried about benchmark tests, and filling in the circles [in the tests] that we forgot about the human aspect and the ability aspect. Then towards the end of the 90s into 2000s, it went back to where kinesthetic was important and all of the differentiated curriculum. Backward design is very important again. With our new common core, and their standards, which are very performance based, now we're having to worry again about differentiated instruction. So I think it's cyclical. I think we've gone full circle in the past 34 years that I have been teaching.

Ideology clash. CDK16 mentioned in her interview that her "vision has always been backward design, and so what happens is that with backward design, if the other people that are designing curriculum are looking in a linear way from one, two, three, rather than what your final goal is, there's a really clash of ideology." CDK16 elaborates by saying that when she was "in the state framework committee there was a lot of clash of ideology. There's a lot of clash of hands-on, student-oriented to teacher-oriented instruction." The clash in her field of Spanish language instruction was that "there was a large clash of in, for Spanish speakers and learners, of 'let's just get them in there and read right at the beginning' because they didn't have the end goal in mind."

Student-centered instruction. CDK16 mentioned that the districts are changing in some aspects on how they are working with their Latino students. In particular CDK16 said, "In

northwest Arkansas, luckily, we've had administrators – it started in Rogers and now Springdale, and now Siloam Springs and even Bentonville – now has Spanish for Native speakers in junior high and middle school level and up. And so that's closing some of the holes in their [linguistic] abilities."

Parental involvement. When asked if she felt that the curriculum in the public schools in the area were meeting the social needs of Latino students, CDK16 states,

> I think that in Rogers, Springdale, and Siloam Springs too – I think you have to recognize there are Latinos in the schools. And other school districts don't. They were in denial for a long time, but I think that there are, they're encouraging parent, parental involvement more. They're encouraging parental education. Once the parents are educated about how school works and about how to be involved, then the parents, then the children become more involved as well.

CDK16 explains that parental involvement, although not part of the official curriculum, is important for the academic achievement of students, regardless of their cultural background. For Latino students in the area that have working parents who may not have finished high school having parents who understand the local school system helps students and parents feel comfortable in their schools (Pew Research Center, 2005).

This section on K-12 curriculum presented excerpts from CDK16's informant interview. The following section presents curriculum at the higher education level as well as excerpts from ERK12's and ESHE's informant interview as they pertain to research sub-question two.

Higher Education curriculum. With the focus of the education and teaching of Latinos and ELLs in Northwest Arkansas (NWA) in mind, this section offers a description of some of the programs at the University of Arkansas for the preparation of teachers to teach Latinos and other English Language Learners as well as some of the area's organizations that provide support to educators who teach Latino and Latino ELL students. The education and support of current and future educators through the curriculum design of programs to prepare these educators is an

important indicator of how K-16 education institutions in NWA have evolved to meet the needs of Latino students.

ESL licensure endorsement. The University of Arkansas offers an ESL endorsement as an additional licensure program for in-service and for future teachers. For students completing an Additional Licensure Plan (ALP), they must achieve a grade of B or greater in the 12 credit hours offered in the program. The coursework options are CIED 5923: Second Language Acquisition or CIED 4413: Acquiring a Second Language; CIED 5933: Second Language Methodologies or CIED 4423: Teaching a Second Language; CIED 5943: Teaching People of Other Cultures or CIED 599V: Understanding Cultures in the Classroom; and CIED 5953: Second Language Assessment. This licensure endorsement is voluntary for teachers despite the continuing growth of Latinos in the state.

TESOL Masters. Unlike the ESL licensure endorsement, which is an additional, optional plan, the Master of Education in Teaching English to Speakers of Other Languages (TESOL) is designed to prepare individuals in the United States and abroad to teach English to students whose first language is not English. Graduates from this program develop competencies in creating and implementing curriculum and appropriate assessments for English as a second or foreign language (i.e. ESL or EFL). Included in the coursework for the M.Ed. in TESOL are the same four courses required by the Arkansas Department of Education for endorsement in ESL. Whereas the ESL licensure endorsement consists of 12 credit hours, the M.Ed. in TESOL requires degree candidates to complete a minimum of 33 graduate hours. Furthermore, whereas the ESL licensure endorsement is designed to teach ELLs in K-12 Arkansas schools, the M.Ed. in TESOL prepares teachers in the U.S. and abroad to teach English to learners whose first language is not English. The M.Ed. in TESOL also prepares individuals for further graduate

study (i.e. Education Specialist or Ph.D). Whereas the ESL endorsement is a viable option for in-service teachers to become better oriented with the needs of their ELL students, the M.Ed. provides those in the program with a more in-depth look into the needs of ELL/EFL students wanting to learn English.

Project Teach Them All. An alternative to the traditional ESL licensure endorsement, *Project Teach Them All* is another option area teachers have to become ESL endorsed. Whereas the M.Ed. in TESOL was just recently implemented, *Project Teach Them All* operated from 2007 to 2012. The program paid for tuition and materials for the teachers, who, after taking four courses over two years, were eligible for English as a Second Language endorsement from the Arkansas Department of Education. The program was a success because classes were conducted in the area secondary schools. The program's ultimate goal was to increase the number of ESL-endorsed teachers in Northwest Arkansas. Because the program was funded through a non-renewable grant, the creators of *Project Teach Them All* applied for and received renewal for a second grant project, *Project RISE,* funded by a grant from the Office of Language Acquisition - U.S. Department of Education. This new grant enables the University of Arkansas to expand the earlier program to six of the area school districts. This grant plans to train another 100 teachers, divided into two 2.5 year cohorts in their graduate work leading to the ESL endorsement. Whereas *Project Teach Them All* focused on secondary teachers, *Project RISE's* goal is to improve classroom instruction and academic performance of English Language Learners in grades pre-K to12.

Unfortunately, the exact figures of the number of ESL endorsed teachers in the state were unavailable for the twenty year period of interest. However, Section One presented the number of ESL endorsed teachers teaching an ESL course from 2004-2013. What is clear is that despite

programs such as *Project Teach Them All*, the ESL licensure endorsement, and now the M.Ed. in TESOL, ESL teaching was still considered an area of critical need by the Arkansas Department of Education in 2013 (Arkansas Department of Education, 2013). This leads us to conclude that the number of certified ESL teachers is not proportionate to the number of English Language Learners in the state.

MAT for Spanish. The Masters of Arts in Teaching (MAT) for Spanish provides students with a license in foreign language education. Students in this program must achieve a grade of B or greater in all of their undergraduate coursework. Students must complete the following course work before they are admitted into the MAT: SPAN 3003 Advanced Spanish; SPAN 3033 Conversation; SPAN 3103 Cultural Readings; SPAN 3113 Introduction to Literature; SPAN 4003 Advanced Grammar; CIED 5243 SPAN 4103 Monuments of Spanish Literature; SPAN 4213 Spanish Civilization and SPAN 4223 Latin American Civilization or SPAN 4103 Monuments of Spanish Literature and SPAN 4133 Survey of Spanish- American Literature. It is also suggested that students in this area have a period of experience or study abroad as additional preparation for foreign language classroom teachers. Students who graduate from the MAT are licensed to teach Spanish as a Foreign Language and Spanish for Native speakers. Although not ESL classroom teachers, Spanish classes with Spanish for Heritage speaker classes in particular, serve a crucial role in the education of Spanish-speaking ELL students providing students an opportunity to become biliterate in learning in their home language.

LAST program. The Latin American and Latino Studies program is an interdisciplinary program offered at the University of Arkansas. This program draws on History and Geography, Political Science and Economics, Anthropology and Sociology, Language, Literature and

Culture to provide students with a robust understanding of Latin and Latin American history and culture. More than just learning language concepts, students may major or minor in this program in order to enhance their preparation in anticipation for teaching careers.

This sectioned presented the curricular programs offered at the University of Arkansas to meet the academic needs of Latino students and their teachers. The following section presents excerpts from ERK12, ESHE, and CDK16's informant interviews as it pertains to research sub-question two and higher education institutions.

Informant Interview: Educational Resources K-12. In the plus twenty years that ERK12 has worked with the state, many of the existing programs and funding can be attributed to his efforts. Although his work is centered more with the school districts across the state, his influence can be attributed to the creation of many teacher trainings opportunities and certificate and endorsement programs. In his interview two themes emerged that pertain to research sub-question two, that of the role of teachers and teacher training. These themes are presented before continuing to ESHE and CDK16's interviews.

Role of teachers. ERK12 believes that teachers are what can enhance or limit the experiences Latino students and their families have with the US school system. Specifically ERK12 states,

> The teacher, the first teacher a child gets and maybe the second or third, once they come to the United States, for that child and sometimes for the family, that teacher is the face of America. If the teacher is warm, accepting, supportive, helpful, communicative with the family, then the tremendous social adjustment into a whole new culture, a whole new language, a whole new socioeconomic and social setting is eased and there's a good feeling about this.

ERK12 states that teachers are what make successful students and successful schools. In his own words ERK12 explains, “What’s happening when we’re successful in schooling in this country is that we’re welcoming kids.”

Teacher training. As more and more Latinos continued to move to Arkansas to fill the need for workers in the various industries, the workers brought with them their families and started enrolling their children in their area schools. As ERK12 explains, “The kids began showing up in schools and I was running around saying, ‘You’re going to get sued for violating civil rights if you don’t do something with these kids.’” ERK12 continues saying, “Then I had all these, a few of these things in place and I said, ‘Well, who is going to teach these kids?’ At that point and to some extent now, the state was having difficulty even finding language teachers much less a teacher who was teaching math who happened to be bilingual or happened to be trained to work with language learners.” At that time the universities were not providing teachers with ESL endorsements. Professional development for teachers of ELL students was nonexistent. As ERK12 explains, “I couldn’t tell my teachers to tell my districts you’re required to get these teachers endorsed or trained when they had nobody to send, nowhere to send these teachers to.” Progress has slowly occurred since the early 1990s. Thanks to the work of ERK12 and his department, the state board approved and passed the ESL licensure endorsement as an Additional Licensure Plan to the basic teaching license.

Informant Interview: Educational Services Higher Education. Educational Services Higher Ed Informant (ESHE) was interviewed on the services and programs his institution provides for Latinos enrolled at his higher education institution. ESHE works in what is considered to be the flag ship public research institution in the state. The topics discussed in the

interview were services, curriculum and programing, initiatives, communication, and growth. Excerpts will be presented as they pertain to the theme of curriculum and programing.

Curriculum and programing. ESHE is involved in many different projects in his institution as he is both a faculty member and administrator. When asked how his institution was meeting the needs of Latino students, ESHE spoke on the two aspects of his job: the curricular and the programing components. In regards to the curricular component, ESHE discussed how his department was creating classes for Latino students, particularly for Latino Spanish heritage speakers. ESHE's department is working "in developing the Spanish for heritage speakers here as a fast track for heritage speakers and our masters and PhD focuses on educational Spanish, Spanish [speaking] cultures." In the state of Arkansas, as well as in the rest of the United States, it is important to be preparing individuals for the workforce who are bilingual, multilingual, and culturally sensitive (de los Santos, 2010).

