

# **Effects of the Implementation of Proposition 227 on the Education of English Learners, K – 12**

## **Year 1 Report**

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We also wish to acknowledge the contribution of key AIR and WestEd staff that contributed to this report. These staff members visited case study sites, conducted phone interviews, and wrote and produced this report. These include Study Team Leaders Beverly Farr, Deborah Montgomery, and Marian Eaton; and Research Team members Robert Linquanti of WestEd, Jennifer Laird, Heather Quick, and Leslie Brock. Research support was also provided by Sofia Aburto, Ursula Sexton, and Anastacia Amabisca, of WestEd; and Renee Almassizadeh, Cassandra Chaney, Cheryl Graczewski, Carmen Martinez-Sussmann, Amy Merickel, Maria Perez, and Tricia Tulipano of AIR. We also wish to thank John DuBois, Joe Robinson, and Diana Doyal for assisting in the production of this report.

Last, we wish to acknowledge the guidance and input provided throughout the year by the State Work Group, Dr. Lilia Sanchez and other staff of the CDE, as well as project Senior Advisors (see Exhibit I-1 for a list of these Advisors).

## ***Chapter One: Introduction to the Year One Report***

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### **Introduction**

In June of 1998, Proposition 227 was passed by 61 percent of the California electorate. The initiative was intended to significantly alter the ways in which the state's English learners (ELs) are taught. Proposition 227 required that ELs be taught "overwhelmingly in English" through sheltered/structured English immersion (SEI) programs during a transition period and then transferred to English-language mainstream classrooms. This is the first annual report from a five-year evaluation of the "Effects of the Implementation of Proposition 227 on the Education of English Learners." This study also includes an evaluation of the Community-Based English Tutoring (CBET) program established by Proposition 227 and an evaluation of the English Language Acquisition Program (ELAP).<sup>1</sup> This project is being conducted under contract to the California Department of Education by the American Institutes for Research, of Palo Alto, with support from WestEd, of San Francisco. The staffing and organization for this project are shown in Exhibit I-1.

As described in the Request for Proposals for this study, this report is to be a "Written end-of-year report summarizing findings to date and describing school and district implementation of Proposition 227 and AB 1116 (ELAP)." It also specifies that this report include:

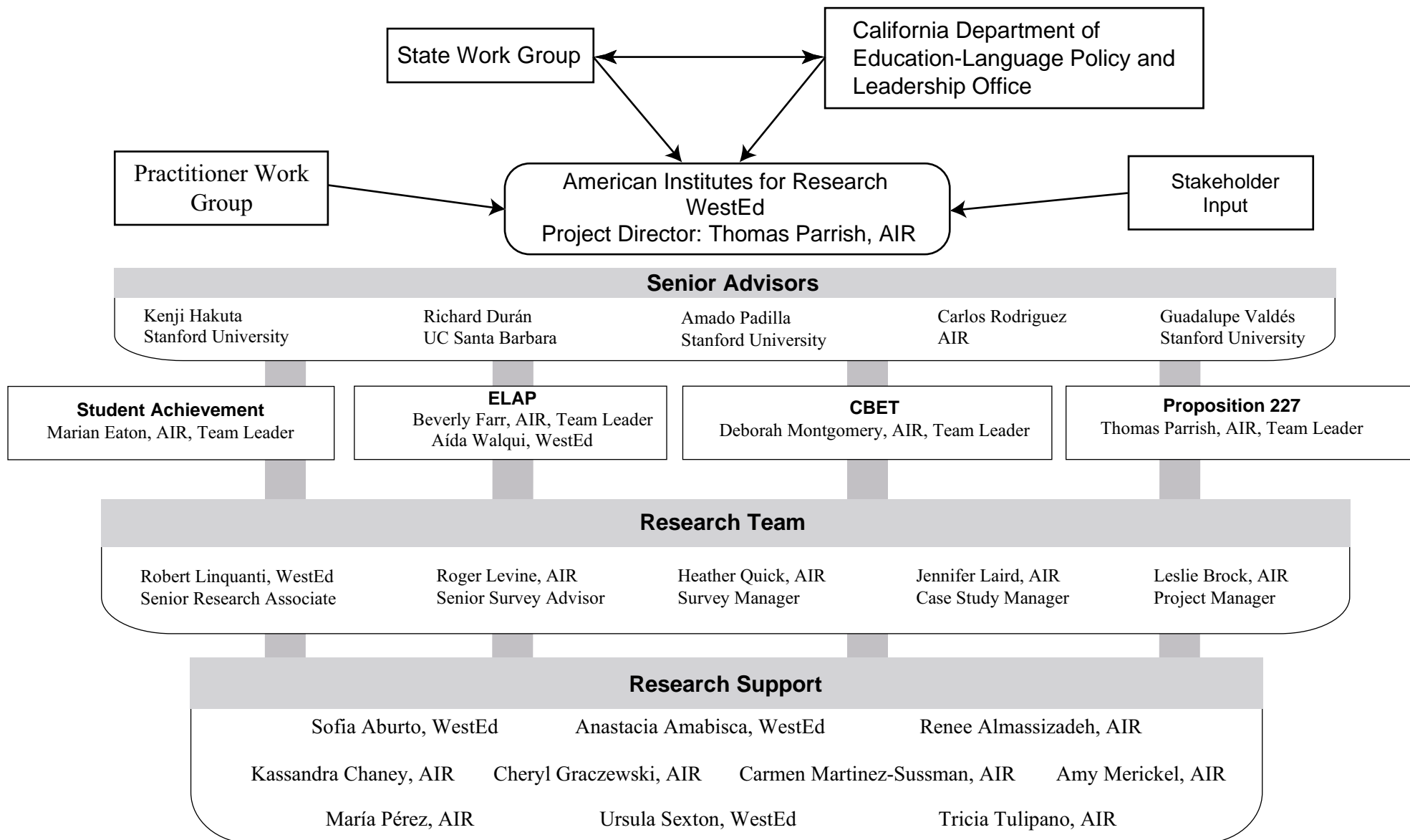
- data collection instruments used in Year 1 of the study
- materials used by schools and school districts participating in the evaluation
- data and reports from the participating field sites, and a detailed design for the second year of the study.

This introductory chapter provides background information for the study, briefly describes other research germane to this effort, and presents an overview of the five-year evaluation plan. A more detailed presentation of the methodological design for this project can be found in the Evaluation Methodology Report, which was submitted to the California Department of Education on October 13, 2000.

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<sup>1</sup> The authorization for this evaluation, as specified on the Request for Proposals, is: "As required by AB 56 (Mazzoni), AB 1116 (Ducheny), and Budget Language 6110-001-001(24)."

# Exhibit I-1: Project Staff and Organization



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The research questions specified for this evaluation are:

1. How are various provisions of Proposition 227 and ELAP being implemented in California schools, districts, and the University of California?
2. Which programs and services being provided to ELs are most effective and least effective in ensuring equal access to the core academic curriculum, the achievement of state content and performance standards, and rapid acquisition of English?
3. What are other program benefits (to parents, teachers, etc.) of the various effective programs and services?
4. What unintended consequences, both positive and negative, have occurred as a result of Proposition 227 implementation?
5. How have the implementation of Proposition 227 and ELAP provisions affected the academic achievement of ELs, as measured by STAR results, redesignation rates, dropout rates, high school graduation exam passing rates and high school graduation rates?
6. What impact have the Professional Development Institutes had on the staff of participating ELAP schools?
7. What have been the effects of the Community-Based English Tutoring (CBET) programs on the participants and on ELs?
8. What changes would strengthen Proposition 227 and ELAP implementation and impact?

The second chapter of this report describes the work completed in Year 1 of the study in more detail. Chapter 3 presents emerging themes from the phone interviews and case study site visits. The final chapter of this report presents the study design for Year 2 and describes the Second Interim Report, which is due on or before May 17, 2002.

## **Background**

Prior to Proposition 227, a previous California law, the Chacon-Moscone Bilingual-Bicultural Education Act of 1976, stipulated that districts must offer bilingual educational opportunities to any student identified as an English learner. This 1976 law was, in part, a response to the 1974 U.S. Supreme Court case *Lau vs. Nichols* that required districts to take affirmative steps to ensure access to standard curriculum for ELs. Although the Chacon-Moscone Act (AB 1329) sunsetted in 1987, eleven years later when Proposition 227 appeared on the ballot, approximately 30 percent of California's ELs were in bilingual instructional programs (California Language Census, 1998).

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In June of 1998, Proposition 227 was enacted. In addition to the primary focus of the law that ELs be taught primarily in English, this initiative included parental waiver exceptions allowing parents to request alternative programs for their children. Section 3 of Article 310 of the initiative states, “Under such parental waiver conditions, children may be transferred to classes where they are taught English and other subjects through bilingual education techniques or other generally recognized educational methodologies permitted by law. Individual schools in which 20 students or more of a given grade-level receive a waiver shall be required to offer such a class; otherwise, they must allow the students to transfer to a public school in which such a class is offered.”

The Proposition also established the Community-Based English Tutoring (CBET) program in order to “provide free or subsidized English-language instruction to parents or other members of the community who in turn pledge to provide English-language tutoring to California school children who are limited-English proficient.” Thirteen months later, the California Legislature enacted the English Language Acquisition Program (ELAP) under AB 1116. The purpose of ELAP is to “improve the English proficiency of California pupils in grades 4 through 8 and to better prepare them to meet the state academic content and performance standards.”

## **EL Counts and Distribution**

Exhibits I-2 through I-5, presented on the following pages, show the distribution of ELs across the state by grade, language, and county. (See the Glossary for additional information regarding the terms used in these exhibits.)

Exhibit I-2 presents the number and percentage of students classified as either English Learner (EL) or Fluent English proficient (FEP) in the years 1997-1998 and 1999-2000. As shown, the percentage of ELs out of the total student population steadily decreases by grade level in both years, yet the grade-level percentages remain relatively stable. Overall, the counts of students labeled as ELs as increased by 5.3 percent. The number of students redesignated as FEP increased 9.8 percent overall, but only from 12.6 percent to 13.3 percent of all students.

Exhibit I-3 presents a statewide count of ELs by primary language. Spanish is the most common primary language for ELs, comprising 82.6 percent of the EL population in 1999-2000. Due to a steady influx and/or birth rate of the Hispanic population in California, this group has increased not only in the percentage of total enrollment, but also in the percentage of ELs.

Exhibits I-4 and I-5 present the counts and percentages of ELs by county in the years 1997-1998 and 1999-2000. As shown, the bulk of ELs are primarily in a few counties across the state, of which Los Angeles County contains the most (38.8 percent in 1999-2000). The EL populations in San Bernardino, Riverside, Alameda, and Sacramento counties all increased by at least 10 percent over the two-year span.



**Exhibit I-2: Total, EL\*, and FEP\*\* Students in California by Grade, 1997-98 and 1999-2000**

GRADE	Students: 1997-1998				
	Total	EL*	FEP**	Percent EL	Percent FEP
Kindergarten	463,684	166,682	33,238	35.9%	7.2%
Grade 1	488,429	169,146	34,832	34.6%	7.1%
Grade 2	489,070	160,052	36,523	32.7%	7.5%
Grade 3	463,034	141,605	38,719	30.6%	8.4%
Grade 4	451,069	129,505	46,151	28.7%	10.2%
Grade 5	434,280	114,202	52,212	26.3%	12.0%
Grade 6	426,302	97,962	60,122	23.0%	14.1%
Grade 7	426,245	88,275	66,309	20.7%	15.6%
Grade 8	412,604	80,432	68,094	19.5%	16.5%
Grade 9	458,650	84,647	75,780	18.5%	16.5%
Grade 10	423,865	67,764	74,150	16.0%	17.5%
Grade 11	378,819	51,170	69,420	13.5%	18.3%
Grade 12	317,595	36,509	62,503	11.5%	19.7%
Ungraded	93,657	18,215	2,426	19.4%	2.6%
<b>TOTAL</b>	<b>5,727,303</b>	<b>1,406,166</b>	<b>720,479</b>	<b>24.6%</b>	<b>12.6%</b>

GRADE	Students: 1999-2000					% Change in Numbers of ELs and FEPs (1997/98-1999/2000)	
	Total	EL*	FEP**	Percent EL	Percent FEP	EL	FEP
Kindergarten	459,742	165,776	35,631	36.1%	7.8%	-0.5%	7.2%
Grade 1	484,503	171,863	37,884	35.5%	7.8%	1.6%	8.8%
Grade 2	485,096	168,557	39,680	34.7%	8.2%	5.3%	8.6%
Grade 3	488,955	157,456	46,402	32.2%	9.5%	11.2%	19.8%
Grade 4	489,312	141,417	54,991	28.9%	11.2%	9.2%	19.2%
Grade 5	464,339	121,347	60,145	26.1%	13.0%	6.3%	15.2%
Grade 6	451,758	104,489	68,515	23.1%	15.2%	6.7%	14.0%
Grade 7	438,999	93,199	71,069	21.2%	16.2%	5.6%	7.2%
Grade 8	431,652	84,571	73,441	19.6%	17.0%	5.1%	7.9%
Grade 9	482,270	88,909	80,773	18.4%	16.7%	5.0%	6.6%
Grade 10	444,064	70,671	77,944	15.9%	17.6%	4.3%	5.1%
Grade 11	401,246	53,868	72,254	13.4%	18.0%	5.3%	4.1%
Grade 12	347,813	38,446	70,286	11.1%	20.2%	5.3%	12.5%
Ungraded	81,863	19,958	2,268	24.4%	2.8%	9.6%	-6.5%
<b>TOTAL</b>	<b>5,951,612</b>	<b>1,480,527</b>	<b>791,283</b>	<b>24.9%</b>	<b>13.3%</b>	<b>5.3%</b>	<b>9.8%</b>

\*EL=English Learner

\*\*FEP=ELs Redesignated as Fluent English Proficient

Source: California Department of Education, California Basic Educational Data System (CBEDS) and Language Census Data Files (R30-LC)

**Exhibit I-3: Statewide Count of ELs by Language**

LANGUAGE	1997-1998			1999-2000			% Change in Numbers of ELs (1997/98- 1999/2000)
	Number of ELs	Percent of All Students	Percent of EL	Number of ELs	Percent of All Students	Percent of EL	
Spanish	1,140,197	19.9%	81.1%	1,222,809	20.5%	82.6%	7.2%
Vietnamese	43,008	0.8%	3.1%	39,447	0.7%	2.7%	-8.3%
Hmong	30,551	0.5%	2.2%	28,374	0.5%	1.9%	-7.1%
Cantonese	25,360	0.4%	1.8%	25,509	0.4%	1.7%	0.6%
Pilipino (Tagalog)	20,062	0.4%	1.4%	18,193	0.3%	1.2%	-9.3%
Khmer (Cambodian)	18,694	0.3%	1.3%	16,283	0.3%	1.1%	-12.9%
Korean	15,521	0.3%	1.1%	16,279	0.3%	1.1%	4.9%
Armenian	13,584	0.2%	1.0%	12,155	0.2%	0.8%	-10.5%
Mandarin (Putonghua)	10,380	0.2%	0.7%	10,102	0.2%	0.7%	-2.7%
Lao	8,343	0.1%	0.6%	6,901	0.1%	0.5%	-17.3%
Russian	7,598	0.1%	0.5%	8,029	0.1%	0.5%	5.7%
Punjabi	7,323	0.1%	0.5%	7,906	0.1%	0.5%	8.0%
Arabic	5,900	0.1%	0.4%	6,564	0.1%	0.4%	11.3%
Mien	5,192	0.1%	0.4%	4,594	0.1%	0.3%	-11.5%
Farsi (Persian)	5,028	0.1%	0.4%	4,840	0.1%	0.3%	-3.7%
Japanese	4,967	0.1%	0.4%	4,927	0.1%	0.3%	-0.8%
Hindi	3,964	0.1%	0.3%	4,294	0.1%	0.3%	8.3%
Portuguese	2,207	0.0%	0.2%	2,248	0.0%	0.2%	1.9%
Tongan	1,877	0.0%	0.1%	1,926	0.0%	0.1%	2.6%
Urdu	1,851	0.0%	0.1%	2,327	0.0%	0.2%	25.7%
All others	34,559	0.6%	2.5%	36,820	0.6%	2.5%	6.5%
<b>ALL</b>	<b>1,406,166</b>	<b>24.6%</b>	<b>100.0%</b>	<b>1,480,527</b>	<b>24.9%</b>	<b>100.0%</b>	<b>6.0%</b>

Source: California Department of Education, California Basic Educational Data System (CBEDS) and Language Census Data Files (R30-LC)

### Exhibit I-4: Counts and Percentage of ELs by County

County	1997-1998			1999-2000			% Change in Numbers of ELs (1997/98-1999/2000)
	ELs	% EL in County	% of all EL in CA	ELs	% EL in County	% of all EL in CA	
Los Angeles	561,293	35.5%	39.9%	574,719	34.8%	38.8%	2.4%
Orange	137,835	30.1%	9.8%	146,450	30.3%	9.9%	6.3%
San Diego	101,989	22.1%	7.3%	108,466	22.6%	7.3%	6.4%
San Bernardino	57,076	16.0%	4.1%	65,254	17.5%	4.4%	14.3%
Santa Clara	55,992	22.2%	4.0%	58,157	22.8%	3.9%	3.9%
Riverside	54,477	19.1%	3.9%	62,799	20.5%	4.2%	15.3%
Fresno	47,231	27.0%	3.4%	47,837	26.7%	3.2%	1.3%
Alameda	39,882	19.0%	2.8%	44,437	20.5%	3.0%	11.4%
Sacramento	34,684	16.9%	2.5%	38,195	17.9%	2.6%	10.1%
Ventura	27,033	20.6%	1.9%	27,434	20.0%	1.9%	1.5%
Kern	26,349	18.6%	1.9%	28,776	19.7%	1.9%	9.2%
Monterey	23,779	34.8%	1.7%	27,276	38.3%	1.8%	14.7%
San Joaquin	23,453	21.2%	1.7%	24,252	20.7%	1.6%	3.4%
Tulare	21,472	25.6%	1.5%	21,314	25.1%	1.4%	-0.7%
San Mateo	19,925	21.5%	1.4%	20,476	22.2%	1.4%	2.8%
San Francisco	19,099	30.8%	1.4%	18,761	30.2%	1.3%	-1.8%
Santa Barbara	17,173	27.1%	1.2%	18,635	28.5%	1.3%	8.5%
Stanislaus	16,843	18.4%	1.2%	17,846	18.8%	1.2%	6.0%
Contra Costa	15,832	10.5%	1.1%	17,310	11.0%	1.2%	9.3%
Merced	15,589	31.8%	1.1%	16,786	33.2%	1.1%	7.7%
Imperial	14,976	46.2%	1.1%	16,044	48.6%	1.1%	7.1%
Santa Cruz	10,548	26.6%	0.8%	10,651	26.2%	0.7%	1.0%
Sonoma	8,721	12.3%	0.6%	10,087	14.0%	0.7%	15.7%
Madera	6,211	25.9%	0.4%	7,013	28.7%	0.5%	12.9%
Solano	6,120	8.7%	0.4%	7,058	9.7%	0.5%	15.3%
Yolo	5,751	21.7%	0.4%	5,800	20.6%	0.4%	0.9%
Kings	3,976	16.0%	0.3%	4,240	16.9%	0.3%	6.6%
Napa	3,752	19.8%	0.3%	4,564	23.5%	0.3%	21.6%
Butte	3,678	10.4%	0.3%	3,638	10.4%	0.2%	-1.1%
Yuba	3,074	23.1%	0.2%	2,734	17.3%	0.2%	-11.1%
San Luis Obispo	3,003	8.3%	0.2%	3,328	8.8%	0.2%	10.8%
Sutter	2,768	17.8%	0.2%	2,593	16.4%	0.2%	-6.3%
Marin	2,685	9.5%	0.2%	2,796	9.7%	0.2%	4.1%
Mendocino	1,863	11.7%	0.1%	2,206	14.1%	0.1%	18.4%
Placer	1,827	3.7%	0.1%	2,127	3.9%	0.1%	16.4%
San Benito	1,695	16.2%	0.1%	1,906	17.1%	0.1%	12.4%
Colusa	1,558	36.0%	0.1%	1,644	37.8%	0.1%	5.5%
El Dorado	1,305	4.5%	0.1%	1,187	4.2%	0.1%	-9.0%
Glenn	1,130	18.3%	0.1%	966	15.5%	0.1%	-14.5%
Shasta	919	3.0%	0.1%	835	2.8%	0.1%	-9.1%
Tehama	911	8.3%	0.1%	987	9.1%	0.1%	8.3%
Humboldt	664	3.0%	0.0%	738	3.5%	0.0%	11.1%
Lake	440	4.4%	0.0%	510	5.1%	0.0%	15.9%
Modoc	272	12.1%	0.0%	292	14.3%	0.0%	7.4%
Del Norte	265	5.0%	0.0%	257	5.0%	0.0%	-3.0%
Mono	249	12.8%	0.0%	288	13.9%	0.0%	15.7%
Inyo	222	6.3%	0.0%	258	7.7%	0.0%	16.2%
Siskiyou	181	2.2%	0.0%	184	2.4%	0.0%	1.7%
Lassen	87	1.6%	0.0%	88	1.7%	0.0%	1.1%
Nevada	72	0.5%	0.0%	62	0.5%	0.0%	-13.9%
Plumas	65	1.8%	0.0%	71	2.0%	0.0%	9.2%
Tuolumne	60	0.7%	0.0%	51	0.6%	0.0%	-15.0%
Calaveras	54	0.8%	0.0%	49	0.7%	0.0%	-9.3%
Amador	49	1.0%	0.0%	46	0.8%	0.0%	-6.1%
Trinity	5	0.2%	0.0%	4	0.2%	0.0%	-20.0%
Mariposa	2	0.1%	0.0%	40	1.5%	0.0%	1900.0%
Sierra	2	0.1%	0.0%	5	0.2%	0.0%	150.0%
Alpine	0	0.0%	0.0%	0	0.0%	0.0%	-
<b>ALL</b>	<b>1,406,166</b>	<b>24.6%</b>	<b>100.0%</b>	<b>1,480,527</b>	<b>24.9%</b>	<b>100.0%</b>	<b>5.3%</b>

Source: California Department of Education, California Basic Educational Data System (CBEDS) and Language Census Data Files (R30-LC)



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Exhibit I-6 presents the statewide assignment of ELs to EL instructional services and settings in the years 1998 and 2000. As can be seen, there was significant change between the two years in the percentage of all ELs assigned to EL services in four of the five categories where comparisons were possible. There was a 58.5 percent drop in ELs assigned to ELD with primary language instruction in the academic subjects, an expected change due to the decrease of bilingual education programs upon the passage of Proposition 227. There was also a 55 percent drop in the number of ELs who were not assigned to any English Learner services at all. At the same time, there was a large increase in the number of ELs assigned to either ELD with SDAIE or ELD with primary language support, which was also expected with the passage of the Proposition. As the instructional setting categories presented in the bottom half of Exhibit I-2 were instituted after the passage of Proposition 227, there is no comparable data from 1997-1998.

## **Other Relevant Research**

This section provides a selective review of other studies with relevance to this evaluation. It includes studies concluded prior to the initiation of this project, as well as more recent studies that have been completed since the passage of Proposition 227.

### ***Selected findings on the effectiveness of instructional programs serving English Learners***

In general, few studies of services for English learners in the United States are considered scientific (i.e. methodologically and statistically sound) or provide conclusive information on which instructional programs serving English learners are effective (de Cos, 1999). The National Research Council (NRC), in its review of the research of programs serving English learners, acknowledged the limitations of the research conducted in the field (August & Hakuta, 1997). The 1997 NRC report discussed the difficulties involved in synthesizing results across studies, and states that this is partly due to the highly politicized character of the field and inconsistently applied program labels. Of particular concern were program evaluation studies that lacked appropriate comparison groups and random assignment of subjects or controls for pre-existing differences. The following sample of key studies highlights the difficulty of assessing the effectiveness of bilingual education or other services for English learners.

A longitudinal study by Gersten and Woodward conducted between 1985 and 1997 in El Paso, Texas compared the outcomes of English learners in bilingual immersion and transitional bilingual programs. The bilingual immersion approach was described as accelerating the introduction of English while maintaining some Spanish language instruction and integrating second-language instruction with content area materials. Initial differences found in reading and language favoring the bilingual immersion program disappeared by the seventh grade. In fact, by seventh grade many English learners in both program models were not meeting grade level achievement as measured by the Iowa Test of Basic Skills in either reading comprehension or vocabulary. A follow-up at the high-school level indicated high attrition rates for students in both programs and comparable low achievement rates (in de Cos, 1999).

