

CALIFORNIA STATE BOARD OF EDUCATION

SEPTEMBER 2004 AGENDA

SUBJECT: Seminar: Educating English Learners in California	<input type="checkbox"/> Action <input checked="" type="checkbox"/> Information <input type="checkbox"/> Public Hearing
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RECOMMENDATION

Hear a presentation providing an overview of educational issues regarding English learners in California.

SUMMARY OF PREVIOUS STATE BOARD OF EDUCATION DISCUSSION AND ACTION

The State Board of Education is responsible for adopting policies regarding the education of English learners in California.

SUMMARY OF KEY ISSUES

Presenters will include the following California Department of Education (CDE) staff:

1. Thomas Adams, Director, Curriculum Frameworks and Instructional Resources Division
2. Lauri Burnham, Manager, English Learner Accountability Unit
3. Jan Mayer, Manager, Language Policy and Leadership Office
4. Deb Sigman, Director, Standards and Assessment Division

The presentation will provide an overview of key topics relevant to policy discussions regarding English learner educational issues. The topics to be covered include: demographics, educational goals, historical context of programs, legal foundations, program implementation, inclusion of English learners in assessment and accountability systems, and CDE compliance and technical assistance efforts.

FISCAL ANALYSIS (AS APPROPRIATE)

None; this is purely an informational item.

ATTACHMENT (S)

- Attachment 1: [Educating English Learners in California \(Power Point Presentation\)](#)
(69 pages)
- Attachment 2: [List of Acronyms from Seminar \(1 page\)](#)

California State Board of Education Seminar

Educating English Learners in California



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- **The English Learner Landscape**
- **Historical Perspective: State and Federal**
- **Dual Educational Goals**
- **Program Implementation**
- **Assessment**
- **Accountability**
- **State Compliance Monitoring and Technical Assistance**



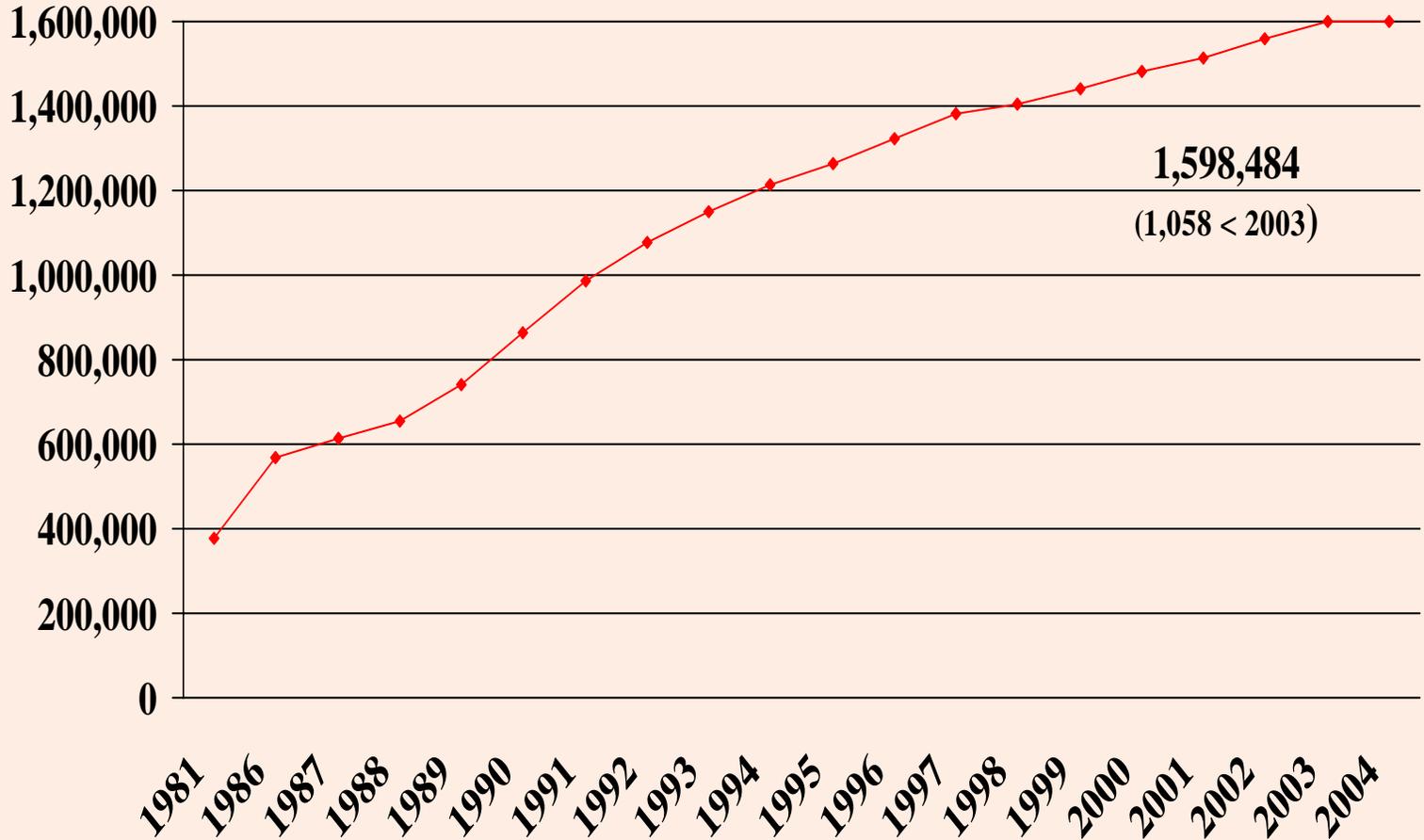
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The English Learner Landscape



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English Learners in California



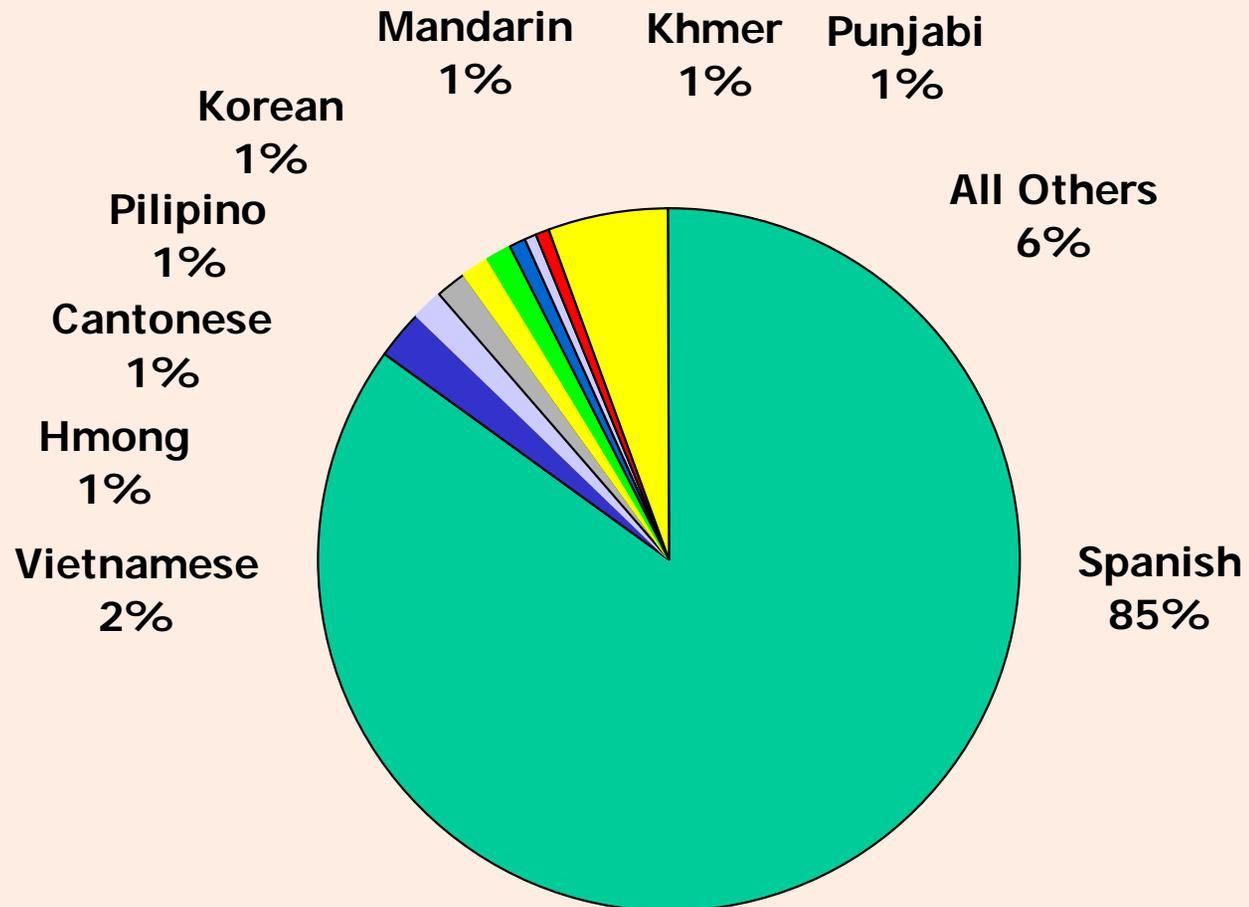
One out of every four students in California are English learners.