On the theme of curriculum and programing, the World Languages department in ESHE's institution is pushing for Latinos and Spanish Heritage speakers to minor in Spanish as part of their degrees. ESHE stated that having confidence in one's abilities and in one's culture is important social capital for any student to have. For Latinos and other cultural minorities in the United States, the chance to see your culture and home language positively is important (Shin, 2005). In regards to the work his department is doing on retention, ESHE stated:

> I would say Spanish [program] is working more on that part. That they can get a good understanding of what they can do with Spanish. That they can get a minor in Spanish. That they are enriched culturally. They can flourish in their disciplines by looking at the resources, the worldview, how being a Latino, being bilingual/bicultural, can really help them advance no matter where they are.

Informant Interview: Curriculum Design K-16. CDK16 currently works at the higher education level as an instructor and program coordinator for the *Sin Límites* afterschool program

in the Springdale school district. Excerpts from the themes of transitions and university programming are presented as they pertain to research sub-question two.

Transitions. CDK16 presented the theme of transitions in her interview as she felt that the transition from high school to higher education can be challenging for many students, regardless of their cultural background. When asked if she felt that K-12 and the university were compatible in terms of curriculum, CDK16 said, "I think that's one of the largest lacking things. Lacking aspects of, of our education, from K to 16. It's that we are trying to make it seamless from elementary to middle school, junior high, and high school. And then what, there's not the collaboration and cooperation between the University and the public schools." When asked to elaborate CDK16 said, "I've been on both sides. That's one of the things since I've been here that I've tried to help, especially foreign language, is to help that seamlessness. But it's very difficult to get cooperation on both sides. But we are making some strides". CDK16 continues with the theme of transition when saying that,

> But I think that, I think the step between there and here, not just academically, but I think the step is, is almost like you go from one world to another. When if you had friends from one world you know, if you knew the people up here, you'd feel more comfortable staying in the departments.

Finally CDK16 explains that the transition from high school to higher education is not a matter of curriculum but that of personal relationships. Specifically CDK16 states,

> I think that there is, that transition is hard. I don't think transition is terribly hard because of its curriculum. I think it's terribly hard because it's overwhelming for the student to come to such a large place, and not have someone that they can go to. Someone they feel comfortable that they've seen some place else, 'Oh I know you care.' I think that is something we need to change.

University programing. When asked if she felt the curriculum at the university level is meeting the academic needs of Latino students, CDK16 said, "I think more and more in the past three, four years. The four years that I've been here, the first year I would say oh, maybe not. But

now, they're creating and allowing more and more classes for Latinos that are based on Latinos." CDK16 continues from the curricular programing to hiring saying, "They're hiring more and more professors that are Latinos. I've been hearing in sociology and anthropology especially that there are like women in politics, Latino women in politics and things like that. I think the University is really trying to from the chancellor down to set the example that this a place for Latinos."

Discussion. This section presented data on K-16 curriculum with a focus more on the higher education programs for Latino students and their teachers. Excerpts from ERK12, CDK16 and ESHE were provided to illustrate the human side of the programs and curricular practices.

Northwest Arkansas is an area of growth and as the descriptive statistics on the Latino population in area schools demonstrate and as ESK12 explained in Section One, the growth is steady and most likely to continue. The mere existence of programs such as the ESL endorsement, TESOL Masters program, Spanish MAT program, Project Teach Them All, Project RISE and the LAST program is proof that the higher education community is attempting to fill the needs of the school districts by proving materials and training for teachers of Latino students as well as Latino students themselves. Programs that train Spanish teachers and courses at the 7-12 grade level, such as Spanish for Native speakers, can exist and continue to be offered to the growing Latino student population.

The following section will present data on language laws, policies, and resources that affect Latino language learners and their teachers.

Section three: To what extent has Arkansas's language policy impacted K-16 programs, resources and services for Latino language minority students?

This section presents data on Arkansas's English-only laws, the state's *ESL Handbook*, district policies on Latinos and language minority students, and excerpts from informant interviews with Curriculum Design K-16 (CDK16) and Educational Resources K-12 (ERK12) as they pertain to research sub-question three.

Arkansas's English-only laws. In 1987 Governor Bill Clinton signed into law AR ST § 1-4-117 in which it was decreed that the official language of the state of Arkansas would be English. Twenty-three years later in 2010, AR ST § 6-16-104 was passed to clarify that the basic language of instruction be English.

"Learning a second language is often a matter of choice and individual preference for social minorities" such as monolingual English speakers and yet it can be a "matter of survival for minority population" such as Spanish speakers (Shin, 2005, p. 49). Shin also states, that "one group always has more resources, people, or political influence than the other. Since the more powerful group controls the affairs of the state, it has little incentive to learn the other group's language […] the more powerful group will make their language the official language of the government, education, and the media, which increases their social and educational advantage" (ibid., p. 60). Thus Arkansas, with its *de jure* policies making English the language of the government and the basic language of instruction in schools, is in fact making clear that "all other groups whose languages are not endorsed by the state are relegated to a minority status," but more importantly it states that using any language other than English is against the law and a punishable offense (ibid, p. 60). Despite the English-Only laws, Latinos continue to be motivated to relocate to the area. Table 4.24 presents both 1987 and 2010 laws, wording of interest and their implications.

Table 4.24 Arkansas's English-only laws

State law	Law wording	Words/Phrases of interest	Implications
AR ST § 1-4-117 Official language	(a) The English language shall be the official language of the State of Arkansas.	Language of the State	State matters and documents to be in English
	(b) This section shall not prohibit the public schools from performing their duty to provide equal educational opportunities to all children.	-Shall not prohibit -performing their duty -provide equal educational opportunities to all children	The official language of the state should not keep schools from providing services or instruction in the home language of their students
AR § 6-16-104 Basic language of instruction.	(a) The basic language of instruction in the public school branches in all the schools of the state, public and private, shall be the English language only.	-basic language of instruction -public school branches -public and private	The basic language of instruction is an ambiguous term and is left open to interpretation and appropriation of educators
	(b) It shall be the duty of the Commissioner of Education, the Director of the Department of Workforce Education, and city superintendents to see that the provisions of this section are carried out.	-it shall be the duty of the Commissioner of Education, the Director of the Department of Workforce Education, and city superintendents	What training is given to the Commissioner, the Director, and city superintendents to enforce this law?
	(c) Any person violating the provisions of this section shall be guilty of a violation and upon conviction shall be fined not to exceed twenty-five dollars ($25.00), payable into the general school fund of the county.	-any person violating -shall be guilty of a violation -upon conviction	How is" any person" defined? Staff, teachers, teachers' aids, administrators? What is the process to convict a person of this offense? Is it done interdepartmentally or in a court of law?
	(d) Each day this violation occurs shall be considered a separate offense.	-each day this violation occurs -a separate offense	If a person working for the schools is found to be in violation each day is an

offense. It is not clear if this offense would be considered a civil misdemeanor or a higher offense

The punishing of educators who use the home language of their students in the process of instruction is contradictory to Federal law and precedents such as *Lau v Nichol*, a 1974 class action suit by non-English-speaking Chinese students against officials of the San Francisco Unified School District that was settled in the Supreme Court. The students and their families brought to light the unequal educational opportunities of "sink or swim" which are alleged to violate, the Fourteenth Amendment. As Shin (2005) states in her work on the politics of bilingualism, Arkansas is a case in which "rather than becoming bilingual, minority language speakers are switching completely to the societal language" (p. 49). This is seen in children who no longer communicate in Spanish and cannot communicate with parents and other family members who do not speak English, as CDK16 voiced in her informant interview. Shin also states that "in some cases, open discrimination and persecution of certain minority groups drive entire communities to abandon their native languages" (ibid, p. 49).

Although Latino Spanish speakers do not seem to be abandoning their home language, as the Latinization of cities of interest is apparent in bilingual and Spanish driven advertisements, it is clear that language minority persons are being officially discriminated against by the *de jure* policy of AR ST § 6-16-104, and their advocates are open to being persecuted if found to be using students' home languages in basic classroom instruction. Yet the phrase of "the basic language of instruction" is not explicit, nor is it defined. This leaves educators with the ability to interpret and appropriate the phrase as they see fit. The basic language of instruction could be

defined as only affecting English language arts classes and not Science, Math, Art, Music, or Foreign language classes, for example. Some might define it as covering English, Science, and Math classes. It is not a clear phrasing and this leaves many questions in how the Commissioner of Education, the Director of the Department of Workforce Education, and city superintendents are supposed to enforce the law. The law does not indicate if funds are to be allocated for the enforcing of the law, the type of training needed by the Commissioner of Education, the Director of the Department of Workforce Education, and city superintendents, nor the process of accusing a person of violating the law. The next section presents an analysis of the districts' non-discriminatory policies.

District Policies. Appendix B presents the districts' non-discriminatory policies in detail. This section will present the analysis of the words and phrases of interest from the policies and the implications for Latinos and language minority students.

Fayetteville Public Schools has three policies of interest to this study; its non-discrimination policy, its equal opportunity policy, and its policy on English Language Learners. In its non-discrimination policy, the district is to "ensure that educational decisions are based on an individual's abilities and qualifications." Such wording leaves a lot to be considered. The individual could be a student or staff member, just as educational decisions can be viewed as classroom decisions or the decisions of administrators towards programs and/or staff. The policy further states that district is to "offer access to its educational programs and activities regardless of race, color, gender, national origin, age, religion, creed, disability, sexual orientation, gender identity, or gender expression."

In its equal opportunity policy Fayetteville's ELL and Latino students are protected from discriminatory practices by the Civil Rights Act of 1964. In its policy on English Language Learners, Fayetteville focuses on the spending of special funds for ELLs. The policy states that the spending of special funds for ELLs is regulated by ADE rules.

Springdale School District has two policies of interest to this study: state and federal program administration/complaint resolution policy and its policy on English Language Learners. The district's state and federal program administration/complaint resolution policy states that the district is in compliance with all state and federal statutes and regulations, which leave districts at a disadvantage when state and federal policies are in conflict, such as 2010 law and federal Civil Rights Law of 1964, which protects the rights of students based on national origin. Springdale's policy states that individuals and groups are protected against discrimination of any manner, regardless of time. Individuals or organizations may file a complaint on the district's administration of state statutes and regulations if they are in conflict with the federal laws, statutes and regulations. Parents and/or organizations may file a complaint if they find or feel that the programs, statutes, and regulations of ESEA programs, such as rights for language learners, are being mismanaged by the district or if the district is not meeting the needs of ELLs (e.g. the 2010 English-only law is taking precedence in the district).

The district's policy on English Language Learners, like that of Fayetteville Public Schools, focuses on the spending of special funds for ELLs. The policy states that the funding is regulated by ADE rules and those funds should be used to address the achievement gaps and student performance deficiencies of ELL students.

Rogers School District has two policies of interest and one mission statement relevant to this study: the equal education opportunity policy, its instructional philosophy, and its English for Students of Other Languages (ESOL) Mission. Rogers is quite clear that no student shall be excluded from participation in any educational program or activity, denied the benefits of any educational program or activity, or be subjected to discrimination in any educational program or activity sponsored by the district, regardless of race, color, religion, national origin, sex, age, or disability.

In their instructional philosophy the school district's mission is one in which students are meant to feel included, fostering a positive learning environment. In order to establish this learning environment, teachers and staff are responsible for guiding all students to an education that meets their needs, regardless of individual differences (e.g. ethnicity, social economic status, language).

In their ESOL mission, like their instructional philosophy, the ESOL program is to enable ELL students to access all opportunities available to students. The ESOL program should also assist students in improving their knowledge and skills quickly and efficiently, although they are not explicit on what quickly and efficiently entails.

