

National Evaluation of Title III Implementation— A Survey of States’ English Language Proficiency Standards



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Submitted to

U.S. Department of Education
Office of Planning, Evaluation and Policy Development
Policy and Program Studies Service

Prepared by

Ellen Forte, edCount, LLC
Laura Kutli, edCount, LLC
Jennifer O’Day, American Institutes for Research

American Institutes for Research
Washington, DC

2012

This report was prepared for the U.S. Department of Education under Contract Number ED-04-CO-0025/0017. Elizabeth Eisner served as the contracting officer's representative. The views expressed herein do not necessarily represent the positions or policies of the Department of Education. No official endorsement by the U.S. Department of Education is intended or should be inferred.

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Arne Duncan

Secretary

Office of Planning, Evaluation and Policy Development

Carmel Martin

Assistant Secretary

Policy and Program Studies Service

Tom Weko

Director

August 2012

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Content Contact

Liz Eisner

202-260-1109

elizabeth.eisner@ed.gov

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Acknowledgments

We wish to thank several individuals who contributed to the completion of this study.

First, we are grateful for the guidance and support of the U.S. Department of Education. In particular, we thank Elizabeth Eisner and Daphne Kaplan of the Policy and Program Studies Service. We are grateful to the staff of the American Institutes for Research for their assistance in producing this report. In particular, we thank James Taylor for his leadership of the evaluation, Bea Birman for her feedback, Diane Staehr Fenner and Frances Butler for their participation in the standards survey process, and Monica Billig and Allison Kerbel for their analytical contributions. We also recognize the assistance of Kenji Hakuta, of Stanford University, for his advice. We also thank H. Gary Cook, of the Wisconsin Center for Educational Research, and Robert Linqanti, of WestEd, for their review as part of the study's technical working group.

While we appreciate the assistance and support of all the above individuals, any errors in judgment or fact are of course the responsibility of the authors.

Executive Summary

The 2001 reauthorization of the *Elementary and Secondary Education Act (ESEA)*, represented a turning point in federal policy for the education of English Learners (ELs)¹ in U.S. public schools. These students with limited English proficiency often face substantial challenges to their academic achievement. These challenges can lead, in turn, to failure to complete high school and to diminished postsecondary education and career options. In addition to accountability for EL subgroup progress under Title I, the reauthorized law introduced three new language-related strategies meant to address specific gaps in programs and services for these students and, ultimately, ELs' achievement and life opportunities (Forte & Faulkner-Bond 2010). First, Congress established Title III to provide funding to state educational agencies (SEAs) through formula grants to support language instruction educational programs. (Prior to the *No Child Left Behind Act of 2001 [NCLB]*, funding for EL services was only available through discretionary grants that went directly to districts.) Second, the law shifted the language focus for programs that serve ELs from the development of general language proficiency to the acquisition of *academic* English proficiency, meant to help ELs access academic content standards that are required under Title I for all students. Finally, the 2001 legislation extended systemic reform principles (Smith & O'Day, 1991) to the English language proficiency domain. Title III requires states to develop or adopt ELP standards, assessments aligned to those standards, and accountability mechanisms to identify local programs that are not effective in supporting ELs' language acquisition.

At the center of the changes in the 2001 reauthorization of the *ESEA* lie the English language proficiency (ELP) standards. These ELP standards must define expectations for English language proficiency in reading, writing, speaking and listening in kindergarten through grade 12, and provide the basis for curriculum, instruction and assessment to support ELs' acquisition of academic English language proficiency and attainment of the academic content standards. The degree to which states' English language proficiency standards meet these requirements has critical implications for understanding how and how well Title III programs serve ELs. Further, consideration of how states are addressing the current federal requirements can inform the upcoming reauthorization of the *ESEA*. For these reasons, the U.S. Department of Education commissioned the first survey of these standards as part of the National Evaluation of Title III Implementation, under contract to the American Institutes for Research.