**Exhibit I-6: Statewide Assignment of ELs to EL Services, 1997-1998 and 1999-2000, and to Instructional Settings, 1999-2000**

English Learner Service	1997-98		1999-2000		% Change in Numbers of ELs (1997/98-1999/2000)
	Number of ELs	Percentage of all ELs	Number of ELs	Percentage of all ELs	
English Language Development (ELD)	159,617	11.4%	151,518	10.2%	-5.1%
ELD and Academic Subjects Through the Primary Language (L1)	409,879	29.1%	169,929	11.5%	-58.5%
ELD and Specially Designed Academic Instruction in English (SDAIE)	307,176	21.8%	486,091	32.8%	58.2%
ELD and SDAIE with Primary Language Support	305,764	21.7%	427,720	28.9%	39.9%
Other Instructional Services (category not used in 1998)	-	-	154,519	10.4%	-
Not Receiving any English Learner Services	201,844	14.4%	90,750	6.1%	-55.0%
Withdrawn from Services by Parents (category not used in 2000)	21,886	1.6%	-	-	-
<b>TOTAL</b>	<b>1,406,166</b>	<b>100%</b>	<b>1,480,527</b>	<b>100%</b>	<b>5.3%</b>

Instructional Setting	1999-2000	Percentage
Alternative Course of Study	187,832	12.7%
Structured (Sheltered) English Immersion	691,212	46.7%
English Language Mainstream Classroom - Students Meeting Criteria	450,424	30.4%
Mainstream Classroom - Parental Request	39,808	2.7%
Other Instructional Setting	111,251	7.5%
<b>TOTAL</b>	<b>1,480,527</b>	<b>100.0%</b>

Source: California Department of Education, California Basic Educational Data System (CBEDS) and Language Census Data Files (R30-LC)

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Ramírez and his colleagues (1991) conducted a national study to compare the effectiveness of three instructional methods for English learners: (1) “early-exit” bilingual programs which contained some initial instruction in the child’s primary language that is phased out over the course of approximately two years, when the students are expected to transfer into English mainstream classrooms, (2) “late-exit” bilingual programs in which students receive substantial instruction in their primary language until the 6th grade when they are expected to transfer to English mainstream classrooms, and (3) structured English immersion (SEI) programs in which all instruction is in English (with the exception of occasional use of students’ primary language for things such as clarifying English instructions) and in which students are expected to remain for two to three years before moving into English mainstream classes (Ramírez, et al., 1991). The study found that while early-exit students initially outperformed immersion students in mathematics and reading in English, by the end of the third grade their advantage had essentially disappeared and they obtained comparable results when tested in English. Due to the design of the study, the authors were unable to directly compare the late-exit programs with the early-exit and immersion programs, and they therefore relied on indirect comparisons which have since been questioned by the National Research Council (NRC) (Meyer and Fienberg, 1992).

In 1992, Berman Weiler Associates released a study funded by the California Legislature intended to examine effective elements in a range of California English learner programs (Berman et al., 1992). The study identified five instructional models used across the state and concluded that each had unique advantages and limitations. For example, sheltered English programs offered more continuity than pull-out English as a Second Language programs, but tended to expose students to overly simplified curriculum. Chambers and Parrish (1991) performed analyses of the programs in the Berman Weiler study and found the resources used for bilingual and sheltered immersion classes to be essentially equal in cost, but “pullout” programs to be more expensive. Berman and his colleagues concluded that no single instructional model for English learners is appropriate for all schools.

A 1996 meta-analysis by Rossell and Baker of approximately 300 evaluation studies of programs serving English learners found that only 25 percent of the studies were considered methodologically acceptable according to their criteria (i.e., studies had a treatment and control group and a statistical control for pre-treatment differences where groups were not randomly assigned). In examining studies that compared transitional bilingual education with structured immersion, the researchers found different effects across subject areas, based on a varying number of studies. For example, for reading, 12 studies were compared and the researchers found two studies that had no difference between transitional bilingual and structured immersion, while 10 studies found structured immersion to be better than transitional bilingual. The analysis has since been criticized for its overwhelming use of Canadian French “structured immersion” programs, which are different from English immersion programs in the United States (de Cos, 1999). Green (1998) conducted a similar meta-analysis by reviewing the same studies, applying the same criteria and adding the additional criterion that effects had to be measured after a minimum of one academic year. The application of this additional criterion reduced the number of valid studies from 75 to 11, from which Green concluded that the scholarly literature moderately favors the use of native language instruction.

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Ongoing long-term research by Thomas and Collier (1997) highlights possible shortcomings of research examining the effectiveness of program models. The authors maintain that examination of language minority students' achievement over a 1- to 4-year period is too short and leads to an inaccurate perception of actual long-term performance. As a result of their long-term approach to examining the English reading and math achievement of K- 12 English learners, they conclude only language minority students who have received strong cognitive and academic development through their first language for many years as well as through English are doing well in school as they reach the last of the high school years.

A report recently issued by the New York City Board of Education (2000) on the progress of English learners in New York City Schools indicates that children who entered the city's schools when they were young (kindergarten and grade 1) exited faster and in larger cumulative percentages than those entering in the middle and higher grades. For students entering in kindergarten, 62 percent had reached the exit criterion in three years or less. The study also found that consistency of programmatic approach appeared to be a more important determinant of exit rate than the specific educational philosophy and methods of the bilingual/ESL programs. Relatively strong proficiency in English and the home language (for Spanish speakers) contributed to the students' ability to meet the program exit criterion within three years.

August and Hakuta (1997) and Genesee (1999) suggest that there is no one best model that will serve all students and emphasize the importance of designing services for English learners that consider the community context, the needs of students who will be served, and the resources that are available for implementing the program.

***Selected findings on services for ELs in California since the passage of Proposition 227***

Preliminary research since the passage of Proposition 227 highlights a range of issues affecting schools. Overall, Proposition 227 seems to have resulted in changes in the proportion of ELs enrolled in various instructional models, with bilingual education programs continuing to enroll approximately 170,000 students in 1998-99, down from about 400,000 the previous year (Gándara et al., 2000). A study by Garcia & Curry-Rodriguez (2000) found districts adapted their previous policies on educational strategies for English learners to conform to Proposition 227, but that related program practices were not significantly affected by those adaptations. While initial response to the state law created confusion regarding implementation, it did not seem to drastically redirect district or school policies and related practices regarding the language of instruction for English learners. The authors found that districts with a history of opposing bilingual instruction tended to embrace all-English programs, while those that had supported it continued native-language instruction through the Proposition's parental choice provisions.

The law, combined with a simultaneous mandate for English-language testing, also had an impact on classroom instruction and professional development. These include literacy practices that stress mechanics over comprehension, an emphasis on oral English skills, anxiety among teachers about legal liability and test performance, and continued staff



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shortages in educating ELs (Gándara et al., 2000; Gutierrez et. al, 2000; Garcia & Stritikus, 2000).

Findings from a recent California Department of Education (1999) district survey assessing the types of technical assistance needed to implement Proposition 227 indicate teacher training remains an important issue in the state. While district administrators indicated their teachers were well informed on the policy's requirements, teachers had not received adequate staff development in the instructional strategies, curriculum, and materials needed to serve English learners through structured English immersion, an alternative course of study, or English mainstream classrooms.

A study conducted by the Institute for Research in English Acquisition and Development (READ Institute) profiled five California school districts implementing Proposition 227 and identified common issues and challenges, regardless of district size, location, and demographics. The study suggests that as districts move away from primary language instruction, they are faced with undefined educational terminology, long-standing support for bilingual education, and a poor understanding of immersion (Clark, 1999).

Preliminary student achievement results appear to indicate that English learners receiving bilingual instruction under the parental waiver provisions of Proposition 227 are making gains on state achievement measures. Gold (2000) found that sixty-three schools with bilingual education programs did better on tests of academic achievement in English than over one thousand similar schools that provided instruction to most of their students only in English. Both groups of schools made progress on California's Academic Performance Index (API) from 1999 to 2000, but the bilingual schools exceeded their growth targets for Hispanic students at a slightly higher rate. Bilingual and comparison schools were closely matched on key variables (e.g., percentage of English learners, ethnicity, poverty, mobility and 1999 API base score).

A study by Californians Together (2000) recently compared SAT-9 reading and math scores for ten schools identified as offering substantial bilingual instruction with three schools limiting instruction exclusively to structured English immersion. Their findings indicate that in all cases, the average performance of all students in the schools implementing bilingual instruction met or exceeded the performance of all students at the comparison schools at most grade levels and in both reading and math. A direct comparison of the scores of English learners showed seven of the bilingual schools outperforming the structured English immersion schools. The non-random sample of bilingual schools was selected based on recommendations of educators who work directly with the schools, while the comparison schools have been highlighted by proponents of Proposition 227 as examples of schools that limit instruction to structured English immersion.

Early analysis by Hakuta (1999) of 1999 SAT-9 scores indicated that increases in English learner scores were observed in both districts that claimed to have faithfully implemented Proposition 227 and those that had maintained various forms of bilingual education. Hakuta concluded that increases must be considered in light of the overall gains in scores found across the state for all students, including native English speakers and English learners in low-performing schools. He interprets the results as likely due to a combination of variables, such as test familiarity, other state initiatives (e.g., Class Size Reduction) and

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statistical regression to the mean. Additional follow-up comparisons (Orr, Butler, Bosquet, & Hakuta, 2000) between EL and non-ELs in schools with overall low reading performance showed clear increases in reading math and language across the three years (1998, 1999, 2000) for both EL and non-ELs (including native English speakers) in schools with low reading scores. Again, as in the statewide statistics, the increased performance on SAT-9 seems to be across the board. The increases for ELs were observed across districts that reportedly never had bilingual education and therefore were not affected by Proposition 227, had bilingual programs but switched to Proposition 227, or retained bilingual programs to varying degrees.

## **Overview of Five-Year Evaluation Plan**

On October 15, 2000, AIR and WestEd submitted the First Interim Report for AB 56 and AB 1116, the Evaluation Methodology Report, to the Language Policy and Leadership Office of the California Department of Education. The Evaluation Methodology Report includes sections on the background of the project, an overview of the evaluation approach, the organization and timeline of the project, the research methods, and a description of the evaluation components. It also delineates the project reports to be submitted over the five years. The sections below provide a very brief summary and update of this report. For a more complete description of the initial plan, see the full Evaluation Methodology Report. In addition, Chapter 2 of the current report provides updated and more complete information about Year 1 activities and Chapter 4 describes plans for Year 2 in more detail.

### ***Summary Approach***

To answer the eight research questions listed on page 4, the evaluation is organized into four sub-components: 1) implementation and effects of Proposition 227 on California's public school system, 2) EL academic achievement, 3) implementation and potential effects of the English Language Acquisition Program (ELAP), and 4) implementation and potential effects of the Community-Based English Tutoring (CBET) program. A multi-faceted evaluation plan has been designed to explore these components, gathering information at each of the various levels of implementation and impact, using multiple sources and a number of complementary methodologies.

### ***Research Methods and Components***

Exhibit I-7 provides an updated overview of the plan of work for each of the four components. It links these components to the research questions for the project, and shows the evaluation methods that have and will be used to address them.

**Proposition 227.** The purpose of the Proposition 227 component of this study is to assess how the various provisions of the Proposition are being implemented in California schools and the University of California, to describe any "unintended consequences" that may have resulted from this legislation, and to suggest changes that might strengthen its provisions. All of the methods shown in Exhibit I-7 will inform this component of the evaluation.

**Exhibit I-7: Crosswalk of Evaluation Components, Research Questions, and Methods**

Evaluation Components	Research Questions	Evaluation Methods								
		Work Groups -State -Practitioner	Document Review	Extant Data Analysis -State -Districts -Schools	Phone Surveys	Case Study Site Visits			Stakeholder Interviews	Written Surveys -Districts -Schools -Teachers
						Interviews	Focus Groups -Teachers -Students -Parents	Classroom Observations		
Proposition 227	1, 2, 4, 5, 8	✓	✓	✓	✓	✓	✓	✓	✓	✓
Student Achievement	1, 5, 7, 3, 8	✓	✓	✓	✓	✓		✓	✓	
ELAP	1, 5, 6, 8	✓	✓	✓	✓	✓	✓	✓	✓	✓
CBET Program	2, 5	✓	✓	✓	✓	✓	✓		✓	✓

**Exhibit I-8: Evaluation Timeline** (based on effective July 1, 2000 start date)

	Year 1 (2000-2001)					Year 2 (2001-2002)					Year 3 (2002-2003)					Year 4 (2003-2004)					Year 5 (2004-2005)							
	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O
<b>Evaluation Methods</b>																												
Site visits								●	●																			
State-level data analysis			●																									
District-level data analysis			●																									
Surveys: district, school, teacher																												
Working group meetings																												
State	●																											
Practitioner																												
Stakeholder interviews																												
<b>Evaluation Deliverables</b>																												
Legislatively specified reports																												
AB 56 interim/preliminary reports			●																									
AB 56 final report																												
AB 1116 final report																												
Progress reports <sup>1</sup>	M	M	Q	M	M	Q	M	M	Q	M	M	Q	M	M	Q	M	M	Q	M	M	Q	M	M	Q	M	M	Q	M
End-of-year reports <sup>2</sup>																												
User-friendly reports																												

<sup>1</sup>Progress reports will include the following, as specified in RFP: data collection instruments, materials for use by schools and/or school districts, and specific, appropriate data helpful to participating field sites.

M = monthly progress report  
Q = quarterly progress report

<sup>2</sup>End-of-year reports will include the 5-year general study plan (year 1 report), summaries of preliminary findings, and a detailed plan for next year of study as specified in RFP.

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**Student Achievement.** We are utilizing a two-pronged approach to the analysis of student achievement. First, we will use state data to map the variety of instructional arrangements and to analyze standardized test results to the extent possible. In addition, we will seek more detailed data from the case study sites, and possibly other districts to conduct detailed analyses of student achievement within these local contexts. These more sophisticated analyses may then serve as examples of what might be done in other districts, or on a statewide basis if more complete data were to become available.

**English Language Acquisition Program (ELAP).** Our evaluation plan for ELAP is two-fold. First, the plan is based on an analysis of the requirements of the law, the range of local allocation strategies observed, and an exploration of outcome indicators that might be aggregated to the state level. We are also attempting to identify approaches that are most and least effective in meeting the objectives of the program. We will also collect information related to the ELD Institutes funded under AB 1116.

**Evaluation of the Community-Base English Tutoring (CBET) program.** This component will draw on the various research methods for this study to address the following questions: 1) How are CBET programs being implemented? 2) What have been the effects of CBET programs on the participants and on ELs? 3) What are the barriers and facilitating factors affecting the success of the CBET program? 4) What changes would strengthen implementation of the CBET program?

#### ***Timeline and Deliverables***

Exhibit I-8 shows when the various methodological components for this study are scheduled to occur across five years of the project. For example, note that the case study site visits occur in the first, third, and fifth years of the study, and that written surveys will be conducted in years two and four. Chapter 2 presents further details beyond what was presented in the Evaluation Methodology Report, regarding what was accomplished in Year 1 of the study. Chapter 4 provides additional detail regarding the methods to be used in Year 2.

## **Chapter 2 – Work Completed During Year 1**

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This chapter provides additional details about the work of the evaluation over the past year. As shown in Exhibit I-8 of Chapter 1, the Year 1 timeline for this project was ambitious. This work included initiation of the project, completion of the first major project deliverable in the form of the Evaluation Methodology Report, state work group meetings, document review, extant data analysis, phone surveys, case study site visits, and this first end-of-year report. These activities were designed to provide a sound foundation for the remainder of the study. Because of this workload and the themes emerging from Year 1, we postponed the stakeholder interviews and practitioner work group meetings until this first round of analyses had been completed. We will initiate these activities in Year 2, arranging for these work group meetings and stakeholder interviews to begin in the fall of 2001 (see Chapter 4 for further details on Year 2 activities). In addition, we have begun document review and extant data analysis. Full analyses of these components of the evaluation will be incorporated in the Preliminary Report for this project, which is due in May of 2002.

### **Research Methods During Year 1**

As shown in Exhibit I-7 in Chapter 1, we have drawn from a broad range of methodologies to address the complex and diverse research questions posed for this evaluation. The phone surveys and the case study site visits, which were the primary data collection activities for Year 1, are described below. Additional description is found in the Evaluation Methodologies Report, which was submitted to the CDE on October 13, 2000.

#### ***Sample Selection Criteria***

The implementation and impact of Proposition 227, ELAP, and CBET may be largely shaped by factors at the local level. Thus, in order to study how the law affects educational processes and outcomes, it is important to examine districts representing different types of local contexts. To achieve adequate diversity, sample selection for this study is based primarily on the two dimensions shown in Exhibit II-1, percent of ELs in the district and EL instructional model diversity over time. In addition, the following secondary criteria were also used to govern sample selection: language diversity, region, urbanicity, and data capacity.<sup>2</sup> These selection criteria were used to select the phone survey and case study samples for this year's work and will be used in Year 2 to select a written survey sample. Within these criteria, the districts participating in this study were chosen through random selection.<sup>3</sup>

The first primary criterion, percentage of ELs in the district, was chosen because it provides an important context for the implementation of Proposition 227. That is, how districts respond to Proposition 227 and the challenges that they face in implementing it will

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<sup>2</sup> Data capacity was a secondary criterion for case study selection, but not for the phone interview sample, as information about data capacity was gathered through the phone interviews.

<sup>3</sup> The one exception was Los Angeles Unified, which enrolls approximately 21.1 percent of the state's ELs, and was thus selected with certainty.

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be affected, in part, by the percentage of students in their district who are directly affected by the law. The second primary criterion, EL instructional model diversity, was chosen because it was important to select districts that utilize a range of EL instructional models. Without model diversity, comparisons of relative effectiveness cannot be considered.

For the first sampling criterion, we used the 2000 California Language Census data, to classify districts as serving “high,” “medium,” and “low” percentages of ELs. Based on an examination of the distribution of percentage of ELs in districts, “high” was defined as greater than 40 percent, “medium” as greater than 20 percent and less than 40 percent, and “low” as 20 percent or less.

Using data from the 1998 and 2000 California Language Census, we conducted exploratory analyses to establish operational definitions of “instruction in students’ primary language ( $L_1$ )” and “limited or no instruction in students’ primary language ( $_{not}L_1$ )” before and after the passage of Proposition 227. The “before” measure is based on a variable from the 1998 Language Census Data that indicates the number of ELs in each district who received English Language Development (ELD) services with instruction in their primary language. The “after” measure was based on 2000 Language Census counts of ELs receiving alternative courses of study in each district, which indicates the use of  $L_1$  instruction.<sup>4</sup> For both the “before” and “after” measures we chose greater than 25 percent of ELs district-wide as a cutpoint for constituting a substantial proportion of ELs receiving instruction in their primary language ( $L_1$ ). See the full Evaluation Methodology Report for further details on the sample selection criteria.

Because we considered a mix of schools important for our case study analysis, only unified districts (i.e. those with both elementary and secondary schools) were included in the pool of districts from which we selected the phone and case study samples. Exhibit II-1 lists the number of unified districts in the state that are classified in each of the twelve cells of the primary selection matrix. The percentage figure below the count in each cell indicates the percentage of districts in the state that fall into that cell. The second percentage indicates the percentage of ELs from the state that attend the districts in that cell.

### ***Phone Surveys***

During November and December of 2000, AIR staff surveyed administrators from 39 school districts across California by phone (40 districts were in the original sample, with one district declining to participate). The selection of the districts for phone interviews was based on the sample selection matrix presented in Exhibit II-1. We randomly sampled, weighted by EL student enrollment, five districts from each of the six upper-left cells of Exhibit II-1. These included the high and medium percent EL columns and the  $L_1 \rightarrow L_1$ ,  $L_1 \rightarrow_{Not}L_1$ , and  $_{Not}L_1 \rightarrow_{Not}L_1$  model rows. We then randomly selected, weighed by EL enrollment, five districts from the column, “Low percentage of ELs.” This provided 35 of the 40 districts selected for phone interviews.

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<sup>4</sup> Two different variables were used for the “before” and “after” measures because the “after” variable, the count of ELs receiving alternative courses of study, was not available in the 1998 Language Census.

**Exhibit II-1: Matrix of Primary Sample Selection Criteria**

Instructional Model: Pre- and Post- Proposition 227	Percentage of ELs in District			Total Districts % of Districts % of ELs in State
	“High” > 40%	“Medium” >20% to ≤ 40%	“Low” ≤ 20%	
$L_1 \rightarrow L_1$	23 3% 7%	28 3% 9%	13 2% 1%	64 8% 17%
$L_1 \rightarrow \text{Not } L_1$	46 6% 32%	61 7% 12%	50 6% 2%	157 19% 46%
$\text{Not } L_1 \rightarrow \text{Not } L_1$	31 4% 6%	98 12% 14%	467 56% 14%	596 72% 34%
$\text{Not } L_1 \rightarrow L_1$	1 0% 0%	6 1% 2%	8 1% 0%	15 2% 2%
Total Districts	101	193	538	832
% of Districts	13%	23%	65%	100%
% of ELs in State	45%	37%	17%	100%

<i>Legend</i>	
$L_1 \rightarrow L_1$ :	<b>Substantial primary language instruction pre- and post- Proposition 227</b>
$L_1 \rightarrow \text{Not } L_1$ :	<b>Substantial primary language instruction pre-Proposition 227, but not post-Proposition 227</b>
$\text{Not } L_1 \rightarrow \text{Not } L_1$ :	No substantial primary language instruction pre- or post- Proposition 227
$\text{Not } L_1 \rightarrow L_1$ :	No substantial primary language instruction pre-Proposition 227, but substantial primary language instruction post-Proposition 227
<b>Note:</b> 49 districts were not able to be included in the exhibit due to missing data regarding the EL instructional model. These districts have low numbers of ELs (77 in total).	



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The last five phone interview districts were selected from the bottom row of Exhibit II-1. This bottom row shows that 15 unified districts in the state were classified as shifting from not having substantial primary language instruction prior to Proposition 227 to having substantial primary language instruction following the passage of this law. When we examined the Language Census data closely, we found that 10 of these districts only experienced small changes regarding the percentage of students by instructional model (e.g., moved from 23 percent of ELs in a primary language program before Proposition 227 to 25 percent after Proposition 227). We decided such shifts were not meaningful and thus did not choose those districts for the phone interview sample.

However, five districts from this row in the matrix appeared to experience substantial gains in the percentage of ELs receiving primary language instruction after the passage of Proposition 227. We included all five of these districts in the phone sample to further investigate this unexpected shift, constituting the full 40 districts in the phone survey sample. In every case, the phone interviews revealed that the sites had had substantial proportions of ELs in bilingual programs before and after Proposition 227, and were seemingly misrepresented in the Language Census data. Based on these corrected program placement data received over the phone, these five sites were re-classified into the appropriate cells for the selection of the eight case study districts.

The phone interviews served three general purposes. First, the interviews provided a clearer understanding of how Proposition 227 and the ELAP and CBET programs are being implemented at the local level. The goal of these interviews was to provide grounding in the issues that districts face under Proposition 227 and the range of strategies that they have adopted to comply with the law.

A second purpose of the phone interviews was to aid in the selection of the eight case study sites. Through the phone interviews we confirmed the data available from the Language Census and gathered information on each district's local data capacity, information not available through extant data. Knowledge about districts' data capacity was important because we wanted some of the sites that would be chosen for the case study sample to have strong data systems in order to permit more sophisticated analyses of EL data in some of the districts. The 40 districts selected for the phone interviews are presented in Exhibit II-2. The eight case study sites are shown in bold. The selection of those sites is discussed in the case study section of this chapter.

Third, information gained through these interviews provided an important foundation for subsequent data collection efforts such as the case study site visits and the statewide written surveys. Themes that emerged through the phone interviews were pursued in greater depth during the case study site visits and will be pursued further in the written surveys to be sent out in Year 2. In addition, the information from these phone surveys has been systematically recorded to allow continuing analyses throughout the course of the evaluation.