Bentonville Public Schools has two policies of interest to this study: its non-discrimination policy and its English Language Learners policy. In its non-discrimination policy, the district makes clear that it does not condone discrimination against qualified and/or endorsed employees. It makes sense for the policy to state this in relation to its employees. In its non-discrimination policy Bentonville Public Schools states "The District is committed to the policy of providing equal educational opportunities to all qualified students". Unlike the

wording against discrimination towards qualified and/or endorsed employees, it is not understandable why the district use the terminology of a qualified student as the students covered by this policy. This raises the question of what the district defines as a qualified student and why these students are protected by the policy while students who are considered to be non-qualified student would not be provided the same protections. The policy further states that the district is devoted to providing equal educational opportunities to all qualified students. Again, the definition of what a qualified student is or looks like is not provided within the policy.

Bentonville's English Language Learners policy states that it will enable non-English speaking and limited English speaking students to become proficient in listening, speaking, reading and writing, allowing them to be successful in both academic and social environments. This raises the question of how the district measures success. Upon further reading the policy states that "success" is measured by student identification, assessment, and a rigorous curriculum and instruction delivered by highly qualified teachers and professional development. The policy does not identify which types of assessment nor does it specify the type of rigorous curriculum and instruction. One can say that the wording of the policy is full of catch phrases and is left ambiguous purposefully.

Each of these school districts has *de jure* policies advocating for the right of access to an equitable education. Yet these *de jure* policies are not compatible with the state's English-only policy that allows for teachers to be cited and fined on a daily basis when using a student's home language in providing instruction. These contradictory policies, both of which are official, or *de jure*, can make for conflict and confusion in their interpretation and application.

ESL Handbook. This section presents sections of the State's ESL handbook (ESL Handbook, nd). As an official policy of the State to the districts, the *ESL Handbook* provides the requirements and training for teachers of ELL students. Although the state does not specify what type of programs school districts must provide for their ELL students, the *ESL Handbook of Policies and Procedures* does specify assessments; principals for teaching ELLs; the different levels for ESL teaching at the different grade levels; and the professional development requirements for teachers.

Assessment: In regards to the assessment of ELLs, this designation is determined by the families completing a home language survey at the time of enrollment. In the handbook it specifies that "all students identified as Language Minority Students (LMS) will be initially assessed with a valid and reliable instrument in the four modalities (reading, writing, speaking and comprehension.") (*ESL Handbook of Policies and Procedures,* p. 3*)*. It further stipulates two things: the instructional approach selected will be ESL, and the curriculum for the English Students of Other Languages (ESOL) instructional programs will be from the Arkansas Department of Education's English Language Proficiency Frameworks. In both the type of assessment and the type of instruction, the state does not specific the exact program instruction type, as long as the assessment is valid and reliable, and that the ESOL program meet the standards in the English Language Proficiency Frameworks. Furthermore, the state's policy on the placement of ELLs is as follows: "All students who are identified as not proficient (English Language Learner [ELL]) will be provided with a plan designed to promote growth in English proficiency and core content subject areas. This will be created by a Language Placement and Assessment Committee. Primary instruction will be provided by a certified teacher who is fluent in English" (emphasis added) (*ESL Handbook of Policies and Procedures,* p. 3*)*.

Staff Development: Although the state requires the primary instruction of ELLs to be provided by a certified teacher, they require all staff to receive staff development "training in ESOL strategies, which promote the acquisition of English and growth in core content subject areas" (*ESL Handbook of Policies and Procedures,* p. 4*)*. This leads us to consider the type of staff development the state requires. The ESL handbook under staff development program specifies seven things:

- All staff will receive a copy of this handbook to be kept in their classroom throughout the school year. We will be updating the handbooks every year.
- All returning staff will have an in-service in August during in-service days to review the district's policies and procedures and to receive revised handbooks.
- All new staff to the District will receive the full in-service and a handbook as a part of the new teacher orientation.
- Throughout the school year, the ESOL Program Supervisor and ESOL Curriculum Specialists will conduct training designed for special groups and classroom teachers at both the district and building levels.
- The Arkansas Department of Education's summer ESL Academy will be offered to teachers to receive the 12 graduate college hours needed for the ESL endorsement in the state of Arkansas.
- Administrators will be provided training in ESL methodologies which will give them tools to effectively evaluate and support staff.
- All teachers will receive 5 full days of sheltered instructional training through _____(e.g. the Sheltered Instructional Observation Protocol-SIOP—training model). (p. 4)

Instruction: The handbook's section on instruction for ELLs specifies "the language of instruction in [Any School] is English. Our goal is to prepare the ELL student to be as academically proficient in the use of English as that of their native English speaking peers" (*ESL Handbook of Policies and Procedures,* p. 30*)*. Despite Arkansas's AR ST § 6-16-104, which requires the basic language of instruction to be English, the ESL handbook states, "The teacher may use some native language (when feasible) in order to bridge understandings when the lack of native concepts/skills may be impeding the student from making progress in English" (p.30). This *de facto* policy within the state's official policy for the instruction of ELL/ELP students provides teachers freedom from punitive actions when it comes to instruction of their students.

Middle and Secondary Level: The ESL handbook stipulates that the ESL programs will vary according to grade level. For the middle school (6-7) and secondary programs (8-12) a series of program levels are offered. For the middle school students the following types of programs are offered: Instruction in a classroom with English-speaking peers or sheltered English instruction. A number of sheltered options exist: ELL 1 students receive three periods of sheltered instruction; ELL 2 and high ELL 1 students will receive two periods of sheltered instruction; ELL 3 students will receive one period daily of sheltered instruction; and ELL 4 and high ELL 3 students are mainstreamed but instruction is scaffolded and their progress is monitored (*ESL Handbook of Policies and Procedures,* p. 32*)*. For ELLs students in eighth to twelfth grade there are three options available: 1) ELL 1 students are scheduled for two periods of block class daily; 2) Bilingual assistance is available for students to become oriented to the district and for communication information for parents; and 3) Sheltered English instruction classes are available for the remaining four levels of ELLs. Secondary teachers of ELLs are required to be certified in their content area and have an ESOL endorsement or be in the process

of acquiring ESL endorsement unlike middle school teachers. Secondary teachers are required to become ESL endorsed within a year of being given the assignment of teaching ELLs. The middle school teachers are not required to be ESL endorsed. Those teachers who teach ELLs and staff that are not endorsed are given professional development in ESL strategies.

ESL teachers in grades 7-12th are, in addition to adhering to the Arkansas teaching standards, required to demonstrate knowledge and competencies in language, culture, planning, implementing and maintaining instruction, assessment, and professionalism according to the Arkansas State Department of Education *Competencies for Second Language Teachers Grades 7-12*. From the different standards in each of these areas, 10 standards standout in the effective teaching of ELLs.

Table 4.25 TESOL/NCATE Standards Teachers must meet for the effective teaching of ELLs

Standard	Section	Wording
TESOL/NCATE 1.5	Language	Ability to demonstrate understanding of current and historical theories and research in language acquisition as applied to ELLs
TESOL/NCATE 1.6	Language	Ability to understand theories and research that explain how L1 literacy development differs from L2 literacy development.
TESOL/NCATE 1.7	Language	Ability to recognize the importance of ELL's L1s and language varieties and build on these skills as a foundation for learning English.
TESOL/NCATE 2.2	Culture	Ability to understand and apply knowledge about the effects of racism, stereotyping, and discrimination to teaching and learning.
TESOL/NCATE 2.3	Culture	Ability to understand and apply knowledge about cultural conflicts and home events that can have an impact on ELLs' learning.
TESOL/NCATE 2.4	Culture	Ability to understand and apply knowledge about communication between home and school to enhance ESL teaching and building partnerships with ESOL families.
TESOL/NCATE 2.5	Culture	Ability to understand and apply concepts about the interrelationship between language and culture
TESOL/NCATE 5.2	Professionalism	Ability to demonstrate knowledge of the

		evolution of laws and policy in the ESL profession.
TESOL/NCATE 5.8	Professionalism	Ability to advocate for ELLs' academic, cultural, and social equity.
TESOL/NCATE 5.9	Professionalism	Ability to support ELL families.

Source: Arkansas State Department of Education *Competencies for Second Language Teachers Grades 7-12*.

Elementary Level: In elementary schools, "The mainstream classroom teachers are certified to teach elementary, and many will be ESL endorsed" (*ESL Handbook*, p.30). Title VI requires all teachers "who are responsible for instruction of LEP students in the formal alternative language program, the regular program, the special education program, or any other academic program will receive the training and skills necessary to carry out the selected alternative language program (ESL)" (*ESL Handbook,* p.30). The handbook further stipulates that all teachers instructing LEP/ELL students will have a basic working knowledge of ESL strategies.

The different requirements at the elementary and secondary levels for teachers and staff that provide instruction to LEP/ELL student could explain the low numbers of ESL endorsed teachers in each district. As Chapter Two explains, the Latino population nationwide is a relatively young demographic. As ESHE interview provided, the critical mass of the Latino students reside in the elementary schools. As the requirements for ESL support are different in elementary and middle schools, the high ESL student to ELP endorsed teacher ratios in districts such as Springdale and Rogers, can be better understood by the policies within the *ESL Handbook*.

Resources for ESL and teachers of ELL students. Arkansas has a state organization of TESOL, the Arkansas chapter of Teaching English to Speakers of Other Languages (ARKTESOL), focused on the professional development of ESL and EFL language teachers.

ARKTESOL has as its mission to promote opportunities for the teaching and learning of ESL for individuals whose first language is not English. This organization hosts an annual conference and professional development with keynote speakers who are experts in language acquisition and instruction, as well as breakout sessions where area educators share their research.

Although it is not a professional organization in and of itself, the ESL Symposium is another event that provides professional development for ESL teachers in the state of Arkansas. Funded by the University of Arkansas' *Project RISE*, and the Department of Curriculum and Instruction, the ESL Symposium is currently in its 6th year of operation. This one day event provides area ESL teachers with up-to-date information on the teaching of ELL students by guest speakers and materials. The symposium, like ARTESOL, provides teachers with networking and support opportunities.

Summary. Arkansas's language policy was presented through its two state laws that regulate language. AR ST § 1-4-117 regulated the language of the state but stated that it would not keep schools from providing equal educational opportunities to all their students. AR ST § 6-16-104, on the other hand, was created with the purpose of regulating the basic language of instruction for all Arkansas schools, public and private. The districts' non-discriminatory policies and English Language Learner policies were presented as these may affect the education of Latinos. The State's *ESL Handbook* was presented as a state policy that regulates how schools and teachers are to meet the academic needs of language minority students. All three types of rules and regulations - the state laws, the district policies, and the ESL handbook - are examples of Arkansas's language policy.

Informant Interviews. This section presents excerpts from CDK16 and ERK12's informant interviews. These excerpts are meant to shed light on the state and district policies by providing examples of policy in practice.

Curriculum Design K-16. The themes that arose from CDK16's interview that pertain to research sub-question three were English-only and language and culture maintenance. Excerpts are presented as they pertain to the research sub-question.

English-only. When asked if she thought the curriculum in the public schools in the area were meeting the academic needs of Latino students, CDK16 stated, "I think the majority of the schools are trying to. Of course with English-only and the push for English-only, they stress English, English, English instead of seeing that our students need to be literate in their first language." This push for English-only seems to be a direct result of schools viewing the continued growth and enrollment of Latino students to be a language issue instead of an education issue. CDK16 elaborates on this in the theme of language and culture maintenance.