It is important to note, however, that this survey did not include direct consideration of states' academic content standards, or any evaluation of the quality of alignment between states' ELP standards and their academic content standards. In addition, the survey did not address any aspect of the implementation of the standards. Therefore, these data should not be used to make inferences about the degree to which states' ELP standards were appropriately interpreted and used to guide instruction or assessment. While important, all of these questions were beyond the purpose and scope of this project. Therefore, although this study is comprehensive in its inclusion of all states, it was designed to be limited in its scope and to be a broad descriptive survey that could be followed by more in-depth research.

1. The term, *English Learner*, refers to a student whose primary language is a language other than English and whose level of English proficiency is insufficient to support academic learning in a regular classroom in which English is the language of instruction. The *Elementary and Secondary Education Act (ESEA)* uses the term *limited English proficient* for such students; however, it has since become more common to use the term *English Learner*. This report uses *English Learner* to refer to students who require additional instructional supports to fully participate in all-English classrooms until they achieve the requisite level of English proficiency.

This survey considered states' approaches to meeting the *ESEA* requirements regarding ELP standards, and addressed four basic questions:

1. Are states' ELP standards structured to address expectations from kindergarten through grade 12 in each of the reading, writing, speaking and listening domains, as required under *ESEA*?
2. How are states' ELP standards designed to support the achievement of academic standards, as required under *ESEA*? (This study examined states' ELP standards for inclusion of references to core content areas, but did not include a direct review of states' academic content standards.)
3. How do states' ELP standards reflect the principles of academic English language acquisition, including recognition that language varies across situations and purposes; prioritization of academic English; and the prevalence of phonological, lexical, grammatical and functional linguistic components?
4. How accessible are states' ELP standards to educators for curriculum and assessment development? To what extent do they include performance descriptors to support instruction, specific suggestions for classroom activity and attention to particular principles of second language acquisition?

To address these questions, EL experts from edCount, LLC, examined the ELP standards in use in each of the 50 states and the District of Columbia during the 2008–09 school year. Because 20 states (including the District of Columbia) were using the ELP standards developed by the World-class Instructional Design and Assessment Consortium (WIDA) at that time,² the findings presented below represent variation across 32 sets of standards: the state-specific standards in use in 31 states and the WIDA standards in use in 20 states.³

Twenty-eight of the 32 sets of ELP standards—representing 47 states—were structured to address grade-level or grade-cluster expectations from kindergarten through grade 12 in each of the reading, writing, speaking and listening domains.

ESEA requires states to establish ELP standards for kindergarten through grade 12 that reflect the four language domains of reading, writing, listening and speaking. Nearly all sets of ELP standards met both these grade and language domain requirements. All sets of ELP standards represented kindergarten through grade 12 in their ELP standards, but they varied in the degree to which they clustered individual grades into larger grade spans. Most (28) sets of standards used relatively small spans of two to four grades (e.g., grades 3–5 or 9–12) or a fully delineated grade-by-grade structure. Four of these 28 sets of standards included specific expectations for the pre-kindergarten level. Among the four sets of standards that did not organize expectations for individual grades or small clusters of two to four grades, one divided the thirteen grades into only two large spans and three applied a single set of standards to all grades (kindergarten through 12); none of these latter three sets specified any targeted grades for its standards.

2. This number has since increased to 27; Alaska, Maryland, Minnesota, Missouri, Montana, New Mexico, and Wyoming joined the WIDA consortium subsequent to the 2008–09 school year.

3. For consistency and ease of language, we use the term “states” in this report to refer to entities receiving Title III funds that have a state education agency. The District of Columbia is thus referred to as a state for the purposes of this report. Puerto Rico and outlying areas receive Title III funds but are not included in this study.

Thirty of the 32 sets of standards represented the four language domains in their ELP standards; only two did not make reference to these domains. Most sets of ELP standards were organized into separate sections for each of the four domains.