Source: 2004 Language Census



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Languages Spoken by English Learners in California



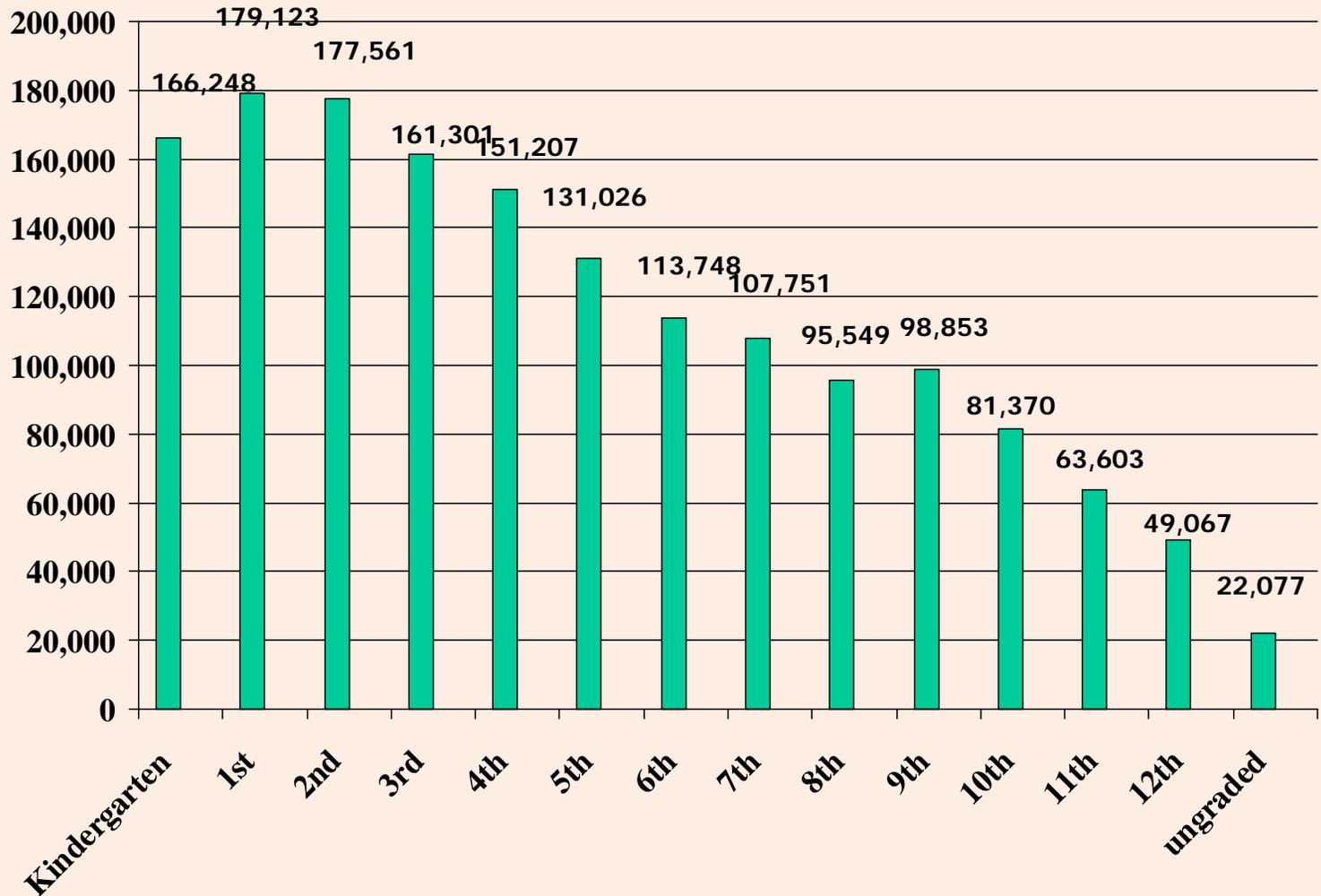
Most English learners speak Spanish as a primary language.

Source: 2004 Language Census



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English Learners by Grade Level



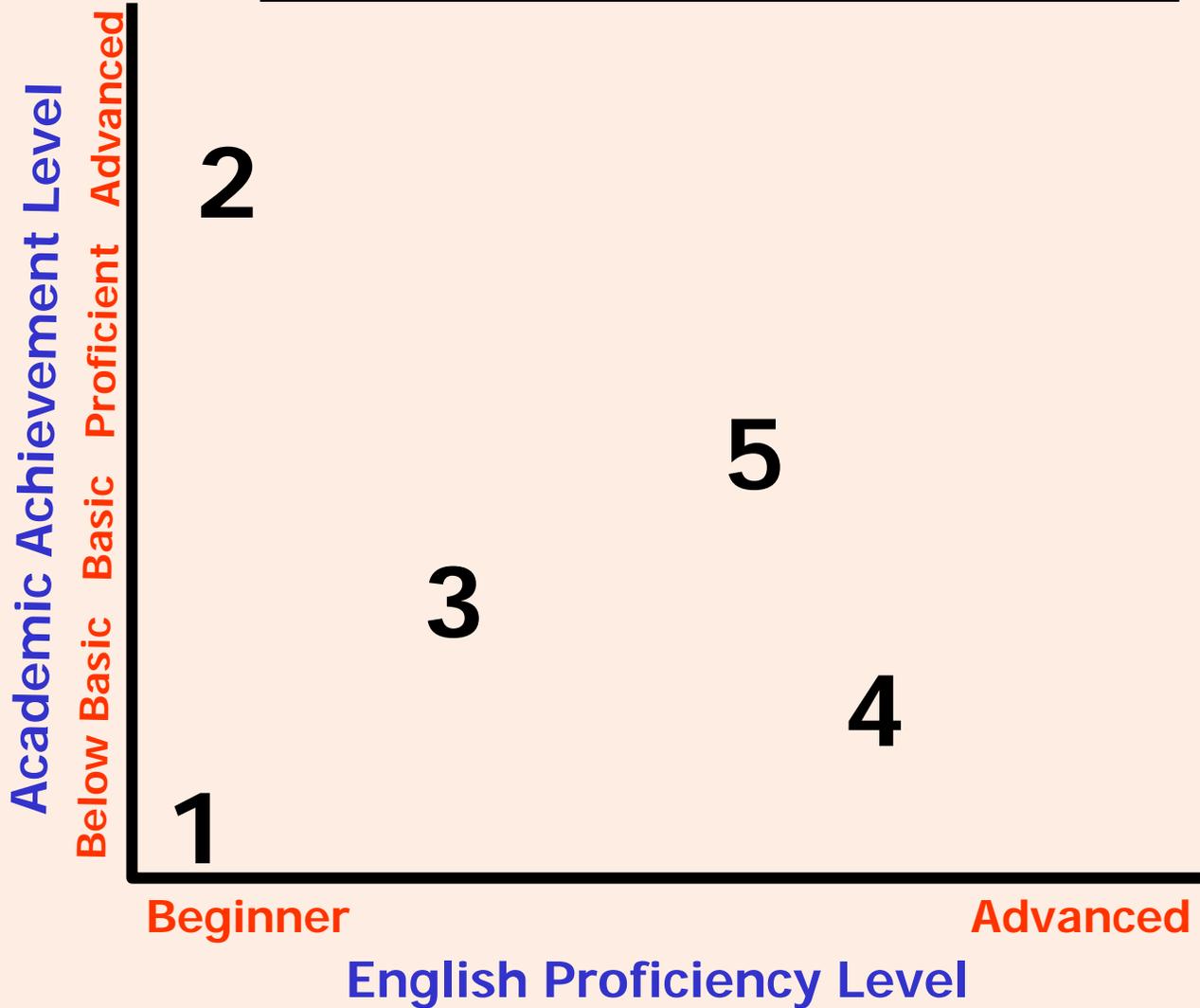
Nearly 70% of the English learners are enrolled in grades K-6.