Language and culture maintenance. CDK16 views language and culture maintenance in the official and visual curriculum as a major factor in Latino academic success. Specifically CDK16 explains, "I think they need to have maintenance language in the elementary schools, starting with elementary and up. Because […] in our time now, it really makes a super difference." CDK16 continues by saying, "I think the students need to see – I think that literature shouldn't be just heroes and holiday kind of things with the text – I think they should see real people in the text that they can identify with. That they can see the texts reflection of that, as a reflection of who they are." As a representation of the student demographics in the districts, CDK16 explains that, "I think that they should be able to - especially in our area – if

there's 30% Latinos in a school, I think 30% of the posters should represent Latinos or be in Spanish and 30% of their reading should be about Latinos and Latino heroes."

Summary. CDK16's informant interview presented the themes of English-only and language and culture maintenance. In the theme of English-only CDK16 states that although she views the schools are attempting to meet the academic needs of Latino students, with the English-only law, schools are hindered by the teaching of English instead of also promoting literacy in the students' home language. Regarding the theme of language and cultural maintenance, CDK16 views the home language and culture of students as factors which can promote academic success for Latino students.

Educational Resources K-12. The themes that arose from the informant interview that pertain to research sub-question three are the impact of Latinos, policy, and home language. These themes are presented via excerpts from the informant interview.

Impact of Latinos. ERK12 mentions in his interview that there is a growing awareness of the impacts Latinos are having nationally. ERK12 states that behind the growing awareness "is the infusion of what I might call Latino values, Latino perspectives, Latino culture. In addition to the Latino vote, I think these are critical things and our state is seeing the influx and the importance of that more and more." ERK12 continues by saying that Arkansas's "Latino population, everyone knows this is an election cycle and you hear a lot on the news; the election cycle brings to bear the political impact of Latinos even in our Arkansas to a lesser extent here than in some other states because our state doesn't have a lot of electoral votes." In reference to Latinos in more traditional settlement sites, ERK12 states,

> Latinos are concentrated in the US in states that are critical to elections because they have enormous electoral votes. If a Latino is marginalized or a margin of a success in an electoral cycle say in Florida, in Illinois, in New York, in Texas, of course in California and some other states with a Latino population, then it gets a lot of attention.

Modification of assessments. In his interview ERK12 mentioned the modification of assessments as a direct impact of Latinos and other language minorities in the state. The test in reference, The National Assessment of Educational Progress, the NAEP test, as it is commonly known, is a voluntary test set by Congress to measure how schools and states are doing as a nation and compare it to other countries' scores. A large scale assessment, the NAEP assesses math and literacy on required benchmark or large scale assessments. ERK12 stated that this is the first year Arkansas is offering Latino students the test in their native language as well as other language minority students - assuming students have fluency in their native language. ERK12 stated that this year will be a "test run to see if the scores are markedly better or not given the fact students are offered the opportunity if they wish or the parents wish for the to participate in an assessment in their native language." This is of note as ERK12 states that "the older kids tend to be more fluent and the scores are really important. They're important all through the grades but especially in the upper grades." What is being modified is that "districts have the option for offering the instructions, the clarifications or definitions for the test and for taking the test in [the student's] native language which means that it's a little bit of a break" for these students.

When asked what brought this modification about, ERK12 answered that "the growing Latino population and the growing influence of Latino politicians quite frankly and academics like yourself and like me who get on committees, who approve grants, who make decisions. They finally just said, 'Why aren't we doing this?' It's the numbers". ERK12 continues by explaining that,

> If we had a very small Latino population, I don't think that would have happened. That's what's driving it. I think we have more and more Latinos thank God at least, because when I was coming up, we didn't have that many Latino faculty members, researchers, administrators that brought that awareness to these issues.

Another accommodation ERK12 mentioned was the accommodation "to children and what their needs are. Latino kids in the state was a decision to at least offer services that could begin to teach them English at their own pace. That began probably a little over 20 years ago when after the first English-only laws were passed in the state."

Policy. When asked what policies his institution has in place to meet the academic needs of Latino ELL students, ERK12 responded, "We didn't create but we accessed Title VI, the civil rights law that requires that they be provided an alternative program of instruction to teach them English and that we maintain their skill development in the core content while they're learning English." ERK12explains that while this may be federal policy, " for the state's standards for accreditation, school districts have to be accredited or they're not eligible to receive funding […] school districts have to do those things I mentioned by state requirement that are actually also a federal requirement. That's a very major policy piece."

Home language. When asked to what extent Arkansas's English-only law has impacted the academic needs of Latino language minority students, ERK12's response focused on the importance of home language on the academic achievement of students. In particular ERK12 stated,

> All the research shows that a firm foundation in one language leads to an easier transition to a second language because you're used to having a vocabulary, a grammar, a structure. As you look at new language, you know that they have a vocabulary, a grammar and structure and so you can make those leaps a little bit or connections more easily.

ERK12 continues by stating that "If we had bilingual education, the kids would feel and families affirmed and valued in their heritage language. We would be developing incredibly skilled students who were at least literate, hopefully, and verbal in two languages." ERK12 elaborates by stating that if we had a bilingual program, it would then mean that "we would have instructional programs that could address where they are [students] at especially for the

newcomers that come in. In Arkansas, it has a significant number of its ELL population that is newcomers." ERK12 concludes the theme by stating that bilingual education that valued students' home language "would have a major impact on their access to instruction and a major impact on the skills that they leave with which should really help our state."

Summary. ERK12's informant interview presented the themes of the impact of Latinos, policy, and home language. Latinos are impacting how the state and schools operate through the electoral cycle and by the recognition that schools need to modify their assessments to meet the needs of their language minority students. The theme of policy was presented through ERK12's statement that school districts have to meet federal regulations in order to receive accreditation. Although Arkansas has its own language policy, such as AR ST § 6-16-104 ERK12 alludes to the fact that districts have to meet state and federal policy to receive funding, which in turn makes an interesting situation for schools as the Civil Rights Law of 1964 states that students may not be discriminated against based on their national origin. In the theme of home language, ERK12 mentions how research states a strong foundation in one's first language is important for the learning of a second language. ERK12 also mentions that if the State allowed for bilingual education, language minority families would feel affirmed and important.

Appendix C provides a summary of the typologies, interview themes, and common themes across the four interviews. The informant interviews, while attempting to contribute to the answering of the research questions provided more than just a narrative to the descriptive statistics and the programs and services available to Latino students in Northwest Arkansas schools. The interviews provided an on the ground personal narrative of four different educators who work with Latino students and are, in their own ways, advocates for Latino students.

Discussion. This section on how Arkansas's language policy has impacted K-16 programs, resources and services for Latino language minority students presented data on state laws, district policies, and excerpts from two informant interviews. The phrases of interest were presented for both the *de jure* policies at the state level via its language laws and at the district level via their non-discriminatory polices. These policies are in contradiction as the 1987 law states that although the official language of the State is English, this should not conflict with providing equal educational opportunities to all children, and the 2010 law dictates that the basic language of instruction be English and provides outline penalties for any person violating the law.

At the district levels the policies are about the protection of students and staff, as well as the manner in which minority students will be taught and/or how funds for minority students will be spent. Of interest is Bentonville Public Schools' non-discrimination policy which includes ambiguous wording regarding qualified students. In their policy qualified students are protected against discrimination. Unlike the other districts that specify that students shall not be discriminated against regardless of their of race, color, religion, national origin, sex, age, or disability, Bentonville does not include such language and instead focuses on providing equal educational and employment opportunity to all qualified and/or certified individuals.

Appendix A presents the response received by the researcher by the Office of Civil Rights (OCR) regarding the recipient Letter and Resolution Agreements for Fayetteville, Bentonville, Rogers, and Springdale ranging from 1993-2013 for complaints or violations of national origin minority students being assigned to special education classes because of their lack of English skills and dead-end track programs for students whose English is less than proficient. The response states that there were no cases responsive to the request located in the OCR Dallas

Office. After further inquiry into the lack of cases it was explained by one of the researcher's colleagues that the OCR office oversees only Title VI and not Title III violations. More on this finding will be discussed in Chapter Five.

Selections from the State's ESL Handbook were provided to illustrate how such an instructional policy, while providing structure and requirements for the instruction of ELLs, allow educators liberties in the usage of the students' home language when ended and when feasible. The handbook also provides clues as to the high ELP/ELL student to ESL endorsed teacher ratios in districts such as Springdale and Rogers.

Informant Interviews were presented, providing insight to the perspectives of a former teacher and now University Instructor on how the State's language policy affects Latinos and ELLs, and the perspective of an educator as to impact Latinos have had on the state and educational practices.

Section four: How have K-16 education institutions in NWA evolved to meet the needs of Latino students?

This chapter documented and attempted to analyze the various forms of data collected to answer the question of how public K-16 educational institutions are meeting the academic needs of Latino students in Northwest Arkansas. First, section one presented data on ESL endorsed teachers and their students, data on per pupil expenditures, Latino graduation rates, programs and resources at the K-12 and higher education levels, and excerpts from informant interviews. Section two presented data on curricular programs at the higher education level for educators of Latinos and ELL students as well as programs available to Latino students enrolled at the university. Informant interview excerpts from three of the four interviewees were also presented as they pertained to curriculum design and teacher training. Section three presented data on state

laws and district policies that affect Latino students and their teachers. Excerpts were presented from informant interviews as they pertained to English language learners, their families, and schools.

For sub-question one, although data was not available on ESL endorsed teachers prior to 2004, the relatively low number of endorsed teachers teaching an ESL course in high incidence schools in the last ten years is an indicator that the number of ESL endorsed teachers was probably even lower in the decade of the 1990s when importance of meeting the academic needs of ELL was not well known. What is encouraging is that overall each district has low ELP student to ESL endorsed teacher ratios. The 2014 ESL endorsed teacher numbers demonstrates the growth in districts recruiting and hiring licensed teachers with the additional ESL endorsement. ESK12's interview demonstrated the growth that has happened since she started working in her district. Appendix C also demonstrates the importance of the growth, as the theme of growth was present in both ESK12 and ESHE's interviews, with both educators talking about the growth in the past twenty years of services and programs for Latinos and ELLs and the growth still needed to meet the needs of this community.

The existence of programs at the both the district and higher education levels such as programs for Latino and ELL students and the LIFE program and OLAA at the higher education level demonstrates, that the area public education institutions have a vested interest in the academic needs of Latino students. Another indicator that the school districts are attempting to meet the needs of their Latino students are the district graduation rates in all four intuitions which were higher than the national average of 71%, with each district graduating Latino students between 73 to 79 percent. At the higher education level, the University of Arkansas has shown continued growth in the enrollment of Latino students, growing from 223 Latino students

in fall 2000 to 1,507 in fall 2013. Northwest Arkansas Community College also demonstrated growth in its Latino enrollment, growing from 124 students in fall 2000 to 1,196 students in fall 2013. These numbers along with the LIFE program and the OLAA services demonstrate that these higher education institutions are evolving to meet the needs of Latino students in the Northwest Arkansas area.

For sub-question two in regards to curriculum, the ESL endorsement, the TESOL Masters, the MAT for Spanish, the alternative certification via Project Teach Them All, and the LAST program are also indicators that the public university in the area is attempting to meet the needs of Latino students, educators of Latino and ELL students, and current and future Latino educators.

