

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

Year 2 Report

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June 28, 2002

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Acknowledgments

The study team for this project from the American Institutes for Research and WestEd extend our appreciation to the district and school administrators, teachers, and all interview respondents participating in the second year of data collection for this evaluation.

We also wish to acknowledge the invaluable assistance of key project staff who contributed to this report. These staff members designed and disseminated surveys, interviewed stakeholders, and helped write and produce this report. These include Study Team Leaders Marian Eaton, Beverly Farr, and Deborah Montgomery; and Research Team members Joyce Wang, Carmella Schaecher, Bokhee Yoon, Hiro Hikawa, Megan Rice, Jean Wolman, Carmen Martínez-Sussmann, Raquel Gonzalez, and Ben Martinez. Research support was also provided by Renee Almassizadeh, Kassandra Chaney, Freya Makris, Joe Robinson, and Tricia Tulipano. We also wish to thank Michelle Bullwinkle, Kevin Neilson, and James Stapleton for their input and assistance 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).

Executive Summary

This report summarizes the first two years of the legislatively mandated, five-year evaluation of the effects of Proposition 227 implementation on the education of English learners (ELs) in California K-12 public schools. This study is being conducted by the American Institutes for Research (AIR) in collaboration with WestEd. While the report builds on findings from the first year phone interviews and case study site visits, it focuses primarily on extensive findings derived from second year activities. This executive summary provides a brief overview of second-year research activities, highlights the key findings, and reviews recommendations and research plans for years 3 through 5 of the study.

Second-Year Research Activities

For the second year of this study, the AIR/WestEd team engaged in the following major activities:

- Developed, administered, and analyzed extensive surveys of a nested sample of 461 teachers, 153 school administrators, 75 district administrators, and 81 CBET program coordinators.
- Analyzed state demographic, instructional, and individual student achievement data from 1998 to 2001. Emphasis is placed on performance gains, and the comparative performance between groups of students over time.
- Conducted structured interviews with fifteen key stakeholders who played prominent roles either in supporting or opposing Proposition 227, in order to contextualize and enrich findings from other activities.

Key Findings Related to Implementation

Key findings that emerged from the statewide surveys, stakeholder interviews, and Year 1 case study site visits include the following:

- A number of complex contextual factors may influence the implementation and impact of Proposition 227 across districts and schools. These included elements of the California policy environment—class size reduction, the testing and accountability system, reading improvement initiatives, and the state’s new ELD standards. Other less tangible factors included the attitudes of school and district administrators toward various provisions of the law as well as the demographics and general disposition of the school or district community.

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- More than half of all surveyed districts and schools report that as a result of Proposition 227, there has been an increase in the focus on how best to educate EL students.
 - Barriers to the implementation of the Proposition include insufficient guidance for implementing regulations in the law; confusion over what the law requires and allows; and lack of clear operational definitions for the various instructional approaches for EL students. In particular, educators lack clarity on what constitutes best practice within structured English immersion instruction.
 - Enormous variation and confusion exist regarding the availability, clarity, and granting of parental exception waivers to allow EL students to be instructed bilingually. This has led to significant differences in policy interpretation and practice, resulting in very uneven implementation across districts.
 - English Language Acquisition Program (ELAP) funds are being utilized as intended, but districts would like to see the program expanded to all grade levels, so that more ELs benefit from the programs and services established for Grade 4-8 students. Also, there is some question about the viability of evaluating the use and impact of ELAP funds at the local level.
 - The Community Based English Tutoring (CBET) Program, authorized as part of Proposition 227, is generally popular with educators and community participants, but its alignment with the education of K-12 English learners is uneven. In particular, its link to neighborhood schools is often tenuous, and CBET participants often lack the English proficiency needed to competently tutor EL students.
 - Instructional programs for English learners generally are not well articulated across school levels within districts, and in some cases, across grades within schools. Despite the presence of instructional program plans at district and school levels, only about half of schools indicated that teachers implement them to a large extent, and a similar proportion indicated these plans were not well coordinated with feeder/receiver schools.
 - A majority of schools and districts indicated Proposition 227 had no influence on the social segregation of ELs. While there appeared to be some shift toward the integration of EL and EO students, concerns were still voiced regarding the segregation and tracking of ELs into less challenging programs as they entered middle and high schools.
 - The majority of schools and districts reported that Proposition 227 had no influence on the redesignation of ELs to fluent English proficient (RFEP) status. Schools reported that just under half (49%) of their EL students graduate or are promoted to the next school level having met local redesignation criteria and that the large majority of those EL students who were redesignated took more than three years to do so. Schools also reported that it is EL students' academic performance in core subjects—even more than their English language development—which keeps them from being redesignated.

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- Regarding the quality and appropriateness of instruction for ELs, most educators reported that expectations for EL students either increased or had not changed, yet there is evidence that teachers have lowered expectations for their EL students (particularly in the degree and depth of curriculum covered) and greater difficulty providing them challenging content, and that they lack adequate time to address EL students' instructional needs.
 - In contrast to the findings of Year 1 case studies, surveys this year indicated high levels of satisfaction among teachers in regard to the adequacy of the training they have received related to educating EL students. However, as noted from Year 1 case study work, a very small proportion of surveyed teachers indicated they had attended an ELD-California Professional Development Institute (CPDI). Of those who reported participation, all reported that this professional development activity was "somewhat helpful" or "very helpful" in meeting the needs of EL students.

Key Findings from Student Achievement Analyses

Key findings that emerged from analyses of statewide demographic, instructional, and achievement data are provided below. Our analyses were based on Stanford Achievement Test, 9th Edition (SAT-9) results in reading, language arts, and math from 1998 to 2001 using student-level data from all districts statewide. We also utilized Language Census data from 1997-1998 and 2000-2001 to characterize schools' approaches in educating English learners. For these analyses we combined English learners and former ELs redesignated as fluent English proficient (RFEP) in order to avoid the bias and distortion caused by "skimming" the best-performing ELs out of the EL category as they are redesignated into the RFEP category. We examined performance gains and gaps for EL/RFEP students in relation to English-only students, and compared gains and gaps as they differed by type of EL instructional model used in schools pre- and post-Proposition 227.

Major Findings from Within-Grade Analyses

Comparing the performance of successive groups of students by individual grade level from 1998 to 2001, we found:

- *Gains made by students across all language classifications.* Over the four years of test scores analyzed, virtually all within-grade, successive groups increased their academic performance in all subject areas. This was true for the combined sample of all students, for English only students (EOs), for the EL/RFEP group, and for all other subgroups. Greater gains were found in the lower grades.

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- *While significant gaps between the performance of EL/RFEPs and EOs persist, they appear to be closing slightly.* In 1998, there were consistent performance gaps between EO students and their EL/RFEP counterparts, particularly in the more language-dependent areas of reading (where gaps were greatest) and language arts. In math—considered to be relatively less language-dependent—gaps were notably smaller. These discrepancies closed slightly between 1998 and 2001. In reading, EL/RFEPs gained slightly more mean scaled score points relative to their EO counterparts. This led to a very modest reduction in the discrepancy in grades 2 through 11 of about .10 of a standard deviation in the strongest cases. A similar reduction was found in language arts, and for math, a slight gap reduction occurred in some grades, but was not evident in others. Despite small reductions, the performance gap between EL/RFEPs and EOs persists for each subject.

Major Findings from the Quasi-Cohort Analyses

Examining the performance of three quasi-cohorts¹ of students (grades 2-5, grades 4-7, and grades 8-11), we found:

- *Performance gaps narrow, but persist.* As with the within-grade analyses, each of the language subgroups from the quasi-cohorts examined increased their academic performance in all subject areas over the four years. However, given that the quasi-cohorts consist of advancing grade levels, increased performance is not as telling as when it was observed in the within-grade analyses (e.g., we expect 4th graders to perform better than 3rd graders). An examination of relative gains of language subgroups is more appropriate. In each quasi-cohort for each subject, the four-year performance gaps between EOs and EL/REFPs narrow slightly (from approximately .03 to .20 of a standard deviation).
- *Gaps are different when former ELs not included.* The performance gap between EOs and ELs (i.e., not the combined EL/RFEP group) tended to generally *increase*. However, when EL/RFEPs are combined, the performance gap with EOs is smaller and consistently *decreases* for all quasi-cohorts in all subject areas. We maintain that it is more appropriate to examine performance of the combined EL/RFEP group as the best representation of EL progress over time.
- *EL quasi-cohort composition is less stable, and may distort the performance picture.* In the grade 2-5 and 4-7 quasi-cohorts, there is a substantial net increase each year in the number of ELs tested. This increase is proportionally much greater than for EOs, which is likely to lower the overall performance of the group, since new ELs tend to underperform relative to those ELs already in the testing pool. However, for the grade 8-11 quasi-cohort, the opposite phenomenon occurs. The number of EL students drops disproportionately over time in relation to EOs. This decrease (particularly in grades 10 and 11) may overstate the performance of

¹ Because we were unable to link data for individual students across years, we analyzed performance results of unmatched cohorts of students as they progressed through four consecutive grade levels from 1998 to 2001.

ELs as a group, since it likely reflects greater school-leaving among the lowest performers in this population.

Major Findings from Instructional Model Analyses

Examining performance by the predominant instructional model used for ELs, we found:

- *Gains made by all students in all instructional models with no clear pattern favoring one instructional model.* EOs and EL/RFEPs experienced performance gains in all three subjects across all three instructional models. For some grades, slightly larger four-year reading and language arts gains for EL/RFEPs were found in continuing-bilingual and transitioning-from-bilingual schools compared to never-bilingual schools. It is important to note that the patterns of greater gains for EL/RFEPs in particular models also held for the EO students in these schools.
- *Performance gaps decrease in each instructional model with no clear pattern favoring one instructional model.* In each instructional model, some narrowing of the EO-EL/RFEP performance gap occurred, with no clear pattern favoring a particular instructional model.
- *Substantial and important demographic differences exist among the student populations served by the three models.* Continuing- and transitioning-from-bilingual schools enroll twice as many low-income students (about 80% of their total populations) as do never-bilingual schools. Furthermore, ELs constitute a much higher proportion of the student population at the continuing- and transitioning-from-bilingual schools (50% and 43%, respectively) when compared to never-bilingual schools (18%). This information on the socioeconomic and EL concentrations of the schools makes it clear that the three instructional model categories delineate very different schools.

Recommendations

A summary of the 15 recommendations, which are more fully described in the report, are listed below.

1. The state should provide additional clarification and operational guidelines for providing instruction “overwhelmingly in English.”
2. The state should provide additional guidance and districts should carefully consider what constitutes best practice within structured English immersion.
3. Although the state has recently provided clarification regarding alternative program waivers, additional steps may be needed to ensure that districts and schools better communicate these provisions to families.
4. Evaluation requirements for the ELAP program should be bolstered and made a state—not district—responsibility.

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5. Rather than limiting the use of ELAP funds to grades 4 through 8, the state should consider giving districts flexibility in the use of these funds, while holding the local agency accountable for improved services and results.
 6. The focus and purpose of the CBET program should more clearly emphasize articulation with instructional programs for ELs at neighborhood schools.
 7. The state should consider ways to provide greater technical assistance to districts and schools to help them better define, implement, and evaluate instructional programs and services for EL students.
 8. The state needs to improve its capacity to record, store and utilize key demographic, instructional, and performance data at the individual EL student level over time.
 9. The state should clarify its policy governing STAR testing waivers as these apply to English learners.
 10. The state and school districts should review the incentives associated with the way EL programs are funded.
 11. The state and school districts should make available supplemental resources to provide ELs with educational services comparable to those received by all students.
 12. State policymakers and local educators need to revisit the purpose and meaning of redesignation within the context of standards-based expectations, instruction, and assessment.
 13. District leaders need to ensure that their plan of instruction for ELs is carefully articulated across classes within grades, across grades within schools, and across schools within the district.
 14. District and school leaders should carefully consider the extent to which programs designed for EL students diminish or exacerbate their segregation from native English speakers.
 15. District and school leaders should take steps to ensure that EL students are not subjected to low expectations and watered-down curricula.

Research Plans for Years 3 through 5

For the remaining three years of the study, AIR and WestEd will conduct activities designed to continue the examination of the implementation and impact of Proposition 227. These activities will include case studies, written surveys, student achievement analyses, stakeholder interviews, document reviews and analyses, and work group meetings.

- The primary evaluation component for Year 3 will be continuing case study analyses in 8 to 12 districts (which will also occur in Year 5). Depending on their willingness to participate, some of the original Year 1 case study sites may be selected for study in Years 3 and 5; others may be replaced. As in the second year of the study, written surveys will again be used in Year 4 to explore in detail district and school contexts and the implementation of Proposition 227

throughout the state. Surveys will be distributed to district administrators, primary and secondary school administrators, and teachers.

- To complement our statewide achievement data analyses, we plan to conduct more fine-grained analyses of individual test score data obtained from districts. During Years 1 and 2, we gathered information regarding local data capacity through phone interviews and surveys, and 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 Years 3 through 5, we will continue interviewing stakeholders to explore diverse perspectives in regard to the intent and implementation of the law.
- The final report for this project will include a summary of the local evaluations undertaken by ELAP-funded districts. We will also work closely with case study districts and the project work groups to identify criteria and procedures for identifying effective programs and curricula for English learners, and will make recommendations to improve services to English learners.

Chapter 1 – Introduction to the Year 2 Report

Introduction

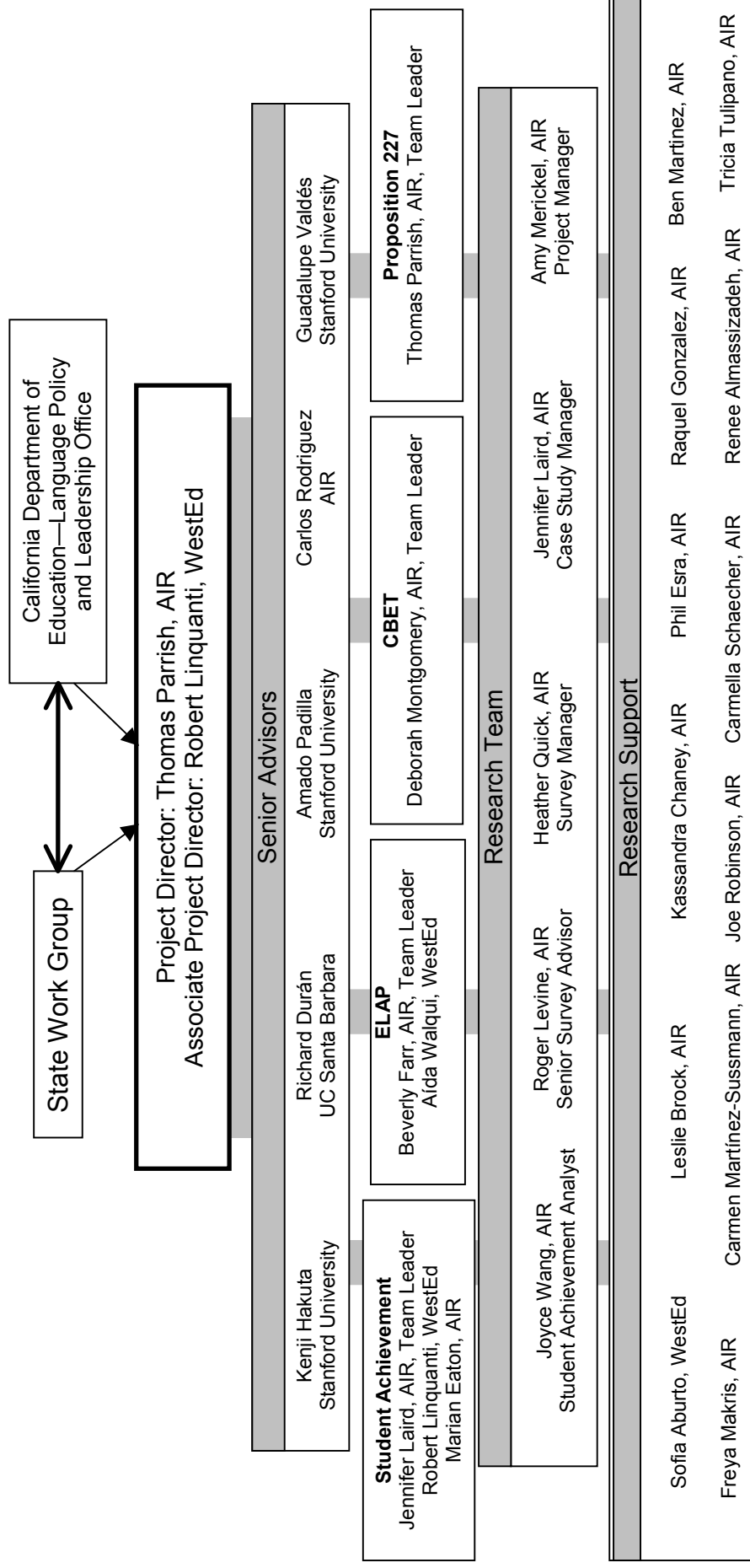
In June of 1998, Proposition 227 was passed by 61 percent of the California electorate. The initiative was intended to significantly alter the ways in which the state’s English learners (ELs) are taught. Proposition 227 requires that ELs be taught “overwhelmingly in English” through sheltered/structured English immersion (SEI) programs during a transition period and then transferred to mainstream English-language classrooms.

This end-of-year report is a written summary of findings and recommendations based on the first two years of work conducted for 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).¹ The study is being conducted by the American Institutes for Research (AIR) and WestEd, under contract to the California Department of Education. The staffing and organization for this project are shown in Exhibit I-1.

This chapter provides background information for the study, provides counts of EL students across the state, 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.

¹ The authorization for this evaluation, as specified in the Request for Proposals, is as follows: “As required by AB 56 (Mazzoni), AB 1116 (Ducheny), and Budget Language 6110-001-001(24).”

Exhibit I-1. Project Staff and Organization



The research questions specified for the evaluation are as follows:

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 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 methodology used in the study's different components. Chapter 3 presents analyses of student achievement data, and Chapter 4 discusses findings on implementation. Chapter 5 offers recommendations for changes to implementation of Proposition 227, and the research plan for Years 3 through 5 of the study is summarized in Chapter 6.

Purpose of This Report

This report draws upon information gathered from the study's Year 2 surveys and stakeholder interviews, from Year 1 case studies, and from analyses of SAT-9 data. The report presents comparisons of student performance and analyzes the preliminary effects of Proposition 227. The student performance data is based on a variety of data sources and student sampling approaches. This report also presents findings based on work conducted to date, and makes recommendations regarding how districts and schools may modify their implementation of Proposition 227 to improve pupils' academic achievement and acquisition of the English language. Further, the report offers

preliminary findings and recommendations regarding state-level implementation of the Proposition.

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, when Proposition 227 appeared on the ballot eleven years later, approximately 30 percent of California's ELs were still in bilingual instructional programs (California Language Census, 1998).

In June of 1998, Proposition 227 was enacted. In addition to the primary intent that ELs be taught primarily in English, the 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."

During the same time frame, two related programs were also established. The Community-Based English Tutoring (CBET) program, which is part of Proposition 227, was designed 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 2000-2001. The FEP classification includes students whose primary language is not English and who have met district criteria for proficiency and literacy in English either upon entry into the school system (IFEP) or through the district's redesignation process (RFEP). 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 across years. Overall, the counts of students labeled as ELs increased by 7 percent. The number of FEP students increased by 15 percent overall, from 13 percent of all students to 14 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 83 percent of the EL population in 2000-2001. Due to the steady growth of the Hispanic population in California, this group has increased not only in the percentage of total enrollment it represents, 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 2000-2001. As shown, the bulk of ELs are primarily in a few counties across the state. Los Angeles County has more than a third of the state's EL population, with 38 percent in 2000-2001. The EL populations in the following 12 California counties have all increased by over 20 percent during the two-year span: San Bernardino, Riverside, Contra Costa, Sonoma, Solano, Napa, Mendocino, Placer, Lake, Mono, Inyo, and Calaveras.²

² The EL populations in Sierra and Mariposa counties also increased by over 20 percent during the two-year span, however their small populations (n=2) make this finding less significant.

Exhibit I-2: Total Students, EL Students*, and FEP Students in California by Grade, 1997-98 and 2000-2001**

Students: 1997-1998

Grade	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%
TOTAL	5,727,303	1,406,166	720,479	24.6%	12.6%

Students: 2000-2001						% Change in Numbers of ELs and FEPs (1997/98-2000/01)	
Grade	Total	EL*	FEP**	Percent EL	Percent FEP	EL	FEP
Kindergarten	459,771	165,210	37,348	35.9%	8.1%	-0.9%	11.0%
Grade 1	487,058	174,661	40,323	35.9%	8.3%	3.2%	13.6%
Grade 2	490,510	173,513	42,673	35.4%	8.7%	7.8%	14.4%
Grade 3	482,278	152,619	52,593	31.6%	10.9%	7.2%	26.4%
Grade 4	489,043	140,970	62,441	28.8%	12.8%	8.1%	26.1%
Grade 5	490,557	126,947	69,771	25.9%	14.2%	10.0%	25.2%
Grade 6	464,494	106,197	72,336	22.9%	15.6%	7.8%	16.9%
Grade 7	458,823	96,476	76,968	21.0%	16.8%	8.5%	13.8%
Grade 8	441,877	87,663	77,192	19.8%	17.5%	8.2%	11.8%
Grade 9	485,910	92,823	84,384	19.1%	17.4%	8.8%	10.2%
Grade 10	455,134	74,352	80,158	16.3%	17.6%	8.9%	7.5%
Grade 11	409,119	56,607	74,565	13.8%	18.2%	9.6%	6.9%
Grade 12	357,789	42,628	71,546	11.9%	20.0%	14.4%	12.6%
Ungraded	78,532	20,633	2,089	26.3%	2.7%	11.7%	-16.1%
TOTAL	6,050,895	1,511,299	844,387	25.0%	14.0%	7.0%	14.7%

*EL = English Learner

**FEP = Fully English Proficient. The available CBEDS data does not separate redesignated FEP students (RFEP) from students whose native language is not English but who were initially identified as FEP upon entry into the school system (IFEP).

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

Exhibit I-3: Statewide Count of English Learner Students by Language

Language	1997-1998			2000-2001			% Change in Numbers of ELs (1997/98-2000/2001)
	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%	1,259,954	20.8%	83.4%	10.5%
Vietnamese	43,008	0.8%	3.1%	37,978	0.6%	2.5%	-11.7%
Hmong	30,551	0.5%	2.2%	27,124	0.4%	1.8%	-11.2%
Cantonese	25,360	0.4%	1.8%	25,089	0.4%	1.7%	-1.1%
Pilipino (Tagalog)	20,062	0.4%	1.4%	18,157	0.3%	1.2%	-9.5%
Korean	15,521	0.3%	1.1%	16,874	0.3%	1.1%	8.7%
Khmer (Cambodian)	18,694	0.3%	1.3%	14,582	0.2%	1.0%	-22.0%
Armenian	13,584	0.2%	1.0%	11,891	0.2%	0.8%	-12.5%
Mandarin (Putonghua)	10,380	0.2%	0.7%	10,367	0.2%	0.7%	-0.1%
Punjabi	7,323	0.1%	0.5%	8,279	0.1%	0.5%	13.1%
Russian	7,598	0.1%	0.5%	8,131	0.1%	0.5%	7.0%
Arabic	5,900	0.1%	0.4%	6,992	0.1%	0.5%	18.5%
Lao	8,343	0.1%	0.6%	6,085	0.1%	0.4%	-27.1%
Japanese	4,967	0.1%	0.4%	5,092	0.1%	0.3%	2.5%
Farsi (Persian)	5,028	0.1%	0.4%	5,036	0.1%	0.3%	0.2%
Hindi	3,964	0.1%	0.3%	4,411	0.1%	0.3%	11.3%
Mien	5,192	0.1%	0.4%	4,137	0.1%	0.3%	-20.3%
Urdu	1,851	0.0%	0.1%	2,502	0.0%	0.2%	35.2%
Portuguese	2,207	0.0%	0.2%	2,369	0.0%	0.2%	7.3%
All others	36,436	0.6%	2.6%	36,249	0.6%	1.9%	-0.5%
Total	1,406,166	24.6%	100.0%	1,511,299	25.0%	100.0%	7.5%

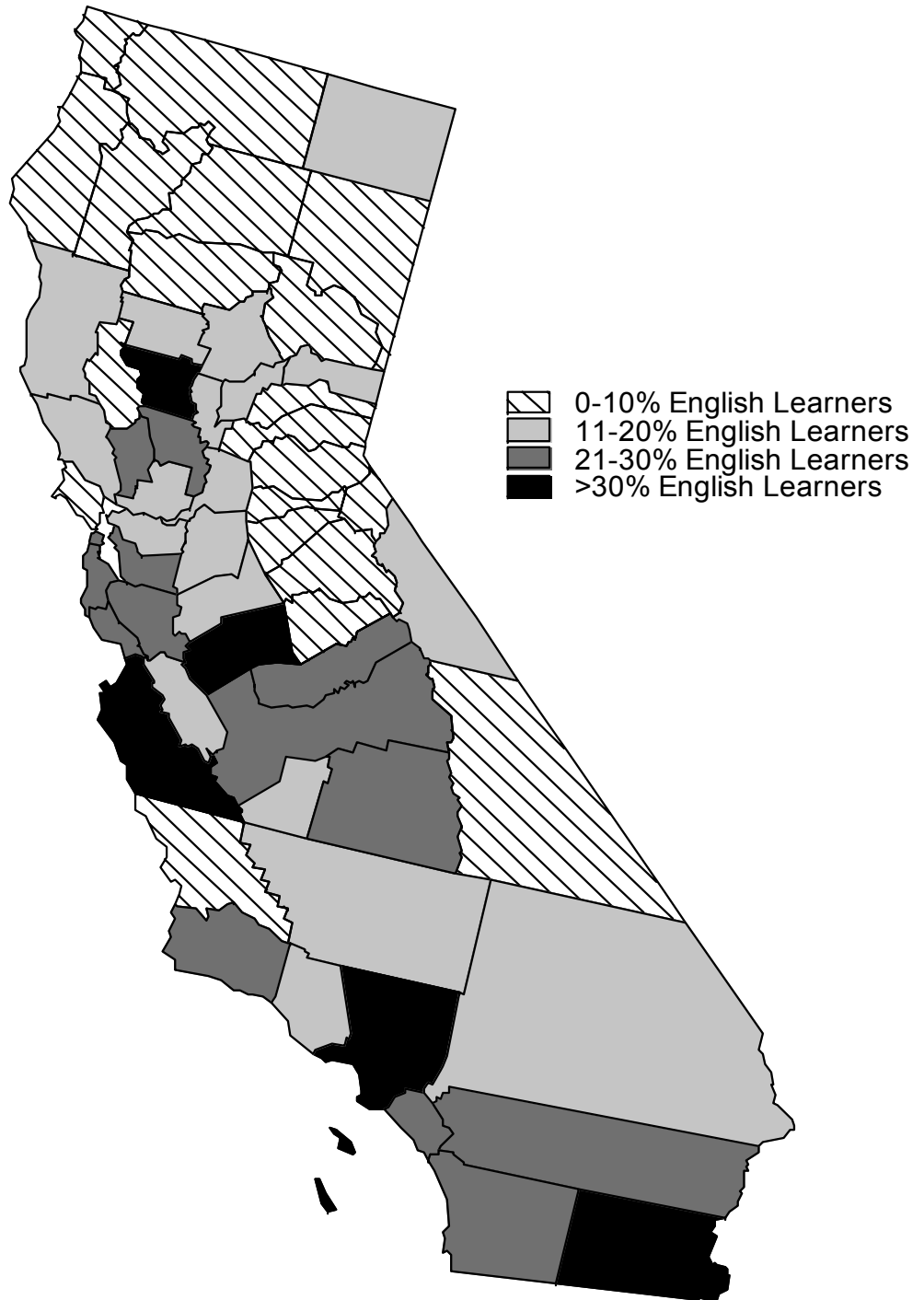
Source: California Department of Education, California Basic Educational Data System (CBEDS) and Language Census Data Files (R30-LC)

Exhibit I-4: Counts and Percentages of English Learners by County

County	1997-1998			2000-2001			% Change in Numbers of ELs (1997/98-2000/01)
	ELs	% EL in County	% of All EL in State	ELs	% EL in County	% of All EL in State	
Los Angeles	561,293	35.5%	39.9%	572,760	34.1%	37.9%	2.0%
Orange	137,835	30.1%	9.8%	150,653	30.5%	10.0%	9.3%
San Diego	101,989	22.1%	7.3%	109,260	22.4%	7.2%	7.1%
San Bernardino	57,076	16.0%	4.1%	70,054	18.4%	4.6%	22.7%
Riverside	54,477	19.1%	3.9%	68,006	21.3%	4.5%	24.8%
Santa Clara	55,992	22.2%	4.0%	57,968	22.8%	3.8%	3.5%
Fresno	47,231	27.0%	3.4%	48,057	26.5%	3.2%	1.7%
Alameda	39,882	19.0%	2.8%	45,650	20.8%	3.0%	14.5%
Sacramento	34,684	16.9%	2.5%	40,932	18.4%	2.7%	18.0%
Kern	26,349	18.6%	1.9%	30,254	20.4%	2.0%	14.8%
Ventura	27,033	20.6%	1.9%	28,512	20.3%	1.9%	5.5%
Monterey	23,779	34.8%	1.7%	28,370	39.1%	1.9%	19.3%
San Joaquin	23,453	21.2%	1.7%	24,683	20.2%	1.6%	5.2%
Tulare	21,472	25.6%	1.5%	22,835	26.7%	1.5%	6.3%
San Mateo	19,925	21.5%	1.4%	21,136	23.2%	1.4%	6.1%
Contra Costa	15,832	10.5%	1.1%	19,526	12.2%	1.3%	23.3%
Stanislaus	16,843	18.4%	1.2%	19,319	19.9%	1.3%	14.7%
Santa Barbara	17,173	27.1%	1.2%	19,173	29.0%	1.3%	11.6%
San Francisco	19,099	30.8%	1.4%	18,170	29.4%	1.2%	-4.9%
Merced	15,589	31.8%	1.1%	16,909	32.8%	1.1%	8.5%
Imperial	14,976	46.2%	1.1%	15,931	48.0%	1.1%	6.4%
Sonoma	8,721	12.3%	0.6%	11,143	15.1%	0.7%	27.8%
Santa Cruz	10,548	26.6%	0.8%	10,896	26.9%	0.7%	3.3%
Solano	6,120	8.7%	0.4%	7,942	10.9%	0.5%	29.8%
Madera	6,211	25.9%	0.4%	7,149	28.8%	0.5%	15.1%
Yolo	5,751	21.7%	0.4%	5,954	20.8%	0.4%	3.5%
Napa	3,752	19.8%	0.3%	4,859	25.1%	0.3%	29.5%
Kings	3,976	16.0%	0.3%	4,643	18.3%	0.3%	16.8%
Butte	3,678	10.4%	0.3%	3,716	10.8%	0.2%	1.0%
San Luis Obispo	3,003	8.3%	0.2%	3,073	8.2%	0.2%	2.3%
Marin	2,685	9.5%	0.2%	2,918	10.2%	0.2%	8.7%
Sutter	2,768	17.8%	0.2%	2,687	16.7%	0.2%	-2.9%
Yuba	3,074	23.1%	0.2%	2,485	18.3%	0.2%	-19.2%
Mendocino	1,863	11.7%	0.1%	2,351	15.3%	0.2%	26.2%
Placer	1,827	3.7%	0.1%	2,254	4.1%	0.1%	23.4%
San Benito	1,695	16.2%	0.1%	2,015	17.5%	0.1%	18.9%
Colusa	1,558	36.0%	0.1%	1,764	41.3%	0.1%	13.2%
El Dorado	1,305	4.5%	0.1%	1,294	4.5%	0.1%	-0.8%
Tehama	911	8.3%	0.1%	986	9.1%	0.1%	8.2%
Glenn	1,130	18.3%	0.1%	909	14.7%	0.1%	-19.6%
Humboldt	664	3.0%	0.0%	780	3.7%	0.1%	17.5%
Shasta	919	3.0%	0.1%	750	2.5%	0.0%	-18.4%
Lake	440	4.4%	0.0%	574	5.6%	0.0%	30.5%
Mono	249	12.8%	0.0%	340	15.9%	0.0%	36.5%
Del Norte	265	5.0%	0.0%	301	6.2%	0.0%	13.6%
Inyo	222	6.3%	0.0%	277	8.1%	0.0%	24.8%
Modoc	272	12.1%	0.0%	266	11.8%	0.0%	-2.2%
Sierra	2	0.1%	0.0%	223	13.8%	0.0%	11050.0%
Siskiyou	181	2.2%	0.0%	168	2.3%	0.0%	-7.2%
Lassen	87	1.6%	0.0%	94	1.8%	0.0%	8.0%
Plumas	65	1.8%	0.0%	77	2.3%	0.0%	18.5%
Nevada	72	0.5%	0.0%	69	0.5%	0.0%	-4.2%
Calaveras	54	0.8%	0.0%	68	1.0%	0.0%	25.9%
Amador	49	1.0%	0.0%	50	0.9%	0.0%	2.0%
Tuolumne	60	0.7%	0.0%	48	0.6%	0.0%	-20.0%
Mariposa	2	0.1%	0.0%	18	0.7%	0.0%	800.0%
Alpine	0	0.0%	0.0%	0	0.0%	0.0%	--
Trinity	5	0.2%	0.0%	0	0.0%	0.0%	-100.0%
Total	1,406,166	24.6%	100.0%	1,511,299	25.0%	100.0%	7.5%

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

Exhibit I-5: Percentage of English Learners by County in California, 2000-2001



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

Exhibit I-6 presents the statewide assignment of ELs to EL instructional services in the years 1997-1998 and 2000-2001. It shows a significant change between the two years in the percentage of all ELs assigned to EL services in four of the five categories in which comparisons were possible. There was a 59 percent drop in ELs assigned to English language development (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 59 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 Specially Designed Academic Instruction in English (SDAIE) or ELD with primary language support, which was also expected with the passage of the Proposition.

Exhibit I-6: Statewide Assignment of EL Students to EL Services, 1997-1998 and 2000-2001

English Learner Service	1997-1998		2000-2001		% Change in Numbers of ELs (1997/98-2000/2001)
	Number of ELs	Percentage of all ELs	Number of ELs	Percentage of all ELs	
English Language Development (ELD)	159,617	11.4%	165,044	10.9%	3.4%
ELD and Academic Subjects Through the Primary Language (L1)	409,879	29.1%	167,163	11.1%	-59.2%
ELD and Specially Designed Academic Instruction in English (SDAIE)	307,176	21.8%	539,942	35.7%	75.8%
ELD and SDAIE with Primary Language Support	305,764	21.7%	401,722	26.6%	31.4%
Other Instructional Services (category not used in 1998)	-	-	155,495	10.3%	-
Not Receiving any English Learner Services	201,844	14.4%	81,933	5.4%	-59.4%
Withdrawn from Services by Parents (category not used in 2000)	21,886	1.6%	-	-	-
Total	1,406,166	100%	1,511,299	100%	7.5%

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

Exhibit I-7 shows assignment of ELs to instructional settings in 1999-2000 and 2000-2001. The number of students placed in mainstream classrooms at a parent’s request increased by 13 percent between the two years, and the number of students assigned to settings other than those specified in the CBEDS data decreased by 18 percent.

Exhibit I-7: Statewide Assignment of EL Students to Instructional Settings, 1999-2000 and 2000-2001

Instructional Setting	1999-2000		2000-2001		Percentage Change
	Number	Percentage	Number	Percentage	
Alternative Course of Study	187,832	12.7%	181,455	12.0%	-3.4%
Structured (Sheltered) English Immersion	691,212	46.7%	720,948	47.7%	4.3%
English Language Mainstream Classroom—Students Meeting Criteria	450,424	30.4%	472,599	31.3%	4.9%
Mainstream Classroom - Parental Request	39,808	2.7%	44,921	3.0%	12.8%
Other Instructional Setting	111,251	7.5%	91,376	6.0%	-17.9%
Total	1,480,527	100.0%	1,511,299	100.0%	2.1%

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

Other Relevant Research

This section provides a selective review of studies relevant to this evaluation. It includes studies concluded prior to the initiation of this project, as well as studies that have been completed since the passage of Proposition 227. For a detailed discussion of research that addresses the Proposition’s impact on student achievement, please refer to Chapter 3.

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), and few 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 on programs serving English learners, acknowledged the limitations of the research conducted in the field (August & Hakuta, 1997). The NRC report discusses the difficulties involved in synthesizing results across studies, stating 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

sample of studies below 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).

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 contain 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 out); and (3) structured English immersion (SEI) programs, in which all instruction is in English (with occasional use of students’ primary language for purposes such as clarifying 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 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 an overly simplified curriculum. Berman and his colleagues concluded that no single instructional model for English learners is appropriate for all schools. 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.

A 1996 meta-analysis by Rossell and Baker of approximately 300 evaluation studies of programs serving English learners found only 25 percent of the studies methodologically acceptable (having 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 2 studies that showed 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 U.S. English immersion programs (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 primary language instruction.

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 one- to four-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 that 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 EL programs 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 changed the proportion of ELs enrolled in various instructional models, with bilingual education programs enrolling 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 that 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 affected classroom instruction and professional development. Impacts included 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 shortages in educating ELs (Gándara et al., 2000; Gutierrez et al., 2000; Stritikus & Garcia, 2000; Palmer & Garcia, 2000).

Findings from a California Department of Education (1999) district survey assessing the types of technical assistance needed to implement Proposition 227 indicate that teacher training and adequate materials remain an important issue in the state. While district administrators indicated that their teachers were well informed about 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. Other studies have also cited a lack of appropriate instructional materials (including primary language materials) as a significant challenge faced by teachers (Schirling et al., 2000; Alamillo & Viramontes, 2000).

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 that were independent of district size, location, and demographics. The study suggests that as districts moved away from primary language instruction, they encountered challenges that made planning for English immersion difficult. These included undefined educational terminology, long-standing support for bilingual education, and a poor understanding of immersion (Clark, 1999).

Several studies published in a Bilingual Research Journal series highlight the issue of parent understanding of, and involvement with, Proposition 227. As Garcia (2000) notes, parent exception waivers provide a means for the continuation of bilingual

education programs. However, significant differences in both the quality and content of the information provided to parents about placement options for their children exist, and may affect the percentages of parents choosing the bilingual education option (Garcia, 2000; Gutierrez et al., 2000; Maxwell-Jolly, 2000; Schirling et al., 2000).

A recent study by Rossell (2002) presents findings from interviews conducted during the spring of 1999 and fall of 2001 with 39 administrators and 66 teachers. She also reports on observations of 170 classrooms in 29 different schools in California. Rossell found that implementation of structured English immersion programs varied across districts and schools. She reported that many district administrators assumed that as long as English learners were being instructed in English, the district was in compliance with Proposition 227. This led to many ELs being placed in mainstream classrooms rather than sheltered English immersion classrooms. Visits to school districts also revealed variation among parental waiver policies, although Rossell concludes that parents have easy access to waivers.

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 (CDE). 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 and of the plans outlined in the Year 1 report submitted to CDE in July 2001. For a more complete description of the initial plan, see the full Evaluation Methodology Report. In addition, Chapter 2 of this report provides updated information about Year 1 and 2 activities. Furthermore, Chapter 6 overviews the work plan for the study’s remaining three years.

Approach

To answer the eight research questions listed previously, the evaluation is organized into four sub-components: 1) implementation and effects of Proposition 227 in 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 multifaceted 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-8 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 being 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, 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.