Source: 2004 Language Census



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Sample Profiles of English Learners





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Historical Perspective



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Historical Overview

Programs for English learners in California

- **1967** Experimental Bilingual Education Programs
- **1972** **AB 2284** Discretionary Bilingual Education Act
- **1976** **AB 1329** Chacon-Moscone Bilingual Bicultural Education Act
- **1980** **AB 507** Chacon-Moscone Bilingual Reform and Improvement Act
- **1987** Sunset Guidelines
- **1998** Proposition 227

Historical Overview

Federal Programs for English learners

Elementary and Secondary Education Act

- **1968- 2000** **The Bilingual Education Act, Title VII**
- **2001** ***No Child Left Behind***
Language Instruction for LEP and Immigrant Students, Title III



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Legal Foundations



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- Title VI of the Civil Rights Act of 1964
- Office for Civil Rights May 25th, 1970 Memorandum
- Lau v. Nichols (1974)
- Equal Educational Opportunities Act of 1974
- *Castañeda v. Pickard* (1981)
- *Gómez v. Illinois State Board of Ed.* (1987)
- State Constitution: Equal Protection Clause
- State Education Code
- CA Code of Regulations, Title 5
- *McLaughlin v. State Board of Education* (75 Cal. App. 4th 1999)



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Dual Educational Goals for English Learners

- **Become English Proficient**
- **Meet State Academic Standards**



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Implementation of Programs for English Learners



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Proposition 227 Program Options for English Learners

- **Structured English Immersion**
- **English Language Mainstream**
- **Alternative Program
(alternative course of study)**



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Prop. 227

Structured English Immersion

- English language acquisition process
- ELs with “less than reasonable fluency”
- To be provided “nearly all in English”
- At a minimum, includes ELD instruction
- May include core content delivered through SDAIE and/or some primary language SEI may be provided within the same classroom
- Parents can request out of SEI at any time
- ELs with less than reasonable fluency may be re-enrolled in SEI for more than one year



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English Language Mainstream

- **Must include ELD and other core content**
- **Must include core content delivered through SDAIE, primary language support or some primary language instruction**
- **Must be provided “overwhelmingly” in English**



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Prop. 227

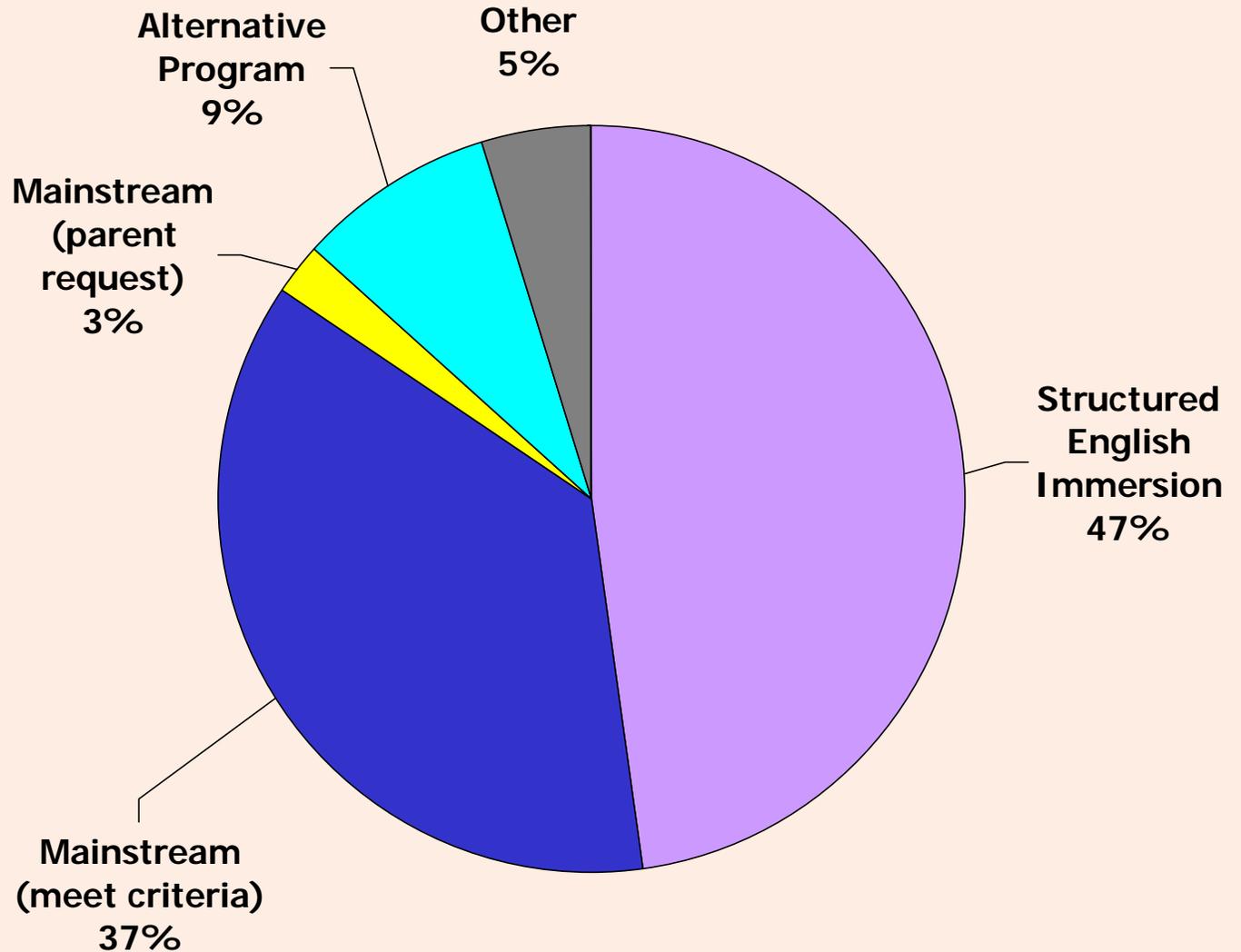
Alternative Instructional Program

- **Includes ELD**
- **Includes primary language content area instruction**
- **May include content area instruction through SDAIE**
- **Must be provided at the site when 20 or more pupils at a given grade level receive a waiver**



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2004 Enrollment of English Learners in Proposition 227 Settings



Source: 2004 Language Census



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Evaluating the Effects of the Implementation of Proposition 227

5 year study commissioned by the Legislature:

- A number of complex factors influence the implementation and impact of Prop. 227 (**Class Size Reduction, new testing and accountability system, reading improvement initiatives, new ELD standards**)
- Programs are generally not well articulated or implemented in schools and districts
- Proposition 227 had no influence on redesignation
- Poverty levels and the percentage of English learners are much higher in bilingual schools than other model types



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Evaluating the Effects of the Implementation of Proposition 227