For sub-question three, the state's language policy was presented via the 1987 law AR ST § 1-4-117, regulating the language of the State, the 2010 law, AR ST § 6-16-104 regulating the basic language of instruction for public and private schools, and via the district policies affecting the education of ELLs and CLD students.

Summary

This chapter documented and attempted to analyze the various forms of data collected to answer the question of how public K-16 educational institutions are meeting the needs of Latino students in Northwest Arkansas. Chapter Five will provide conclusions and discussion on the study's findings with implications and recommendations for future research.

CHAPTER FIVE: CONCLUSIONS AND DISSCUSION

Purpose

The purpose of this study was to better understand the impact of the continuing growth of the Latino population in Northwest Arkansas's four largest school districts and its two public higher education institutions. The focus of this study was to evaluate how the K-16 public institutions of interest have responded to the Latino students and their families by looking at an array of data, in particular, enrollment and graduation rates, district and state policies, educational services and resources, and informant interviews collected in an attempt to answer the research questions.

Research Questions. This study attempted to answer the following overarching research question: How have K-16 education institutions in NWA evolved to meet the needs of Latino students? In addition, three sub-questions were created to provide richer evidence to answer this question: 1) How have schools addressed the academic needs of the Latino P-16 community? 2) How has curriculum design evolved to address the academic needs of the Latino P-16 community? and 3) To what extent has Arkansas's English-only law impacted the academic needs of Latino language minority students? To answer this questions data was collected and analyzed through different methodologies. The methodologies employed were historical-textual methods and content analysis.

Findings

Sub-question one: Enrollment and graduation rates. The graduation rates of Latino and ELL students were discussed from each of the four districts of interest as they pertained to research sub-question one. Chapter Four presented data that demonstrated that the districts of

interest were graduating Latino students at a higher rate than the national average. For the purposes of discussion on how the K-12 school districts of interest are meeting the academic needs of their Latino students the graduation rates of Latino and ELL students from each district will be compared to their Anglo American and African American classmates.

Table 5.0 compares the graduation rates of Latino students in Fayetteville to their Anglo and African American classmates. The 2012 graduation rate for Latinos was 73% with 79% of ELLs graduating that academic year. In comparison 84% of African American students and 89% Anglo American students graduated in 2012. Fayetteville's overall graduation rate status was designated as achieving.

Table 5.0 Fayetteville's 2012 Graduation Rate by Ethnicity

Graduate Rate: Achieving	Number of Actual Graduates	Number of Expected Graduates	Percent
Hispanic	38	52	73.08
English Language Learners	26	33	78.79
African American	54	64	84.38
White	424	475	89.26

Source: Arkansas Department of Education - District Report Card

Table 5.1 compares the graduation rates of Latino students in Springdale to their Anglo and African American classmates. The 2012 graduation rate for Latinos was 79% with 81% of ELLs graduating that academic year. In comparison 77% of African American students and 88% Anglo American students graduated in 2012. Springdale's overall graduation rate status was designated as achieving.

Table 5.1 Springdale's 2012 Graduation Rate by Ethnicity

Graduate Rate: Achieving	Number of Actual Graduates	Number of Expected Graduates	Percent
Hispanic	394	499	78.96
English Language Learners	274	338	81.07
African American	27	35	77.14
White	525	595	88.24

Source: Arkansas Department of Education - District Report Card

Table 5.2 compares the graduation rates of Latino students in Rogers to their Anglo and African American classmates. The 2012 graduation rate for Latinos was 75% with 74% of ELLs graduating that academic year. In comparison 91% of African American students and 86% Anglo American students graduated in 2012. Rogers' overall graduation rate status was designated as needing improvement.

Table 5.2 Roger's 2012 Graduation Rate by Ethnicity

Graduation Rate: Needs Improvement	Number of Actual Graduates	Number of Expected Graduates	Percent
Hispanic	294	390	75.38
English Language Learners	164	222	73.87
African American	10	11	90.91
White	521	602	86.54

Source: Arkansas Department of Education - District Report Card

Table 5.3 compares the graduation rates of Latino students in Bentonville to their Anglo and African American classmates. The 2012 graduation rate for Latinos was 76% with 65% of ELLs graduating that academic year. In comparison 65% of African American students and 87% Anglo American students graduated in 2012. Bentonville's overall graduation rate status was designated as needing improvement.

Table 5.3 Bentonville's 2012 Graduation Rate by Ethnicity

Graduation Rate: Needs improvement	Number of Actual Graduates	Number of Expected Graduates	Percent
Hispanic	70	92	76.09%
English Language Learners	20	31	64.5%
African American	13	20	65.0%
White	554	636	87.1%

Source: Arkansas Department of Education - District Report Card

With the exception of Bentonville, the graduation rates of African American students were higher than those of their Latino classmates. Of interest is that Springdale, Rogers, and Bentonville had less African American students in their graduation class than Latino students.

Only Fayetteville had more African American students than Latino students and it was not by much. Overall, all four school districts had less African American students. The graduation rates of Anglo students were higher in all four districts than that of Latino students. In Fayetteville Anglo students' graduation rate was 16% higher than that of Latinos; 10% higher in Springdale; 12% higher in Rogers; and 11% higher in Bentonville.

What does this data point reveal about how the districts are meeting the needs of Latino students? Although the state and district graduation rates for Latinos are still higher than the national average, there is need for improvement when one compares these students to their Anglo American and African American classmates, especially when one considers that Latino students make up a high percentage of students enrolled in the Springdale and Rogers districts. Perhaps the smaller number of Latinos in NWA influences the graduation rate and percentage, as Arkansas's smaller number of Latinos in comparison to Texas, its neighboring state and traditional settlement site, is more extreme. This can be seen in Arkansas's Latino graduation number of 1,849 in 2009 versus Texas' Latino graduation number of 120,985 (US Department of Education, 2013). Another possible explanation for Arkansas's higher graduate rate than the average 71% could be the resources and programs districts such as the ones studied here have for their Latino students. Further studies need to be conducted in order to study in-depth how Arkansas and NWA in particular, are graduating Latinos at higher than national rates.

Sub-question one: Educational services and resources. When one compares the four school districts, Springdale and Rogers are the only districts with programs specifically designed with services for Latino students. Both Bentonville and Fayetteville have programs designed for ELL students, and all districts offer Spanish Heritage classes for Latino students. In this sense Springdale and Rogers are the most proactive districts in terms of attempting to meet the

academic needs of students. It is not surprising that neither Bentonville nor Fayetteville have services and resources tailored for Latino students, as Latinos are not a large presence in these districts.

When looking at the services and resources available for Latino students in higher education, it is promising to find that both Northwest Arkansas Community College (NWACC) with its Learning Improvement Fun & Empowerment (LIFE) program and the University of Arkansas (U of A) with Office of Latino Academic Advancement (OLAA) are offering important services to the Latino community. Although the LIFE program does not service Fayetteville, it is providing great opportunities to the other three school districts. The U of A through OLAA is highly proactive in engaging the Latino community and Latino students. Through its Campus Day events in the fall and spring, its Sin Límites program, and its ACT prep summer program, OLAA is engaging Latino students and their families. This data supports the fact that both the LIFE program and OLAA are contributing factors to the higher enrollment rates at both institutions.

Sub-question three: Language laws. Although the original 1987 law AR ST § 1-4-117 did not prohibit the use of a student's home language in basic instruction, the 2010 law AR ST § 6-16-104 made very clear that using any language other than English in both public and private schools as the basic language of instruction was a finable offense. When one considers the low status of language minority languages such as Spanish at the national level and its association with immigrant labor, it is not surprising that Arkansas would pass laws prohibiting other languages in daily instruction – a clear manifestation of backlash pedagogy and an indicator of the political aspects of language usage in education. Although the 2010 law places the responsibility of the Commissioner of Education, the Director of the Department of Workforce

Education, and city superintendents to see that the provisions of the law are carried out, it is not clear whether the sections are enforced. In contacting the Office of Civil Rights (OCR) to investigate the sanctions placed against the districts' of interest for failure to comply with Title III and Title VI of the Civil Rights Act of 1964, the researcher was informed that the OCR did not enforce Title III and would have no records regarding that law (see Appendix A: Response Letter from OCR). This presents an unclear picture of how the districts and the state are enforcing the language laws and the federal laws protecting national origin students. Given more time, the researcher would have filed another Freedom of Information Act with the OCR requesting cases of violations of Title VI of students' civil rights in regards to national origin students.

Sub-question three: State and district policies. Despite the state's prohibitive language laws, district policies are oriented towards equitable access to all students and are anti-discriminative in nature. The state department of education's ESL handbook, although stating that English is the language of instruction and that the language program is not bilingual but oriented towards the speedy acquisition of English language proficiency, does allow for teachers to use a student's home language when needed for clarification purposes. Although elementary and middle school teachers are not required to have an ESL endorsement in order to work with ELL students, each district is required to provide ESL strategies yearly to its teachers as part of their accreditation process. When one considers human agency and the production of culture in classrooms and schools, teachers are working through issues of power and control such as policies and laws that may not have their students' best interest at heart (Bennett & LeCompte, 1990). Thus, as teachers are operating within the realm of contradictory policies, it is through their interactions with students via their instruction that transformation for the improvement of

society may occur, depending on teachers' interpretation of what "improving society" may be. In other words, district and state departments of education are creating spaces for educators to interpret policy (de jure law) by permitting unofficial areas of resistance (de facto law).

Sub-question two: Curriculum Design. As this is a study on the impact of the Latino community on the operation and services of six K-16 public institutions, the aspect of curriculum design was studied through the presentation of the programs offered at the higher education level and the one professional organization for ELL teachers. Chapter four provided a description of the various programs and courses for Latino students, educators of Latino students, and services for Latino families. Although not all services or programs are implemented in classrooms, each program was designed with educational purposes in mind.

Apart from the creation of Spanish for Native speakers at the secondary level and K-12 ESL classes, no changes are evident in the curriculum design of courses for Latino students. At the higher education level, the University of Arkansas has created a number of courses through the LAST program such as the Spanish for Native Speaker classes as mentioned in ESHE's informant interview. The other U of A courses mentioned in chapter four focus on preparing future teachers of Latinos and ELL students. Overall, the higher education institutions and the districts of interest are attempting to be proactive in meeting the needs of their Latino students. CDK16 and ESHE both mentioned how the university is attempting to meet the academic needs of their Latino students. Due to time and funding restraints an analysis into the K-12 courses and higher education courses as to whether these courses were designed to be culturally sensitive was not possible.

Sub-questions one, two, and three: Informant interviews. Four educators were interviewed for their experiences in providing educational resources, services, and curricular

design. Three protocols were created for the semi-structured interviews. The interview ranged from 20 minutes to an hour and a half. Interviews were transcribed and analyzed looking for themes. Preset categories or typologies were created for the initial part of the analysis as the interview protocols asked different questions of each informant. Although each informant's responses were varied, some common themes emerged. A brief summary of each interview will be mentioned before the common themes are discussed.

Educational Services K-12 Informant (ESK12) was interviewed on the services and programs her program provides for Latino ELLs and other ELL students in her district. ESK12 works in the district with the second largest number of Latinos and ELLs in the districts of interest. The topics discussed in the interview were services, programs, resources, ELLs, and growth.

