

Immigration's Impact on Education:

How Immigration Impacted Public Policy, School Districts and

High School Curriculum in Southern Arizona

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List of Abbreviations and Acronyms

ACCRS	Arizona College and Career Ready Standards
AZELLA	Arizona English Language Learner Assessment
ELL	English Language Learners
ESEA	Elementary Secondary Education
ESL	English as a Second Language
OELAS	Office of English Language Acquisition
NCLB	No Child Left Behind Act
SEI	Structured English Immersion
TBE	Transitional Bilingual Education

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Introduction

As the world becomes more integrated and globalized, the migration of people has become a topic of international importance. The movement of people has been a cause of international conflict, and has led to a surge in transnational awareness of humanitarian conflicts. Both the causes and the effects of human migration introduce a variety of global debates. One of the pertinent debates about immigration is centered on understanding how immigrant populations affect the communities into which they are moving. In a world where everyone, and everything, is becoming more integrated, it is more important than ever to acknowledge how communities are developing and cultures are changing, because of immigration.

An influx in immigration into an area has numerous political, economic and social impacts. New residents need employment, some form of shelter, and other basic necessities. They also have impacts on the government, in terms of citizenship and aid. When a large number of immigrants arrive from a foreign-speaking country, the challenges of assimilating these individuals are multiplied. Some of these challenges include cultural and social barriers between the immigrants and their new community. Additionally, if children are immigrating and choose to continue their education, they need to be integrated into an entirely new academic system. Having non-native English speaking students in schools introduces the challenges of assimilating them into the culture of the schools, and the student bodies of schools.

The link between immigration and school curriculum highlights one of the main burdens that immigration has on a community, from both financial and a cultural perspectives. In order to understand the impacts that immigrant students are having on schools, it is important to see what programs are being implemented for immigrant students, such as English language programs, and cultural assimilation programs. In addition, it is vital to see what programs are being created, but might not reaching their potential success rates, and why. The cost of creating new programs, hiring new teachers, and teaching alternative courses are specific examples of how a large foreign population will impact a school, and often force administration to make tough choices regarding the allocation of funds. Furthermore, if the schools are not implementing any programs, it is important to see how the schools and the non-native students are being impacted.

A connection between underperforming schools and a high immigrant student population could explain changes in a school's funding or success rates. Some ways to measure that would be analyzing factors such as changes in funding, and graduation rates, however this paper does not address any specific success rates of schools. If foreign students as a population, are not receiving the individualized attention they need to succeed, that poses a huge challenge for the schools and the states that the schools are in. If students who have immigrated are falling behind in schools, there are consequences felt in the community, in the state and in the nation. Examples of potential consequences include an increase in unemployment, crime and poverty.

In the United States, all publically funded schools are expected to certain follow statewide and nationwide testing. (Wallace) Each state has specific statewide exams that all public school students take. The results of these exams are used to assess the performance of the school. The pass/fail rates of these exams are a reflection of the education at the school. Therefore, it is the school's responsibility to ensure that students are getting the guidance and assistance they need to perform at the expected level, regardless of their background.

In 1982, a very controversial immigration case, *Plyler vs. Doe* (1982) was brought to the Supreme Court. The Supreme Court ruled that illegal alien students had the right to enroll in public schools in the United States, at the taxpayers' expense. This meant that every child who immigrates to the United States has the right to attend public school and get an education. Originally, the financial burden of these students was minimal. As immigration continues to occur there are growing costs for school districts to develop new programs, possibly without making any impactful difference. In addition the schools face rising operational costs, and as more students are enrolled in schools, there is a growing need for more schools to be built. (Olivas)

These challenges are important to discuss in Arizona for many reasons. The United States – Mexico border along the southern United States is one of the most popular international borders for immigrants to cross. In 2014, the number of children crossing this international border was estimated to reach almost 100,000 individuals. (Bosu) In addition, almost 50,000 mostly unaccompanied immigrant

students were expected to be enrolled in schools across the United States last August. (Lee) A report from the Federation for American Immigration Reform detailed that over \$12 billion dollars was spent in Arizona alone, on issues regarding illegal immigration. (Springer) Much of this funding went towards government services such as healthcare and K-12 education, which taxpayers pay for.

As an influx of new students enter these schools every year, school administrators are forced to address how to assimilate non-native English speaking students. This is important because of the unique challenges that these students face, compared to native English speaking students, or students born in the United States. One of the main challenges school administrators face when dealing with a large volume of foreign-born students, especially near the Mexico-Arizona border, is the language barrier. Students who have only an elementary understanding of English pose a complex problem to schools. The schools are expected to continue to implement state and national policies, however those policies and exams are generally written for English speaking students.

This research is important because it highlights what policy makers and schools are doing in Southern Arizona to accommodate new students, and will also explain what is not being done, and why progress is not being made. There is research that details the financial burdens and the political impacts of immigration. However, there is not much research about specifically what academic programs have been introduced, or what may be challenges the programs face when they are being implemented. Even more importantly, there is limited information about how

the school curriculum has been altered because of the demographic change in the schools' student bodies. Understanding what initiatives schools have taken to address these issues, and what may be hindering the programs could provide insight to other schools facing similar cultural challenges, and could highlight gaps in what the government should be doing to be more impactful.

This paper will focus on analysis of census data and discussion of court cases regarding academia in both nation-wide and Arizona specific cases. Additionally, a study on national and Arizona trends in school curricula will be conducted to provide insight into how school curriculum has changed in schools impacted by immigration. Research on individual schools, and discussions with school administrators will shed more light onto what the statewide school policy programs aim to address, and whether or not they have been effective.

This research seeks to understand what impact immigration is having on high school curriculum, and what is affecting programs aimed at helping educate non- native English speaking students in public high schools. Four counties in Southern Arizona will be used as a case study: Cochise County, Pima County, Santa Cruz County and Yuma County. All of these counties are located on the international border of Mexico and the United States. These counties have experienced an influx of immigration, and have a large foreign-speaking population, as discussed later in the paper. While there are many debates about immigration and the social impacts, this thesis will focus solely on how high school curriculum and education has changed over the past few years because of the changing composition of the schools'

student body. This research seeks to understand the impediments that education of immigrant children and the schools hosting them are encountering, which is leading to less than stellar results in Arizona education. By discussing specific court cases, researching national and state standards, analyzing census data and discussing academic trends, this thesis intends to shed light upon how school curriculum has changed as a result of the increase in immigration, and what factors may be affecting the success of the programs.

Literature Review

The impact of immigration in the United States has long been debated for political and socio-economic reasons. Every year about 65,000 immigrant students graduate from high schools and enter the workforce, or look into continuing their education, in the United States. (Sheehy) Countless studies have analyzed the impact of the hundreds of thousands of immigrant students who have graduated over the years and faced social and political predicaments. However, there are few studies that have discussed the impact these students have had on public education on a high school level.

This research aims to understand how immigration has impacted school policies and curriculum in high school, and why the programs may be ineffective. It will focus on the four major counties listed earlier in Southern Arizona, where immigration has been a notable social issue for the past few decades. This project focuses specifically on the introduction of national and state programs designed to culturally assimilate foreign students, and what is making policies made to address the changing composition of the student body arguably ineffective. In order to come to a conclusive understanding of the impacts immigration has had on the education systems I will be using a combination of literary sources, recent news articles and court documents. These tools will highlight how schools are reacting and addressing the changing composition of their student body. This research will focus on policies introduced in the past fifty years, in order to understand how schools are addressing the influx of immigrated students, specifically in the twenty-first century.

Recently introduced policies from the past fifteen years that were intended to integrate foreign students and address rising immigration populations in schools will be discussed. This literature review analyzes numerous sources that pertain to the topic, and background information beneficial to the research. I have categorized the following works in two main sections: immigration (social and cultural issues) and education policies (national and state). While the two separate topics present different ways to understand immigration's impact on education, they all contribute to my central research and provide details important to consider in formulating a well-rounded thesis.

Immigration:

An influx in immigration leads to an increase in unique cultural and societal challenges, for both the immigrant and the community in which they are arriving. One source that provides information on immigrants and these challenges is the book U.S. Immigration and Education: Cultural and Policy Issues Across the Lifespan, by Elena Grigorenko. Grigorenko analyzes how immigrant students, especially "English Second Language" learners, are misrepresented in national studies. Because of the cultural and language barriers they face, foreign students are often disregarded as being unintelligent. Foremost, she discusses the challenges of acculturation while learning a new language, and still having to learn new academic content. This source contributes to the research because it provides a new perspective on some of the psychological barriers that immigrant students' face.