**Exhibit II-2: Chart of 40 Phone Survey Districts**

Instructional Model: Pre- and Post- Proposition 227	Percentage of ELs in District		
	"High" > 40%	"Medium" >20% to ≤ 40%	"Low" ≤ 20%
$L_1 \rightarrow L_1$	<b>Calexico Unified</b> Lindsay Unified Montebello Unified Pajaro Valley Joint Pomona Unified	<b>Gilroy Unified</b> San Bernardino City San Diego Unified San Francisco Unified Vista Unified	Placentia-Yorba Linda
$L_1 \rightarrow \text{Not } L_1$	Baldwin Park Unified Compton Unified <b>Los Angeles Unified</b> <b>Lynwood Unified</b> Santa Ana Unified	ABC Unified Kings Canyon Joint Unified Long Beach Unified Pasadena Unified <b>Porterville Unified</b>	Vacaville Unified
$\text{Not } L_1 \rightarrow \text{Not } L_1$	Garden Grove Unified <b>Glendale Unified</b> Gustine Unified Holtville Unified Pierce Joint Unified	Fresno Unified Orange Unified Sacramento City Unified San Gabriel Unified <b>Stockton City Unified</b>	Fremont Unified Hemet Unified <b>Lake Tahoe Unified</b>
$\text{Not } L_1 \rightarrow L_1$	Reef-Sunset Unified	Napa Valley Oakland Unified Rowland Unified St. Helena Unified	

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**Detailed Description of Phone Interviews.** The phone interviews were designed to last no more than 45 minutes. The AIR interview team focused these discussions around approximately 20 questions, but accommodated deviations from the protocol if an interviewee introduced other issues that seemed pertinent to the district's experience under Proposition 227. The 20 questions covered five general areas: EL instructional settings and services, Proposition 227, CBET funding, ELAP funding, and district data systems.

Upon selection of the 40 districts, AIR sent introduction letters to the superintendent of each district. These letters explained that we were contracted by the CDE to conduct an independent evaluation of the implementation of Proposition 227 and that we were beginning the study by scheduling 45-minute exploratory telephone interviews with a random sample of districts. Districts were assured that they would not be directly identified in any reporting of information gained through the interviews. The letters were followed by calls to set up 45-minute phone interviews. In many districts, the superintendent directed us to another district administrator, such as the EL coordinator, for the interview.

Once a respondent agreed to an interview time, we faxed the list of questions so that they be reviewed prior to the interview. This step gave respondents the opportunity to gather information for questions for which they might not readily have answers. In addition, we faxed a fact sheet on the district, which contained data from the 1998 and 2000 Language Census. At the end of each scheduled interview, we asked the respondent whether the profile represented on the fact sheet seemed accurate. Every interview was followed up with a thank-you letter. (Copies of all these materials are included in Appendix B of the Technical Appendix to this report.)

After each interview was recorded in an analysis file, a coding scheme was developed to aid with summarizing this information. These phone interviews provided a rich foundation of data to inform the case study visits and the remainder of the study. Chapter 3 of this report provides further details on the themes that emerged from these interviews and from the case study site visits.

### ***Case Study Site Visits***

During March and April of 2001, AIR and WestEd conducted site visits to the eight districts, shown in bold in Exhibit II-2. (Case study site visits will also occur in Year 3 and Year 5 of the project.) A team of at least two site visitors visited each of the case study sites for a week. These site visits were designed to gather extensive data from a diverse set of local informants. The visits included interviews with district- and school-level administrators, focus groups with teachers, parents, and students, classroom observations, and document and data reviews. Specifically, the case study component of the evaluation was intended to:

- Collect in-depth, qualitative data on various components of Proposition 227, ELAP, and CBET, through interviews with local administrators of these components and observations of local programs.
- Provide opportunities for interviewing and conducting focus groups with educators, board members, parents, and students in order to gather their perspectives on the implementation and impact of the law.

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- Gather information on local instructional practices through classroom observations and interviews.
  - Inform the development of the statewide administrator and teacher surveys. Emerging themes found through the site visits will be incorporated into the written surveys during Year 2 of the study so that we can collect additional, more in-depth data on these issues.
  - Facilitate detailed local analyses of EL achievement that state data will not permit, including longitudinal analyses of student-level outcomes by instructional settings and services.
  - Assist the case study districts that do not have strong, comprehensive data systems in developing such systems in order to enable detailed local analyses.

**Selection of the Eight Case Study Sites.** The selection of the eight case study sites was based on the sample selection matrix presented in Exhibit II-2. That is, the percent of ELs and EL instructional model diversity over time were the two primary selection criteria. Through the phone interviews, we confirmed the state data available on the primary and secondary selection criteria, and collected information on district data capacity.

We used this information to select seven case study sites from the phone interview districts. Six of those seven sites came from six cells in the “high” and “medium” percentage EL student columns. (The last row in the Exhibit,  $\text{Not } L_1 \rightarrow L_1$ , was dropped following the phone interviews and the districts in those cells were reclassified into other cells when the phone interviews revealed that they had substantial primary language instruction both prior to and following Proposition 227.) We selected the seventh site from districts with a low percentage of ELs (defined as 20 percent or less). (Although we do not consider it necessary to have an equal representation of low percentage EL sites, we also believe that it is important that these districts not be excluded from this component of the evaluation.) For the eighth site, Los Angeles Unified was included with certainty. Because this district educates approximately 21.1 percent of the ELs in the state, we considered its inclusion to be essential.

Choosing one district from each of six cells in Exhibit II-2 ensured diversity in terms of the two primary selection criteria (percent ELs and EL instructional model diversity over time). It was not possible to consider the other selection criteria in the same manner, as that would yield many more than eight sample selection cells. However, in drawing the sample, these constraints were included to assure that the eight districts also provided variation on these other criteria. As a result, the case study districts represent regional diversity, and include rural, suburban, and urban districts. The sites also vary with regard to language diversity, which refers to concentrations of ELs speaking different languages. Although most districts have only one dominant non-English language, we made sure to include some districts that also had substantial proportions of students from at least two non-English-language groups.

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Although we had originally intended for approximately two-thirds of the sites to be recipients of CBET and ELAP funding, we dropped this constraint because we found that virtually all the districts meeting the other selection criteria were recipients of both funds in the 1999-2000 school year. With regard to data capacity, one-fourth of the case study districts appear to have comprehensive data systems that allow tracking of achievement, instructional services, and instructional setting histories for individual students over time.

Once the eight case study districts were chosen, three schools within each district were selected. Given that the majority of ELs are in the lower grades, we selected two elementary schools and one secondary school (middle/junior high or high school) from each district. We generally only selected schools with EL populations equal to or greater than the district average percentage. (Although this constraint had to be sometimes relaxed in the case of a secondary school in a small district.) With regard to instructional setting, we selected schools reflecting the district's overall mix of EL instructional models.

In summary, the case study sample of eight districts and 24 schools was selected to maximize diversity across the key criteria listed above. The purpose of the case study analysis is to provide richness and context to the analysis of state data and to the evaluation surveys.

**Work Prior to Site Visitations.** Much preparation work was required for these site visits. Protocols were developed for each of the 18 data collection activities that were to occur during the site visits. (Copies of all these forms are found in Appendices G and H of the Technical Appendix to this report.) The district-level data collection activities included:

- Superintendent Interview
- EL Coordinator Interview
- CBET Coordinator Interview
- Focus Group with CBET Adult Participants
- ELAP Coordinator Interview
- Evaluation and Assessment Coordinator Interview
- Focus Group with the English Language Advisory Committee
- Interview/Focus Group with Board of Education Member(s)
- CBET Program Observation
- Document Review
- Data System Review

The data collection activities for each of the 24 sample schools included:

- Principal Interview
- School EL Coordinator Interview
- Other EL Service Provider (i.e. Bilingual Aide) Interview
- Focus Group with Teachers
- Focus Group with Parents
- Focus Group with Students
- Classroom Observation

All site visitors participated in two one-day training sessions (the agendas for these training days are presented in Appendix E of the Technical Appendix along with a Guide for

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Site Visitors). The primary purpose of the training was to review the materials developed for the site visits, to train the site visitors in their use, and to review the process for writing up the information collected. Each site visitor was given a binder that included items such as district fact sheets, a copy of the itinerary, check-off lists of actions to take before, during, and after the visits, and copies of protocols for each data collection activity. The protocols were an essential component of the site visits in that they focused the data collection efforts and ensured that comparable information was collected across sites.

Exhibit II-3 presents a matrix of the case study interview/focus group protocol questions by respondent type. The questions in the first column are general versions of these questions, with the actual protocol questions being tailored somewhat for particular respondent groups. In this first column, notations indicate to which research question(s) (RQ) (presented in Chapter 1 of this report) the protocol question corresponds. As shown, the protocol questions are divided into five sections: district context, Proposition 227, CBET, ELAP, and student achievement. There are eight types of district-level respondents and six types of school-level respondents, each of whom were asked certain questions according to their areas of knowledge. The “Xs” in the grid reflect whether the protocol question was asked of the particular respondent group.

Other data collection activities are also included in this matrix, such as classroom observations and document reviews. These activities were useful in informing the interview and focus group questions. Many of the questions asked at the site visits were also asked of the district administrators during the phone interviews conducted last fall. These questions are also indicated on the matrix. See the Technical Appendix for a full set of the interview and protocol questions and for a copy of this matrix that tracks the general questions shown above to the specific questions included in each of the individual protocols.

**Exhibit II-3: Matrix of Proposition 227 Phone Interview and Case Study Protocols**

Protocol Questions	Phone interview questions	Questions asked of various respondents during site visit														Other site visit activities used to inform questions			
		Intwv Sup	Intwv EL Coord	Intwv CBET Coord	Foc Grp CBET Adult Part	Intwv ELAP Coord	Intwv Eval and Ass Coord	Foc Grp w/ ELAC	Foc Grp w/ Board of Ed	Intwv Prin	Intwv School EL Coord	Intwv Other EL Service Provider	Foc Grp w/ Teach	Foc Grp w/ Parent	Stud Intwv	Classroom Observ	Observ CBET	Doc Review	Review Data System
	Intwv EL Coord																		
<b>A. DISTRICT CONTEXT</b>																			
1. What is your district/school's demographic context?			X							X	X								
2. What is your district/school's vision for EL students?		X	X					X	X	X	X		X						
3. What are the other significant reforms in your district?		X	X							X	X								
4. Please tell us a little bit about your background-especially as it relates to EL programs in this district and/or Proposition 227? How long have you been in this position?		X	X					X	X	X	X			X		X			
<b>B. PROPOSITION 227</b>																			
<b>Implementation</b>																			
1. What do you understand to be the purpose and goals of Prop 227?		X	X					X	X	X	X	X	X						
2. What were your district's instructional approaches for EL students before Prop. 227, and how have they changed since? What has been the support for these approaches from principals and teachers? From parents and other community members? From the board of education?	X	X	X					X	X	X	X	X	X	X		X		X	X
3. What was the Board's/ELAC's role when Prop 227 passed? Did the Board/ELAC issue any formal statement before or after Prop 227 passed? Was the Board/ELAC involved in developing policies or programs in response to Prop 227? Are copies of any of these statements available? How might we obtain copies?								X	X										
4. Since the passage of Proposition 227, how has the district assigned its BCLAD teachers? Does the district try to assign them to classes with substantial numbers of EL students (SEI classes), or are they assigned to classes without regard to their BCLAD certification? Is the district actively seeking to hire additional BCLAD teachers? Why or why not?			X												X				X
5. What types of ELD support are teachers receiving from schools? Do they feel this is adequate? What type of ELD support are schools receiving from the district? .h What type of professional development was provided to teachers to transition under Prop. 227? (RQ 1, 3)		X	X					X		X	X	X	X	X	X	X			
<b>Waiver Process</b>																			
6. What has been the district's experience with the waiver process? (RQ 1) .h How were parents notified of their waiver rights? (RQ 1) .h How did they respond? .h To what extent do you think parents are aware of the waiver provision under Proposition 227? .h Has the district been able to provide the requested settings for students? (RQ 1)		X	X					X	X	X	X		X	X				X	
<b>Consequences</b>																			
7. What has been the impact of Proposition 227 on the district? How has it affected district and school administrators, teachers, and students? (RQ 3, 4, 5) .h What have been the most positive aspects of 227 (RQ 2, 3, 4, 5, 7) .h What have been the major challenges? (RQ 2, 4, 5)	X	X	X					X	X	X	X	X	X	X	X	X			
<b>Suggestions for strengthening</b>																			
8. What suggestions do you have for strengthening Prop 227 implementation and impact? (RQ 8)		X						X	X	X	X	X	X	X					
<b>C. ELAP</b>																			
<b>Decision-making Related to ELAP</b>																			
1. How was the decision made to apply/not apply for ELAP funds? .h What factors influenced decision? .h What was district's experience with the application process (was it clear or difficult)? Did your district apply for funds for both the 1999-2000 and the 2000-2001 school years? If no, why didn't you apply both years?	X					X												X	
2. How were decisions made about the use of funds? .h How did district allocate ELAP funds among schools? (RQ 1) Do schools submit formal ELAP plan? .h Was any needs assessment conducted? .h Were parents involved in the decision making process? .h Are ELAP funds combined with other funds in the district? In what ways? (RQ 1)						X					X		X					X	
<b>Implementation</b>																			
3. How are funds used (extended learning, materials, assessments, staffing, professional development-- get details on each, i.e. if extended learning, nature of programs, participants, length of time, etc.) (RQ 1) .h (if professional development reported) What types of professional development did teachers participate in? (RQ 3, 6) .h What were particular strengths and weaknesses of professional development received? (RQ 3, 4, 6)	X	X				X				X	X		X					X	
4. Did teachers participate in statewide ELD institutes? (RQ 3, 6) .h What were particular strengths and weaknesses of those institutes? (RQ 6)						X					X		X						
5. What have been the challenges/barriers to implementing ELAP-funded programs or services? (RQ 1, 8) .h Does district/school have the resources to support ELAP programs (space, teaching staff, administrative staff) (RQ 1) .h What kind of guidance has district received from state regarding ELAP implementation? (RQ 1)	X					X					X								
<b>Impact of ELAP</b>																			
6. Does the district/school keep track of students receiving ELAP services; .h Does district evaluate the ELAP program; if so, how?	X					X	X				X							X	X
7. In your opinion, what have been the benefits of ELAP-funded programs (or EL services in general-- if respondents cannot identify service or program as "ELAP-funded")? (RQ 2, 3, 4, 5) .h What changes in EL services and programs have resulted from ELAP funds? .h How have ELAP-funded programs or services affected the English language proficiency of EL students? What evidence do you have to support that? (RQ 2, 3, 4, 5)			X			X		X	X	X	X		X						
<b>Suggestions for strengthening</b>																			
8. What are suggestions for improving the ELAP program? (RQ 8)		X				X		X	X	X	X		X						

**Exhibit II-3: Matrix of Proposition 227 Phone Interview and Case Study Protocols (continued)**

Protocol Questions (continued)	Phone interview questions	Questions asked of various respondents during site visit														Other site visit activities used to inform questions			
		Intwv Sup	Intwv EL Coord	Intwv CBET Coord	Foc Grp CBET Adult Part	Intwv ELAP Coord	Intwv Eval and Ass Coord	Foc Grp w/ ELAC	Foc Grp w/ Board of Ed	Intwv Prin	Intwv School EL Coord	Intwv Other EL Service Provider	Foc Grp w/ Teach	Foc Grp w/ Parent	Stud Intwv	Classroom Observ	Observ CBET	Doc Review	Review Data System
	Intwv EL Coord																		
<b>D. CBET</b>																			
<b>General Questions</b>																			
1. Does your school house or support a CBET program in some way? (If yes) Can you please describe the program at your school?										X	X	X							
2. What are the goals of the Community-Based English Tutoring program (ESL for adults, get parents into the classrooms as tutors/volunteers, help parents navigate school environment; help parents support their children's learning) and how are you working to achieve them? (RQ 1)		X	X	X															
3. Who administers the CBET program (k-12 district, Adult School, contract with other community organization)? (RQ 1) .h If administered by other organization, how is collaboration working				X															
4. What has been the reaction from school administrators to the CBET program? How about teachers? Parents? Students?		X	X	X				X	X	X	X			X					
5. If district does not receive CBET: Did your district apply for CBET funds? If not: On what basis was the decision made not to apply?	X																		
<b>Funding</b>																			
6. How are CBET funds being used? .h What are the major categories of expense? .h Are CBET funds combined with other funds? (If yes, what are the other sources and amounts of funding?) .h Does the CBET program benefit from donations of any in-kind resources (e.g. space, staff, materials)? .h Does the district have adequate resources to support the program (space, teachers, administrative and clerical support)? .h What is the fiscal capacity of the program? .h How many CBET participants are currently enrolled?	X			X													X	X	
7. Has the CBET program received adequate guidance from the state regarding administration of the program? If no, what additional guidance is recommended? (RQ 8)				X															
<b>Program Implementation</b>																			
8. What is the level of participation among adults? .h Are all EL demographic groups represented? .h How many are parents? .h What is typical length of involvement? .h Do you know the number of CBET participants who are no otherwise involved in other ELD programs/classes? .h Does CBET participation vary with changes in the local economy? i.e., strong economy, lower participation) .h How does the district recruit adult participants? .h How accessible are the programs (how often offered, times of day, help with transportation)?				X	X												X	X	
9. What is the curriculum (e.g. emphasize "survival skills", tutoring and parent involvement skills, parent education, family literacy, etc.)? (RQ 1, 3) .h What curricular materials are used? .h Where do the classes take place? (at all school sites, only some school sites, other community locations)				X													X	X	
10. To what extent do participants tutor students .h How is "tutoring" defined? .h Is there a tutoring component during CBET class time? (RQ 1) .h When does this start happening (eg. what about those with low levels of literacy in L1?) .h tutoring time tracked for each CBET participant? .h Does tutoring occur for both math and language arts? .h Other content areas?				X	X												X	X	
11. What is the relationship between local schools and CBET ? (R1) .h Is there any attempt to link what CBET participants are learning to their child's school curriculum? (R1) .h Or to activities conducted during the babysitting component (common themes, vocabulary, other content)? (R1)				X							X								
12. Is babysitting offered (if yes, who provides care for children (level of training/experience of babysitters)? .h Where does childcare take place, for what ages, what types of activities are offered for the children?				X	X												X		
13. Do you communicate with other CBET program coordinators (or attend consortium of CBET coordinators' meetings) to share ideas and program strategies?				X															
14. In your opinion, what have been the barriers to successful implementation of the CBET program? (RQ 8)	X		X	X								X							
<b>Data/Assessment</b>																			
15. Does the district maintain data that would enable an assessment of EL student achievement for those who receive tutoring from CBET participants? (CBET participants linked to tutoring hours with individual children and individual EL student achievement)	X			X				X											X
16. What measures do you use to assess the language development of program participants? .h Are these data maintained by the program? .h Are any other program outcomes tracked				X															X
17. Is district evaluating program; if yes, how?				X				X											X
<b>Consequences</b>																			
18. What have been the effects of CBET on the participants? (RQ 7) .h Is there evidence that the CBET program is improving parent participation in their children's education? If yes, what is it? (RQ 3, 7)				X	X						X	X	X						
19. What have been the effects of CBET on the students receiving tutoring?				X							X		X						
20. Have there been any other unanticipated or unintended consequences, both positive and negative, of the CBET program? (RQ 4, 7)			X	X				X	X	X	X	X	X						
21. In your opinion, what factors have contributed to the success of the CBET program?	X		X	X	X							X							
<b>Suggestions for Strengthening</b>																			
22. What are your suggestions for strengthening the CBET program? (RQ 8)			X	X	X					X		X	X						



Exhibit II-3: Matrix of Proposition 227 Phone Interview and Case Study Protocols (continued)

Protocol Questions (continued)	Phone interview questions	Questions asked of various respondents during site visit														Other site visit activities used to inform questions			
	Intw EL Coord	Intw Sup	Intw EL Coord	Intw CBET Coord	Foc Grp CBET Adult Part	Intw ELAP Coord	Intw Eval and Ass Coord	Foc Grp w/ ELAC	Foc Grp w/ Board of Ed	Intw Prin	Intw School EL Coord	Intw Other EL Service Provider	Foc Grp w/ Teach	Foc Grp w/ Parent	Stud Intw	Classroom Observ	Observ CBET	Doc Review	Review Data System
<b>E. STUDENT ACHIEVEMENT</b>																			
<b>Instructional Setting Impact on Achievement and Other Outcomes</b>																			
1. How do you monitor EL students' progress in English fluency/literacy and the content areas (i.e. what formal and informal assessments are used; which measures are administered only to ELs and which to all students including ELs)?			X				X				X		X			X		X	X
2. Judging from your experiences, how are EL students doing in the various instructional settings provided by your district? How are they doing in regard to the regular curriculum? How are they doing in regard to learning English? On what basis do you measure success for EL students? (RQ 2, 5) To what factors do you attribute students' achievement or lack of it?		X					X	X	X	X	X	X	X	X		X			X
3. Has your [district] formally or informally looked at which programs and services are most and least effective in: .h promoting student achievement of the state content standards? If yes, how and what have you found? {R2} .h promoting rapid acquisition of English? If yes, how and what have you found? {R2} .h ensuring equal access to the core curriculum? If yes, how and what have you found? {R2}			X				X				X							X	X
4. What is your district's retention policy? Are EL students particularly likely to being retained under the state's Promotion/Retention Policy? {R 2, 5} Please describe the interventions this [district] uses to address this challenge.			X				X				X								
5. How does your district define "reasonable fluency"? What criteria are used in your [district] to determine when a student has "reasonable fluency" that will permit him or her to move out of structured English immersion? Judging from your experience so far, how long does it take for students to make the transition?			X				X				X		X						X
6. What are your district's criteria for redesignating students as fluent in English? Are these criteria different for elementary and secondary students? Does your district follow the progress of redesignated students? If yes: How?	X		X				X				X		X						X
7. Since 1998, have any of the following changed in your [district]? If so, please explain: .h changes in redesignation criteria .h changes in redesignation rates (differ by grade level?) {RQ 5} .h changes in the dropout / graduation rates of EL students {RQ 5} .h changes in the dropout / graduation rates of redesignated students {RQ 5} .h attendance rates of EL students (tailor to interviewee's position, including grade level if a school) {RQ			X				X											X	X
<b>General/Other</b>																			
8. How is each EL student's initial level of English proficiency determined? If name of assessment is not mentioned: What is the name of the assessment? Who typically administers this assessment (e.g. certified teacher, instructional aide)?	X		X				X				X								X
9. If measured, how is each EL student's initial level of primary language proficiency determined? Is this measured for EL students whose primary language is not Spanish? If yes: for which primary languages?	X		X				X				X								X
10. How are services and programs for EL students coordinated? {RQ 1} .h What support is offered for students who are not doing well in their EL settings?			X					X		X	X					X		X	X
11. Are there other ways (besides ELAP or CBET) the state, district, or schools can improve education for English learner students?														X	X				
12. What does "structured English immersion" involve in your district?	X																		
13. What does "alternative course of study" entail?	X																		
14. Is there anything else you would like to share about Proposition 227 implementation, ELAP, CBET, or EL student achievement?		X	X	X		X	X	X	X	X	X	X	X	X					
<b>Data System</b>																			
15. [review data survey with respondent. Go through each data grouping (i.e., Student Background & Program Participation, ELD data, PLD data, Assessment results, Instructional Setting and services) and ask who would be our primary contact about this data.																		X	X
16. Are students given unique ID numbers which allow data about them from different files to be combined? If unique IDs are not assigned: How do you combine information about students across files?	X																		X
<b>Total Questions per Respondent/Focus Group</b>	21	14	27	27	10	11	11	17	14	19	32	14	23	9	8	n/a	13	n/a	n/a

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The first contact with the case study districts was in the form of a letter to the superintendent. The letter communicated what was being requested, that steps would be taken to minimize the burden on case study sites, and that district and staff names would not be linked to any reported data. Following the receipt of the letter, each case study site was called to secure participation. Only one of the initially selected case study districts declined to participate, and was replaced by another randomly selected district in the same category.

Careful planning for each site visit was required, given the large number of interviews and focus groups that had to be scheduled. Each site visit team was responsible for scheduling the various activities for the site visits. Site visitors worked closely with the district- and school-level contacts to identify the appropriate respondents for the site visit interviews. A clear itinerary was developed in the weeks leading up to each site visit. Both the site visitors and the district- and school-level contacts had copies of this itinerary during the site visit to facilitate a successful visit.