Student achievement. We are utilizing a two-pronged approach to the analysis of student achievement. Initially, we are using state data to map the variety of instructional arrangements and to analyze standardized test results. Starting in Year 3, we will seek more detailed data from the case study sites (and potentially other districts) to allow analyses of student achievement within these local contexts. These more detailed analyses may then serve as examples of what might be done in other districts or on a statewide basis if more complete data were available. See Chapter 6 for more detail on activities planned for Years 3 through 5.

English Language Acquisition Program (ELAP). There are three components to our study of ELAP: 1) determining how ELAP funding is being used across the state, 2) exploring how best to evaluate the program’s impact, and 3) attempting to identify the approaches that are most and least effective in meeting ELAP’s stated objectives. We are also collecting information related to the ELD Institutes funded under AB 1116.

Community-Based English Tutoring (CBET) program. Evaluation of the CBET program draws 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-9 shows when the various components of the study are scheduled to occur across the 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 are proposed for Years 2 and 4. Chapter 2 details the methodology for these components, and Chapter 6 outlines the research plan for the study’s remaining three years.

Exhibit I-8: Crosswalk of Evaluation Components, Research Questions, and Methods

Evaluation Components	Research Questions	Evaluation Methods											
		State Work Group	Document Review	Extant Data Analysis • State • Districts • Schools	Phone Surveys	Interviews	Focus Groups • Teachers • Students • Parents	Classroom Observations	Stakeholder Interviews	Written Surveys • Districts • Schools • Teachers			
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-9: Evaluation Timeline

Evaluation Methods	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	A	S	O	N	D	J	A	S	O	N	D	J	A	S	O	N	D	J	A	S	O	N	D	J	A	S	O	N	D	J	A	S	O	N	D			
Site visits																																													
State-level data analysis																																													
District-level data analysis																																													
Surveys: district, school, teacher																																													
Working group meetings																																													
State																																													
Practitioner																																													
Stakeholder interviews																																													
Evaluation Deliverables																																													
Legislatively specified reports																																													
AB 56 interim/preliminary reports																																													
AB 56 final report																																													
AB 1116 final report																																													
Progress reports ¹																																													
End-of-year reports ²																																													
User-friendly reports																																													

¹Progress 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

²End-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.

Chapter 2 – Methodology

Introduction

This chapter provides an overview of the evaluation activities conducted during Year 2. As shown in Exhibit I-8 of Chapter 1, the timeline for Years 1 and 2 of this project was ambitious. Work during Year 1 included initiation of the project, completion of the first major project deliverable in the form of the first interim report for AB 56 (or, the “Evaluation Methodology Report”), State Work Group meetings, extant data analysis, phone surveys, case study site visits, and completion of the first annual report on the evaluation. These activities were designed to provide a sound foundation for the remainder of the study. This year, the major evaluation activities included developing, administering, and analyzing the results of written surveys; holding meetings with the State Work Group; conducting stakeholder interviews; ongoing document review; and comparative analyses of student performance data. The results of the analyses of student achievement data are presented in the next chapter of this report (Chapter 3), and the overall findings based upon all other evaluation activities conducted thus far are presented in Chapter 4.

Research Methods During Year 2

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 primary data collection activities for Year 2 are described below. Additional details on the methods for the full five-year study can be found in the Evaluation Methodology Report, which was submitted to the California Department of Education (CDE) on October 13, 2000.

Written Surveys

Developing, administering, and analyzing the results of written surveys has been the major focus of the study this year. The purpose of these surveys is three-fold:

- 1) To collect precise, descriptive data about how programs, services, and circumstances for EL students vary across schools and districts, and within the broad program and instructional categories defined by the CDE.
- 2) To gather information about the implementation of Proposition 227 and its associated programs, including CBET programs and ELAP funds, as well as the perceived impact of Proposition 227 on the education of EL students.
- 3) To collect data that can be generalized to the entire state for the purpose of informing recommendations for program improvement.

These goals guided the survey development process. Surveys were designed for respondents at three different levels in California’s educational system: districts, schools, and teachers. In order to ensure consideration of multiple perspectives, five different surveys were developed, one for each of the following respondent types:

- District administrators
- District-level CBET program coordinators
- School administrators
- Secondary teachers
- Elementary teachers

The surveys were developed to further reveal and clarify themes that emerged from the case study site visits conducted during Year 1. These “emerging themes” (which were presented in the Year 1 Report submitted to the CDE at the end of last year and are listed in Appendix A), together with data collected this year have been synthesized to form the basis for the findings introduced in Chapter 4 of this report.

Sampling. In schools and districts across the state, factors at the local level have strongly influenced the implementation and impact of Proposition 227, ELAP, and CBET. During Year 1 of this evaluation, criteria for selecting a sample of case study sites were established that ensured inclusion of districts and schools representing a wide range of local contexts. This broad sampling design is fundamental to an understanding of the Proposition’s effects. Thus, an approach that was similar, though simplified, to that used to create the case study site sample was applied to selecting the written survey district and school samples.

The sampling strategy employed for the written surveys is intended to produce results that are generalizable to districts, schools, and teachers across the state. Furthermore, the nested sampling design enables examination of the various contextual layers in which Proposition 227, ELAP, and CBET programs are embedded. The resultant sample includes:

- 125 districts (administrators and CBET program coordinators)
- 407 elementary and secondary schools in these districts
- 1628 teachers at these schools

In this first stage of sampling, districts were selected with probabilities proportional to the size of the EL population within the district. This enables us to make statements that maximize the precision of student-level estimates while still being able to report about the typical district. Three of the randomly selected school districts refused to participate. An audit being performed by the state in one district, along with other competing priorities, led to these refusals. Each was replaced by a randomly selected alternate district with a comparable percentage of EL students.

In the second stage of sampling, an average of three elementary schools and one secondary school were randomly selected from the 125 districts sampled. Schools with no EL students or missing information on EL enrollment (a total of 1,745 schools) were excluded from the sampling universe. The exact number of schools selected depended on the size of

the district. This resulted in a sample of 407 schools. Since there are more elementary schools in the state and since the majority of EL students are enrolled at the elementary level, more elementary schools and fewer secondary schools were included in the sample.

In the third stage of sampling, an average of four teachers were selected at each of these schools. Eligible teachers included those who instructed at least one EL student in: academic core subjects, ELD/ESL, or a self-contained classroom. More details about the sampling of teachers can be found in the discussion of survey administration.

Description of the sample. To characterize our survey sample, we draw on the case study sampling matrix developed in Year 1. First, we used the 2001 California Language Census data to classify districts in our sample as serving “high,” “medium,” and “low” percentages of ELs. As in Year 1, “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. During Year 1, we conducted exploratory analyses with data from the 1998 and 2000 California Language Census to establish operational categories of districts based on the existence (or absence) of instruction in EL students’ primary language both before and after Proposition 227. This year, as in Year 1, the “before” measure was 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 used this year was based on 2001 Language Census counts of ELs receiving alternative courses of study in each district, which indicates the use of primary language instruction.¹ For both the “before” and “after” measures we defined a quantity of 25 percent of ELs district-wide as a cut-point for whether a district had a substantial proportion of ELs receiving instruction in their primary language (L_1). Exhibit II-1 provides a picture of the sampled districts.

Exhibit II-1 presents the number of districts in the sample that are classified in each of the nine cells of the matrix. The percentage figure below the count in each cell indicates the percentage of districts in the sample that fall into that cell. The second percentage indicates the percentage of ELs in the state that attend the districts in that cell.

¹ 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 Sample Characteristics

Instructional Model: Pre- and Post- Proposition 227	Percentage of ELs in District			Total Districts % of Districts in sample % of ELs in State
	"High" > 40%	"Medium" >20% to ≤ 40%	"Low" ≤ 20%	
Continuing-bilingual (L ₁ → L ₁)	13 10.4% 4.7%	10 8.0% 7.5%	4 3.2% .5%	27 21.6% 12.7%
Transitioning-from- bilingual (L ₁ →Not L ₁)	24 19.2% 32.0%	12 9.6% 4.6%	5 4.0% .7%	41 32.8% 37.3%
Never-bilingual (Not L ₁ → Not L ₁)	8 6.4% 4.4%	18 14.4% 6.9%	31 24.8% 4.4%	58 46.4% 15.7%
Total Districts % of Districts in sample % of ELs in State	45 36.0% 41.1%	40 32.0% 19.0%	40 32.0% 5.6%	125 100.0% 65.7%

Legend

Continuing-bilingual (L₁• L₁): Substantial primary language instruction pre- and post- Proposition 227

Transitioning-from-bilingual (L₁•_{Not} L₁): Substantial primary language instruction pre-Proposition 227, but not post-Proposition 227

Never-bilingual (_{Not} L₁• _{Not} L₁): No substantial primary language instruction pre- or post- Proposition 227

Survey development. We engaged in a rigorous survey development process to ensure that data returned from the surveys would be most useful and informative. The first step was to identify key variables to be measured by the survey. Over the summer of 2001, project staff continued to explore emerging themes by using NUD*IST qualitative analysis software to code and analyze interview and focus group data from the case study site visits. These analyses were used to develop and refine a list of concepts to explore through the written surveys. For example, the analysis revealed that teachers at some case study sites saw a need for more professional development in instructing EL students, while some administrators expressed concern that teachers were not taking advantage of what was being offered. Using this knowledge, we were able to develop survey items that further explored these concerns (e.g., what professional development is offered across districts, how helpful classes have been in assisting teachers to serve the needs of EL students).

During the fall of 2001, draft survey instruments were circulated among project team members, the project's senior advisors, CDE staff, and the State Work Group for review and comments. Feedback from this review process was incorporated into pilot test versions of all

instruments, supporting materials (such as cover letters that accompanied the surveys and a survey glossary), and data collection procedures.

Pilot test of surveys and materials. To detect potential problems with survey items prior to administration in the field, they were pilot-tested on a total of 10 teachers, school administrators, and district administrators to ensure that they were valid and appropriate. This took place from December 2001 through January 2002. Pilot test respondents completed draft surveys, then participated in phone interviews with AIR staff. Using methods developed in AIR's Cognitive Survey Laboratory, staff made notes about potential item problems and recorded any feedback on the survey items.

Results of the pilot test were analyzed to assess response variance and to enable the detection of general issues not observable through analyses of single cases. Survey items and materials were then revised to minimize interpretation problems and reduce error rates. The surveys were also significantly shortened based on the feedback received. Copies of each survey can be found in Appendix B.

Survey administration and follow-up. The data collection took place in March and April of 2002. Because it is difficult to obtain an adequate response rate for surveys of school and district staff, efforts were made to encourage participation. First, we contacted school and district administrators by phone before sending any materials. When we did send the materials, we included cover letters and supporting materials that conveyed the importance of participation, including a letter on California Department of Education letterhead signed by Joanne Mendoza, Deputy Superintendent of the Curriculum and Instructional Leadership Branch. We also engaged in an intensive follow-up process with non-respondents. Details of the process follow:

- **Initial Contact.** All participating districts were contacted before survey dissemination began. In January 2002, using the California Public Schools Directory and data available from CDE, project staff began making phone calls to the sampled districts to: 1) inquire about who the most appropriate respondents for the district CBET and school surveys would be, 2) give these individuals advance notice about the survey dissemination, and 3) obtain additional contact information. The contact information collected through these phone calls was entered into a database for the survey mailing.
- **District Survey.** In most cases, the most knowledgeable respondent for the district survey was the district's EL coordinator. In many cases, we were able to identify the EL coordinator through a directory of the Bilingual Coordinators' Network. When this was not possible, the superintendent was contacted and asked to identify the EL coordinator, or if the district did not have one, the individual(s) most knowledgeable about the district's EL programs. The selected respondent was then contacted and sent a survey packet. The respondent was instructed to complete the survey to the best of his/her ability, and was asked to seek any additional information necessary from appropriate individuals at the district.

-
- **CBET Survey.** By consulting the CDE “2001-2002 Directory of LEAs Participating in CBET,” project staff determined whether the sampled districts had different administrators responsible for K-12 English learner services and CBET. As appropriate, staff mailed a separate survey packet to CBET coordinators who did not also oversee the district’s K-12 services for EL students. Similarly, administrators who oversaw both the CBET programs and K-12 services for EL students received both the CBET and district surveys.
 - **School Survey.** The appropriate school administrator—most often the person responsible for coordinating the EL program at the school level—was identified by the district administrator. The survey was sent to this individual, along with accompanying letters from AIR and the CDE, with instructions similar to those given for the district survey. If the EL coordinator could not be identified, or if the school did not have an EL coordinator, the surveys were sent to the school principal instead.
 - **Teacher Survey.** The school survey respondent was also given guidelines to select one to four of the school’s teachers to complete the teacher survey. This individual was asked to use a teacher roster to identify all of the teachers who have a special assignment for the instruction of EL students. Once these teachers were identified, the administrator consulted a simple chart with randomly generated numbers to determine which teachers should receive surveys. The administrator then distributed the teacher surveys to each of these selected teachers, who were instructed to return their surveys directly to AIR to ensure confidentiality of their responses.
 - **Follow-up Techniques.** In order to improve survey response rates, a number of follow-up strategies were used. First, customized reminders were faxed to all schools and districts that did not return their surveys. Phone calls were also made to all non-responding schools and districts to ensure that surveys had been received and distributed, and to encourage participation. Project staff responded to many requests from schools and districts to re-send surveys so that they could be completed. Staff later faxed reminders from CDE that were personally addressed to district and school contacts. Follow-up faxes were also sent to teachers for whom school administrators had provided us with names.

Survey log-in and data file preparation. As the surveys were received, they were logged into a database to allow identification of districts and schools so that sites that completed surveys would not be bothered with follow-up requests. Completed surveys were then edited and coded.² Edited and coded surveys were then sent to a subcontractor for keytaping, with complete key verification being performed. All data files underwent a final machine editing process to identify respondent coding and data entry errors. These checks reaffirmed the allowed values, ranges, skip pattern logic, and data consistency checks.

Survey response rates. To calculate response rates for each of the five surveys administered, the total number of surveys received was divided by the total number of

² 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.

surveys mailed out for each respondent group. Exhibit II-2 presents the response rates for each of the five surveys. Though 483 teachers returned their surveys, 22 of these teachers were determined to be ineligible (because they did not instruct EL students) and were therefore excluded from all analyses. The resultant sample for each respondent group is: 75 district administrators, 81 CBET coordinators, 153 school administrators, and 461 teachers.

Exhibit II-2. Survey Response Rates

	Number of surveys distributed	Number of surveys returned	Response rate
District administrators	125	75	60%
CBET coordinators	125	81	65%
School administrators	407	153	38%
Teachers	1628	483	30%
<i>Schools with at least one teacher responding</i>			51%

Response rates for district administrators and CBET coordinators are high enough that response bias is not a concern. Response rates for school administrators and teachers are lower than anticipated. In our follow-up contacts with school staff, we frequently heard about the overwhelming demands on teachers' and school administrators' time. One principal explained that she receives a survey a week, "and they all go right in the trash." It is our strong suspicion that the primary reason for non-response is the generally over-burdened feeling expressed by both teachers and school administrators, a factor which we believe is independent of the variables of interest to this study. To confirm this assumption, we conducted a thorough non-response bias analysis.

The first stage of this non-response bias analysis involved comparing general demographic characteristics of schools from which administrators or teachers did not respond with those of schools where the intended respondents completed and returned their surveys. The following measures were used for comparisons: enrollment, percent of EL students in the school, overall instructional model of the school (continuing-bilingual, transitioning-from-bilingual, and never-bilingual), and percent of students eligible for the National School Lunch Program (NSLP). Analyses were conducted separately for the school administrator sample and the teacher sample. No statistically significant differences were found between schools in which surveys were returned and schools where surveys were not returned. This was true for the school sample and the teacher sample.

The second stage of the non-response bias analysis involved an examination of response patterns of those who returned their surveys promptly and those who did not return their surveys until after repeated follow-up efforts. The school and teacher samples were divided into two groups according to the timing of our receipt of their completed surveys. The "late responder" group returned their survey only after two faxed reminders were sent to their school and one phone contact was made. Key variables were selected from the set of analysis variables reported in Chapter 4, and the responses to each of these items were compared for the late responding group and the early responding group. No statistically significant differences were found between these two groups on any of these variables. This was true for the teacher sample as well as the school sample. These results suggest that any

potential bias introduced into the analyses presented in Chapter 4 as a result of non-response is not a substantial concern. Therefore statistical adjustments for non-response were deemed unnecessary.

Survey data analysis. Before conducting any analysis of the survey data, an analysis plan was prepared for each of the five survey instruments. The focus of the survey data analysis was on describing the perspectives and experiences of respondents at each level. Variables were recoded, collapsing categories within variables for clarity of presentation. For example, in items that ask respondents to select a response option on a Likert-type scale, the highest two categories (e.g., large extent and moderate extent) were often collapsed and reported as one category (e.g., moderate or large extent).

The percentages of respondents selecting each option (frequencies) were generated and reported in tables and figures. For variables that are more meaningfully presented in terms of averages, mean responses were generated and similarly reported. To reduce the risk of overwhelming the reader with tables and graphs, in some cases numbers are reported in the text but not presented in an exhibit.

Stakeholder Interviews

As described in Chapter 4, stakeholder interviews were initiated in Year 2. In March 2002, staff were trained to conduct these interviews. In April 2002, staff finalized the list of individuals to be contacted for stakeholder interviews and began making scheduling arrangements. (See Appendix C for a list of stakeholders interviewed during Year 2.) In selecting potential interviewees, we were careful to include a balance of both advocates and opponents of the Proposition, as well as others with a more general perspective on its origins and implementation. These interviews were conducted in April; these interviews were scheduled for late in Year 2 to ensure that the information and opinions we were hearing were as current as possible, particularly with regard to issues presently under deliberation in policy circles.

We developed a protocol for these interviews that would allow us to explore diverse perspectives in regard to the intent and implementation of the law (see Appendix D). Emerging themes from the evaluation's first year were used to guide many of the questions and issues that were included in the protocol. Interviews were conducted in teams of two, with a primary interviewer and a secondary interviewer and note taker. After the interview, the secondary interviewer wrote up the interview. This write-up was reviewed and supplemented by the primary interviewer, and was then broken into key pieces and coded according to the Year 1 emerging themes.

Stakeholder interviews will continue to be an important part of the policy component of this evaluation. Throughout Years 3 through 5, important stakeholders will continue to be identified and interviewed in consultation with the CDE and the State Work Group.

Student Achievement Analyses

Analyses of student achievement data have been a major activity during Year 2 of this evaluation. Our analyses examined statewide changes in English learner and former-English

learner performance in the years following the passage of Proposition 227. To contextualize these changes in achievement, we also examined changes in the performance of English-only students. Particular attention was paid to changes in the achievement gap between English-only students and English learners and former-English learners.

A major component of the analyses consisted of investigations into changes in English learner, former-English learner and English-only student performance across three instructional models. There are significant limitations associated with statewide analyses of EL performance. However, we conducted what we considered to be careful analyses and attempted to build upon existing research. In Chapter 3 we detail the strengths and limitations of our analysis methods and state why conclusions about the effectiveness of Proposition 227, or any particular instructional strategy for ELs, are unwarranted based on the available statewide data.

Sources of data. Our analyses were based on statewide Stanford Achievement Test, 9th Edition (SAT-9) results in reading, language arts, and math from 1998, 1999, 2000, and 2001. We also utilized Language Census data from 1997-1998 and 2000-2001 to characterize schools' approaches for educating English learners.

Data analysis strategies. We pursued three general analytic approaches:

- **Approach #1: Within-Grade Analyses:** The within-grade analyses consist of successive “snap shots” of performance of various grade levels (e.g., 2nd graders in 1998, 2nd graders in 1999, 2nd graders in 2000, and 2nd graders in 2001). We disaggregate the achievement data for language subgroups (e.g., English learners, former-English learners, English-only students). Performance gains were calculated for each group, as well as changes in performance gaps between English-only students, English learners, and a combined group of English learners and former-English learners.
- **Approach #2: Quasi-Cohort Analyses:** The quasi-cohorts used in our analyses consist of sets of students at four consecutive grade levels across the four years (e.g., quasi-cohort 2-5 consists of students who were in grade 2 in 1998, students who were in grade 3 in 1999, students who were in grade 4 in 2000, and students who were in grade 5 in 2001). They are considered quasi-cohorts because we were unable to link data from individual students across years. As with the within-grade analyses, we calculate performance gains for each language subgroup, as well as changes in performance gaps between English-only students, English learners, and a combined group of English learners and former-English learners.
- **Approach #3: Instructional Model Analyses:** These analyses disaggregate data for schools characterized by three different instructional models: (1) schools that provided bilingual instruction to a sizable portion of their English learners both before and after the passage of Proposition 227, (2) schools that transitioned away from bilingual education once the initiative passed, and (3) schools that never offered bilingual education to a substantial portion of their English learners. For each instructional model, we examine changes in achievement for

the various language subgroups and changes in the achievement gaps. In addition to the achievement analyses, we present demographic data for the three instructional models to aid our interpretation of the achievement results.

State Work Group Meetings

The State Work Group was initially convened by the CDE to advise on the implementation of this project. The research team meets with this group twice a year to consult on such issues as major changes in personnel, data collection schedules, sample selection, evaluation design, and report review. During Year 2, we met with the State Work Group in the fall and the spring. The purpose of the fall meeting was to review and receive feedback on draft survey instruments prior to dissemination. At the spring meeting, we reviewed results from this year's data collection activities and received feedback on the findings and recommendations presented in the Second Interim Report for AB 56, which was submitted to the California Legislature in late May 2002.

Chapter 3 – Findings From Student Achievement Analyses

Introduction

In this chapter we review existing research on the achievement of English learners (ELs) in California since the passage of Proposition 227 and present original analyses conducted for this evaluation. Our literature review is intended to be comprehensive, and is not limited to methodologically rigorous studies. Our goal is to understand how others have used the California data to examine EL performance so that our analysis can build upon existing research. In presenting our own analyses, we attempt to point out their limitations. We caution against drawing definitive conclusions from these results and explain why we believe it is inappropriate to deem Proposition 227 either a success or a failure based on such analyses.

Previous Research on English Learner Achievement Under Proposition 227

Soon after the release of 1999 Stanford Achievement Test (SAT-9) results in California, *English For the Children* (a group headed by Ron Unz, an author of Proposition 227) posted on its Web site analyses which showed gains in EL performance from the Spring of 1998 (prior to the passage of Proposition 227) to the Spring of 1999 (after its passage). They presented statewide data suggesting that EL students experienced a 19 percent gain in performance over this period compared to an overall gain of 9 percent for all students (English fluent students and ELs combined). In addition to the statewide results, the Web site highlighted strong EL gains found in a few selected districts considered by *English for the Children* to have strictly implemented Proposition 227. The statewide and selected district results were presented as evidence of the effectiveness of Proposition 227 in improving the education of English learners. Their analysis method, which consisted of calculating changes in percentile ranking and summing changes across subjects, has been challenged as statistically inappropriate (Thompson, DiCerbo, Mahoney, and McSwan, 2002).¹

Amselle and Allison (2000), from the Institute for Research in English Acquisition and Development (READ), also examined SAT-9 scores for the state and for selected districts and concluded, “After two years of instruction LEP students were not only not harmed by English immersion, they made significant gains in reading and writing in English as well as math.” The selected districts included four districts that strictly implemented Proposition 227 by eliminating their bilingual education programs

¹ We discuss why these methods have been challenged later in the chapter.

and four districts that maintained bilingual programs. The authors found greater gains from 1998 to 2000 in the districts that fully implemented the initiative. A limitation of these analyses is that they are based on a very small, non-random sample of districts. In addition to analyzing SAT-9 data, the authors examined changes in redesignation rates from 1996 to 2000 for the state.² Amselle and Allison report that the increase in EL students being redesignated (from 7.0 percent 1998 to 7.8 percent in 2000) is evidence that the implementation of Proposition 227 has not hindered the English-learning process.

In response to proponents of Proposition 227 who highlight gains made by selected schools and districts that broadly instituted structured English immersion, others published reports that highlighted successes in schools that maintained bilingual education. Early analysis by Hakuta (1999) of the 1999 SAT-9 results indicated that increases in English learner scores occurred both in districts that claimed to have faithfully implemented Proposition 227 and those that had maintained various forms of bilingual education. These analyses were also based on a small, non-random sample of districts. 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 statistical regression to the mean. Additional follow-up comparisons (Orr, Butler, Bosquet, & Hakuta, 2000) between ELs and non-ELs in a random sample of schools with overall low reading performance showed clear increases in reading, math, and language arts across three years (1998, 1999, 2000) for both ELs and non-ELs in schools with low reading scores. Again, as with the statewide statistics, performance on the SAT-9 appears to increase across the board. A limitation of these analyses is that they were based on changes in percentile ranking, an issue which we return to later in this chapter.

A study by *Californians Together* (2000) 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. The ten bilingual schools were selected based on the recommendations of educators working at the schools who confirmed that these schools offered substantial bilingual instruction and provided adequate materials and qualified teachers for these programs. The three structured immersion schools had been highlighted by proponents of Proposition 227 as schools that had strictly adhered to the law by widely implementing structured English immersion. The study compared the 2000 SAT-9 reading and math scores and found that 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 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 authors acknowledge the difficulty of drawing firm conclusions about the effectiveness of a single model for educating English learners, but argue that the study illustrates the potential of bilingual instruction “to meet rigorous language and academic goals for substantial numbers of English learners.” While the purpose of the study is to

² Redesignation refers to the reclassification of English learner students as fluent in English.

demonstrate the potential of bilingual instruction to effectively educate ELs, the relatively small, non-random sample of schools does introduce questions regarding the generalizability of the findings.

Gold (2000), also of *Californians Together*, took a similar approach, comparing schools with substantial bilingual programs to schools that provided instruction to most of their ELs in English. His sample, though larger than the studies cited above, was still not random. The bilingual schools consisted of 63 schools nominated by teachers and educators across the state. These nominations were based on “general opinion” that the school was thoroughly implementing bilingual instruction. A comparison group of schools consisted of 1,037 schools that were similar to the bilingual schools in terms of student demographics (e.g., ethnicity, poverty, percent EL) and initial performance. It is not clear from the article whether these comparison schools were randomly selected, or whether all schools that matched the bilingual schools on the demographic and achievement variables were included. 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 higher rate. It is worth noting that the API is a school-level measure of student achievement, based on which quintile students attain in the norm-ranking of various SAT-9 subject matter tests, and that it places greater weight on the progress of lower-performing students. A limitation of using the API in evaluation research on language-minority students is that it does not disaggregate results for ELs.³

A study by García and Curry-Rodríguez (2000) examined the implementation and impact of Proposition 227 in a random sample of 39 districts, some of which dismantled their bilingual programs, some of which maintained their bilingual programs, and others of which sustained existing English immersion programs. Their analyses of SAT-9 data from 1999 to 2000 found no specific pattern of changes in EL and non-EL performance across the different implementation strategies. The authors therefore concluded that Proposition 227 did not affect SAT-9 scores for EL students. Like previously reviewed studies, this analysis relied on changes in percentile ranking, a methodology which has been challenged (Thompson, et al., 2002)

Recent analyses have examined the degree to which the gap in performance between English learners and English-fluent students has changed since the passage of Proposition 227. Gándara and Rumberger (2002) analyzed the change in SAT-9 reading and math scores for three groups of students: ELs, former ELs who had been redesignated as fluent in English (RFEP), and English-only students. The authors examined data from 1999 to 2001 for students in successive cohorts (e.g., students who were in 2nd grade in 1999, students who were in 3rd grade in 2000, and students who were in 4th grade in 2001). The study considered the percentage of students in each group scoring at or above the 50th percentile for reading and for math and found that English-only students made greater improvements in both subjects compared to both English learners and redesignated students. The authors point out that it is impossible to isolate

³ See methodological note 1 in the Technical Appendix for more details on the limitations of the API for analyses of EL performance.

the impact that Proposition 227 may have had on this widening gap because other statewide reforms occurred during this period as well. Nevertheless, the study concludes by challenging public pronouncements that the achievement gap is narrowing and thus that Proposition 227 has benefited English learners. A key limitation of this study is the authors' use of the percentage of students at or above the 50th NPR in SAT-9 subject matter tests. This introduces potential distortions in portraying performance over time by looking only at a single performance cutpoint.⁴

In a recent press release (2002), the League of United Latin American Citizens (LULAC) also presented data related to the gap in EL and non-EL performance and claimed that the gap widened in California from 1998 to 2001. The group attributed this widening to the failure of English immersion programs. The authors presented average national percentile ranking (NPR) for SAT-9 scores by grade level for ELs and for English fluent students and found that the difference between the two groups had increased over the four years. However, replication of the analyses suggests that the group may have mistakenly included data for all students (including ELs) when reporting the 1998 scores for English fluent students. The data available on the California Department of Education's Web site (which the LULAC study and many others have used) did not contain separate scores for English fluent students in 1998 as was done in subsequent years. Thus, it appears that the authors may have compared two different types of gaps over the four years.

A team of researchers from Arizona State University recently published a report detailing the limitations of existing research on the impact of Proposition 227 and challenging widely publicized claims that increases in EL student achievement in California are due to Proposition 227 (Thompson et al., 2002). After stating their concerns about relying on SAT-9 data to examine EL student achievement and to evaluate Proposition 227, the authors present findings from their own analyses of these data. They explain why they analyzed the data, despite their significant limitations: "It is apparent from our review of press and research reports that trends observed in these data will continue to be cited as evidence for arguments on both sides of the language policy spectrum." The team examined changes in SAT-9 scores from 1998 to 2000 for all students, English proficient students, and English learners. The authors relied on a different type of SAT-9 score – the mean scaled score – than has been used in most other research related to the impact of Proposition 227, and which they argue is a more appropriate measure for studying changes in achievement. Their results revealed no clear pattern of changes in the achievement gap between English learners and students fluent in English. The Thompson et al. study introduces very important measurement innovations, several of which we have adopted in our study. However, lacking individual student data, the authors needed to use weighted means of aggregated grade-level performance. As is discussed in the next section, we have been able to build on and extend this approach in several ways.

⁴ See methodological note 2 in the Technical Appendix for further details on the limitations of using the percentage of students at or above the 50th NPR in SAT-9 as an indicator of EL progress.

Overview of Our Analyses

Our analyses of English learner student achievement are based on extant state data. These data have significant limitations, which we detail below. However, like Thompson and his colleagues (2002), we recognize that they will continue to be analyzed by other researchers and organizations, sometimes with questionable analytic strategies. Therefore, we employed what we consider to be responsible and careful methods, while clearly stating why definitive conclusions about the effectiveness of Proposition 227, or any particular instructional strategy for ELs, are unwarranted. In the concluding section of this chapter, we address the types of data needed to conduct more thorough analyses that can better address future research questions relating to the impact of Proposition 227 on the education of English learners.

Data Used for Our Analyses

California collects and reports on various types of data on students and schools, including student demographics, instructional services information, and student achievement data. In this chapter, we present results from analyses of the SAT-9 and Language Census data.⁵

SAT-9 Data. SAT-9 was first administered statewide in spring 1998, just prior to the passage of Proposition 227. The state mandates that this test be administered to all students in grades 2 through 11, regardless of English proficiency. The state reports school-level results in reading, language arts, mathematics, and, for secondary students, science and social studies. Results are presented by grade level, overall, and separately for several groups including English Only (EO) students, EL students, students who have been redesignated as fluent (RFEP), and students whose first language was not English but who were identified as initially proficient in English when they began school (IFEP). The SAT-9 school-level data are available on the California Department of Education's Web site and have been the most common data source for statewide analyses of EL achievement under Proposition 227.

The validity of using an English-language academic assessment to evaluate the achievement of students who are not proficient in the language has been widely challenged (e.g., Gándara and Rumberger, 2002; Thompson et al., 2002; Stevens, Butler, & Castellon-Wellington, 2000; American Educational Research Association, American Psychological Association, & National Council on Measurement in Education, 1999). SAT-9 is designed to test students' content-area knowledge and skills, not their English proficiency. However, students' ability to understand the language of the test influences the opportunity they have to demonstrate what they know and are able to do in the subjects tested. It is also considered an inappropriate measure of English fluency since limited subject-area knowledge may lead to scores that do not accurately reflect students' English abilities.

⁵ See methodological note 1 in the Technical Appendix for a discussion of other state data sources considered but not included in our analysis (e.g., the California Standards Test (CST) and the California English Language Development Test (CELDT)).

In addition to concerns associated with the validity of administering the SAT-9 to ELs, some of the previous Proposition 227 research has employed inappropriate statistical methods. Although our analyses could not address the issues of validity, we believe we have been able to improve upon existing analysis methodology. One way we do this is by using scaled scores to measure growth in achievement over time. Most previous research has relied on national percentile ranks (NPR). The use of NPRs for measuring EL achievement growth has been challenged for a number of reasons.⁶

In addition to using scaled scores rather than NPRs, our analyses differ from existing research because they are based on individual student-level SAT-9 data obtained directly from the California Department of Education (CDE), whereas previous studies have relied on aggregated data available through the CDE Web site. The data available on the Web site consist of downloadable school-level data files and a report generator.⁷ The report generator analyzes student-level data, but limits the ways in which the data can be grouped.

The data available through the CDE Web site are not disaggregated by various subsets of the English-fluent category (i.e., EO, RFEP and IFEP). This may explain why previous research that has examined changes in the achievement gap between ELs and English proficient students has included in the English proficient category former EL students who have been redesignated as English proficient (RFEP). A problem with this type of categorization is that higher-performing EL students one year may be moved out of that category the next year and have their scores combined with EO students. With direct access to the student-level data, we were able to combine the ELs with the RFEPs and consider the achievement gap between these students and EOs. By utilizing this approach we avoided the bias and distortion caused by “skimming” the best performing ELs out of the EL category as they are redesignated into the RFEP category.⁸

Language Census Data. We incorporated Language Census data into some of our analyses in order to characterize schools’ instructional approaches for educating EL students before and after the passage of Proposition 227. Because student-level data on language of instruction is not available, we had to rely on classifying schools’ instructional approaches. Previous research comparing EL achievement in schools using structured English immersion versus schools implementing bilingual education has tended to rely on small samples of schools selected through nomination processes (e.g., Amselle and Allison, 2000; *Californians Together*, 2000; Gold, 2000). A limitation of this small-sample approach is that it calls into question the generalizability of the findings. Using Language Census data, we were able to classify all schools in the state as maintaining bilingual programs, transitioning away from bilingual programs, or never having had bilingual programs.

⁶ For details on the differences between NPRs and scaled scores, and on the appropriateness of their use, see methodological note 2 in the Technical Appendix.

⁷ See methodological note 3 in the Technical Appendix for details on the limitation of the school-level SAT-9 data files.

⁸ See methodological note 4 in the Technical Appendix for more information on differences between the data used in our analyses and those available on the CDE website.

A significant concern with relying on Language Census data is the reliability of the program labels used (Rossell, 2002). To address this concern, we performed correlational analyses between program labels and instructional services provided.⁹ Although we employed several methods to validate our classification scheme, we nevertheless recognize that using Language Census data to classify school-level instructional approaches for EL students is a limitation of our study.

Summary of Analytic Approaches

Our analyses focused on changes in EL/RFEP achievement from 1998 (prior to the passage of Proposition 227) to 2001. As stated above, by analyzing the combined EL/RFEP group, we avoid the problem of underestimating performance changes over time that results from “skimming” the highest performing ELs out of the analysis category once they have been redesignated. To contextualize the changes in EL/RFEP achievement, we also examined changes in EO performance over that period.

We pursued three general analytic approaches. We introduce each approach briefly here and provide further explanations as we present the results:

Approach #1: Within-Grade Analyses (successive groups). The within-grade analyses consist of successive “snap shots” of various grade levels (e.g., 2nd graders in 1998, 2nd graders in 1999, 2nd graders in 2000, and 2nd graders in 2001). We examined grades 2–11 from 1998 to 2001. Data were analyzed for reading, language arts, and math. A concern with this type of analysis is that the demographic characteristics of different “waves” of students can vary substantially and distort the representation of effectiveness of different schools or programs. To address this potential confounding factor, we also conducted *quasi-cohort* analyses.

Approach #2: Quasi-Cohort Analyses. Quasi-cohorts consist of sets of students at four consecutive grade levels across the four years (e.g., the grades 2–5 quasi-cohort consists of students who were in grade 2 in 1998, students who were in grade 3 in 1999, students who were in grade 4 in 2000, and students who were in grade 5 in 2001). They are considered quasi-cohorts because we were unable to link data for individual students across years. Our analyses are based on three quasi-cohorts (grades 2–5, grades 4–7, and grades 8–11) selected to represent elementary grades, middle grades, and secondary grades, respectively.

Approach #3: Instructional Model Analyses. These analyses disaggregated data for three instructional models: continuing-bilingual, transitioning-from-bilingual, and never-bilingual. For each model, we examine changes in achievement for the various language classifications and changes in the achievement gap between EOs and EL/RFEPs. We incorporated both the within-grade and quasi-cohort approaches in this third approach, presenting instructional model analyses for grades 3 and 5, and for the grades 2–5 quasi-cohort. In addition to the achievement analyses, we present

⁹ See methodological note 5 in the Technical Appendix.

demographic data for the three instructional models to aid our interpretation of the achievement results.

Approach 1. Within-Grade Analyses (successive groups)

Within-grade analyses of SAT-9 mean scaled scores were conducted for successive groups of students in grades 2 through 11, in reading, language arts, and mathematics. Mean scaled score gains were computed for students in each of the four available language classifications (EO, IFEP, RFEP, and EL), as well as for the total population and for the combined EL/RFEP category. In addition, the performance gap between EOs and ELs, and between EOs and EL/RFEPs, was computed. Although we have argued that it is more appropriate to study the EO-EL/RFEP gap, we also analyzed the EO-EL gap since it has been the focus of previous research. Regarding changes in the performance gaps, we report 4-year (1998–2001) and 3-year (1999–2001) changes as 1998 was the first year of statewide SAT-9 testing, and gains from that year may reflect students' acclimation to the test (Hakuta et. al, 1999).

Tables containing complete results from the within-grade analyses, including mean scaled scores, standard deviations and sample sizes, are presented in the Technical Appendix (see Exhibits 1 through 9). A comprehensive review of the entire within-grade findings for all grades, subject areas, and sub-populations is beyond the scope of this chapter. Instead, we focus our discussion on the performance of EOs and the combined EL/RFEP group, on the performance gap between these two groups, and on changes over the 4-year period (1998–2001). We first summarize major findings of the within-grade analyses and then highlight findings from grades 3 and 5 for reading and math, which are generally consistent with findings from the other grades and for language arts. By highlighting a few grades and subjects we are able to discuss the results in greater depth. We chose to highlight elementary grades because these grades contain higher percentages of ELs compared to middle and secondary grades. Furthermore, grade 3 is often identified by researchers, educators, and policymakers as the grade at which all students should be able to read. Grade 5 was selected because it is typically the exit grade for elementary school. We highlight reading and mathematics because of the increased national attention given to these two subjects.

Major Findings from Within-Grade Analyses

Gains made by students across all language classifications. Over the four years of testing, virtually all within-grade, successive groups increased their academic performance in all subject areas. This was true for the combined sample of all students, for EOs, for the EL/RFEP group, and for all other subgroups. Greater gains were found in the lower grades.