Because I plan on analyzing what new policies were introduced, it is important I understand any limitations that these programs may have, based on their audience. Chapters 12 and 13 of the book (“Age and Second Language Acquisition Among Immigrants” and “Bilingual Language Development and Academic Achievement Among Language Minority Students,” respectively) apply to my research topic, but not specifically to Arizona.

Another source that was really beneficial was an academic article called *Issues in Teacher Education: International Issues, High-Stakes Testing and Border Pedagogy*, by Timothy Cashman and Benjamin McDermott. Their research focused on one particular high school that was located on the United States – Mexico border. Despite the fact that it focused on such a small and targeted sample (one high school in Texas), their research on border pedagogy and the affects it had on a high school could provide unique parallels to the historical analysis on court cases that I will conduct. This source is contributing to my research because the theory of border pedagogy could potentially play a huge role in what results I find. It is important I understand different theories and arguments for the social and educational impact of immigration because that could affect the public school system policies in Arizona.

Part of the changing structure of public education is a reflection of other economic and social issues that an area is facing. In a Time magazine article “Arizona’s Great Divide” by Nathan Thornburgh, Thornburgh highlights the impact Arizona’s debt is having on education. The article focuses on the economic

challenges that Arizona faced in 2011, and discusses the impacts the economy had on issues such as education, immigration and cultural identity issues. The article is very relevant to my thesis because it shows how interconnected economics and academics are. Thornburgh highlights the “three core problems” that Arizona is facing: immigration, healthcare and education. Thornburgh discusses the connection between addressing the immigration debate and improving education. The article parallels some of the ideas my project is looking to discuss, such as what has been done in education and to what extent immigration may have initiated the change.

In addition, a source that provides insight into the challenges of educating immigrants is Immigration and Education: The Crisis and the Opportunities, by David Stewart. This volume focuses on the challenge of educating the ever-larger number of immigrants who face unique challenges compared to native-born Americans. Coupled with diminishing resources, immigrants require more programs to “catch up” academically to American students, but many times their needs are neglected. Stewart focuses on the gap between the federal government’s immigration policies and education initiatives on federal, state and local levels. His book will contribute to my project because it reflects different national initiatives, and discusses how new federal policies are impacting state involvement.

Education Policies:

In 2001, the No Child Left Behind Act (NCLB) was passed, which dramatically changed the face of education in America. This was a huge national movement that initiated standardized testing, but allowed state governments to set their own goals and individualize state-level standards. To understand how immigration has impacted education it is incredibly significant that I look at what national policies have been put into place, and why. One detailed source I found that shows the history and purpose of the NCLB is called No Child Left Behind and Other Federal Programs for Urban School Districts. While this particular book does not only focus on Arizona, it shows some comparisons between how Arizona has implemented academic standards in relation to other states. It discusses different measurement strategies of state standards and some of the limitations of how states measure success, especially given diverse student bodies. This book does not provide a complete understanding of the law, but it is important to see how different states have applied national education policies to their education systems, and the impact that might be having on state-level initiatives.

In 1992, a case was brought to the United States Supreme Court, that challenged that school districts in Nogales, a town that borders Mexico, were not spending enough money on English Second Language programs. The case is known as *Flores vs. Arizona*. As detailed later in this paper, the state of Arizona won the case, however the case did lead to national awareness and an increase in funding for these types of programs. Today, the case is still discussed and continues to provide

much insight to issues that Arizona's education system face. Debates on U.S. Immigration discusses this case and others similar to it. The book is beneficial because it highlights cases similar to these, and the resulting programs that were implemented. The authors also described the complications with assessing English Second Language programs in comparison to typical assessment standards in place because the students are at a more prominent disadvantage. Chapter 29, entitled "English Instruction in the Classroom" is focused on education and debates on English instruction in schools. Something I really appreciated about this source were the counterarguments about assimilation, based on the argument regarding the dangers of monoculturalism. This offered a well-rounded perspective to the challenges that immigrants, and the entire society, face in terms of integration and potential consequences. The information contributes to my research because I have a better understanding of past court cases that have happened, and what consequently followed in terms of funding, or heightened attention to these types of programs.

Arizona is consistently ranked at the bottom of national rankings for both public spending on education and educational assessments. Along with a lagging education system, Arizona has also proven to make only minor advancements in terms of closing the achievement gaps for English Language Learners (ELL), especially in comparison to other states. "The Education of English Language Learners in Arizona: A Legacy of Persisting Achievement Gaps in a Restrictive Language Policy Climate" is a study that showed the lack of progress in achievement gaps in Arizona schools. This study was really interesting because it highlights some

of the issues that many of these programs intend to address, but do so unsuccessfully. The study also provided some conclusive theories on how Arizona could improve their programs, and what is holding them back from having their students excel. This research contributes to my study because it provides some insight into the impact that programs have had on the achievement gaps in education in Arizona, however the research is a little outdated. This document exposes some of the limitations to different arguments, which is significant.

Proposition 203 was an Arizona state-wide initiative in 2000 to slowly cut bilingual programs throughout the state, and replace them with a “Structured English Immersion” program, which are classes taught solely in English. Amy Markos, in her article “Mandated To Learn, Guided To Reflect: Pre-Service Teachers' Evolving Understanding Of English Language Learners,” researched the limitations of teaching foreign immigrants in “predominantly English” class settings. Her study was based on mandatory ELL programs, which used to address linguistic diversity. She also divulges into the training, or lack thereof, that many teachers involved in these programs receive. Her study contributes to my project because it highlights the lack in understanding that teachers face when it comes to working with a diverse student body.

In Implementing Educational Language Policy in Arizona: Legal, Historical and Current Practices in SEI, Christian Faltis and Beatriz Arias discuss the limitations of Structured English Immersion (SEI) classes. The Structured English Immersion model, they argue, completely segregates English learners for hours

everyday from native English speakers, which impacts academic content in the long term. This book criticizes Proposition 203 for discriminatory practices, which highlights a legal challenge to the program. Also, SEI programs are generic frameworks for teaching students, regardless of an individual's language proficiency or intelligence. This book provides insight to how the government has involved itself in academics because of immigration and many of the limitations of generalized programs.

Part of Arizona's controversial reputation lies in its consistent immigration debate, filled with passionate parties on both sides. One article that examines this from an academic perspective was "(Re)conceptualizing and (Re)evaluating Language Policies for English Language Learners: the case of Arizona" by Cecilia Rios-Aguilar and Patricia Ga'ndara. Their article interested me because it discussed the "English-only" language policy of an English-only instructional program called English Language Development. While this is not specifically on the public education level, it is important to understand what programs and attitudes are in place across the state because they might have implications on the educational level.

Another interesting interpretation of Arizona's current policies is the "Conflicts Between State Policy and School Practice: Learning from Arizona's Experience with High School Exam Policies" report published by the Center on Education Policy. The report focuses on what policies are implemented on a state-level for English Language Learners and at-risk students. The English language Learners is the population that this paper focuses on. The report challenges the data

to see what factors impact the effectiveness of implementation of state-policies that are designed to help close the achievement gap based on the previously mentioned audiences. This report contributes to my research because the holes in the policies that it acknowledges could help guide future policy makers. The historical perspectives will allow me to gain a better understanding of how academic policy has developed in the past, and why.

This research is not meant to provide a complete understanding of Arizona's educational policies that resulted from immigration. Instead, this literature review is supposed to provide varied perspectives of what information already exists, and the significant role that immigration is playing on education, not only on a national level but specifically in Arizona. Clearly, new policies have been implemented, but it is important to see how and why they came to be, and what their intentions with the policies were. The above sources will help provide a balanced and well-rounded perspective for what policies and initiatives have been implemented and possible alternative theories. Additionally, this information will help guide me and give me the opportunity to conclude more targeted questions and explications from my field research.