Educational Services Higher Ed Informant (ESHE) was interviewed on the services and programs his institution provides for Latinos enrolled at his higher education institution. ESHE works in what is considered to be the flag ship public research institution in the state. The topics discussed in the interview were services, curriculum and programing, initiatives, communication, and growth.

CDK16, an educator since the mid-1980s, has taught in junior high, high school, and higher education. CDK16 has worked with Latino students for the past 15 years in various parts of Arkansas. The themes that arose from CDK16's interview were cycle-in-design, ideology clash, English-only, student-centered instruction, language and culture maintenance, parental involvement, university programing, outreach/communication, and transitions.

ESK12 has worked with Latino students and school districts in Arkansas since the early 1990s. An advocate for Latino families and teachers, ESK12 has been influential in the manner

that Arkansas educates language minority students. The themes that arose from the interview include the role of public schools, the role of teachers, impact of Latinos, the (slow) progress in services, teacher training, policy, developing capacity, home language, and infrastructure.

The common themes across the interviews include services, programs/programming, growth, and communication. An underlying theme from all four interviews is that progress is being made, but there is a lot of room for growth, and that a lot still needs to be done to meet the needs of Latino and ELL students.

ESHE recommended an increase of money into funding and into scholarships for Latino students. ESHE also recommends an added focus of promoting and preparing Latino undergraduate students for graduate and professional schools.

CDK16 recommended that administrators be trained in how to interact and educate underserved students. CDK16 stated that such training should be required and provided possibly by the state department of education. CDK16 recommends making the transition from K-12 to higher education easier on students by the building of personal relationships and having persons who are the bridges between K-12 schools and higher education institutions.

ERK12 recommended the establishment of an infrastructure for the creation and implementation of educational resources for Latinos. ERK12 also stated that if Arkansas had a bilingual education program "the kids would feel and families affirmed and valued in their heritage language, we will be developing incredibly skilled students who were at least literate hopefully and verbal in two languages." Lastly, ERK12 recommended building capacity as growing our own in the sense of having improved representation at the K-12 level, higher education level, and the state level. The importance of developing capacity of qualified Latinos and minorities in positions of power should not be overlooked.

Implications

The findings of this study have two possible areas of impact: educational policy and the creation and delivery of educational services and resources for culturally and linguistically diverse students.

Educational policy implications. From a language planning and policy (LPP) perspective, the state language laws demonstrate that Arkansas exists in a duality of being a restrictive-oriented state and having null policies (Johnson, 2013). As noted in Chapter Three, restrictive-oriented policies have legal prohibitions on the use of minority languages, which the *de jure* policy in AR ST § 6-16-104 clearly demonstrates with the fining of educators who are found using a language other than English in basic daily instruction. At the same time, Arkansas has null policies because of the significant absence of policy recognizing minority languages or language varieties.

Through informant interviews with ESK12, ERK12, and CDK16, the researcher learned that Arkansas's policy on the education of language minorities describes how Limited English Proficient (LEPs) students learn English either through English as a Second Language (ESL) programs or English for students of other languages (ESOL). This type of instruction can be categorized as a null orientation as the program types of sheltered immersion and ESL depend on the English proficiency of the student (See table 2.7 for Language policy orientations in educational language policy). This null policy orientation can also be viewed as having a language-as-problem orientation (Ruiz, 1984) towards minority languages because in ESL/ESOL programs students are taught English, and the program does not promote bilingualism or the maintenance of the student's home language.

Despite AR ST § 6-16-104, the districts do recognize Spanish as a minority language of value through the offering of Spanish for Heritage Speakers classes and general Spanish classes in the secondary schools. The existence of the Sin Límites Biliteracy Project sponsored by the university and implemented in Springdale schools also recognize the importance of literacy in Latino students' home language as a contributing factor for educational success by providing the program before and after school during the school year and by hosting the program during two weeks in the summer.

Although informational documents on the state's language policy were acquired, a lack of transparency on relevant information on the ESL Handbook was experienced by the researcher. The handbook is not dated and upon further investigation, it was explained by a state informant that the handbook is undergoing updating processes. This revelation is important when one considers that the districts are operating their ESL and ESOL programs with outdated materials.

The Latino community has had a presence in Northwest Arkansas before the 1990s, but it was the rapid and continual growth of this community that has resulted in state department of education and the districts creating and implementing policies to educate and meet the academic needs of Latino students. With Arkansas being just one of the new settlement sites for Latinos in *el nuevo south* and the continual attraction of workers and their families to the more rural towns than the traditional sites in larger cities and states, the continued growth of Latinos Arkansas is a certainty.

Implications for educational services and resources. The Rogers and Springdale school districts are the most proactive in the creation and implementation of educational services and resources for Latino students perhaps because they are host to the largest numbers of Latino

and ELL students of the four districts. Another factor concerns leaders such as Springdale's superintendent of schools who understand the value of Latino families for the community.

The two higher education institutions have also been instrumental in providing educational services and resources for Latino students in the area and on their campuses. As the informant interviews can attest, although the infrastructure is still being developed for current and future services, the outcome of the services and resources will truly be tested in the next ten to fifteen years when the largest concentration of Latino students, currently elementary school-aged Latinos, enroll in secondary schools and higher education.

At the two higher educational institutions as well as in the K-12 districts exists advocacy for biliteracy through the efforts of cultural advocates, both inside and outside of the Latino culture (i.e. Anglo Americans, Latin Americans). Such advocacy efforts can be seen through the Poetry Slam held by the local school districts, as well as the Sin Límites program in Springdale.

Through the historical-textual methods for data collection and the ELP framework the researcher triangulated the data (e.g. enrollment and graduation rates, ESL endorsed teachers numbers, district policies, ESL Handbook, 1987 and 2010 laws) in order to surround the topic in an attempt to answer the overarching research question. Although relevant information was found, the following information was not found:

1. Graduation rates of Latino and ELL students from the years 1990-2000.
2. The number of students participating in the services and programs offered by the school districts, as well as which schools hosted the programs.
3. Per pupil expenditures for ESL/ELL/ESOL students.
4. The graduation rates of Latinos from NWACC and the U of A prior to the year 2000.

5. The actual number of ESL endorsed teachers teaching ESL courses from the districts of interest prior to 2004 and the number of ESL endorsed teachers in the districts of interest in the years of 1990, 1995, 2000, 2005, and 2010.
6. The course descriptions at the higher education level and at the K-12 level with corresponding syllabi.

Based on the information not found the following section will provide recommendations for future studies.

Recommendations

This study on the impact of Latino students on area public educational institutions is an important starting point in assessing how four local public schools and two institutions of higher learning are responding to the academic needs of Latino students. This macro level investigation presents a foundational study regarding how educational institutions in Northwest Arkansas have evolved to meet the academic needs of Latino students. It also reveals the need for further studies on the implications of AR ST § 6-16-104 on language minority students and how the law affects teachers' ability to teach to the needs of their students.

My first recommendation is an intensive program evaluation of the specific programs, services, and resources that the school districts offer. Because of the complexity of a formal program evaluation on the funding of programs and future operations, a second study should be conducted that focuses solely on this topic. It is my recommendation that the programs be looked at through an interpretivist and/or critical philosophical framework answering the questions of "How is the program experienced by various stakeholders?" and "In what ways are the premises, goals, or activities of the program serving to maintain power and resource

inequalities in the society?" as presented in Table 3.1. These stances would present the experiences by the various stakeholders (interpretivism), and how said programs and resources are preventing the power and resource inequalities in society (i.e. critical, normative science).

My second recommendation is an intensive content analysis of the course offerings at the K-12 level of their Spanish courses and at the higher education level of the course offerings presented in Chapter Four. Using Gay's (2002) and Banks' (2010) guidelines on culturally sensitive and multicultural curriculum as a starting point, future research could offer insight into whether these course offerings are meeting the academic needs of Latinos and how well they are preparing future teachers of diverse populations.

Although this study focused on the four largest school districts in Northwest Arkansas, other neighboring districts with growing numbers of Latino students have experienced similar challenges and successes. My third recommendation includes these districts in future studies.

Lastly, the last recommendation is for a probe into Title VI violations of national origin students' civil rights, such as not providing equal access to educational services based on their home language or lack of services for ELL students.

Future Research

As it has been said throughout this study, Arkansas and *el nuevo south* are understudied areas of new Latino settlement. As Latinos continue to grow through the nation in numbers and in political presence, the public policy impact will continue to be a topic of discussion. Backlash pedagogy, the politics of bilingualism, and state and local responses to the education of Latinos and other language minorities need further study. Although Northwest Arkansas is not the only concentration of Latinos, it is the largest and as a result, the one with the most resources and

funding as ERK12's interview can attest. Studies on how the rest of the state is responding to the academic needs of their Latino students should be explored, particularly in areas such as Southwest Arkansas, Central, and Southeast Arkansas – areas where the local workforce and economy is dependent on Latino families. The manner in which districts and higher education institutions are responding to their Latino students' academic needs is a topic that should be revisited every five years at a minimum, as progress can be slow and yet its impact on the community can be lasting.

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APPENDIX

APPENDIX A: Office of Civil Rights Letter

UNITED STATES DEPARTMENT OF EDUCATION
OFFICE FOR CIVIL RIGHTS

1999 BRYAN ST., SUITE 1620
DALLAS, TX 75201-6810

REGION VI
ARKANSAS
LOUISIANA
MISSISSIPPI
TEXAS

December 3, 2013

FOIA#: 13-02204-F

Ms. Alisa Garcia Mont
Graduate Assistant
Office of Latino Academic Advancement
and Community Relations
421 Arkansas Union
University of Arkansas
Fayetteville, Arkansas 72701-1201

Dear Ms. Garcia Mont:

On August 28, 2013, the U.S. Department of Education (Department), Office for Civil Rights (OCR), Dallas Office, received your request for information pursuant to the Freedom of Information Act (FOIA), 5 U.S.C. §552, and its implementing regulation, at 34 C.F.R. Part 5. Your email stated, "I would like to place a freedom of information request regarding any complaints or sections placed against Arkansas public schools or school districts for failure to comply with Title III and Title VI of the Civil Rights Act of 1964. I am particularly interested in the years dating from 1987-2013."

On September 4, 2013, you clarified your request during a telephone conversation with OCR. During that conversation were informed that OCR did not enforce Title III and would have no records regarding that law. You indicated to OCR that you would provide OCR with your written request after speaking with your graduate advisor. You subsequently provided OCR with your clarified request by email dated September 5, 2013. You requested "Recipient Letter [sic] and Resolution Agreements for the following school districts: Fayetteville, Bentonville, Rogers, and Springdale ranging from 1993-2013 (with personal information of persons excluded); for complaints of violations of the following: national-origin minority students being assigned to special education classes because of their lack of English skills-dead-end track programs for students whose English is less than proficient."

It is the policy of the Department to make the fullest appropriate disclosure of records under the FOIA and its implementing regulation. In accordance thereto, based on the information you provided, OCR conducted a detailed query for all cases against the named recipients for the timeframes specified in the request with the specific bases and issues and there were no cases responsive to the request located in the OCR Dallas Office. The FOIA does not require a Federal agency to create a new record if the record does not already exist.

If you consider my response to be a denial of your request you have the right to administratively appeal this determination of your FOIA request, by writing within 30 days of your receipt of this letter, to the Assistant Secretary for Management, Office of Management, U.S. Department of

Education, 400 Maryland Ave., S.W., Room 2W311, LBJ, Washington, DC 20202-4500, ATTN: FOIA Appeals.