While significant gaps between the performance of EL/RFEPs and EOs persist, they appear to be closing slightly. In 1998, there were consistent performance gaps between EO students and their EL/RFEP counterparts, particularly in the more language-dependent areas of reading (where gaps were greatest) and language arts. In math, which is considered to be relatively less language-dependent, gaps were notably

smaller. However, slight gap closing occurred from 1998 to 2001 across each subject. In reading, EL/RFEPs gained slightly more mean scaled score points relative to their EO counterparts. This led to a very modest gap-closing over the four years in grades 2 through 11 of about .10 of a standard deviation in the strongest cases.¹⁰ Similar gap closing was found in language arts. For math, slight gap closing occurred in some grades but was not evident in others. Despite small reductions, the performance gap between EL/RFEPs and EOs persists for each subject.

Examining Reading Performance in Grades 3 and 5

Exhibit III-1, III-2, and III-3 (below) display within-grade performance in reading for successive groups of grade 3 and grade 5 students from 1998 to 2001. (Findings from these two grades are generally consistent with the results for the other grades.) Performance and gains are shown for EOs and EL/RFEPs, as well as the performance gap between EOs and EL/RFEPs, and any gap changes over the four years.

As these exhibits suggest, reading performance of each successive group of EO and EL/RFEP 3rd graders increased moderately (14 mean scaled score points for EOs and 15 mean scaled scores for EL/RFEPs). In grade 5 the gains made by successive EO and EL/RFEP groups are smaller. The performance gap between EOs and EL/RFEPs narrows slightly for both grades.

Exhibit III-1: Within-Grade Analyses: Reading, Grades 3 and 5

Grade 3 (Reading)			
	EO	EL/RFEP	Gap (EO – EL/RFEP)
1998	611	571	40
1999	617	577	40
2000	621	582	39
2001	625	586	39
Gain (1998–2001)	14	15	-2

Grade 5 (Reading)			
	EO	EL/RFEP	Gap (EO – EL/RFEP)
1998	653	617	36
1999	656	621	35
2000	656	623	33
2001	658	626	32
Gain (1998–2001)	5	9	-4

Note: Calculated gains and gaps figures may differ from source figures due to rounding.

¹⁰ See methodological note 6 for details on evaluating the gains and size of gap changes.

Exhibit III-2: Within-Grade Analyses: Reading, Grade 3

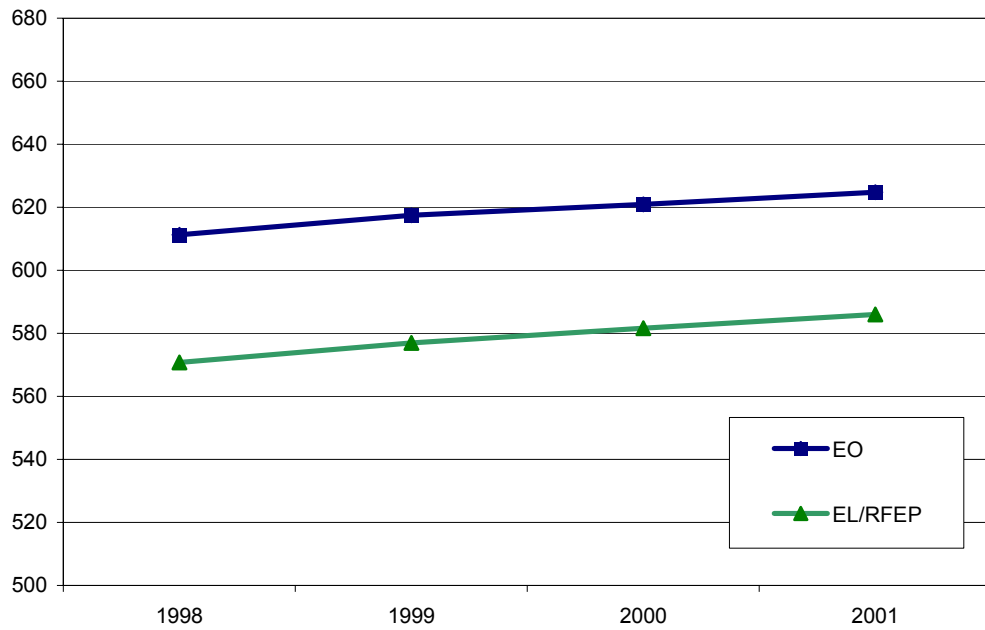
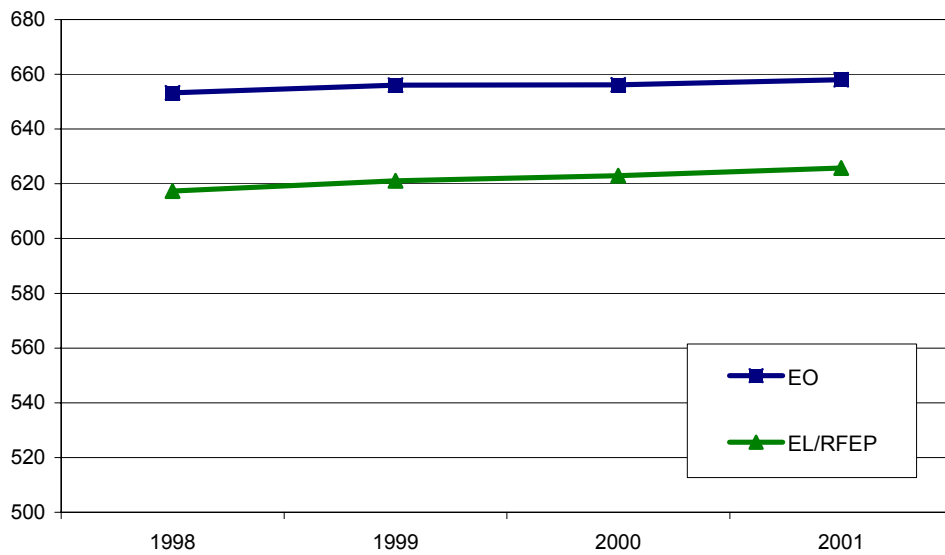


Exhibit III-3: Within-Grade Analyses: Reading, Grade 5



Examining Math Performance in Grades 3 and 5

Exhibits III-4 through III-6 display within-grade performance in math for successive groups of grade 3 and grade 5 students from 1998 to 2001, disaggregating EO and EL/RFEP gains, gaps, and gap changes over the time span. As with the reading analyses above, the math results for grades 3 and 5 were generally consistent with the math results for other grades.

Exhibit III-4: Within-Grade Analyses: Math, Grades 3 and 5

Grade 3 (Math)			
	EO	EL/RFEP	Gap (EO – EL/RFEP)
1998	597	574	23
1999	606	582	23
2000	613	590	23
2001	617	595	22
Gain (1998–2001)	21	21	0

Grade 5 (Math)			
	EO	EL/RFEP	Gap (EO – EL/RFEP)
1998	644	621	23
1999	649	627	22
2000	653	631	22
2001	657	636	22
Gain (1998–2001)	13	14	-1

Note: Calculated gains and gaps figures may differ from source figures due to rounding.

When we examine these tables and the accompanying figures below, we note both greater gains and smaller gaps between EOs and EL/RFEPs than were seen in reading. In fact, the math performance gap between EOs and EL/RFEPs is consistently about two-thirds the size of the reading gap. The performance gap between EOs and EL/RFEPs does not narrow from 1998 to 2001 for grade 3, and barely does so for grade 5.

Exhibit III-5: Within-Grade Analyses: Math, Grade 3

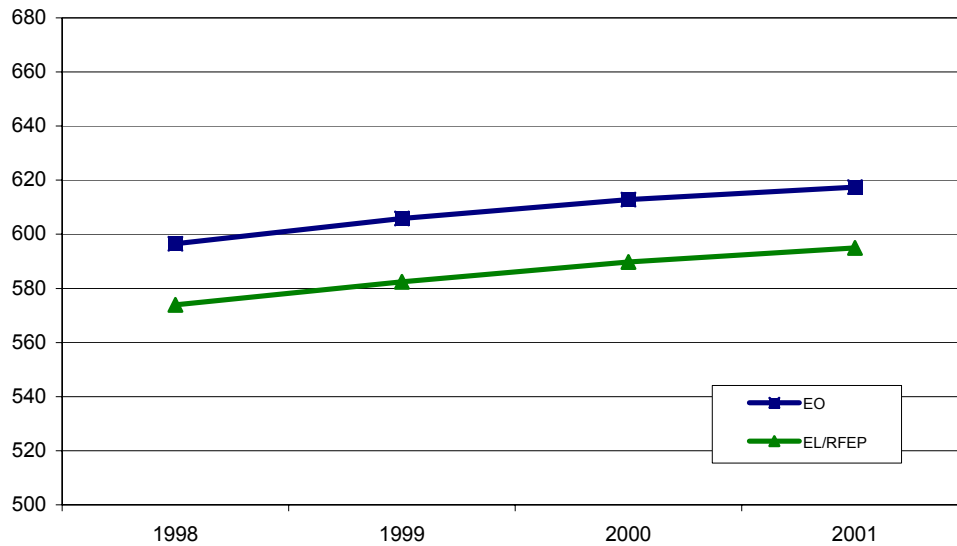
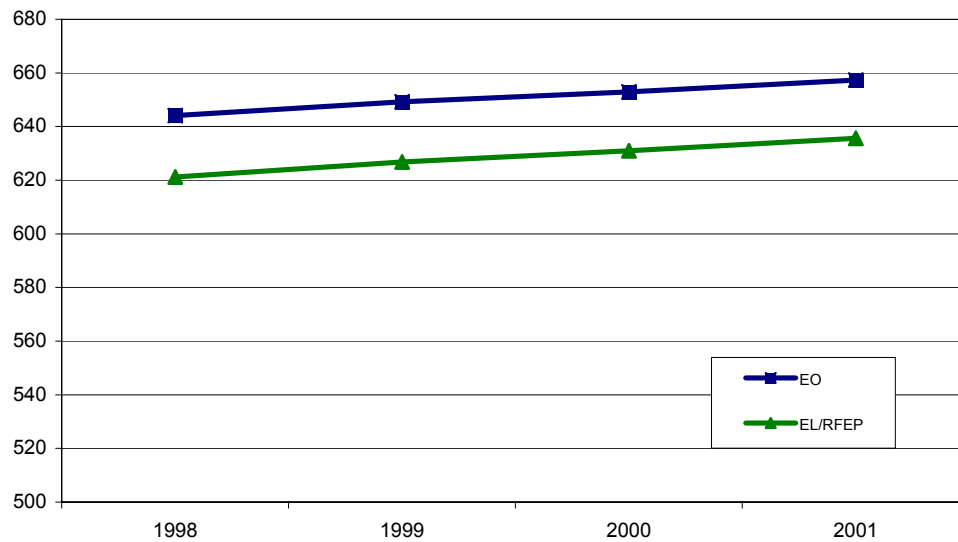


Exhibit III-6: Within-Grade Analyses: Math, Grade 5



Approach 2. Quasi-Cohort Analyses

Given the limitations of successive-groups analytic approaches in accurately representing progress over time, the project team also undertook quasi-cohort analyses of academic achievement in reading, language arts, and math for three progressive grade sets: grades 2–5, 4–7, and 8–11. However, as will be evident below, the pattern of results found in the within-grade analysis generally held in the quasi-cohort analyses as well.

As with the within-group analysis presented above, a comprehensive review of the entire quasi-cohort findings for all three quasi-cohorts, all subject areas, and all sub-

populations is beyond the scope of this chapter. However, exhibits displaying data (including mean scaled scores, standard deviations and sample sizes) for all three quasi-cohorts in all three subject-areas are provided in the Technical Appendix (Exhibits 10 through 18). We summarize the major quasi-cohort findings and point out a methodological consideration that provides an important qualifier for the findings. After summarizing the major findings from the quasi-cohort analysis, we highlight the analysis of reading achievement gains, gaps, and gap changes for the grades 2–5 and 8–11 quasi-cohorts. We highlight analyses in order to discuss the findings in greater detail than would be possible with the full set of quasi-cohort results. However, the reading results for grades 2–5 and 8–11 were generally consistent with reading results for the grades 4–7 cohort and with the language arts and math results for all three quasi-cohorts.

Major Findings from the Quasi-Cohort Analyses

Performance gaps narrow, but persist. As with the successive-groups analyses, each of the language subgroups from the quasi-cohorts examined increased their academic performance in all subject areas over the four years. However, given that the quasi-cohorts consist of advancing grade levels, increased performance is not as telling as when it was observed in the within-grade analyses (i.e., we expect 4th graders to perform better than 3rd graders). An examination of relative gains of language subgroups is more appropriate. In each quasi-cohort for each subject, the four-year performance gaps between EOs and EL/RFEPs narrow slightly (from approximately .03 to .20 of a standard deviation).

Gaps are different when former-ELs not included. The performance gap between EOs and ELs (i.e., not the combined EL/RFEP group) tended to generally *increase*.¹¹ However, as stated above, when EL/RFEPs are combined, the performance gap with EOs is smaller and consistently *decreases* for all quasi-cohorts in all subject areas. We have argued throughout this chapter that it is more appropriate to examine the performance of the combined EL/RPEP group as the best representation of EL progress over time.

EL quasi-cohort composition is less stable, and may distort the performance picture. In the grade 2–5 and 4–7 quasi-cohorts, there is a substantial net increase each year in ELs tested. This increase is proportionally much greater than that of EOs, and very likely lowers the overall performance of the group, since new ELs tend to underperform relative to those ELs in the testing pool longer. However, for the grade 8–11 quasi-cohort, the opposite phenomenon occurs. The number of EL students drops disproportionately in this cohort over time in relation to EOs. This decrease (particularly in grades 10 and 11) may overstate the performance of ELs as a group, since it likely reflects greater school-leaving among the lowest performers in this population.¹²

¹¹ See Exhibits 5 through 7 in the Technical Appendix for these results.

¹² See methodological note 7 in the Technical Appendix for a full explanation of these analyses.

Examining Reading Performance in the Grades 2–5 and 8–11 Quasi-Cohorts

Exhibits III-7 through III-9 display performance in reading for two quasi-cohorts of students: those beginning as 2nd graders in 1998 and ending as 5th graders in 2001, and those beginning as 8th graders in 1998 and ending as 11th graders in 2001, respectively. Performance is shown by EO and EL/RFEP language groups, as are gains, the performance gap, and any changes in the performance gap over the four years. In addition, we include performance data for ELs (without redesignated students included) to highlight how performance gap findings can vary depending on whether EL performance is considered alone, or in conjunction with RFEP performance.

Exhibit III-7: Quasi-Cohort Analyses: Reading, Cohorts 2–5 and 8–11*

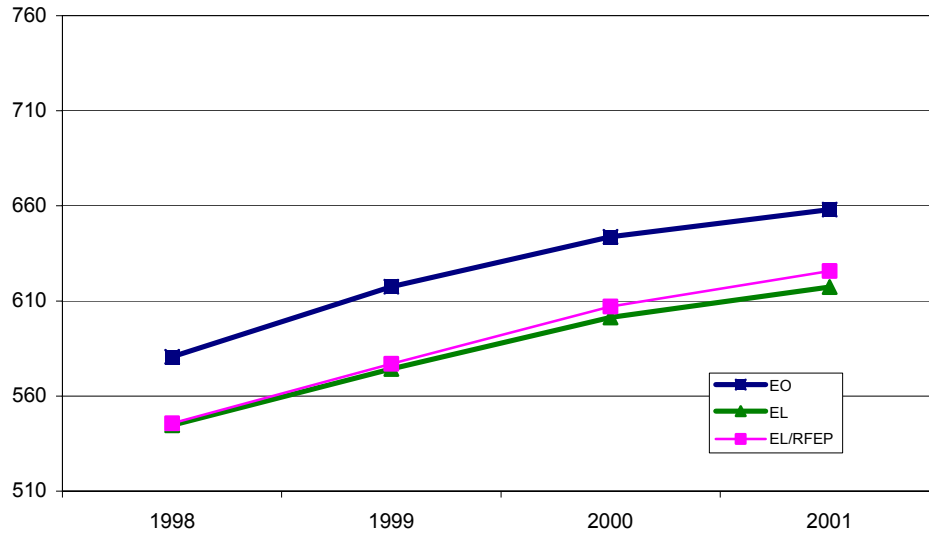
Cohort 2–5 (Reading)					
	EO	EL	EL/RFEP	Gap (EO-EL/RFEP)	Gap (EO-EL)
1998 (Grade 2)	581	545	546	35	36
1999 (Grade 3)	617	574	577	40	43
2000 (Grade 4)	644	601	607	37	42
2001 (Grade 5)	658	617	626	32	41
Gain (1998–2001)	77	73	80	-3	5

Cohort 8–11 (Reading)					
	EO	EL	EL/RFEP	Gap (EO-EL/RFEP)	Gap (EO-EL)
1998 (Grade 8)	693	649	660	34	44
1999 (Grade 9)	693	652	662	31	41
2000 (Grade 10)	698	656	668	30	42
2001 (Grade 11)	703	664	677	26	40
Gain (1998–2001)	10	15	18	-8	-5

Note: Calculated gains and gaps figures may differ from source figures due to rounding.

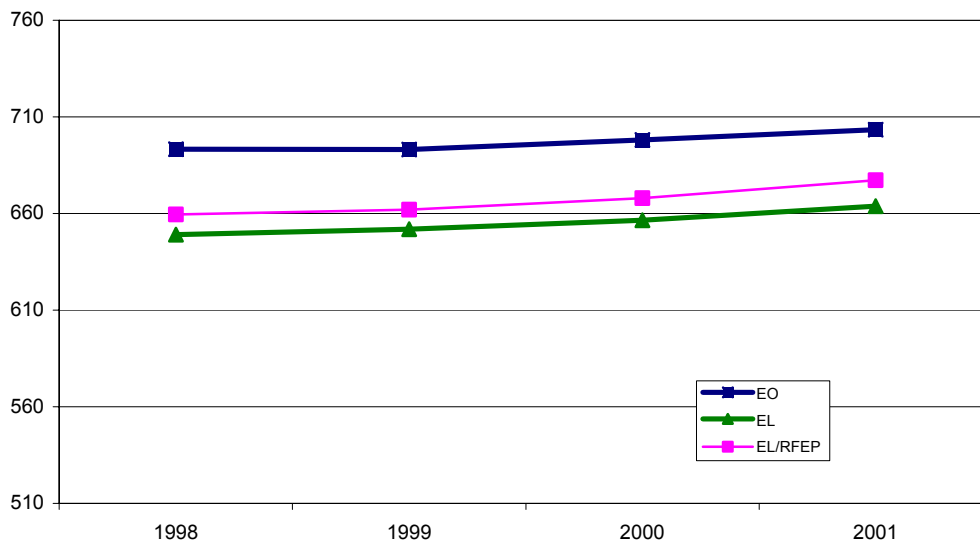
*Updated 07/02 to correct minor errors in grade labeling.

Exhibit III-8: Quasi-Cohort Analyses: Reading, Cohort 2–5



As is evident in the cohort 2–5 exhibits above, both EOs and EL/RFEPs make substantial performance gains over the four-year period in reading, though the performance gap is sizable. However, the gap *decreases* slightly by three mean scaled score points (about .08 of a standard deviation). When ELs are considered alone, the gap *increases* slightly by five mean scaled score points (approximately .13 of a standard deviation).

Exhibit III-9: Quasi-Cohort Analyses: Reading, Cohort 8–11



In examining the table and related figure above on the grade 8–11 quasi-cohort, we find much more modest performance gains for both EOs and EL/RFEPs relative to the 2–5 cohort, as the attenuated slopes indicate. Nevertheless, EL/RFEPs in this cohort

also out-gain their EO counterparts (18 vs. 10 mean scaled score points, respectively) over the four-year period, resulting in small gap-closing of eight mean scaled score points (approximately .20 of a standard deviation).

Approach 3. Instructional Model Analyses

A key mandate of our study was to evaluate EL student performance as a function of different instructional settings and services pre- and post-Proposition 227. Given the absence of student-level data on instructional services or settings, the project team performed a number of preliminary analyses of instructional services and settings to construct a meaningful framework in which to examine student performance by instructional program changes. Using this framework of three instructional model-change scenarios post-Proposition 227, we conducted within-grade analyses on academic achievement of students for grades 3 and 5, as well as an analysis of the grades 2–5 quasi-cohort, for reading, language arts, and math. We selected elementary grades for these analyses because of the higher concentration of EL students in the lower grades. Grades 3 and 5 were selected from among the elementary grades because grade 3 is considered to be the point at which all students should be able to read, and grade 5 usually is the exit grade for elementary school. The grades 2–5 quasi-cohort was chosen because, given that this approach is based on characterizing the instructional model of schools from 1998 to 2001, it was the only four-year quasi-cohort available for a school-level analysis. That is, we could not examine changes in student performance within schools by model type for cohorts that switched schools during the four years examined (e.g., students in grades 4–7 quasi-cohort transitioned from elementary to middle or junior high school over the four-year period).

We begin this section with a description of how the instructional models were identified. We then present general findings from analyses of performance within the three different instructional models. To assist in interpreting these findings, we report on demographic differences of the students served by the various models. Finally, we highlight reading findings from the grades 2–5 quasi-cohort instructional model analysis. It is important to keep in mind that there was no clear, consistent pattern to the findings from these analyses using this approach. Nevertheless, highlighting some findings allows us to present them in greater detail than would be feasible with the full set of instructional model analyses.¹³

Identification of Instructional Models

Since instructional settings and services are available from CDE Language Census data at the school level only, we used the percentage of ELs receiving primary language instruction at a school before Proposition 227 passed (1997–98) and well after its implementation (2000–01) to delineate three categories of schools.¹⁴

¹³ See Exhibits 19–27 in the Technical Appendix for the full set of results from the instructional model analyses, including mean scaled scores, standard deviations and sample sizes.

¹⁴ See methodological note 5 in the Technical Appendix for details.

- **Continuing-bilingual (L1 → L1):** Schools that offered primary language (L1) instruction to a sizable percentage of their ELs both before and after the passage of Proposition 227.
- **Transitioning-from-bilingual (L1 → notL1):** Schools that offered primary language instruction to a sizable percentage of their ELs prior to the passage of Proposition 227, but significantly reduced or eliminated primary language following the passage of Proposition 227.
- **Never-bilingual (notL1 → notL1):** Schools that did not offer primary language instruction to a sizable percentage of their ELs either before or after the passage of Proposition 227.

This categorization scheme is consistent with the one developed for our case study and survey sampling process. We used the cutpoint of 25 percent of ELs receiving primary language instruction as the standard for “sizable percentage.”¹⁵ Thus, if a school educated 50 percent of its ELs using instruction in the primary language prior to the passage of Proposition 227, but reduced that figure to 15 percent after the passage of the law, the school would be identified as a *transitioning-from-bilingual* school. Exhibit III-10 shows the number of schools in each category, the percentage of schools represented in each category, and the percentage of ELs in the state educated in the schools from each of the instructional models.

Exhibit III-10: School Distribution Across Instructional Models

Instructional Model: Pre- and Post-Proposition 227	Total Schools % of Schools % of ELs in State
Continuing-bilingual (L₁ → L₁)	682 9% 17%
Transitioning-from-bilingual (L₁ → notL₁)	1184 15% 27%
Never-bilingual (L₁ → notL₁)	5161 67% 51%

Note: Ten percent of schools are not included in the instructional model achievement analyses. The excluded schools consist of two percent of schools identified in a fourth model (notL₁ → L₁) and eight percent of schools that could not be classified. See methodological notes 9 and 5 in the Technical Appendix for more details.

As Exhibit III-10 shows, nine percent of the schools statewide continued to offer primary language instruction to a sizable portion of ELs well after Proposition 227 was implemented. Fifteen percent offered primary language instruction to a sizable portion of EL students prior to the passage of Proposition 227, but significantly decreased or

¹⁵ Sensitivity analyses were also performed using cut points of 35 percent, 40 percent, and 45 percent, and 50 percent to check for large changes that could prove to be distorting. See methodological note 8 in the Technical Appendix for the results from these analyses.

eliminated those offerings after the law passed. Schools that were “never-bilingual” were found to constitute more than two-thirds (67%) of the state’s schools. It is noteworthy that over half of the state’s ELs are served in “never-bilingual” schools, while less than one-fifth (17%) are served in continuing-bilingual schools, and slightly more than one-fourth (27%) are served in “transitioning-from-bilingual” schools.

Student Achievement by Instructional Model

We examined SAT-9 mean scaled scores in reading, language arts, and math for EOs and EL/RFEPs from 1998 to 2001, disaggregating the data by instructional model. Four-year gains for each group were computed, as were yearly performance gaps between EOs and EL/REPs, and three- and four-year changes in those gaps. Data were analyzed for the grade 2–5 quasi-cohort, and the within-grade 3 and 5 groups. Exhibits 19 through 27 in the Technical Appendix contain the full results of these analyses. Note that the mean scaled scores data in Exhibits 19, 22, and 25 are arrayed two ways. The top half of these exhibits reports findings grouped by each instructional model (with subject-area findings nested within the models). The bottom half of these exhibits contains the same data, but arrayed by subject (with the instructional model findings nested within the subject). We list major findings from these analyses, and then highlight the results of the grade 2–5-quasi cohort.

Major Findings from the Instructional Model Analyses

Gains are made by all students in all instructional models, but there is no clear pattern favoring one instructional model. EOs and EL/RFEPs experienced performance gains in all three subjects across all three instructional models. For the grades 2–5 quasi-cohort, slightly larger four-year reading and language arts gains for EL/RFEPs were found in continuing-bilingual and transitioning-from-bilingual schools compared to never-bilingual schools. The math gains for grades 2–5 quasi-cohort were equal in the “continuing-bilingual” and “never-bilingual,” and were slightly larger than the gains found in the “transitioning-from-bilingual. This pattern was not found in the within-grade 3 analyses, where the EL/RFEP gains in the transitioning-from-bilingual model were slightly larger than in the other two models. (This was true for all three subjects.) For the grade 5 successive groups, slightly larger gains in reading and language arts were experienced by EL/RFEPs in the transitioning-from-bilingual model compared to the other two models. It is important to note that the patterns of gains for EL/RFEPs in particular models also held for the EOs in these schools. For example, for the grades 2–5 quasi-cohort, slightly greater reading and language arts gains occurred in the continuing- and transitioning-from-bilingual models *for both EOs and EL/RFEPs*. The significance of this pattern is discussed further in the demographic analysis below.

Performance gaps decrease in each instructional model, but there is no clear pattern favoring one instructional model. In each instructional model, some narrowing of the EO-EL/RFEP performance gap occurred, with no clear pattern of greater gap closing in any particular instructional model. For example, for the grades 2–5 quasi-cohort, greater gap closing occurred in continuing-bilingual schools for all three subjects. However, for the grade 3 within-grade group, slightly greater gap narrowing occurred for

all three subjects in the transitioning-from-bilingual model. Also, even when one model exceeds another in gap closing, the differences in effect size are small.

Performance differences by instructional models were stable. Both before and after the passage of Proposition 227, performance was lower for all students—EOs and EL/RFEPs—in schools continuing and transitioning from bilingual education, compared to those that never offered it. This was true for all three subjects. Furthermore, the performance gaps among EOs in different instructional models approaches and sometimes *exceeds* the gaps observed between EO and EL/RFEPs within models. For example, as reported in Exhibit 19 in the Technical Appendix, for the grades 2–5 quasi-cohort in 2001, there was a difference of 18 mean scaled score points between EO math performance in never-bilingual and continuing- bilingual schools (662 versus 644). The math performance gap between EOs and EL/RFEPs in continuing-bilingual schools that same year was 13 mean scaled score points (644 versus 631).

Substantial and important demographic differences exist among the student populations served by the three models. The relatively stable performance differences across instructional models for both EOs and EL/RFEPs led us to consider the demographic composition of schools in each of the models. Continuing- and transitioning-from-bilingual schools enroll twice as many low-income students (about 80% of their total populations) as do never-bilingual schools.¹⁶ Furthermore, ELs constitute a much higher proportion of the student population at the continuing- and transitioning-from-bilingual schools (50% and 43%, respectively) when compared to never-bilingual schools (18%). This information on the socioeconomic and EL compositions of the schools makes it clear that the three instructional model categories delineate very different schools.

Examining Reading Performance by Instructional Model Groups for Grades 2–5 Quasi-Cohort

After presenting the general findings from all of the instructional model analyses, we now highlight findings from the quasi-cohort analyses. Unlike the within-grade and quasi-cohort analyses, it is not possible to highlight an instructional model analysis that is typical of the larger set of instructional model analyses, as there is no clear pattern of results across the instructional model analyses. Nevertheless, we highlight one analysis in order to assist readers in interpreting the full set of results found in Exhibits 19–27 in the Technical Appendix. Exhibits III-11 through III-14 present findings from the grades 2–5 quasi-cohort analyses for reading. Both EOs and EL/RFEPs experienced gains in reading performance from 1998 to 2001 in each of the three instructional models. For EL/RFEPs, these gains were greatest in the continuing- and transitioning-from-bilingual instructional models. Performance gains among EOs were relatively consistent across the three models.

¹⁶ See methodological note 10 in the Technical Appendix for further detail on the demographic composition of schools in each of the models.

Exhibit III-11: Instructional Model Analyses: Reading, Cohort 2–5

	1998			2001					
Reading	EO	EL/RFEP	Gap	EO	EL/RFEP	Gap	EO Gain ('98-'01)	EL/RFEP Gain ('98-'01)	Gap change ('98-'01)
Continuing-bilingual	567	537	30	645	621	24	78	84	-6
Transitioning-from-bilingual	568	540	28	647	623	24	79	83	-4
Never-bilingual	586	556	30	662	632	30	76	76	0

As Exhibits III-12, III-13 and III-14 illustrate, significant performance gaps between EOs and EL/RFEPs exist in each instructional model across all four years. However, the gap narrows slightly in schools from the continuing-bilingual and transitioning-from-bilingual model category (eight mean scaled score points or .20 of a standard deviation and six mean scaled score points or .15 of a standard deviation, respectively). It is important to keep in mind that while these two instructional models showed greater gap closing in this analysis, this was not the case across all analyses.

Exhibit III-12: Instruction Model Analyses: Reading, Continuing Bilingual

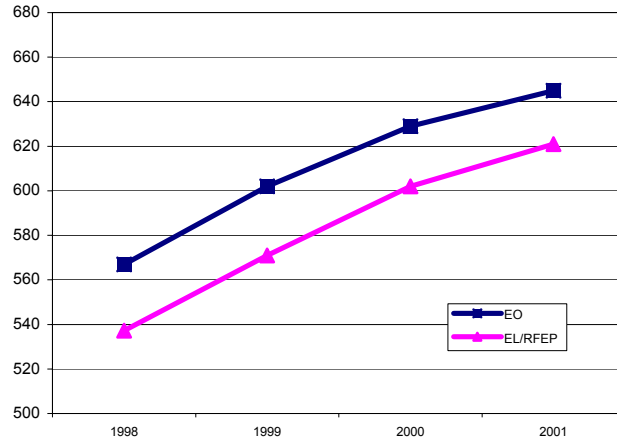


Exhibit III-13: Instructional Model Analyses: Reading, Transitioning from Bilingual

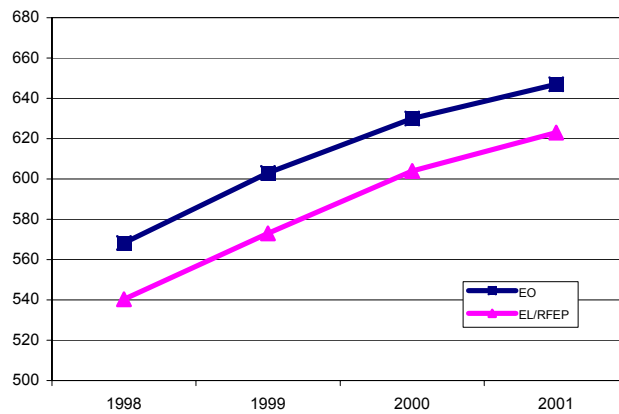
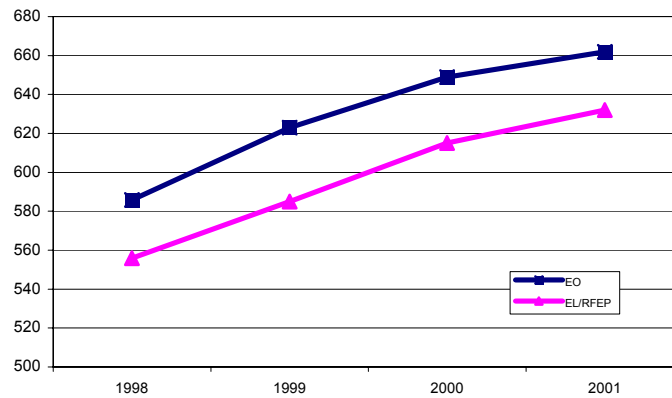


Exhibit III-14: Instructional Model Analyses: Reading, Never Bilingual



Also evident from the exhibits presented above are the overall performance differences across the models for both EOs and EL/RFEPs, both before and after the implementation of Proposition 227. In 1998, performance was higher in schools never offering bilingual instruction compared to schools continuing bilingual and transitioning from bilingual instruction (586, 567, and 568, respectively). EOs in never-bilingual schools continued to outperform their counterparts in the continuing- and transitioning-from-bilingual schools in 2001. EL/RFEPs in never-bilingual schools also had higher performance in reading compared to EL/RFEPs in the other models both before and after passage of the initiative. As we discussed in the major findings section above, it is likely these differences are the result of significant differences in the demographic contexts of these schools.

Summary and Discussion

We have presented major findings from each of our three analytic approaches, as well as highlighted results from specific analyses within those approaches. Here we offer what we consider to be the most important findings from the student achievement analyses.

- *Students from all language groups (EOs, ELs, FEPs, RFEPs) have experienced performance gains in reading, language arts, and math since the passage of Proposition 227.* Over the four years of testing results examined, in both successive-groups and quasi-cohort analyses, all subgroups increased their academic performance in all subject areas.
- *Over this four-year period, the performance gap between EOs and EL/RFEPs has decreased slightly.* Combining the performance of ELs with higher-performing, former-ELs (RFEPs) creates a more complete and accurate portrayal of English learner performance over time. Our analyses suggest that there is very modest narrowing of the achievement-gap between EOs and EL/RFEPs, ranging from .05 to .20 of a standard deviation over the four-year period in the strongest cases. Nevertheless, significant performance gaps persist between EOs and EL/RFEPs across all our analyses.
- *There is no clear pattern favoring one instructional model over another.* Our analyses by instructional model revealed gains in all subject areas, for both EOs and EL/RFEPs in each of the three instructional models over time. In addition, performance gap narrowing between EOs and EL/RFEPs was evident in every model. The size of the gains and the extent to which the gap closed varied by grade level and subject tested, and no one model emerged as the most effective. Demographic analyses reveal important differences in socioeconomic status and EL concentration across the models, leading to the conclusion that the three instructional model categories delineate very different schools and are likely influencing performance outcomes.

Strengths and Limitations of the Analyses

In approaching the academic achievement of English learners, and its relation to different instructional arrangements over time, the AIR/WestEd team has brought to bear a number of analytic strengths and methodological innovations that we believe add significant value over previous analyses. However, the team also acknowledges several enduring limitations to both the data and our approaches. These strengths and limitations are summarized below so that the findings from our analyses are placed in proper perspective and context.

Strengths and contributions of these analyses include the following:

1. ***Using individual student-level performance data.*** As part of this statewide study, we have been provided with individual student data for the entire California public school student population, from 1998 to 2001.¹⁷ This has allowed us to calculate performance changes more accurately by avoiding the need to weight averages of student performance at the school level, as other studies have been forced to do. It has also allowed us to include the 1998 academic year – considered a baseline year prior to the implementation of Proposition 227 – which others studies could not due to dissimilarities in that year’s data as disaggregated on the CDE Web site.
2. ***Using within-grade as well as quasi-cohort analyses.*** We have studied both successive groups in given grades (e.g., 3rd graders in 1998, 1999, etc.) as well as quasi-cohorts of students across grades and time (e.g., 2nd graders in 1998, 3rd graders in 1999, etc.). These approaches afford different and mutually-supporting views of the same data, and strengthened our confidence in the findings.
3. ***Reporting performance of English learners (ELs) alone and combined with redesignated fluent-English-proficient (RFEP) students.*** Having individual student data has allowed us to also include calculations of combined EL/RFEP student performance. This overcomes the key problem of “skimming” the highest-performing ELs into a different category, and more accurately depicts the longitudinal performance of the entire population that has ever been EL.
4. ***Constructing categories of schools by instructional services pre- and post-Proposition 227.*** Given the lack of student-level data on instructional settings and services, the team used school-level data to broadly categorize schools as continuing bilingual education, transitioning from it, or never having it. This has allowed us to analyze performance gains and gaps within and among groups of students and models over time.
5. ***Qualifying our conclusions carefully, and explicitly noting limitations.*** Since this study attempts to respond to very challenging and ambitious research questions, we have introduced a number of innovative methods that we believe can advance our understanding and research in this area. As part of

¹⁷ In order to protect confidentiality, these data do *not* include unique student identifiers; therefore, individual student performance cannot be tracked over time.

that effort, we are careful to place our findings in perspective and to note explicitly the limitations of our analyses. While we do report and compare changes in performance gaps among subgroups of students, we also note that the magnitude of these changes is very slight. In fact, even the largest gap changes are very small as a function of score standard deviations, and may be attributable entirely to measurement error. It is therefore wise not to over-interpret the relative differences in gap change, but rather to note the similarity of performance patterns across instructional models, and the large role that factors such as student-poverty concentration may play.

Limitations of our analyses include the following:

1. ***Using standardized, norm-referenced test data.*** Testing English learners with assessments constructed for and normed on monolingual native-English speakers introduces serious, well-documented validity issues. Chief among these issues are that low EL performance may reflect low English proficiency rather than low content knowledge, and that judging EL performance relative to such a norming population introduces negative bias. The team has tried to maximize the accurate representation of progress and performance gaps by using mean scaled scores rather than norm percentile ranks or normal curve equivalents. Nevertheless, the lack of student-level English proficiency data, and norm populations that more accurately reflect California’s population, may seriously limit the meaningfulness of EL test results.
2. ***Characterizing instructional models at the school level.*** Using Language Census data, we characterized schools into one of three instructional models on the basis of the instructional services and settings provided to ELs students pre- and post-Proposition 227. This strategy for defining school categories by percent of ELs receiving certain instructional services and settings is somewhat crude, since it cannot differentiate which ELs receive which instructional services or settings. For example, although the schools we categorize as “continuing-bilingual-education” have a sizable proportion (at least 25%) of their ELs receiving primary language instruction pre- and post-227, a significant proportion of the ELs in these schools may be receiving other types of instructional services and settings.
3. ***Missing data on schools and students.*** As noted earlier we were unable to include 10 percent of the state’s schools in our instructional model analyses since they lacked Language Census data. Moreover, in 1998, approximately 10 percent of students from the lower grades (and up to 25 percent from the upper grades) lacked a language classification (e.g., EO, EL), and so were not included in the achievement analyses.¹⁸ Finally, ELs were proportionally less likely to have been included in SAT-9 testing in 1998 relative to the total student population (72% vs. 89%, respectively), though this difference largely

¹⁸ It should be noted that most of our analyses of 1998 data were drawn from the lower grades. See methodological note 11 for further detail.

disappeared by 2001.¹⁹ Assuming that less-fluent ELs were more likely to be excluded, this could lead to an underestimation of EL performance, gain, and gap-closing in those schools with higher concentrations of ELs.