Presentation of Census Data

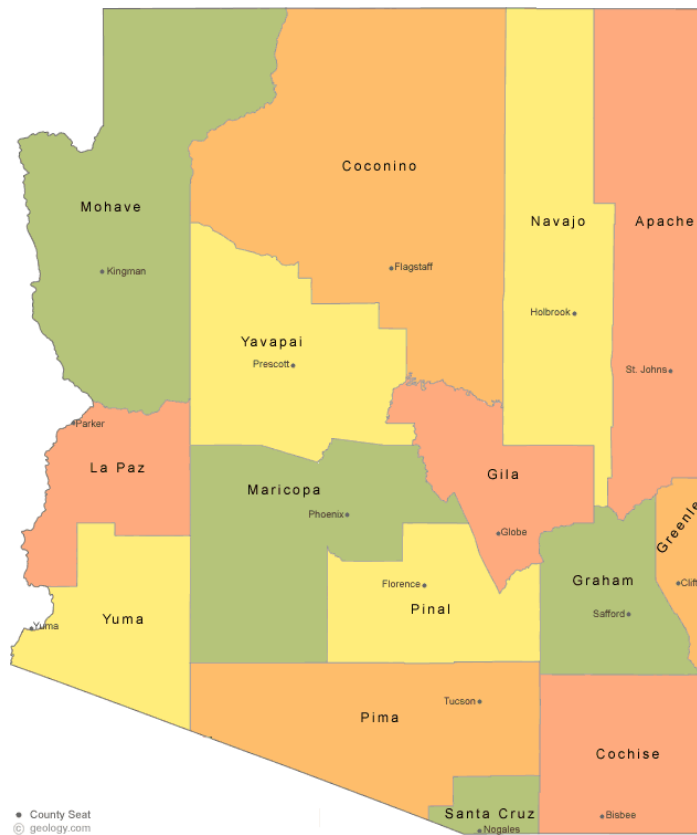
Every ten years in the United States the national census is conducted to gather information about specific states, counties, and communities. The census survey, conducted by the United States Census Bureau, provides information about the American people and the economy. While the census is primarily used for political and economic reasons, the type of information that it provides offers valuable insight into the demographic make up of communities. In addition to statistics about gender, age, and income, the census details data such as ethnicity, languages spoken at home, and education.

The census data below sheds light on demographic diversity, and changes over time in Arizona and the United States. By analyzing the changes in certain data from the 2000 census to the 2010 census, we will be able to see changes in the United States and within the state of Arizona. This will highlight how specific demographics have been altered, and offer insight into what issues need to be addressed.

Furthermore, the census is important to this study because it allows comparisons of data between individual counties. Counties that have a higher population of Latino or Hispanic individuals are more likely to have more diversified communities. Those demographics are typically also reflected in the student bodies of schools in the community. By creating data tables of related information, the census data can be analyzed from different perspectives. Included in this analysis

are comparisons on the changing population, ethnicity, languages spoken and citizenship. The analysis compares the data for Arizona and the United States, and when applicable, the four southern counties this research focuses on. Those four counties are Pima County, Santa Cruz County, Cochise County and Yuma County. The four counties are shown on Map 1.

Map 1. Arizona Counties



For the past few years, Arizona has been consistently ranked one of the fastest growing states in America. In 2007, a population explosion, as described by a Forbes study, ranked four of the top ten fastest-growing cities in Maricopa County in Arizona. In 2000, Arizona was ranked twentieth in the nation in terms of size of

population. In ten years, Arizona experienced a population increase of 24.6%, raising it's ranking to the sixteenth most populated state in 2010. Table 1 shows the population growth Arizona experienced in three intervals, and highlights how they are related to the growth of the United States population.

Table 1. Population in Arizona and the United States between 2000 -2014

	Population in 2000	Percentage of United States Population	Population in 2010	Percentage of United States Population in 2010	Population in 2014	Percentage of the United States Population in 2014
Arizona	5,130,632	1.82%	6,392,310	2.07%	6,731,484	2.12%
United States	281,421,906	N/A	308,758,105	N/A	318,857,056	

¹United States Census Bureau. "Population Data." census.gov. Oct. 2000 and 2010. Web. 2015.

In addition to discussing Arizona population growth, the census breaks down demographics by counties. As previously noted, Arizona experienced rapid growth during the beginning of the twenty-first century. The four counties we are discussing may not have experienced as much growth as the rest of the state, or the country, however it is important to see how populations have changed over time.

Population can be impacted by a variety of factors including new opportunities, the standard of living, migration and most importantly for this paper, immigration. The population of these counties is important for numerous reasons, especially when discussing immigration. Based on Table 2, the counties that we are focusing on all experienced an increase in population growth, however there was a decrease in the percentage of Arizona population they represented, from 2000 to 2010. As previously described, Arizona experienced such large population growth throughout the state. The decrease in percentage can be explained by the fact that the population growth in those counties was at a smaller ratio, compared to the increase in population in other parts of the state. The census data highlights not only how populations have changed, but also the demographic make up of different areas. By comparing the same type of data over time, we are able to see changes in demographics and trends of areas.

Table 2. Population in Arizona Counties Between 2000-2013

	Population in 2000	Percentage of Arizona Population	Population in 2010	Percentage of Arizona Population	Population in 2013	Percentage of Arizona Population
Pima County, AZ	843,746	16.44%	980,263	15.33%	996,554	15.02%
Santa Cruz County, AZ	38,381	0.75%	47,420	0.74%	46,768	0.71%
Yuma County, AZ	160,026	3.12%	195,751	3.07%	201,201	3.03%
Cochise County, AZ	110,047	2.32%	131,346	2.05%	129,473	1.95%
Total of the four counties	1,152,200	22.63%	1,354,780	21.19%	1,373,996	20.71%

²United States Census Bureau. "Population Data in Arizona." census.gov. Oct. 2000 and 2010. Web. 2015.

This paper aims to understand what new education programs have been implemented, which target foreign students. The demographics of the counties reflect the diversified student bodies of the schools. Table 3 details the populations of the United States, Arizona and the counties based on the population of people who identified as Hispanic or Latino, and those who did not. The graph highlights two main factors that apply to this research: the change in Hispanic/Latino populations from 2000 to 2010 and the comparison between the state statistics, and the southernmost counties.

Table 3. Population By Ethnicity As a Percentage of Total Population

	Hispanic or Latino Population (2000 Census)	Hispanic or Latino Population as a Percentage (2000 Census)	Non Hispanic or Latino Population (2000 Census)	Non Hispanic or Latino Population as a Percentage (2000 Census)	Hispanic or Latino Population (2010 Census)	Hispanic or Latino Population as a Percentage (2010 Census)	Non Hispanic or Latino (2010 Census)	Non Hispanic or Latino as a Percentage (2010 Census)
Arizona	1,295,617	25.3%	3,835,015	74.7%	1,895,149	29.74%	4,496,868	70.35%
Pima County, AZ	247,578	29.3%	596,168	70.7%	338,802	34.56%	641,461	65.44%
Santa Cruz County, AZ	31,005	80.8%	7,376	19.2%	39,273	82.82%	8,147	17.18%
Yuma County, AZ	80,772	50.5%	79,254	49.5%	116,912	59.73%	78,839	40.27%
Cochise County, AZ	36,134	30.69%	81,621	69.32%	42,543	32.39%	88,805	67.61%

³United States Census Bureau. "Population Data." census.gov. Oct. 2000 and 2010. Web. 2015.

As Table 3 shows, from 2000 to 2010, there were notable changes between the Hispanic and Latino populations, and those who identified as non-Hispanic and Latino. Based on the 2000 census, over one quarter of the population in Arizona identified as Hispanic or Latino. By 2010, that number had risen to thirty percent of the population. All four of the southern counties paralleled a similar increase. Yuma County had almost a ten percent increase in the population of people who identified as Hispanic or Latino. While the numerical increases are important to see, the percentage shows how the Hispanic and Latino population has grown, in comparison to the population growth in the state.

Comparatively, it is significant to note the differences between the state statistics, and those of the four counties. The census data shows a large fluctuation in the percentage of people who identify as Hispanic or Latino in the four counties. There are many explanations for these differences. Pima County, geographically, is much larger, and has significantly more people than the other three counties. As seen on Map 1, Yuma County, comparatively, encompasses a larger area that has land more northwest in Arizona, than Santa Cruz County. The fact that Yuma County has cities farther away from the international border in Arizona will impact the diversity of the county. In contrast, Santa Cruz County is a much smaller county located on the border of Arizona and Mexico. Given the proximity to the international border and the size of the county, one can observe that there is going to be less diversity in that sample.

All of these aforementioned reasons are why it is significant to discuss numerous counties in Arizona, and analyze the census data for each individual county, not just the state. While this data can provide insight into the ethnic make up of the populations, there are some limitations worth noting. An individual may identify as Hispanic or Latino with a variety of roots and not be an immigrant. There is also no breakdown of the age of the populations by specific ethnicities, so there is no numerical data on how many of those who do identify as Hispanic or Latino are in the public education system. Another limitation is that this data does not offer insight into any language barriers. One cannot assume that because someone identifies as a certain ethnicity, that they face any cultural or language barriers. This data specifically shows the Hispanic and Latino populations as they grew between the 2000 and 2010 census.