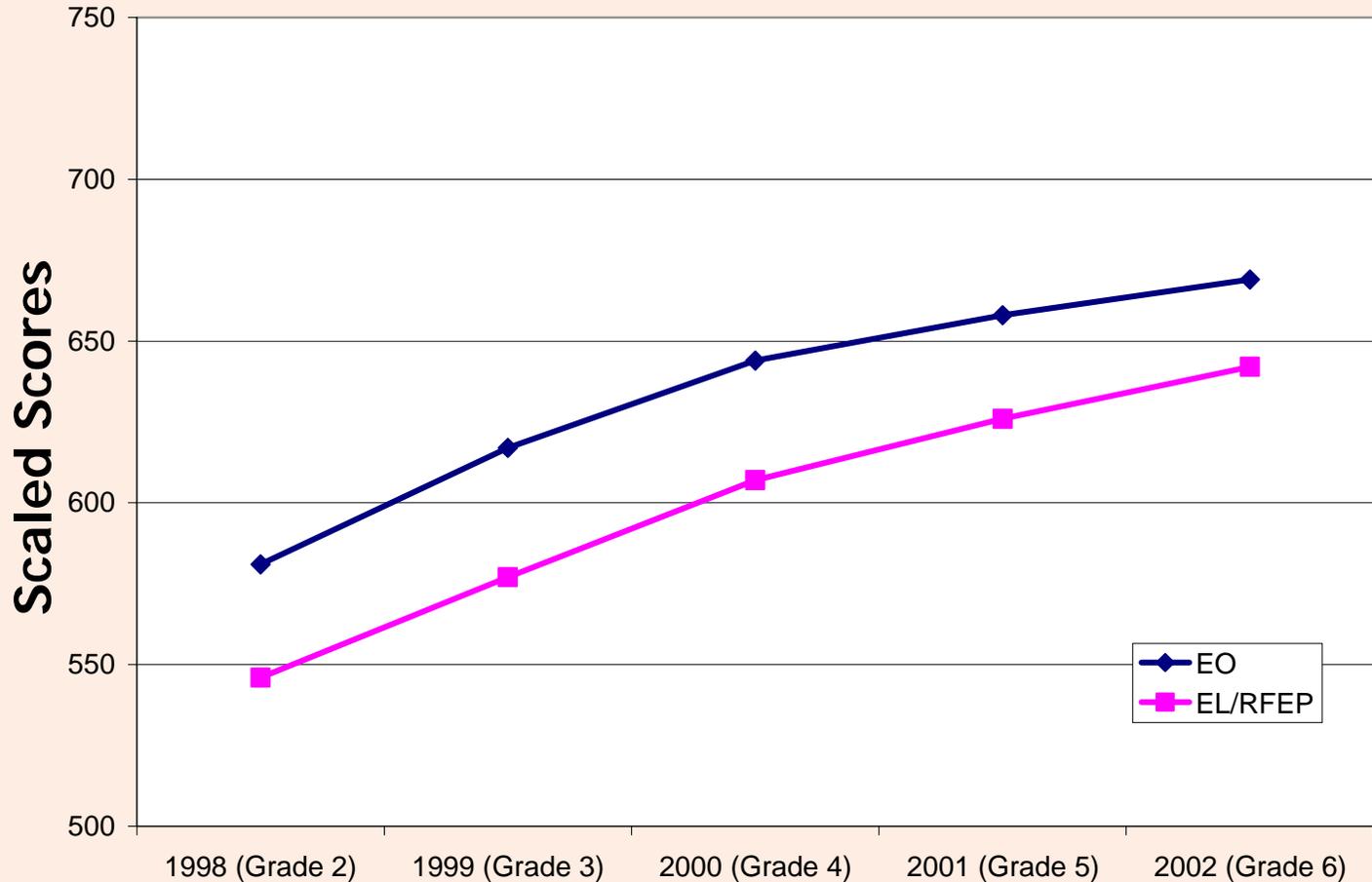
Findings from Achievement Analyses:

- Almost all language groups (EO, LEP, RFEP) in all grades made gains in reading and math.
- Performance gaps persist between EO and EL/RFEP.
- Gains were made by students in all instructional models with no clear pattern favoring one model.



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Evaluating the Effects of the Implementation of Proposition 227

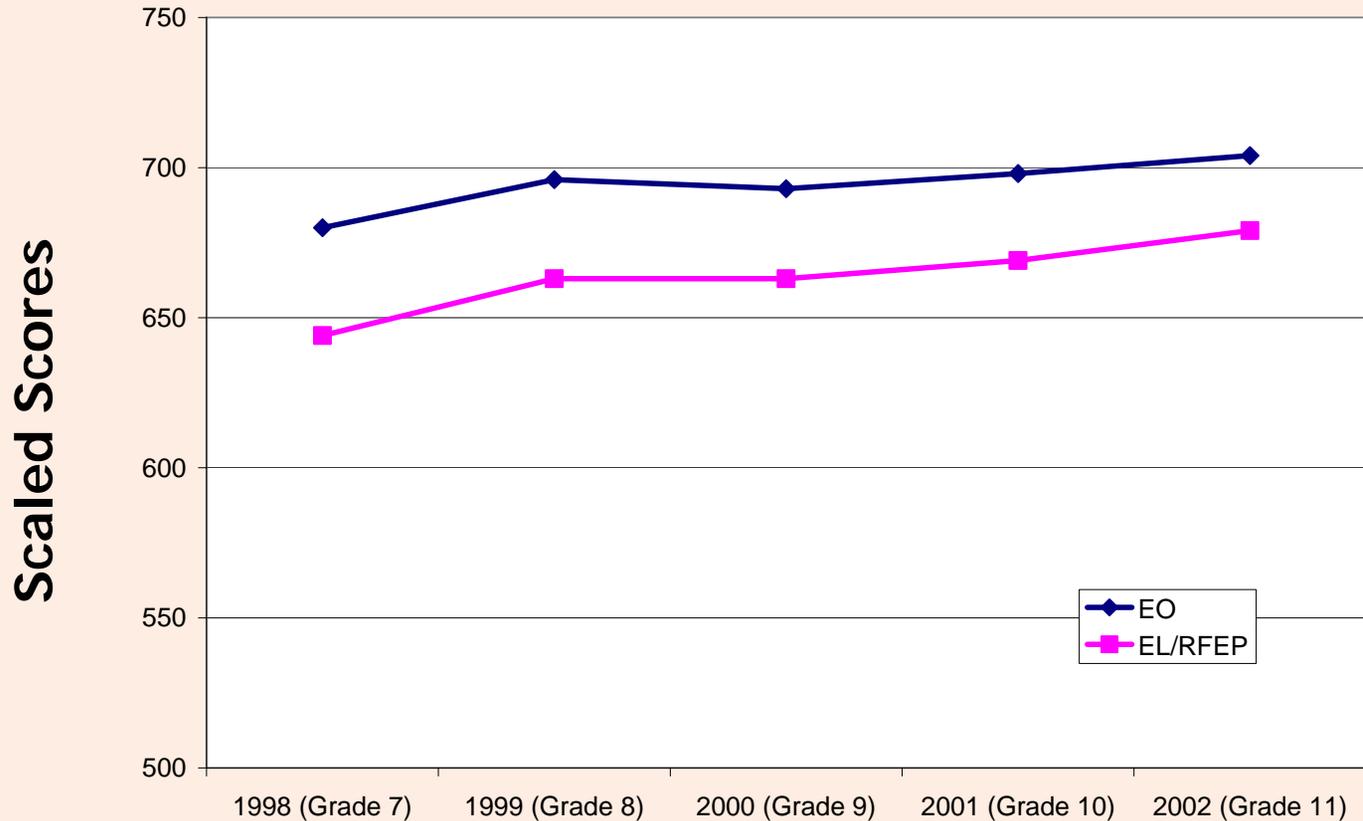


Cohort Analyses (grades 2-6): SAT-9 Reading



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Evaluating the Effects of the Implementation of Proposition 227