Nineteen of the 32 sets of ELP standards—representing 38 states—contained at least some explicit references to the state’s academic content areas or standards in at least one content area.

ESEA requires that states’ ELP standards reflect the type of academic language ELs need to achieve the expectations defined in states’ academic standards; this mandate is meant to ensure that states’ ELP standards do not encourage the development of only general or social language skills but include a specific focus on the type and level of language that ELs need to participate in academic settings where instruction occurs in English. Nineteen sets of ELP standards included references to English language arts (ELA); many also included references to the other core content areas of mathematics (11), science (9), and social studies and history (4).

The survey found evidence that 4 sets of ELP standards (used in 23 states) reflected specific expectations for academic English language proficiency across three or more academic content areas.

Academic English language can be distinguished from “ordinary” (sometimes called “social”) English through variations across four language components: phonological, lexical, grammatical and functional (Scarcella, 2003). *ESEA* does not specifically require that states’ ELP standards address these components, but it would be unlikely that ELP standards could adequately support the acquisition of academic language proficiency without considering one or more of these components. Overall, the survey found evidence that 4 sets of standards (representing 23 states, because one set—the WIDA standards—was in use in 20 states) emphasized academic English language proficiency across three or more of the four academic content areas. That is, the standards reflected components of academic English to a similar degree in each of at least three content areas rather than limiting components of academic English to language arts only.

All sets of ELP standards reflected one or more of the lexical, grammatical and functional components of academic language at least once, but most sets of standards addressed the grammatical component to a greater degree than other components.

Thirty-one of the 32 sets of ELP standards—representing all but one state—included at least some references to principles of second language acquisition, and six of these sets—representing 25 states—provided support to aid educators in the form of specific instructional suggestions within their ELP standards.

For educators to apply ELP standards effectively in their classrooms, the standards must be consistent with what is known about how students acquire a second language. Information and examples that relate standards concepts to instructional strategies and activities are also helpful. Most states did reflect this kind of information in their ELP standards. Six sets of ELP standards provided specific suggestions for activities that teachers could use in their classrooms. In addition, 31 of the 32 sets of ELP standards underscored the importance of meaningful interactions with other students, teachers, texts, media, and so forth to effective language learning. For example, standards may say that students can engage collaboratively with other students to develop a joint presentation, “list points from media (e.g., TV, films, video, or DVDs) and share with a partner,” or engage in “everyday conversations with teachers or

other adults.” To support teachers’ understanding of how students’ native culture and native language influence their acquisition of English, 23 of the 32 sets of ELP standards included references to background and context issues in their ELP standards. However, in most cases these references were somewhat limited.

In summary, the 32 sets of ELP standards varied considerably in their structure, the degree of explicit references to the academic content areas or standards, the prevalence of the components of academic language and the presence of supports to aid instruction and assessment. It is important to note that this survey of ELP standards considered only the standards documents and did not address any aspect of their implementation. Therefore, these data should not be used to make inferences about the degree to which any set of ELP standards is appropriately interpreted or used to guide instruction or assessment.

I. Introduction

A New Federal Approach to Serving English Learners

The 2001 reauthorization of the *Elementary and Secondary Education Act (ESEA)*, represented a turning point in federal policy for the education of English Learners (ELs) in U.S. public schools. These students with limited English proficiency, often face substantial challenges to their academic achievement. These challenges can lead, in turn, to failure to complete high school and to diminished postsecondary education and career options (Education Week, 2009), leading to diminished individual earning capacity and contributions to the U.S. economy.

For over forty years, federal statutes and regulations have guaranteed ELs' meaningful access to educational opportunities. Yet the achievement levels of ELs have consistently remained lower than those of their English-speaking peers as reflected by test scores in reading and English language arts, mathematics, and science (Abedi, 2004; Abedi and Dietel, 2004). To address the continuing gaps in programs and services for ELs and ultimately in their achievement and life opportunities, the 2001 reauthorization of *ESEA* incorporated district and school accountability for EL subgroup progress in reading and mathematics in Title I. In addition, the law instituted three significant language-related changes to the federal approach for these students (Forte and Faulkner-Bond, 2010).