One of the most useful aspects of the census is the data it provides regarding language. The census depicts what languages are spoken in different areas, in order to help government agencies and businesses in that area. For the purpose of this research, the census data that was most appropriate was the information regarding languages that were spoken at home. The census survey asked people specifically what language or languages are spoken at home. Languages that may have been used outside the home, or an understanding of language that was limited to a few expressions, were not included.

Table 4 compares the number of homes that have English as the primary language versus Spanish as the primary language. The table shows how language

use changed between the 2000 and 2010 census. There is a notable increase in the percentage of Spanish speaking homes in the United States, Arizona, and three of the four counties.

Table 4. Language Spoken At Home Based on Population 5 Years or Older

	Only English Spoken at Home (2000)	Only English Spoken at Home as a Percentage (2000)	Only Spanish Spoken at Home (2000)	Only Spanish Spoken at Home as a Percentage (2000)	Only English Spoken at Home (2010)	Only English Spoken at Home as a Percentage (2010)	Only Spanish Spoken at Home (2010)	Only Spanish Spoken at Home as a Percentage (2010)
United States	215,423,557	82.11%	28,101,052	10.71%	225,488,799	79.86%	34,547,077	13.77%
Arizona	3,523,487	74.14%	927,395	19.53%	4,216,116	72.15%	1,267,440	21.69%
Pima County, AZ	572,101	72.53%	179,591	22.77%	647,092	71.82%	210,787	23.41%
Santa Cruz County, AZ	6,848	19.46%	27,956	79.46%	8,135	18.93%	34,481	80.03%
Yuma County, AZ	80,375	54.45%	64,197	43.54%	87,342	49.78%	84,422	48.12%
Cochise County, AZ	77,529	70.45%	27,750	25.22%	88,289	73.05%	28,290	23.41%

⁴United States Census Bureau. "Population Data." census.gov. Oct. 2000 and 2010. Web. 2015.

Table 4 presents an abundance of interesting information about languages spoken in Arizona. There is a notable decrease in Arizona and the counties, in the

percentage of households that only spoke English from 2000 to 2010. This could be explained by numerous factors. One of the most plausible explanations would be the increasingly globalized nature of society. As more households become culturally or ethnically mixed, fewer households only speak one language. Especially in a state with so much cultural diversity, there is less likelihood that a household would speak only English. In contrast, the percentage of households that only speak Spanish did increase, however not significantly. The growth in the number of households that only spoke Spanish, in relation to the growth in the population, was minor.

Surprisingly, Cochise County actually had a decline in the number of households that only speak Spanish. This could be attributed to more multilingual households, as previously stated. Multilingual households are not accounted for on this table. Another explanation could be the introduction of programs to help assimilate foreign populations both in schools and in the communities. These programs are sometimes aimed specifically at language, which would affect the ratio of households that only speak one language.

The data in Table 4 is especially important to understanding the composition of student body's at different high schools near the border. Immersion programs at the public high school level need to account for the specific challenges that foreign students face. A community that has almost a quarter or more of the residents speaking only Spanish is going to have a larger number of students who speak Spanish, and may not have access to learning English outside of school programs. As

shown on the table, Santa Cruz County has a population where over 80% of the households only speak Spanish. The students at those schools face differing challenges to students living in multilingual households.

Additionally, there are limitations to this table. The census only surveys individuals who are five years and older. The data provided does not account for households that speak more than one language, or are bilingual in English and Spanish. People who live in group homes or temporary housing are not considered as part of the surveys on households. Anyone who may live in those places, or who did so during the time of the survey, was not considered. The table does not account for any understanding of other languages, and solely focuses on English and Spanish. While other census data regarding languages is available, the table only focuses on English and Spanish because of the nature of this study on academic programs aimed at native Spanish speaking students.

The census also provides a breakdown of citizenship in Arizona, and the counties based on where individuals are born. This data is beneficial to the research because a population with a high percentage of foreign-born people has different needs than a community that is monoculture. While the estimates for the number of illegal immigrants vary, one study on the census stated that in July 2011 over 11.5 million undocumented immigrants were living in the United States. The census does not necessarily account for undocumented immigrants, but Table 5 shows the differences between native citizens, and naturalized citizens.

Table 5 does not specifically identify where the foreign-born citizens are from, but it does show important comparisons. The percentage of the foreign-born population in the United States is three times lower than that same statistic for Santa Cruz County. While the population sampling is much smaller for Santa Cruz County, the difference is staggering. The state of Arizona also has a much higher percentage of foreign-born individuals who are not U.S. citizens. This can be a function of having a much higher percentage of recent immigrants. The table does not account for any type of temporary documentation for immigrants, such as work visas or travel visas. It also does not show the financial cost or how long it takes to obtain citizenship, which may differ by state.

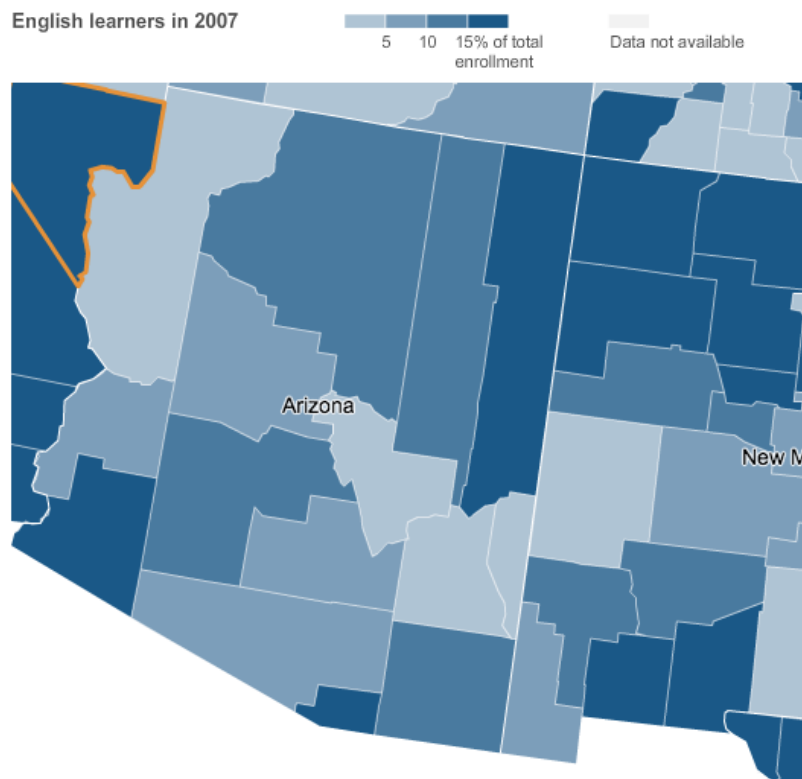
Table 5. Population in Arizona, 2010 Census Data

	Born in the United States	Foreign Born Population	Foreign Born: Naturalized U.S. Citizen	Foreign Born: Not a U.S. Citizen
United States	87.0%	13.0%	45.8%	54.2%
Arizona	86.6%	13.4%	38.4%	61.6%
Pima County	87.2%	12.8%	44.6%	55.4%
Santa Cruz County	66.1%	33.9%	55.3%	44.7%
Yuma County	74.3%	25.7%	36.6%	63.4%
Cochise County	88.3%	11.7%	46.5%	53.5%

⁵United States Census Bureau. "Population in Arizona." census.gov. Oct. 2000 and 2010. Web. 2015.

In 2011, the New York Times published an interactive map that showed the total enrollment of English language learning students during the 2007 academic year, by county in the United States. According to the interactive map, Yuma County and Santa Cruz County had the two highest percentages of English Language Learners in the state of Arizona. (Park) In Yuma County 26.5%, and in Santa Cruz County 30.7%, of the respective county's public school enrollment was English language students. This map highlights the significance of the issue in counties that sit along the international border. The largest bordering country, Pima County, had the seventh highest percentage of English language learners in the state. Notably, Pima County enrolls over 140,000 more students than Santa Cruz County, and Pima County is almost ten times larger in square miles. The size comparison could explain the difference in English language learner enrollment because Pima County represents a much larger area and population.