Cohort Analyses (grades 7-11): SAT-9 Reading



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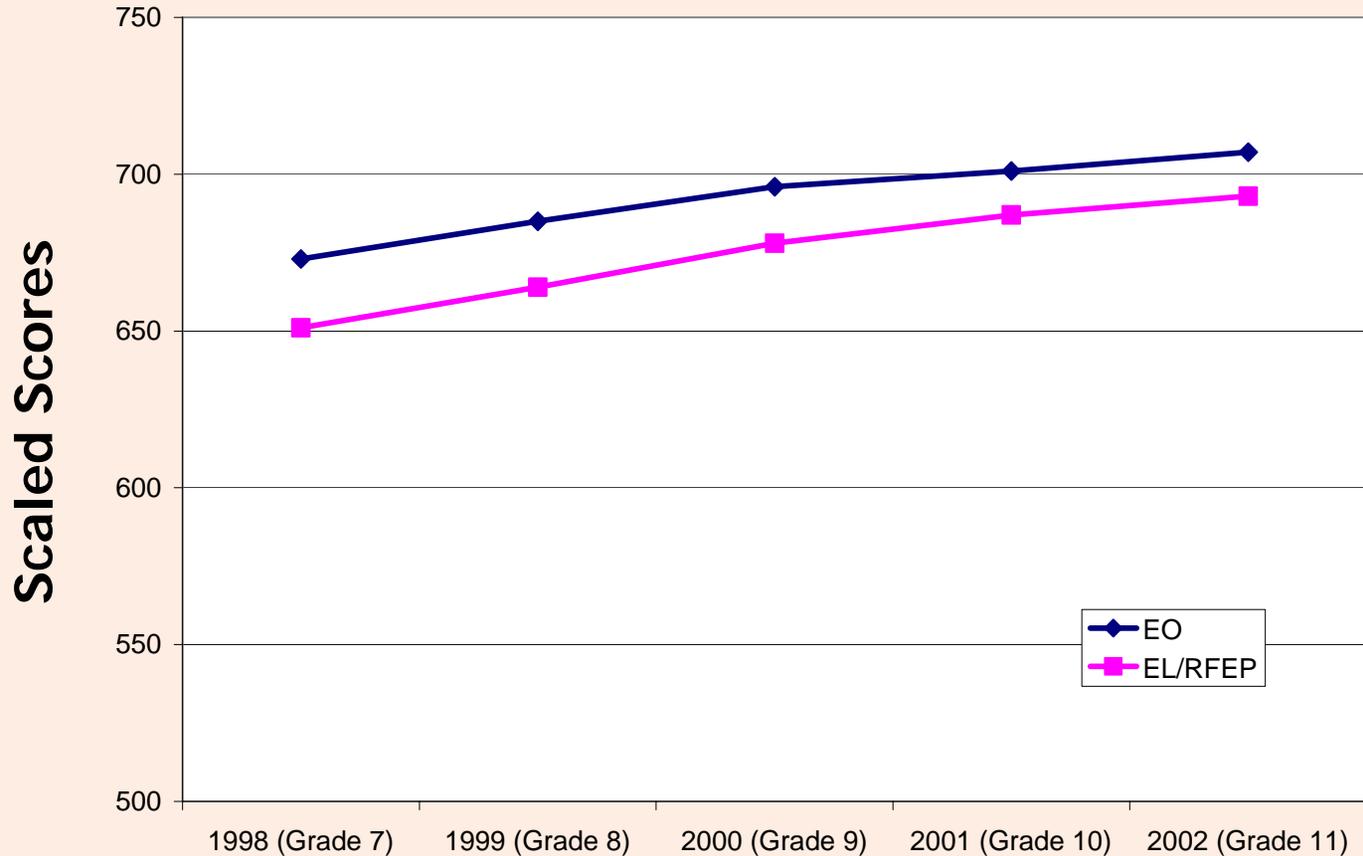


Cohort Analyses (grades 2-6): SAT-9 Math



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Evaluating the Effects of the Implementation of Proposition 227



Cohort Analyses (grades 7–11): SAT-9 Math



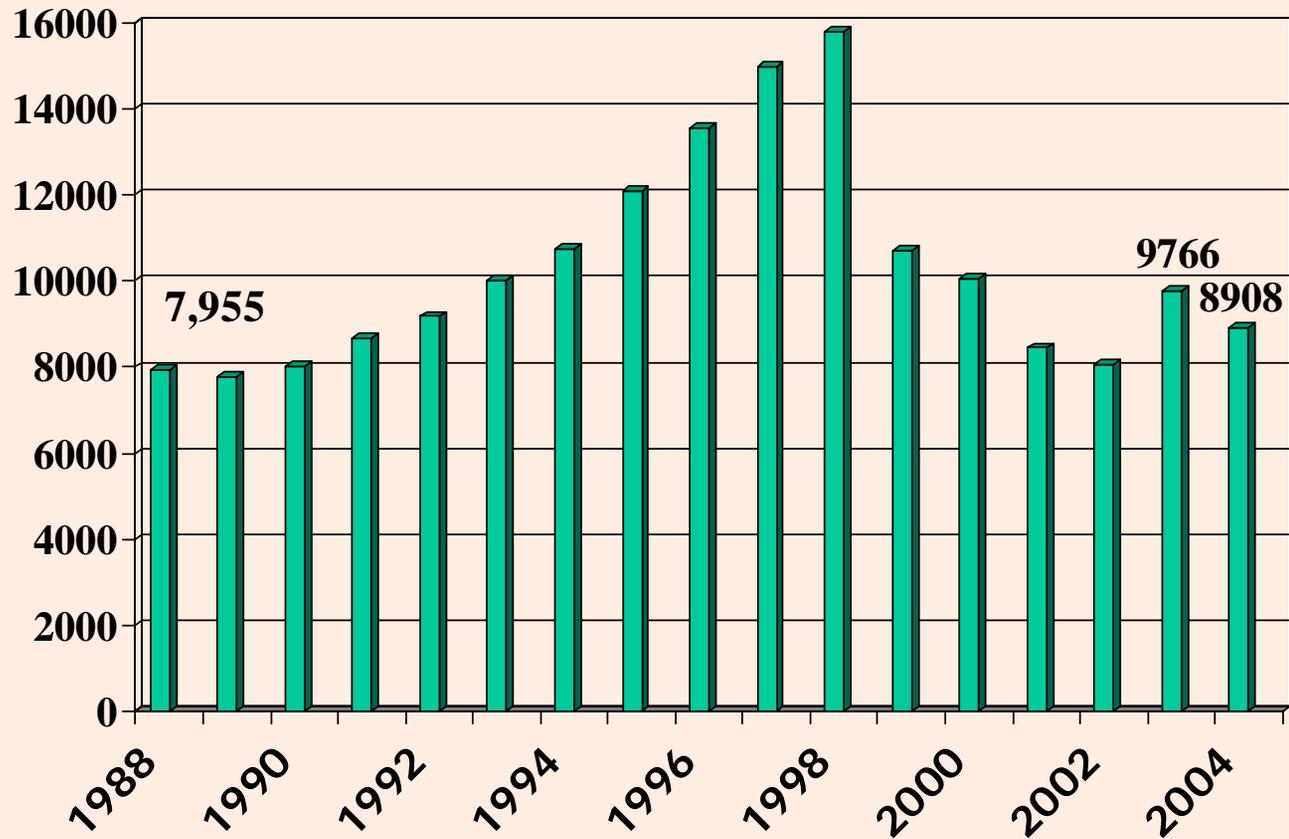
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Resources for English Learners



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Authorized Teachers Providing Primary Language Instruction