First, *ESEA*, as amended by the *No Child Left Behind Act of 2001 (NCLB)*, introduced the Title III program, which provides funding to state education agencies through formula grants based on the number of ELs and immigrant children and youth in the state. Previously, funds to support English language instruction educational programs were awarded directly to local education agencies through competitive discretionary grants under Title VII of the *Bilingual Education Act of 1968*. The new state-level role was meant to drive consistency and improve quality of programs and services for English Learners across districts within states.

Second, the reauthorized law specifically targeted the acquisition of *academic* English language proficiency (ELP) as a goal in itself, as well as a means to access the academic content standards that all students are expected to meet under Title I; Title III, (section 3113(b)(2)) requires each SEA to “establish [ELP] standards . . . that are aligned with achievement of the challenging state academic content and student academic achievement standards.” This requirement is meant to ensure that states' ELP standards do not encourage the development of only general or social language skills but include a specific focus on the type and level of language that ELs need to participate in academic settings where instruction occurs in English and addresses expectations defined in states' academic standards. Language instruction educational programs are to address English language skills and academic language functions in the reading, writing, speaking and listening domains so that ELs can engage fully in academic environments where English is the language of instruction. Prior to the 2001 reauthorization of *ESEA*, Title VII grantees were required to operate effective English language acquisition programs, but these programs did not necessarily address *academic* ELP.

Third, Title III applied for the first time the principles of systemic reform (Smith & O'Day, 1991) to the ELP domain. Title III requires states to develop or adopt ELP standards, assessments aligned to those standards, and accountability mechanisms to identify local programs that are not effective in supporting ELs' language acquisition. These principles have been in place for academic content domains under Title I since 1994; their extension to ELP provided parallel coherence among student expectations, student-level measures, and program-level accountability requirements. ELs' academic achievement levels and

graduation rates have a direct impact on the accountability status of the schools they attend through the accountability mechanisms of Title I, and districts that receive Title III funds are held accountable for ELs' growth toward and acquisition of academic ELP (as well as attainment of academic achievement standards) through the accountability mechanisms of Title III.

At the center of these changes lie the required state ELP standards, which define expectations for ELP in reading, writing, speaking and listening in kindergarten through grade 12. These standards are meant to provide the basis for curriculum, instruction, and assessment to support ELs' acquisition of academic ELP and their access to the academic content standards. The degree to which states' ELP standards meet these requirements and provide a foundation for effective English language instruction educational programs has critical implications for understanding how and how well Title III programs serve ELs.

Evolution of States' English Language Proficiency Standards

The 2001 *ESEA* legislation did not specify a deadline for the adoption and implementation of ELP standards. However, it did obligate states to have ELP assessments in place by the 2002–03 school year. Since these assessments must be aligned with ELP standards, 2002–03 was effectively the year by which states were initially required to establish ELP standards. Because few states had a history of ELP standards and assessments prior to *NCLB*, this deadline was subsequently extended to spring 2006.

ELP standards, where they existed before the 2001 reauthorization of *ESEA*, were generally influenced by second language acquisition theories that focused more on social than academic aspects of language acquisition (Abedi, 2007). Early ELP standards were often not designed for measuring progress (LeFloch et al., 2007). The 2001 mandate to establish statewide ELP standards and aligned assessments for measuring both progress towards and attainment of ELP thus led nearly all states to develop or revise their ELP standards and ELP assessments to comply with the new law (Abedi, 2007). Only California has retained its pre-2001 ELP standards (see Exhibit 1 for a list of states by year of ELP standards adoption and consortium membership). The dramatic increase in standards adoption in 2007 reflects the revision that year of the standards for the World-class Instructional Design and Assessment (WIDA) consortium, to which 20 states belonged.