4. ***Alternative explanations to account for findings.*** Clearly, Proposition 227 did not occur in a policy vacuum. Several other important – and potentially confounding – policy reforms were implemented during the same timeframe, including class size reduction, the Public Schools Accountability Act with its Academic Performance Index, Pupil Promotion and Retention, and major statewide professional development initiatives around reading and English learner instruction, to name a few. Attributing any of our findings exclusively to Proposition 227 would therefore be tenuous at best.

Future Data Needs

As has been noted throughout this chapter and in the accompanying methodological notes, we lack certain kinds of data for more thorough analyses, and are unable to combine other kinds of available data in ways that would extend or illuminate our current findings regarding student achievement. The state is currently collecting important data on students' progress in ELD and core academic subjects, and these data need to be stored in ways that will facilitate their analysis. Some examples of student and program data that would be needed *at the individual student level* to extend and improve these kinds of analyses include: 1) instructional services provided each year (e.g., primary language instruction or support, ELD, SDAIE); 2) initial English proficiency on entry; 3) annual ELD scaled scores and proficiency levels in listening/speaking, reading, and writing; and 4) time in the state school system. Linking these kinds of data to individual students longitudinally would provide a much richer context for understanding performance outcomes, and may aid in fostering accountability for and improvement of EL student success.

¹⁹ See methodological note 12 for further detail.

Chapter 4 – Findings Related to Implementation

Introduction

This chapter highlights findings from the survey and stakeholder interview data collected during Year 2. These findings are also informed by the set of themes associated with the research questions that emerged from the Year 1 site visits to eight case study districts. (See Appendix B for a full list of the “emerging themes” from Year 1.) This chapter begins by setting the context for implementation of Proposition 227, and discussing its perceived impact. The chapter then addresses implementation of specific aspects of the law or related legislation, including parental waivers, the English Language Acquisition Program (ELAP), the Community Based English Tutoring (CBET) program, as well as barriers to successful implementation. A discussion of district and school practices related to EL programs follows, including developing and implementing plans for EL programs, the persistence of EL tracking and segregation, and the process of redesignating ELs as fluent English proficient (FEP). The chapter concludes with a discussion of instructional practices under Proposition 227.

Proposition 227 in Context

Context for the Implementation of Proposition 227

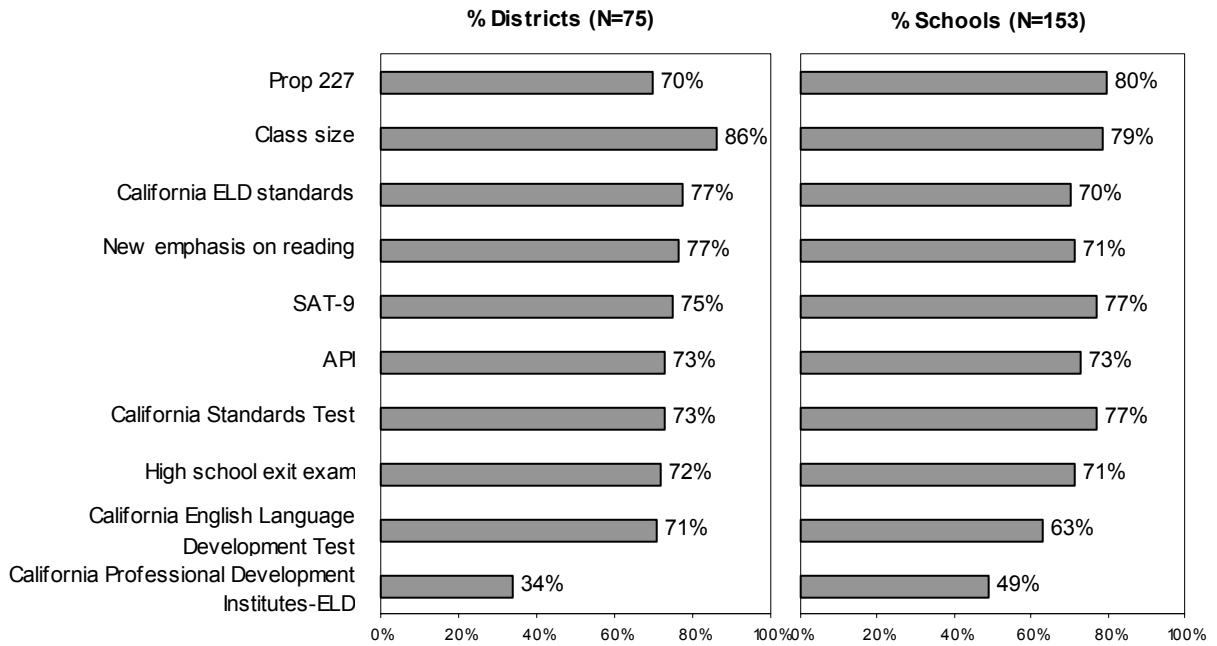
“Proposition 227 did not take place in a vacuum,” said one school board member in a case study district visited in 2001. Rather, Proposition 227 has been introduced during a time of increased attention to accountability and school reform efforts. This period has seen not only a number of programs and policies being implemented simultaneously, but also greater pressures placed on districts and schools to demonstrate improvements. As discussed in Chapter 3, this complicated web of interacting factors makes teasing out the effects of Proposition 227, especially on student achievement, a very challenging task. Examining the implementation of Proposition 227 and its impact on schools and districts is also complicated by the coexistence of other policies and programs. The highly politicized nature of Proposition 227 and the often polarized opinions about it, which may influence implementation, makes the picture even more complex.

This section explores these complexities. Specifically, it focuses on: 1) the presence of other factors affecting the education of EL students, 2) pressures on schools and districts from the state accountability system and its impact on EL students, and 3) district and school administrator attitudes about the legislation.

Other policies and programs affecting the education of EL students. Respondents to the district survey do not single out Proposition 227 as the only or most critical factor affecting the education of EL students in their district (see Exhibit IV-1). Although 70 percent agree

that this law has had a moderate to large effect on EL student education, they see class size reduction as having had an even greater impact: 86 percent of surveyed districts agree that class size reduction has had a moderate to large impact on the education of EL students. While 79 percent of school administrators surveyed agree that class size reduction has had at least a moderate effect on the education of EL students, more schools believe that Proposition 227 is affecting the education of EL students. Eighty percent of schools surveyed report that the legislation has had at least a moderate effect.

Exhibit IV-1: Percentage of Districts and Schools Reporting that Various Programs and Policies have Affected the Education of EL Students to a Moderate or Large Extent ¹



The California English Language Development (ELD) standards and the new emphasis on reading instruction (e.g., the Reading Excellence Act) are also cited as important factors affecting EL education. More than three-quarters of all districts surveyed (77%) report that each of these has affected EL students to a moderate or large extent. One district administrator from a case study site explained, “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... 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.”

While school-level administrators also report that the introduction of the ELD standards has had a moderate or large impact on the education of EL students, more schools

¹ The number of survey respondents (N) included in analyses is noted in each exhibit in this chapter. Unless otherwise indicated, this N represents to the total number of potential respondents; missing responses to selected survey items mean that the actual N varies slightly from item to item.

cite testing (SAT-9 and the California Standards Test; 77% of schools cite each) as a key factor affecting EL students.

Pressure from the state’s accountability system. The state’s testing and accountability system is implicated in a number of changes and pressures experienced by schools and districts. All eight case study districts noted in Year 1 that the state’s accountability system has affected services for ELs, specifically mentioning standards-based curricula, accountability, and high-stakes testing. For example, administrators from several case study districts noted that the state’s accountability system was having a negative impact on their bilingual programs. 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 to ensure that EL students could perform (in English) on the SAT-9.

Despite the increased pressure to include all students in SAT-9 testing, Shelly Spiegel-Coleman of the Public School Accountability Act Advisory Committee noted during a stakeholder interview that because ELs are not included in the Academic Performance Index (API) as a numerically significant sub-group, “they are invisible within the state accountability system.” She added, “In no way have we been able to have this accountability system accurately reflect the growth of English language learners and appropriately reflect the way schools are ranked.”

Administrators in all case study districts mentioned substantial pressure to perform on the SAT-9 and to raise their API scores. This pressure may have some unintended negative consequences as well. Several districts expressed concerns about the fiscal penalties associated with ELs receiving waivers from the SAT-9 test, even when they do not speak English. Regarding the 15 percent limit on exemptions from SAT-9 testing set by the state, the EL coordinator in one district that exceeded this limit said, “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.”

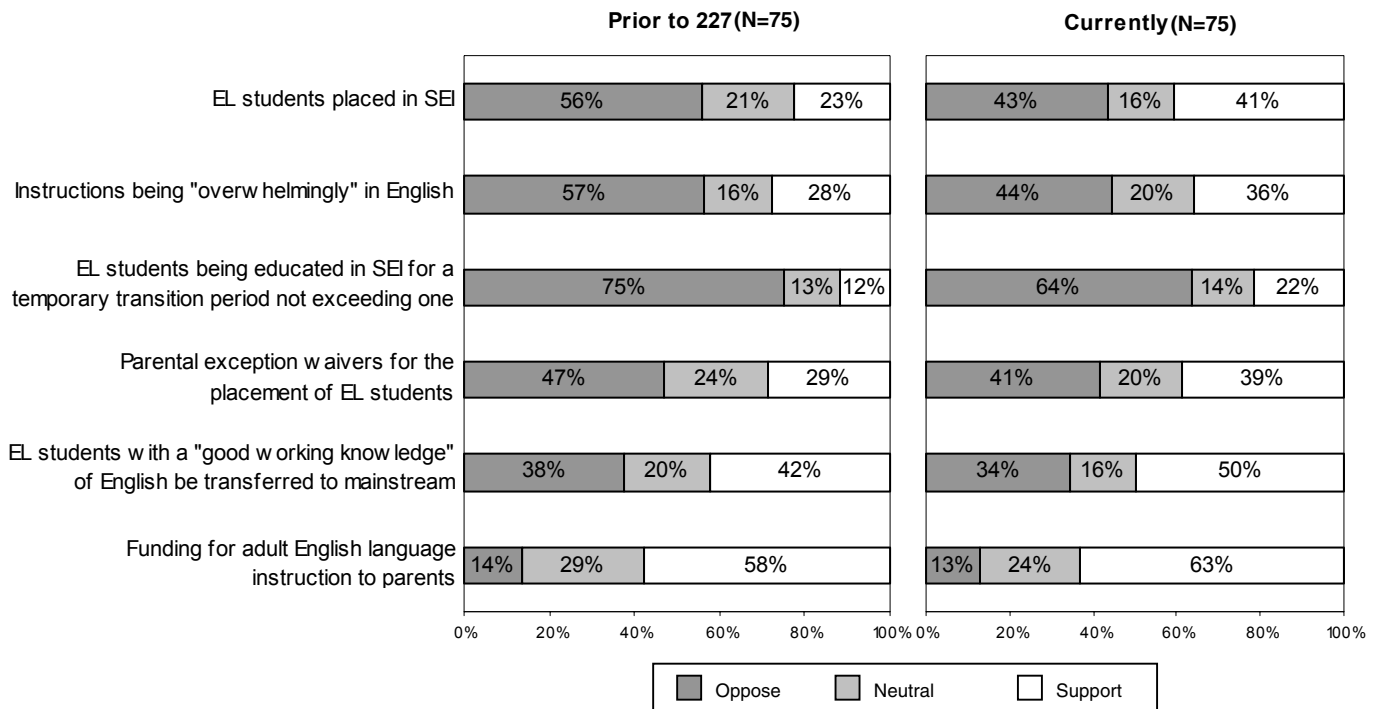
Fiscal penalties may discourage the provision of appropriate testing exemptions. As the superintendent in the district mentioned above said, “How can you walk away from \$200,000 per year per school to improve reading, when we know we are low-achieving?” Survey results suggest that these fiscal disincentives influence teachers as well. Half (50%) of all surveyed teachers reported that their school administration actually *discourages* them from advising parents on the SAT-9 waiver option.

There is some evidence to suggest that such fiscal disincentives may also influence decisions about redesignating students as fluent English proficient (FEP). Although 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 FEP, respondents from case study districts reported in Year 1 that local and state fiscal policies are sometimes at odds with these goals. For example, 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, case study districts expressed concerns that this may also create a fiscal disincentive to redesignate.

In addition to the potential for schools to lose money upon redesignating more students, some teachers of EL students may also lose supplemental pay when EL students in their classrooms are redesignated. More than a quarter (27%) of all districts surveyed report that teachers in their district receive an annual stipend for holding a CLAD or BCLAD credential and instructing EL students. Receipt of these stipends is frequently contingent upon teaching a minimum number of EL students. Therefore, as EL students are redesignated, CLAD and BCLAD teachers not teaching a sufficient number of EL students would therefore become ineligible for these stipends. While most case study 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.

Political reactions to the legislation. Another important contextual factor to consider when examining the implementation of Proposition 227 is the reaction of districts and schools to the legislation itself. For example, strong district or community support for Proposition 227 may facilitate its implementation. To understand the positions held by district and school administrators, survey respondents were asked to report on their support for or opposition to each of the key provisions under Proposition 227, both currently and prior to the passage of the law. Results appear in Exhibits IV-2 and IV-3.

Exhibit IV-2: Percentage of Districts Supporting or Opposed to the Provisions of Proposition 227 Prior to its Passage in June of 1998 and Currently

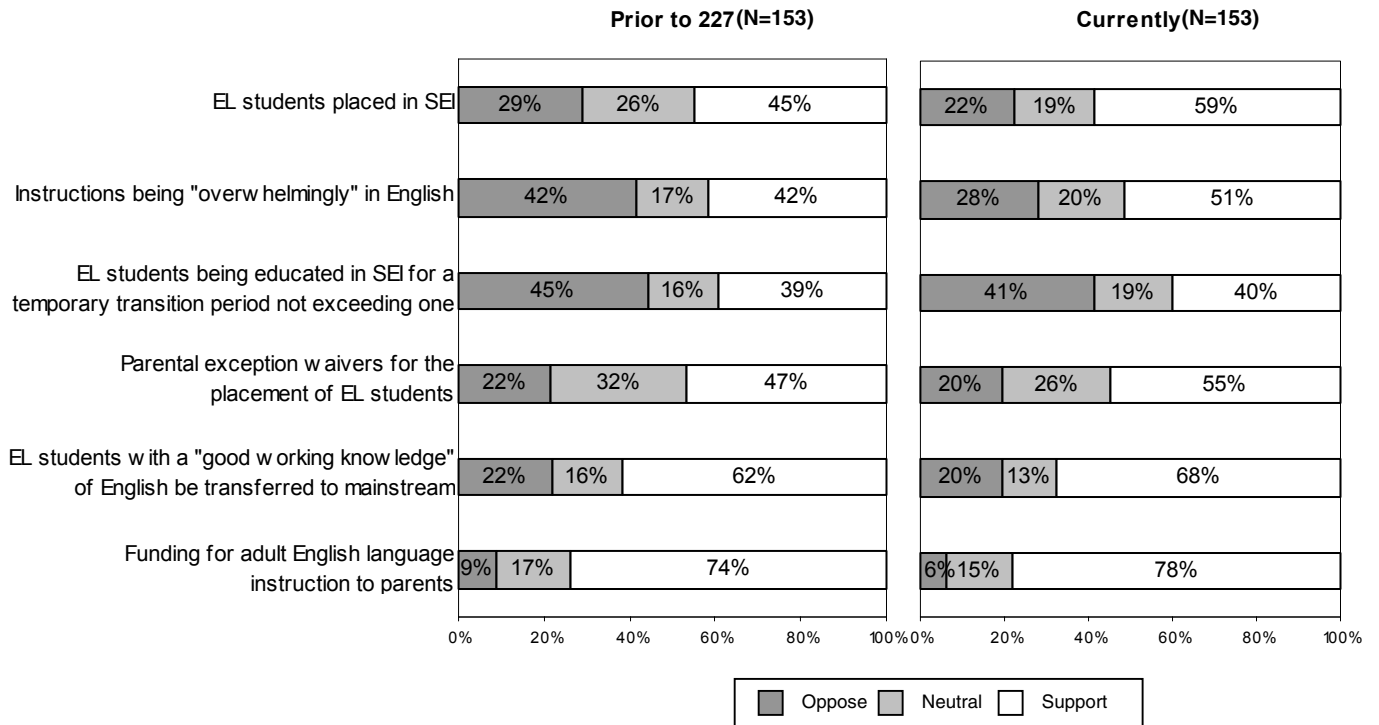


On the whole, surveyed district administrators show moderate opposition to Proposition 227, both prior to its passage and currently, especially with regard to the requirement that students transition from SEI to mainstream settings after one year. On average, though, districts have increased their support on each provision of Proposition 227 over the four years since the law was passed. In particular, while only 23 percent of districts

supported the requirement that EL students be placed in structured English immersion prior to the passage of Proposition 227, 41 percent reportedly support this requirement now. Though, as mentioned above, there is less support for the requirement that students' placement in SEI be limited to a temporary transition period not normally to exceed one year, the number of districts supporting this provision increased by 10 percent (from 12% to 22%) since Proposition 227 passed. More districts also currently support the required use of parental exception waivers for the placement of EL students in alternative instructional programs (39% compared to 29% before Proposition 227 passed).

School administrators (see Exhibit IV-3) who responded to our survey show a similar pattern of support for the provisions of Proposition 227, with increased support reported for many of the law's provisions since its enactment. Like the district respondents, support for placing students in structured English immersion (SEI) classes increased between the passage of Proposition 227 and the 2001-02 school year (from 45% to 59%). Unlike the district survey respondents, though, the level of support for limiting instruction in SEI to a temporary transition period did not change over time. On every component of the law, school respondents report higher levels of support (both before and currently) than district respondents. This difference may, in part, be related to the experiences of the survey respondents. District respondents tended to be district EL coordinators, who have a significant commitment to specific instructional programs for ELs, while school respondents tended to be principals, who may have a broader perspective.

Exhibit IV-3: Percentage of Schools Supporting or Opposed to the Provisions of Proposition 227 Prior to its Passage in June of 1998 and Currently



In summary, the implementation and impact of Proposition 227 must be evaluated within a larger context. In addition to Proposition 227 itself, other educational programs

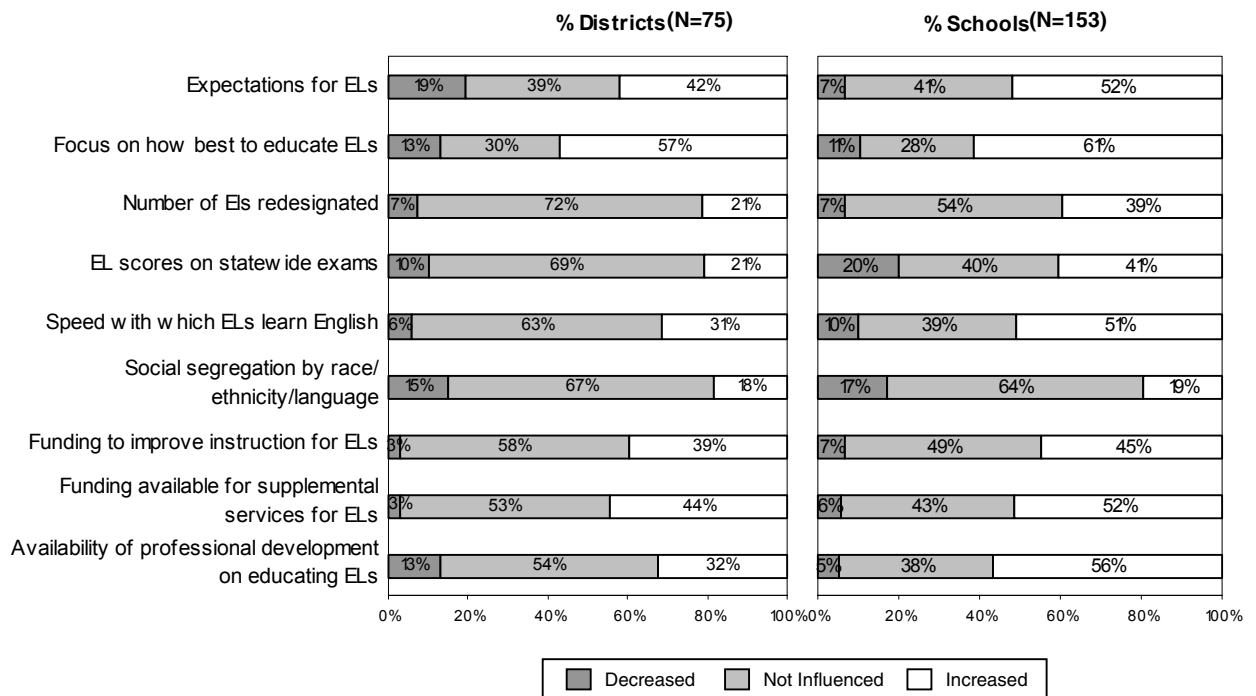
and reforms such as class size reduction and the introduction ELD standards have affected the education of EL students in the state. California’s testing and accountability system has also affected services for ELs and has exerted complex pressures on educators, which affect implementation of 227. Implementation may be further affected by the attitudes of district and school administrators toward the various provisions of the law.

Perceived Impact of Proposition 227 Implementation

When asked how Proposition 227 has influenced a range of issues related to the education of EL students, districts overall reported neutral to positive effects (Exhibit IV-4). The majority of district administrators indicated that many potential areas of impact have not been influenced by the implementation of the legislation. Schools reported slightly more positive than neutral effects on the education of EL students than did districts.

These findings reinforce emerging themes from the case studies conducted in Year 1, in which many educators said that they have not necessarily modified their instructional strategies due to Proposition 227, but had changed to respond to the needs created by new curricular standards and promotion requirements. They suggested that the main impact of Proposition 227 concerns the language they are legally allowed to use during instruction and the timelines specified by the law.

Exhibit IV-4: Percentage of Districts and Schools Reporting a Positive or Negative Influence of Proposition 227 on a Variety of Factors



Districts and schools reported somewhat mixed perceptions on the availability of increased funding since Proposition 227. Thirty-nine percent of districts and 45 percent of schools believe that the availability of funds to improve classroom instruction for EL students

has increased. Slightly more districts (44%) and schools (52%) believe that funds available to provide supplemental services for EL students have increased.

These mixed perceptions are perhaps attributed to the varied programmatic, political, and demographic contexts of the districts that have implemented Proposition 227. For instance, Year 1 case studies indicated that in districts that lacked extensive bilingual programs prior to the initiative, the new requirements were not perceived as 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.”

More than half of all surveyed districts (57%) and schools (61%) report that as a result of Proposition 227, there has been an increase in the focus on how best to educate EL students (see Exhibit IV-4). Stakeholder interview respondents further described this increased focus. Ken Noonan, Superintendent of Oceanside Unified School District, noted that five years ago there was little program consistency among schools. He sees Proposition 227 as a catalyst that helped his district develop a specific vision for educating EL students. Similarly, Superintendent Roberto Moreno of Calexico Unified School District noted that the Proposition gave his district the impetus to adopt an outcome-based approach to evaluating its EL program and to ask, “How are we deviating from the program we say we want to provide?” James Crawford, an independent writer and lecturer on language policy, was careful to note, however, that renewed focus and attention do not necessarily translate into more effective programs.

Implementation of Proposition 227 and Related Legislation

Implementation Barriers

Through this evaluation study, a number of barriers to the implementation of the Proposition have been identified. This section specifically addresses three barriers: 1) the short timeline and insufficient guidance for implementing regulations in the law, 2) confusion over what the law requires and allows, and 3) the lack of clear operational definitions for the various instructional approaches to the education of EL students.

Short timeline and insufficient guidance for implementing regulations in the law. Proposition 227 was passed in June 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 had only a few weeks to create new programs, hire qualified teachers, notify parents, and complete other tasks associated with the Proposition. In our case study visits, districts mentioned that the short implementation timeline mandated by the Proposition was the cause for much strain, and that it exacerbated confusion and fear about the legal ramifications of non-compliance with the law, particularly during the initial implementation period. 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 atmosphere seemed to especially affect those districts

that historically had a strong commitment to providing bilingual education. One district administrator said it was “very challenging” to make decisions while dealing with “threats of lawsuits.” Another school district was sued by a group of parents because they felt the law was being implemented “too quickly.” These factors resulted in enormous pressure on schools and districts to change (in many cases, dramatically) their established policies and practices related to educating EL students.

In addition, during the site visits, administrators and teachers frequently cited inadequate guidance from the state regarding implementation of the law as a major stumbling block. 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 administrators to highlight the changes and clarify what is new and what needs to be done.” An English Language Advisory Committee (ELAC) member in another 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.”

In an effort to clarify the mandates of Proposition 227, the CDE provided guidance through state regulations (Title 5, Division 1, Chapter 11) and convened a taskforce to develop 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.

Stakeholders interviewed this year echoed the concerns heard during the site visits. Several respondents felt that the state’s flexibility has resulted in confusion. One suggested that while every district should not have to implement the law in the same way, the state should strongly encourage every district to design programs according to common core goals—assigning the highest priority to the acquisition of English and academic subjects. Several stakeholders also felt that the CDE is not enforcing the law stringently enough. Ken Noonan, the Superintendent of Oceanside Unified School District, pointed out that, while some flexibility is appreciated, if it is accompanied by a lack of attention to compliance with the law, the result is confusion. At least one respondent argued that the problem is even deeper—Ron Unz, the co-author of the Proposition 227 initiative, suggested that CDE issued incorrect guidelines. He conveyed the possibility that he would initiate new legal action if the CDE does not rectify this situation, and stated that he hoped legal action could be avoided.

In addition to a lack of clarity from the state, insufficient guidance within districts was mentioned in seven of the eight case study districts visited during Year 1 of the study. 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 provided 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 district also commented on the

lack of support provided by the district. After Proposition 227, the teachers were required to turn in their Spanish-language textbooks. After spending many years preparing to be bilingual teachers, one teacher 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 align the old instructional approaches with the new. A similar concern was raised by stakeholder interview respondent Charles Glenn, a Boston University professor who testified as a defendants’ authority in litigation to delay the implementation of the Proposition. He contended that prior school policy has largely driven the implementation of the Proposition, stating that when it is taken into account that the law is being implemented by many administrators and teachers who have tended to support bilingual education all along, “it is a lot to expect that they would do things differently.” The absence of clear guidance at the district level appears to have exacerbated this inherent barrier to change. A board of education member of one large district interviewed during a site visit 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.”

Across the state, the initial confusion may have diminished over the four years since the passage of the Proposition. Three-quarters of all district (76%) and school (75%) administrators surveyed this year report that the guidance currently available regarding the implementation of Proposition 227 is sufficient. Other data collected indicate that the effects of this early period of confusion during the first transition year (1998-1999) have not yet been resolved and have had a lasting impact. For instance, one quarter of all surveyed districts and schools report that the available guidance is somewhat, if not completely, inadequate.

Moreover, when asked about whether additional guidance is needed on specific regulations of Proposition 227, district and school survey respondents reported a need for clarification on a wide range of issues. As shown in Exhibit IV-5, determination of what constitutes “reasonable fluency” in English is the most commonly cited area in which districts and schools feel guidance is needed; 56 percent of districts and 58 percent of schools report needing additional guidance on this provision of Proposition 227. Approximately half of surveyed districts (51%) and schools (48%) report needing additional guidance on instructional arrangements allowable under the Proposition. In addition, 44 percent of surveyed districts report needing additional guidance on the use of students’ primary language in curricular materials and instruction.

Exhibit IV-5: Percentage of Districts and Schools Reporting that Additional Guidance is Most Needed in Various Areas

	Percent of Districts (N=75)	Percent of Schools (N=153)
Determination of "reasonable fluency"	56.2%	56.0%
Instructional arrangements allowable under Prop. 227	50.7%	48.0%
How to advise parents about the educational options available to their children	46.6%	32.2%
Use of students' primary language in curricular materials and instruction	43.8%	33.6%
Instructional arrangements required under Prop. 227	39.7%	35.3%
Requirements for offering and granting parental exception waivers requesting alternative instructional programs	38.4%	28.0%

Confusion over what the law requires and allows. Districts and schools across the state have struggled to interpret many provisions of Proposition 227. The law specifies that all children in California public schools must be taught in English unless their parents request a waiver. In the absence of waivers, the law requires EL 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” (SEI) program. Under this model, “nearly all” classroom instruction is in English, but with the curriculum and presentation designed for ELs. Once ELs achieve 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 in the law as a language acquisition process for students in which much or all instruction, textbooks, and teaching materials are in the child’s native language.

As described, determining how to put the language of the law into practice has been a challenge. In particular, confusion over what Proposition 227 regulations require and allow in terms of the amount of primary language instruction and ELD was one of the most commonly voiced themes that emerged from our Year 1 case studies—all eight districts noted confusion in this regard. Although this uncertainty varied in degree by district, as described earlier, it generally resulted in an enormous amount of fear among district and school staff. 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.” One stakeholder interviewee summed up this concern by stating, “It says what you can’t do, but it doesn’t say what you can do or should do.” No matter what their orientation on the most effective approach to educating EL students, almost all of the stakeholders interviewed this year shared a similar perspective on one thing—a lack of clear guidance as to what educators may do has resulted in uneven implementation, with districts and schools implementing the law’s provisions in different ways.

As noted previously, data from the case studies indicates that the fear of litigation appears to have further aggravated the confusion and, in some instances, has led to extreme

reactions on the part of school and district administrators. 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.”

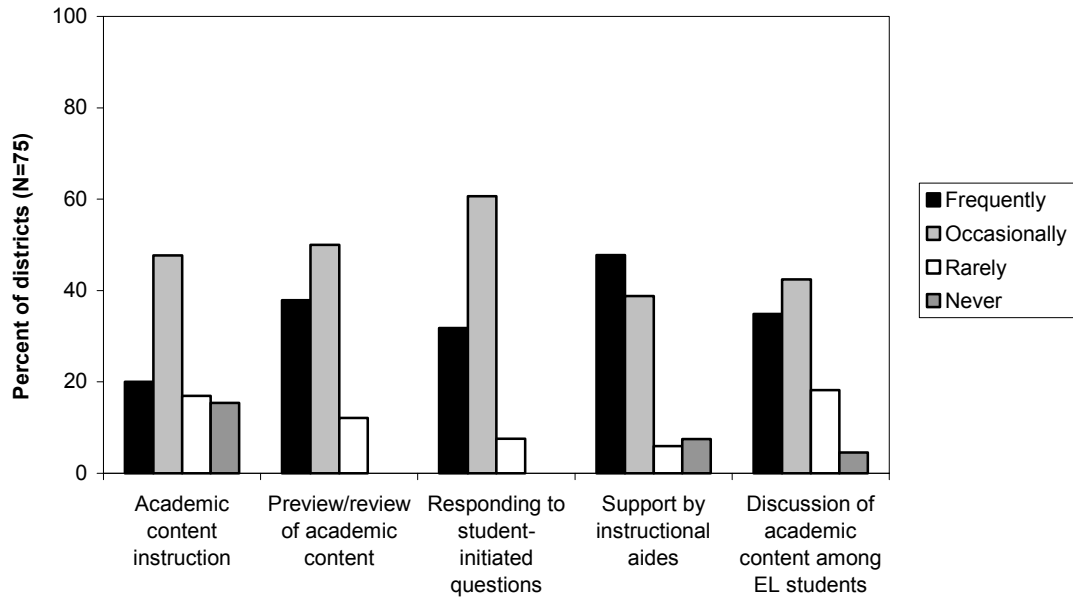
As shown in Exhibit IV-6, only about half of all districts (51%) and schools (48%) surveyed specify the percentage of instruction that constitutes “overwhelmingly in English.” Of the districts that do define “overwhelmingly in English,” less than one-quarter (24%) use a stringent definition requiring that no less than 90 percent of instruction be provided in English. Schools are more likely to require that 90 percent or more instruction be provided in English; two-thirds of surveyed schools (35%) use this standard.

Exhibit IV-6: District Policies on What Percentage of Instruction Constitutes “Overwhelmingly in English”

	Percent of Districts (N=75)	Percent of Schools (N=153)
Percent reporting that the district specifies the percentage of instruction constituting "overwhelmingly in English"	50.7%	48.0%
For the districts (N=38) and schools (N=73) that specify, percent reporting that the district defines "overwhelmingly in English" as at least 90% of instruction	23.7%	34.7%

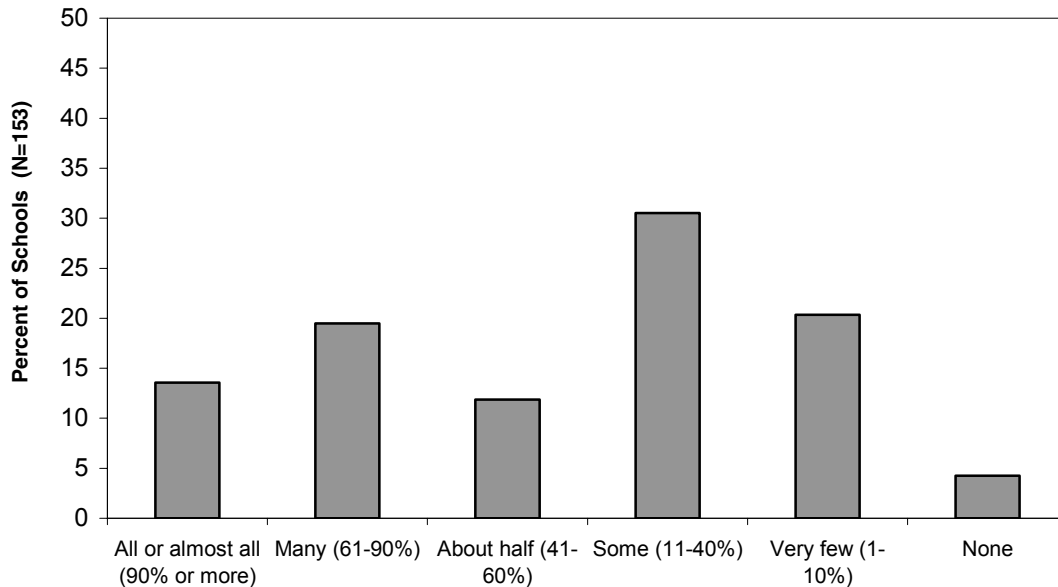
Nearly two-thirds (64%) of all districts surveyed indicate that they have a written policy describing the purposes for which primary language may be used in structured English immersion (SEI) settings. As shown in Exhibit IV-7, most districts allow the use of primary language on an occasional or even frequent basis, at least under certain conditions, in SEI settings. Proposition 227 defines SEI as a model with a curriculum and presentation designed for ELs in which “nearly all” classroom instruction is in English, but the circumstances under which surveyed districts allow use of primary language in these settings vary widely. For example, Exhibit IV-7 suggests that more than two-thirds of all districts surveyed allow frequent or occasional use of primary language for academic content instruction (68%) and for preview or review of academic content (88%) as well. Sixty-one percent of districts report that occasional use of primary language by the teacher in response to student-initiated questions is also allowed. In addition, 48 percent of districts report that frequent use of primary language by instructional aides is acceptable. The regularity with which primary language use is reportedly acceptable in SEI settings seems to blur the distinction between these settings and bilingual settings. These findings suggest that there is almost no program model consistency across the state.

Exhibit IV-7: District Policies Regarding Use of Primary Language in Structured English Immersion Settings for Various Purposes



Districts and schools have also struggled with the Proposition’s requirement that young ELs should be placed in SEI for a temporary transition period “not normally intended to exceed one year.” Many respondents interviewed during site visits identified this language as vague and suggested that transitioning students after one year is an unrealistic expectation. They expressed concern about the timeline established by the law for newcomers’ acquisition of English, some noting that academic English proficiency is acquired over a period of five to seven years. Frequently, instructional aides and teachers from the case study sites conveyed that transferring ELs to mainstream classrooms in one year does not allow sufficient time to develop adequate language proficiency to succeed in school. In practice, it is clear from the survey responses from school administrators that most students are not being transitioned from SEI to mainstream settings after one school year. As Exhibit IV-8 indicates, only 14 percent of schools report that all or almost all of their EL students make this transition after one year. A third of all schools surveyed (31%) report that only “some” (approximately 11% to 40%) of their EL students transition from SEI to mainstream after one year. Averaging across all schools surveyed, approximately 43 percent of EL students transition between these two settings after one school year.

Exhibit IV-8: Percentage of Schools Reporting the Number of EL Students Making the Transition from SEI to an English Language Mainstream Setting After One School Year



Lack of clear operational definitions. The mandates of Proposition 227 have obvious implications for classroom practice; however, according to case study interviewees, the language used to describe instructional settings is vague. For this reason, a number of them said that it was difficult to operationally define the new instructional models. During site visits it was often reported that program definitions were unclear, even for educators within the same district. For example, 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.”

The labels for instructional settings in which EL students are placed are indicative of how unclear policies may affect implementation. Our teacher survey used different instructional setting categories than those in the Language Census to better reflect the diversity of arrangements we found in our Year 1 site visits. This prevents us from directly comparing the percentage distribution of surveyed teachers in different types of classrooms shown above in Exhibit IV-9 with the statewide assignment of EL students to instructional settings for 2000-01. However, comparing Exhibit IV-9 below with Exhibit I-7 in Chapter 1 shows a rough correspondence between instructional settings for the sample and the general population. As Exhibit IV-9 indicates, more than half of the surveyed teachers describe their classroom settings as “English language mainstream” or “SEI/SDAIE.” Notably, however, 19 percent of the teachers described their classroom as a “mixed setting,” where ELs receive SEI within an English language mainstream classroom that includes EOs. The fact that a

significant minority of those surveyed describes their classrooms in this way corroborates the finding that the labels assigned to various instructional settings may denote very different practices.

Exhibit IV-9: Percentage of Teachers in Various Instructional Settings

	Percent of Teachers (N=461)
Regular (English language mainstream) classroom	27.0%
Structured English immersion (SEI) classroom+SDAIE	22.8%
Mixed setting (i.e., combined SEI and English language mainstream) classroom	19.1%
Alternative program (i.e., bilingual) classroom+Dual immersion classroom	12.9%
ELD/ESL classroom	14.9%
Other	3.3%

Several stakeholder interviewees echoed this concern, particularly in regard to structured English immersion settings. Patricia Gándara suggested that the Proposition contains a “notion about structured English immersion classrooms,” but does not define what is supposed to happen in these classrooms and “what percent, if any,” is supposed to be content instruction versus language instruction.” Christine Rossell also contended that the ambiguity regarding English immersion instructional practices has resulted in such varying interpretation that making categorical comparisons of instructional settings is difficult.

Parental Exception Waivers

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 Education Code, Section 311 {c}, “parental exception waivers shall be granted unless the school principal and educational staff have determined that an alternative program offered at the school would not be better suited to the overall educational development of the pupil.” This dynamic between parental rights and educator judgment has created a range of issues and responses in districts across the state. In an effort to respond to this ambiguity, the State Board of Education recently made revisions to regulations which guide implementation of Proposition 227 intended to clarify the rights of parents of ELs to seek waivers.

Availability of waivers. Parent access to waivers varies from district to district. And, as Shelly Spiegel-Coleman of the Public School Accountability Act Advisory Committee explained during a stakeholder interview, waivers tend to be available in districts that already

have bilingual education programs and the administrative and structural support necessary to carry out an effective program. In nearly all of the districts we visited during Year 1, at least some of the parents we met were unaware of their waiver rights under Proposition 227. However, all but two surveyed districts (97%) reported that they have at least developed a parental exception waiver form to inform parents of the instructional program alternatives available for EL students (see Exhibit IV-10). Most school administrators surveyed also reported that they have a waiver form that was developed either by the school or district (91%), though this leaves nearly 10 percent of schools without access to waivers, or at least knowledge of a district-developed waiver that might already exist.