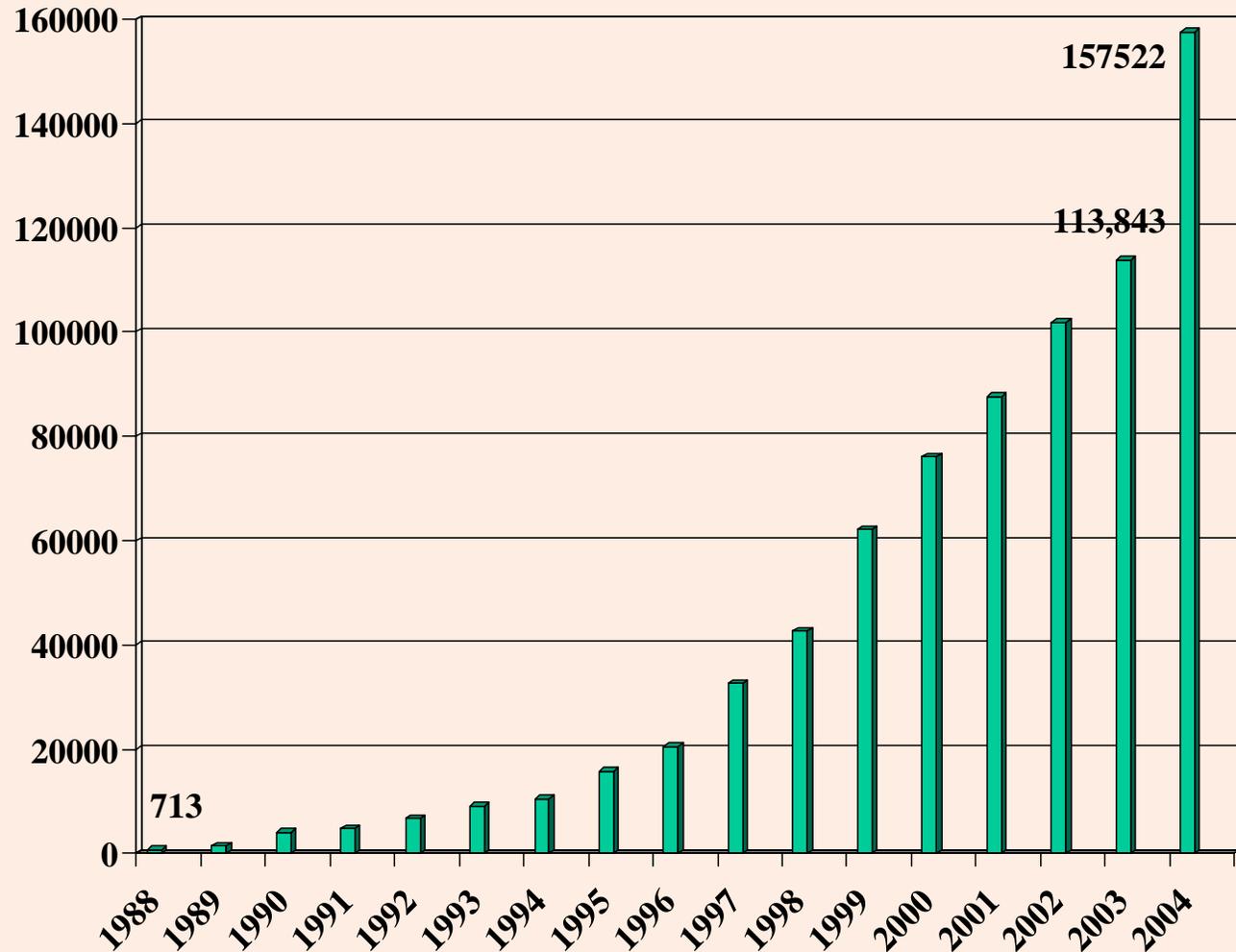


Source: 2004 Language Census



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Authorized Teachers Providing SDAIE and ELD Instruction



Source: 2004 Language Census



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Instructional Materials Adoptions and English Learners

- The State Board of Education conducts adoptions of instructional materials for kindergarten through grade eight (*Education Code* Section 60200).
- English Language Development is provided primarily through the Reading/Language Arts instructional materials.



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Instructional Materials Adoptions and English Learners

- *Universal Access* is one of the five criteria categories in every instructional materials adoption.
- This criteria category contains specific reference to meeting the needs of English Learners.
- The criteria for each individual adoption contains additional specific language related to the particular characteristics of that subject matter area.



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2002 Reading/Language Arts/English Language Development Adoption

- For the first time, the 2002 adoption incorporated English Language Development directly into the Reading/Language Arts adoption.
- English Language Development was included in three ways:
 - Additional ELD content in all basic programs
 - Requested submissions for English Learner Intervention programs for grades 4-8
 - Requested submissions for Primary Language Programs for grades K-8



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2002 RLA/ELD Adoption: Additional Required ELD Content

- All materials submitted for this adoption were required to include an ELD component. The *2002 K-8 Reading/Language Arts/English Language Development Adoption Criteria* states that these materials shall consist of, *"...a minimum of 30-45 additional minutes of English language development instruction daily that is systematically connected to the basic reading/language arts program. The materials are designed to enable students to be successful in the basic reading/language arts program."*



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2002 RLA/ELD Adoption: Intervention Programs

- In addition, publishers could elect to submit an Intervention Program targeted at English Learners. The *2002 K-8 Reading/Language Arts/English Language Development Adoption Criteria* states that such a program would be, *"...a comprehensive language arts program designed specifically for English learners in grades four through eight whose proficiency in English is at the beginning through intermediate levels. These programs would be designed to accelerate the learning of English and would address all of the English-language arts content standards by grade level."*



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2002 RLA/ELD Adoption: Primary Language Programs

- Finally, publishers could submit a program in a language other than English, “provided those programs are comprehensive, systematic, and are designed to transition students successfully to English.”
- No primary language programs met the evaluation criteria for this adoption.



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Upcoming Adoptions: 2005 History-Social Science

- **Universal Access (*continued*):**
 - Materials provide suggestions to help teach English learners the *History – Social Science Content Standards* while reinforcing instruction based on the *English –Language Arts Content Standards*—notably to read, write, comprehend, and speak at academically proficient levels.



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Upcoming Adoptions: 2006 Science

- Similarly, the *Criteria for Evaluating Instructional Materials in Science, Kindergarten Through Grade Eight* instructs publishers to make their materials accessible to all students, and specifically mentions English Learners (Universal Access criteria category):
 - Suggestions to help teachers pre-teach and reinforce science vocabulary and concepts with English learners.



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English Learners and the Assessment and Accountability Systems



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Assessment and Accountability

- **AB 265 (1995) Statewide Assessment System**
- **SB 376 (1997) Standardized Testing and Reporting Program (STAR)**
- **AB 748 (1997) ELD Standards & Assessment**
- **SB 1x (1999) Public Schools Accountability Act**

- **ESEA (1994) Improving America's Schools Act**
- **ESEA (2001) No Child Left Behind
Title I, Title III**



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California Assessments

- Standardized Testing and Reporting (STAR) Program
 - California Standards Tests (CSTs)
 - California Achievement Test, 6th Edition Survey (CAT/6 Survey)
 - Spanish Assessment of Basic Education, 2nd Edition
 - California Alternate Performance Assessment (CAPA)



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California Assessments

- California High School Exit Exam (CAHSEE)
- California English Language Development Test (CELDT)
- Physical Fitness Test (PFT)



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California Assessments

English Learner Participation

- All English learners participate in California's Assessment System
- Two assessments specific for English learners
 - CELDT
 - SABE/2
- English learners may participate with variations



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Variations

- A test variation is a change in the manner in which a test is presented or administered, or in how a test taker is allowed to respond.

Test variations are available to English learners who regularly use them in the classroom.



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Access to Assessments

Matrix of Test Variations for Administration of California Statewide Assessments to English Learners July 2004

Test Variation	STAR			
	CAT/6	CST	CAHSEE	Physical Fitness
Hear any test directions the test examiner is to read aloud translated into the student's primary language. Ask clarifying questions about the test directions in the student's primary language.	Variation Allowed	Variation Allowed	Variation Allowed	Variation Allowed
Additional supervised breaks within a testing day or following each section within a test part provided that the test section is completed within a testing day. A test section is identified by a "STOP" at the end of it.	Variation Allowed	Variation Allowed	Variation Allowed	Not applicable
ELs may have the opportunity to be tested separately with other ELs provided that the student is directly supervised by a test examiner and the student has been provided such a flexible setting as part of their regular instruction or assessment.	Variation Allowed	Variation Allowed	Variation Allowed	Variation Allowed
Access to translation glossaries/word lists (English-to-primary language). Glossaries/word lists shall not include definitions or formulas.	Not allowed	Variation Allowed Math, science, history-social science	Variation Allowed	Not applicable
		Not allowed ELA		

Note: Refer to the *California Code of Regulations, Title 5, Education* for each specific program for more detail.