WIDA was established as one of the four multistate consortia funded by Enhanced Assessment Grants,⁴ awarded by the U.S. Department of Education in 2002. These consortia involved collaborations among states to develop common ELP assessments. As noted above, the WIDA consortium developed a set of common ELP standards that all member states were required to adopt and that served as the basis for their common ELP assessment, known as ACCESS (Bauman, Boals, Cranley, Gottlieb, & Kenyon, 2007). WIDA began with four member states (Wisconsin, Illinois, Delaware and Alabama⁵) and grew to include 20 states as of the start of the 2008–09 school year. Seven additional states, Alaska, Maryland, Minnesota, Missouri, Montana, New Mexico, and Wyoming, have adopted the WIDA standards and assessments subsequently, and are not included in the WIDA group in this survey.

4. Enhanced Assessment Grants are awarded by the Office of Elementary and Secondary Education at the U.S. Department of Education, using funds authorized under Section 6112 of *NCLB*. These grants are meant to support projects that improve the quality or usefulness of assessment instruments, with the ultimate goal of using better assessment information to improve student achievement.

5. The first initials of these founding states gave WIDA its name. WIDA has since come to stand for World-Class Instructional Design and Assessment.

None of the other three consortia led to the development of common ELP standards, and only one of these three is still active. The English Language Development Assessment (ELDA) consortium started with 13 members; 6 of these original members remained part of the ELDA consortium as of the 2008–09 school year (Iowa, Louisiana, Nebraska, Ohio,⁶ South Carolina, and West Virginia), and 2 new states (Arkansas and Tennessee) have joined, for a total of 8 members. ELDA states maintain their own ELP standards, but the original member states contributed to the development of a common ELP assessment framework (Lara, Ferrara, Calliope, Sewell, Winter, Kopriva, Bunch, & Joldersma, 2007).