### **Site Visit Procedures**

This section outlines the site visit procedures and identifies the goals and challenges of each site visit data collection method. Each visit usually lasted five consecutive days. A senior-level researcher headed each team and was accompanied by at least one junior-level researcher.

**Case Study Interviews.** All interviews were guided by a protocol of questions, but interviewers pursued additional topics that the respondents introduced if they seemed germane to the district's experience under Proposition 227. The interviewer took notes during the interview, preferably directly onto a laptop computer, and sought permission to audio tape the session. Interviewees were assured that they would not be directly identified in any reports. In aggregate, 81 site visit interviews were conducted.

**Case Study Focus Groups.** The focus groups consisted of 2 to 10 participants. In total, 130 focus groups comprising 547 individuals were conducted. In addition to the district-level ELAC, board of education, and CBET participant focus groups, teacher and parent focus groups were held at each of the three school sites in the late afternoon, early evening, or as locally deemed most convenient. We asked the school contact persons to help recruit the teachers, requesting that they reflect a diversity of views and experiences.

Recruiting parents for the focus groups was challenging, but uniformly accomplished through strong cooperation from our districts. We requested someone at each of the schools, either a staff member or a parent leader, to assist us in coordinating plans for the parent focus group. This person typically recruited the parents, assisted the research team in arranging for refreshments, and arranged childcare, when needed. In addition to a parent focus group drawing parents from each case study school, a fourth focus group drawing parents from across the district was held in some cases.

The language in which the focus group was conducted was determined on a school-by-school basis. Some of the site visitors were fluent in Spanish and were thus capable of conducting focus groups in that language. When needed, however, translators with whom

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the parents and/or students were comfortable were used. Typically, one of the site visitors moderated the group discussion while the other recorded. As with the interviews, site visitors were guided by a protocol containing discussion points to cover during the course of the session. The focus groups were audio taped, if allowed, and the participants were always guaranteed confidentiality.

Student focus groups were also conducted. These were held at each of the schools and involved a mix of five to eight recently redesignated and/or advanced ELs.

**Case Study Classroom Observations.** Site visitors also observed four to six classrooms for approximately 30 minutes each at the case study schools. In aggregate, 120 classroom observations were conducted. The site-visit teams requested class schedules from each of the schools prior to the visits. They also requested that classes with ELs be indicated, and that the instructional setting and services be noted (e.g. SEI, alternative instruction, primary language, SDAIE or ELD). We attempted to observe a mix of classes for ELs that were representative of the instructional approaches used for ELs found in each of the schools. The site visitors had a protocol to guide their observations that included space to write other notes that did not directly correspond with particular aspects of the observation protocol. These observations were brief, and their purpose was to provide richness, context, and a fuller understanding of local practice. They were not designed to formally study or evaluate variations in local practice or their effects.

**Site Visit Write-Ups and Debriefing.** After all of the site visits were completed, a full-day debriefing meeting with all of the site visitors was convened at AIR. Each research team came to the meeting prepared with a list of 5 to 10 main themes from their sites, as well as answers to a few general questions, which they presented to the rest of the evaluation team. There was a question and answer period following each mini-presentation, as well as further discussion, which eventually resulted in the set of emerging themes to be presented in the next chapter of this report.

All site visitors took extensive notes during each data collection activity, and audio taped most of them. There are over 200 write-ups from the site visits in total. Upon returning to AIR and WestEd, teams formalized their notes from each interview and focus group into Microsoft Word files. These text files were then imported into a computer software program designed to facilitate qualitative data analysis. Notes are being coded by protocol question, as well as by theme. A small team of trained coders is being used for this process to ensure consistency and reliability. Because qualitative data analysis is iterative, these codes are continually being revised and refined. New codes will be added as the complexities of the issues are revealed.

By analyzing the coded text within and across the case study sites, we can explore the implementation process of Proposition 227, ELAP and CBET within the unique contexts of each district studied, as well as draw comparisons across districts. The findings from the case studies will help to inform the development of the written surveys in Years 2 and 4 of the study as well as add important contextual information for the evaluation as a whole.

## **Chapter Three: Emerging Themes**

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### **Introduction**

The purpose of this chapter is to present a set of themes associated with the research questions that have begun to emerge at the end of this first year of study. They reflect general impressions from the visitors to the eight case study sites, and initial analyses of the interview, focus group, and observation data from these sites and the phone interviews conducted in 31 other districts. The documentation from these visitations and phone interviews is extensive, numbering over 1,200 pages. Given that the site visits extended into April 2001, and substantial time was needed to enter and log these field notes, analysis of this rich database has just begun. In addition, the data collection approaches listed above are only one phase of the research activities to be conducted for this project.

Because it is still relatively early in this study and due to the considerable research yet to be done, the themes presented in this chapter should be considered initial impressions rather than findings. More definitive results and policy recommendations will be presented in the legislatively mandated report due in year two of this study. On the other hand, as a great deal has been accomplished in this first year, we consider it important to begin reporting what appear to be some of the more prominent themes. Some of the issues presented below were heard in virtually all of the case study sites and all of the themes presented in this chapter were raised or observed in more than one site. In the following write-ups, we attempt to describe their breadth.

In this chapter, the themes that have emerged from the analyses to date are divided into six broad categories. Under each theme, the relevant research questions (RQ) posed for this study by the state, and listed in Chapter 1 of this report, are specified. Also shown are the matrix references (MR). These refer to the Research Matrix for this study, shown as Exhibit II-3 in Chapter 1. This reference identifies which protocol questions and types of respondents are associated with the more detailed analyses that follow each theme. (Copies of all interview protocols and other data collection instruments used in the first year of study are found in a technical appendix submitted to the CDE with this report.)

The themes emerged from a day-long debriefing that occurred soon after the completion of all of the site visits. Study team members from all sites came together to share and discuss what they believed to be the most important themes from what they had heard, read, and seen as a part of their case study visits. The purpose was to identify some of the big ideas from these intensive case study experiences.

The supporting text presented below each emerging theme is drawn from a preliminary and partial analysis of the data collected through the case study district visits and the phone interviews. In some cases, this text may not completely substantiate the emerging theme it follows. This is because the emerging themes result from impressions from all of the data collection activities conducted during the site visits and phone interviews, while the text

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that follows reflect analyses only from the notes fully reviewed to date. After all of the data review procedures and the related analyses are complete, these themes will be modified, and others added for presentation in the Year 2 report, to be provided to the Legislature in May of 2002.

## **I. Implementation of Proposition 227**

### **1. Context for Proposition 227 implementation is important**

- Other state policies and programs**
- District values, leadership, policies**
- School leadership, resources (instructional, financial)**
- Community preferences and concerns**

**RQ: 1, 2, 3, 4**

**MR: B7, (B2, A3)**

Many external factors have affected the way in which Proposition 227 was implemented in the case study districts. As one school board member put it, “Proposition 227 did not take place in a vacuum.” Interview respondents from all districts in diverse positions throughout the school system drew attention to different contextual factors that influenced the implementation of Proposition 227. Other state policies and programs, such as the Public Schools Accountability Act, Class Size Reduction, and the administration of the STAR and HSEE achievement tests, are important to consider when examining Proposition 227. One EL coordinator noted, “Our bilingual base program before Proposition 227 had lots of support. It is getting harder to get support for bilingual programs because of the pressure to pass the tests in English...Also logistical issues resulted because of Class Size Reduction.” Districts juggle these policies and programs that interact to varying degrees. One district administrator anticipated that the implementation of Proposition 227 would be a significant challenge, yet he now believes that the state’s accountability system is by far the most formidable challenge.

The district context upon which Proposition 227 was overlaid is another factor which affects implementation. For instance, one district underwent a major reorganization at the time the law was being implemented. The reorganization left only a handful of people to manage the changing EL programs. The mission statement or vision that districts had prior to Proposition 227 is another factor that affects how the Proposition was perceived. It appears that in districts that did not have extensive bilingual programs prior to the initiative, the new requirements did not seem burdensome. One principal said, “There has been little effect on us because services remained very similar to what was already in place before the Proposition’s passage...It’s hard to miss what you didn’t have.”

The instructional and financial situation within individual schools is an additional factor that has affected implementation. One principal voiced concern not only over how the ELs in his school will perform on the High School Exit Examination, but also on how his English-only students will do. The focus in this district is on how to improve the curriculum as a whole, not just the curriculum for ELs. Another component of the school context is how

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resources have been spent. For example, if several Bilingual Cross-cultural, Language and Academic Development (BCLAD) teachers are employed in a particular school, the response to implementation of Proposition 227 may be different than in another school that has not invested in teachers with BCLAD credentials.

Finally, the concerns and preferences of the community in which a district is located also seemed to affect the implementation of Proposition 227. Community sentiment varied widely across districts with ideas such as, “If you’re in America, learn English,” predominating in one, to others where community members feel the state is trying to “attack our community.” The culture of the community also appeared to affect the degree to which waivers and other aspects of implementation are successful. Some parents said they did not feel comfortable questioning the recommendations of teachers and principals because they considered them to be the experts on their children’s education. They said they believed that if they were to ask for a waiver, this would be perceived as “second-guessing” the school leaders. The interaction of state and local policies on instructional programs for ELs will be discussed further under section VI at the end of this chapter.

## **2. Insufficient guidance for implementing Proposition 227**

- Short implementation timeline**
- Insufficient guidance from the California Department of Education (CDE) to districts, e.g. late issuance of State Board of Education (SBE) regulations**
- Insufficient guidance from districts to school administrators and classroom teachers**

**RQ: 1, 2, 5, 8**

**MR: B2, (B8, B3, B7)**

### ***Short implementation timeline***

Proposition 227 was passed in June of 1998, and districts were required to implement it at the beginning of the 1998-99 school year. As most schools were on summer break until early September, many only had a few weeks to create new programs, hire qualified teachers, notify parents, and complete the other tasks associated with the Proposition. In our case study visits, districts mentioned that the short implementation timeline, mandated in the language of the Proposition, was the cause for much strain in their districts, and exacerbated any confusion and fear about the legal ramifications of not complying. According to the superintendent of a large district, the number one challenge of Proposition 227 in the district was “the short timeline—the speed with which it was ‘thrust upon the schools.’” There was intense fear among the community during the initial implementation period. A principal stated, “No one was really prepared to make this sudden switch, in terms of what they were supposed to do and how they would do it. They knew that just switching these kids [from a bilingual education program] into a total English immersion program was just not going to work.”

### ***Insufficient guidance from the CDE to districts***

Many of the districts also mentioned inadequate guidance from the state to implement the law. One principal stated, “All of the explanations that are required across the many programs have created problems for [the teachers]. Teachers just want the state and

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administrators to highlight the changes and clarify what is new and what needs to be done.” A teacher at another district explained the awkward situation he found himself in during the initial passage of the Proposition, due to insufficient guidance to the district from the state. He explained that two days before class started, the district asked him to develop a year-long program with curriculum for ELs, including strategies for using Specially Designed Academic Instruction in English (SDAIE). He said he was offered eight hours of released time in which to create the curriculum, but refused. The EL coordinator of another district expressed confusion over materials that ought to be used under the Proposition, explained, “The State Board of Education has mandated that the basic textbooks that are used for non-ELs also be used for ELs, and that these textbooks should be used to teach English Language Development (ELD). But the state and the textbook publishers have not yet released any supplemental materials for the textbooks that help teachers use these books with ELs, and the textbooks were not designed to be used for ELD instruction.” An English Language Advisory Committee (ELAC) member of one district stated, “Proposition 227 doesn’t say anything about the materials the teachers have to use. The impact of Proposition 227 for the teachers was a lack of information and lack of clarity in the programs and content. The major challenge has been implementing a program without guidelines.”

#### ***Insufficient guidance from districts to schools to classrooms***

Insufficient guidance within districts was mentioned in seven of the eight districts. The eighth district, which was reported to have provided adequate guidance, maintained a substantial bilingual program even while it established a large SEI program. Of the other seven districts, four held meetings about the Proposition at the outset, but little or no training on how to actually implement the law in the classroom. An EL coordinator from one of these districts stated, “They had some good, solid guidelines and information for parents, but they were missing the strong instructional piece explaining what they were supposed to do in the classroom.” A teacher from another of these districts stated that they had several informative meetings at the district office where the ramifications were discussed. However, teachers have not yet received any staff development on how to implement the Proposition. A teacher from another district also commented on the lack of support provided by their district. After Proposition 227, the teachers were required to turn in their Spanish textbooks. After spending many years preparing to be bilingual teachers, she said, “Overnight we were told to teach entirely in English without any training.” Many of their administrators and coordinators had not supported bilingual education in the first place, according to her, so they were unlikely to help the staff tie the old approaches to the new. Three case study districts provided some training for instructing ELs, but little or no training specific to Proposition 227. A superintendent from one of these districts stated, “The state guides [our teachers] to the materials to use. Teacher workbooks provide information about how to meet the needs of these students.” A teacher from the same district stated, “We’re left to fend for ourselves.”

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**3. Confusion over what Proposition 227-related regulations require/allow in regard to use of primary language instruction and ELD**

**RQ: 1, 2, 4**

**MR: B2, (B4, B7, B5)**

***Use of primary language instruction and ELD***

All eight districts noted confusion over what Proposition 227 regulations require and allow in terms of the amount of primary language instruction and ELD. Although this confusion varied in degree by district, it generally created an enormous amount of fear among stakeholder groups. One EL coordinator stated, “There was a lot of confusion about how to comply with the law because it was not very specific. Everyone in the state was very confused about what the law meant, and this interfered with the decision-making process. There was a lot of fear [of] litigation. It was difficult to ensure that everyone had the required information.” In one district, according to a school board member, many principals forced their teachers to box up or discard Spanish-language materials. The district then had to “make a major effort to relax these types of fears [which were] due to quick implementation.” In one extreme example, a teacher in another district stated, “There was a lot of confusion in the schools when the law first passed. To keep from being sued, the district gave teachers a directive of zero percent Spanish use.” In another district, a teacher stated, “At the beginning, parents were in a panic. They asked whether the law meant that now they would not be able to read communications from the school.” The EL coordinator mentioned that she did not even know if she could post visuals in Spanish. “It was a frightening thing not only for parents but also for teachers.”

Another school EL coordinator said, “When Proposition 227 came in, [the district administrators] were telling kids that if parents didn't sign the waiver, they were going to be placed in mainstream all-English classes, not necessarily ELD.” Most of the confusion in these districts has waned over the three years since the passage of the Proposition. Yet, in one district, the EL coordinator stated, “People are still unclear about programs. The counseling department isn't clear. We have sent memos, but in a large district the rumor mill is stronger. Rumors fly around.” Thus, there is confusion at all levels, and this has contributed to creating inconsistent implementation both across and within school districts. A board of education member of one large district stated, “The district has had to define what it wants [in terms of programs it makes available]—but due to the Proposition 227 threat about personal accountability, there have been many on-site interpretations that are not representative of district policy. There is still a lot of concern about uneven implementation.”



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#### 4. Issues and concerns about waivers and parental choice

- ❑ Lack of awareness regarding rights to request a waiver (who informs parents; how much they are told)
- ❑ Lack of clarity in waiver forms about what program options exist, and how they are different from one another
- ❑ Lack of clear language
- ❑ Vague distinctions between program options
- ❑ Lingering questions regarding exactly who is eligible to apply for a waiver and the exact extent of the entitlement

RQ: 1, 4, 8

MR: B6

#### ***Parents were often unaware of their right to choose an alternative instructional program***

In nearly all of the districts we visited, at least some of the parents we met were unaware of their waiver rights under Proposition 227. Overall, however, the general theme that parents were unaware of their waiver right appeared dominant in five of the eight case study districts. In these districts, concerns about parents being unaware were articulated by administrators and teachers, as well as by parents. For example, in one district none of the three parent representatives we interviewed from the district ELAC were aware of their program waiver rights. At another site, the ELAC representative said, “Administrators did not tell the parents anything” about the waivers. In that same district, the EL coordinator said, “The waivers only go to Spanish speakers. It is not translated into other languages.” At a school in this same district, none of the parents we met with recalled seeing a waiver.

In one district, parents were not initially notified in writing. As described by a board member in this district, after passage of the Proposition the district developed a waiver request form for parents. Afterwards, however, they were advised by legal counsel that they could not provide parents with a written letter of this type. She went on to say, “The district was upset that there did not seem to be a systematic way to provide parents with the waiver option.”

Of the three districts in which this was less of a dominant theme, the district staff had taken the lead in developing and implementing procedures for notifying parents and managing waiver requests. In these districts, there seemed to be fairly uniform reporting from district and site administrators as well as teachers and parents that waiver options had been clearly communicated and understood. A board member in one of these districts reported, “We had a district-wide open house with booths and tables set up to explain options to parents.” Flyers were also prepared in language the parents could understand. A parent in this district said, “It was chaos at the beginning among the parents, but the flyers helped us to understand.”

While some districts seemed to do the minimum to comply with what they thought the law required in regard to informing parents of program waivers, others made a concerted effort to be sure that parents received comprehensible information about their options. One principal said, “We feel you need to inform parents more than once a year. We also use

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multiple strategies for conveying this information. You have to do it in five or ten ways if you really want them to understand. You can give parents as much information in writing as you like, but parents will not understand it until they see it in layman's terms."

***Even when parents are aware of the waiver process, their choices are sometimes unclear***

In one case study district, administrators described -- and parents confirmed -- how parents were given clear information regarding a choice of instructional models for their child and were not pressured to choose one model over another. "Parents came to the meetings with an open mind. We gave them the opportunity to take the information home with them, and did not pressure them to sign anything right away. They could take their time to make a decision and come back when they were ready. Also, they could change their mind." This more open approach regarding the choices Proposition 227 makes available to parents can be contrasted with a site in which parents described a "very confusing assembly at which even the principal got confused and had a very hard time explaining things." After this assembly, parents reported that the school required them to sign a form (to choose an instructional model for their child) that day.

In several districts, there was little agreement across the district as to what the choice of programs offered to parents actually meant. We heard a number of varying explanations from respondents at the district as to what distinguished the primary models from which the parents were asked to choose. When this question was asked of a focus group of teachers, they openly expressed amusement at the idea of a meaningful distinction between the primary alternative listed. When asked how they described the difference between these programs to parents, they replied that they did not try but simply told parents that they had to make their own choice.

One parent explained, "The school sent us a letter informing us about the programs and the waiver options, and then there was an assembly to discuss everything. We were asked to sign up for one of three models, but most of us don't understand their meaning. The information hasn't been properly explained, so many parents don't really understand what the options are about." Another parent said in reference to the waiver, "When I am given a form to sign that I do not understand, I just tear it up."

***Waiver option forms were sometimes confusing***

A board member in one district commented, "There is currently a form, but it is very hard to decipher." Parents who met with us at a school in this same district, reported that even though they are very involved in the school and did their best to be informed, they still did not understand Proposition 227, the waiver system, or the options available to them. In another district, the EL coordinator said, "The waiver needs to be reworked. It was set up as a brainstorming sheet that does not match the letter of the law." In a third district, a board member expressed the concern that "The letter was written at a college level rather than a lower level that might be understood by all parents regardless of their level of education."

In one of the districts, parents and teachers described confusing explanations of program options that were presented to parents. One teacher said, "Parents have a waiver form, but if you look at the form, it seems as if you are asking if they want their kids to learn

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English. Of course, they are going to answer ‘yes.’ They don’t understand all the concepts, the differences between sheltered, immersion, and SDAIE.” A parent from another school in the district confirmed this interpretation. In several sites, appropriately translating the concept of a program waiver was also indicated as problematic. For example, in one district, a parent noted that the word “waiver” was mistranslated into Spanish as “renuncia,” which communicated that the parent would in effect be “renouncing” or giving-up something by signing the form.

**5. Program of waiver options complicated by logistical constraints**

- Waiver requests often mean a transfer away from the neighborhood school
- Difficulty of multiple models in a single school – especially in year-round schools
- Parents tend to choose the model the school offers

**RQ: 1, 2, 4, 8**

**MR: B6**

In one district, a parent complained that they were not told of the waiver option until about 44 days into instruction, after the students were already used to the teacher. In another district, a principal commented that she does not offer parents a waiver option because the school does not provide primary language instruction.

One set of constraining factors was related to changing schools and the transportation that would be needed if the child were to change programs. As described by one district EL coordinator, “Transportation is a big issue, as well as the availability of teachers for a waiver class. Even when parents sign waivers, there is no one to teach the class.” A parent in that same district decided not to sign the waiver, because if she did her child would have to “transfer to a school far away.” In a different district a parent said, “I asked the school to switch my child to a bilingual program, but the school said they did not offer this option. They said I could switch schools, but I could not provide the necessary transportation.”

Program options seemed particularly constrained at year-round schools. A parent said, “It all depends on whether the school has space on a particular track. You are told what is available and asked if you want it or not.” A principal at a different school said, “Even though I personally think bilingual education can be helpful for some children, if we had enough waivers [to require us to offer a program] it would be a nightmare for us. As a year-round school, we have enough problems with scheduling as it is.”

These logistical issues appear to discourage waiver programs at some schools. As described by one district EL coordinator, “Some principals who don’t want waiver classes have dismantled them and instituted SDAIE/ELD programs in their place, thereby eliminating the need to deal with waivers at the school.” A principal in another district said, “We do not offer a waiver program, and therefore parents do not ask for it. Besides, they would have to transport their children to another school.” In another school in the same district, the EL coordinator said, “Most parents want their children to go to the neighborhood school and therefore opt to go with what’s available at the school.”

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Another constraining factor is the state’s Class Size Reduction program. A school EL coordinator said, “Instead of 32, you now had 20 slots. What do you do with the other 12 kids? They are in a combination class or in English, systematically eliminating the bilingual option.”

In some districts, however, the tone regarding program choice seemed quite different. One parent summarized the waiver process in the district: “When a parent arrives and requests to have their child put in a specific program, they get what they request. They have always honored our wishes.”

**6. Lack of clear operational definitions of “bilingual education,” “alternative program,” “structured/sheltered English immersion,” and “mainstream program”**

- Variation in definitions across districts**
- Differing program implementation within districts**
- Often considerable difference between descriptions of these programs and what is found in classrooms**

**RQ: 1, 2, 8**  
**MR: E3, (B2)**

In an effort to clarify the mandates of Proposition 227, the CDE provided guidance through state regulations (Title 5, Division 1, Chapter 11) and guidelines (*Educating English Learners for the Twenty-First Century, Report of the Proposition 227 Task Force, 1999*). However, much of the interpretation was left up to school districts, which in turn had to provide a clear delineation of new educational models and pedagogical practices that would satisfy the requirements of the law.

Proposition 227 specifies that all children in California public schools must be taught in English, unless their parents request a waiver. Otherwise, the law requires students to be placed in “English-language classrooms” where the language of instruction is “overwhelmingly” English. For young ELs, it mandates a temporary transition period – not normally intended to exceed one year – in a “sheltered English immersion” or “structured English immersion” program. Under this model, “nearly all” classroom instruction is in English, but with the curriculum and presentation designed for ELs. Once ELs reach a “good” working knowledge of English, they must transfer to an “English-language mainstream classroom” where the students are either native English-language speakers or already have acquired “reasonable” fluency in English. Finally, “bilingual education” or “native language instruction” is described as a language acquisition process for students in which much or all instruction, textbooks, and teaching materials are in the child’s native language.

***Interpretation of these program descriptions varied widely across districts, and even within schools***

These mandates have obvious implications for classroom practice; however, the language used to describe them is vague. For this reason, a number of interviewees said, it was difficult to extract operational definitions to guide the new instructional models. In addition, some districts reportedly struggled to reach consensus in the midst of an

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environment of “confusion, frustration and collective fear of litigation.” Proposition 227 states, “Any elected official, public school teacher or administrator, who willfully and repeatedly refuses to implement the terms of the law, may be held personally liable for fees and actual damages.”

Across all of the case study districts, educators agreed that during the initial stages of implementation there was “an extremely politically-charged environment.” This aspect seemed to especially affect those districts that historically had a strong commitment to providing bilingual education. For example, a district administrator said it was “very challenging” to make decisions while dealing with “threats of lawsuits.” He remembered that period as a “very emotional time” because of “legally-charged e-mails sent to the Board of Education to prevent them from deviating from the mandates.” Another school district was sued by a group of parents because they felt the law was being implemented “too quickly.”