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California High School Exit Exam

- All students, beginning with the Class of 2006, must pass the CAHSEE to be eligible for a public high school diploma.
(There are no student exemptions or opt-outs for the CAHSEE.)
- English learners are required to take the CAHSEE in grade ten with all other tenth grade students



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Standardized Testing and Reporting Program

- **Current law requires a primary language test, designated by the State Board of Education, to be given to English learners in addition to the CSTs and CAT/6 Survey**
 - **Spanish-speaking English learners enrolled in grades two through eleven in California public schools less than 12 months**
 - **Is a school district option for English learners enrolled 12 months or more**



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STAR

Primary Language

- Spanish Assessment of Basic Education, Second Edition (SABE/2)
 - SBE extended SABE/2 for use during the spring 2005 testing
- Norm-referenced with a national sample of native Spanish-speaking students
- Given in Spanish to English learners in grades two through eleven to measure achievement in basic academic skills



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STAR

Primary Language

Pending legislation

- Development of standards-aligned primary language assessment
- Replace designated achievement test as developed
- Will assess students who are either receiving instruction in their primary language or have been enrolled in a U.S. school less than 12 months



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California English Language Development Test (CELDT)

- **Instituted by Assembly Bill 748 Escutia (Chapter 936/1997)**
- **Expanded and refined by Senate Bill 638 Alpert (Chapter 678/1999)**
- **Contained in *Education Code* sections 313, 60810, and 60812**
- **Complies with federal law, No Child Left Behind, Title III, requiring an annual English proficiency assessment**



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California English Language Development Test (CELDT)

- **Initial Assessments**
 - July 1 through June 30
 - Within 30 days of enrollment
- **Annual Assessment**
 - July 1 through October 31
 - All English learners



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California English Language Development Test (CELDT)

- Initial assessment results
 - primary source for identifying English learners
- Annual assessment results
 - monitor English learners' progress in acquiring English language skills
 - one criterion in reclassifying students to fluent English proficient (FEP)



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California English Language Development Test (CELDT)

Reclassification

- **Assessment of proficiency in English, using the CELDT**
- **Teacher evaluation**
- **Parental opinion and consent**
- **Comparison of performance in basic skills**

Results for English Learners



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1. How well are the English learners achieving academically?

- Mathematics
- English Language Arts
- AYP subgroup report

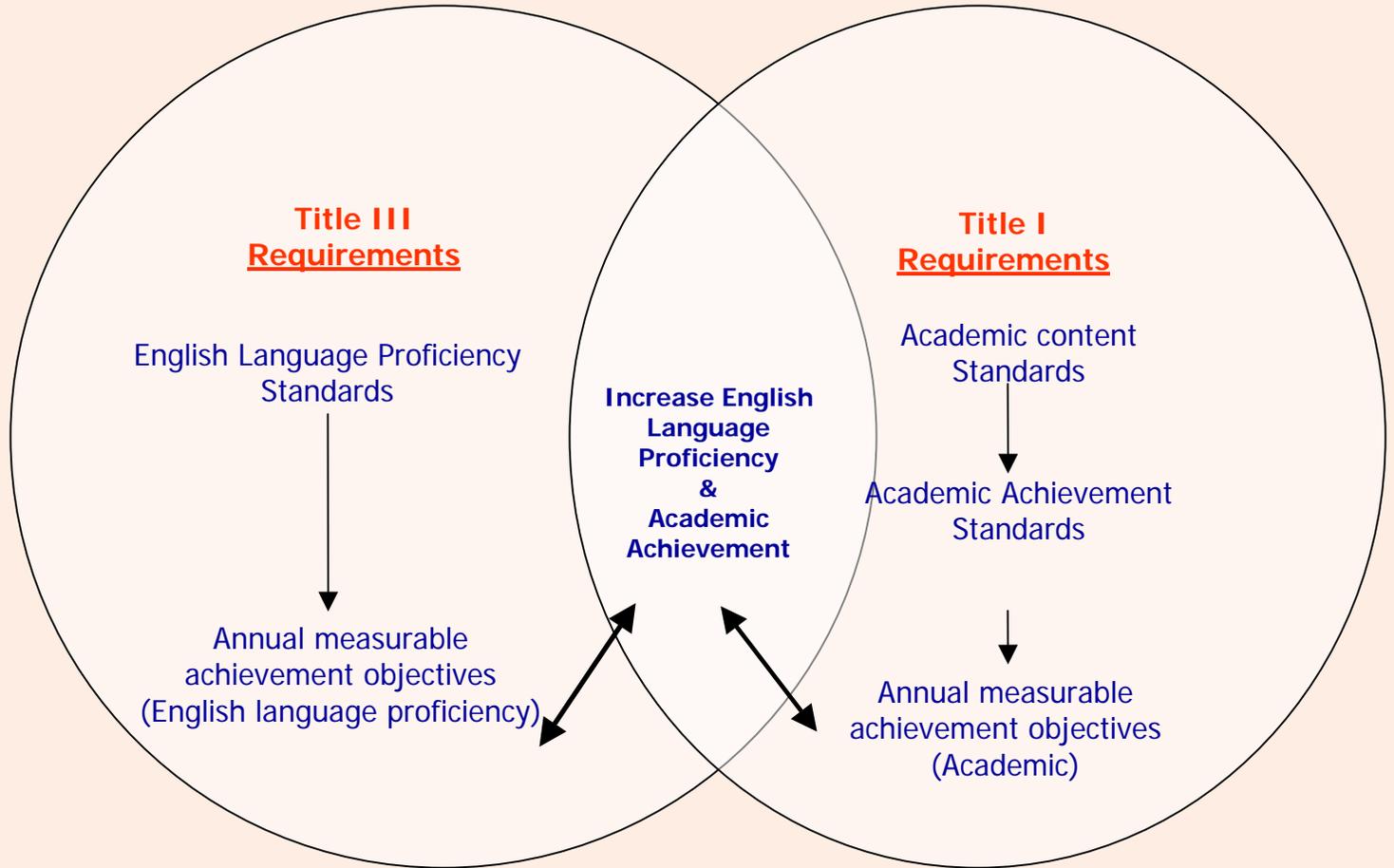
2. How well are English learners progressing in English?

- making annual progress
- attaining proficiency over time



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No Child Left Behind





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Title I Accountability for English Learners

Title I

- All subgroups, including ELs, responsible for meeting academic standards (AYP)
- New Definition of EL Subgroup

EL Subgroup

- Includes all EL and RFEP students based on STAR Student Answer Sheet. RFEP students continue in EL subgroup until they have attained proficient level score on CST in English-LA for 3 times.

The NCLB LEP subgroup for purposes of computing AYP is inclusive of California's LEP and RFEP students

Title IX, Part A, Sec. 1901.25(A)(a,b,c,d).



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Proficient			
Basic			
Below Basic			

NCLB: LEP students

California: LEP students

California: RFEP students



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Title III Requires States to:

- **Establish English language proficiency standards**
- **Conduct an annual assessment of English language proficiency**
- **Define annual measurable achievement objectives (AMAOs) for increasing the level of EL's development and attainment of English proficiency**
- **Hold LEAs accountable for meeting the AMAOs**



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English Language Proficiency AMAOs

AMAO 1

Annual increases in the percentage of children making progress in learning English

AMAO 2

Annual increases in the percentage of children attaining English proficiency



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AMAO #1

Annual Growth Target

Students are expected to gain one proficiency level annually until they reach proficient level and then maintain that level until redesignated.

- 1. Students at Beginning, Early Intermediate, Intermediate level are expected to gain 1 level**
- 2. Students at Early Advanced level are expected to bring all subskills up to Intermediate level**
- 3. Students at the level required for redesignation are expected to maintain that level.**