Your appeal should be accompanied by a copy of your initial and modified requests and this denial letter, and should contain any evidence or argument you wish the Department to consider in making an administrative determination on your appeal.

If you have any questions or need further assistance, please contact Cynthia M. Stewart, Civil Rights Attorney, at (214) 661-9689.

Sincerely,

[redacted]

Taylor D. August
Director, Dallas Office
Office for Civil Rights

APPENDIX B: School District Policies

School districts: Discrimination and educational access policies

In this appendix the discrimination and educational access policies of the districts of interest will be presented with an emphasis on the aspects directly pertaining to Latinos and Spanish heritage speakers.

Fayetteville Public Schools

School district policy	Policy wording	Words/Phrases of interest	Implications
Fayetteville Public Schools' non-discrimination policy	The Fayetteville School District is committed to providing an inclusive and welcoming environment for all students, patrons and members of our community and ensuring that educational decisions are based on an individual's abilities and qualifications.	-Inclusive -Welcoming environment -Educational decisions -individual's abilities and qualifications	Students, patrons, and community members are to be welcomed. The district is to ensure educational decisions are based on individual's abilities and qualifications. How do students' qualifications defined?
	Consistent with this principle and applicable laws, it is therefore the District's policy not to discriminate in offering access to its educational programs and activities on the basis of race, color, gender, national origin, age, religion, creed, disability, sexual orientation, gender identity, or gender expression.	-not to discriminate -offering access to educational programs and activities -race -color -gender -national origin	The district is to offer access to its educational programs and activities regardless of race, color, gender, national origin, age, religion, creed, disability, sexual orientation, gender identity, or gender expression.
Fayetteville Public Schools' equal opportunity policy	In recognition of the importance of assuring equality of opportunity through the elimination of discriminatory practices, it shall be the policy of the	-assuring equality of opportunity -elimination of discriminatory practices -fully comply with	ELL and Latino students are protected from discriminatory practices by the Civil Rights Act of

	Fayetteville Public Schools to fully comply with Titles VI, VII, and IX of the Civil Rights Act of 1964, with the Age Discrimination Act (ADA), and with Title V of the Rehabilitation Act of 1973.	Titles VI, VII, and IX	1964.
Fayetteville Public Schools' policy on English Language Learners	The district shall utilize the special needs funding it receives for identified English Language Learners on activities, and materials listed in the ADE Rules Governing the Distribution of Student Special Needs Funding for School Year beginning 2004-2005 and Additional Teacher Pay.	-utilize the special needs funding -identified English Language Learners -activities and materials	The spending of special funds for ELLs is regulated by ADE rules.
	The expenditures of ELL supplemental funding shall be evaluated at least annually to determine their overall effectiveness.	-evaluated at least annually -determine their overall effectiveness.	-Does the district evaluate the funding to determine effectiveness or the State Department of Education?

Source: Fayetteville Public Schools

Springdale School District

School district policy	Policy wording	Words/Phrases of interest	Implications
Springdale School Districts' state and federal program administration/complaint resolution policy	I. The primary purpose and intent of this policy is to assure the public that the Springdale School District is in compliance with all state and federal statutes and regulations.	-in compliance with all state and federal statutes and regulations	Conflicting state and federal policies leave the district at a disadvantage - which one shall take precedence?
	II. Also, this policy assures that Springdale School District does not discriminate against any individual or group of people in any manner at any time.	-does not discriminate against any individual or group -any manner at any time	Individuals and groups are protected against discrimination of any manner, regardless of time.
	III. Additionally, this policy establishes due process for resolving complaints from parents and other individuals or organizations regarding the district's administration of state and federal programs, statutes, and regulations.	-Establishes process -complaints from parents and other individuals or organizations -administration of state and federal programs, statutes, and regulations	Individuals or organizations may file a complaint on the district's administration of state statutes and regulations if they are in conflict with the federal laws, statutes and regulations.
	IV. Programs, statutes, and regulations covered by this policy include the following: A. McKinney-Vento Henderson Education Assistance Improvement Act. B. Programs contained within the Elementary, and Secondary Education Act (ESEA) including: Title I, Title II, Title III, Title IV, Title V and Section 9503. C. Non-discrimination statutes including: 1. Title IX of the Education Amendments of	-Programs within the ESEA	If the programs, statutes, and regulations ESEA programs, such rights for language learners, are mis-administered then complaints can be filed if the district isn't meeting the needs of ELLs because the English-only law is taking precedence in the district.

	1972. 2. Title VI of the Civil Rights Act of 1964. 3. Section 504 of the Rehabilitation Act of 1973. 4. Age Discrimination Act of 1975. 5. Title II of the Americans with Disabilities Act.		
Springdale School District's policy on English Language Learners	Springdale School District shall utilize the special needs funding it receives for identified English Language Learners on activities, and materials listed in the ADE Rules Governing the Distribution of Student Special Needs Funding and the Determination of Allowable Expenditure of these funds.	- shall utilize the special needs funding […]on activities, and materials listed in the ADE Rules	The spending of special funds for ELLs is regulated by ADE rules.
	The expenditures of ELL supplemental funding shall be evaluated at least annually to determine their overall effectiveness.	- funding shall be evaluated at least annually - determine their overall effectiveness.	Does the district evaluate the funding to determine effectiveness or the State Department of Education?
	The evaluation shall specifically address how the use of ELL funds is in alignment with the district's ACSIP in addressing identified achievement gaps and student performance deficiencies.	-evaluation shall specifically address how the use of ELL funds is in alignment - addressing identified achievement gaps and student performance deficiencies.	Funds should be used to address the achievement gaps and student performance deficiencies of ELL students.

Source: Springdale School District

Rogers School District

School district policy	Policy wording	Words/Phrases of interest	Implications
Rogers School District's non-discriminatory policy	No student in the Rogers School District shall on the grounds of race, color, religion, national origin, sex, age, or disability be excluded from participation in, or denied the benefits of, or be subjected to discrimination in any educational program or activity sponsored by the district.	- No student in the Rogers School District shall be excluded from participation in, or denied the benefits of, or be subjected to discrimination - grounds of race, color, religion, national origin, sex, age, or disability	Students are free to participate in any educational program or activity sponsored by the district.
Rogers School District's instructional philosophy	The mission of the school district is to provide an environment of educational excellence where all belong, all learn, and all succeed.	- provide an environment of educational excellence where all belong, all learn, and all succeed.	Students are meant to feel included, fostering a positive learning environment.
	The Rogers School District recognizes the diversity of needs and strengths of its students and strives to have an educational program that helps every student reach his or her full potential.	- recognizes the diversity of needs - strengths of its students - have an educational program that helps every student reach his or her full potential	District is aware of the diversity of its student population in terms of needs and strengths and of its ethnic and social economical statuses (SES).
	The entire staff should be sensitive to and provide for individual difference and assume the responsibility for guiding and encouraging all students. Each student is entitled to an education that meets his or her needs.	- staff should be sensitive to and provide for individual difference - assume the responsibility for guiding and encouraging all students - Each student is entitled to an education that meets his or her needs.	Staff is responsible for guiding all students to an education that meets their needs, regardless of individual differences (e.g. ethnicity, SES, language)
	The instructional process is directed toward helping each student acquire a	-helping each student acquire a foundation of knowledge, skills and a	-Students shall be given a foundation of

	foundation of knowledge, skills and a love of learning and assume an increasing responsibility for self development to be successful in academic/intellectual, vocational, social/civic, and emotional/physical areas.	love of learning - assume an increasing responsibility for self development to be successful in academic/intellectual, vocational, social/civic, and emotional/physical areas.	knowledge and skills allowing for their self-development in academic, social, and emotional areas.
Rogers School District's English for Students of Other Languages (ESOL) Mission	To enable English Language Learners to access all of the educational possibilities/opportunities available in the educational system by improving language skills, self-confidence, and cultural awareness as quickly and efficiently as possible.	-enable ELLs to access all of the educational possibilities/opportunities available in the educational system. - improving language skills, self-confidence, and cultural awareness as quickly and efficiently as possible.	-like their instructional philosophy, the ESOL program is to enable ELL students to access all opportunities available to students. -the ESOL program should assist students in improving their knowledge and skills quickly and efficiently.

Source: Rogers School District

Bentonville Public Schools

School district policy	Policy wording	Words/Phrases of interest	Implications
Bentonville Public Schools' non-discrimination policy	The Bentonville School District does not condone discriminatory treatment of students or personnel, and the faculty, staff, administrators, and members of the Board of Education are committed to providing equal educational and employment opportunity to all qualified and/or certified individuals.	- does not condone discriminatory treatment of students or personnel, and the faculty, staff, administrators - equal educational and employment opportunity to all qualified and/or certified individuals.	The district does not condone discrimination towards students, personnel, faculty, staff, and administrators as long as they are qualified or certified.
	The District is committed to the policy of providing equal educational opportunities to all qualified students.	- providing equal educational opportunities to all qualified students.	What is a "qualified" student?
	The Board of Education commitment to equal educational opportunity and equal employment opportunity is based in the law and the firm belief that non-discrimination aids in greater diversity and can help produce a richer quality education experience for all students in the district.	- based in the law and the firm belief that non-discrimination aids in greater diversity - can help produce a richer quality education experience for all students	Diversity produces a richer quality education experience for all "qualified" students
	Therefore, the Bentonville Public Schools Board of Education reaffirms its intent to adhere to all federal and state laws, executive orders, rules and regulations which apply to non-discrimination as it pertains to operations in the Bentonville Public Schools.	-adhere to all federal and state laws, executive orders, rules and regulations - apply to non-discrimination as it pertains to operations	
Bentonville Public Schools' English	The English Language Learner (ELL) program	-enable non-English speaking	What is success for students?

Language Learners policy	will enable non-English speaking and limited English speaking students to become proficient in listening, speaking, reading and writing the English language in order for them to be successful in both academic and social environments. Key components of our success will be: accurate and timely student identification and assessment, rigorous curriculum and instruction with high expectations, highly qualified teachers and specifically designed professional development, a parental involvement program, fiscal support and appropriate maintenance of records, and extensive, data-based program evaluation.	and limited English speaking students to become proficient in listening, speaking, reading and writing -to be successful in both academic and social environments -accurate and timely student identification and assessment -rigorous curriculum and instruction -high expectations -highly qualified teachers -specifically designed professional development -parental involvement -data-based program evaluation	How does the district measure success at academic and social environments? "Success" is measured by student identification, assessment, with a rigorous curriculum and instruction via highly qualified teachers and professional development.