**Exhibit 1.
States by Publication Year of Their Current ELP Standards
and ELP Assessment Consortium Membership**

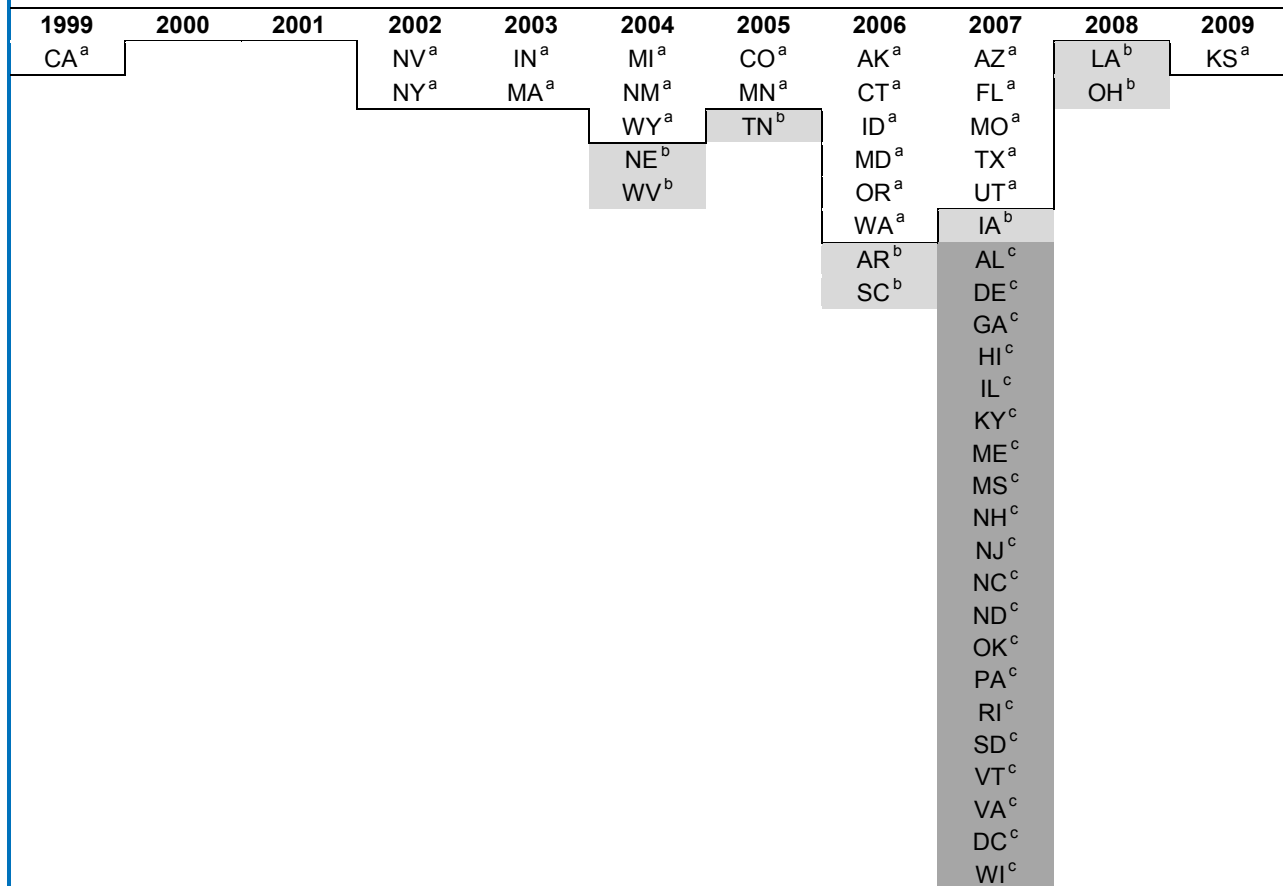


Exhibit reads: In 1999, California adopted the ELP standards that were still in use in the state in 2008–09. California is the only state to have adopted its current standards before 2002.

- ^a States above the black line are not members of ELP assessment consortia.
- ^b The eight states with light gray shading are members of the ELDA consortium.
- ^c The 20 states in dark gray were members of the WIDA consortium as of the 2008–09 school year. (Missouri, New Mexico and Wyoming became members of the WIDA consortium subsequent to the 2008–09 school year.)

Note: Colorado adopted the WIDA standards in 2010, but does not use the WIDA consortium assessment. Montana does not specify what year the standards were published, and is not included in this exhibit.

6. Ohio no longer uses the ELDA—It uses the OTELA, which is based on the ELDA.

Scope of the Survey

Given the central role that ELP standards play in the federal policy for serving ELs, it is important to understand whether and how these standards reflect explicit and implicit Title III program requirements and principles of English language acquisition. This information will also be useful in determining the next steps to take for EL-related policies in the upcoming reauthorization of *ESEA*. Thus, the U.S. Department of Education commissioned the first-ever survey of all states' ELP standards as part of the National Evaluation of Title III Implementation. Although this survey is comprehensive in its inclusion of all states, it was designed to be limited in its scope and to be a broad descriptive overview that could be followed by more in-depth research.

This survey was designed to address four key questions:

1. Are states' ELP standards structured to address expectations from kindergarten through grade 12 in each of the reading, writing, speaking and listening domains, as required under *ESEA*?
2. How are states' ELP standards designed to support the achievement of academic standards, as required under *ESEA*? (This survey examined states' ELP standards for inclusion of references to core content areas, but did not include a direct review of states' academic content standards.)
3. How do states' ELP standards reflect principles of academic English language acquisition, including recognition that language varies across situations and purposes; prioritization of academic English; and the prevalence of phonological, lexical, grammatical and functional linguistic components?
4. How accessible are states' ELP standards to educators for curriculum and assessment development? To what extent do they include performance descriptors to support instruction, specific suggestions for classroom activity and attention to particular principles of second language acquisition?