As a school district administrator explained, bringing districts into compliance “was a hard process for everyone since people had to deal with the difficulty of implementation, as well as with the philosophical and emotional repercussions.” Some educators reported that they were torn between doing what they believed was right for students and remaining within the boundaries of the law.

Not surprisingly, it was often reported that attempts at implementation resulted in program definitions that were unclear, even for educators within the same district. In one district, an EL coordinator distinguished between the two models used for their structured immersion program, “The first model of instruction relies on SDAIE methods, while the second relies on English immersion with some use of the primary language for clarification.” The coordinator’s counterpart at another school gave the same definition but noted that the two models “sound different on paper, but in practice are basically the same.” A teacher from her staff added, “The ESL program is the same as the bilingual program - it is one and the same. The definition of structured English immersion (SEI) also varies from one district to another. Educators used the terms “overwhelmingly” and “nearly all” to justify anywhere from “60 to almost 100 percent” of English instruction.

Other people we interviewed worried about the consistency of the definitions across school levels. For example, a middle school principal said, “We have been improving communications, but we need to have clearer definitions, since [elementary schools] are recommending kids for lower-level courses than students really can handle.” He added that they try to move students to a higher level if they think they have the necessary proficiency.

**7. Proposition 227 and the English Language Acquisition Program (ELAP) increased attention on EL issues**

- More attention paid to education outcomes for English learners
- Supplemental resources for EL services through ELAP and Community-Based English Tutoring (CBET) funding
- Potential effects on redesignation

**RQ: 4, 5**

**MR: B7**

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District administrators, principals, and teachers in the case study districts agree that Proposition 227 has forced them to think about how to best educate ELs. Increasing the speed with which the English language is acquired is a priority that has taken on greater prominence in many of the districts visited. A principal in one district said that since the passage of Proposition 227, he has started to look at research and instructional methods for sheltered and bilingual programs so that his school's programs will be methodologically sound. An administrator from another district acknowledged that ELD had always been the "weakest area of the district's EL instructional program" and "in need of the focused attention" it is now receiving.

EL issues have also moved into the spotlight as the responsibility for the education of these students shifts from a select group of teachers to all teachers and parents. One teacher remarked that "now all of us are serving these students. We are in this together." A school EL coordinator saw Proposition 227 as a catalyst for reinvigorating teachers and increasing attendance at training workshops. He also felt that Proposition 227 transformed EL teaching into a high profile issue and increased participation of the parents in their children's education. Parents are more aware of the issues facing ELs because they participate in the waiver process. Visibility of EL issues increased in the community as well. One principal reported, "Many chose to ignore the needs of ELs for a long time," but noted that this is not true any longer.

Funds provided through ELAP and CBET assist districts as they seek to comply with the law and address EL issues. One school used the additional funds to purchase materials and technology to work with ELs. An ELAP coordinator in another district said, "The schools now have money to provide differentiated services for ELs," which means there is "a clear focus on ELD." CBET funds also enable districts to address EL issues that exist beyond the confines of the school walls.

An EL coordinator in one district suggested that Proposition 227 increased the amount of attention that is paid to the redesignation process for ELs. Three evaluation coordinators in other districts said they had noticed an increase in the number of students redesignated. However, two of these same respondents and one additional respondent made a point of saying that these changes in the redesignation process are not due to Proposition 227. Instead, issues surrounding social promotion, retention, and accountability have contributed to the changes in the redesignation process. Respondents in two districts did not see any impact on the redesignation rates as a result of Proposition 227.

## **II. English Language Acquisition Program (ELAP)**

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| <p><b>1. ELAP considered helpful, but purpose sometimes confused</b></p> <ul style="list-style-type: none"><li><input type="checkbox"/> <b>Seen as a funding source, not a program</b></li><li><input type="checkbox"/> <b>Viewed by districts as a program that will be difficult to evaluate</b></li></ul> |
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**RQ: 1,2,5,6,8**

**MR: C2, (C6, C1, C3, C4, C5, C7, C8)**

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The English Language Acquisition Program was authorized by California Assembly Bill (AB) 1116, in 1999, to provide funds for the improvement of the “English proficiency of California pupils and to better prepare them to meet the state’s academic content and performance standards.” Under AB 1116, any local educational agency (LEA) that applies for and receives funds under ELAP must: 1) conduct academic assessments of ELs to determine students’ English proficiency, ensure appropriate placement, communicate progress, and provide formative assessment information; 2) provide a program for ELD instruction to assist students in meeting state standards, including structured immersion instruction; 3) provide supplemental instructional support; and 4) coordinate services and funding sources available to ELs. Funds must be used to design program components that support 4<sup>th</sup>-8<sup>th</sup> graders and also fit well with the overall district design for ELs at all grade-levels. The ELAP funds allocated to 379 LEAs in 2000 can be used in a variety of ways to assist ELs in grades 4 through 8 to meet state standards. Any school district that enrolls one or more ELs in 4<sup>th</sup> – 8<sup>th</sup> grade is eligible to apply for these funds. Ways in which funds can be used to supplement the regular school program include “newcomer centers and tutorial support, mentors, materials needed to meet the objectives of the program, or any other program services.”

In discussing the ELAP, a number of schools and districts expressed confusion over the availability of ELAP funds and how to allocate them. Quite a few individuals, particularly at the school level, were unaware of these funds. One respondent indicated that his district did not apply for funds because he thought “you couldn’t apply unless you were already using the state ELD test,” which was still under development at the time that applications for ELAP funds were due. Some schools and districts that received ELAP funds did employ some needs assessment strategies to gather input about potential uses of the funds. This included meetings, consultations with school site councils, surveys, and flyers to parents inviting them to participate in decision-making meetings.

Uses of the funds varied, as would be expected given the latitude implied in the legislation. Uses identified included the following:

- After-school and Saturday programs
- Staff development
- Planning time (paying stipends to teachers)
- Support/resource materials
- Transitional reading programs, listening centers, computer programs
- Payments for substitute teachers so regular teachers could provide one-on-one help to students in need
- Sending teachers to conferences
- Intersession instructional programs
- Newcomer classes
- Summer reading camps for ELs
- Language assessments; redesignation testing
- Instructional assistants

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ELAP funds were combined with other funds in some schools or districts; in others, they were not. There was frequent mention that tying ELAP funds to the number of ELs served as a disincentive to redesignating students.

While most district and school personnel expressed gratitude for ELAP funds and think of them as “a real blessing,” many districts listed the primary challenge of implementing ELAP to be logistical in nature. Many schools hoped to create after-school, Saturday school, and intersession programs for ELs but have had challenges in finding available teachers, space, and transportation. Other administrators mentioned that there is a lack of appropriate material designed for ELs, which has made use of the funds challenging. Another challenge for implementation noted by many district officials was that ELAP funds arrived fairly late in the school year. In these instances, districts rolled over the money to the next school year. A few districts noted that guidance from the state on how to use the funds has been minimal. Several administrators would like to see the program expanded to all grade-levels, so that all ELs would benefit from the kinds of programs and services that have been established for the 4<sup>th</sup> – 8<sup>th</sup> grade students.

***ELAP is seen as a funding source, not a program***

The ELAP program is popular with case study districts and schools. All case study districts and 90 percent of the phone interview districts applied for and received some amount of ELAP funds. District and school officials generally seemed to agree that the money has helped fund programs and purchase materials that may not have been affordable otherwise. Administrators said they appreciated that ELAP is a flexible program that can sponsor any number of options for ELs and allow schools to buy supplemental instructional materials and pay for other resources or extra services for ELs, such as instructional aides and reading teachers. Some districts required a “mini-grant” or proposal for the funds from the school, with a justification of how the funds will be spent. Other districts allocated funds directly to the schools without requiring a statement of how funds will be used.

While most district-level personnel and school administrators recognized ELAP as an independent funding source, many teachers and other school personnel were not aware of ELAP or the funds associated with it. A number of schools reported combining the ELAP dollars with other grant monies or funding sources to meet specific needs related to ELs. One ELAP coordinator from a case study district noted, “It is often difficult to distinguish from the other funding sources – they are not seen as an additional or different program.” Many schools mentioned that they use these funds to enhance existing programs or services.

***Districts and schools view ELAP as a program that will be difficult to evaluate***

All of the case study and phone interview districts were aware of the state requirement to report achievement results for ELAP students by 2003. The impact of ELAP on student progress was difficult to ascertain because most districts do not specifically monitor or assess students participating in ELAP-funded programs. Furthermore, many districts combine ELAP monies with other funds, which adds to the challenge of monitoring and assessing students receiving resources through this program. One district official noted that it is “difficult to see which benefits arise specifically from ELAP since all the programs are offered seamlessly.” Some schools have begun tracking ELAP students in a school-level



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file, either electronically or manually. Other schools mentioned ways in which they plan to monitor ELAP students, once the program is in place longer. Several schools stated that they were waiting for the state ELD test to be released before implementing any kind of assessment/evaluation of the program. Still other schools mentioned a variety of assessments they plan to use to monitor outcomes of ELAP students, such as SAT-9 test scores, district writing proficiency tests, and district-specific evaluation tools.

### III. Community-Based English Tutoring Program (CBET)

1. **Community-Based English Tutoring (CBET) program shows wide variation in implementation, articulation with schools, evaluation of services**
- Generally popular**
  - Often combined with adult ESL programs**
  - Varying degrees of linkage with schools**
  - Impact on ELs difficult to determine with current data/tracking systems**
  - Concern about degree to which tutoring of ELs can/should be incorporated into programs**
  - Expressed need for resources to administer program at state and local levels**

RQ: 1, 3, 4, 7, 8

MR: D2, (D4, D6, D11, D3, D16, D19, D10, D22)

The CBET program is authorized by Education Code sections 315 and 316 enacted by Proposition 227. CBET funds are targeted to provide free or subsidized programs of adult English-language instruction to parents or other members of the community who pledge to provide personal English-language tutoring to California school children with limited English proficiency. CBET funds are allocated to local education agencies (LEAs) and may be used to provide direct programs, community notification, transportation, and background checks required of tutors who volunteer in public school settings.

Under Proposition 227, the Superintendent of Public Instruction is authorized to allocate a total of \$50 million per year (contingent upon budget approval by the Legislature and the Governor) divided among LEAs that participate in the program, as long as one or more ELs have been enrolled in each LEA during the previous school year. LEA governing boards may also subcontract with community-based organizations to provide English tutoring or related services. The program requires that all providers of adult English-language instruction receiving CBET funds maintain evidence that adult program participants have pledged to provide English-language tutoring to California school pupils with limited English proficiency.

#### ***CBET program is generally popular***

The CBET program is generally popular. Community members told one CBET coordinator that the program is like “a fairy tale” or “when Santa comes.” Many of the adult participants we interviewed voiced satisfaction with the amount of English they have learned through the program. They said their ability to understand English has improved and the level of confidence in their own abilities has increased. As a result, some of the adult participants said they are more comfortable speaking with their children’s teachers and are

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better able to understand the information sent home from the school. They also reported being better equipped to assist with their children's homework. Accomplishing various daily activities, such as making doctor's appointments and grocery shopping, was also said to be easier. Several participants said they have applied for jobs since participating in CBET.

CBET is equally popular among CBET coordinators and other EL service providers interviewed. They reported that the program provides benefits to both the adult participants and their children. The participants were said to benefit because they begin to feel more like members of the community as their English improves. A reported side benefit was multicultural interaction being stimulated among adults who participate in the CBET program, generating an increased sense of community. Children were said to benefit because their parents are more involved with their learning experience and set a good example of how to learn to read and write in English. Several CBET coordinators also contend that the program creates a level of interest and assistance in school that is not usually found in non-English speaking homes. The importance of family literacy is being emphasized in some districts.

One board member said he thought CBET was one of the more positive aspects of Proposition 227. A group of teachers reinforced this perception saying that CBET is a much-needed program because one of the major challenges in working with certain ELs is their parents' inability to speak English. However, another board member was not sure that the program was adequately reaching out to the parents of ELs. He voiced concern that the link between the adults participating in the program and the EL children in school was not always being made in this district.

#### ***Impact on ELs is difficult to determine***

The impact of the CBET program on ELs appears to be difficult to evaluate. The tutoring component was in an early stage of implementation at many of the schools we visited. In addition, limited effort to collect data on the impact of the program on ELs was reported. In two of the eight case study districts, the tutoring occurs on the school site. In other districts, CBET coordinators and teachers said that too few of the participants were at a level where they would be comfortable helping others learn English. One group of adults concurred, saying they thought they would need between one and three years of study before they would be able to tutor someone else. Doubts that some participants in the CBET program would ever be ready to tutor children were expressed by one board member. However, he did acknowledge that the program might help the participants find work.

Two schools plan to begin a more rigorous tutoring component in the future, but several others do not have plans to formalize tutoring. Even without a structured tutoring component, it was said that students may benefit from increased participation by their parents in their education. Parents in three of the districts, where tutoring does not occur in the classroom, said they read with their children and helped them with their homework. One CBET coordinator asserted, "If we give twenty minutes of an adult's time to a child, it is invaluable." Some teachers did not see any relationship between the adults who participated in CBET and the students in their classrooms. Still, others felt it was too early to tell if the program was having an impact on ELs.

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One challenge associated with the tutoring component is that some of the participants are not able to attend classes for extended periods for different reasons, such as work-related travel (migrant labor). One EL coordinator said that participants at his school were not making much progress, and few participants stayed in this program for more than a couple of months, preventing them from reaching a point where they could begin tutoring. Apparently, part of the difficulty in retaining adult students in this district was due to the fact that only one level of class is offered so it is not possible to move into a higher level. However, some CBET coordinators and others believe that even if there is no formal tutoring, some students benefit by accompanying their parents to CBET classes and receiving their parents' help on homework.

### ***Current Data/Tracking Systems***

Systematic collection of data on CBET was generally not found. This is due, in part, to the fact that only three of the eight districts have begun to integrate a tutoring component into the CBET program. However, three districts had asked participants to keep a log of home tutoring. Most CBET coordinators said they kept paper files of the adults who are participating in the program, and some monitored the children who are receiving tutoring. A number of districts said they would be able to link the names of the children who receive tutoring with achievement data in the future. Others said if data collection was a requirement, they would begin to collect information. One district is planning to try to make some links between the participants' achievement data and student data. At present, most of the evaluation feedback was reported to be in the form of anecdotes from parents and CBET site instructors.

### ***Logistical issues associated with CBET***

One reported issue was related to attendance. Adult participation rates appeared to vary among districts. Some districts reported that the number of adult participants was not as high as they had hoped. Others reported difficulty in retention. Questions were raised as to whether adequate advertising had been done in some districts, and several parents in the case study districts felt that few in their community knew that the program was available. Other districts had an impressive number of adults involved and reported no problems with retention.

A second set of logistical issues was related to space shortages and the need for janitorial services following the use of classrooms. This was frequently mentioned as a logistical challenge associated with implementation. Space constraints were highlighted as barriers to implementation in three districts.

Transportation was a third issue in implementation success. One teacher said that more parents are able to take English classes now because they are offered at the school. Prior to CBET, classes were offered at the community college and were difficult to get to for parents without transportation. Other districts did not offer transportation.

A fourth issue that was mentioned in two districts was the difficulty in staffing the CBET program. However, other districts did not have difficulty in finding teachers willing to staff CBET.

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A final logistical issue was reported to be the challenge of scheduling CBET classes. Flexible schedules and the fact that the program is free enabled more people to participate, with the resulting demand creating scheduling problems for some districts.

***Program structure tied to resource issues***

The way in which the case study districts decided to structure their CBET programs seemed in part to be determined by their understanding of how they could use the resources they received for the program. In the early stages of implementation, a number of districts experienced confusion as to what was an acceptable use of the resources they had received. Some districts said they felt less constrained now that some additional guidance has been issued by the state.

Some respondents reported the amount of resources associated with CBET to be generous, while others said they were adequate. Yet other district respondents said they would like to see expanded CBET funds. For example, one district would need additional resources to handle the administrative burden of the program. Another district would like to continue the CBET program through the summer but does not have the resources to support a year-round program. This district's CBET coordinator also lamented restrictions on using CBET funds for administrative costs, noting that they were limiting expansion of the program beyond one school site in the district.

***Program structure and linkage with Adult ESL***

Some confusion appeared to exist over how to distinguish the CBET program from adult ESL programs. In a number of cases, respondents had not heard of CBET but knew of various ESL programs in their community. One group of parents was participating in a new ESL class (supported with CBET funds) offered at their children's school but said they had not been informed that they may be expected to tutor their children. Another district integrated the CBET program with the adult ESL classes that were provided. One CBET coordinator voiced concern that the program creates competition for traditional ESL classes. Others said that CBET increased the number of family literacy programs overall.

***Program structure associated with babysitting***

One district did not initially offer babysitting and found it to be a "big problem." Activities for the children are now offered at five of the eight districts. Several CBET coordinators said they were moving away from providing just babysitting (defined by the state as care for children whose parents are physically on-site; thus, these programs are not subject to state child care and development program standards). In two districts, a certified teacher or instructional assistant worked with the children on homework and pronunciation. In one district where babysitting was not provided, the adults were permitted to bring their children to class.

***Program structure and linkage with schools***

In two districts, the CBET programs were not linked with a school, and it is not clear that all of the participants had been informed of the goal to link their learning back to ELs. In some other districts, there seemed to be little connection between the CBET coordinator's expectations for linkage and the school EL coordinators' practical experience

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with the program. One CBET coordinator said that the CBET curriculum was intended to tie to the classrooms at each school. However, the EL coordinator at one school in that district did not find that to be the case. Conversely, a school EL coordinator in another district pointed out that the children used the same books as the parents, yet the CBET coordinator said she did not know of this connection. Some teachers noted that parallel instruction, where the same books are used in the CBET program and the children’s ESL classes, to be advantageous, increasing the amount of reading time children have at home with their parents. However, the linkage was said to depend on the child’s grade level because the appropriate adult ESL material may not be developmentally appropriate for the child and vice versa.

In addition to the curriculum, some CBET programs and their schools were said to complement each other by targeting recruitment efforts at parents and child caregivers, not at the broad category of “community members.” However, the strength of the parent-student link seemed to vary across districts. In one district, approximately 85 percent of the participants were parents or caregivers, yet in another district the school EL coordinator said she was unable to obtain a list of participants to identify if parents were participating.

Districts chose to structure their CBET programs in different ways. Some districts implemented the program directly through their schools. Others channeled the program through community colleges or community-based organizations (CBOs). By enabling CBOs or community colleges to implement the CBET program, the school link sometimes appeared to be obscure. However, the involvement of CBOs was said to be a benefit by those CBET coordinators who said they felt overburdened. In one district, a CBO designed and implemented the program within the school, and the school was responsible for the outreach to potential participants. This approach thus harnessed the expertise of a CBO and created a direct link to the school.

#### **IV. District and School Practices**

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| <p><b>1. EL tracking and segregation persist</b></p> <ul style="list-style-type: none"><li><input type="checkbox"/> <b>Impact of school organization and structures on EL programs (e.g., grouping strategies, the de facto segregation of ELs from Fluent English proficient (FEP)/English-only (EO) students)</b></li><li><input type="checkbox"/> <b>Unintended consequences of tracking, segregation, and limited academic options for ELs</b></li><li><input type="checkbox"/> <b>Possible discrimination against ELs compared to EO counterparts regarding access to core curriculum and college preparatory courses</b></li></ul> |
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**RQ: 1, 2, 4, 5, 8**

**MR: B2, E2, (B7, E3)**

District and school staff from four of the eight case study districts noted that programmatic changes brought about in response to Proposition 227 have resulted in less segregation of ELs from English fluent students. A teacher at one district explained, “Very few ELs have Anglo friends—it’s easier to be with their own friends. But they are mixing a little more with Anglo kids because they’re in the same classrooms now. I think this is good

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for them.” Nevertheless, while segregation may have diminished somewhat, it was cited as a continuing concern across five of the eight case study districts. Respondents noted that students from different language groups are often segregated both inside and outside of the classroom.

***The impact of organizational and structural features on the segregation of and limited academic opportunities for ELs***

Structural or organizational features of schools sometimes appeared to contribute to the segregation and tracking of ELs, which in turn may result in limited academic opportunities for these students. For example, some of the secondary schools we visited had separate ELD departments in which ELs spent the majority of their school day. They may take an ESL class through the department, as well as sheltered math, science, and social studies courses. The school staff apparently believed that by grouping ELs together throughout the school day and placing them with BCLAD teachers to the greatest extent possible best met students’ needs. However, such an arrangement was said to sometimes lead to students taking courses from teachers with limited content area knowledge.

Students in this same ELD department had limited options with regard to courses they could take. Some courses required for graduation were said to be taught only in alternating years for ELs, which was not true of the corresponding courses for non-ELs. Thus, teachers explained that ELs were sometimes placed in these courses even though they were not appropriate for their level. Respondents at this same school told of ELs taking two periods of physical education because there were not enough other ELD department courses for them.

Structural features can also contribute to unintended segregation of ELs. This was the case at a few of the year-round schools that we visited. At one in particular, students were divided into four separate tracks. Prior to the passage of Proposition 227, most ELs were served through bilingual programs. Two of the four tracks were designated as bilingual tracks. Each track had only one teacher per grade-level; thus, it was necessary to concentrate ELs into two tracks. Spreading them over the four tracks would result in insufficient numbers of ELs to construct a particular grade-level bilingual classroom. Thus, ELs were segregated from their English-fluent peers.

When Proposition 227 passed, the number of bilingual classrooms fell to the point where none of the students were receiving academic instruction in their primary language. Nevertheless, the separation of EL and EO students into different tracks continued. The BCLAD teachers, who had previously taught in bilingual classrooms, wanted to remain in the same track, as they had become accustomed to a particular schedule and working with a particular group of colleagues. The school wanted to assign ELs to these BCLAD teachers and thus continued to place the ELs in those two same tracks. In addition, EL parents wanted their students in those tracks because they often had older children, who had gone through the bilingual program and were in those tracks.

Thus, vestiges of a prior structural arrangement continued to segregate ELs from other students even though the initial purpose for the arrangement had disappeared. Teachers at the school decried the continued separation of ELs and yet steps were not being

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made to change. One teacher noted, “It may be clean, but it makes moving around [tracks] difficult. ELs are separated from EO students.”

### ***Tracking of ELs***

The concern of ELs being tracked into or otherwise exposed to less challenging curriculum was voiced at many of the case study districts. A mother in one district explained that she felt her recently-arrived high school daughter needed to be in bilingual courses but complained that very few bilingual courses were offered. Her daughter was not able to take a full range of courses and was not “gaining a full education.” ELs from another district acknowledged that they felt they were tracked into the “dummy classes.” High school teachers at yet another district complained that the only textbooks that they had for their sheltered courses were 4<sup>th</sup> and 6<sup>th</sup> grade textbooks. Students from still another district felt that the ELD program they were in was not preparing them for college. They knew they were being graded more easily in these classes and that they were not being exposed to challenging curriculum.

The classes offered through the ELD program were primarily lower-level courses, and ELs said they were assigned to those classes regardless of whether they wanted or could handle more advanced course work. To be transferred out of the ELD program, students had to pass a district writing assessment that teachers acknowledged many EO students would not be able to pass.

Concerning tracking into post-secondary career paths, a variety of respondents voiced concerns that EL high school students were neither expected nor given the proper guidance from counselors to attend college. It was said that ELs can sometimes be guided into early employment to the detriment of their schooling. One member of an ELAC said that the ELs in eleventh grade were “beginning to work instead of taking AP classes to get ahead.” A district-level EL coordinator echoed that counselors do not think that ELs are college-bound.

A teacher at one district noted that teaching a supplemental Saturday class allowed her an opportunity to mix students of different English proficiency levels. She explained that if she followed the guidelines from the district, she would have had to separate the various EL levels. However, she sees value in mixing students from different levels within classes and is able to do so in her Saturday class. She explained that she is constantly experimenting with the two schools of thought—tracking versus mixing.

Examples of mixing of language groups arose in other districts. An elementary school principal mentioned that their school opened the after-school ELD program to include EO students with weak English-language arts skills, thus integrating them with ELs. This principal noted that some positive benefits have come from this. A teacher focus group elaborated on some of the perceived social benefits. The teachers agreed that there was a reduction of tension across ethnic lines. Some thought these abating tensions were due to the increased mixing of classes across language groups, yet others reasoned that the cause was a decrease in new immigrants and an increasing acceptance of the idea of a multi-cultural society. An elementary principal from another district said that some teachers were “pushing-in” interventions into classtime, rather than pulling-out students. This is another way that ELs may have their needs met while still remaining integrated in mainstream classrooms.