Exhibit IV-10: Percentage of Districts and Schools Reporting the Use and Distribution of Waivers to Parents

	Percent of Districts (N=75)	Percent of Schools (N=153)
Percent with district- or school-developed waivers	97.3%	90.7%
Percent with translated waivers (of the districts with waivers)	98.6%	97.1%
Of the districts (N=73) and schools (N=139) with waivers:		
Percent that distribute to all parents of EL students	33.3%	45.2%
Percent that distribute only to parents who request it	44.0%	45.9%
Percent that distribute only once upon enrollment	-	36.2%
Percent that distribute annually or more often	-	63.8%

Translation of the waiver form into a language that the parent will understand is obviously a critical factor for making information about instructional alternatives accessible to the parents of EL students. As shown in Exhibit IV-10, nearly all districts and schools that have waivers have translated their waiver forms into at least one language (99% of districts and 97% of schools), and a few districts have translated their waivers into as many as four languages. Only 14 percent of districts and 24 percent of schools report translating the waiver into three or more languages. Given the language diversity throughout this state, this may mean that there are parents who are unable to read the waiver forms for their child’s district. The experience of one EL coordinator interviewed during our case study site visits in Year 1 resonates with this finding. In her district, she explained, “The waivers only go to Spanish speakers. It is not translated into other languages.” As a result, for many parents in this district, the waiver forms were completely inaccessible.

Of course, *careful* translation is critical to convey the information accurately. Inappropriately translating the concept of a program waiver was noted as a problem in several case study sites visited during Year 1. 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.

Strategies for disseminating information about waivers also vary, and using appropriate methods to do this is a concern in a number of districts. As noted earlier in Exhibit IV-5, nearly half (47%) of all districts surveyed report that more guidance on how to

advise parents about the educational options available to their children is needed. One third (32%) of surveyed schools also reported needing guidance in this area.

While more than a third (33%) of all districts and 45 percent of all schools surveyed report that all parents of EL students receive a copy of the parental exception waiver form, 44 percent of districts and 46 percent of schools provide waivers only to parents who request them. This means that in more than half of districts and schools, parents do not receive information about instructional alternatives for their children unless they know enough about their options to request a waiver form.

Since the needs of students and the concerns of parents may change over time, the frequency with which waivers are distributed to parents is also important. Surveys from school administrators indicate that two-thirds of schools (64%) that use waivers distribute them to parents annually or more often. Nevertheless, a third restrict their distribution to the time of enrollment only.

During our case study site visits, we found that while some districts minimally complied 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 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.”

Survey responses indicate that communicating effectively to parents is a significant challenge. Only half of surveyed districts (49%) and schools (53%) believe that most parents of EL students in their district or school understand the parental exception waiver option. Thirty-nine percent of districts and 32 percent of schools are much less confident in the clarity of their waivers; they report that they believe most parents do not, in fact, have a sufficient understanding of the waiver option to enable them to make an informed decision.

To ensure that the information in the waivers is clear to parents, many of our case study districts highlighted the importance of involvement on the part of teachers or the principal. “Parents look to the school for guidance in this area,” said one superintendent. Survey results suggest that face-to-face contact is important to many districts. Two-thirds (69%) of all schools surveyed hold group question-and-answer sessions for parents. Half (52%) rely on teachers or school EL coordinators to hold one-on-one meetings with parents.

However, we also heard concerns from teachers about the degree to which they feel comfortable discussing instructional alternatives with parents. For example, less than half (47%) of surveyed teachers reported that they feel adequately informed to discuss the waiver option with parents, suggesting that, like for districts and schools, more guidance on the topic of waivers would also be helpful for teachers.

Of greater concern is the number of teachers who feel pressure *not* to discuss waiver options. Approximately one-third (32%) of surveyed teachers feel that their school administration actually *discourages* them from advising parents on the waiver option for

alternative instructional programs. This pressure, whether overt or implied, has the potential to severely limit parents' access to information about instructional program options for their children. Eugene Garcia, Professor of Education at U.C. Berkeley and a stakeholder interviewed this year, reiterated that the efficacy of waivers depends on the energy that districts, principals, and teachers devote to *informing* families of their rights. The opportunity for waivers is there, he explained, but the exercise of this right depends largely on local efforts to make the waiver known.

Granting Waivers. Under what circumstances waiver requests should be granted has also been a source of confusion across districts. As noted earlier in Exhibit IV-5, 38 percent of surveyed districts and 28 percent of surveyed schools report needing additional guidance on the requirements for offering and granting parental exception waivers. Most districts report having a policy governing when the district or a school is required to provide an alternative instructional program in response to parental exception waiver requests. Sixty-four percent of districts report that they follow a written waiver policy; 13 percent report that although the district has a waiver policy, there is no formal document describing the policy. Nearly a quarter (24%) of surveyed districts report not having an explicit policy on waivers at all. Lack of an explicit policy may contribute to the rather uneven use of waivers observed during the case study site visits.

It appears that for many schools granting waiver requests is not an issue. Just over half (53%) of all schools surveyed report that no waiver requests were ever received from parents for the 2001-02 school year (see Exhibit IV-11). It is clear from responses to the survey, though, that schools do not readily track the receipt and granting of waiver requests. Just under one fifth (18%) of all schools surveyed report that they do not know how many waiver requests were received, and 19 percent do not know how many were granted. This was also observed during case study site visits in Year 1 and may suggest a lack of interest in providing an alternative (i.e., bilingual) option. In one school visited, the principal reported that six waivers were filed, though the school did not respond to them in any way. It was later revealed that the school, in fact, received 30 waivers. Regarding their policy on providing waivers to parents, the principal explained, "There is a fine line between providing information and soliciting, so we do not go there."

Exhibit IV-11: Percentage of Schools Receiving and Granting Waiver Requests

	Percent of Schools (N=145)
Number of waiver requests received	
0 waiver requests received	53.1%
1 or more waiver requests received	29.0%
Don't know how many waiver requests received	21.4%
Number of waiver requests granted	
0 waiver requests granted	55.9%
1 or more waiver requests granted	24.9%
Don't know how many waiver requests granted	19.3%
Number of waivers granted of those receiving 1 or more requests (N=42)	
Received waivers but did not grant any	14.3%
Received waivers and granted 1 or more	78.6%
Received waivers but don't know how many granted	7.1%

Less than one third (29%) of surveyed schools report receiving one or more waiver requests. Of these schools, nearly eight in ten (79%) report that they granted at least one of those waivers. Only 14 percent of the schools that received waivers denied all requests from parents to have their student placed in an alternative instructional program.

Ron Unz argues that the most successful districts, or those in which test scores have risen since the implementation of Proposition 227, have turned down the most waiver requests from parents. In a stakeholder interview conducted this year, Unz contended that the waiver process should be driven by administrators rather than parents; it was not his intent that the initiative would advocate parental choice. He pointed out that the intent of the initiative was to allow parents to exercise the waiver option under limited circumstances and only if evidence exists that the alternative instructional approach is beneficial. He maintains that a number of districts have extended the waiver process beyond its legitimate confines and have, as a result, violated the spirit, if not the letter, of the law.

Logistical constraints. Legal interpretations aside, there are a number of logistical factors that may limit schools' ability to grant waiver requests. More than half (55%) of surveyed schools cite the small number of students requesting a waiver as a limiting factor (Exhibit IV-12). If schools do not have enough students within one grade level, offering an alternative program may, in fact, be very difficult logistically. Class size reduction can make providing alternative programs to students in the primary grades difficult as well, since class sizes must be limited to 20 students and the number of waivers received may exceed this number. In a Year 1 case study interview, one 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."

Exhibit IV-12: Percentage of Schools Reporting that Various Logistical Factors Constrain their Ability to Grant Waivers to a Moderate or Large Extent

	Percent of schools (N=153)
Insufficient numbers of students to fill a classroom	54.9%
Lack of certified bilingual teachers	33.6%
Lack of space	22.5%
Lack of curricular/instructional materials	17.6%
Lack of transportation	10.2%
School schedule (e.g., year-round tracks)	9.9%

Having sufficient resources to cover additional classrooms is another constraining factor for schools. Surveyed schools report that a lack of certified bilingual teachers (34%) and a lack of space (23%) are moderate to large constraints.

Transportation was not identified by school administrators as a factor that constrains schools' ability to grant waivers, though transportation issues did arise during case study site visits in Year 1 as challenges facing parents. One parent explained, "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."

The role of waivers and the rules governing their use have been areas of both controversy and confusion since the passage of Proposition 227. Though the vast majority of districts offer waivers, strategies for communicating with parents about instructional program options and the provision of alternative programs vary greatly across districts.

English Language Acquisition Program (ELAP)

The English Language Acquisition Program (ELAP) 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. Although ELAP is not technically part of Proposition 227, its enactment was precipitated by the passage of the Proposition and therefore is included in this section on implementation.

ELAP funds must be used to design program components that support 4th through 8th 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 could be used in a variety of ways to assist ELs in grades 4 through 8 to meet state standards. Any school district that enrolled one or more ELs in 4th through 8th grade was eligible to apply for these funds. Ways in which funds could be used to supplement the regular school program included "newcomer centers and tutorial

support, mentors, materials needed to meet the objectives of the program, or any other program services.”

In contrast to the confusion over the availability of ELAP funds expressed by case study respondents in Year 1, district survey respondents indicated a high level of familiarity with the availability of ELAP funds. The overwhelming majority of districts (92%) indicated that they had applied for ELAP funding. Among these districts, all received funding except one. Moreover, among those who did not apply, only one district was not aware that ELAP funds were available.

According to district administrators responding to the survey, ELAP funds are used to support EL programs in a variety of ways. As Exhibit IV-13 indicates, the most common uses for ELAP funds reported by district administrators are resources or materials (92%), extended-time programs (82%), and staff development (69%). Only approximately one-quarter of administrators indicated using funds for newcomer services (28 %) and the core academic instructional program (25%).

Exhibit IV-13: Percentage of Districts Reporting that ELAP Funds are Used for Various Purposes

	Percent of Districts (N=75)
Resources or materials	92.4%
Extended time program(s) (e.g., after-school, intersession, Saturday school, summer school)	81.5%
Staff development	69.2%
Language testing and assessment	58.5%
ELD academic instructional program	46.0%
Support personnel for regular classrooms	39.1%
Newcomer services	27.7%
Core academic instructional program	25.4%

In Year 1 case studies, many districts cited logistical constraints (e.g., finding available teachers, space, and transportation) as the primary challenge to implementing ELAP. As Exhibit IV-14 suggests, district administrators are now citing the inability to use the funding for grades K–3 or 9–12 as their primary constraint. A large majority of district administrators (70%) indicate that the narrow focus on grades 4–8 limits their ability to utilize the funds to a moderate or large extent. Now that the initial implementation period is over, districts are finding that they 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 4th–8th grade students. A lack of teachers is the second most frequently cited constraint, reported by 29 percent of districts. Only 15 percent of districts indicated that the logistical challenges of either the delayed receipt of funds or a lack of guidance on how funds can be used constrain their ability to use ELAP funds to at least a moderate extent.

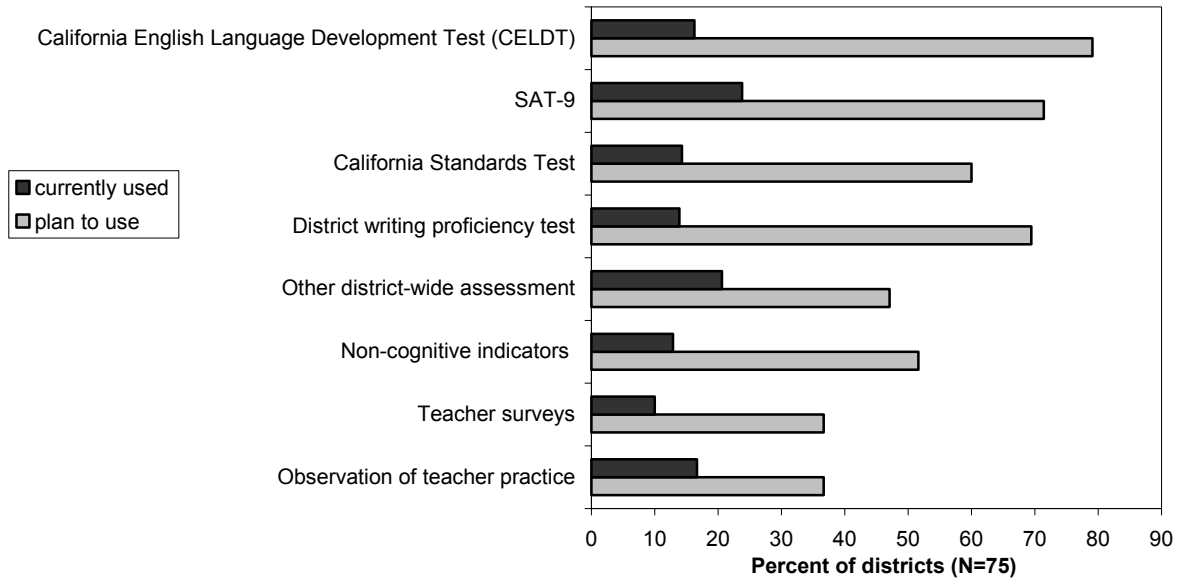
Exhibit IV-14: Percentage of Districts Reporting that Various Factors Constrain their Ability to Utilize ELAP Funds to a Moderate or Large Extent

	Percent of Districts (N=75)
Inability to use funds for grades K-3 or 9-12	69.8%
Lack of teachers	29.0%
Lack of appropriate EL instructional materials	18.0%
Lack of classroom space	16.4%
Lack of guidance on how funds can be used	15.0%
Delayed receipt of funds	14.8%

Despite the state requirement to report achievement results for ELAP students by 2003, less than two-thirds (63%) of districts indicate that they are evaluating, or plan to evaluate, the impact of ELAP funds, while 37 percent are not and do not plan to evaluate the impact of ELAP funds. The low number of districts that currently have an evaluation plan in place further supports findings from our case studies that ELAP is a difficult program to evaluate. In Year 1 case study interviews, districts explained that 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.”

The measure that districts most commonly plan to use to evaluate the impact of ELAP is the *California English Language Development Test (CELDT)*, with 79 percent of districts indicating that they plan to use it as a measurement tool (see Exhibit IV-15). Currently, the measure that is most commonly *used* to evaluate the impact of ELAP is the *Stanford Achievement Test-9 (SAT-9)*, in use by 24 percent of districts.

Exhibit IV-15: Percentage of Districts that Currently Use or Plan to Use Various Measures to Evaluate the Impact of ELAP Funds on Teaching and Learning



The large number of districts aware of and applying for ELAP funds and the large majority of districts that would like to see the funding expanded to all grade levels seem to indicate a favorable response to this funding source. However, comments by Roberto Moreno in a stakeholder interview highlight some of the challenges faced by districts in utilizing ELAP funding. As Superintendent at Calexico Unified School District, Moreno explained that his district has chosen to use the money designated for “at-risk” kids to fund supplemental services, such as extended-day programs, aimed at improving EL students’ acquisition of English. However, because the state uncaps summer school dollars for students at risk, ELAP dollars tend to duplicate other funding sources. He cited the evaluation requirement for ELAP funding—for which his district is tracking the additional hours beyond the school day for each individual student—as burdensome when other funding sources for similar interventions have no such requirement.

Community Based English Tutoring (CBET)

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.

Perceived impact of CBET. Year 1 case study site visits demonstrated to us that the CBET program is generally quite popular. 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, allowing them to speak with their children's teachers, understand the information sent home from the school, and assist with their children's homework.

CBET was also 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. 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 contended that the program creates a level of interest and assistance in school that is not usually found in non-English speaking homes.

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.

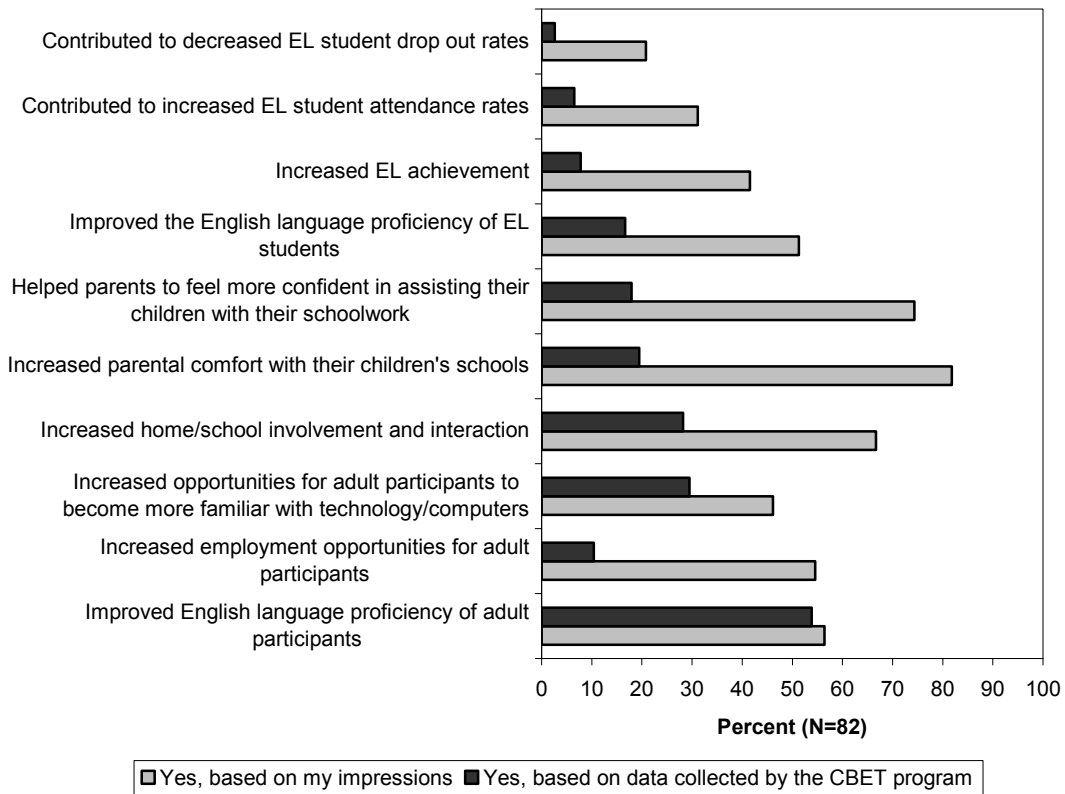
Measuring the actual impact, however, is difficult, especially with the data and tracking systems currently in place. Results from our survey of CBET coordinators reveal widespread, thorough record-keeping on the adults participating in the program, but less frequent or non-existent records on the EL students being tutored. When asked what aspects of the program their district either currently keeps or has plans to keep records on, a large majority of the CBET coordinators surveyed reported that records are kept on participant attendance, pledge cards, and hours of participation. More than half of the respondents also indicated that records are kept on the CBET participants' levels of English proficiency upon program entry and on their progress in gaining proficiency over the time they are enrolled in the program.

However, record-keeping on the EL students being tutored by CBET participants is less thorough. While 37 percent of all CBET coordinators surveyed reported that their district plans to keep records of unique student identifiers for EL students being tutored by CBET participants, only 7 percent reported that their district currently does so. As a result, few are able to report student-learning gains resulting from participation.

When asked about program impact on the survey, CBET coordinators reported many program benefits (see Exhibit IV-16). The most commonly cited benefits (based on respondents' impressions) were increased parental comfort with their children's schools, increased parental confidence in assisting their children with their schoolwork, increased

home/school involvement and interaction, increased employment opportunities for adult participants, and improved English proficiency of adult participants.

Exhibit IV-16: Percentage of CBET Coordinators Reporting Various Benefits of the CBET Program, Based on their Impressions and Based on Data Collected by the Program



However, when asked to specify benefits identified from actual data collected by the CBET program, fewer items on the survey were checked. For instance, over 50 percent of the CBET coordinators surveyed reported that, based on their impressions, the CBET program had improved the English proficiency of EL students in their district; however, only 15 percent of those surveyed reported having data to support this impression.

Challenges regarding implementation of CBET. After the case study site visits, the degree to which tutoring of EL students can or should be incorporated into CBET programs remained a question. When asked about various challenges related to the implementation of the CBET program, survey respondents felt that the two greatest challenges were related to the overall program goal of improving language skills and academic achievement for K-12 EL students. The most common barrier, cited by 90 percent of respondents, was that many CBET participants have not yet reached the level of English proficiency considered necessary to be competent tutors to EL students (Exhibit IV-17). Over two-thirds of the respondents also reported difficulties in monitoring the hours of tutoring that CBET participants are providing (71%).

The remaining challenges noted by respondents were issues that focused on the program’s implementation and administration. Challenges reported by more than half of the respondents included finding teachers for CBET classes, meeting the needs of adult participants with varying English proficiency levels, securing sufficient space, and recruiting or retaining CBET participants.

Exhibit IV-17: Percentage of CBET Coordinators Who Agree with Various Statements about Challenges for CBET Program Implementation of

	Percent of CBET Coordinators (N=82)
Many CBET participants have not yet reached a level of English proficiency considered necessary to be competent tutors to EL students	89.7%
It is difficult to monitor hours of tutoring that CBET participants are providing	71.0%
It is difficult to find CBET teachers	67.5%
It is difficult to meet the needs of adult participants with varying English proficiency levels	66.7%
There is a lack of sufficient space to fully implement CBET	65.4%
It is difficult to recruit or retain CBET participants	57.7%
It is difficult to meet the needs of adult participants with different primary languages	45.5%
It is difficult for CBET participants to find transportation to and from CBET classes	42.3%
It is difficult to find babysitters for CBET	37.2%
Restrictions on the use of funds make it difficult to implement CBET	27.3%
A lack of adequate guidance from the State prevents us from fully implementing CBET	19.5%

CBET program goals and alignment with K-12 education. CBET coordinators were asked to rank five goals in order of importance for their district’s CBET program. The highest-ranked goal was helping parents to support their children's academic achievement, which aligns well with the program’s purpose. The other goals, in ranked order, were 2) providing ESL for adults, 3) improving English language acquisition of students receiving tutoring from CBET participants, 4) increasing involvement of parents and other community members in schools, and 5) improving academic achievement of EL students receiving tutoring from CBET participants.

Alignment between CBET programs and K-12 education for EL students is varied from district to district. Sixty percent of those surveyed reported that their program activities are in fact aligned with the EL instructional program. As Exhibit IV-18 shows, of the 60 percent of CBET coordinators who reported this alignment, a large majority (87%) indicated that common themes and instructional materials are used. Many (60%) also reported that their CBET programs are aligned with ELD standards for EL students. Almost half indicated that there is ongoing communication between school EL teachers and CBET teachers (49%), or that their CBET program is coordinated at the district level to align with

EL student curriculum (44%). However, only 36 percent of the respondents indicated that CBET participants actually provide tutoring to EL students in coordination with their classroom teachers. This supports the Year 1 site visit theme that there are varying degrees of program implementation and tracking of the tutoring component.

Exhibit IV-18: Percent of CBET Coordinators Reporting that their CBET Program Activities are Aligned with the Instructional Program for EL Students in Districts in Various Ways.

	Percent of CBET Coordinators (N=82)
Common instructional themes and materials are used	86.7%
CBET program is aligned with ELD standards for EL students	60.0%
There is ongoing communication between school EL teachers and CBET teachers	48.9%
CBET participants provide tutoring to EL students in coordination with their classroom teachers	35.6%
CBET program is coordinated at the district level to align with EL student curriculum	44.4%

Desired allocation of additional funds and guidance on use of funds. When asked which CBET resources were most in need of additional funds, survey respondents most commonly identified the following five needs: teachers for CBET classes (63%), EL educational materials for CBET classes (57%), babysitting/child care services for CBET classes (51%), program administration (40%), and aides for CBET classes (33%) (see Exhibit IV-19).

During our case study site visits, we also noted a need for resources to administer the program at state and local levels. While a need for additional funding for program administration appeared in the survey responses, funding needs for other resources, such as teachers, educational materials, and babysitting/child care services, were more commonly cited.

Exhibit IV-19: Percent of CBET Coordinators Identifying Various Resources for Which Additional CBET Funds are Most Needed.

	Percent of CBET Coordinators (N=82)
Teachers for CBET classes	62.7%
EL educational materials for CBET classes	57.3%
Babysitting/child care services for CBET classes	50.7%
Program administration	40.0%
Aides for CBET classes	33.3%

Several of our case study sites expressed a need for additional guidance on allowable uses of CBET funds. However, this theme was not apparent in the survey results: a large majority (81%) of the responding CBET coordinators reported receiving adequate guidance from the state regarding how CBET funds could or could not be used.

District and School Practices

Developing and Implementing a Plan for EL Student Instruction

While most of the discussion around instructional programs for EL students focuses on the debate between bilingual versus English immersion approaches, findings presented in Chapter 3 suggest that the model is not necessarily the most important factor to consider. As discussed in Chapter 1, some research suggests that the consistency of programmatic approach may, in fact, be more important than the specific educational philosophy or model (New York City Board of Education, 2000). We heard from our case study sites in Year 1 that a lack of articulation within and across schools in each district of a clear and well-defined plan for EL students is an important concern. Without clear goals and a plan for implementing those goals, schools and districts cannot provide EL students with the direction they need to achieve their goals, regardless of the instructional model adopted by the school or district.

The majority of districts surveyed (92%) reported that they do indeed have a “clearly defined plan for providing instruction to EL students,” as did 90 percent of the school respondents. What may be more important than simply having a plan on the books, though, is adequate implementation of this plan.

Implementation and articulation of the plan. As shown in Exhibit IV-20, of the districts that report having a plan, 37 percent report that teachers in their district are implementing this plan as intended to a large extent. About half (53%) of the schools that report having a plan indicate that teachers of EL students in their school are implementing their plan to a large extent. Though only 19 percent of districts and 4 percent of schools report that teachers are either not implementing the plan at all or are only implementing the plan to a small extent, there is clearly room to increase the extent to which teachers throughout schools and districts are implementing instructional plans for EL students as they are intended to be implemented.

Exhibit IV-20: District and School Reports on the Implementation of a Clearly Defined Plan for Providing Instruction to EL Students

	Percent of Districts (N=75)	Percent of Schools (N=153)
Level of implementation of the plan		
Teachers are implementing the plan to a <i>large</i> extent	37.1%	53.3%
Teachers are implementing the plan to a <i>moderate</i> extent	44.3%	42.2%
Teachers are implementing the plan to a <i>small</i> extent or not at all	18.6%	4.4%
Articulation of the plan		
Plan is at least moderately aligned across schools in the district	82.9%	-
Plan is at least moderately coordinated with feeder/receiver schools	-	55.9%
Plan is at least moderately aligned across grade levels	-	92.7%

Inadequate articulation of EL instructional programs within and across grades in a school, and across schools within and across districts, was noted as a problem during our case study analysis in Year 1. Concerns were expressed about incomplete design and inconsistent delivery within a grade, abrupt changes in instructional approach across grade-levels, and large variation across schools implementing programs that are nominally the same within and across districts.

Survey results indicate that articulation is still a concern in some respects. For example, although most districts (83%) report that their EL instructional plan is at least moderately aligned across schools in their district, only 56 percent of schools report that the plan is coordinated with feeder and/or receiver schools in their district, suggesting some disagreement about this level of articulation. While it is true that feeder and receiver schools may cross districts, one might expect to see more similar responses on these two survey questions.

In the case study sites as well, 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.

Results from school surveys suggest that articulation across grades within schools is less problematic. Most schools surveyed (93%) believe that the plan is aligned across grade levels within their school.

School and district goals for EL students. One element of a clear instructional plan is common goals. When asked about various goals for the education of EL students, nearly all districts indicate that ensuring that all students: have equal academic opportunities, meet

academic performance standards, and become proficient in English are important (see Exhibit IV-21).

Exhibit IV-21: District Goals for the Education of EL Students and Districts’ Estimation of the Percentage of Students for Whom These Goals are Met

	% of districts reporting very or moderately important (N=75)	% of students for whom these districts believe this goal is met ²
Ensuring that all students have the same academic opportunities	97.3%	72.9%
Ensuring that all students meet academic performance standards	97.3%	50.2%
Ensuring that all students become proficient in English	96.0%	63.3%
Developing bilingualism in the primary language and English	36.5%	26.0%
Developing biliteracy in the primary language and English	43.2%	23.2%

Developing bilingualism and biliteracy in the primary language and in English are less frequently reported as important district goals for EL students. However, despite Proposition 227’s efforts to de-emphasize bilingual education, a significant minority of districts maintain bilingualism (37%) and biliteracy (43%) as goals.

Though these may be important goals, shared by districts throughout the state, the average district does not claim to be meeting any of these goals for all of their EL students. In fact, on average, districts report that 73 percent of EL students have the same academic opportunities as EO students, only half (50%) of all EL students are meeting academic performance standards, and 63 percent of EL students become proficient in English. While it is impossible to know the circumstances surrounding districts’ inability to meet their goals for all EL students, identifying the most critical goals and laying out a clear plan for meeting them is necessary to improve those numbers.

EL Tracking and Segregation

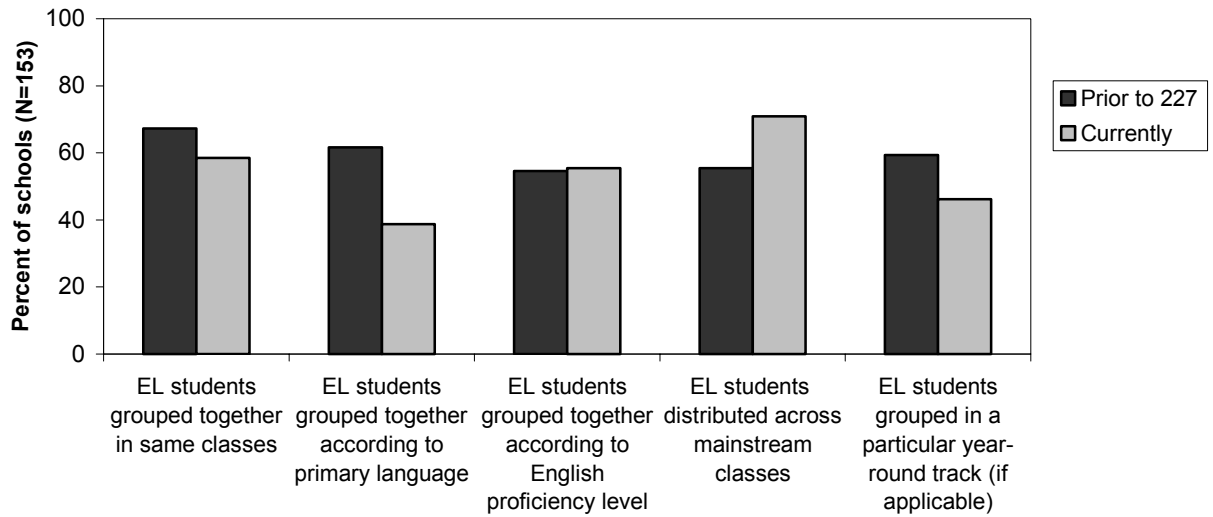
District and school staff from about half of the case study districts noted that programmatic changes brought about in response to Proposition 227 have resulted in less segregation of ELs from English fluent students. Nevertheless, while segregation may have diminished somewhat, about half of the case study districts also cited it as a continuing concern. Respondents noted that students from different language groups are often segregated both inside and outside of the classroom.

The survey results also seem to confirm this observation. As shown earlier in Exhibit IV-4, only 15 percent of districts and 17 percent of schools agree that Proposition 227 has helped to decrease the social segregation of students by racial, ethnic, or language groups. In

² These are mean percentages reported by district administrators.

addition, a slightly greater proportion (18% of districts and 19% of schools) report that they believe this form of segregation has actually increased as a result of Proposition 227. Most, however, believe that this issue has not been influenced by the Proposition.

Exhibit IV-22: Percentage of Schools that Report Using Various Grouping Strategies for EL Students to a Moderate or Large Extent Before and After the Passage of Proposition 227³



Looking at the strategies that schools employ for grouping students, as depicted in Exhibit IV-22, there appears to be a shift toward the integration of EL students and EO students. For example, whereas 62 percent of schools surveyed report that EL students were grouped together according to primary language prior to Proposition 227, only 39 percent report that they are currently grouping students in this way. In addition, 71 percent of schools report that EL students are distributed across mainstream classes, up 15 percent from the number of schools using this strategy prior to Proposition 227.

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 in Year 1. 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.

Concerns associated with the segregation and tracking of ELs into less challenging curriculum were voiced at many of the Year 1 case study districts. A mother in one district complained that her daughter was not able to take a full range of courses and was not

³ Results for the option “EL students grouped in a particular year-round track” are based on 32-39 valid responses. Other respondents selected “not applicable” and were excluded from the calculation of a valid percent.

“gaining a full education.” EL students from another district acknowledged that they felt they were tracked into the “dummy classes,” and others 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.

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. One respondent indicated that ELs are sometimes guided into early employment to the detriment of their schooling. Similarly, an ELAC member 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.

Process and Significance of Redesignation

Year 1 site visits suggested that Proposition 227 had increased the attention *all* educators and policymakers paid to English learners. The redesignation of ELs to fluent English proficient (FEP) status is considered a key success indicator, and statewide redesignation rates and their interpretation figured prominently in debates about the Proposition. Nevertheless, the impact of Proposition 227 on EL redesignation policies and rates is not yet clear.

To be redesignated as FEP, English learners typically must meet district-defined criteria in English language proficiency, as well as academic achievement in core subjects that use English. While many ELs who are redesignated may have already been in mainstream classrooms for some time, others may not. In both cases, though, once redesignated, any supplemental services and accommodations provided due to their EL status are removed.

During the site visits, one district’s EL coordinator suggested that Proposition 227 increased the amount of attention that is paid to the redesignation process. 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 emphasized that these changes in the redesignation process were *not* due to Proposition 227, but rather to increased accountability for EL progress and revised pupil promotion and retention policies. Moreover, some site visit interviewees suggested local and state fiscal policies—which allocate special EL funds based on numbers of EL students—may sometimes create disincentives to monitor whether ELs have met redesignation criteria and should be redesignated. While most interviewees said that recent political pressures to increase the number of redesignated students have largely overridden these fiscal disincentives, some noted that they can still be a factor.

To probe these issues, several survey questions were asked of school and district administrators regarding the criteria, timeframes, and limiting factors for EL students to be redesignated FEP, and how these may have changed after the implementation of Proposition 227.

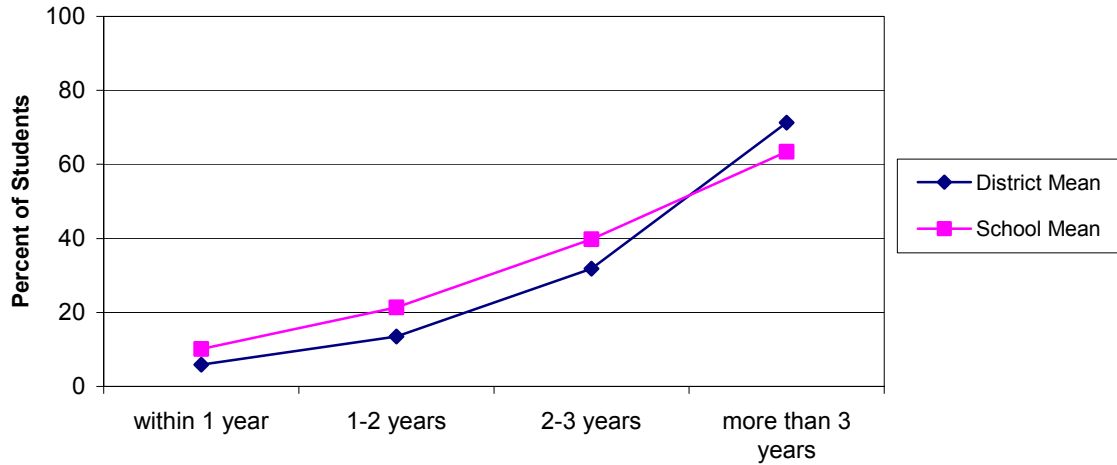
Redesignation criteria. Asked which measures are used to make decisions about redesignation, both district and school administrators most often identified the following:

standardized achievement tests in English (e.g., SAT-9), identified by 99 percent of districts and 84 percent of schools; English language proficiency tests (e.g., CELDT), with 97 and 93 percent, respectively; and teacher input (93 and 71 percent, respectively). It is interesting to note the 15 to 21 percentage-point differences between district and school respondents for the first and last criteria, which may indicate *slippage in the implementation* of district redesignation policies at the school level. Also of note is that half or fewer of district or school respondents identified the California Standards Test (CST) as a redesignation criterion (45 and 50 percent, respectively), while less than a fifth (19 percent for both) indicated that time in school or district served is a criterion. While the latter indicates that the great majority of schools and districts are redesignating based on students' linguistic and academic performance regardless of time in program, the former suggests (and site visit interviews support) that either CST is too new to be widely adopted, or that performance is currently so low among *all* students that it would inhibit redesignation of ELs to an intolerable degree.⁴

The timing of redesignation. District and school respondents were also asked how long it had taken English learners who were redesignated in 2000-2001 to be redesignated. Districts and schools reported that it takes most of their EL students who are redesignated longer than three years to meet their local criteria (see criteria above). Exhibit IV-23 shows that, of the EL students redesignated as FEP in 2000-2001, *very few* (approximately 5 to 10 percent, on average) did so within a year or less. It is not until students had been in the school or district for two to three years that significant proportions redesignate. Most notably, a *large majority* of the EL students that redesignated (approximately 60 to 70 percent, on average) needed *more than three years* to do so.

⁴ In 2001, only about 40 percent of the native-English speaking and fluent English proficient students met or exceeded the CST's English Language Arts standards.

Exhibit IV-23: School Administrator Estimates of the Length of Time it Took for Students Redesignated as Fluent English Proficient (FEP) in the 2000-2001 School Year to be Redesignated⁵

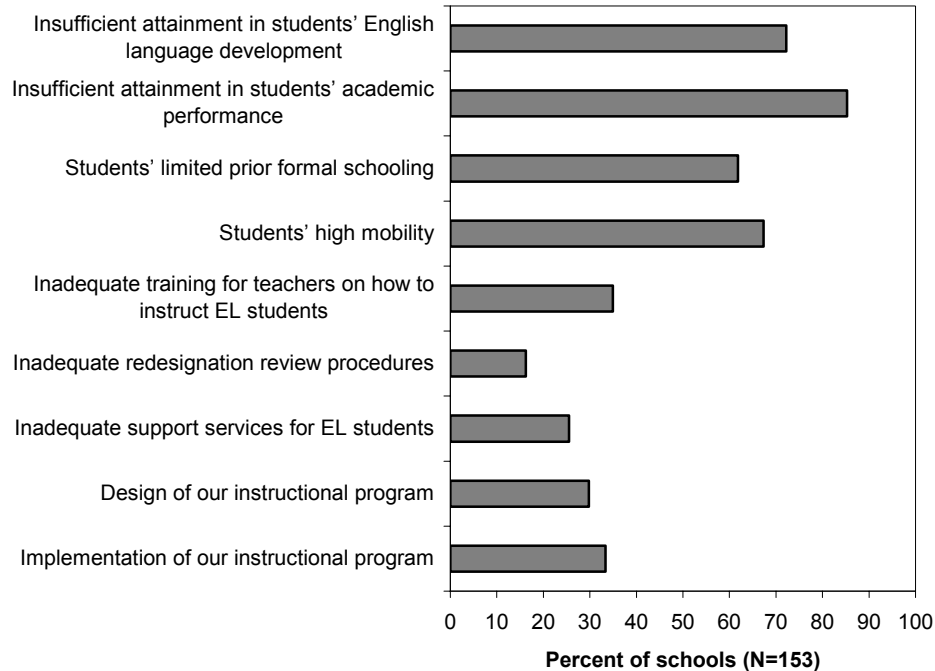


When asked how many EL students graduate (or are promoted to the next school level in the case of students in elementary and middle schools) having met their local redesignation criteria, our respondents indicated that on average just under half (49%) of their EL students did so. Only nine percent of the survey respondents indicated that all or almost all of their ELs had, while nearly 40 percent reported that only some or very few had. Given the over-sampling of elementary schools in our survey, this implies that half of the ELs in elementary school move on to middle or high school still classified as English learners.