Map 2. English Learners in 2007



2. Sources: National Clearinghouse for English Language Acquisition and Language Instruction Educational Programs

While the United States census provides an abundance of information about demographics, there are numerous limitations of this data. Even though this study is being conducted in 2015, the most recent census data currently available is only 2010. In addition to census data from 2010, it is important to discuss data from more recent studies. There are no other surveys in the United States that equate to the census, both in regards to the depth of the information, and the expansiveness of the area, and population, surveyed.

Additionally, data has a margin of error associated with it, which is not accounted for in these graphs. Some of the information provided by the census does include a +/- margin to account for error, however those numbers were not included in this research.

Another limitation with census data that is especially applicable to this topic is the population being surveyed. In 2010, the United States had the highest percentage of population participation in the history of the census, with almost 75% of households taking part, and returning, the completed surveys. In addition to the mailed out surveys, there are also census workers who survey areas, which increases the accuracy of the data. Additionally, the census data relies on self-reporting, which bases all of this information on the honesty of the people responding. If citizens identify themselves one way, or respond inaccurately, the census data will be affected.

One final limitation with the census data is the ever-changing composition of different counties as states. The population of different communities changes on such a rapid scale. Births, deaths, migration, and natural disasters can all impact demographics. The changes in the past five years within the counties and the state of Arizona could offer insight into differing trends regarding immigration or cultural diversity in communities. Unfortunately, the expanse of the census means that the data is only collected every ten years. Despite these limitations, the census provides data on trends and growth within the counties and the state of Arizona.

Analyses of Education and Immigration Court Cases

The issues regarding the immersion and curriculum of immigrant children entering the United States public education are not new challenges. Since the early 19th century, immigrants have constituted a large part of the foundation of the country's population. Before the 1960's, immigrant children who did not speak English were written off as less intelligent, and often faced neglect in the classroom. In addition, as immigration continued to grow, many native-born children raised by foreign parents, were often brought up speaking different languages at home. Expectations for children to stay in school were minimal because the demands of working and supporting one's family, prevailed over the importance finishing one's education.

In the mid 1960's there was a large shift in the mindset regarding immigrant children and education. With a growing influx of refugees and immigrants from Spanish speaking areas in Central America and the Caribbean such as Cuba, Mexico and Puerto Rico, Congress was forced to address the cultural diversity in the classroom. For almost 100 years prior to the 1960's, the United States had many states with "English only" schooling laws. The first federal law to address the foreign language problem in schools was the Bilingual Education Act, passed by Congress in 1968. The act was intended to prevent foreign-speaking children from being disadvantaged in the classroom by helping children become fully literate in English. The process of teaching foreign students English was meant to be an immersive process. Their native language was to be predominantly used in academic settings

with English integrated, until the students were fully English literate. After three years of progressive English language learning, the student was believed to be fully immersed, and on the same academic level as peers of the same age. The bill was intended for all foreign language students, but has only prevailed among the Spanish-speaking population, because of the extensive and in-depth language assimilation the programs provided. (Tichenor) This style of teaching became known as Transitional Bilingual Education (TBE).

Surprisingly, a 1994 report by the Massachusetts Bilingual Education Commission found no substantial data that supports or negates the TBE system, based on academic success and graduation rates. While it is evident that much preparation goes into developing such programs, especially to develop a program for each academic level, there is no available data that depicts how effective the programs have been over the years. The contrasting argument to the TBE system was the idea of intensive English language immersion, known as English Second Language (ESL) programs.

One of the first court cases in the United States that addressed the issue of bilingual education was the *Lau vs. Nichols* case in 1974 in San Francisco. A Chinese immigrant student claimed he was disadvantaged and was not receiving adequate help in school because he did not speak English. The unequal educational opportunities for Chinese speaking students was a violation of Title VI of the Civil Rights Act of 1964, which banned education discrimination based on national origin. The Supreme Court sided with Lau, and claimed that language based discrimination

was a form of discrimination based on someone's origin. The case has become an example for many discriminatory cases in academics because it ordered that school districts must take appropriate action in order to assist students who are not native English speakers. School districts are responsible for preventing foreign students from facing educational barriers associated with not understanding the language that classes are being taught in. This case is particularly interesting because it set the precedent that the districts were responsible for foreign students who might face language or cultural barriers.

A few years later, a prominent court case shed light on the effectiveness of the ESL programs. The case was known as *Castañeda v. Picard*; it addressed many of the same issues that Lau brought to the court. The 1978 case was brought to court by a Mexican immigrant father against a school in Southern Texas. He argued on behalf of his two children, claiming the school was racially profiling his children and segregating them in the school. The premise of the case was that the school district had not established sufficient bilingual education programs, allowing foreign students to continue to be disadvantaged. While the state court originally ruled with the school district because no constitutional rights were violated, the United States Court of Appeals ruled with the Castañeda family, because there were no assessment guidelines in place. The 1981 appeal overturn of the original ruling paved the way for measures to be implemented to judge the success of programs.

As a result of the original ruling, the Equal Education Act of 1974 was created. It states that there would be a three-part assessment for bilingual education

programs to ensure they were adequate. The criteria for the assessment includes that it must be “based on sound educational theory”, be “implemented effectively with resources for personnel, instructional materials, and space,” and after a designated amount of time, the program must be proven effective in overcoming any language barriers. (The Future of The Equal)

In the 1990's a large movement nationally occurred to help introduce academic standards and hold educational systems accountable for the progress of the students. While the specific guidelines and standards were dependent on the individual states, almost all states increased funding for public education. The majority of this funding was specifically focusing on teacher training, curriculum development and assessment standards. Many of these initiatives ended up benefiting English language programs for foreign students. As statewide testing became the norm, state governments were able to identify schools that were underperforming, and provide financial and academic assistance to those school districts.

In 2000, the state of Texas said that students of African American and Spanish-speaking descent were discriminated against in the math and reading tests for high school students. Texas State Standardized Tests were said to have violated the Equal Educational Act, discussed above. The case is known as *GI Forum vs Texas Education Agency*. The court found that the test was actually being used to remedy any academic inequalities and that it met academic standards, and was valid and reliable. This case is significant because it shows the legal dichotomy between the

idea of unequal opportunity through academic standards, and the way states can utilize the academic standards to help students who may be disadvantaged.

In 1981, a study entitled the *Effectiveness of Bilingual Education: A Review of Literature*, was published by the U.S. Department of Education. The study came to the conclusion that transitional bilingual education exclusively, was ineffective. It was based on groups of comparable students (same age, same attendance, same socio-economic background, etc.) who faced similar challenges and had access to equal resources, but used different programs for learning English. The results of the study were based on analyses comparing the students' outcomes in testing over a period of time. Many studies followed that showed students who were acclimated to the language through English immersion, instead of bilingual classes, reported higher confidence, and test scores. "Students experienced greater pride in becoming quickly fluent in English and no longer being segregated in a special program," the authors wrote. The study did not immediately cause change in the educational community, however it prompted an increase in support for advocates of choice regarding bilingual curriculum in academic settings.

Surprisingly, the motivation for many changes regarding state legislation came from public protests. The protests were organized by many Latino parents looking to change laws, especially in states such as California, Arizona and Massachusetts. In 1998, a parent-led protest in California made national news because students were segregated within Spanish instruction classrooms. The resulting "English for Children" referendum was passed by California voters. It

ended mandatory bilingual education and instead promoted structured English immersion programs. A few years later, Arizona passed the same referendum, with 62% of the population voting in support of the referendum.

The “English for Children” referendum is significant to education in Arizona because of the large immigrant population in Arizona schools. The proposition “prohibits instruction in any language other than English.” (Crawford) The TBE programs had to be replaced by SEI programs. The SEI programs were intended to be highly immersive, and last only one year. Controversially, the English immersion programs would segregate students based on language proficiency. This meant that students with a limited understanding of English would be taught in classrooms with other students at their same proficiency level. While the program may seem restrictive, the referendum did specify that some schools could be required to have bilingual education programs under certain circumstances. Depending on factors such as the parent booster clubs, or the school district administration, on an individualized school district basis, schools could vote on changing the programs. If enough need was proven, or parental support was raised, schools could opt to have bilingual programs. The referendum has been controversial because it is said to violate state and federal laws regarding equal opportunity. (Gonzalez) Multiple lawsuits have been filed against the states of California and Arizona, but as of right now the law is still in effect and none of the court cases against the states have won.