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Though concerns have arisen about ELs receiving fewer academic opportunities, some schools implemented unique academic programs available only to ELs. One such program at an elementary school was said to combine research and technology. Four ELs come to the computer lab almost every day where they are taught Internet search engine skills combined with research questions. This research-technology combination was said to be only available to the ELs at this particular school.

**2. Lack of articulation of EL instructional programs within and across grades in a school, and across schools within and across districts**

- Incomplete design, inconsistent delivery within a grade**
- Abrupt changes in instructional approach across grade-levels**
- Large variation across schools implementing nominally same program within and across districts**

**RQ: 1, 4, 5, 8**

**MR: E2, (B7, E3)**

***Lack of articulation and consistency in EL programs***

The lack of articulation and consistency in EL programs within and across grades, schools and districts was noted as a problem by respondents in five of the eight case study districts. One district administrator explained that there is a lot of concern about uneven implementation of EL programs and that the staff need “more clear-cut direction” in regard to the intent of Proposition 227 and how best to respond to it. She noted that there is much variation across schools. Another school administrator in this same district expressed similar frustrations, characterizing the district’s EL programs as “very disjointed” and not designed to meet the needs of kids, but rather to have “kids molded to fit the system.” She said that while her high school offered a bilingual program, none of the middle schools from which they received children had one. She felt this created an option for students arriving in the district for high school that was not available to students transferring in from feeder schools.

This same administrator described the lack of consistency within departments in the school and across school administration. The previous principal supported language arts courses in students’ primary language, but the current principal does not. She explained, “In two years, these students went from having the option [of] taking Spanish language arts as a course to Spanish as a foreign language.” As the administration changed, so did these preferences and priorities. There are no district policies to resolve these issues.

***Problem of articulation in EL program amplified across schools and school-levels***

While lack of articulation in EL programs was noted within schools, the problem appears to be more salient across schools. In one district, staff from the district office, as well as each of the three schools we visited, voiced concern about the lack of communication across schools about EL programs. Elementary teachers talked about the need to know how ELs are being educated at other elementary schools, as there is considerable student mobility in the district. During the focus group, teachers mentioned the need for conducting grade-level meetings across the district to share information about EL programs in order to coordinate them so that when students move, they do not experience such drastic shifts in



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instruction. Furthermore, teachers felt that if programs were working well in other schools, they would want to know about them. They explained that they had no sense of whether they were doing a better or worse job educating ELs than other schools in the district.

EL program articulation was cited as particularly problematic across school levels (e.g., elementary, middle and high schools). A high school EL coordinator noted that he is unaware of the experiences that ELs have at the feeder middle schools and acknowledged that this leads to uncoordinated programming for these students. A middle school principal from another district admitted that the standards for being exited from ELD courses were more rigorous than the standards held by the elementary schools. Thus, students who were not designated as ELs in elementary school were tested and identified as ELs once they entered the middle school. Parents were understandably upset by the new identification. She said they tell her that their child was succeeding at the elementary school and that they do not understand why he was placed in the ELD track upon arriving at the middle school. Furthermore, parents expressed concern that such placements are detrimental to the children's college prospects.

The issue of inconsistency in the assessment of students' language proficiency across schools was noted at another district. A high school EL coordinator explained that she finds in feeder middle school records that ELs "mysteriously" jumped from a ESL level 1 to 4 in a very short period of time. She said she cannot trust the assessment information provided by the feeder schools and regularly re-assesses them, often dropping them back to a lower ESL level.

Two districts described efforts to address the problem of poor articulation in EL programs. One district administrator mentioned developing a "beautiful proposal spanning EL services K-12" with Spanish honors classes at the secondary level. However, she was discouraged about the prospect of the plan being implemented as "the district has an unspoken policy of not encouraging waivers." Another district was actively pursuing a policy to address the concern for continuity. The district was experiencing a shortage of BCLAD teachers due to staff attrition and the doubling of the district's EL population over the past decade. Given the realities of the staffing shortage, the district decided that in order to have a coherent bilingual program, they would concentrate their BCLAD teachers in grades K through 3 to provide academic instruction in the primary language. This would avoid a "patchwork of approaches" across more grade-levels. ELs who enter the school system as kindergartners can be placed in a coherent transitional bilingual program for four consecutive years culminating in redesignation and mainstreaming by grade 4. ELs in grades 4 and above would be assigned to SEI classrooms, but may receive primary language instruction through after-school programs or by being given the option to transfer to the one or two sites that have sufficient staff to provide consistent bilingual instruction through sixth grade.

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**3. Capacity to collect and use data to monitor EL progress (in ELD, academics) still in early stages**

- Data systems still do not “communicate”**
- Careful collection still uneven**
- Analysis, interpretation, and use to plan instruction and evaluate program efforts uneven, inadequate or non-existent**

**RQ: 1, 2, 3, 4, 5, 6, 7, 8**

**MR: E1, (E8, E9)**

Some of the individual schools and classrooms in the case study sample have implemented extensive assessment programs to monitor the progress of ELs in both English acquisition and academic subjects, including regular administrations of the language proficiency tests, analyses of SAT-9 test data, and rubric-based measures indicating if students are meeting standards. One school described posting the results for all students from September, December, and March assessments on an “assessment wall” which teachers regularly consulted, both independently and in groups, to identify trends and reflect on instructional programs.

Although the efforts of some individual teachers and schools were impressive, most districts and many schools did not have coordinated data collection or analysis systems. District administrators at six of the eight case study districts noted that their capacity to collect and use data was limited. Although many respondents offered their impressions on how students were doing across instructional settings, they acknowledged that often these impressions are not supported by data. Furthermore, inconsistent definitions for EL programs across schools in a district make comparing program models difficult, if not impossible.

Respondents listed the types of data analyses they would like to do to examine EL achievement, but many noted that they do not have the data to conduct them. A common problem was the absence of a centralized database that combined information based on multiple assessments. One district administrator explained that he had “a lot of data, but it’s scattered.” This district and other case study districts said they are planning to purchase data systems that will better integrate information from disparate sources.

Most districts reported an important ingredient of a coordinated data system—unique identifiers assigned to students that enable combining information across multiple sources. Thirty-seven of the 39 districts from the phone interview sample had such identifiers. A few districts noted that they have one identifier for each student, but that their electronic data system only allows for one year’s worth of data. Thus, longitudinal information is not kept on these students.

Extensive collection and analyses of EL data require substantial investments of time, money and training. One district respondent noted feeling overwhelmed by the task: “There is no funding or time to do this.” Teachers need to be taught how to analyze data effectively. “The pathways and connections need to be shown to the teachers and the training needs to be there.” However, the “dynamics of professional development are limited since so few professional development days are available.”

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**4. Many parents look to schools for education guidance**

- Want advice regarding the best education model for their child**
- Choices often guided by desire for a particular teacher or school rather than model**
- Teachers not always feeling free to talk to parents about alternatives**

**RQ: 1, 2, 4, 8**

**MR: B6, (B2)**

Proposition 227 stipulates the right of parents to choose their child's educational program. It states, "Under parental waiver conditions, children may be transferred to classes where they are taught English and other subjects through bilingual education... (Education Code, Section 310)." Further legal clarification by the California Attorney General's Office and by the State Appeals Court has emphasized that parents have a prevailing right to be offered alternatives for their EL child and to choose among them. (CA Attorney General's Opinions, V.87,N.99-802; CA Appeals Court Ruling No.8008105)."

However, the law also emphasizes the importance of teacher and principal input into the waiver decision and the role they must play in ultimate approval. According to the Proposition, parental waiver requests can only be granted if "the school principal and educational staff" believe "that an alternate course of educational study would be better suited to the child's overall educational development" (Education Code, Section 311 {c}). This dynamic between parental rights and educator judgment has created a range of issues and responses across the districts we studied.

One district EL coordinator said, "Parents want what their teachers want." She said their feelings seemed to be, "You'll do best for my child." In another district, a school EL coordinator said, "Most parents want the teacher or the principal to make the choice." The superintendent in another district said, "How the school approaches the waiver process has a lot to do with how parents respond. Parents look to the school for guidance in this area." Most respondents seemed to think that this level of involvement on the part of teachers and principals is desirable and necessary. One school EL coordinator said, "Parents are afraid of signing the waiver. They are afraid of not having the capability of making the right decision. They are afraid their child will not succeed."

However, in some of the schools and districts we visited, the role of the principal and school staff in advising parents was reported to be severely curtailed. A teacher focus group member at one school commented, "We are not allowed to discuss the waiver." In another district, teachers said, "We are not allowed to talk about waivers, and if parents ask us about it, we are supposed to tell them that their children will have to be bussed." In a third district, teachers said, "We have a 'don't tell' policy here. Waivers do not seem to be public knowledge. District-wide, it is low key. The powers that be told us not to push it." In this same district a principal said, "Last year, waiver slips were inadvertently added to parent letters that went out. Some responses came in, but we opted not to pursue them." He said that the ELD office had sent waivers to all parents, and "got their hands slapped for doing this."

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As described by a principal in this district, “There is a fine line between providing information and soliciting, so we do not go there.” He went on to say that they had about six waivers filed last year (later it was revealed that there were about 30) but that they did not respond to them in any way.

At other sites, concerns were expressed that the principal and staff had been overly directive and that the parents’ right to know and choose among program alternatives was not being honored. A parent in a focus group said, “The school staff decided which children needed which programs, and then it was suggested to the parents. The decision was made by school staff members.” In another group, a parent said that they were told that based on their child’s test scores she should be in a bilingual class, even though the parents wanted instruction in English. They went on to say that this experience had made them even more confused about their options.

This sense of school personnel being seen as overly directive contrasts with parent-school interactions in another district, as reported through a parent focus group. As one parent said, and others validated, “In terms of the waiver, we can have our child in a bilingual program. Or, my child can enter the English program – we have this right as well. There is a meeting between the school study team and the parents and we can evaluate the best program for the child. They inform, but do not push, and we can determine what to do.”

## **V. Instructional Practices**

- 1. Questions about the quality and appropriateness of instruction for ELs**
- Degree to which instruction is really differentiated to reflect the unique learning needs of ELs
  - Lack of ELD-standards-based instruction

RQ: 1, 2  
MR: E2, (B2)

### ***Questions about the quality and appropriateness of instruction for ELs***

Proposition 227 was implemented in the midst of a very active period of education reform. Frequently, educators noted that the extent to which Proposition 227 interacts with all the other reform initiatives is not always clear. They often said new curricular standards and the accountability reforms have had a significant impact on educational practices. Repeatedly, educators noted a greater focus on practices to ensure all students meet grade-level standards. They often mentioned aspects associated with the new restrictions on social promotion and the statewide testing program. In addition, many reflected on how Class Size Reduction has changed classroom dynamics.

### ***Degree to which instruction is differentiated to reflect the unique learning needs of ELs***

During focus group sessions and interviews, educators shared a variety of opinions regarding factors that have an impact on instructional practices and equal access to education. These aspects referred to the quality, levels, and appropriateness of instructional

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practices and resources. According to many educators, since Proposition 227 had to be implemented in a very short timeline, it created many challenges. For example, a group of teachers referred to this stage as “very painful,” and explained that they “did not receive any guidelines, just a curriculum that was given to them on a Friday to use on the following Monday.” Most of the case study districts reported that they have overcome many challenges as time has elapsed, and that they are now trying to ensure effective educational programs within the boundaries of the law.

When talking about resource availability, some educators shared their concerns regarding access to appropriate instructional materials. A group of teachers said their previous Spanish language academic textbooks (e.g., in history and science) gave students a better opportunity to understand academic subject matter while they developed their English skills. In their experience, newly arrived immigrant students frequently have limited or poor prior schooling; therefore, understanding academic material in English is very challenging to them. Some teachers added that they try to deliver the content in English, but they often resort to primary language to facilitate comprehension. A group of high school teachers said they use English textbooks written at the fourth grade-level to teach their students. Others were of the opinion that in bilingual programs, students have better access to grade-level appropriate materials.

Other educators had a different perspective and said they use different instructional strategies to ensure equal access to content. Some of them noted that “the more English you use, the more you can learn” and mentioned strategies that help students transfer the content using the English language. Some of the strategies they use include cooperative learning, heterogeneous grouping (so students can interact with others at different proficiency levels), and study groups. Some teachers said they do not worry too much about the level of the books because they view them as a tool. Instead, they enrich the content by using the library, Internet, music, and pictures. Some teachers mentioned they use their own money to purchase supplemental materials.

Some educators suggested that ELs need more individualized attention when they are not in bilingual programs. Usually, bilingual aides provide this assistance. However, it was frequently noted that there are not enough aides to cover the need. Often, aides could only dedicate a short portion of their time to any particular classroom or student. Across sites, educators echoed the need for “more aide time.” Many bilingual aides reported the main impact of Proposition 227 on their practice is that they are limited in the amount of primary language they can use and that they are supposed to encourage English use by the students. In most instances, they worked for a limited amount of time (45 minutes – 1 hour) in the classroom to target ELs by working with them in small groups. They also provided individualized help in the classroom, but mostly by pulling students out of the classroom for a limited amount of time (30-45 minutes) per week.

Many educators from the case study sites said they have not necessarily modified their instructional strategies due to Proposition 227, but have changed to respond to the needs created by new curricular standards and promotion requirements. They suggested the main impact from Proposition 227 has to do with the language they are legally allowed to use during instruction and the timelines enforced by the law. The other main impact mentioned was on classroom grouping, since many reported working in classrooms with a

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heterogeneous student composition. It was reported that the dynamics in this kind of setting create many challenges that teachers try to overcome by applying a variety of instructional strategies and classroom management techniques.

***Lack of ELD standards-based instruction***

A number of the educators we interviewed expressed concerns about the lack of guidelines to implement the ELD standards. In fact, some were just beginning to implement the ELD standards. For example, one school EL coordinator said, “The new ELD standards are there but not in the teachers’ hands... The district is planning on having professional development on ELD standards... We are just aware of them, we have seen a draft but we have not used them.”

In some instances, educators spoke about the lack of consistency and a need for clearer definitions in the measurement of EL progress. For example, some mentioned the need for standards-aligned measures. A district EL coordinator pointed out, “There have not been new ELD measurements on the market since 1976.” He noted that existing language proficiency assessment instruments are “definitely not standards-based.” Like him, many educators are waiting for California’s new ELD test with hopes of measuring students’ progress in a consistent way. Many noted the need for a measure to equalize placement practices so students can make a smooth transfer across districts, schools or grade-levels.

**2. Questions about whether the new focus on English reading includes sufficient development of comprehension skills**

**RQ: 1, 2, 4**  
**MR: E3, (E2, E5)**

In some case study districts, educators suggested that a stronger focus should be placed on comprehension and conceptual development skills. A district administrator expressed her concern about the district’s reading plan because she felt the content is currently falling short. In her opinion, this program is a challenge for the students because it is not intended for beginning ELs. A group of teachers from this school district also mentioned that students are “struggling with the process of reading and cannot answer comprehension questions because they’re still decoding.” In addition, others in this district worried about the current testing program to monitor students on a regular basis “because it is oriented toward decoding rather than comprehension.”

In other case study districts, educators had similar concerns about ELs’ comprehension skills. A bilingual aide said, “Comprehension is not very good... students read, but they don’t understand English well.” In another instance, a teacher said ELs are “probably not getting as much comprehension” as they did under the prior program.

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**3. The importance of student characteristics in regard to the appropriateness and feasibility of alternative modes of EL instruction**

- Language proficiency
- Prior academic study
- Heterogeneous English-language proficiency among students in a given setting
- Age/grade-level upon entry

**RQ: 2, 5, 8**

**MR: E3, E10, B4, B2, B7**

Respondents across case study districts viewed primary language literacy proficiency as a strong predictor of EL success in English-language classrooms. One EL coordinator said, “[T]he kids who are going to thrive are those who have literacy skills in a language.” This coordinator stated that a SEI program is most effective for students at an intermediate level of fluency, but a traditional bilingual program provides significantly more meaningful instruction at lower levels of proficiency. This sentiment was reiterated by an EL coordinator who said, “We’ll get to a plateau [where] some will make it and some won’t because they don’t have the primary language skills.”

Personnel from a variety of case study districts asserted that support in the home language of the EL must supplement English instruction when literacy skills in a language do not already exist. Another EL coordinator from a different district added that ELs who have received nothing but English instruction for three years have experienced stagnant or declining growth by third grade or earlier.

Others saw significant problems with the timeline established by the law for newcomers’ acquisition of English. Several respondents noted that academic English proficiency is acquired over a period of five to seven years. Frequently, instructional aides and teachers from the case study sites expressed concern that transferring ELs to mainstream classrooms in one year does not allow sufficient time to develop adequate language proficiency to succeed in school.

Parents have also raised concerns, claiming that newly arrived ELs may not have been exposed to much formal schooling in their home country. They noted that without supplementary instruction in their primary language, one year does not allow enough time to obtain adequate English skills. This idea from parents in an ELAC focus group and other individual parents from several case study districts is aligned with the views we heard from a number of EL coordinators from the case study sites that supplemental primary language instruction is helpful to ELs. Some principals agreed that inadequate prior education and literacy skills are an impediment to success in mainstream classes. One middle school principal said, “We truly get kids here that are illiterate – they’ve been in school maybe one year prior – [they are] even illiterate in Spanish.” An EL coordinator was of the opinion that newcomers have to struggle regardless of their placement in SEI or mainstream classrooms. He added, “Even if [the newcomer is] in a sheltered class, it is very difficult to understand the assignments, do the work and take the exams.”

Respondents raised concerns that as students progress through grade-levels, the amount of supplemental resources available to ELs diminishes. A number of case study

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schools reported concentrating English development programs in the primary grades. Regarding the entry age or grade-level of ELs, the resounding theme was one of increased difficulty in locating in-class or supplemental material and support for acquiring English skills for ELs in the upper grades.

**4. Perception of many EL parents that instructional programs, after Proposition 227, are helping their children learn English more quickly**

**RQ: 2, 4**

**MR: B7**

***Many parents perceive students are acquiring English at a faster pace.***

Some administrators and teachers reported that before the passage of Proposition 227, they were already trying to find alternative solutions and reexamining their policies because bilingual programs “lacked consistency,” and “many students were remaining Limited English Proficient for life.” One district EL coordinator stated that “many students were reaching middle school without having transitioned.” One of his counterparts in another district remembered, “Community support for bilingual education was strong back in the 1970s-80s because there was no real choice.” In his opinion, this community had “bought into the idea that students would come out bilingual later.” However, he added, “Attitudes shifted in the 1990s when parents did not see their children coming out proficient in English.”

Many teachers and administrators explained that in addition to Proposition 227, a combination of factors related to the requirements of the accountability and rewards systems, are driving their sense of urgency to raise students’ English levels at a faster pace. Some schools offering bilingual instruction had more students whose parents waived them out of the SAT-9 testing. Hoping to gain access to federal reading initiative funds, some district personnel reported considering a restructuring of their present bilingual model by providing more English instruction in the early grades. Some schools were considering an increase in the proportion of English used in the classroom from the current 10-20 percent to 40-50 percent, starting at the kindergarten level.

Parents sometimes shared this feeling of urgency for a variety of reasons. A number of focus group parents said they wanted their children to acquire English promptly because it is “the language that will give them better opportunities in this country.” Non-English speaking parents in focus groups said they constantly confront many obstacles because of their own language barrier. They said they wanted their children to learn English because, in their opinion, it is essential for a better quality of life since it opens the door to advanced education and better job opportunities. These parents said that even if their children had to struggle initially, they would eventually overcome the difficulties and acquire English fluency. Many of them reported they have already noticed rapid progress in their children’s English skills now that they are in SEI programs.

Many students also reported that they are making progress in acquiring English at a faster pace. They admitted that it is challenging, but they listed an array of reasons for wanting to learn English. One student said, “English is the language of this country... You



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need it to learn more at school, to communicate with others, to find better jobs, to be able to go to college, to be prosperous, and to have better opportunities in life.” Some felt studying the U.S. culture and learning English is important to becoming integrated into society. Others added that English allows them to help non-English speakers in their communities or families. One teenager said that he helps in his father’s business by serving as a translator. Students who preferred to learn through SEI and English-language mainstream often said that exposure is the best way to learn English. Even when they were not at school, many of them said they made a conscious effort to use English more often through television, radio, music, and reading.

- 5. A range of concerns about children losing their primary language and home culture**
- Continuing confusion (parents, teachers) on the role of primary language in instruction**
    - learning to read**
    - acquiring academic English**
    - achieving academically in English**
    - learning to be bilingual**
    - learning to be biliterate**
  - Either/or notions of EL services**
    - perception that bilingual approaches do not facilitate English fluency and literacy**
    - perception that developing primary language facility is at odds with English acquisition**
- RQ: 4**  
**MR: B7**

***Across case study districts, people expressed a range of concerns over children losing their primary language and home culture***

Many interviewed families and educators perceived language as an essential link to culture. Often, families associated their primary language with “pride in their language, culture, and heritage.” In some instances, they spoke of “sorrow and anger” when they realized their native language would not be maintained by their offspring. Some educators and families voiced strong opinions about the intention of Proposition 227 and referred to it as “an attack on primary language,” “a racist law,” “a law to keep immigrants at the bottom of society,” and “an attack on immigrants and their culture.”

Frequently, parents and students voiced opinions related to the maintenance of their culture and heritage through their primary language. One parent focus group member said, “I am a Latina and for me it is important that my son maintains his roots... I always tell him, ‘You were born in the U.S., so you are American... However, your parents are Latinos... Your culture and our culture now have joined within you... Therefore, it’s important you maintain both cultures and languages.’” In another instance, students seemed to agree with a peer, who said, “It is shameful to not know your own language and to abandon your roots.” Other focus group families appeared to concur with a parent who said, “I am not only concerned about my daughter’s Spanish... I know that we can speak Spanish to her at home... However, I am worried about the cultural aspect... This is a multi-ethnic country and Proposition 227 impedes everyone’s right to maintain their culture...”

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Bilingualism should be promoted... There are other countries, like Canada, where they have more than one language because they value bilingualism.” Across sites, many parents and students echoed similar views.

***The role of primary language in the acquisition and achievement of academic English***

Many parents and educators reported their perception that bilingualism can enhance students’ cognitive abilities and their academic skills. During focus group sessions, a number of parents shared positive comments about their experience with bilingual programs. For example, a parent of three ELs (K, 8th, and 10th graders) shared what she believes are the benefits of receiving schooling in the primary language as well as in English, “It broadens the student’s mind to think in both languages... The students are given the option to find two sources of information and to draw upon their knowledge in both languages... It doesn’t limit students. Instead, they can draw upon their native language to understand ideas better... It has helped many generations in the past, and it has helped many that have come through the programs.”

However, many parents reported that even though they value bilingualism they feel compelled to keep their children in SEI classes because they worry about the way in which bilingual programs are carried out by their school systems. In numerous instances, they were troubled by the discontinuity and negative expectations that exist across school levels. A group of parents said children from bilingual programs were at risk of being held back as they moved into high school. A parent said that her daughter was placed a year below her peers simply because she came from a bilingual program. Her daughter was confident of her own academic abilities and eventually, after struggling with the school counselor, she was tested and allowed to take more advanced courses. Other parents in this group added that because of these types of biases, they preferred their children to be in English-language classrooms as soon as possible. In focus groups across other sites as well, parents agreed that many opt for SEI programs to make things easier for their kids and to avoid the labeling often associated with bilingual programs.

A number of parents and educators spoke about the “stigma” attached to bilingual programs. They said some people do not value primary language because they think it competes with or detracts from English competence. A group of parents said, “Parents want to have the option of primary language instruction, but do not want their children isolated or segregated... There’s a danger they will not learn any English [because of isolation from English speakers].” These parents also said that they fear their children will lose self-esteem if they are separated from others because of a language barrier. A feasible solution for them was a bilingual program that includes both ELs and fluent English students in the same classroom, such as in the dual immersion model.