Source: Bentonville School District

Appendix C: Themes from informant interviews

Informant	Typologies	Themes	Themes Across Interviews
ESK12	Educational Services	Services Programs Resources ELLs Growth	Services Growth
ESHE	Educational Services	Services Curriculum and programing Initiatives Communications Growth	Services Growth Communications
CDK16	Curriculum Design	Cycle-in design Ideology English-only Student-centered instruction Language and culture maintenance Parental involvement University programing Outreach/communications Transitions	Communications
ESCK16	Educational Resources	Role of public schools Role of teachers Impact of Latinos (Slow) progress in services Teacher training Policy Developing capacity Home language Infrastructure	

Appendix D: Fashola Categorization

From Fashola et al. (1997)

Table 1. Categorization of Programs Reviewed

Program Name	Grades Served	Spanish Bilingual Focus	Meets Evaluation Criteria for Achievement	Evaluated with Latinos	Designed Specifically for Latinos	Widely Replicated
Schoolwide Reform Programs						
SFA/*Lee Conmigo*	K-6	yes	yes	yes	yes	yes
Accelerated Schools	K-6	no	partially	yes	no	yes
School Development Program	K-6	no	partially	yes	no	yes
Consistency Management & Cooperative Discipline/ Disciplina Consistente y Cooperativa	K-6	yes	yes	yes	yes	no
Goldenberg & Sullivan	K-6	no	yes	yes	yes	no
Cooperative Learning Methods						
CIRC/BCIRC	2-8	yes	yes	yes	yes	yes
Complex Instruction/Finding Out/Descubrimiento	1-6	yes	partially	yes	yes	yes
STAD/TGT	2-12	no	yes	yes	no	yes
Jigsaw	2-12	no	partially	yes	no	yes
Learning Together	K-12	no	yes	yes	no	yes
Reading/Writing/Language Arts Programs						
DISTAR/Reading Mastery	1-3	no	yes	yes	no	yes
ECRI	1-10	no	yes	yes	no	yes
Reciprocal Teaching	1-8	no	yes	yes	no	yes
Profile Approach to Writing (PAW)	3-12	no	yes	yes	no	yes
Multicultural Reading and Thinking (McRAT)	3-8	no	yes	no	no	yes
Mathematics Programs						
Comprehensive School Mathematics Program	K-6	no	yes	yes	no	yes
Cognitively Guided Instruction	1	no	yes	yes	no	yes
Project SEED	3-8	no	yes	yes	no	yes
Skills Reinforcement Project	3-8	no	yes	yes	no	yes
Maneuvers With Mathematics	5-8	no	yes	yes	no	yes

Table 1. (continued)

Program Name	Grades Served	Spanish Bilingual Focus	Meets Evaluation Criteria for Achievement	Evaluated with Latinos	Designed Specifically for Latinos	Widely Replicated
Preschool Programs						
Perry Preschool/High Scope	preschool	no	yes	no	no	yes
EISS	preschool-1	no	yes	yes	no	yes
Tutoring Programs						
Reading Recovery/*Descubriendo La Lectura*	1	yes	yes	yes	yes	yes
HOSTS	1-6	no	yes	yes	no	yes
Title VII Academic Excellence Award Programs						
ACHIEVE	1-6	yes	no	yes	yes	no
ALASKA	K-12	yes	no	yes	yes	no
BICOMP	K-3	yes	no	yes	yes	no
CELL	1-6	yes	no	yes	yes	no
CEMI	K-3	yes	no	yes	yes	no
GLAD	1-6	yes	no	yes	yes	no
GOTCHA	K-6	yes	no	yes	yes	no
MORE	Pre-K-3	yes	no	yes	yes	no
PIAGET	Pre-K	yes	no	yes	yes	no
PUENTE	K-6	yes	no	yes	yes	no
SEA	4-6	yes	no	yes	yes	no
SLICE	K-3	yes	no	yes	yes	no
TALK	K-6	yes	no	yes	yes	no
TWO-WAY	K-6	yes	no	yes	yes	no

APPENDIX E: OLAA Brochure

UNIVERSITY OF
ARKANSAS

Founded in 1871 as a land-grant institution, the University of Arkansas is the flagship of the University of Arkansas System and one of the top public research universities in the country. Our 25,000 students represent all 50 states and more than 120 countries. The U of A has 10 colleges and schools offering more than 210 academic programs.

Our Latin American and Latino Studies Program has affiliated faculty in many department, including Art, Architecture, Anthropology, Business, History, Sociology, Political Science, and English. We offer a Bachelor and Master of Arts in Spanish and doctoral program in Interdisciplinary Hispanic Studies.

Northwest Arkansas is home to a new and vibrant Latino community, with many cultural and natural attractions that make it one of the nation's best places to live.

La Oficina Latina

The Office of Latino Academic Advancement and Community Relations

UNIVERSITY OF
ARKANSAS

A LATINO CLEARINGHOUSE

As part of the University of Arkansas' Diversity Affairs, the **Office of Latino Academic Advancement and Community Relations**' main purpose is to help develop campus wide coherent and effective policies and initiatives for Latinos, in terms of recruitment and retention of students, faculty and staff, community outreach, and advocacy. We also serve as the main liaison between the University and the Hispanic community.

Our Mission

To promote Latino academic excellence, to provide equal higher education opportunities, and to create an inclusive and diverse campus community

What We Do

Recruitment and College Readiness
Visits to high schools, community colleges and Hispanic Serving Institutions
UA campus visits
College preparation and bridge programs

Retention
Mentoring Program
Latino Student Organizations Network
Latino Faculty and Staff Resource group

Outreach
Latino College Working Group
Local events and festivals
Latino Alumni Society
The Latino Question
Sin Limites, Latino Youth Biliteracy Project

Advocacy & Education
Raise awareness of Latino related issues
Celebrating and promoting Hispanic culture

An Emerging Hispanic Service Institution

The University of Arkansas is the preferred destination of Latino students in the State, with the Latino faculty, staff and support networks to help students succeed.

Latino Organizations
Latino Alumni Society
SHPE Hispanic Professional Engineers
LULAC League of Latin American Citizens
Hispanic Scholarship Fund Scholars Chapter
ALPFA Association of Latino Professionals
International Bolivian Student Organization
Panamanian Student Organization
Phi Iota Alpha
Hermandad de Sigma Iota Alpha Incorporada
Gamma Eta
Latino Faculty and Staff Resource Group

La Oficina Latina

421 Arkansas Student Union
University of Arkansas
Fayetteville, AR 72701
Phone: 479.575.4073
Fax: 479.575.3743
E-mail address olaa@uark.edu

APPENDIX F: Interview Protocols

For participants in K-12 and Higher Education that provide services for Latino students:

Thank you for your participation. As my study is looking at change in educational services available for Latinos over a twenty year time period, any dates or approximate dates of policies and of any other changes that have occurred since the 1990's that you may provide will be greatly appreciated. This interview should last no longer than thirty minutes. Once again, thank you for your time.

Interview Questions	K-12 Participant Response	Comments
What educational services does your district provide for Latino students?		
How is your district meeting the academic needs of your Latino students?		
What educational services does your school provide?		
How is your school meeting the academic needs of your Latino students?		
How is your school preparing your Latino students to graduate high school?		
How is your school preparing your Latino students to pass coursework?		
How is your school preparing your Latino students to be college ready?		
How is your staff meeting the academic needs of your Latino students?		

How is your staff preparing your Latino students to graduate high school?		
How is your staff preparing your Latino students to pass coursework?		
How is your staff preparing your Latino students to be college ready?		
How are your teachers meeting the academic needs of your Latino students?		
How are your teachers preparing your Latino students to graduate high school?		
How are your teachers preparing your Latino students to pass coursework?		
How are your teachers preparing our Latino students to be college ready?		

Interview Questions (Higher Education participant)	Higher Education Participant Response	Comments
What educational services does your institution provide for Latino students?		
How is your institution meeting the academic needs of your Latino students?		
How is your institution preparing your Latino students to pass coursework?		
How is your institution preparing your Latino students to graduate?		
How is your staff meeting the academic needs of your Latino students?		
How is your staff preparing your Latino students to pass coursework?		
How is your staff preparing your Latino students to graduate?		
How is your teaching staff meeting the academic needs of your Latino students?		
How is your teaching staff preparing your Latino students to pass coursework?		
How is your teaching staff preparing your Latino students to graduate?		

For participants that have working knowledge of curriculum design in K-16 institutions:

Thank you for your participation. As my study is looking at change in curriculum design over a twenty year time period, any dates or approximate dates of policies and of any other changes that have occurred since the 1990's that you may provide will be greatly appreciated. This interview should last no longer than thirty minutes. Once again, thank you for your time.

Interview Question	Participant Response	Comments
How long would you say you have been involved in curriculum design?		
How long would you say you have been working with Latino students?		
How would you describe your role with Latino students over the years?		
If you were to compare how the curriculum has changed in K-12 since you first started in your field to now, how has it changed?		
Do you find that the curriculum in the public schools in our area is meeting the academic needs of Latino students?		
If yes, how?		
If no, what needs to change?		
Do you find that the curriculum in the public schools in our area is meeting the social needs of Latino students?		
If yes, how?		
If no, what needs to change?		
Do you find that the curriculum at the university level is meeting the academic needs of Latino students?		
If yes, how?		
If no, what needs to change?		

Do you find that the curriculum at the university level is meeting the social needs of Latino students?		
If yes, how?		
If no, what needs to change?		
Overall, how has curriculum design changed since the 1990s?		

For participants that provide educational resources for Latino students:

Interview Questions (Open-ended)	Participant Response	Comments
What policies has your institution created to meet the academic needs of Latino students?		
What polices has your institution implemented to meet the academic needs of Latino students?		
What programs does your institution implement to prepare Latino students to pass coursework?		
What programs has your institution implemented to prepare Latino students to graduate?		
How effective would you say these policies and programs are?		
Which program does your institution promote that is the most effective in meeting the academic needs of Latino students? How?		
To what extent has Arkansas's English-only law impacted the academic needs of Latino language minority students?		
How has Arkansas responded to the diverse and growing Latino population, specifically the educational resources for Latino students in k-16?		
What educational resources exist for Latino migrant workers and their families?		

How do the educational opportunities for children of migrant workers look like?		
How would you describe Arkansas' infrastructure for the creation and implementation of educational resources for Latinos?		
How would you compare the educational resources available in NWA to the resources available in the rest of the state?		

Appendix G: Research Compliance Approval

Office of Research Compliance
Institutional Review Board

September 12, 2014

MEMORANDUM

TO:	Abra Garcia Mont Freddie Bowles
FROM:	Ro Windwalker IRB Coordinator
RE:	New Protocol Approval
IRB Protocol #:	14-09-071
Protocol Title:	*The Impact of Latino Growth on Educational Institutions in Northwest Arkansas from 1990-2010: Two Decades of Change in Curriculum Design, Educational Resources and Services for Latino Students*
Review Type:	☒ EXEMPT ☐ EXPEDITED ☐ FULL IRB
Approved Project Period:	Start Date: 09/12/2014 Expiration Date: 09/11/2015

Your protocol has been approved by the IRB. Protocols are approved for a maximum period of one year. If you wish to continue the project past the approved project period (see above), you must submit a request, using the form *Continuing Review for IRB Approved Projects*, prior to the expiration date. This form is available from the IRB Coordinator or on the Research Compliance website (http://vpred.uark.edu/210.php). As a courtesy, you will be sent a reminder two months in advance of that date. However, failure to receive a reminder does not negate your obligation to make the request in sufficient time for review and approval. Federal regulations prohibit retroactive approval of continuation. Failure to receive approval to continue the project prior to the expiration date will result in Termination of the protocol approval. The IRB Coordinator can give you guidance on submission times.

This protocol has been approved for 5 participants. If you wish to make any modifications in the approved protocol, including enrolling more than this number, you must seek approval prior to implementing those changes. All modifications should be requested in writing (email is acceptable) and must provide sufficient detail to assess the impact of the change.

If you have questions or need any assistance from the IRB, please contact me at 210 Administration Building, 5-2208, or irb@uark.edu.