Barriers to redesignation. When asked about the factors that limit the rate at which EL students are redesignated as FEP, respondents to the school administrator survey most commonly cited insufficient attainment in students’ academic performance (identified by 85% of schools surveyed, Exhibit IV-24). Interestingly, this surpasses the nearly three-quarters (72%) indicating that insufficient attainment in students’ English language development limits redesignation to a moderate or large extent. This critical finding suggests that it is *academic performance in core subjects*—even more than English language development—that is keeping students from being redesignated. The other significant limiting factors noted include EL students’ high mobility and limited prior schooling (67 and 62%, respectively), which likely reflect lower socio-economic status and lack of sustained educational opportunities, and could also be negatively affecting their academic performance. It is clear from these data and the student achievement analyses in the previous chapter that redesignation hinges on academic English language development *and* academic achievement, and that the coherence and quality of subject matter instruction is crucial.

⁵ Percentages do not sum to 100% since means were computed from ranges specified in the item choices presented in the school administrator survey. Also, factors which may have influenced those ELs who redesignated more quickly (e.g., students’ initial level of English proficiency, the grade level that the entered district or redesignated, degree of prior schooling) were not explored.

Exhibit IV-24: Percentage of Schools Reporting that Various Factors Limit the Rate (to a Moderate or Large Extent) at Which EL Students are Redesignated



Effect of Proposition 227 on redesignation. As shown in Exhibit IV-4 earlier in this chapter, survey respondents did not report a widespread increase in redesignation rates after Proposition 227 took effect. More than half of the schools (54%) and nearly three-quarters of the districts (72%) surveyed reported that the Proposition had *no influence* on redesignation, while 39 percent of school survey respondents and half as many district survey respondents (21%) perceived an increase in redesignation. Finally, seven percent of both schools and districts reported a decrease in the number of ELs redesignated as a result of the Proposition. Given Proposition 227’s exclusive focus on the language of instruction, and our previous finding that academic achievement is key to being redesignated, these results are not surprising. Nevertheless, the implications for how redesignation should be viewed, and how the progress of English learners should be monitored—in both ELD and academic core subjects—are significant, and are addressed in the recommendations presented in Chapter 5.

Instructional Practices

During Year 1 case studies, teachers participating in focus group sessions indicated that it was difficult to determine the extent to which Proposition 227 was influencing their instructional practices because it was enacted in the midst of a very active period of education reform. However, most of them agreed that the convergence of the reform initiatives created a greater emphasis on promoting the ability of EL students to meet grade-level standards. At the same time, teachers suggested that Proposition 227 did influence their practice by restricting their use of primary language and by enforcing strict timelines for students to gain English proficiency. The following section includes teacher survey and stakeholder

interviewee responses exploring issues related to the quality of instruction, teacher preparation, and instructional resources.

It is important to note that some of the survey items asking teachers to describe their instructional practices have what may be considered socially appropriate answers. That is, it was possible for teachers to respond in the desired direction because they recognized which responses would be considered best practice. Thus, teachers may have sometimes responded based on what they thought should be done instead of what they were actually doing. To account for this possible bias, the following discussion emphasizes relative response levels within each question, rather than absolute numerical values.

Quality and Appropriateness of Instructional Approaches

As noted in an earlier discussion on implementation, one concern expressed by the case study participants during the first year was that Proposition 227's quick implementation and the lack of adequate guidelines made it a challenge to establish effective educational programs that would fit within the boundaries of the Proposition's requirements. One set of guidelines available to teachers around the state to use in planning instruction was the ELD standards. Thus, the extent to which teachers are familiar with and using state-developed ELD standards to plan and deliver instruction to EL students is of considerable interest. Of the teachers surveyed, most (73%) indicated that they use the ELD standards to guide their day-to-day instructional practice to a moderate or large extent, and 16 percent reported that they do not use them at all. These survey responses suggest a relatively strong finding that a majority of teachers are relying on the standards to frame instruction for EL students.

Lower expectations. During the first year site visits, educators often spoke of the importance of providing students with the necessary academic and social supports to help them meet high academic standards. However, there were indications that many teachers had low expectations of their EL students, and that EL curriculum often lacked the degree of rigor necessary for long-term student success. This section explores the different strategies that teachers reported using as part of their efforts to instruct and support EL students in their classrooms.

One question on the survey asked which strategies teachers used to develop EL students' English language skills and to compare the strategies used with EL and EO students (Exhibit IV-25). Teachers frequently reported using the same textbooks and curriculum for EL and EO students. Fewer teachers, though, reported covering content in the same depth, and fewer than half indicated that they use supplementary materials to a large extent for their EL students. This suggests that, while the specifics of the Proposition may be reflected in teacher practice, the curriculum for EL students may be attenuated or diminished and may lack some of the special provisions necessary to best serve their needs.

Exhibit IV-25: Percentage of Teachers Reporting Using Various Strategies to a Large Extent

	Percent of Teachers (N=461)
Use the same textbooks for my EL and EO students	75.4%
Use the same curriculum for my EL and EO students	75.1%
Cover the same content with the same depth for my EL and EO students	65.8%
Use supplementary materials for my EL students	46.5%

These responses are more interesting when considered in juxtaposition with the responses presented in Exhibit IV-4 in the earlier discussion of the context for the implementation of Proposition 227. The responses in Exhibit IV-25 (above) disagree somewhat with the responses shown in Exhibit IV-4 (in the earlier discussion of the Proposition’s context). There it was indicated that district survey respondents were evenly split in their opinions about whether or not Proposition 227 has increased educators’ expectations for EL students: 42 percent felt that expectations had increased, but 40 percent reported that expectations for students had not been influenced. Thus while most educators reported that expectations for EL students either increased or had not changed, there is evidence that in some cases (e.g., content coverage), teachers did not have the same level of expectations for their EL students as for other students.

Regardless of any change in expectations for EL students, there is other rather strong evidence that teachers’ expectations are currently low. Nearly one-third of all surveyed teachers (32%) reported that many of their EL students are too far behind academically to catch up with their peers. Similarly, a significant minority of surveyed teachers (30%) indicated that EL students should be graded more easily since they must confront the dual challenge of learning the language in addition to the content. These findings corroborate the classroom observations from the Year 1 site visits: on multiple occasions it was noted that teachers made disparaging comments to EL students about their motivation and ability levels. As we reported last year, 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.”

Rigor of curriculum and access to it. There were several items on the survey that related to the content and rigor of the curriculum provided to EL students. In general, surveyed teachers reported using instructional practices considered effective for addressing the needs of EL students (Exhibit IV-26). For example, nearly all of the teacher survey respondents (96%) indicated that they are able to include instructional topics that are relevant to the experiences of EL students, and 85 percent reported that they provide the content in a way that makes it easier for EL students to access. Notably, however, less than half (48%) reported that they are able to cover as much material with EL students as with EO students, underlining concerns that EL curriculum is watered down and that teacher expectations for ELs are low.

Exhibit IV-26: Percentage of Teachers Agreeing with Various Statements Related to Quality and Appropriateness of Instruction

	Percent of Teachers (N=461)
I am able to include topics in instruction that are relevant to the experiences of EL students	96.0%
I use the same content with EL students, but with easier language to make it easier to understand	85.5%
Acquisition of the <i>structures and content of English language</i> is the primary goal of my ELD instruction	85.2%
Acquisition of <i>academic content</i> is the primary goal of my ELD instruction	79.6%
I am able to cover as much material with EL students as with EO students	48.3%

While a majority of surveyed teachers reported frequently using the instructional content-learning strategies outlined in Exhibit IV-27, the percentages of teachers reporting such use are not as high as one might like to see (especially when one considers the fact that there may be some bias toward socially acceptable responses operating on such items). The most commonly indicated strategy is previewing vocabulary in assigned readings (84%), followed by using a variety of activities that expose students to vocabulary multiple times in varied contexts (79%). These strategies represent ones that have commonly been identified as good practices to use with EL students—either as “sheltered” instruction or “specially-designed” strategies. The moderately high results are consistent across the strategies, so it does seem that they constitute a positive indication that teachers are familiar with and accustomed to using these strategies. It will be noted that having students write in journals about what they are learning is markedly less common than the other strategies listed. This may be because the development of writing skills is the most difficult for EL students and that teachers do not want to overly tax them as they are learning. It could also just be a reflection of the fact that it is something less commonly assigned for all students.

Exhibit IV-27: Percentage of Teachers Reporting Frequent Use of Various Strategies to Help ELs Learn the Content of the Curriculum

	Percent of teachers (N=461)
Preview vocabulary in assigned readings	84.4%
Use a variety of activities that expose EL students to new vocabulary words multiple times in varied contexts (e.g., sorting and matching exercises, word walls)	79.1%
Use visual or graphic organizers (such as word webs, compare/contrast frames) to help EL students understand the relationships among concepts	78.3%
Pair or group EL students with different levels of proficiency together for classroom activities	76.3%
Use assessments to measure EL students' comprehension	72.3%
Integrate English Language Development (ELD) instruction with instruction in other content areas	70.9%
Have EL students write in personal journals about what they are learning (e.g., vocabulary, reflections)	49.5%

While it is possible, as noted above, that these strongly affirmative answers were influenced by the bias toward socially appropriate responses, the Year 1 site visits may, in fact, confirm these findings but raise a separate concern. In the course of the site visits, teachers voiced strong concern that the current emphasis on language immersion strategies (such as those reflected in the survey results in the exhibit above) was having an impact on the amount of instructional time available for other core subjects. Particularly at the elementary level, teachers expressed worries that the EL curriculum just did not leave enough time to fit everything in, giving rise to concerns about EL students' access to a full curriculum and potential for future success.

A related and notable finding concerning access came from an item on the school survey. School administrators reported that 23 percent of EL students receive ELD instruction *in place of* English language arts content instruction. Furthermore, only 40 percent of schools indicate that *none* of their EL students received ELD instead of English language arts, leading to the conclusion that many schools have some students for whom this is, in fact, the case. This may not be a problem at primary (K-2) levels, but it may be a significant problem if it happens commonly in later grades, particular at the secondary level. The survey data, however, reflect findings from *all* administrators, including those in secondary schools and when disaggregated, the sample size for secondary school administrators is too small to be able to report with confidence. Nonetheless, the possibility that a significant number of secondary EL students receive ELD instruction instead of the mainstream English curriculum would be a concern. It should also be noted that it might also be a problem at the primary level if the content of the ELD instruction is not rigorous enough or does not compare favorably with that of the English language arts content instruction for the primary level.

Our site visit interviews also provided information that suggested that in some cases there is, indeed, a lack of rigor in the curriculum for EL students and that there are barriers that preclude their access to a curriculum that will enable them to be successful. 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. A district EL coordinator said that in some schools, “English learners get the last of the last.” He reported being “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.

Differentiation of instruction to the unique learning needs of ELs. As the section above indicates, there are very real concerns about the quality of instruction being provided to EL students. An important component of this is the degree to which teachers are able to tailor curriculum to the unique needs of EL students. Interviewees in the Year 1 case study site visits viewed primary language literacy as a strong predictor of EL success in English-language classrooms. One district EL coordinator stated that an SEI program is most effective for students at an intermediate level of fluency, but that 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.”

The site visits raised questions about the degree to which teachers differentiate instruction based on three important characteristics: prior academic study, language proficiency, and age/grade-level upon entry. Teachers and parents both told us that newly arrived immigrant students frequently have limited or poor prior schooling, and that understanding academic material in English is very challenging for them. Parents felt that without supplementary instruction in the child’s primary language, one year in SEI did not allow enough time to obtain adequate English skills. Some teachers added that they try to deliver the content in English, but that they often resort to primary language to facilitate comprehension. District personnel frequently emphasized that support in the home language of the EL must supplement English instruction for students who lack literacy skills in any language. Interviewees also raised concerns that as students progress through grade levels, the amount of supplemental resources available to ELs diminishes. A number of case study schools reported concentrating English development programs in the primary grades.

Nearly all of the teachers surveyed in Year 2 indicated that they are able to include topics in instruction that are relevant to the experiences of EL students. However, almost one-third (31%) of all teachers surveyed reported that they find it very difficult to provide a challenging curriculum due to the wide variation in language proficiency among the students in their classrooms.

Three-quarters (75%) of the teacher survey respondents also indicated that they differentiate instruction on the basis on their EL students’ levels of English proficiency to a moderate to large extent. However, almost half of the teachers participating in our survey

reported that they differentiate instruction for EL students based on their prior formal schooling only to a small extent (26%) or not at all (22%).

Teacher Preparation and Instructional Resources

The quality and appropriateness of instruction is dependent on the degree to which teachers have been adequately prepared through effective professional development and the degree to which they have access to the necessary instructional materials and support. This section examines these resources.

Teacher preparation and professional development. In Year 1 case study interviews, teachers overwhelmingly described limited professional development opportunities for programs associated with Proposition 227. Three out of eight case study districts provided some training for instructing ELs, but little or no training specific to Proposition 227. Teachers specifically cited a need for training on SDAIE strategies and methodologies and techniques for sheltered classes. 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. Others emphasized, however, that this training did not necessarily provide training in instructional practices specifically related to Proposition 227. One principal described that in his school, only 25 percent of the CLAD or BCLAD certified teachers had received training in SDAIE strategies. Similarly, one teacher said, “Most teachers already had a CLAD, though that doesn’t necessarily mean they are prepared.”

In a stakeholder interview, the co-author of the Proposition 227 initiative, Gloria Matta Tuchman, expressed similar concerns with the discrepancy in the training teachers receive through CLAD training and the instructional requirements of Proposition 227. Based on her extensive experience teaching ELs and working with other educators in this field, she feels one of the key challenges to effective implementation of Proposition 227 is what she described as “the indoctrination” that teachers receive while obtaining their CLAD certificates. She views this training as indoctrination because of what she perceives as its emphasis on primary language instruction—an approach that does not address the instructional requirements of Proposition 227.

From the Year 1 case studies, we also found that 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.

In contrast to these findings, a high proportion of teachers who responded to the teacher survey have indicated that they have received training on a wide range of relevant topics during the past two years (Exhibit IV-28). For instance, 77 percent reported that they had been trained on specific instructional strategies to help EL students advance their English proficiency during the last two years. A smaller percentage (50%) indicated that they had received training on ways to use assessment data to plan instruction for EL students during this period.

Exhibit IV-28: Percentage of Teachers Reporting that Professional Development Activities over the Last Two Years Focused on Various Topics to a Moderate or Large Extent

	Percent of Teachers (N=461)
Specific instructional strategies to use with EL students to advance their English proficiency	77.3%
Specific instructional strategies to use to integrate ELD with language arts	75.1%
Specific instructional strategies to use to integrate ELD with other content area(s)	65.0%
Ways to use ELD standards to plan instruction	62.3%
Selecting appropriate instructional materials for EL students	61.1%
Understanding how students acquire a second language	60.2%
Ways to use assessment data to plan instruction for EL students	49.5%

Also in contrast to the findings of Year 1 case studies, our surveys this year indicated high levels of satisfaction among teachers in regard to the adequacy of the training they have received related to educating EL students (Exhibit IV-29). For example, the majority of teacher survey respondents (89%) reported that they have adequate knowledge about how second language acquisition occurs. A smaller, but still relatively high proportion of surveyed teachers (64%) also indicated that they have received adequate training on the use of ELD standards. The contrast of these findings with the case study findings may reflect a change from the first to second year of our study in terms of teachers’ perceptions of the adequacy of training or the survey findings may again reflect a response bias towards socially appropriate answers.

Exhibit IV-29: Percentage of Teachers Agreeing with Various Statements about the Adequacy of Training They Have Received

	Percent of Teachers (N=461)
I have adequate knowledge about how second language acquisition occurs	88.7%
I have received adequate training on effective instructional practices for teaching EL students	82.9%
I have received adequate training on how to deal with widely varying levels of English proficiency within my classroom	75.6%
I have received adequate training on the use of ELD standards	63.5%

More closely aligned with Year 1 findings on training were the small proportion of surveyed teachers who indicated they had attended an ELD-California Professional Development Institute (CPDI). In 2000, California sponsored ELD training through these institutes around the state. Approximately 6,000 teachers statewide received training during the first year of operation. New legislation (AB 8221) expanded the scope of the ELD-CPDIs to grades K–12 for subsequent years. Nonetheless, only 18 percent of surveyed teachers reported that they had heard of the ELD-CPDIs. Far fewer of the total teachers surveyed (8%) reported that they had attended one or more ELD-CPDIs. While the proportion of surveyed teachers who attended at least one ELD-CPDI was nominal, all of the respondents who reported that they had participated reported that this professional development activity was “somewhat helpful” or “very helpful” in meeting the needs of EL students. The low proportions of teachers who attended one or more ELD-CPDI also supports the Year 1 findings that even though training may be available, teachers do not always take advantage of it.

Comments from stakeholder interviews also supported Year 1 findings, emphasizing a continuing need for adequate teacher training. Many recognized a lack of training as a primary challenge to the implementation of Proposition 227. Patricia Gándara, associate director of the University of California Language Minority Research Institute Education Policy Center, stated, “The primary challenge is that these children are more likely than any other kids in any category in the state to be with a teacher who has no preparation whatsoever, either to be teaching at all or to be teaching them specifically.”

Adequacy of resources. While teachers indicated relatively high levels of satisfaction with the training they received, they were far less enthusiastic about the adequacy of available instructional resources (both human and material). For example, only approximately one-third of teacher survey respondents (33%) reported that they have adequate time to effectively address the needs of EL students (Exhibit IV-30). Just under half of the teacher survey respondents also indicated inadequacies in the following areas: 1) assessments that are appropriate for EL students and that provide timely and useful information on their progress, 2) support from other personnel to address the needs of EL students, and 3) support services for EL students. Somewhat surprisingly, however, almost two-thirds (65%) of the surveyed teachers indicated that they currently have access to adequate curriculum and instructional materials to address the needs of EL students. On the other hand, almost one-third (31%) of all teachers surveyed reported that they find it very difficult to provide a

challenging curriculum due to the wide variation in language proficiency among the students in their classrooms.

Exhibit IV-30: Percentage of Teachers Agreeing with Various Statements about the Adequacy of External Resources Available to Them

	Percent of Teachers (N=461)
Have access to adequate curriculum and instructional materials to address the needs of EL students	64.7%
Have access to adequate assessments that are appropriate for EL students and that provide timely and useful information on their progress	55.0%
Have adequate support from other personnel (such as instructional aides or a resource teacher) to address the needs of EL students	55.0%
Adequate support services for EL students are provided by the school and district	54.0%
Have adequate time to effectively address the needs of EL students	33.4%

Summary

This chapter has focused on a broad range of issues related to the context, implementation, and impact of Proposition 227, as reflected in surveys, stakeholder interviews, and site visits conducted for this evaluation. In concluding this chapter, we highlight key findings related to these issues.

Context for implementation. The context in which Proposition 227 operates must be considered when evaluating its implementation and impact. In particular, the co-existence of other educational programs and reforms such as class size reduction and the ELD standards, California’s testing and accountability system, and the attitudes of district and school administrators toward the various provisions of the law have all come to bear on the implementation and impact of Proposition 227.

Impact of implementation. As perceived by stakeholders involved in this study, the impact of Proposition 227 on diverse issues related to the education of EL students appears to be neutral or mixed. These perceptions may be attributed to the varied programmatic, political, and demographic contexts of the districts that have implemented the law.

Barriers to implementation. A number of barriers have hindered implementation of Proposition 227—most prominently, the short timeline and insufficient guidance for implementing regulations in the law, confusion over what the law requires and allows, and the lack of clear operational definitions for the various instructional approaches to educating EL students.

Parental waivers. To date, the legislative requirements regarding parental waivers have not uniformly been met. Although waiver forms are available in most schools and districts, they are not consistently publicized or distributed to parents; in some cases, teachers are discouraged from discussing educational alternatives for students. Further, some districts

lack an explicit policy on waivers, a factor that may contribute to the relatively low and uneven use of waivers across districts in the state.

English Language Acquisition Program (ELAP). ELAP provides 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.” Considerable support for ELAP is evident from the large number of districts aware of and applying for ELAP funds and advocating its expansion to all grade levels. However, barriers to ELAP’s implementation include logistical constraints (e.g., finding available teachers and classroom space), on the restriction of ELAP fund use to grades 4-8, and its burdensome evaluation requirements.

Community Based English Tutoring (CBET) Program. The CBET program funds 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 programs are quite popular among adult participants, as well as CBET coordinators and other EL service providers. However, it is difficult to determine the impact of CBET programs on students with the limited data and tracking systems currently in place.

Plan for implementation and articulation of EL instructional programs. Without clear goals and a plan for implementing them, schools and districts cannot provide EL students with the direction they need to achieve their goals. Although most of the districts surveyed reported having such a plan, the level of implementation and alignment of the plan across schools in these districts are more problematic. Similarly, while most districts share similar goals for their EL students, they are not necessarily or consistently achieving these goals.

EL segregation and tracking. While segregation and tracking of students appear to have diminished somewhat, they persist as concerns in five of the eight case study districts. Social segregation of students by racial, ethnic, or language groups does not appear to have lessened under Proposition 227. Stakeholders expressed concerns that ELs are tracked into classes with less challenging curriculum and that EL high school students were neither expected nor given the proper guidance from counselors to attend college

Redesignation of ELs. Although the redesignation of ELs to fluent English proficient (FEP) status is a key success indicator, Proposition 227 appears to have had little or no influence on it. Elementary and secondary school administrators reported that just under half (49%) of their EL students graduate having met local redesignation criteria, and that the large majority of those EL students who are redesignated take more than three years to be reclassified as fluent English proficient. Schools also reported that it is ELs’ academic performance in core subjects—even more than their English language development—which keeps them from being redesignated.

Quality and appropriateness of instruction. Most educators reported that expectations for EL students either increased or had not changed, yet there is evidence that teachers have low expectations for their EL students than for their EO students (particularly in the degree and depth of curriculum covered), have difficulty providing ELs with challenging content, and lack adequate time to address EL students’ instructional needs.

Teacher preparation and instructional resources. Teachers report high levels of satisfaction with the training they have received related to educating EL students. However, only a very small proportion of surveyed teachers indicated they had attended an ELD-California Professional Development Institute (CPDI). Of those who reported participation, all reported that this professional development activity was “somewhat helpful” or “very helpful” in meeting the needs of EL students.

Chapter Five – Recommendations

The following fifteen recommendations are derived directly from the findings detailed in this report. They are based on the study team’s research over the past two years, and are directed primarily to state and local educational leaders and policymakers. While our continued research activities over the next three years may further shape these recommendations, sufficient evidence exists to warrant their serious consideration now.

1. **The state should provide additional clarification and operational guidelines for providing instruction “overwhelmingly in English.”** District survey responses indicate that current district policies range from “rarely/never” to “frequently” regarding the allowable use of primary language instruction in structured English immersion settings. Rather than specifying an exact percentage of primary language use allowable in instruction or support, the state should provide guidelines that are operational and context-specific; specifically, they should consider instructional program goals and designs, instructional resources (both human and material), student strengths and needs, and community preferences.
2. **The state should provide additional guidance and districts should carefully consider what constitutes best practice within structured English immersion.** Although teacher survey respondents overwhelmingly indicated that they had received adequate training on how to address widely varying levels of English proficiency in their classes, case study observations in over 70 classrooms across 24 schools revealed a broad range of interpretation of instructional techniques within structured English immersion settings. As one stakeholder expressed it, Proposition 227 was much clearer about what teachers could not do instructionally than what they should do.
3. **Although the state has recently provided clarification regarding alternative program waivers, additional steps may be needed to ensure that districts and schools better communicate these provisions to families.** Our field research uncovered broad-ranging differences in interpretation of these policies and in resulting practices. However, it is important to note that these findings were prior to the State Board of Education’s recently adopted regulations, which help to clarify a number of key provisions of the law related to waivers. As an example of these prior concerns, while one individual instrumental in the passage of the law interpreted it as saying that “parents should drive the waiver process,” our case study site visits suggest that districts offer and respond to waivers largely on the basis of prior district practice and attitudes toward alternative programs. One stakeholder described how her district had granted over 6,000 waivers “due to a drive by school board members,” while another stakeholder said it is “very difficult [for parents] to obtain waivers in districts who have made a decision that they are not interested in alternative programs.” Another district respondent described granting 10 out of about 155 requests, too few to allow for even a single classroom. Given this vague and complicated set of

conditions, approval criteria, and processes, it is understandable that nearly one-half of our district survey respondents wanted more guidance about waivers, and believed most of their parents did not understand the state’s waiver policy (a belief confirmed in the many parent focus groups conducted for this study). The extent to which policies regarding program waivers need to be further clarified and more clearly and broadly communicated to parents will continue to be explored in the remaining years of this study.

4. **Evaluation requirements for the ELAP program should be bolstered and made a state—not district—responsibility.** The considerable gap between what districts say they plan to do in response to the requirement to locally evaluate ELAP and what they are actually doing reflects the difficulty of evaluating ELAP at the local level. At the same time, a statewide effort to evaluate the uses of ELAP funds and the results they produce could include a component for helping districts to conduct their own assessments of EL performance and progress over time.
5. **Rather than limiting the use of ELAP funds to grades 4 through 8, the state should consider giving districts flexibility in the use of these funds, while holding the local agency accountable for improved services and results.** Seventy percent of responding districts report this as a substantial constraint. Improved statewide evaluation of educational services and outcomes for ELs could focus on results in individual districts, as well as results for ELs statewide.
6. **The focus and purpose of the CBET program should more clearly emphasize articulation with instructional programs for ELs at neighborhood schools.** During case study visits, we observed broad variation in how CBET programs are structured. We believe that those CBET programs most closely linked to neighborhood schools have the greatest potential for positively affecting academic results for EL children. School-based programs will more naturally draw CBET participants from the local parent population and will result in them spending time at their children’s schools. It is also more likely to foster tutoring in English that is more closely aligned with their children’s acquiring academic English.
7. **The state should consider ways to provide greater technical assistance to districts and schools to help them better define, implement, and evaluate instructional programs and services for EL students.** Our site visits frequently revealed a misalignment between district plans and school and classroom practices, particularly across school levels. We recommend that the state foster the provision of high-quality technical assistance for districts to help them do the following: 1) craft master program plans appropriate to the evolving needs of their EL students; 2) ensure better implementation of plans and practices at their schools, particularly at the classroom level; and 3) evaluate program implementation and student outcomes in order to continually improve both.
8. **The state needs to improve its capacity to record, store and utilize key demographic, instructional, and performance data at the individual EL student level over time.** The state is currently amassing very important data on student

progress in ELD and core academic subjects, yet these crucial data are not stored in ways that facilitate meaningful analysis. Moreover, data on students' instructional services over time are not kept at all. By linking data on EL students, the state could conduct much richer analyses of EL academic performance and allow much closer evaluation of the effects on achievement of language proficiency, the quality and type of instructional services provided, and resources allocated through programs such as ELAP. The following student-level data would be useful to link: 1) initial English proficiency on entry; 2) annual CELDT scale scores and proficiency levels in listening/speaking, reading, and writing; 3) time in the state school system; and 4) instructional services received over time.

9. **The state should clarify its policy governing STAR testing waivers as these apply to English learners.** Under certain conditions, parents of ELs may request, and districts may grant, waivers from the state's required STAR tests. For example, if a student has just arrived in the country and speaks and reads no English, forcing her to test so soon in a language she does not understand would be traumatic and educationally unsound. Clearly, the rationale for the waiver exception in this case is sound and compelling. In other instances, the reasonableness of a waiver request may be less evident. We therefore recommend that the state issue clear guidelines governing these policies.

We also recommend that the state reconsider its current rule excluding any school with a test waiver rate exceeding 10 percent from API calculations and rewards eligibility. Such an absolute criterion may unfairly penalize a school with a high percentage of ELs that is carefully following reasonable procedures in issuing testing waivers, while not sanctioning schools with few ELs that are very lax in granting such waivers. In a school with many new arrivals, a waiver rate exceeding 10 percent may be quite reasonable, while in other schools arguably no waivers should be granted. Several of our case study schools described critical incidents regarding this issue, including instances in which schools with high numbers of recently-arrived ELs with low English proficiency were rendered ineligible for state rewards and placed in an accountability and grants-funding limbo for lack of an API score; or in which teachers were seriously reprimanded for informing parents of their test-waiver rights due to fear on the part of the school administrator of losing funds. Criteria for application of the test-waiver policy need to be more clearly specified and schools held accountable to these criteria, rather than applying an absolute standard with the potential for penalizing schools that make sound decisions on behalf of students.

10. **The state and school districts should review the incentives associated with the way EL programs are funded.** Current state categorical funding designed to affect, either directly or indirectly, outcomes for ELs comes through EIA-LEP, ELAP, and CBET programs. In each of these programs, the amount of funds allocated to districts for EL services is based on the numbers of students designated as ELs. The progress and success of these students is not adequately monitored and does not affect the receipt of these funds, creating no incentives for improved student achievement. In addition, when students are redesignated under these formulas, funding is lost to the local district unless other ELs replace those redesignated. Perhaps funding via some form of an improvement-based model and/or the cumulative count of ELs and former-ELs

(RFEPs) attaining and maintaining grade-level performance in the district should be considered. In addition, district allocation formulas and pay incentives for teachers of ELs should be reviewed to ensure they do not contain disincentives in regard to monitoring student progress and attainment of redesignation criteria.

11. **The state and school districts should make available supplemental resources to provide ELs with educational services comparable to those received by all students.** Additional challenges, and therefore costs, are associated with teaching EL students English while at the same time ensuring that they are learning the core curriculum expected of all students. As described by one stakeholder, “These are the most vulnerable children, and although they are as good, capable, bright, and talented as every other child, they’re seriously being left behind because they have needs that are not being met.” Nearly one-half of our teacher survey respondents reported that they did not have adequate support to address the needs of their ELs. Supplemental categorical funding for districts serving ELs, such as EIA-LEP, ELAP, and CBET, help in this regard. Also, the state has in recent years committed substantially more funds to support improved teaching and learning for ELs in both ELD and core academic subjects. However, where base funding in schools with high percentages of ELs is substantially lower than that found statewide, these supplemental categorical funds may be insufficient to bring the districts educating high percentages of ELs up to an even footing with their counterparts. Their resources are not equalized through these categorical funds, and clearly do not provide a true supplement, nor acknowledge the additional costs associated with educating ELs. In such cases, the state funding system may not be providing districts serving high percentages of ELs with the resources needed to grant EL students equal educational opportunity.
12. **State policymakers and local educators need to revisit the purpose and meaning of redesignation within the context of standards-based expectations, instruction, and assessment.** Our surveys, site visits, and student achievement data analyses show that the redesignation of EL students to fluent English proficient (RFEP) status depends on their level of English language development (ELD) as well as (and perhaps more importantly) their academic achievement in core subjects. Given that it is the latter criterion that keeps most students in EL status, it is crucial that districts set explicit performance expectations in both ELD and academic subject matter and monitor students’ progress toward meeting those expectations over time. Districts then need to regularly and appropriately assess and report on EL performance against those expectations long before redesignation, and long after it.

Moreover, standardized tests normed largely on monolingual English speakers, which are unaligned to state-approved curricula, are not likely to provide a fair and balanced assessment of what these students know and can do. To the extent possible, multiple, standards-based measures of academic achievement should be used in redesignation decisions, even though norm-referenced test performance may still need to be monitored for external accountability purposes. Also, while the CELDT is a standards-based measure of English proficiency, it is only one assessment, and its current test window does not provide timely information for decisions on instruction or redesignation. State policymakers and local educational leaders need to better align current assessment and accountability systems so that they support school and

classroom efforts to improve instructional decisions in a timely manner for English learners, in both ELD and academic core subjects.

Any barriers to educational opportunity that result from redesignation standards should be identified and removed. Students' EL status should not predetermine the quality of instruction and educational opportunities they receive.

13. **District leaders need to ensure that their plan of instruction for ELs is carefully articulated across classes within grades, across grades within schools, and across schools within the district.** A coherent set of performance expectations and a plan of instruction for ELs to guide their progress through the grades and transition from one school level to another is essential to their success. The detrimental consequences of the lack of well-articulated programs throughout districts were seen in a number of case study sites as ELs transitioned from elementary to secondary programs. A number of these children, who had apparently progressed well in ELD and core subjects throughout their elementary years, suddenly found themselves in the “EL track” upon entry into middle school, where separate and comparably less-challenging academic classes—and correspondingly lowered expectations—awaited them. A number of these students (who were sometimes U.S.-born) and their parents expressed concern that they were being tracked more because their parents were foreign-born than because of any real differences in achievement or ability in relation to their English-only peers.
14. **District and school leaders should carefully consider the extent to which programs designed for EL students diminish or exacerbate their segregation from native English speakers.** As programs are developed and refined, district and school leaders should ensure that program designs do not exacerbate EL student segregation. Some degree of segregation may be appropriate (e.g., in intensive English language development instruction for late-arriving newcomer-ELs, or at some stages of certain instructional program models). However, the long-term maintenance of students in an isolated “EL track,” as was observed in a number of our case study sites, is troubling in its own right, and is not likely to provide the interaction between EL students and native English speakers needed to foster English language development. We also recognize the *de facto* segregation that occurs in schools with very high concentrations of ELs, and urge educators to search for ways—via policy, technology, and collaboration with institutional peers or neighboring communities—to increase the opportunities ELs have to study together with native English-speaking peers.
15. **District and school leaders should take steps to ensure that EL students are not subjected to low expectations and watered-down curricula.** This might be best achieved by maintaining high academic standards during those periods of time when EL students are segregated from their more fluent English-speaking peers, and instituting provisions to monitor and minimize the amount and degree of segregation in accordance with the needs of each child. In addition, providing ongoing professional development, monitoring student progress carefully, and observing classroom practices on a regular basis can all contribute to raising curricular standards and educators' expectations of EL students.

Chapter 6 – Research Plan for Years 3 Through 5

Introduction

The purpose of this chapter is to supplement the work plan of this study for Years 3 through 5, as previously described in the Methodology Report submitted to the CDE in October of 2000. As shown in Exhibit I-7 of Chapter 1 of this report, we plan to utilize the following evaluation methods and activities in Years 3 through 5 of the study: case studies, written surveys, student achievement analyses, stakeholder interviews, document reviews and analyses, and work group meetings. At the close of the chapter, we list the various products and reports we plan to deliver in Years 3 through 5.

Research Methods and Activities

Case Studies

The primary evaluation component for Year 3 will be continuing case study analyses in 8 to 12 districts (which will also occur in Year 5). Case study sites have been selected to provide a balance in terms of urbanicity, region, and percentage of English learners, as well as the variety and mix of program models. Depending on their willingness to participate, some of the original Year 1 case study sites may be selected for study in Years 3 and 5; others may be replaced. We will consider using our student achievement analyses to guide the selection of additional or replacement districts. That is, based on district-level analyses of achievement within strata of poverty and English learner percentages, districts that appear to be relatively high or relatively low achieving (in terms of EL student test scores) may be selected for further case study analyses. Final approval for the case study sites will come from the CDE and the State Work Group.

In addition to the district office, an average of three schools will be visited at each site. Each visit will include interviews with district and school administrators; teacher, student, and parent focus groups; and classroom observations. In preparation for these visits, interview and focus group protocols will be developed and revised, building upon materials developed for previous years of the study. We will also assess the quality and availability of student-level data at each of these sites and continue to develop working relationships with site staff over the duration of the project to facilitate access to these data for longitudinal analysis.

Written Surveys

In the fourth year of the study, as in Year 2, written surveys will again be used to explore district and school contexts and the implementation of Proposition 227 throughout the state. Surveys will be distributed to district administrators, primary and secondary school

administrators, and teachers. Each respondent group will be sampled in approximately the same proportions as in Year 2.

The evaluation findings to date, as described in Chapters 3 and 4 of this report, and additional data collected during case study site visits in Year 3 will inform the development of these surveys. We plan to use the Year 4 surveys as a lens through which to clarify and explore emerging themes and issues that arise from the site visits to be conducted during Year 3. In addition, the surveys administered in Year 4 will build upon those developed for Year 2. As in Year 2, the data collected in the Year 4 surveys will allow us to provide precise, descriptive data about how programs, services, and circumstances for English learners vary across schools and districts and within the broad program and instructional categories defined by the CDE. The surveys will also provide information about the implementation of Proposition 227 and its associated programs, including CBET programs and ELAP funds, as well as information about the perceived impact of Proposition 227 on the education of EL students. This information will inform the recommendations made for program improvement.

Our cross-sectional sampling plan will produce results generalizable to districts, schools, and teachers across the state. Districts will be selected with probabilities proportional to the size (PPS) of the EL population within the district to enable us to make statements that maximize the precision of student-level estimates while still reporting about the typical district. We will also use a nested sampling design to examine the various contextual layers in which these programs are embedded. Within each selected district, an average of three to four schools serving EL students will be selected. And within each of these schools, an average of three to four teachers will be surveyed. As in Year 2, all data collection instruments and procedures will be pilot-tested to detect potential problems with new survey items prior to their broader use in the field. Surveys will be revised based on findings from the pilot test and distributed to CDE staff for final review and approval.

We will use a number of strategies to obtain adequate response rates for our surveys. We will send cover letters and supporting materials that clearly and succinctly convey the benefits to prospective participants to encourage participation. We would also encourage the CDE to consider the use of modest incentives to motivate respondents as an effective strategy for gaining respondent compliance.¹ We will also engage in intensive follow up activities—including sending postcards or faxes and making phone calls to non-respondents.

Student Achievement Data Analysis

As described in Chapter 3 of this report, student achievement data analyses focused on statewide changes in EL and former-EL (RFEP) performance in reading, language arts and math since the passage of Proposition 227. To contextualize the changes in EL/RFEP achievement, we also examined changes in English-only (EO) student performance and considered the extent to which performance gaps between EOs and EL/RFEPs increased or decreased over the last few years. A major component of the analyses consisted of comparisons of EL/RFEP performance gains and gap changes across three instructional models. Our analyses were based on statewide SAT-9 and Language Census data from

¹ For example, CDE might consider offering incentives such as \$50 worth of educational materials or CDE publications to each participating school.

1997-1998 to 2000-2001. There are significant limitations associated with statewide analyses of EL performance, which we detail in Chapter 3. However, we recognize that such analyses will continue to be performed by other researchers and organizations. Therefore, we employed careful methods and stated why conclusions about the effectiveness of Proposition 227, or any particular instructional strategy for ELs, are unwarranted based on the available statewide data.