***The role of primary language in learning to be bilingual***

In SEI, and more so in English-language mainstream classes, some parents noticed that students’ Spanish skills decreased as English started to dominate. A number of families noted that although they use their primary language at home, their children prefer to speak English and they no longer speak their primary language “properly.” To many families, it was not just a matter of speaking their language, but being fully proficient. In their opinion,

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a bilingual model that places an equal focus on both languages is a viable way of achieving proficiency in both English and Spanish. They said that a primary language can help students build skills in a second language. A parent said, “Students should be learning Spanish to learn English.”

Families also spoke about the practical implications of being bilingual. An interviewee explained why it was important that her grandchildren remain bilingual, “As a grandma, since I don’t understand much English, the children help me wherever I go. It is very necessary to be bilingual.” Across districts, many families pointed out that being bilingual opens many doors, especially in a global economy. For example, Hispanic families often talked about their economic power in the U.S. and the world. Some of them noted that their children need to be proficient in English and Spanish to be competitive in the marketplace.

***The role of primary language in learning to be biliterate***

Some parents shared their perceptions that their children have been “robbed of the opportunity of becoming biliterate.” Some families said their children are losing the skills that will enable them to write and read in their native language. For example, a parent said, “My two younger nieces don’t speak Spanish properly... They confuse words or use the verbs inappropriately.” Others said that even if the primary language can be maintained at home, this only happens to some extent. They explained that oral abilities do not translate into competence across all communicative domains. They noted that even if their children continued to be bilingual, they may never become biliterate because in their opinion, reading and writing are taught more effectively through formal schooling. One parent noted that even though her daughter can read and speak in Spanish, she is unable to write in Spanish. Many students also expressed their interest in learning to write and read in their primary language.

In one district, parents said they were not concerned that their children’s public schools did not use or support their primary language because they had access to alternative programs that taught the primary language outside of the public school system. Most of these families reported that through this approach their children are successfully becoming bilingual and biliterate. Given this supplemental private school resource, the majority of these parents preferred the public schools to focus on English-only methods. Parents in one of these communities stated, “If parents want primary language, then their children can learn their maternal language in private schools or in after-school programs like the one at [name of school]... this way, they will not forget their first language.”

***Some think the development of primary language is at odds with English acquisition and that bilingual approaches do not facilitate English fluency and literacy***

A number of parents said they did not want their children in a bilingual program because they wanted them to learn English. In addition, a number of families expressed that they think that teaching a second language should not be the role of public schools.

Several parents and educators argued that if the students are not challenged and directed mostly towards English, they will not be motivated to learn the language. For

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instance, a group of parents said, “Children can also get too comfortable in a bilingual program because they know that they will still have their primary language... Being in an English classroom forces them to learn the language because they do not have other alternatives.” In another group, a parent said, “Children learn the subjects easily... What is the point of learning in the other language?” Another added, “When they grow up ... and at the university, nobody will give them the option of learning in their own language... so they have to learn English.”

These parents as well as others feared that their children will not make progress towards English or that even if they did, they would never be redesignated. A district administrator referring to bilingual programs before Proposition 227 supported this view: “Students were hardly ever reassigned... They didn’t want to move the student until students dreamt in English.” A principal gave a similar perspective: “Prior to Proposition 227 there was more of a placement into ELD with no redesignation... It was like a lifetime sentence... If parents indicated on the Home Language Survey that Spanish was spoken, the school assumed the child also spoke Spanish and forgot about them.” In addition, as explained by a district administrator, “Bilingual education teachers only gave the student 20 minutes a day of ELD, but the rest of the day was in Spanish.” He added this is why some “liked bilingual education in theory, but not the results or the way it was being implemented.” Across districts many more agreed that situations like this one were a driving force behind supporters of Proposition 227.

For communities where a non-English language is dominant, parents and educators noted that the main opportunity to expose the children to English is through the schools. In one such community, parents and educators expressed the concern that children in bilingual programs progressed more slowly in their English proficiency because most families spoke only the primary language at home, and there were few or no community-based opportunities to use English. Many of these parents said that children in their community needed more opportunities to “dialogue in English to begin to speak it,” and that the most feasible way to accomplish this was through school programs.

**6. Continued concern about low expectations and watered down curriculum for ELs, even in mainstream programs**

**RQ: 1, 2, 4, 5, 8**

**MR: E2**

In some instances, concerns were heard that the instructional programs being received were not challenging enough for ELs. Referring to her pre-Proposition 227 EL program, a school principal said, “Without trained people teaching the students, it watered down the program.” Reportedly, some schools are still dealing with this problem. This school principal said, “We still do not have enough trained personnel, but we do have teachers here who have taken, or are taking, courses to learn the sheltered immersion methods.” Some schools are encouraging more teachers to take advantage of training opportunities that will help them to effectively teach ELs. However, teachers reported they often have time constraints that impede their involvement in training sessions.

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A district EL coordinator said that in some schools, “English learners get the last of the last.” He is “shocked” by what he sees at some of the schools where he finds “watered down programs.” He explained that at the secondary level, “Some schools don’t think ELs are college track.” Some argue that students are not getting the preparation they need to continue into college because advanced courses are not included in the ELD track. In addition, some students expressed anxiety about not being able to get out of the ELD track because they felt they were falling too far behind in college preparation.

At the elementary level, some educators expressed concern about their current reading program, which they described as a highly structured program that occupies three hours of each school day. They thought it competed with other subjects like history and social science rather than allowing for their integration into the curriculum. By requiring teachers to abide by a very strict schedule for three hours during the morning, they said the program did not leave enough time to cover the other subjects. One teacher said they are “supposed to find extra time to squeeze other subjects in...but in reality they get swept by the wayside.” In addition, others mentioned that the program is not aligned with the ELD standards. An EL coordinator said the program “has a little blurb on EL strategies, but it is just a few lines on each lesson.” She added, “It makes very few allowances for English learners.” Another teacher said the program “lends itself to make parents less able to help students.” Many mentioned the need to align the reading program with the standards and the SAT-9 test.

However, others had some positive comments regarding the new programs they had developed after the passage of Proposition 227. One district EL coordinator said that when they had to implement Proposition 227, they really had no good EL program models. She added, “[The reading program] provided some consistency throughout the district as to what was going to be done [for ELs].” A principal commented that through this reading program, the district’s EL program had been given more direction.

In some instances, even when the curriculum and the standards are in place, educators may have lower expectations for the students. For example, during a classroom observation, a teacher told a predominantly EL classroom, “Why should I assign you homework - you won’t do it anyway.” In another instance, a teacher said, “I won’t tell you to read the chapter, because we all know what will happen.”

- 7. Need for more professional development coupled with concerns that teachers are not taking full advantage of what is available**
- Teachers feeling at a saturation point in terms of requests to attend training and provide supplemental services**
  - Infrastructure not easily able to utilize funds for quality efforts on “rush” timelines (e.g., staffing up, developing training materials)**
- RQ: 1, 3, 4, 6**  
**MR: B2, (B5, C4)**

Most teachers and bilingual aides at the case study sites described limited professional development for the implementation of the new programs begun after Proposition 227. In most instances, training on the different aspects of the law and preparing for its actual

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implementation was mainly directed towards district and school administrators, who in turn, were supposed to bring relevant information to the school staff. A school EL coordinator explained, “We got a directive from our district office to attend procedural and informative types of workshops for leaders, like ourselves, on how to comply with Proposition 227.” She added, “It was not necessarily for classroom teachers per se, but curriculum specialists and EL coordinators participated to be informed.” In some sites, teachers and bilingual aides reported some informational sessions, such as law briefings and orientation meetings.

When asked about the professional development provided to teachers for instructional purposes, educators frequently referred to the CLAD or BCLAD training as covering some needs. A teacher said, “The CLAD covered it all... They covered all the issues pertaining to ELs.” On the other hand, others said this is not enough. One teacher said, “Most teachers already had a CLAD though that doesn’t necessarily mean they are prepared.” Others shared views similar to those provided by a school EL coordinator who said, “There are not enough staff who have the language skills to provide primary language support, nor the training to use SDAIE strategies.” Others voiced concerns about a “need for methodologies and techniques for sheltered classes,” or that “there is nothing in place” when it comes to the “techniques and curriculum needed for successful transition.”

Many administrators talked about an increased need for training on SDAIE strategies after the implementation of Proposition 227. According to one principal, his district was trying to promote SDAIE strategies through training in CLAD and BCLAD credential programs. In his school, only 25 percent of the BCLAD or CLAD certified teachers had received training in SDAIE strategies, so he is concerned about the rest who are “still in need of professional development on EL strategies.” He added that in the junior high and high schools, “Some teachers are fearful of getting the BCLAD credential since they don't feel confident enough to teach ELs in Spanish.”

In many instances, teachers do not participate in continuing professional development, even when they are aware of training opportunities, such as in-service sessions and workshops, in their district. A teacher commented, “It’s not so much that they need to have more professional development opportunities, but rather [it’s] finding ways of getting more teachers to participate in them... Some teachers are not receptive to this.” In a different school district, a teacher made a similar comment: “The district professional center provides numerous workshops on working with ELs. We know they are available but I am not sure if they are being taken advantage of.” A teacher from another district said teachers are “constantly bombarded with flyers announcing training opportunities on weekends, as well as workshops and programs for summer seminars, but each person has to make choices.”

Often, teachers explained that their time is already invested in a variety of other efforts. For example, a group said, “At the same time that Proposition 227 was coming in, we were being bombarded with a wealth of other things.” They mentioned Saturday school, Saturday in-service sessions for a science program, and service learning, as well as other professional development opportunities. She added, “Many of the workshops being offered on Saturdays for Proposition 227 coincided with other district training efforts.”

In contrast, many bilingual aides reported either very sporadic or no access to professional development opportunities. A group of bilingual aides commented that “it has

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been quite a while” since they had any workshops. They said that all they have is their experience in the classroom. Many aides voiced a desire to participate in training sessions, but they believed there were none available to them. One aide explained, “The training happens as we help the teachers... It's on-the-job training, so no other was provided.” Another aide said, “If one of my teachers goes to training, I would like to join her so as to know the same ideas she is trained in.” Some bilingual aides noted the relevance of their training since they provide individualized assistance and serve as resources to ensure equal access to content.

**8. Unclear impact of the California Professional Development Institutes (CPDIs) on EL service providers**

- Lack of awareness of these training opportunities
- Relatively little use among staff at case study sites

**RQ: 1,4,6,8**

**MR: C3, (B2, C4, C7)**

ELD-related CPDIs were offered for the first time during the summer of 2000. They targeted teachers of students in grades 4 through 8, and in some cases a narrower grade range within this span. The overseeing organization, the University of California Office of the President, estimates that these CPDIs served about 6,000 teachers statewide during their first year of operation. New legislation (AB 8221) expanded the scope of the ELD-CPDIs to grades K-12 for subsequent years.

Given their relative newness, it is not surprising that most of the teachers we interviewed had not attended a CPDI program or a statewide ELD Institute. In fact, many teachers had not heard of the CPDI programs. Those teachers who had participated in some kind of ELD training stated that it was district-sponsored, not state-sponsored. One school EL coordinator mentioned that many teachers in the district have other commitments during weekends and summers, such as summer school, Saturday school, and tutoring programs, which make attendance at CPDIs or other professional development programs challenging.

Of the few EL service providers who did attend an ELD-CPDI, most found them to be useful. One school EL coordinator mentioned that she had learned “new ELD strategies and sheltering strategies to use in heterogeneous classrooms, and how to meet the needs of those students instructionally.” Another school EL coordinator commented that the Institute’s strengths included information about “standards and what [Proposition] 227 was supposed to do, how to work with it.” The same school EL coordinator also felt that the major weakness of the Institute he attended was that the material needed to be updated – materials and topics were similar to those he had seen 3-5 years ago. An ELAP coordinator noted that a particular strength of the Institute he attended was that it was grounded in research, and that the training was practical.

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## VI. Other State and Local Policies

1. State accountability system's impact on instructional programs for ELs, especially in programs where primary language instruction is used (e.g., alternative programs, SEI with more substantial primary language use)
  - ❑ Influence on parent choices, school and district policies, instructional program designs
  - ❑ Pressure to perform on SAT-9 test in English beginning in 2<sup>nd</sup> grade
  - ❑ Pressure to not have students waive out of SAT-9 test administration, even when not being instructed in English in content areas and when the student is less than 12 months in the district

RQ: 1, 4, 5

MR: A3, (B2, B7, E11)

All eight case study districts noted that the state's accountability system has affected services for ELs, specifically mentioning standards-based curriculum, accountability, and high-stakes testing. Many districts also emphasized the difficulty of putting all the state mandates, such as those dictated by Proposition 227, SAT-9 testing, and the standards into a cohesive program.

### *Influence on parent choices*

Educators from several districts mentioned how the new state reforms have influenced parent choices in regard to the schools they want their children to attend, as well as in terms of programs they choose for their children. One district administrator said that many parents base where they send their children on the school's API score. A principal of another district noted, "Last year was the first year we had a family leave due to API scores. They felt they needed to place their kids in a school that might provide better challenges. It became a PR challenge." Many parents of ELs are very concerned with achievement in the English language, especially when their district requires all students to take the SAT-9 test. In one district, these parents are "biting at the bit" for summer school—there was a 100 percent response rate. At this district, intensive summer school programs for ELs were put into place with a large amount of English Language and Intensive Literacy Program (ELILP) grant funds.

### *Influence on school and district policies*

Administrators from all eight case study districts stated they are more closely monitoring and documenting EL achievement and paying closer attention to data, due to the emphasis on testing and accountability. Many respondents noted new district policies for differentiating instruction based on individual student needs and increased monitoring individual student progress.

Administrators from several districts also noted that the state's accountability system was having a negative impact on their bilingual programs because ELs in the second and third grades were expected to perform like EO students on the SAT-9 test. (School API scores have been calculated using SAT-9 scores for students in Grades 2-11.) This had the effect of lowering the API in those schools, while performance on the SABE/2 (a



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standardized, norm-referenced test of math and language arts in Spanish) was not counted. As a result, these administrators indicated they felt pressured to alter their bilingual program designs by introducing much more English-language instruction and test preparation at lower grades.

However, one district claimed to have stronger bilingual programs in the schools that are still offering it. “It is helping that there is proper assessment and support [through state accountability measures] to make sure it works.”

### ***Influence on instructional program designs***

Due to the shift in district and school policy towards accountability and standards, administrators reported that the primary focus for instructional program designs has also changed. They said they have shifted towards standards-based curricula and assessments, and noted the intense pressure to do so. One district administrator explained, “The standards based achievement report, which our district has developed, has required a great paradigm shift on the part of teachers, especially in the way they evaluate students. This particularly affects EL instruction. They have to teach, assess and report in a particular way, which causes them to instruct and assess in a particular way. This has resulted in more individualized instruction, which is more data-driven and which monitors progress in a much closer way than in the past.” Many districts have implemented new reading programs. Some have hired more trained aides, and one has hired new resource teachers. Another district has lowered the minimum entry grade-level for its newcomer program to incorporate 4th grade students. One district reestablished its curriculum department with a stronger EL emphasis and a more articulated curriculum. Another district, with a large ELILP grant, created extensive summer school programs across 10 elementary schools, two middle schools and one high school. This will provide ELs in kindergarten through twelfth-grade with 120 hours of additional instruction over a six-week period.

One district administrator stated, “The state standards and the ELD standards have influenced instruction more than Proposition 227. There is a clearer picture because of the standards and the high expectation for accountability. Those other reforms have played a very important role in instruction and assessment. Because of them schools are becoming more instructionally sound. Educators are more cautious when looking at content, instruction and assessment data to ensure that students are placed appropriately, and that there is monitoring. Because of the ELD standards, the focus has changed to helping students achieve skills and standards in English.”

### ***Pressure to perform on SAT-9 in English and to not have students waive out of SAT-9 testing***

Administrators in all case study districts mentioned substantial pressure to perform on the SAT-9 and to raise their API scores. In one district, all ELs in grades 1-11 will have to take the SAT-9 next year, regardless of their English proficiency, their time in the district, or the language of instruction, in order to ensure that their schools are eligible for state and federal program funds. A number of EL parents we spoke with expressed concern about this, especially those with children being taught in bilingual programs. A school EL coordinator in this district stated, “A lot of the EL Level 1 and Level 2 parents signed waivers to keep their kids from taking the SAT-9. The state threw out our API score last year because we exceeded

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the 15 percent waiver limit. This year everyone will be taking the SAT-9 in English. The Levels 1 and 2 would normally be exempted from taking it, but we are now preparing to have everyone take it.” Another district is requiring all their students to take the SAT-9 in order to “be a part of the state’s accountability system.”

**2. Fiscal incentives sometimes at odds with EL program goals and provisions**

- BCLAD stipends tied to serving students with lower EL proficiency levels
- Parental SAT-9 waiver rights vs. fiscal penalties associated with test exemptions
- Supplemental funding formulas discouraging EL redesignation

**RQ: 1, 2, 4, 5, 8**

**MR: B7, (B4, E1, E7)**

A clear goal of Proposition 227 and of EL educational program policy in California is the movement of students to higher levels of English proficiency and eventually to redesignation as Fluent English proficient (FEP). However, it was reported that local and state fiscal policies are sometimes at odds with these goals. One example is that the amount of special EL funds a district or school receives, which come in the form of the state’s EIA-LEP, CBET, and ELAP allocations, is generally based on its number of ELs. While this approach makes sense in terms of allocating EL funds where they are most needed, concerns were sometimes expressed that this also creates a fiscal disincentive to redesignate. While most respondents said that recent political pressure to increase the number of redesignated students has largely overridden these fiscal disincentives, some said that they can still be a factor.

One district EL coordinator said that the prior coordinator used to send a policy directive to schools that the number of redesignated students should not exceed the number of newly entering ELs. This kept overall revenues for this population at least constant. As described in one teacher focus group in another district, “It’s still true that there is a double negative incentive to redesignate – the school loses money and the teachers lose money.” One teacher said, “The school used to tell me not to redesignate students in the 3<sup>rd</sup> grade, but to wait until the fourth. Now, they want the opposite – the more redesignation the better, but this still creates a problem.”

Schools may lose money upon redesignating more students, and some EL teachers lose stipends paid in some districts. A number of sources described potential problems with these stipends given the conditions placed on their award. For example, one school EL coordinator said, “The teachers at this school only get this when they are teaching subject matter classes in the primary language. So, these teachers do not want to teach other than in the primary language. Once students get classified at a certain level so that their instruction will be in English, some of these teachers do not want to take them anymore because it counts against their receiving a full stipend. Also, if this were not a waiver [i.e. alternative program] school, none of these teachers would get this stipend.”

The problem was described by a principal: “This year, we had a few teachers who did not get this extra funding because they did not have enough qualifying students in their class. It was our mistake. We could have assigned students differently, but it became a concern because we are trying to become a more integrated school. With all of these different

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classifications, the children become more segregated. What happened this year is that I tried to integrate the students more through scheduling. What I didn't realize is that this would cause some of the teachers to not get enough ELs at low enough levels of proficiency to qualify for supplemental pay."

Concerns were also expressed in several districts about the fiscal penalties associated with ELs receiving waivers from the SAT-9 test, even when they do not speak English. Respondents said they had been affected by a 15 percent exemption limit from SAT-9 testing set by the state. One district EL coordinator said, "The State Board never told us there was a percentage waiver cap, it was determined after the fact. We lost considerable money last year due to this. Next year we will have to push for SAT-9 testing for all students, regardless of program, proficiency level, or time in the district." As the superintendent said, "How can you walk away from \$200,000 per year per school to improve reading, when we know we are low achieving?"

In another district, a teacher focus group reported, "Our district has a policy that parents cannot be informed about their test waiver options. They are very anti-waiver for testing because they feel it will jeopardize their funds." One teacher said that a parent came to him and asked what the paper they were given meant. The teacher asked if the parent wanted her child tested in English. She said no because he has only been in the country about 4 months. This teacher said he was called before the principal and told to bring union representation. He was asked to explain to the administration that he was not proselytizing in favor of the testing waiver.

## **Conclusion**

The emerging themes identified in this chapter serve as a preliminary synthesis of the information collected during the first year of the study. None of these themes should be considered findings at this point. These themes will serve to inform the development of the written surveys scheduled to occur in Years 2 and 4 of the study and other data collection efforts. As additional data are gathered and analyzed, these themes will likely evolve to reflect this new information. Also, additional themes are likely to emerge through subsequent activities and will be part of the actual findings of the study. The preliminary report, due in May of 2002, will also contain recommendations.

## **Chapter Four: Year 2 Activities, Methods, and Products**

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### **Introduction**

The purpose of this chapter is to supplement the Year 2 work plan for this study, as previously described in the Evaluation Methodology report submitted to the CDE in October of 2000. As shown in Exhibit I-8 of Chapter 1, the following evaluation methods will be conducted in Year 2: work group meetings, document reviews, extant data analyses, stakeholder interviews, and written surveys. The research questions for this study and the emerging themes presented in Chapter 3 will guide this work.

### **Evaluation Methods**

#### ***Work Group Meetings***

**State Work Group.** The CDE designated and appointed membership to a State Work Group to advise the implementation of this project. The research team meets with this group twice a year to consult on such issues as data collection, sample selection, evaluation design, and report review. During Year 2, we plan to meet with the State Work Group in the fall and in the spring. The purpose of the fall meeting will be to review and receive feedback on draft survey instruments, which we will be sending out to sites early in the winter of 2002. At the spring meeting, we will review results from the year's data collection activities and discuss the AB 56 Second Interim Report, which is due May 17, 2002.

**Practitioner Work Group.** In Year 2, AIR also plans to convene a group of 8-10 district representatives to discuss the implementation of Proposition 227 in their local contexts. The group will include local practitioners with direct responsibility for implementing aspects of Proposition 227 and for program evaluation and accountability. The specific purpose of the Practitioner Work Group is to provide an opportunity to more broadly discuss issues related to the implementation of Proposition 227 and the ELAP and CBET programs, and to identify common challenges and promising practices.

The second purpose for convening this group is to discuss the availability of student achievement data and how best to work with schools and districts to access and utilize these data. Ideally, any study attempting to examine student achievement would have data for individual students, which could be linked to individual programs, services, and classrooms, over time. We expect that the Practitioner Work Group will be able to assist us in thinking through strategies and approaches for evaluating student progress in ways that can be useful to state as well as local policy makers. In addition, they may be able to assist us in accessing data of this type from a select sample of districts. This group will be convened once a year for the remaining four years of the study, with additional interactions as needed. We will seek nominations for this group from the CDE, the State Work Group, and others. Although

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overlap with our case study sites is expected, membership in this group is not limited to these sites.

### ***Document Review***

During Year 1, a substantial amount of relevant research and documents related to the implementation of Proposition 227 was collected. They fall into three major categories:

- Background information
  - Research on instructional practices for ELs
  - Research and related public information on Proposition 227 (including newspaper and other journal articles)
  
- State documents
  - Legislation
  - State guidance or informational materials
  
- Local documents and implementation materials
  - Materials prepared by schools, districts, or county offices of education in conjunction with the implementation of Proposition 227

See Exhibit IV-1 for a list of the various materials we requested from the case study sites, which we have catalogued and are currently beginning to review. As the checkmarks indicate, we were able to obtain some of the specific types of materials, such as waiver request forms, from each of the eight case study sites. Other types of materials, such as EL Master Plans, were obtained from some sites but not others. Finally, a few types of materials were not available from any of the case study sites (e.g., records of which students received ELAP services). The review of these documents, which will continue through Year 2, will guide the research team in its development of additional data collection instruments, such as the written surveys. This body of research and implementation materials will also inform the policy analysis component of this project.