The state of Arizona offers an abundance of insight into the effectiveness and implementations of these types of programs because of its large immigrant population. After the passing of “English for Children,” Arizona has made large strides in the education of English Language Learning (ELL) students, and reporting data relating to their performance. Heavy financial investments into restructuring statewide standards, curriculum and teacher training programs have led to substantive changes.

One of the most noteworthy education cases that was previously mentioned, took place in the town of Nogales, Arizona, which sits on the United States – Mexico border. The case, known as *Flores vs. Arizona*, stated that the Nogales Independent School District was not spending enough money on ELL students, and on ESL programs. Statewide, there had been an increase in funding for ELL programs, and there had been notable academic progress. However, that increase in financial spending was not necessarily consistent in every school district. The plaintiff argued that the quality of the educational programs provided by the school was not a reflection of the financial investments in those programs. In 2000, a federal district judge found that Arizona’s limited spending on ELL students, despite the increase in the state spending, was actually a violation of the Equal Educational Opportunity Act.

In June 2009, 17 years after the case was first brought to the state court, the United States Supreme Court took over the case. The U.S. Supreme Court sided with the state, and overturned the ruling. The ruling of the case stated that the judgment

of an educational program was based on the quality of the programming and services, and not necessarily the financial funds spent on the programs. While the case brought light to some of the discrepancies with the ELL programs that had been created, it also allowed Arizona to showcase notable improvements in its academic achievements. Since then the state revitalized its programs through increased financial aid, and restructuring class sizes. Additionally, the state has implemented a dramatic shift in curriculum from bilingual education to structured English immersion programs, which has led to improved results. (Lewin)

Paralleling the increase in accountability for school districts and the performance of their students, Congress introduced the No Child Left Behind law in 2001. The initiative is one of the most well known, and criticized, of the United States education laws. The bill was initiated by then President George Bush, and was considered a revised version of Lyndon B. Johnson's 1965 Elementary and Secondary Education Act (ESEA). As part of his "War on Poverty" in the 1960's, Lyndon B. Johnson pushed Congress to pass the ESEA to close the achievement gap between students. The act ensured that every child in the United States would have fair and equal access to education.

The No Child Left Behind law paralleled the sentiments of the ESEA, and instituted measurable state standards to help improve public school education. In order to get federal funding, schools had to implement statewide assessments. It says that every state must prove that student progress occurs, annually. That progress was to be measured by mandated standardized exams in reading and

math, for all public school children in grades three through eight, and in high school. The premise of the bill was to use test results to highlight schools that were struggling based on demographic factors such as income and race. Then, schools could be held accountable and sanctioned for underperforming, or if necessary, shut down. The law has many flaws, however it is the only federal education law that is still a part of every state's curriculum. While there are many imperfections to where and how the standards are measured, many believe the standardized tests offer tangible statistics on how schools are performing.

In January 2015 there was a large state-wide push in Arizona by the state school superintendent Diane Douglas to opt out of nationally mandated exams. (Edwards) The concept of opting out of these tests was not a novel idea, however it did shed light on some of the challenges that the schools faced. States such as Virginia, Texas, Oklahoma and North Carolina have already limited the number of state-exams, and numerous other states are looking to pass similar propositions. The idea of eliminating the required tests from the No Child Left Behind law, was based on the impact that the results have on schools, many of which are negative. The tests are a way for the federal government to pin point schools that are underperforming, however critics argue that the tests are not an affective measure of success. The consequences of harsh penalties on schools that may be underperforming, due to a number of circumstances, highlight some of the challenges that a federal government faces when trying to measure the success of public schools across a nation with a variety of educational challenges.

The court cases above shed light on a multitude of the issues that immigrant and foreign-speaking students face. The arguments comparing bilingual transitioning and English immersion show pros and cons to both programs. The importance of these programs to this thesis are the historical implications of education laws, and what programs are being implemented in Arizona. The development of students during their elementary education sets an academic precedent for the rest of their lives. Almost instantly, many immigrants, especially immigrant children, face obstacles to success. It is vital to ensure equal educational opportunities to avoid the perpetuation of unequal opportunities for foreign students, and avoid widening the gap between minority and majority students. Education is the foundation of a society. Educational opportunities lead to an educated work force. Inequalities in education effect not only communities, but also the nation as a whole.

In conclusion there are a few cases that are still very relevant to Arizona and the challenges that the state faces, as it address the issue of large immigrant populations in public schools. The *Flores vs Arizona* case revealed the challenges of measuring how much support ELL students were receiving. “The English for Children” act changed the standards for assimilating ELL students, and is still being used in schools. Court cases and laws regarding education lay the foundation for what standards and initiatives public schools are held accountable for. It is important to see how the views and understandings of foreign language students have developed over the years, because those sentiments are reflected in the education system.

Trends in School Curricula

As the previous section detailed, there have been many historical cases that have impacted how the United States has addressed the issues of immigrant populations in schools. The United States is becoming more demographically diverse, and that trend is reflected in schools throughout the nation. According to the Census Bureau, a study on elementary and high schools students found that from 1970 to 2008 there was a 20% increase in racial diversity in public schools. In 2005, approximately one-fifth of U.S. school-aged children were classified as children of immigrants. (Rong) While every school, and school district, face individual challenges, there are national and statewide trends that address some of the issues these schools are encountering. It is important to understand that each school district implements individualized curriculum, however there are state standards that the schools are obligated to abide by. In addition, there are national laws that schools must follow, discussed later in this paper.

For most of the twentieth century, the dominant attitude toward educating immigrant children has emphasized Americanization in order to assimilate the students culturally and socially, compared to the alternative view known as pluralism. There are a variety of stances on what is actually the most effective and mutually beneficial way to educate these students, however there has been a pattern of assimilation in public schools throughout the nation. Along with disagreements on a consensus regarding how to assimilate students, educators and

policy makers have struggled to find financial backing and resources to address the needs of immigrant students.

In recent years, the topic of education has been in the national news consistently. There have been many discussions regarding a variety of trends such as technology usage in the classrooms, the importance of arts and discussions about foreign language requirements. In regards to education trends relating to immigration there are numerous national initiatives that have impacted education in the United States including the No Child Left Behind Act, passed in 2001, and newcomer programs.

The implications of the No Child Left Behind Act (NCLB) are prevalent in discussions about Arizona's education system. The premise of the NCLB act is to provide all children, regardless of any educational or social disadvantages, assistance in achieving academic excellence as measured through the state's academic standards. According to Title I of the NCLB act, it is the school's responsibility to meet the needs of students, with funding provided from the federal government. As previously noted there are mandated standardized exams meant to monitor the success of a school every year, which have caused an abundance of controversy. Many opponents of the act disregard the use of standardized tests as a measure of a school's success, especially schools with diversified student bodies. Because of the NCLB act, every state is obligated to provide ELL students with additional resources to ensure they are offered equal opportunity for academic

success. However, if a school is underperforming regardless of the needs of the student's, the school is held responsible and may face fines or punishments.

In the 1990's, newcomer programs began appearing around the nation to address the rise in immigrant families, especially in urban areas. Newcomer programs are programs that offer language, cultural and social education for recently immigrated students in order "to address limited English proficiency, low literacy and limited schooling." (Morse) The National Center for State Legislatures describes these programs as short-term programs, typically lasting six months to a year and half. Schools initiate the programs, with additional resources provided by the community including health care, career counseling and adult ESL opportunities. The programs are specifically designed to offer "cross-cultural" orientation for immigrant students and families. There are no national or state laws that mandate newcomer programs, however they were created as a response to the needs of schools across the nation. There was very limited information about where, and if, these programs were available in Arizona.

Education in Arizona has long been a topic for discussion. Funding for public schools has consistently declined over the past decade, and the state ranks very low in comparison with the rest of the nation. In 2014, Arizona was ranked 46th in the nation based on factors such as percentage of children in preschool, percentage of students not graduating high school in four years, and reading and math proficiency. (Pitzl) While the statistics do not reflect specifically the counties that this project focuses on, the trends regarding education in Arizona are reflective of many

challenges that the state faces, one of them being educating ELL students.

Understanding the foundation of Arizona's education, really emphasize the barriers that school districts face regarding assimilating immigrant students. It is vital to setting the stage for what academic trends are occurring and the developments that have happened in recent years. That being said, the state has implemented numerous policies and programs to restructure the state's education system, and a few of those changes highlight the growing number of non-English speaking students, as detailed below.