To complement our statewide analyses, we plan to conduct more fine-grained analyses of individual test score data obtained from districts. During Years 1 and 2, we gathered information regarding local data capacity through phone interviews and surveys, and 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. Analyses will begin with a subset of districts and will be broadened over time. The first districts for which these analyses will be developed are those with the greatest data capacity and interest in this work. If, after further review, it is found that data capacity for initial analyses does not exist in a sufficient number of case study districts, we will select additional districts. It is important to conceptualize and develop initial analysis models in districts with considerable data capacity. Once an analysis model has been developed in these pilot sites, we will then attempt to replicate this work in a broader range of districts.

Stakeholder Interviews

As described in Chapter 4, stakeholder interviews were initiated this year with key individuals offering a broad range of perspectives regarding the implementation of Proposition 227 and the instructional needs of English learners. During Years 3 through 5, we will continue utilizing interviews with stakeholders in order to explore diverse perspectives in regard to the intent and implementation of the law. These interviews will continue to be an important part of the policy component of this evaluation. Throughout Years 3 through 5, important stakeholders will be identified and selected in consultation with the CDE and the State Work Group.

The findings and recommendations presented in this report, as well as findings from Year 3 data collection activities, will help guide the direction of future stakeholder interviews.

Literature and Document Review

Critical to the success of a clear, compelling evaluation is a thorough understanding of the local and state contexts in which the initiative has been implemented. To that end, the research team continues to review all relevant research literature and documentation related to the implementation of Proposition 227 to ensure a well-grounded approach to data collection, analysis, and interpretation. Three major categories of research have been, and will continue to be, the focus of our attention:

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- Background information
 - Research on instructional practices for EL students
 - Research and related public information on Proposition 227 (including newspaper and other journal articles)
 - Regulatory documents
 - Legislation
 - State guidance or informational materials (directed to schools and the community)
 - Local guidance or information documents
 - Materials prepared by schools, districts, or county offices of education to guide the implementation of Proposition 227

Research literature and document reviews will guide the research team in its development of data collection instruments such as surveys, interview and focus group protocols, and observation tools. Knowing the key operational strategies and related issues will ensure that we ask the right questions and pursue themes that are essential to a thorough understanding of the literature and an accurate report.

Work Group Meetings

The State Work Group is a requirement of AB 56, and functions in an advisory capacity for the implementation of the evaluation. In Years 3 through 5, representatives of the research team will meet with this group twice per year to consult on such issues as evaluation design, data collection schedules, sample selection, and report review. During Years 3 through 5 we will continue to consult with the State Work Group on all major evaluation activities and findings. We will continue to communicate with this group through e-mail, fax, phone conference calls, and the U.S. mail.

Products

Information Produced by the Study

Using multiple data gathering and analysis approaches, this study will yield considerable information regarding the implementation and impact of Proposition 227, ELAP, and the CBET program. The final report for this project will include a summary of the local evaluations undertaken by ELAP-funded districts. We will also work closely with case study districts and the project work groups to identify criteria and procedures for identifying effective programs and curricula for English learners, and will make recommendations to improve services to English learners.

In Years 3 through 5 of the study, we will deliver the following reports and products:

- Data collection instruments and materials intended for use by schools and/or school districts participating in the evaluation
- Reports intended to be helpful to the participating field sites
- Monthly and quarterly progress reports of work activities
- Detailed design plans for the fourth and fifth year of the evaluation study
- A written summary of findings regarding implementation and impact of Proposition 227 and AB 1116 (ELAP)
- A preliminary draft of final report for AB 56
- The final evaluation report for AB 56

Description of Other Products

In addition to the required reports, a “user friendly” report similar to the one submitted at the end of Year 2 will be produced at the conclusion of the evaluation study. This document will provide insight into best practices and lessons learned in the course of our research and will be written in a manner that is clear and intelligible to the general public.

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Online Resources

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

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

Glossary (continued)

messages, rather 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 instructional service should possess a CLAD certificate.

Glossary (continued)

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 either upon entry into the school system or through the district’s redesignation process. [see *Initially Identified as Fluent English Proficient Redesignated* and *as Fluent English Proficient*].

IFEP: see *Initially Identified as Fluent English Proficient*

Initially Identified as Fluent English

Proficient (IFEP): A term applied to students whose primary language is not English, but who were identified as initially proficient in English when they entered the school system.

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

Glossary (continued)

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 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*

Redesignated as Fluent English Proficient (RFEP): refers to students who entered the school system as ELs but were reclassified after meeting district criteria for proficiency and literacy in English.

Redesignation: reclassifying an EL student as a fluent English speaker based upon the meeting of district criteria for proficiency and literacy in English.

RFEP see *Redesignated as Fluent English Proficient*

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.

Glossary (continued)

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 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*.

Sources:

California Department of Education. (1999). *Educating English Learners for the Twenty-First Century*. Sacramento: Author.

Genesee, F. (Ed). (1999). *Program alternatives for linguistically diverse students*. Santa Cruz, CA: Center for Research on Education, Diversity & Excellence, University of California, Santa Cruz. [WWW page]. URL <http://www.cal.org/crede/PUBS/edpractice/EP R1.pdf>

Technical Appendix

Methodological Notes

Methodological Note 1: State Data Considered But Not Used in Our Analysis

We considered analyzing other extant state data but concluded that SAT-9 data were the most appropriate. Academic Performance Index (API) data do not disaggregate results for English learners. Also, it does not measure students' progress even quasi-longitudinally, and the API formula is changing over time via the introduction of other assessments and contextual factors. The California Standards Test (CST) has been administered since 1999 but performance levels were not defined until 2001, thereby complicating longitudinal analyses. The California English Language Development Test (CELDT) was administered for the first time this year and would have been an appropriate data source for this evaluation, but the results were not released in time to be analyzed for this report. Redesignation rates are not comparable across districts because criteria for redesignating students are locally defined.

Methodological Note 2: Scaled Scores, National Percentile Ranks, Normal Curve Equivalents, and Measuring EL Achievement

Scaled scores are student achievement measures calibrated by Item Response Theory models. They reflect adjustments for item difficulty. For example, if a student answers an advanced question correctly, they are credited more than when they answer an easy question correctly. In addition, scaled scores have equal intervals. That is, a one-point increase at any point on the scale is equal to a one-point increase anywhere else on the scale. The scaled scores reported in the SAT-9 results are vertically equated. That is, scaled scores are comparable across grade levels which enables us to track individual student achievement across years.

Much of the previous work examining changes in EL achievement since the passage of Proposition 227 has relied on national percentile ranks (NPRs) (García and Curry-Rodríguez, 2000; Butler et al., 2000; English for the Children, 1999, 2000; Amselle and Allison, 2000). A student's percentile rank refers to the percentage of students in the norming sample who had scores less than or equal to the student's score. For example, a student who scored at the 80th percentile in reading did equal to or better than 80 percent of the students in the norming sample. The SAT-9 is a nationally normed test, and thus the norming sample is representative of the country as a whole in terms of ethnicity, socioeconomic status, and other significant characteristics, but is not representative of California. For example, the norming sample contained only 1.8 percent ELs, whereas approximately 25 percent of California students are ELs, and well over 40 percent are language-minority children (Language Census, 2001; Harcourt Brace Educational Measurement, 1997). Discrepancies between the norming sample and the California student population raise questions about the appropriateness of making generalizations about EL students from NPR scores (Thompson et al., 2002).

The use of NPRs to study changes in achievement over time poses other problems. As Thompson et al. (2002) point out,

“true academic gains may appear as a decline according to the change in NPR across years. For example, a student could display greater mastery than the previous year, but have a lower percentile rank if students in the norm group scored proportionally higher than the tested student in the second year.”

In addition, NPRs do not have equal achievement intervals. Small differences in scaled scores can create large differences in NPR, as NPR is constructed to spread students' performance along a normal curve. That is, the achievement difference between a pair of students scoring at the 6th and 10th NPR is not equal to the difference between another pair of students who score at the 46th and 50th or the 86th and 90th percentiles. When examining change over time, the implication of an unequal interval scale is that a one-point increase one year may not equal the same amount of achievement growth as a one-point increase the next year. And while the Normal Curve Equivalent (NCE) metric was designed to equalize these NPR interval differences, it is still referenced to the normal curve distribution and national norming sample, both of which may inaccurately represent EL performance and gains.

A recent report related to the achievement of ELs under Proposition 227 examined the percentage of students scoring at or above the 50th percentile (Gándara and Rumberger, 2002). Although the analysis does provide information about the extent to which EL students met this particular standard, it may mask changes in students' scores below this standard and therefore distort changes in the achievement gap between different subgroups of students. In fact, this concern was recently considered by the National Assessment Governing Board regarding the National Assessment of Educational Progress (Olson, 2002).

Methodological Note 3: Limitation of Using School Level SAT-9 Data

By using student-level data, we avoided a problem associated with school-level analyses. Analyses with school-level data should employ weights so that schools with more students are weighed more heavily than schools with fewer students. Only one of the studies we reviewed incorporated this adjustment (Thompson et al., 2002). Another limitation of the publicly available school-level data is that in order to protect student confidentiality, no scores are reported for any group of 10 or fewer students. For example, if there are only 9 ELs with test scores in the second grade at a given school, scores for those students are not reported. Finally, as mentioned above, publicly available SAT-9 data for 1998 combine EO and RFEP students, while our student-level data allow for their disaggregation.

Methodological Note 4: Comparing Our Findings to Data Available on the CDE Website

To the extent that we were able, we checked our findings against the student-level data available through the report generator on the CDE website. The report generator excludes scores of students who were assessed using accommodations, whereas we did not exclude those cases. Thus, our sample sizes tended to be slightly larger (1 to 4 percent larger). In addition, the mean scaled scores from our analyses tended to be approximately 1 mean scaled score point lower than those generated on the CDE website. However, this was true for all students, EOs and ELs, and was true for all years. Therefore, these discrepancies should not affect our gain and gap analyses.

Methodological Note 5: Language Census Variables Used to Classify Instructional Models

The percentage of ELs in the school receiving primary language instruction is based on Language Census data. The "pre-Proposition 227" measure is based on a variable from the 1997-1998 data file, which provides a count of the number of EL students in each school that received

English Language Development (ELD) services with academic instruction in their primary language. The “post-Proposition 227” measure is based on a 2000-2001 variable that provides counts of the number of EL students in each school in settings labeled “alternative courses of study,” which indicates the use of primary language instruction. Although a variable comparable to the 1997-1998 services variable is included in the 2000-2001 data, we chose to use the “alternative course of study” setting variable for the post-Proposition 227 measure. We made this decision because the settings variables were introduced into the Language Census data in 1998-1999 and were designed to reflect the types of instructional settings that EL students were being placed in following the passage of Proposition 227. However, by choosing the 2000-2001 setting variable, our classification scheme was based on different variables from 1997-1998 and 2000-2001 (i.e., services in 1997-1998 and settings in 2000-2001).

We therefore conducted analyses to confirm that the 2000-2001 instructional settings and services variables were closely matched. The correlation between the percent of ELs in 2001 receiving ELD services with academic instruction in their primary language and the percent of ELs in 2001 in alternative course of study settings is .81. We considered whether using the 2000-2001 instructional services variable would have resulted in schools being classified differently. The findings reveal that virtually all schools (98.8%) would receive the same instructional model classification if the 2000-2001 service variable were used rather than the setting variable.

Methodological Note 6: Evaluating the Size of Performances Changes and Gap Changes

We did not perform tests of statistical significance because such tests are used to determine whether conclusions based on a sample of observations also hold true for the population from which the sample is selected. Since our analyses are based on the *entire* population of California students in grades 2-11, and not a sample, statistical significance testing is not needed.

It is important, however, to provide some guidelines for evaluating the size of the changes in performance and performance gaps. We use standard deviation units to contextualize the findings. The standard deviations of the mean scaled scores for the total group of students range from about 35 to 45 points depending on the grade level and subject tested. The standard deviations are slightly lower for some subgroups (e.g., standard deviations for EL and EL/RFEPS tend to range from 25 to 35 points).

To give the reader some sense of the magnitude of performance and gap changes, we contextualize the changes using a standard deviation of 40 (a middle value from the standard deviation range for the total group). Considering the changes this way, it becomes clear that the performance increases, and the gap decreases in particular, are very small (usually less than .20 of a standard deviation). This would also be the case if we used a standard deviation of 25 (a low value from the lower standard deviation range found among ELs and EL/REPS).

Methodological Note 7: Analyzing Quasi-Cohort Sample Sizes

Analyses of the sample sizes for the quasi-cohorts reveal that they are less stable than one might assume, and this may distort the performance picture. The results of this analysis are summarized in the exhibit below.

Quasi-Cohort Sample-Size Analysis

Quasi-Cohort (Grade span 1998-2001)	EL Nominal Gain	EL True Gain*	% Gain in EL Cohort	EO Gain	% Gain in EO Cohort
2 – 5	17,224	48,431	40.8	46,660	16.6
4 – 7	-6,542	24,114	26.9	47,091	17.4
8 – 11	-15,353	-9,182	-19.6	19,087	8.7

*EL True Gain adjusts for newly-entering ELs that replace those ELs moving to RFEP category in a given year.

As can be seen in exhibit above, there is a substantial net increase in ELs tested in the 2-5 and 4-7 quasi-cohorts. In the grade 2-5 cohort, for example, when one adjusts for the newly entering ELs that replace those ELs moving to the RFEP category due to their higher linguistic and academic performance, there is a 41% increase in ELs tested as the cohort progresses. From 1998-2001, this translates to 48,431 *additional* EL students entering the grade 2-5 quasi-cohort testing stream alone. This is proportionally much greater than the 17% increase in EOs (or 46,660 additional EO students) for the same cohort during the same period.

Similarly, though less disproportionate, sample-size increases also occur in the grade 4-7 cohort. In this quasi-cohort, ELs taking SAT-9 increase by 27% (or 24,114 additional ELs), compared to an increase of 17% in the comparable EO group (or 47,091 additional EOs).

In the grade 8-11 cohort, however, there is a *decrease* of 15,353 EL students. Even when the “run-off” of former ELs to the RFEP category is adjusted for, the net decrease is still 9,182 EL students. Thus, greater gap-closing in this cohort may be attributed in part to greater time in program of ELs, as well as the increased school-leaving of the lowest-performing ELs at the secondary level. Moreover, greater gap-closing of the combined EL/RFEP group is no doubt also influenced by the greater proportion of RFEPs that accumulate at the later grades.

Further study would be needed to discern the effects of those ELs entering the quasi-cohort testing stream in later years. For example, it is possible that those EL students entering the testing stream in later grades have been in the U.S. for a shorter time, and have lower initial English proficiency and less schooling in English on arrival. However, some of these ELs may have been in the cohort all along, but may have been waived from SAT-9 testing until their English proficiency was considered high enough to allow them to comprehend the test questions.

Methodological Note 8: Sensitivity Analysis for Alternative Cutpoints for Instructional Model Classification

We conducted sensitivity analyses to explore the implications of increasing the cutpoint of what is considered a “sizable percentage” of ELs receiving primary language instruction. In addition to the 25 percent cutpoint, we considered 30 percent, 35 percent, 45 percent and 50 percent cutpoints. As the cutpoint was raised, progressively fewer schools fit the continuing-bilingual category. The 50 percent cutpoint resulted in no schools classified in the continuing-bilingual model category and the 45 percent yielded less than 6 percent of schools identified in this model. Comparisons of the continuing-bilingual schools from the 25 percent and 45 percent cutpoints revealed that, for both sets of schools, the average percent of EL students receiving L1 instruction was greater than 50 percent both before and after the passage of Proposition 227 (see the exhibit below).

Comparison of the 25 percent and 45 percent Cutpoints for Instructional Model Classification

Instructional Model: Pre- and Post- Proposition 227	25% cutpoint		45% cutpoint	
	Mean percent ELs receiving L1 Instruction at Schools			
	Pre-227 (‘97-98)	Post-227 (‘00-01)	Pre-227 (‘97-98)	Post-227 (‘00-01)
Continuing-bilingual	64	54	75	66
Transitioning-from-bilingual	51	3	64	9
Never-bilingual	2	1	5	2

In summary, the 45 percent cutpoint resulted in fewer continuing-bilingual schools without a significant shift in the composition of those schools (as judged by the mean percent ELs receiving primary language instruction). To further assess the impact of selecting the 25 percent or the 45 percent cutpoint, we conducted achievement analyses for the 2-5 quasi-cohort using the 45 percent cutpoint and compared them to the results based on a 25 percent cutpoint. The findings did not differ substantially. The research team chose the 25 percent cutpoint as being the most appropriate to generate representative samples of sufficient size for each of the categories.

Methodological Note 9: Schools excluded from Instructional Model Analyses

Due to missing Language Census Data from 1997-1998, we were unable to classify 654 schools (8%). We also excluded from our analyses 123 schools (2%) that appeared to have instituted bilingual programs following the passage of Proposition 227 (i.e., had less than 25% of their EL students receiving primary language instruction in 1997-98, but greater than 25% of ELs in bilingual programs in 2000-2001). We dropped these schools because earlier investigations during our case study data collection phase suggested that the districts classified this way actually had significant bilingual programs prior to Proposition 227. Rather than assume this was the case and reclassify the schools into the continuing-bilingual category, we excluded them from our analyses. In total, 777 schools (or 10%) were excluded from the achievement analyses by instructional model. However, only 5% of the state’s ELs attended schools excluded from these analyses.

Methodological Note 10: Demographic Differences among Student Populations Served by the Three Instructional Models

To provide context for the performance differences observed for both EOs and EL/RFEPs from the three instructional models, we considered the demographic profiles of the schools in each of those models. Using 2001 Language Census data, we computed the average percent of ELs in schools from each instructional model type. As the exhibit below shows, the concentration of EL students is significantly greater in schools that have had bilingual instruction (50% in continuing- and 43% in transitioning-from-bilingual). Conversely, ELs comprise, on average, less than one-fifth (18%) of the student population at schools that never offered bilingual education.

Demographic Composition of Schools by Instructional Models

Instructional Model Type	Mean % EL in schools (2000-01)
Continuing-bilingual	50
Transitioning-from-bilingual	43
Never-bilingual	18
	Mean % Eligible for NSLP (grade 3, 2000-2001)
Continuing-bilingual	79
Transitioning-from-bilingual	78
Never-bilingual	41

We also examined the socioeconomic status of the students in these models using the somewhat crude but widely used indicator of National School Lunch Program (NSLP) eligibility. As reported in the exhibit above, students in the never-bilingual schools are half as likely to be eligible for a free/reduced lunch as their counterparts in the other two models. The table only reports this data for 3rd graders in 2001; however this pattern held in 1998, 1999, 2000, and 2001 for grades 2-5. These analyses of EL concentration and socioeconomic status reveal that the three instructional model categories delineate very different schools.

Methodological Note 11: Missing Language Classification Information

As can be seen in Exhibit 4 in the Technical Appendix, the sample sizes for the language classification subgroups (EOs, IFEPs, RFEPs, and ELs) do not add up to the sample sizes for the total group. This is due to missing language classification information. In 1998, approximately 10% of cases from the lower grades were not classified by language status while approximately 25% of cases from the upper grades lacked this data. The 1999 data are slightly more complete. By 2000 less than 1% of cases were missing this information. The changes in missing rates for language classification across the four years may bias our results if certain language subgroups were more likely to be missing than others and if lower performing students were more likely to be missing this data. For example, if lower performing EL students were the group most likely to be missing the language classification data, this may underestimate the 1998 gap and thus underestimate the closing of the gap from 1998 to 2001. An examination of the mean scaled scores for students missing language classification data indicate that average scores for this group tend to fall in between the mean scaled scores for EOs and EL/RFEP. Thus, it does not appear that the group of students missing language classification data is dominated by any one language group.

Methodological Note 12: Changes in Testing Rates

We examined changes in testing rates for EL students and for all students from 1998 to 2001. Rossell (2002) argues that previous research examining the effectiveness of instructional programs for EL students was biased by lower test inclusion rates for EL students in bilingual programs. She maintains that lower achieving EL students in bilingual programs are less likely to be tested, and this may lead to an overestimation of the achievement of EL students in bilingual programs. Although we did not examine testing inclusion rates by instructional model, we did examine the overall change in EL testing rate from 1998 to 2001. In 1998, approximately 72% of EL students in grades 2-11 took the SAT-9 compared to 91% in 2001. The comparable statistics

for all students are 89% in 1998 and 91% in 2001. Thus, it is possible that the 1998 mean scaled scores overestimate EL performance, which would lead to an underestimation of gap closing from 1998 to 2001. If the untested EL students in 1998 were more likely to be students in bilingual programs, this would lead to an underestimation of gains made by ELs in the continuing-bilingual and transitioning-from-bilingual instructional models.

Exhibit 1: Within-Grade Analyses: Reading, Grades 2–11, Mean Scaled Scores*

Grade 2 (Reading)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO – EL/RFEP)	Gap (EO-EL)
1998	571	581	580	579	545	546	35	36
1999	576	587	587	586	551	552	35	36
2000	581	592	591	595	557	558	34	35
2001	583	595	596	592	561	563	32	33
Gain (1999-2001)	7	8	9	6	10	10	-3	-2
Gain (1998-2001)	12	14	16	14	17	17	-3	-3

Grade 3 (Reading)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO – EL/RFEP)	Gap (EO-EL)
1998	600	611	607	610	568	571	40	43
1999	604	617	613	617	574	577	40	43
2000	608	621	617	621	579	582	39	42
2001	611	625	623	620	582	586	39	43
Gain (1999-2001)	7	7	9	3	8	9	-2	-1
Gain (1998-2001)	12	14	15	10	14	15	-2	-1

Grade 4 (Reading)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO – EL/RFEP)	Gap (EO-EL)
1998	626	637	634	639	594	599	38	43
1999	630	641	639	643	598	603	38	43
2000	632	644	641	645	601	607	37	42
2001	635	647	647	645	604	611	35	42
Gain (1999-2001)	5	5	8	2	6	8	-3	-1
Gain (1998-2001)	8	9	12	5	10	12	-3	-1

Grade 5 (Reading)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO – EL/RFEP)	Gap (EO-EL)
1998	643	653	650	649	611	617	36	43
1999	645	656	654	654	614	621	35	42
2000	646	656	654	655	615	623	33	41
2001	647	658	658	655	617	626	32	41
Gain (1999-2001)	2	2	4	1	4	5	-3	-2
Gain (1998-2001)	5	5	8	6	7	9	-4	-2

Grade 6 (Reading)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO – EL/RFEP)	Gap (EO-EL)
1998	655	664	661	658	624	632	32	40
1999	658	667	665	660	628	636	31	39
2000	658	668	666	663	629	638	30	39
2001	660	669	669	663	630	640	29	38
Gain (1999-2001)	2	1	4	3	2	4	-2	-1
Gain (1998-2001)	4	4	8	6	6	8	-4	-2

* Scores are SAT-9 mean scaled scores. Calculated gains and gap figures may differ from source figures due to rounding.

** Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs

Grade 7 (Reading)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO – EL/RFEP)	Gap (EO-EL)
1998	670	680	677	673	633	644	37	48
1999	672	683	680	675	636	647	35	47
2000	673	683	681	676	637	649	34	46
2001	674	684	684	678	639	651	33	46
Gain (1999-2001)	2	2	5	3	3	4	-2	-1
Gain (1998-2001)	4	4	7	5	6	8	-4	-2

Grade 8 (Reading)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO – EL/RFEP)	Gap (EO-EL)
1998	684	693	689	685	649	660	34	44
1999	686	696	692	688	652	663	32	44
2000	687	696	692	688	652	664	31	43
2001	687	696	695	689	654	666	30	42
Gain (1999-2001)	1	1	3	1	2	3	-2	-2
Gain (1998-2001)	3	3	6	4	5	7	-4	-2

Grade 9 (Reading)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO – EL/RFEP)	Gap (EO-EL)
1998	684	692	686	682	650	659	33	42
1999	684	693	689	683	652	662	31	41
2000	685	693	688	684	653	663	30	41
2001	684	692	691	684	652	663	29	40
Gain (1999-2001)	0	-1	2	0	0	1	-2	-1
Gain (1998-2001)	0	0	5	2	2	3	-3	-2

Grade 10 (Reading)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO – EL/RFEP)	Gap (EO-EL)
1998	689	698	692	687	654	665	33	43
1999	690	698	693	689	656	668	31	42
2000	690	698	693	689	656	668	30	42
2001	691	698	696	690	656	669	29	42
Gain (1999-2001)	1	0	3	1	0	1	-2	-1
Gain (1998-2001)	1	1	5	3	2	4	-4	-2

Grade 11 (Reading)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO – EL/RFEP)	Gap (EO-EL)
1998	697	704	700	695	662	674	31	43
1999	697	704	701	696	663	677	28	41
2000	697	704	699	697	664	676	27	40
2001	697	703	703	697	664	677	26	40
Gain (1999-2001)	0	-1	2	0	0	1	-2	-2
Gain (1998-2001)	0	-1	3	2	2	3	-4	-3

* Scores are SAT-9 mean scaled scores. Calculated gains and gap figures may differ from source figures due to rounding.

** Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs

Exhibit 2: Within-Grade Analyses: Reading, Grades 2–11, Standard Deviations

Grade 2 (Reading)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	43	43	41	41	32	33
1999	43	42	41	38	33	33
2000	43	42	40	37	34	35
2001	42	41	40	36	35	35
Grade 3 (Reading)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	46	46	41	37	32	34
1999	45	45	40	34	32	34
2000	45	45	40	33	32	34
2001	45	44	40	33	33	35
Grade 4 (Reading)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	45	44	41	36	30	34
1999	44	43	40	34	31	34
2000	44	43	40	32	31	34
2001	43	43	39	32	31	35
Grade 5 (Reading)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	41	40	37	32	28	32
1999	40	39	37	31	28	32
2000	40	39	37	30	28	32
2001	39	39	36	29	28	32
Grade 6 (Reading)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	37	36	34	29	25	29
1999	37	36	33	29	25	29
2000	37	36	34	29	25	30
2001	37	36	34	29	25	30
Grade 7 (Reading)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	41	39	37	33	29	35
1999	40	38	36	31	29	34
2000	41	39	36	32	30	35
2001	41	39	37	32	30	36
Grade 8 (Reading)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	38	36	34	29	26	32
1999	37	35	33	28	26	32
2000	37	36	33	28	27	32
2001	37	36	33	29	27	32

* Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs.

Grade 9 (Reading)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	37	36	34	29	24	29
1999	37	36	34	28	23	29
2000	36	36	34	28	24	29
2001	37	36	34	28	24	29

Grade 10 (Reading)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	37	36	34	29	25	31
1999	37	36	34	29	25	31
2000	37	36	35	29	25	31
2001	38	37	35	30	25	31

Grade 11 (Reading)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	37	36	34	28	26	31
1999	37	36	34	28	26	31
2000	37	37	34	28	26	31
2001	38	38	36	30	26	32

* Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs.

Exhibit 3: Within-Grade Analyses: Reading, Grades 2–11, Sample Sizes

Grade 2 (Reading)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	411,091	234,505	29,771	3,471	101,399	104,870
1999	427,734	239,615	30,405	3,886	124,851	128,737
2000	437,930	257,370	35,207	4,371	138,791	143,162
2001	457,062	259,307	34,987	6,163	155,041	161,204
Grade 3 (Reading)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	423,125	235,728	30,080	6,845	104,333	111,178
1999	451,709	253,292	32,348	8,545	126,790	135,335
2000	461,237	272,074	35,890	10,365	140,632	150,997
2001	465,148	267,995	34,917	15,919	144,660	160,579
Grade 4 (Reading)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	407,807	224,061	30,630	12,192	96,149	108,341
1999	418,261	238,124	30,601	13,605	106,670	120,275
2000	457,618	275,717	36,292	18,481	125,048	143,529
2001	464,661	272,099	33,815	27,209	130,292	157,501
Grade 5 (Reading)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	405,834	220,182	31,543	18,698	88,298	106,996
1999	416,674	235,128	32,224	22,336	97,732	120,068
2000	440,150	269,107	35,168	25,878	108,140	134,018
2001	470,047	281,165	34,273	34,687	118,623	153,310
Grade 6 (Reading)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	402,107	215,136	32,420	23,544	76,891	100,435
1999	402,178	226,425	31,838	28,627	82,667	111,294
2000	429,670	264,640	35,343	33,801	93,752	127,553
2001	445,565	272,906	32,492	39,813	98,874	138,687
Grade 7 (Reading)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	400,236	207,020	34,730	25,488	69,074	94,562
1999	398,793	223,296	33,576	30,388	73,906	104,294
2000	415,894	259,222	35,647	35,507	83,287	118,794
2001	438,810	271,152	33,770	42,848	89,607	132,455
Grade 8 (Reading)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	387,379	201,337	35,799	26,161	62,319	88,480
1999	395,215	222,531	34,921	32,613	67,477	100,090
2000	409,369	257,584	36,621	37,259	75,693	112,952
2001	422,124	262,968	32,738	44,184	80,875	125,059

* Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs.

† See methodological note 3 in the Technical Appendix for details on why the total category may be larger than the sum of the other categories.

Grade 9 (Reading)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	394,784	181,202	37,876	21,869	52,720	74,589
1999	402,384	217,122	38,746	29,521	62,634	92,155
2000	421,867	270,912	43,556	34,150	70,897	105,047
2001	432,672	272,709	39,273	40,963	77,360	118,323
Grade 10 (Reading)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	360,926	163,682	36,198	21,033	43,581	64,614
1999	367,800	198,522	39,545	26,430	50,805	77,235
2000	382,908	249,668	42,455	30,954	57,758	88,712
2001	396,288	256,684	38,823	36,863	62,156	99,019
Grade 11 (Reading)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	307,627	141,655	31,945	18,998	32,515	51,513
1999	316,750	170,383	35,887	25,168	38,000	63,168
2000	328,823	217,222	39,874	26,495	43,423	69,918
2001	336,779	220,424	35,461	32,332	46,966	79,298

* Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs.

† See methodological note 3 in the Technical Appendix for details on why the total category may be larger than the sum of the other categories.

Exhibit 4: Within-Grade Analyses: Lang. Arts, Grades 2–11, Mean Scaled Scores*

Grade 2 (Language Arts)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO – EL/RFEP)	Gap (EO-EL)
1998	581	589	588	587	559	560	29	30
1999	585	595	595	594	564	565	30	31
2000	589	599	599	602	569	570	29	30
2001	590	600	602	598	572	573	27	28
Gain (1999-2001)	5	5	7	4	7	7	-3	-2
Gain (1998-2001)	10	11	13	11	12	13	-2	-2
Grade 3 (Language Arts)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO – EL/RFEP)	Gap (EO-EL)
1998	596	604	606	612	573	575	29	32
1999	602	612	614	622	579	582	30	33
2000	607	616	618	628	584	587	29	32
2001	610	620	623	626	588	592	28	32
Gain (1999-2001)	8	8	10	5	9	10	-2	-1
Gain (1998-2001)	14	15	18	14	15	17	-1	0
Grade 4 (Language Arts)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO – EL/RFEP)	Gap (EO-EL)
1998	620	628	630	639	596	601	27	32
1999	623	631	634	642	599	604	27	32
2000	626	634	637	646	603	608	25	31
2001	629	637	642	645	606	613	24	30
Gain (1999-2001)	6	6	8	3	7	9	-3	-1
Gain (1998-2001)	9	9	12	7	10	12	-4	-2
Grade 5 (Language Arts)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO – EL/RFEP)	Gap (EO-EL)
1998	634	641	643	646	608	614	27	33
1999	636	644	647	651	611	618	26	33
2000	638	645	648	653	613	621	25	32
2001	640	648	653	654	616	624	23	32
Gain (1999-2001)	4	3	6	3	5	6	-3	-2
Gain (1998-2001)	7	6	10	8	8	10	-4	-1
Grade 6 (Language Arts)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO – EL/RFEP)	Gap (EO-EL)
1998	643	649	651	650	618	625	24	32
1999	646	653	655	653	621	629	23	32
2000	647	654	657	657	622	631	22	31
2001	649	655	661	658	624	634	21	31
Gain (1999-2001)	3	2	6	5	3	5	-2	-1
Gain (1998-2001)	6	6	9	8	7	9	-3	-1

*Scores are SAT-9 mean scaled scores. Calculated gains and gap figures may differ from source figures due to rounding.

** Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs

Grade 7 (Language Arts)

	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO - EL/RFEP)	Gap (EO-EL)
1998	655	662	663	660	626	635	27	36
1999	658	666	667	663	629	639	27	37
2000	659	667	668	665	631	641	26	36
2001	661	668	672	667	632	643	25	36
Gain (1999-2001)	3	3	5	4	3	4	-2	0
Gain (1998-2001)	6	6	9	7	6	8	-2	0

Grade 8 (Language Arts)

	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO - EL/RFEP)	Gap (EO-EL)
1998	661	669	668	664	632	641	28	37
1999	664	672	671	667	634	645	27	38
2000	665	673	672	669	635	646	27	38
2001	666	674	676	670	636	648	26	38
Gain (1999-2001)	2	1	4	2	2	3	-1	0
Gain (1998-2001)	5	5	8	6	4	6	-2	1

Grade 9 (Language Arts)

	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO - EL/RFEP)	Gap (EO-EL)
1998	668	674	674	671	642	651	23	32
1999	670	676	678	673	644	653	23	32
2000	671	677	677	675	644	654	23	33
2001	672	678	682	675	644	655	23	34
Gain (1999-2001)	2	2	4	2	0	1	0	2
Gain (1998-2001)	4	4	8	4	2	4	0	3

Grade 10 (Language Arts)

	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO - EL/RFEP)	Gap (EO-EL)
1998	669	676	673	669	639	649	27	37
1999	671	678	676	672	641	651	27	38
2000	672	678	676	673	641	652	26	37
2001	673	679	681	674	641	653	26	38
Gain (1999-2001)	2	1	5	2	0	2	-1	1
Gain (1998-2001)	4	3	7	5	2	5	-1	1

Grade 11 (Language Arts)

	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO - EL/RFEP)	Gap (EO-EL)
1998	678	684	682	678	650	660	23	34
1999	680	686	685	681	652	663	23	34
2000	681	686	684	682	652	664	22	34
2001	681	686	688	682	652	664	22	34
Gain (1999-2001)	1	0	3	1	0	1	-1	0
Gain (1998-2001)	3	3	6	4	2	4	-1	0

*Scores are SAT-9 mean scaled scores. Calculated gains and gap figures may differ from source figures due to rounding.

** Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs

Exhibit 5: Within-Grade Analyses: Lang. Arts, Grades 2–11, Standard Deviations

Grade 2 (Language Arts)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	39	40	38	38	30	31
1999	40	40	38	37	31	32
2000	40	40	38	37	33	34
2001	40	40	39	37	33	34
Grade 3 (Language Arts)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	41	41	41	40	31	33
1999	42	42	41	38	32	34
2000	42	42	41	36	34	35
2001	42	42	41	36	34	36
Grade 4 (Language Arts)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	40	40	40	36	31	35
1999	40	39	39	35	32	35
2000	40	39	39	33	32	35
2001	40	39	39	33	33	36
Grade 5 (Language Arts)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	40	40	38	33	30	33
1999	40	40	38	33	30	34
2000	40	40	39	32	31	35
2001	40	40	38	32	31	35
Grade 6 (Language Arts)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	36	36	35	30	27	31
1999	37	36	35	31	28	32
2000	37	37	36	31	28	33
2001	37	37	37	31	29	33
Grade 7 (Language Arts)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	38	38	37	32	27	32
1999	39	38	36	31	27	33
2000	39	39	37	32	28	33
2001	40	40	38	33	29	34
Grade 8 (Language Arts)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	39	39	37	31	26	31
1999	39	40	37	31	26	32
2000	40	40	38	31	27	32
2001	40	41	38	32	27	33

* Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs.

Grade 9 (Language Arts)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	35	35	35	30	25	30
1999	36	35	35	30	25	30
2000	36	36	36	31	25	31
2001	37	37	37	31	26	32

Grade 10 (Language Arts)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	39	39	38	32	25	31
1999	39	39	38	33	25	32
2000	40	40	39	33	25	32
2001	41	41	40	34	26	33

Grade 11 (Language Arts)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	35	35	34	29	25	30
1999	36	36	35	30	25	30
2000	37	37	36	30	25	31
2001	38	38	38	32	26	32

* Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs.

Exhibit 6: Within-Grade Analyses: Lang. Arts, Grades 2–11, Sample Sizes

Grade 2 (Language Arts)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	436,607	245,384	31,035	3,612	111,752	115,364
1999	445,416	247,653	31,365	3,986	132,028	136,014
2000	451,213	263,991	36,023	4,459	144,468	148,927
2001	469,492	265,430	35,694	6,265	160,476	166,741
Grade 3 (Language Arts)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	419,311	233,584	29,808	6,810	103,467	110,277
1999	450,016	252,250	32,219	8,495	126,417	134,912
2000	458,979	270,780	35,717	10,307	139,922	150,229
2001	463,691	267,059	34,804	15,864	144,307	160,171
Grade 4 (Language Arts)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	422,726	230,614	31,400	12,420	102,279	114,699
1999	428,748	242,692	31,111	13,710	111,300	125,010
2000	464,818	279,132	36,751	18,577	128,251	146,828
2001	473,184	275,884	34,270	27,438	134,319	161,757
Grade 5 (Language Arts)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	414,400	223,766	32,015	18,844	91,898	110,742
1999	422,300	237,355	32,530	22,412	100,380	122,792
2000	443,655	270,712	35,335	25,871	109,846	135,717
2001	475,708	283,787	34,542	34,856	121,214	156,070
Grade 6 (Language Arts)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	403,657	215,249	32,333	23,514	78,272	101,786
1999	401,888	225,934	31,704	28,498	83,106	111,604
2000	428,120	263,636	35,164	33,444	93,747	127,191
2001	446,927	273,436	32,529	39,748	99,737	139,485
Grade 7 (Language Arts)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	398,397	205,734	34,424	25,305	69,364	94,669
1999	395,531	221,264	33,303	30,172	73,673	103,845
2000	411,266	256,345	35,263	34,990	82,478	117,468
2001	436,700	269,598	33,625	42,577	89,482	132,059
Grade 8 (Language Arts)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	385,212	199,632	35,555	26,044	62,537	88,581
1999	390,799	220,134	34,522	32,251	66,892	99,143
2000	407,193	256,152	36,411	37,026	75,394	112,420
2001	419,588	261,073	32,552	43,813	80,809	124,622

* Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs.

† See methodological note 3 in the Technical Appendix for details on why the total category may be larger than the sum of the other categories.

Grade 9 (Language Arts)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	394,195	180,743	37,862	21,852	52,863	74,715
1999	400,932	216,501	38,538	29,464	62,324	91,788
2000	421,815	270,795	43,592	34,114	70,988	105,102
2001	432,628	272,586	39,290	40,935	77,436	118,371
Grade 10 (Language Arts)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	357,863	162,567	35,899	20,850	43,118	63,968
1999	364,241	196,912	39,199	26,176	50,140	76,316
2000	381,029	248,329	42,232	30,948	57,465	88,413
2001	394,344	255,348	38,716	36,742	61,818	98,560
Grade 11 (Language Arts)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	305,549	140,959	31,801	18,888	32,264	51,152
1999	314,122	169,186	35,619	25,002	37,570	62,572
2000	327,266	216,082	39,728	26,422	43,231	69,653
2001	335,592	219,520	35,369	32,215	46,901	79,116

* Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs. See Methodological Note 3 in the Technical Appendix for more information on the total category.

† See methodological note 3 in the Technical Appendix for details on why the total category may be larger than the sum of the other categories.