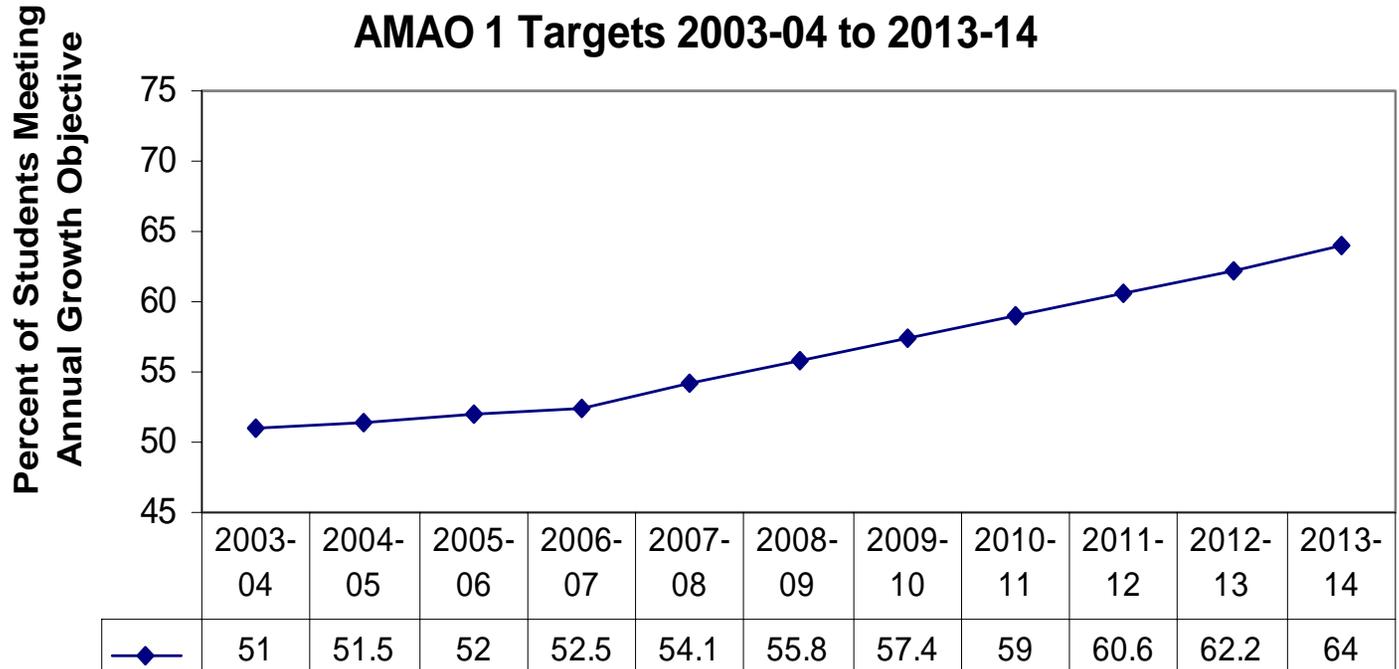


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AMAO 1 Targets for LEAs

Figure 2

AMAO 1 Targets 2003-04 to 2013-14



- The starting target for 2003-04 is 51% of the students in the LEA meeting the annual growth objective.
- The ending target is 64% of the students in the LEA meeting the annual growth objective.



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AMAO #2

Attainment of English Proficiency

Students who reach English Proficiency

Which students can
reasonably be expected to
reach English Proficiency



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AMAO #2

Attainment of English Proficiency

Includes students:

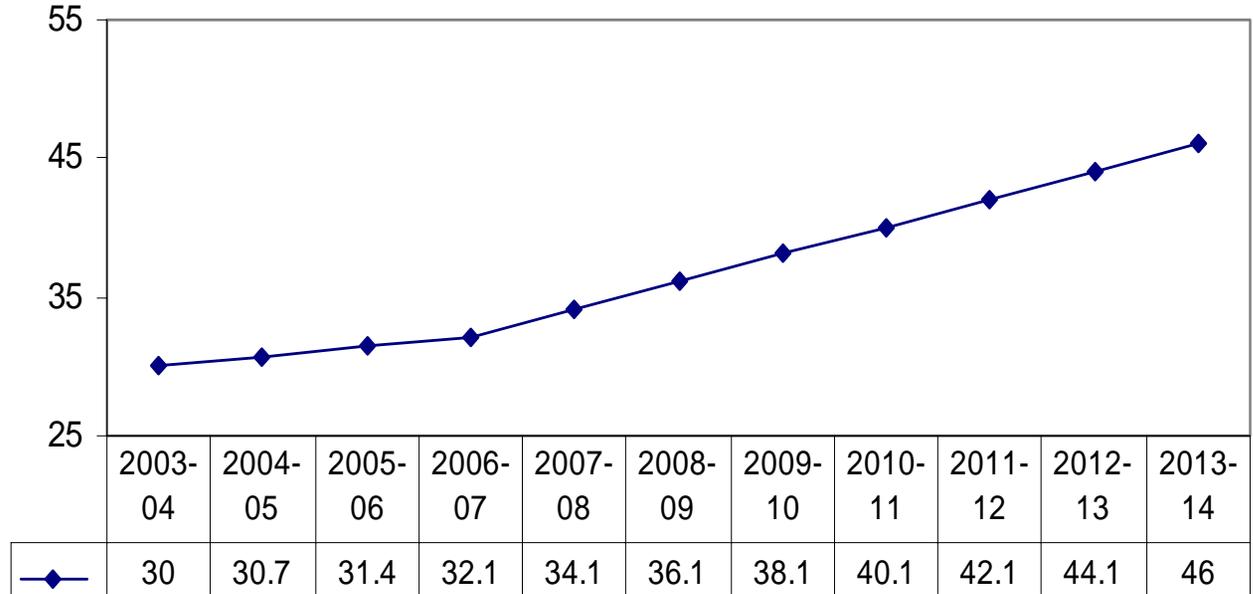
- ✓ **With 2 years of CELDT scores who have been in US schools for 4 or more years; and**
- ✓ **at the Intermediate level or above who did not reach English proficiency the prior year; and**
- ✓ **below the Intermediate level the prior year who met the English proficient level the current year.**



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AMAO 2 Targets for LEAs

Percent of Students Achieving
English Language Proficiency



- The starting target for 2003-04 is 30% of the students in an LEA meeting English proficiency.
- The ending target in 2013-14 is 46% students in an LEA meeting English proficiency.



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State Compliance Monitoring for English Learners



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Approach to State Monitoring

Shared Obligation to English Learners

Student Achievement

- Acquisition of English
- Grade-level academic standards

Meaningful Access for Parents

- Informed choice
- Complete information
- Active involvement in decisions that affect their children's education



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Compliance Monitoring: Process and Student Outcomes

Two Essential Questions

1. How well are English learners acquiring English and learning grade-level academic content?
2. What evidence supports that conclusion?

One goal of CDE's monitoring is to help districts answer these questions in ways that are meaningful for English learners.



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State Program for English Learners

- EL 1** **Reclassification**
- EL 2** **Program Evaluation**
- EL 3** **Instructional Services**
- EL 4** **Identification & Parent Notification**
- EL 5** **Placement in Instructional Programs**
- EL 6** **Teaching Personnel**
- EL 7** **Professional Development**
- EL 8** **Parental Exception Waivers**
- EL 9** **Advisory Committees**
- EL 10** **Funding**

The compliance items operationalize the law and guide reviews.



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Keys to Successful Monitoring

- Professional development for reviewers
- On-site review / Technical assistance
- Collaborative approach
- Focus on results for students
- Active involvement of parents

English Learner Compliance Reviews



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- **School districts and county offices of education that enroll English learners reviewed every 4 years**
- **A representative number of school sites visited**
- **All English learner compliance items thoroughly reviewed**
- **Compliance Resolution**



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Ongoing Follow-up with Selected Districts

- Professional development for local leadership
- On-site reviews
- Reports of findings
- Compliance agreements
- Technical assistance
- Additional actions as needed



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CDE Compliance Monitoring The Voices of District Superintendents

While being straightforward with expectations and requirements, the consultants made it clear that their role was to support us toward improvement, rather than punish us for current shortcomings. The result: an energized, appreciative and focused district ready to refine our programs for EL students in the shortest possible timeline.

Louise Taylor, Superintendent,
Monrovia Unified School District (10/01)



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CDE Compliance Monitoring The Voices of District Superintendents

We have made substantial progress since we began this process. We appreciate the assistance given us by the [CDE] consultant... and feel confident that we can resolve the final six items within the next year. We have worked slowly but surely through this process to make sure the changes are real and permanent.

**Laura McGaughey, Superintendent,
Culver City Unified School District (5/03)**

LIST OF ACRONYMS FROM SEMINAR

AB	Assembly Bill
AMAO	Annual Measurable Achievement Objective
AYP	Adequate Yearly Progress
CAHSEE	California High School Exit Examination
CELDT	California English Language Development Test
CAPA	California Alternate Performance Assessment
CAT-6	California Achievement Test, 6th Edition
CDE	California Department of Education
CST	California Standards Test
EL	English Learner
ELD	English Language Development
EO	English Only
ESEA	Elementary and Secondary Education Act
LEP	Limited English Proficient
NCLB	No Child Left Behind Act of 2001
PFT	Physical Fitness Test
RFEP	Reclassified Fluent English Proficient
SABE/2	Spanish Assessment of Basic Skills, Second Edition
SB	Senate Bill
SBE	State Board of Education
SDAIE	Specially Designed Academic Instruction in English
SEI	Structured English Immersion
STAR	Standardized Testing and Reporting Program