### Exhibit IV-1: Documents Collected from Case Study Sites in Year One

	District A	District B	District C	District D	District E	District F	District G	District H
<i>Prop 227</i>								
EL Master Plan	✓		✓		✓		✓	✓
Description of EL Programs	✓	✓	✓	✓	✓	✓	✓	✓
Waiver Request form	✓	✓	✓	✓	✓	✓	✓	✓
Other communication to EL parents	✓	✓	✓	✓	✓	✓	✓	✓
Other Prop 227 materials	✓	✓	✓	✓	✓	✓	✓	✓
<i>Student Achievement</i>								
Data/reports illustrating EL student progress in English fluency				✓				✓
Data/reports illustrating EL student progress in content areas				✓				✓
Information on a “Diagnostic Data Student Report” (e.g., students, track in year-round school, ethnicity, primary language, English proficiency level test)	✓	✓	✓	✓	✓	✓	✓	✓
Other EL student indicators (e.g., redesignation rates, timeframe for transition)		✓			✓			✓
Data/reports comparing effectiveness of EL programs and services in regard EL student achievement and/or English acquisition	✓	✓						✓
Information on interventions the district may use for ELs vulnerable for grade retention		✓	✓		✓			
Longitudinal data/reports (since 1998) related to any of the following: -changes in redesignation criteria -changes in redesignation rates -changes in the dropout/grad rates of ELs -changes in dropout/grad rates of redesignated students -attendance rates of ELs	✓	✓						✓
Protocols used by district for collection, management & analysis of data on EI Student achievement	✓	✓	✓	✓	✓		✓	✓
Other student achievement materials	✓	✓	✓	✓	✓		✓	

**Exhibit IV-1, continued**

	District A	District B	District C	District D	District E	District F	District G	District H
<i>ELAP</i>								
Copies of proposals for ELAP funding		✓						
Descriptions of ELAP programs		✓						
Descriptive materials of ELAP-funded professional development	✓							
Budget information on ELAP funds	✓	✓					✓	
Records of which students receive ELAP services & any evidence of how ELAP-funded programs have affected English-language proficiency								
Description of how district evaluates ELAP program & any data from such evaluations			✓					
Reports showing how, and using what criteria, the district allocated ELAP funds among schools		✓						
Other ELAP materials	✓	✓	✓	✓			✓	✓
<i>CBET</i>								
Current budget or record of expenditures of CBET funds from a prior year		✓	✓					✓
Records of outcome measures		✓						
Records of any in-kind or donated resources for CBET program		✓		✓				
Counts of participating adults		✓	✓					
Copies of any recruitment materials	✓	✓	✓	✓			✓	✓
Time schedule of classes offered	✓	✓	✓	✓			✓	✓
Curriculum & materials used for CBET program		✓	✓					✓
Records of the extent participants tutor students								
Reports describing how district is evaluating CBET program & any evaluation materials		✓	✓					
Copy of CBET pledge form		✓	✓	✓			✓	✓
Other CBET materials	✓	✓	✓	✓			✓	✓

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### ***Extant Data Analysis***

In the first year of this study, analyses of state data were used to assist in the selection of the 40 phone interview districts as well as the eight case study sites. The results of some descriptive analyses of state data are also shown in Chapter 1 in Exhibits I-2 through I-6. During Year 1, we also gathered information regarding local data capacity through our phone interviews. In addition, we began accumulating information and developing relationships with our case study districts that we hope will allow us greater access to local data for analysis.

During Year 2, we will focus our analysis on EL student achievement in relation to demographic and programmatic factors using both state and local data sources. The Methodology Report provides further details on data available from state and local sources, as well as how we plan to use these data to analyze student achievement.

### ***Stakeholder Interviews***

Stakeholder interviews will be initiated in Year 2. These interviews with key individuals, as identified through the course of this study, are an important part of the policy component of this evaluation. The respondents will be determined in consultation with the CDE and the State Work Group. The purpose of these interviews will be to discuss diverse perspectives in regard to the intent and implementation of the law. We will contact a broad range of stakeholders to include advocates of primary language instruction as part of the instructional program for ELs as well as supporters of such alternative approaches as SEI. Contacts will include those who have historically supported Proposition 227, those who continue to oppose it, and others with a more general statewide perspective on its origins and implementation. The purpose of these interviews will be to offer a broad range of perspectives to the research team in regard to topics ranging from relevant research to perspectives on possible study findings and policy recommendations.

The emerging themes presented in Chapter 3 will guide many of the questions and issues to be raised as points of discussion with these stakeholders. For example, a theme that arose across the case study districts was that Proposition 227 and ELAP have increased attention on EL issues. There is now greater emphasis on English fluency and greater awareness about EL student needs and outcomes. This will be an interesting issue to discuss across a broad range of stakeholders. These discussions will be designed to provide a “sounding board” for the many issues surrounding this evaluation.

### ***Written Surveys***

The predominant research activity for Year 2 will be the written surveys, which will be administered to informants at three levels in California’s educational system: districts, schools, and teachers. These surveys will provide:

- descriptive data about how programs, services, and circumstances for ELs vary across schools and districts and within the broad program and instructional categories defined by the CDE; and



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- information about other program benefits, unanticipated consequences of Proposition 227 implementation, and the impact of professional development institutes on participating staff and the impact of CBET programs on participants and ELs.

The data obtained during the Year 1 case study site visits will inform the development of these surveys. We will use the surveys to clarify further the themes and issues brought up in the interviews and focus groups, which have been introduced in Chapter 3. For example, some of the teachers at case study sites expressed a need for more professional development that is relevant and useful for instructing ELs, while some administrators expressed a concern that teachers are not taking advantage of what is offered. Through the written surveys, we intend to explore these concerns (i.e., what professional development is offered across districts, reasons why teachers are/are not attending these classes, etc.). We will also ask how their answers relate to the availability of training across the state, as well as local and state policies that govern the provision of these services.

**Sampling.** For the surveys, we will draw a sample of sufficient size and variability to produce results that are generalizable to the districts, schools, and teachers of the state. Furthermore, this sampling design will enable examination of the various contextual layers in which Proposition 227, ELAP, and CBET programs are embedded. Surveys will be distributed to approximately:

- 125 district administrators,
- 400 primary and secondary school administrators in these districts, and
- 1,200 teachers.

Selection of the 125 districts to be surveyed will be based on the Sample Selection Matrix presented in Exhibit II-1 of this report. The Methodology Report contains additional detail on the sample selection procedures.

**Survey Development.** AIR's basic process for instrument development consists of the following steps: 1) identify variables to be measured, 2) develop items to measure these variables, and 3) prepare draft instruments and accompanying materials. After preparing these materials, they will be pilot-tested and revised to ensure their effectiveness.

After creating a list of variables to be assessed, the resulting questions will be tailored to the appropriate respondent group (teacher, school administrator, and district administrator). Draft instruments and supporting materials (such as the cover letter that will accompany the survey) will be circulated among project team members, CDE staff, and the State Work Group for review and comment. After this review process is completed, pilot test versions of all instruments and data collection procedures will be prepared.

**Pilot Test of Surveys and Materials.** To detect potential problems with survey items, they will be pilot-tested with a small number of potential respondents to ensure that they are valid and appropriate. Using methods developed in AIR's Cognitive Survey Laboratory, interviews will be conducted with representatives of each of the three samples: teachers, school administrators, and district administrators.

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Results of the pilot test will be analyzed to assess response variance and enable the detection of general issues that are not observable by analyzing individual cases. Survey items and materials will be revised to minimize interpretation problems and reduce error rates.

**Data Collection Operations.** To assist in assuring a high response rate, we will include cover letters and supporting materials that clearly and concisely convey the importance of participation, and will follow-up with non-respondents. We will also request a letter of support from an appropriate CDE official for inclusion with the survey packets.

Once the district sample is selected, the most knowledgeable informant for the survey items will be identified at each site, contacted, and invited to participate. In most cases, this will be the district's EL coordinator. In many cases, this individual can be identified through the Bilingual Coordinators' Network. If this is not possible, the superintendent will be contacted and asked to identify the individual(s) most knowledgeable about the district's EL programs.

The survey items will address a variety of issues across the three programs being examined (Proposition 227, ELAP, and CBET). As the best informant for one program may not know the most about the others, we will use a modular approach to survey distribution. This will enable different respondents to answer questions within their area(s) of expertise. At the same time, efforts will be made to minimize redundancy for smaller districts in which one staff member may be responsible for all program components. We will also seek the assistance of the EL coordinator in identifying and eliciting cooperation of administrators at the sampled schools.

The school administrator at each school will then be contacted and invited to participate in the study. Again, a CDE endorsement letter will be requested to accompany the surveys. The school survey will also have a modular format to enable completion of different sections by the most knowledgeable informants. These respondents may include the principal, the school EL coordinator, the CBET coordinator, and others.

Following guidelines specified by the research team, school administrators will be asked to select approximately three of their teachers to complete the teacher survey. To accomplish this, these administrators (or their designees) will be asked to obtain a teacher roster and identify all of the teachers who have a special assignment for the instruction of ELs. Using random selection methods we will prescribe, we will ask the administrators to select two teachers from the full roster. If at least one of these teachers has a teaching assignment for ELs, a third teacher will be selected from the roster. If neither of the first two teachers is an EL teacher, the third teacher will be selected from the subset of teachers who are assigned to ELs to ensure that at least one teacher has experience, qualifications, and current involvement with ELs. The school representative will then distribute the teacher surveys to each of these three selected teachers.

Teachers will be requested to return their surveys to the school administrator sealed in an envelope to ensure the confidentiality of their responses, and the administrator will be asked to return both the school-level survey and each of the teacher surveys in a postage-paid return envelope. Reminder calls will be made approximately two weeks after distribution of the surveys to increase the response rate.

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**Questionnaire Log-in and Data File Preparation.** As the surveys are received, they will be logged in to allow identification of districts and schools so sites that have completed questionnaires will not be bothered with follow-up requests. Completed surveys will then be edited and coded. (Editing refers to the process of dealing with data recording errors, such as check marks that are not in boxes, items with more than one option checked, and skip pattern errors.) Edited and coded questionnaires will be sent to a subcontractor for keytaping, with complete key verification being performed. All data files will undergo a final machine editing process, to identify respondent coding and data entry errors. These checks will reaffirm the allowed values, ranges, skip pattern logic, and data consistency checks. The data will then be ready to undergo statistical analysis.

## **Products**

The major product in Year 2 is the Second Interim Report for AB 56, which is due May 17, 2002. This report will include comparisons of student performance, analyses of the effects of Proposition 227, and preliminary findings and recommendations. The Year 2 Annual Report, due on or before June 30, 2002, will also include the following, as specified by the Request for Proposals (RFP) for this project:

- All data collection instruments to be used in Year 2 of the study
- All materials intended for use by schools and school districts participating in the evaluation
- Specific, appropriate data and reports helpful to the participating field sites
- Monthly written progress reports of work activities to accompany monthly invoices
- Quarterly written reports that include data from work completed to date
- Detailed design for the third year of the study
- The second interim report for AB 56, including data from work completed to date
- Written summary of preliminary findings regarding implementation and impact of Proposition 227 and AB 1116 for dissemination to schools and districts

We will also submit monthly and quarterly progress reports. If agreed upon with the CDE and the State Advisory Group, we will combine the Second Interim Report for AB 56 and the Second Year-End Report in a single document.

In addition, a “user-friendly” report will be submitted on or before May 30, 2002. This document about lessons learned and best practices will be written in a form that is clear and understandable to the general public.

## Glossary

**Academic Performance Index (API):** Cornerstone of California's Public Schools Accountability Act (PSAA), with the purpose of measuring the academic performance and growth of public schools. The numerical index (or scale) ranges from a low of 200 to a high of 1000. Each public school, including charter schools, receives its own API each year. Results from English learners (ELs) are included in a school's API.

**Achievement test:** A test that measures the extent of a student's learning of the material presented in a particular course, textbook or instructional program. SAT-9 is an example of an achievement test.

**API** see *Academic Performance Index*

**BCLAD** see *Bilingual Cross-cultural, Language, and Academic Development*

**Bilingual Cross-cultural, Language, and Academic Development (BCLAD):** Education Code §§ 44253.3 and 44253.4 require the California Commission on Teacher Credentialing to issue certificates to teachers authorizing them to provide instruction to limited-English proficient students. One type of credential is the BCLAD. This certificate requires the applicant to take the following tests: Test 1—Language Structure and First and Second Language Development; Test 2—Methodology of Bilingual, English Language Development, and Content Instruction; Test 3—Culture and Cultural Diversity; Test 4—Methodology for Primary Language Instruction; Test 5—The Culture of Emphasis; and Test 6—The Language of Emphasis. Teachers who pass all six tests receive a BCLAD certificate in one of the following languages of emphasis: Armenian, Cantonese, Pilipino,

Hmong, Khmer, Korean, Mandarin, Punjabi, Spanish or Vietnamese.

**Bilingual Programs:** Programs that use the students' native language, in addition to English, for instruction. Students are grouped according to their home language, and teachers are proficient in both English and the students' language. [see also *Early-Exit Bilingual Programs*, *Late-Exit Bilingual Programs* and *Two-Way (or Developmental) Bilingual Programs*]

**California Professional Development Institutes (CPDI):** Established in January 2000, CPDI is a discipline-based project in the professional development network of California jointly administered by the University of California, California State University, Independent Colleges & Universities, California Department of Education and the K-12 community. CPDI is aiming to serve over 70,000 teachers statewide to improve student achievement in core content areas.

**CALP** see *Cognitive Academic Language Proficiency*

**CBET** see *Community-based English Tutoring*

**CLAD** see *Cross-cultural, Language, and Academic Development*

**Cognitive Academic Language Proficiency (CALP):** The language ability required for academic achievement in a context-reduced environment. Examples of context-reduced environments include classroom lectures and textbook reading assignments.

**Communicative-based English as a Second Language:** Approach based on the theory that language acquisition occurs as a result of exposure to meaningful and comprehensible messages, rather

## Glossary (continued)

than through formal study of grammar and vocabulary.

### **Community-based English Tutoring**

**(CBET):** Program that provides funding for local educational agencies (LEAs) to provide free or subsidized programs of adult English-language instruction to parents or other members of the community who pledge to provide personal English-language tutoring to English learners. In accordance with Education Code Section 315 and Title 5 of the California Code of Regulations Section 11305, LEAs may use these funds for direct program services, community notification processes, transportation services, and background checks required of the tutors who volunteer in public schools settings. CBET was established by Proposition 227.

### **Content-based English as a Second Language:**

Approach using instructional materials and learning tasks from academic content areas as a vehicle for developing language, as well as content skill. English is the language of instruction.

**CPDI** see *California Professional Development Institutes*

### **Cross-cultural, Language, and Academic Development (CLAD):**

Education Code §§ 44253.3 and 44253.4 require the California Commission on Teacher Credentialing to issue certificates to teachers authorizing them to provide instruction to limited-English proficient students. One type of credential is the CLAD. This certificate requires to applicant to take the following tests: Test 1—Language Structure and First and Second Language Development; Test 2—Methodology of Bilingual, English Language Development, and Content Instruction; and Test 3—

Culture and Cultural Diversity. Teachers who pass all three tests receive a CLAD certificate.

**DELAC** see *District English Language Advisory Committee*

### **District English Language Advisory Committee (DELAC):**

District-level committee comprised of at least one representative from each school. Members are parents, teachers, and classroom aides who represent parents of children who are ELs and limited-English proficient learners. Many members are also part of the school site-level of this committee, which is called the English Language Advisory Committee (ELAC).

**Dominant Language:** The language in which the speaker has greater proficiency and/or uses more often.

**Dual Language Programs** see *Two-way (or Developmental) Bilingual Programs*

### **Early-Exit Bilingual Programs:**

Provide initial instruction in the students' home language, with rapid transition into all-English instruction. Students are mainstreamed into English-only classes by the end of first or second grade.

**EL** see *English learner*

**ELAC** see *English Language Advisory Committee*

**ELAP** see *English Language Acquisition Program*

**ELD** see *English-language development*

### **English as a Second Language (ESL):**

Teaches English to ELs; may be used with students with different native languages in the same class. ESL teachers have training in principles of language acquisition and in language teaching methods, but are not fluent in the home languages of their students. Teachers for this

## Glossary (continued)

instructional service should possess a CLAD certificate.

### **English Language Acquisition**

**Program (ELAP):** Funding program with the aim to improve the English proficiency of California pupils and to better prepare them to meet the state's academic content and performance standards. Funds may be used to supplement activities such as regular school programs, newcomer centers, tutorial services, mentors, purchase of special materials, or other related program services. Any local educational agency (LEA): school district, county office of education, or charter school, that enrolled one or more English learners in grades four through eight in the previous school year is eligible to apply for funds.

### **English Language Advisory**

**Committee (ELAC):** A committee comprised of parents, teachers, and classroom aides who represent parents of children who are ELs and limited-English proficient learners. ELACs exist at the school site-level and also at the district-level [see *District English Language Advisory Committee*].

### **English-language development**

**(ELD):** This term is used interchangeably with ESL (English as a Second Language).

**English learner (EL):** Student whose first language is not English and who is in the process of learning English.

### **English mainstream classroom:**

Described as “a classroom in which students either are native English-language speakers or already have acquired reasonable fluency in English.” In the Language Census Form (R-30), this setting is represented by two categories: students placed in a mainstream classroom who meet criteria (i.e., are

native or reasonably fluent English speakers), and students placed there by parental request. Note that the law does not describe what services are provided in an English mainstream classroom. The Language Census Form, however, indicates an assumption that ELs in a mainstream English classroom will receive “additional and appropriate services.”

**English-only (EO):** Monolingual, English-speaking student.

**EO** see *English-only*

**ESL** see *English as a Second Language*

**ESL Class Period:** Provides a regular class period for (middle school) students devoted to ESL instruction.

**ESL Pull-out:** Removes (elementary school) students from their regular mainstream class for a portion of the day to receive ESL instruction.

**FEP** see *Fluent-English Proficient*

**Fluent English Proficient (FEP):** A term applied to students whose primary language is not English and who have met district criteria for proficiency and literacy in English.

**Instructional Services:** Labels describing methods used in teaching students to listen, speak, read, and write in English and in delivering content in other core academic areas. Categories of instructional services are ELD/ESL, primary language instruction, and primary language support.

**Instructional Settings:** Labels for the organization of instruction aligned with the language of Proposition 227. The law states that (subject to parental exception waivers) “all children in California public schools shall be taught English by being taught in English. In particular, this shall require that all children be placed in English-language

## Glossary (continued)

classrooms. Children who are English learners shall be educated through sheltered English immersion during a temporary transition period not normally to exceed one year. Local schools shall be permitted to place in the same classroom English learners of different ages but whose degree of English proficiency is similar. Local schools shall be encouraged to mix together in the same classroom English learners from different native-language groups but with the same degree of English fluency. Once ELs have acquired a good working knowledge of English, they shall be transferred to English-language mainstream classrooms.”

**L1:** The first language a person acquires.

**L2:** The second language a person acquires, sometime after the acquisition of the first language has begun.

**Language Census Form (R-30):** An annual school-level count of English learners and redesignated Fluent English Proficient students enrolled in California public schools, by primary language within grade level. The census form asks for a total accounting of the instructional service categories into which the ELs fall and of the instructional settings to which the ELs are assigned. It also collects information on the school personnel who are teaching the ELs—in particular, the state authorizations for teaching ELs that they hold. It also asks for the number of students redesignated as fluent since the previous count and whether the district is using a state-approved instrument for assessing Oral English Proficiency.

**Language proficiency:** Level at which an individual is able to demonstrate the use of language for both

communicative tasks and academic purposes.

**Late-Exit Bilingual Programs:** Use the students’ home language more and longer than early-exit programs. Late-exit programs may use home language instruction 40 percent or more of the time, throughout the elementary school years, and even for students who have been reclassified as Fluent English Proficient.

**LEA** see *Local Education Agency*

**LEP** see *Limited English Proficient*

**Limited English Proficient (LEP):** Term used to identify those students who have insufficient English to succeed in English-only classrooms.

**Local Education Agency (LEA):** A district or county office of education

**Mainstream classroom** see *English mainstream classroom*

**NABE** see *National Association for Bilingual Education*

**National Association for Bilingual Education (NABE):** Professional association of teachers, administrators, parents, policy makers and others concerned with securing educational equity for language minority students.

**National Clearinghouse for Bilingual Education (NCBE):** Organization funded by the U.S. Department of Education, Office of Bilingual Education and Minority Language Affairs (OBEMLA) to collect, analyze and disseminate information related to the education of linguistically and culturally diverse students.

**NCBE** see *National Clearinghouse for Bilingual Education*

**NEP** see *Non-English Proficient*

## Glossary (continued)

**Newcomer:** Students who have recently immigrated; these students tend to have no fluency in English and varied educational backgrounds. Also referred to as “new arrivals” or “newly-arrived students.”

**Non-English Proficient (NEP):** Students who come to school with no or minimal English proficiency.

**OBEMLA** see *Office of Bilingual Education and Minority Language Affairs*

**Office of Bilingual Education and Minority Language Affairs (OBEMLA):** Established by the U.S. Congress in 1974 to help school districts meet their responsibility to provide an equal education opportunity to limited English proficient students. This office is part of the U.S. Department of Education.

**Parental exception waivers:** Parents and guardians may choose to remove their children from a SEI program and enroll them in an alternative course of study. According to California law, parents and guardians must be informed of this right and provided with full written descriptions (or upon request, spoken descriptions) of the SEI program and any alternative course of study and materials. Sometimes this alternative course of study is not offered at the school site and requires the child to receive instruction at another site.

**Primary-language instruction:** Instructional service where content is delivered in the student’s primary language by a teacher with a BCLAD certificate.

**Primary-language support:** Any use of the primary language enabling students to understand terms and content and directly supporting

content instruction in the second language.

**Pull-out instruction** see *ESL Pull-out*

**SABE** see *Spanish Assessment of Basic Education*

**SDAIE** see *Specially designed academic instruction in English*

**SEI** see *Sheltered English Immersion and Structured English Immersion*

**Sheltered English Immersion (SEI):** Programs that use English adapted to the students’ level of comprehension, along with gestures and visual aids, to provide content area instruction. This approach is often used for a class of students from varied native language backgrounds. In the law, “sheltered English immersion” and “structured English immersion” are used interchangeably.

**Spanish Assessment of Basic Education (SABE):** Series of norm-referenced tests for grades one through eight. Designed to measure achievement in the basic skills of reading, mathematics, spelling, language and study skills for students for whom Spanish is the language of instruction. Measures the skill level of Spanish speaking students in bilingual programs and assesses Spanish speaking immigrant students entering American schools from foreign educational systems.

**Specially designed academic instruction in English (SDAIE):** The teaching of grade-level subject matter in English specifically designed for speakers of other languages. It is most appropriate for students who have reached an intermediate or advanced level of proficiency in English (speaking, comprehension, reading and writing) and who possess basic literacy skills in their own language. Enacted on January



## Glossary (continued)

1, 1995, Senate Bill 1969 authorized a 45-hour combined training program in SDAIE/English-language development for teachers with nine or more years of full-time teaching experience in California public schools. A teacher may complete an equivalent three-semester-unit or four-quarter-unit college class as an alternative to the 45-hour SDAIE training requirement.

### **Structured English Immersion (SEI):**

Programs that use English as a medium of instruction for content areas. Structured English immersion teachers have a bilingual education or ESL credential and understand the students' first language. In the law, "sheltered English immersion" and

"structured English immersion" are used interchangeably.

**Transitional Bilingual Programs** see *Early-Exit Bilingual Programs*

### **Two-way (or Developmental)**

**Bilingual Programs:** Use English and another language to provide instruction to classes composed of approximately half language minority students from a single language background and half language majority (English-speaking) students. Both groups of students develop their native language skills while acquiring proficiency in a second language.

**Waivers** see *Parental exception waivers*

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Bilingual Research Journal	<a href="http://brj.asu.edu/">http://brj.asu.edu/</a>
Bilingual Education Resources on the Internet	<a href="http://www.estrellita.com/bil.html">http://www.estrellita.com/bil.html</a>
Bilingual Resources on the Internet	<a href="http://www.edb.utexas.edu/coe/depts/ci/bilingue/resources.html">http://www.edb.utexas.edu/coe/depts/ci/bilingue/resources.html</a>
Center for Applied Linguistics	<a href="http://www.cal.org/topics/bilinged.html">http://www.cal.org/topics/bilinged.html</a>
Eisenhower National Clearinghouse	<a href="http://www.enc.org/topics/equity/articles/">http://www.enc.org/topics/equity/articles/</a>
Electronic Textbook: Bilingual Education	<a href="http://www.ecsu.ctstateu.edu/depts/edu/textbooks/bilingual.html">http://www.ecsu.ctstateu.edu/depts/edu/textbooks/bilingual.html</a>
Handbook for the Implementation of Bilingual/ English as a Second Language Education Programs	<a href="http://www.esc19.k12.tx.us/handbook/">http://www.esc19.k12.tx.us/handbook/</a>
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The National Clearinghouse for Bilingual Education	<a href="http://www.ncbe.gwu.edu/">http://www.ncbe.gwu.edu/</a>
California Dept. of Ed English Learners Language and Culture in Education	<a href="http://www.cde.ca.gov/el/">http://www.cde.ca.gov/el/</a>