Exhibit 7: Within-Grade Analyses: Math, Grades 2–11, Mean Scaled Scores*

Grade 2 (Math)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO – EL/RFEP)	Gap (EO-EL)
1998	564	571	573	575	548	549	22	23
1999	572	579	582	583	556	557	22	23
2000	579	586	588	593	562	563	23	24
2001	581	589	593	592	566	567	22	23
Grade 3 (Math)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO – EL/RFEP)	Gap (EO-EL)
1998	590	597	600	610	572	574	23	25
1999	598	606	610	619	580	582	23	26
2000	605	613	617	627	587	590	23	26
2001	610	617	623	627	592	595	22	26
Gain (1999-2001)	12	12	13	8	12	13	-1	0
Gain (1998-2001)	20	21	23	17	20	21	0	1
Grade 4 (Math)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO – EL/RFEP)	Gap (EO-EL)
1998	613	620	624	635	592	597	23	27
1999	619	626	630	640	599	603	23	27
2000	625	632	636	645	604	609	23	28
2001	629	636	642	646	607	614	22	29
Gain (1999-2001)	10	10	12	6	9	11	-1	1
Gain (1998-2001)	15	16	18	11	15	17	-1	1
Grade 5 (Math)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO – EL/RFEP)	Gap (EO-EL)
1998	638	644	648	651	615	621	23	29
1999	642	649	653	658	620	627	22	29
2000	646	653	657	662	624	631	22	29
2001	651	657	663	664	628	636	22	30
Gain (1999-2001)	8	8	10	6	8	9	-1	1
Gain (1998-2001)	13	13	16	13	12	14	-1	1
Grade 6 (Math)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO – EL/RFEP)	Gap (EO-EL)
1998	655	662	665	664	629	637	25	33
1999	661	668	671	669	635	643	24	33
2000	663	670	674	673	637	647	24	33
2001	667	673	680	676	640	650	23	33
Gain (1999-2001)	6	6	9	7	6	7	-1	0
Gain (1998-2001)	11	11	15	12	11	13	-2	0

* Scores are SAT-9 mean scaled scores. Calculated gains and gap figures may differ from source figures due to rounding.

** Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs

Grade 7 (Math)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO - EL/RFEP)	Gap (EO-EL)
1998	667	673	676	673	643	651	21	29
1999	670	676	679	676	647	655	21	29
2000	672	678	681	678	648	657	21	30
2001	674	680	686	681	650	660	21	31
Gain (1999-2001)	4	4	7	5	3	5	0	1
Gain (1998-2001)	7	8	11	8	6	8	-1	2

Grade 8 (Math)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO - EL/RFEP)	Gap (EO-EL)
1998	676	682	683	680	653	660	21	29
1999	680	685	688	683	656	664	21	30
2000	681	687	688	684	656	666	21	30
2001	682	688	692	686	658	668	20	30
Gain (1999-2001)	2	2	4	2	2	3	-1	0
Gain (1998-2001)	6	6	8	6	5	7	-1	1

Grade 9 (Math)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO - EL/RFEP)	Gap (EO-EL)
1998	688	693	692	690	667	673	20	26
1999	690	695	697	692	669	676	19	26
2000	692	696	696	694	670	678	19	27
2001	692	697	701	694	670	678	19	28
Gain (1999-2001)	2	2	4	2	1	2	0	1
Gain (1998-2001)	4	4	8	4	3	4	0	1

Grade 10 (Math)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO - EL/RFEP)	Gap (EO-EL)
1998	695	698	699	696	677	683	15	21
1999	697	701	702	699	680	687	14	21
2000	698	701	701	700	680	687	14	21
2001	698	701	706	700	680	687	14	22
Gain (1999-2001)	1	0	3	1	0	1	0	1
Gain (1998-2001)	4	3	7	4	2	4	-1	0

Grade 11 (Math)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO - EL/RFEP)	Gap (EO-EL)
1998	700	703	704	701	680	688	15	23
1999	702	706	709	705	684	692	14	22
2000	703	706	708	707	684	693	14	22
2001	704	706	711	705	684	692	14	23
Gain (1999-2001)	1	0	3	0	0	0	0	1
Gain (1998-2001)	4	3	7	4	3	5	-2	0

* Scores are SAT-9 mean scaled scores. Calculated gains and gap figures may differ from source figures due to rounding.

** Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs

Exhibit 8: Within-Grade Analyses: Math, Grades 2–11, Standard Deviations

Grade 2 (Math)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	42	42	40	41	37	37
1999	43	43	41	42	38	38
2000	43	43	41	40	39	39
2001	43	43	41	40	39	39
Grade 3 (Math)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	42	42	42	41	35	37
1999	43	43	42	40	36	37
2000	43	44	43	39	37	39
2001	44	44	42	38	38	39
Grade 4 (Math)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	41	41	41	38	32	36
1999	41	41	41	37	33	36
2000	42	42	41	36	34	37
2001	42	42	41	36	35	38
Grade 5 (Math)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	40	40	40	35	30	34
1999	40	40	40	35	30	34
2000	41	41	41	36	31	35
2001	41	42	41	35	32	36
Grade 6 (Math)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	41	42	42	37	30	35
1999	42	42	42	38	31	36
2000	43	43	44	39	32	37
2001	43	43	44	40	33	39
Grade 7 (Math)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	39	39	41	37	26	32
1999	39	39	41	36	26	32
2000	40	41	42	38	28	34
2001	41	41	44	39	28	35
Grade 8 (Math)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	37	37	40	35	26	31
1999	38	38	40	35	26	32
2000	38	39	40	36	26	32
2001	39	39	41	36	27	33

* Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs.

Grade 9 (Math)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	36	36	37	33	26	30
1999	36	36	38	33	26	30
2000	37	37	38	34	26	31
2001	38	38	40	34	26	31

Grade 10 (Math)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	34	34	36	31	27	30
1999	35	35	37	33	26	30
2000	35	36	37	33	26	30
2001	36	36	40	34	26	31

Grade 11 (Math)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998	38	38	40	35	29	33
1999	38	39	41	36	29	34
2000	39	39	42	38	29	34
2001	40	40	44	38	29	34

* Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs.

Exhibit 9: Within-Grade Analyses: Math, Grades 2–11, Sample Sizes

Grade 2 (Math)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	448,870	249,000	31,444	3,673	118,740	122,413
1999	451,488	249,792	31,592	4,008	135,202	139,210
2000	456,572	266,109	36,224	4,487	147,442	151,929
2001	473,990	267,123	35,931	6,318	162,958	169,276
Grade 3 (Math)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	433,600	239,603	30,497	6,942	109,327	116,269
1999	458,060	255,810	32,670	8,606	129,673	138,279
2000	466,381	274,403	36,183	10,401	143,075	153,476
2001	470,057	270,171	35,159	16,003	147,018	163,021
Grade 4 (Math)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	428,987	233,099	31,676	12,508	104,707	117,215
1999	433,380	244,846	31,400	13,827	112,988	126,815
2000	469,570	281,450	36,988	18,668	130,304	148,972
2001	475,585	277,006	34,378	27,470	135,444	162,914
Grade 5 (Math)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	418,918	225,508	32,305	18,961	93,661	112,622
1999	425,388	238,717	32,745	22,517	101,593	124,110
2000	447,292	272,533	35,573	25,986	111,286	137,272
2001	477,442	284,546	34,611	34,899	122,062	156,961
Grade 6 (Math)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	411,548	218,755	32,939	23,800	80,698	104,498
1999	407,693	228,691	32,118	28,773	84,985	113,758
2000	434,602	267,060	35,615	33,950	95,812	129,762
2001	450,254	275,004	32,688	39,984	101,076	141,060
Grade 7 (Math)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	404,738	208,363	34,913	25,591	71,227	96,818
1999	401,064	223,931	33,685	30,428	75,238	105,666
2000	417,949	259,867	35,775	35,578	84,491	120,069
2001	440,665	271,472	33,885	42,903	90,974	133,877
Grade 8 (Math)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	390,807	202,215	35,991	26,284	64,018	90,302
1999	395,916	222,630	34,951	32,570	68,235	100,805
2000	410,160	257,456	36,697	37,252	76,527	113,779
2001	423,198	262,831	32,794	44,156	82,055	126,211

* Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs. See Methodological Note 3 in the Technical Appendix for more information on the total category.

† See methodological note 3 in the Technical Appendix for details on why the total category may be larger than the sum of the other categories.

Grade 9 (Math)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	401,441	183,262	38,329	22,152	54,815	76,967
1999	406,207	218,616	38,963	29,726	63,942	93,668
2000	426,202	273,205	43,889	34,338	72,386	106,724
2001	436,939	274,707	39,548	41,230	79,022	120,252
Grade 10 (Math)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	365,063	165,080	36,475	21,108	44,912	66,020
1999	369,677	199,187	39,631	26,558	51,651	78,209
2000	385,594	251,013	42,651	31,171	58,659	89,830
2001	398,397	257,614	38,907	36,995	63,093	100,088
Grade 11 (Math)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998	310,517	142,626	32,230	19,050	33,311	52,361
1999	317,536	170,700	35,933	25,221	38,430	63,651
2000	330,601	218,028	40,157	26,599	43,969	70,568
2001	338,090	220,975	35,571	32,387	47,533	79,920

* Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs. See Methodological Note 3 in the Technical Appendix for more information on the total category.

† See methodological note 3 in the Technical Appendix for details on why the total category may be larger than the sum of the other categories.

Exhibit 10: Quasi-Cohort Analyses: Reading, Cohorts 2-5, 4-7, and 8-11, Mean Scaled Scores*

Cohort 2-5 (Reading)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO-EL/RFEP)	Gap (EO-EL)
1998 (Grade 2)	571	581	580	579	545	546	35	36
1999 (Grade 3)	604	617	613	617	574	577	40	43
2000 (Grade 4)	632	644	641	645	601	607	37	42
2001 (Grade 5)	647	658	658	655	617	626	32	41
Gain (2001-1999)	43	41	45	3x8	43	49	-8	-2
Gain (2001-1998)	76	77	78	77	73	80	-3	5

Cohort 4-7 (Reading)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO-EL/RFEP)	Gap (EO-EL)
1998 (Grade 4)	626	637	634	639	594	599	38	43
1999 (Grade 5)	645	656	654	654	614	621	35	42
2000 (Grade 6)	658	668	666	663	629	638	30	39
2001 (Grade 7)	674	684	684	678	639	651	33	46
Gain (2001-1999)	29	28	31	24	25	30	-2	3
Gain (2001-1998)	48	47	50	39	45	52	-5	2

Cohort 8-11 (Reading)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO-EL/RFEP)	Gap (EO-EL)
1998 (Grade 8)	684	693	689	685	649	660	34	44
1999 (Grade 9)	684	693	689	683	652	662	31	41
2000 (Grade 10)	690	698	693	689	656	668	30	42
2001 (Grade 11)	697	703	703	697	664	677	26	40
Gain (2001-1999)	12	10	13	13	12	15	-5	-2
Gain (2001-1998)	13	10	13	12	15	18	-8	-5

* Scores are SAT-9 mean scaled scores. Calculated gains and gap figures may differ from source figures due to rounding.

** Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs

NOTE: Updated 07/02 to correct minor errors in grade labeling.

Exhibit 11: Quasi-Cohort Analyses: Reading, Cohorts 2-5, 4-7, and 8-11, Standard Deviations

Cohort 2-5 (Reading)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998 (Grade 2)	43	43	41	41	32	33
1999 (Grade 3)	45	45	40	34	32	34
2000 (Grade 4)	44	43	40	32	31	34
2001 (Grade 5)	39	39	36	29	28	32
Cohort 4-7 (Reading)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998 (Grade 4)	45	44	41	36	30	34
1999 (Grade 5)	40	39	37	31	28	32
2000 (Grade 6)	37	36	34	29	25	30
2001 (Grade 7)	41	39	37	32	30	36
Cohort 8-11 (Reading)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998 (Grade 8)	38	36	34	29	26	32
1999 (Grade 9)	37	36	34	28	23	29
2000 (Grade 10)	37	36	35	29	25	31
2001 (Grade 11)	38	38	36	30	26	32

* Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs

NOTE: Updated 07/02 to correct minor errors in grade labeling.

Exhibit 12: Quasi-Cohort Analyses: Reading, Cohorts 2-5, 4-7, and 8-11, Sample Sizes

Cohort 2-5 (Reading)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998 (Grade 2)	411,091	234,505	29,771	3,471	101,399	104,870
1999 (Grade 3)	451,709	253,292	32,348	8,545	126,790	135,335
2000 (Grade 4)	457,618	275,717	36,292	18,481	125,048	143,529
2001 (Grade 5)	470,047	281,165	34,273	34,687	118,623	153,310
Cohort 4-7 (Reading)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998 (Grade 4)	407,807	224,061	30,630	12,192	96,149	108,341
1999 (Grade 5)	416,674	235,128	32,224	22,336	97,732	120,068
2000 (Grade 6)	429,670	264,640	35,343	33,801	93,752	127,553
2001 (Grade 7)	438,810	271,152	33,770	42,848	89,607	132,455
Cohort 8-11 (Reading)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998 (Grade 8)	387,379	201,337	35,799	26,161	62,319	88,480
1999 (Grade 9)	402,384	217,122	38,746	29,521	62,634	92,155
2000 (Grade 10)	382,908	249,668	42,455	30,954	57,758	88,712
2001 (Grade 11)	336,779	220,424	35,461	32,332	46,966	79,298

* Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs

† See methodological note 3 in the Technical Appendix for details on why the total category may be larger than the sum of the other categories.

NOTE: Updated 07/02 to correct minor errors in grade labeling.

Exhibit 13: Quasi-Cohort Analyses: Language Arts, Cohorts 2-5, 4-7, and 8-11, Mean Scaled Scores*

Cohort 2-5 (Language Arts)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO-EL/RFEP)	Gap (EO-EL)
1998 (Grade 2)	581	589	588	587	559	560	29	30
1999 (Grade 3)	602	612	614	622	579	582	30	33
2000 (Grade 4)	626	634	637	646	603	608	25	31
2001 (Grade 5)	640	648	653	654	616	624	23	32
Gain (2001-1999)	60	58	65	67	57	64	-6	2
Gain (2001-1998)	38	36	39	33	37	43	-7	-1

Cohort 4-7 (Language Arts)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO-EL/RFEP)	Gap (EO-EL)
1998 (Grade 4)	620	628	630	639	596	601	27	32
1999 (Grade 5)	636	644	647	651	611	618	26	33
2000 (Grade 6)	647	654	657	657	622	631	22	31
2001 (Grade 7)	661	668	672	667	632	643	25	36
Gain (2001-1999)	41	40	42	28	36	43	-2	4
Gain (2001-1998)	24	24	25	16	21	25	-1	3

Cohort 8-11 (Language Arts)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO-EL/RFEP)	Gap (EO-EL)
1998 (Grade 8)	661	669	668	664	632	641	28	37
1999 (Grade 9)	670	676	678	673	644	653	23	32
2000 (Grade 10)	672	678	676	673	641	652	26	37
2001 (Grade 11)	681	686	688	682	652	664	22	34
Gain (2001-1999)	20	17	20	18	20	23	-6	-3
Gain (2001-1998)	11	10	11	9	8	11	-1	2

* Scores are SAT-9 mean scaled scores. Calculated gains and gap figures may differ from source figures due to rounding.

** Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs

NOTE: Updated 07/02 to correct minor errors in grade labeling.

Exhibit 14: Quasi-Cohort Analyses: Language Arts, Cohorts 2-5, 4-7, and 8-11, Standard Deviations

Cohort 2-5 (Language Arts)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998 (Grade 2)	39	40	38	38	30	31
1999 (Grade 3)	42	42	41	38	32	34
2000 (Grade 4)	40	39	39	33	32	35
2001 (Grade 5)	40	40	38	32	31	35
Cohort 4-7 (Language Arts)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998 (Grade 4)	40	40	40	36	31	35
1999 (Grade 5)	40	40	38	33	30	34
2000 (Grade 6)	37	37	36	31	28	33
2001 (Grade 7)	40	40	38	33	29	34
Cohort 8-11 (Language Arts)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998 (Grade 8)	39	39	37	31	26	31
1999 (Grade 9)	36	35	35	30	25	30
2000 (Grade 10)	40	40	39	33	25	32
2001 (Grade 11)	38	38	38	32	26	32

* Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs

NOTE: Updated 07/02 to correct minor errors in grade labeling.

Exhibit 15: Quasi-Cohort Analyses: Language Arts, Cohorts 2-5, 4-7, and 8-11, Sample Sizes

Cohort 2-5 (Language Arts)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998 (Grade 2)	436,607	245,384	31,035	3,612	111,752	115,364
1999 (Grade 3)	450,016	252,250	32,219	8,495	126,417	134,912
2000 (Grade 4)	464,818	279,132	36,751	18,577	128,251	146,828
2001 (Grade 5)	475,708	283,787	34,542	34,856	121,214	156,070
Cohort 4-7 (Language Arts)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998 (Grade 4)	422,726	230,614	31,400	12,420	102,279	114,699
1999 (Grade 5)	422,300	237,355	32,530	22,412	100,380	122,792
2000 (Grade 6)	428,120	263,636	35,164	33,444	93,747	127,191
2001 (Grade 7)	436,700	269,598	33,625	42,577	89,482	132,059
Cohort 8-11 (Language Arts)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998 (Grade 8)	385,212	199,632	35,555	26,044	62,537	88,581
1999 (Grade 9)	400,932	216,501	38,538	29,464	62,324	91,788
2000 (Grade 10)	381,029	248,329	42,232	30,948	57,465	88,413
2001 (Grade 11)	335,592	219,520	35,369	32,215	46,901	79,116

* Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs

† See methodological note 3 in the Technical Appendix for details on why the total category may be larger than the sum of the other categories.

NOTE: Updated 07/02 to correct minor errors in grade labeling.

Exhibit 16: Quasi-Cohort Analyses: Math, Cohorts 2-5, 4-7, and 8-11, Mean Scaled Scores*

Cohort 2-5 (Math)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO-EL/RFEP)	Gap (EO-EL)
1998 (Grade 2)	564	571	573	575	548	549	22	23
1999 (Grade 3)	598	606	610	619	580	582	23	26
2000 (Grade 4)	625	632	636	645	604	609	23	28
2001 (Grade 5)	651	657	663	664	628	636	22	30
Gain (2001-1999)	86	87	90	89	80	87	0	7
Gain (2001-1998)	52	51	53	45	48	53	-2	4

Cohort 4-7 (Math)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO-EL/RFEP)	Gap (EO-EL)
1998 (Grade 4)	613	620	624	635	592	597	23	27
1999 (Grade 5)	642	649	653	658	620	627	22	29
2000 (Grade 6)	663	670	674	673	637	647	24	33
2001 (Grade 7)	674	680	686	681	650	660	21	31
Gain (2001-1999)	61	60	62	46	57	63	-2	3
Gain (2001-1998)	32	31	33	23	30	33	-2	2

Cohort 8-11 (Math)								
	Total**	EO	IFEP	RFEP	EL	EL/RFEP	Gap (EO-EL/RFEP)	Gap (EO-EL)
1998 (Grade 8)	676	682	683	680	653	660	21	29
1999 (Grade 9)	690	695	697	692	669	676	19	26
2000 (Grade 10)	698	701	701	700	680	687	14	21
2001 (Grade 11)	704	706	711	705	684	692	14	23
Gain (2001-1999)	28	25	28	26	31	32	-7	-6
Gain (2001-1998)	14	11	15	13	15	16	-5	-4

* Scores are SAT-9 mean scaled scores. Calculated gains and gap figures may differ from source figures due to rounding.

** Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs

NOTE: Updated 07/02 to correct minor errors in grade labeling.

Exhibit 17: Quasi-Cohort Analyses: Math, Cohorts 2-5, 4-7, and 8-11, Standard Deviations

Cohort 2-5 (Math)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998 (Grade 2)	42	42	40	41	37	37
1999 (Grade 3)	43	43	42	40	36	37
2000 (Grade 4)	42	42	41	36	34	37
2001 (Grade 5)	41	42	41	35	32	36
Cohort 4-7 (Math)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998 (Grade 4)	41	41	41	38	32	36
1999 (Grade 5)	40	40	40	35	30	34
2000 (Grade 6)	43	43	44	39	32	37
2001 (Grade 7)	41	41	44	39	28	35
Cohort 8-11 (Math)						
	Total*	EO	IFEP	RFEP	EL	EL/RFEP
1998 (Grade 8)	37	37	40	35	26	31
1999 (Grade 9)	36	36	38	33	26	30
2000 (Grade 10)	35	36	37	33	26	30
2001 (Grade 11)	40	40	44	38	29	34

* Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs

NOTE: Updated 07/02 to correct minor errors in grade labeling.

Exhibit 18: Quasi-Cohort Analyses: Math, Cohorts 2-5, 4-7, and 8-11, Sample Sizes

Cohort 2-5 (Math)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998 (Grade 2)	448,870	249,000	31,444	3,673	118,740	122,413
1999 (Grade 3)	458,060	255,810	32,670	8,606	129,673	138,279
2000 (Grade 4)	469,570	281,450	36,988	18,668	130,304	148,972
2001 (Grade 5)	477,442	284,546	34,611	34,899	122,062	156,961
Cohort 4-7 (Math)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998 (Grade 4)	428,987	233,099	31,676	12,508	104,707	117,215
1999 (Grade 5)	425,388	238,717	32,745	22,517	101,593	124,110
2000 (Grade 6)	434,602	267,060	35,615	33,950	95,812	129,762
2001 (Grade 7)	440,665	271,472	33,885	42,903	90,974	133,877
Cohort 8-11 (Math)						
	Total*†	EO	IFEP	RFEP	EL	EL/RFEP
1998 (Grade 8)	390,807	202,215	35,991	26,284	64,018	90,302
1999 (Grade 9)	406,207	218,616	38,963	29,726	63,942	93,668
2000 (Grade 10)	385,594	251,013	42,651	31,171	58,659	89,830
2001 (Grade 11)	338,090	220,975	35,571	32,387	47,533	79,920

* Total = all students, EO = English Only students, IFEP = students whose first language was not English, but who entered school fully English proficient, RFEP = former English learners who had been redesignated, EL = English learners, EL/RFEP = combined sample of ELs and RFEPs

† See methodological note 3 in the Technical Appendix for details on why the total category may be larger than the sum of the other categories.

NOTE: Updated 07/02 to correct minor errors in grade labeling.

Exhibit 19: Instructional Model Analyses, Cohort 2-5, Mean Scaled Scores*

Data Arranged by Instructional Model

	1998			1999			2000			2001			EO Gain ('98-'01)	EL/RFEP Gain ('98-'01)	Gap change ('98-'01)	Gap change ('98-'00)
	EL/EO	RFEP	Gap	EL/EO	RFEP	Gap	EL/EO	RFEP	Gap	EL/EO	RFEP	Gap				
Continuing-bilingual (L1 → L1)																
Reading	567	537	30	602	571	30	629	602	27	645	621	24	78	84	-6	-7
Language Arts	577	553	23	597	576	22	621	603	18	635	619	15	58	66	-8	-7
Math	558	543	15	591	577	14	618	604	14	644	631	13	86	87	-2	0
Transitioning-from-bilingual (L1 → not L1)																
Reading	568	540	28	603	573	30	630	604	27	647	623	24	79	83	-4	-7
Language Arts	578	556	22	600	578	22	622	605	18	637	622	16	59	65	-6	-7
Math	561	546	14	595	579	16	621	605	15	647	632	15	86	86	1	-1
Never-bilingual (not L1 → not L1)																
Reading	586	556	30	623	585	38	649	615	34	662	632	30	76	76	0	-7
Language Arts	594	568	26	617	591	26	638	616	22	652	631	21	57	63	-5	-5
Math	576	556	20	611	590	21	636	616	20	662	643	19	86	87	-1	-2

Data Arranged by Subject Tested

	1998			1999			2000			2001			EO Gain ('98-'01)	EL/RFEP Gain ('98-'01)	Gap change ('98-'01)	Gap change ('98-'00)
	EL/EO	RFEP	Gap	EL/EO	RFEP	Gap	EL/EO	RFEP	Gap	EL/EO	RFEP	Gap				
Reading																
Continuing-bilingual	567	537	30	602	571	30	629	602	27	645	621	24	78	84	-6	-7
Transitioning-from-bilingual	568	540	28	603	573	30	630	604	27	647	623	24	79	83	-4	-7
Never-bilingual	586	556	30	623	585	38	649	615	34	662	632	30	76	76	0	-7
Within Language Group Gap**	19	19		21	14		20	13		17	11					
Language Arts																
Continuing-bilingual	577	553	23	597	576	22	621	603	18	635	619	15	58	66	-8	-7
Transitioning-from-bilingual	578	556	22	600	578	22	622	605	18	637	622	16	59	65	-6	-7
Never-bilingual	594	568	26	617	591	26	638	616	22	652	631	21	57	63	-5	-5
Within Language Group Gap**	18	15		20	15		17	13		17	11					
Math																
Continuing-bilingual	558	543	15	591	577	14	618	604	14	644	631	13	86	87	-2	0
Transitioning-from-bilingual	561	546	14	595	579	16	621	605	15	647	632	15	86	86	1	-1
Never-bilingual	576	556	20	611	590	21	636	616	20	662	643	19	86	87	-1	-2
Within Language Group Gap**	18	12		20	12		18	12		18	12					

* Scores are SAT-9 mean scaled scores. Calculated gains and gap figures may differ from source figures due to rounding.

** Refers to the achievement gap between students of a given language group in never-bilingual versus continuing-bilingual schools.

Exhibit 20: Instructional Model Analyses, Cohort 2-5, Standard Deviations

Data Arranged by Instructional Model									
Continuing-bilingual (L1 → L1)	1998		1999		2000		2001		
	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	
Reading	40	28	43	32	41	32	37	30	
Language Arts	37	26	39	31	38	33	38	33	
Math	40	35	41	35	40	35	39	34	
Transitioning-from-bilingual (L1 → not L1)	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	
Reading	40	29	43	31	41	32	38	30	
Language Arts	37	28	40	32	38	33	39	34	
Math	40	36	42	35	41	35	40	34	
Never-bilingual (not L1 → not L1)	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	
Reading	42	36	44	36	42	37	38	34	
Language Arts	40	34	41	38	39	38	40	37	
Math	41	39	42	40	41	40	41	39	

Exhibit 21: Instructional Model Analyses, Cohort 2-5, Sample Sizes

Data Arranged by Instructional Model									
Continuing-bilingual (L1 → L1)	1998		1999		2000		2001		
	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	
Reading	22,758	20,608	24,050	30,095	24,676	33,686	23,158	34,959	
Language Arts	24,366	23,359	23,967	29,921	25,074	34,580	23,415	35,606	
Math	24,836	25,500	24,393	31,083	25,392	35,277	23,519	35,865	
Transitioning-from-bilingual (L1 → not L1)	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	
Reading	42,787	40,977	44,637	54,871	44,787	54,437	45,136	56,344	
Language Arts	45,324	45,929	44,304	54,615	45,484	55,619	45,581	57,320	
Math	46,123	49,477	45,131	55,946	45,900	56,372	45,781	57,659	
Never-bilingual (not L1 → not L1)	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	
Reading	157,677	40,016	170,847	46,576	186,571	50,247	189,169	55,262	
Language Arts	163,783	42,563	170,266	46,594	188,604	51,340	190,936	56,223	
Math	165,912	43,740	172,346	47,337	189,984	51,949	191,256	56,454	

Exhibit 22. Instructional Model Analyses: Grade 3, Mean Scaled Scores*

Data Arranged by Instructional Model																	
Continuing-bilingual (L1 → L1)	1998			1999			2000			2001			EO Gain (‘98-‘01)	EL/RFEP Gain (‘98-‘01)	Gap change (‘98-‘01)	Gap change (‘98-‘00)	
	EL/ EO	RFE	P Gap	EL/ EO	RFE	P Gap	EL/ EO	RFE	P Gap	EL/ EO	RFE	P Gap					
Reading	596	565	31	602	571	30	605	575	30	608	578	30	13	14	-1	0	
Language Arts	590	569	22	597	576	22	602	580	22	604	583	22	14	14	0	0	
Math	582	569	13	591	577	14	599	584	14	603	589	15	21	20	1	1	
Transitioning-from-bilingual (L1 → not L1)														EO Gain (‘98-‘01)	EL/RFEP Gain (‘98-‘01)	Gap change (‘98-‘01)	Gap change (‘98-‘00)
	EL/ EO	RFE	P Gap	EL/ EO	RFE	P Gap	EL/ EO	RFE	P Gap	EL/ EO	RFE	P Gap					
Reading	596	566	30	603	573	30	607	579	28	611	585	27	15	19	-3	-4	
Language Arts	591	570	21	600	578	22	605	585	20	608	591	18	17	20	-3	-5	
Math	584	570	14	595	579	16	602	587	15	607	593	13	22	23	-1	-2	
Never-bilingual (not L1 → not L1)														EO Gain (‘98-‘01)	EL/RFEP Gain (‘98-‘01)	Gap change (‘98-‘01)	Gap change (‘98-‘00)
	EL/ EO	RFE	P Gap	EL/ EO	RFE	P Gap	EL/ EO	RFE	P Gap	EL/ EO	RFE	P Gap					
Reading	617	580	38	623	585	38	626	589	37	630	593	37	13	13	-1	-1	
Language Arts	610	584	26	617	591	26	621	595	26	625	599	26	14	15	-1	-1	
Math	602	581	21	611	590	21	618	597	21	622	601	21	20	20	0	0	

Data Arranged by Subject Tested																	
	1998			1999			2000			2001			EO Gain (‘98-‘01)	EL/RFEP Gain (‘98-‘01)	Gap change (‘98-‘01)	Gap change (‘98-‘00)	
	EL/ EO	RFE	P Gap	EL/ EO	RFE	P Gap	EL/ EO	RFE	P Gap	EL/ EO	RFE	P Gap					
Reading														EO Gain (‘98-‘01)	EL/RFEP Gain (‘98-‘01)	Gap change (‘98-‘01)	Gap change (‘98-‘00)
Continuing-bilingual	596	565	31	602	571	30	605	575	30	608	578	30	13				
Transitioning-from-bilingual	596	566	30	603	573	30	607	579	28	611	585	27	15	19	-3	-4	
Never-bilingual	617	580	38	623	585	38	626	589	37	630	593	37	13	13	-1	-1	
Within Language Group Gap**	22	15		21	14		21	14		22	15						
Language Arts														EO Gain (‘98-‘01)	EL/RFEP Gain (‘98-‘01)	Gap change (‘98-‘01)	Gap change (‘98-‘00)
Continuing-bilingual	590	569	22	597	576	22	602	580	22	604	583	22	14				
Transitioning-from-bilingual	591	570	21	600	578	22	605	585	20	608	591	18	17	20	-3	-5	
Never-bilingual	610	584	26	617	591	26	621	595	26	625	599	26	14	15	-1	-1	
Within Language Group Gap**	20	15		20	15		20	15		20	16						
Math														EO Gain (‘98-‘01)	EL/RFEP Gain (‘98-‘01)	Gap change (‘98-‘01)	Gap change (‘98-‘00)
Continuing-bilingual	582	569	13	591	577	14	599	584	14	603	589	15	21				
Transitioning-from-bilingual	584	570	14	595	579	16	602	587	15	607	593	13	22	23	-1	-2	
Never-bilingual	602	581	21	611	590	21	618	597	21	622	601	21	20	20	0	0	
Within Language Group Gap**	20	13		20	12		19	12		19	13						

* Scores are SAT-9 mean scaled scores. Calculated gains and gap figures may differ from source figures due to rounding.

** Refers to the achievement gap between students of a given language group in never-bilingual versus continuing-bilingual schools.

Exhibit 23. Instructional Model Analyses: Grade 3, Standard Deviations

Data Arranged by Instructional Model									
Continuing-bilingual (L1 → L1)	1998		1999		2000		2001		
	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	
Reading	43	31	43	32	43	32	42	33	
Language Arts	38	29	39	31	40	32	40	33	
Math	40	34	41	35	42	36	42	37	
Transitioning-from-bilingual (L1 → not L1)									
	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	
Reading	44	31	43	31	43	32	42	33	
Language Arts	38	30	40	32	40	34	40	35	
Math	40	34	42	35	43	37	43	38	
Never-bilingual (not L1 → not L1)									
	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	
Reading	45	36	44	36	44	36	44	37	
Language Arts	41	36	41	38	42	38	42	39	
Math	42	40	42	40	43	41	43	42	

Exhibit 24. Instructional Model Analyses: Grade 3, Sample Sizes

Data Arranged by Instructional Model									
Continuing-bilingual (L1 → L1)	1998		1999		2000		2001		
	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	
Reading	22,462	23,999	24,050	30,095	25,517	33,783	23,958	37,634	
Language Arts	22,248	23,673	23,967	29,921	25,448	33,569	23,777	37,540	
Math	22,999	25,599	24,393	31,083	25,833	34,633	24,224	38,527	
Transitioning-from-bilingual (L1 → not L1)									
	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	
Reading	42,686	43,062	44,637	54,871	45,842	60,095	44,102	59,909	
Language Arts	42,356	42,831	44,304	54,615	45,519	59,674	43,984	59,701	
Math	43,560	45,402	45,131	55,946	46,270	60,914	44,523	60,604	
Never-bilingual (not L1 → not L1)									
	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	
Reading	158,200	40,713	170,847	46,576	181,974	51,844	178,110	56,008	
Language Arts	156,668	40,449	170,266	46,594	181,200	51,731	177,587	55,923	
Math	160,405	41,757	172,346	47,337	183,353	52,550	179,352	56,748	

Exhibit 25. Instructional Model Analyses: Grade 5, Mean Scaled Scores*

Data Arranged by Instructional Model

	1998			1999			2000			2001						
Continuing-bilingual (L1 → L1)																
	EL/	EO	RFEP	EL/	EO	RFEP	EL/	EO	RFEP	EL/	EO	RFEP	EO Gain ('98-'01)	EL/RFEP Gain ('98-'01)	Gap change ('98-'01)	Gap change ('98-'00)
Reading	641	613	28	643	617	26	643	619	25	645	621	24	4	8	-4	-3
Language Arts	629	610	20	632	613	19	632	616	17	635	619	15	5	10	-5	-3
Math	632	616	15	636	622	14	640	626	14	644	631	13	12	14	-2	-1
Transitioning-from-bilingual (L1 → not L1)																
	EL/	EO	RFEP	EL/	EO	RFEP	EL/	EO	RFEP	EL/	EO	RFEP	EO Gain ('98-'01)	EL/RFEP Gain ('98-'01)	Gap change ('98-'01)	Gap change ('98-'00)
Reading	641	614	27	644	617	27	644	620	24	647	623	24	6	9	-3	-2
Language Arts	629	611	19	633	614	19	634	617	16	637	622	16	8	11	-3	-3
Math	633	618	15	638	623	15	642	627	14	647	632	15	14	14	0	-1
Never-bilingual (not L1 → not L1)																
	EL/	EO	RFEP	EL/	EO	RFEP	EL/	EO	RFEP	EL/	EO	RFEP	EO Gain ('98-'01)	EL/RFEP Gain ('98-'01)	Gap change ('98-'01)	Gap change ('98-'00)
Reading	658	624	34	661	628	32	661	629	31	662	632	30	4	8	-4	-3
Language Arts	646	622	24	649	626	23	650	628	22	652	631	21	6	9	-3	-2
Math	649	628	20	654	635	19	657	638	19	662	643	19	13	14	-1	0

Data Arranged by Subject Tested

	1998			1999			2000			2001						
Reading																
	EL/	EO	RFEP	EL/	EO	RFEP	EL/	EO	RFEP	EL/	EO	RFEP	EO Gain ('98-'01)	EL/RFEP Gain ('98-'01)	Gap change ('98-'01)	Gap change ('98-'00)
Continuing-bilingual	641	613	28	643	617	26	643	619	25	645	621	24	4	8	-4	-3
Transitioning-from-bilingual	641	614	27	644	617	27	644	620	24	647	623	24	6	9	-3	-2
Never-bilingual	658	624	34	661	628	32	661	629	31	662	632	30	4	8	-4	-3
Within Language Group Gap**	17	11		18	12		17	11		17	11					
Language Arts	EL/	EO	RFEP	EL/	EO	RFEP	EL/	EO	RFEP	EL/	EO	RFEP	EO Gain ('98-'01)	EL/RFEP Gain ('98-'01)	Gap change ('98-'01)	Gap change ('98-'00)
Continuing-bilingual	629	610	20	632	613	19	632	616	17	635	619	15	5	10	-5	-3
Transitioning-from-bilingual	629	611	19	633	614	19	634	617	16	637	622	16	8	11	-3	-3
Never-bilingual	646	622	24	649	626	23	650	628	22	652	631	21	6	9	-3	-2
Within Language Group Gap**	17	12		17	13		17	12		17	11					
Math	EL/	EO	RFEP	EL/	EO	RFEP	EL/	EO	RFEP	EL/	EO	RFEP	EO Gain ('98-'01)	EL/RFEP Gain ('98-'01)	Gap change ('98-'01)	Gap change ('98-'00)
Continuing-bilingual	632	616	15	636	622	14	640	626	14	644	631	13	12	14	-2	-1
Transitioning-from-bilingual	633	618	15	638	623	15	642	627	14	647	632	15	14	14	0	-1
Never-bilingual	649	628	20	654	635	19	657	638	19	662	643	19	13	14	-1	0
Within Language Group Gap**	17	12		18	13		18	12		18	12					

*Scores are SAT-9 mean scaled scores. Calculated gains and gap figures may differ from source figures due to rounding.

** Refers to the achievement gap between students of a given language group in never-bilingual versus continuing-bilingual schools.

Exhibit 26. Instructional Model Analyses: Grade 5, Standard Deviations

Data Arranged by Instructional Model										
Continuing-bilingual (L1 → L1)	1998		1999		2000		2001			
	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP
Reading	39	30	38	30	38	30	37	30		
Language Arts	38	31	38	32	39	33	38	33		
Math	37	31	37	32	38	33	39	34		
Transitioning-from-bilingual (L1 → not L1)										
	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP
Reading	39	30	38	30	38	30	38	30		
Language Arts	38	31	38	32	39	33	39	34		
Math	38	31	38	31	39	33	40	34		
Never-bilingual (not L1 → not L1)										
	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP
Reading	39	35	38	35	38	34	38	34		
Language Arts	40	36	40	37	40	37	40	37		
Math	40	37	40	38	41	38	41	39		

Exhibit 27. Instructional Model Analyses: Grade 5, Sample Sizes

Data Arranged by Instructional Model										
Continuing-bilingual (L1 → L1)	1998		1999		2000		2001			
	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP
Reading	19,203	24,657	20,333	27,853	23,513	30,735	23,158	34,959		
Language Arts	19,575	25,644	20,601	28,601	23,643	31,120	23,415	35,606		
Math	19,817	26,246	20,790	29,065	23,928	31,626	23,519	35,865		
Transitioning-from-bilingual (L1 → not L1)										
	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP
Reading	38,899	41,192	40,700	45,542	43,974	49,879	45,136	56,344		
Language Arts	39,858	42,558	41,148	46,546	44,316	50,457	45,581	57,320		
Math	40,107	43,226	41,452	46,940	44,612	50,966	45,781	57,659		
Never-bilingual (not L1 → not L1)										
	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP	EO	EL/RFEP
Reading	150,194	38,150	160,761	43,168	181,960	48,694	189,169	55,262		
Language Arts	152,188	39,351	162,099	44,052	183,056	49,341	190,936	56,223		
Math	153,316	39,943	162,878	44,433	184,055	49,824	191,256	56,454		