While there are no national education standards for students, the Common Core intends to create more consistency among state standards in order to ensure that all students are prepared for higher education, post high school graduation. The 2012 academic year saw the implementation of the Arizona College and Career Ready Standards (ACCRS) throughout the state of Arizona. The ACCRS is the adoption of the Common Core Standards, which were created by numerous state educators and governors from 48 states across the nation¹. Over three years, this program established unified standards for every K-12 grade throughout the state. The program introduces assessments for a variety of subjects including physical education, art, math, English, reading and language.

The language section of the ACCRS offers some insight into the way foreign-language students are impacting state education, and how policy makers are addressing them. Through the implementation of the ACCRs there is more

¹ Source: Common Core State Standards Initiatives: Frequently Asked Question

accountability and more resources to assist school districts when they are developing programs for ELL. Some of the improvements made by the ACCRS include developing guidelines and monitoring schools to ensure that programs for ELL abide by federal and state laws, and developing regional training for teachers and administrators. By providing “technical assistance and professional development,” schools were expected to implement Structured English Immersion programs.

Any student who identifies that his or her primary language at home is not English must take the Arizona English Language Learner Assessment (AZELLA) to determine their English language proficiency. Students who do not reach the “proficiency” level on the assessments, are considered English Language Learners and are placed in SEI programs².

SEI programs are based on the principal of progressive learning of a language through immersion with other students at the same language proficiency. In California, Massachusetts and Arizona, voters have opted to shift curriculum from bilingual education in favor of SEI programs. In Arizona public schools, the SEI programs are based on numerous factors and standards. The state mandates that students spend a certain number of hours in explicitly English classes, based on their proficiency. In addition, most of the classes are focused on English language and English related content, with academic content playing a secondary role. The

² Source: Arizona State Board of Education

program solely focuses on English, with main components being English grammar skills and the English language.

The primary goal of the program is to teach students English rapidly and have students assimilate into regular school classes, which is justification for the immersion and rigor of such programs. According to federal law, all students are required to be continually monitored for two years after completing the SEI program, at which point they can then be reclassified as having “fluent English proficiency.” One administrator from a school district in southern Arizona discussed the limitations of the SEI program³. “These courses, while assisting students with reading, writing, speaking, and listening skills in English, cause students to fall behind in their other credits, the longer they are in SEI,” she said. Because the time during a school day is limited, there have been arguments which state that students cannot take all of the required classes for graduation during SEI programs, and often fall behind.

The state of Arizona mandates that high school teachers who teach in SEI classrooms have a Structured English Immersion endorsement, and an English as a Second Language Endorsement. In addition, teachers must be “highly qualified in English, as defined by the Federal No Child Left Behind Act,” discussed earlier. (“English Language Learners”)

³ The administrator asked that all identifying information be withheld from this paper.

The Arizona College and Career Ready Standards have had numerous affects on the education of students throughout the state. In addition, there are notable other initiatives the state has put forth to address the challenges of educating a large foreign-language speaking student speaking population. From both a legislative and a political perspective there has been a recent increase in awareness of the challenges that ELL students face. In 2000, Arizona voters passed Proposition 203, known as the English for Children law, which said that students were to be instructed in English and placed in English immersion classrooms until they were proficient in English. In 2006, state legislature passed HB 2064, which established specific measurements for identifying and assessing ELL students, and created an ELL task force for Structured English Immersion development.

The Arizona State Education Foundation created an Office of English Language Acquisition Services (OELAS). The office is solely focused on providing services and assistance for educational programs aimed at English Language Learners in Arizona. The creation of this office highlights the political understanding of the needs of these students. Between 1995 and 2006 there was a 57.17% growth⁴ in the enrollment of English Language Learners in Arizona public schools, with Spanish being the native language for around 97% of the students.

⁴ Source: U.S. Department of Education * National Center for Education Statistics, Common Core of Data

Table 6. Ranking of State Funding and National Ranking

Ranking of States with the Lowest Funding	State	National Ranking of Education Systems
1.	Oklahoma	41 st
2.	Alabama	44 th
3.	Arizona	47 th
4.	Idaho	33 rd
5.	Wisconsin	15 th

⁶Source: American Legislative Exchange Council

During discussions about Arizona’s education, one of the most consistent issues discussed is state and national funding, or lack thereof. Arizona is ranked fourth, in terms of states that spend the least amount of money on their education, and also have the fourth lowest teacher salaries nationally. Since 2008, state funding has fallen by more than 15%. A USA Today article stated, “Like in many states cutting education spending, Arizona students performed poorly on standardized tests — particularly in reading — compared to their peers in other states.” (Frohlich) Given the impacts that the NCLB act can have on underperforming schools, it is vital that the state can address the financial challenges that face public education.

Table 6 highlights a correlation between the states with the highest funding cuts for education, and how they rank nationally in the 2014 review of state education systems. (Ladner) The top three states with the highest cuts in funding for

education also ranked in the bottom nine states in terms of education in 2014. As shown on Table 6, Arizona is ranked 47th, and has the third lowest funding for public education.⁵

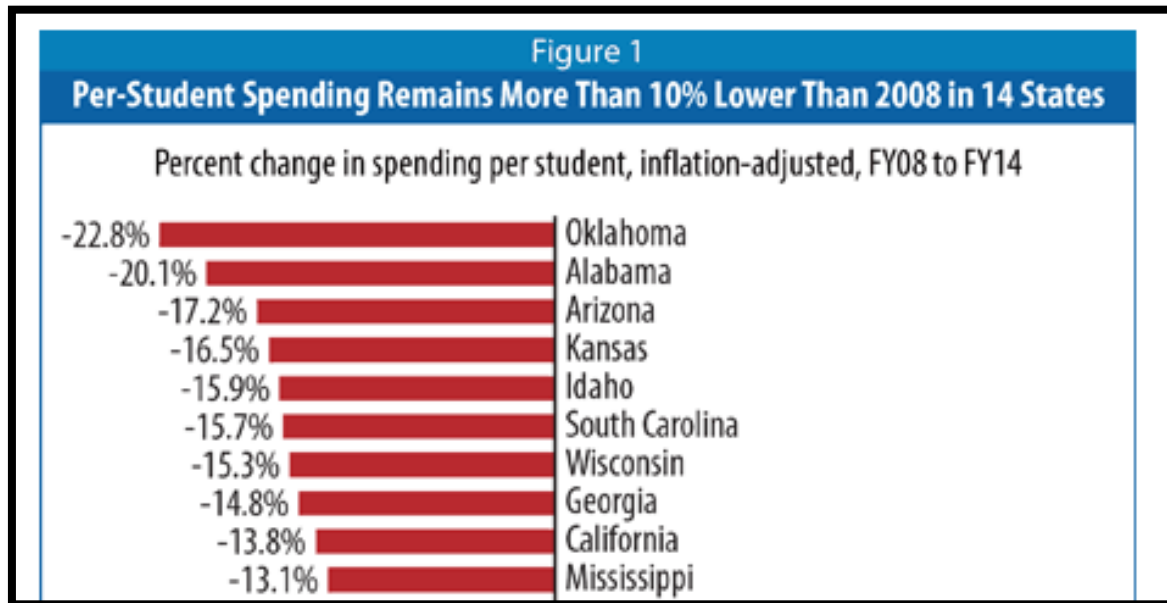
Controversy regarding state funding of schools has been around for many years. In 1998, issues regarding funding escalated and the Arizona Supreme Court threatened to close down all of the state's public schools. In response, the Arizona Legislature created a School Facilities Board, to administer funds to repair and renovate schools, and the state pledged over one billion dollars in funding to execute these repairs. (Ortega) Unfortunately, many news articles reported that none of that funding was ever seen.

Nationally, there has been a large focus on public education funding and the impacts that funding has on education and social programs. Since the economic recession in 2009, funding for public schools has decreased in thirty-five states. In comparison to other states, Arizona's funding for public schools is notably lower than most of the nation. A study by the Center for Budget and Policy Priorities shows the financial impact of the recession on education, adjusted for inflation. Table 7 below shows the ten states with the highest negative change in per student spending over the course of six years. Arizona had the second highest decrease in student spending during that time period, a change of over 17%.

⁵ Earlier in this paper Arizona was identified as being ranked 46th in the nation in terms of education, where as the study that the table is based on ranked Arizona 47th in the nation. The discrepancy in the ranking is based on the two differing sources used to compile the data. There is no ultimate list of state education rankings, as most rankings use different areas of comparison.

Table 7. Per-Student Spending Remaining More Than 10% Lower than 2008

⁷. Sources CBPP budget analysis and the National Center for Education Statistics



A decrease in funding for education has consequences for the entire state. Local school districts cannot accommodate for a loss in state financial aid, which means that budget cuts are inevitable. Budget cuts lead to fewer teachers, larger class sizes, and less individualized attention for students. Firing employees and cutting back staff also slows the nation's recovery from an economic crisis because in doing so, school districts are reducing employment opportunities. According to federal data, since the end of the 2008 academic year, over 320,000 employees at public schools have been laid off, nation-wide. Not surprisingly, the number of students enrolled in public schools has continued to rise, which emphasizes the severity of these cuts.

On a much larger scale, reducing funding in schools has global implications for the country. The study stated, "At a time when states and the nation are trying to

produce workers with the skills to master new technologies and adapt to the complexities of a global economy, this decline in state educational investment is cause for concern.” (Leachman)

While funding for education in of itself is important, numerous studies have shown that more spending on disadvantaged children, in particular, in schools can significantly impact their success rate. The National Bureau of Economic Research studied the relationship and found a positive correlation. Their results stated, “The amount a state spends on each low-income student can make or break his or her chances of finishing school and earning good wages later on.” (Glum)

The study concluded that increased funding led to improvements on all public school children, across the board. Interestingly, however, compared to students from affluent families, there were significant increases among low-income students, measured by numerous social factors. The study concluded that low-income students who received more individualized attention from programs were more likely to continue their education longer, and experienced higher financial earnings post graduation. Additionally, there is a decrease by almost 7% in the annual incidence of adult poverty among students who receive the individualized attention.

The correlation between increased funding and the success rate of low-income students is based on a few factors. Increased funding usually leads to lower student-to-teacher ratios, which provide more opportunities for hands on attention for each individual student. During a student’s twelve years of

matriculated education, an increase in “per-pupil spending time,” as it is referred to, lead to almost a 10% increase in higher earnings for that same group in the future.

The longevity of these impacts is vital to understanding the importance of funding for public schools. A low-income student can have a much brighter future, simply because of an increase in funding for public schools. When debating the importance of state funding, one must consider the long-term impacts that an increased income, and decreased chance of poverty, have on the surrounding community. There is still research being conducted to better understand the impacts of state funding, and the most efficient way to allocate money. It is also important to not that an increase in financial funding in public schools does not guarantee success for disadvantaged students.

The numerous developments in Arizona’s education for foreign-students are a testament to the impact that English Language Learners have on the public school system. The laws and legislature that have been passed by both politicians and voters in the state highlight the severity of the issue. It is notable to see how many of these bills and laws have been passed, as well as, the longevity of the issue.

Additionally, it is significant to understand the debates that have surrounded many of these programs, and the controversies that surround educating immigrant and non-native students. As we have seen above, the programs that have been implemented have political implications, and social consequences for the entire community. Since the mid twentieth century, the development and creation of programs for immigrant and non-English speaking children have been widely

debated. Still today, in the twenty-first century, educational programs and policies are being discussed to assist this growing population of students.

Conclusion

Since the United States of America was established, the nation has experienced immigration. Over time, immigrants from all over the world have come to the United States, largely shaping the history of the country. As in many parts of the world, the national demographic has forever been altered by the cultural diversity that they have brought with them. For over a century the United States government and policy makers have been working to better understand and address the economic, political and social impacts that immigrants have had, and continue to have, on the country.

The purpose of this thesis paper was to better understand what impacts immigration from across the United States – Mexico border, was having on public high schools in Arizona, using southern Arizona as the focus group. By analyzing the historical implications, and curricula and education trends, the research shed light on numerous political and social developments regarding what steps were being taken to address the large population of non-English speaking students in public schools. Additionally, the project was looking to understand what was hindering the programs that many administrators and governments were implementing.

The census data in the paper highlighted the significance of the Hispanic or Latin population in Arizona, specifically those that did not speak English. Along the international border between Arizona and Mexico there are large numbers of students being enrolled in school who do not speak English fluently. Additionally,

these students have limited cultural knowledge of the communities in which they reside, and therefore face many unique challenges. The census data showed how immigration has become more prevalent during the first decade of the twenty-first century, especially in Arizona, and the specific counties, by comparing the changes in data. Most importantly, the data reaffirmed that this is still a current issue that has pertinent consequences on multiple levels.

The court cases on education and immigration that were discussed presented how the opinions on educating immigrant students have changed over the years, and the diverse academic programs that have been introduced. The court cases represented the different opinions and debates surrounding foreign language programs, and the controversy regarding how to measure the effectiveness of these programs. During the 1960's civil rights movement, the creation of Title VI of the Civil Rights Act of 1964 protected immigrants from being discriminated against in public schools based on national origin. This was one of the first initiatives that ensured immigrants were welcome in public schools, and that they would be protected by the government. The sentiment of protecting immigrants in schools, was reaffirmed by the Elementary and Secondary Education Act, passed in Congress during the presidency of Lyndon B. Johnson. The Elementary and Secondary Education Act guaranteed that every child in the United States would have a fair and equal access to education, a revolutionary bill at the time.

Once immigrants were guaranteed access to education, disputes arose about the most effective way to educate students who did not speak English. From

“English For Children” programs to the Structured English Immersion curriculum, there have been countless debates on what is most beneficial to both the student, and a school’s student body as a whole. To this day, there is no universally agreed upon way to educate non-English speakers in American schools.

This comprehensive study on immigration and the educational impacts have brought to light a few statewide and national challenges. Over the past twenty years there have been numerous legal and political initiatives that have attempted to address the needs of immigrant and non-English speaking students. As immigrant students enroll in public schools, they are faced with academic and cultural challenges that ultimately are unique to their population. The solutions to addressing their needs must come from the state, and the individual school districts, which highlight the main set of issues.

This paper intended to understand how immigration was impacting school districts in specific counties in Southern Arizona, but what became clear during my research were the limitations within the school districts. While the demographic make up among counties was comparable, every school district in the county faces unique issues based on their size, community income and racial demographic. The one continuous common factor noted in the literature, research on school districts, and in the media, was the severe lack of funding for education in Arizona. Given the number of statewide programs that are required in school districts, plus the costs to run schools (school upkeep, salaries, extracurricular programs, etc), there is very little financial spending left to invest in programs for immigrant students. The

initiatives implemented in most of the schools came from statewide programming, or government policies, as discussed throughout the paper.

One of the most prominent challenges that many states and school districts face is funding. For many years funding for public education has declined, most significantly, in the past seven years since the recession. Even though different programs and curriculum changes have been discussed over the past years, many of these programs are not as effective, or completely ineffective, because of the lack of financial support. In addition, programs that been introduced to schools are flooded with an overwhelming numbers of immigrant students. If students in these programs are not successful in becoming proficient in English, they will not assimilate into the “regular” school curriculum, with their peers. A delay in these programs results in more students in the program for a longer time period, which requires even more funding. While political and academic changes have been made in Arizona to address the large immigrant population, until there is substantial financial funding to execute the programs properly, there will be numerous consequences. The cultural needs of the students are not being met, and the academic progress of the schools, and the state as a whole, will be stifled.

Most importantly, when disadvantaged students are underserved the resulting consequences are far more widespread than just in the school. As the paper discussed, there are economic and social consequences of underserving a fragile population. Some of the issues associated with not providing these students with the additional education and assimilation programs they may need, as

previously discussed, can include a higher chance of unemployment, being impoverished, homelessness and increased likelihood of criminal activity. Even though this issue has been a part of our national dialogue for over a hundred years it is more prevalent than ever, especially in international border towns, and communities with large foreign populations. The lack of funding that has stunted the potential of some of these programs, and schools themselves, is leading to detrimental consequences for the state of Arizona, and the entire nation. It is vital that the national and state governments follow through with constitutional laws and provide schools districts with the financial funding and resources needed to offer every student, regardless of any disadvantages, the opportunities they may need to succeed, just as Lyndon B. Johnson promised immigrant students in 1965.

Until the national government, and individual states can provide public school districts across the country with adequate funding to successfully lead programs for every population of students, students and schools, will not be able to achieve their academic potential. The financial cuts that have occurred throughout the country are having detrimental affects on public school students, communities, and the country as a whole. Through this research we have seen how immigration has impacted school curriculum throughout history, and in the state of Arizona. The analysis and research regarding the four counties in southern Arizona depict the common diversified demographic that exhibit a need for specialized English assimilation and language programs. Without the financial backing to execute these programs and address the academic and cultural needs of all students, the intellectual and economic potential of the entire country will be shortchanged.

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