It is important to note that this survey considered only the 32 sets of ELP standards documents in use as of the 2008–09 school year (31 developed by individual states and one developed by the WIDA consortium of 20 states) and did not address any aspect of their implementation. Therefore, these data should not be used to make inferences about degree to which states' ELP standards were appropriately interpreted and used to guide instruction or assessment. In addition, this survey did not include direct consideration of states' academic content standards, or any evaluation of the quality of alignment between states' ELP standards and their academic content standards. While important, these questions were beyond the purpose and scope of this project.

This volume is one in a series of reports of the National Evaluation of Title III Implementation. Three evaluation briefs (Ramsey & O'Day, 2010; Boyle, Taylor, Hurlburt & Soga, 2010; Tanenbaum & Anderson, 2010) have provided a preliminary picture of the landscape of state and district implementation of Title III. Companion volumes to this report examine ELs' achievement in six jurisdictions (Taylor et al., forthcoming) and explore approaches to setting English language proficiency performance criteria and monitoring English learner progress (Cook et al., forthcoming). The study's report on state and local implementation of Title III will present findings from interviews with all state Title III directors, a nationally representative survey of Title III subgrantees and a diverse set of case studies in 12 districts spread across five states.

II. Survey Findings

Key Findings

- 28 sets of ELP standards (representing 47 states) were structured to address expectations from kindergarten through grade 12 in each of the reading, writing, speaking and listening domains, as required under *ESEA*.
- 19 sets of ELP standards (representing 38 states) contained at least some references to the academic content areas or standards.
- 4 sets of ELP standards (representing 23 states) included a focus on academic English language proficiency across three or more academic content areas.
- 31 sets of ELP standards (representing 50 states) included at least some references to principles of second language acquisition.
- 6 sets of ELP standards (representing 25 states) provided at least some specific instructional suggestions for activities that teachers could use in their classrooms to address the ELP standards.

The Survey Process

Prior to this study, the four questions noted at the end of Chapter I had not been addressed with respect to all states' ELP standards. To design the approach and construct the survey protocol, the research team examined the literature on second language acquisition and academic ELP, gleaned key concepts from prior research and incorporating the federal requirements for states' ELP standards under *ESEA*. Based on the literature review, researchers then drafted a protocol (see Appendix C) and submitted it to members of the Technical Working Group for review; researchers revised the protocol based on this input.⁷ Two researchers then independently piloted the protocol with four sets of ELP standards and compared their results; this independent review process resulted in a few minor modifications to the protocol. These same two researchers independently applied the revised protocol to all 32 sets of ELP standards implemented during 2008–09 academic school year. Prior to the application of the protocol, three researchers participated in a training session on the protocol; the role of the third researcher was to resolve any discrepancies between the two initial researchers. The third researcher independently rated each of the characteristics for which the first two researchers' ratings were not an exact match. The post-reconciliation inter-rater agreement rate was 0.69 for exact matches and 0.92 for matches that were either exact or discrepant by only 1 point on the 4-point rubric that included a No Evidence rating.

Some findings related to structure and content are reported categorically; for other characteristics, researchers used a three-point ordinal scale to represent the frequency with which researchers found evidence of a characteristic within a set of standards (“Rare or Little Evidence,” “Occasional or Modest Evidence,” “More than Occasional or Modest Evidence” (see Exhibit 2). A Rare or Little Evidence rating denoted cases where a characteristic was manifest in only one case or with a few words across the entire set of standards; Occasional or Modest Evidence appeared in two instances or was described in

7. The four members of the Technical Working Group (TWG) who reviewed the protocol were Jamal Abedi (University of California Davis), Gary Gook (Wisconsin Center for Educational Research), Kenji Hakuta (Stanford University), Robert Linquanti (West Ed).

multiple sentences across the set of standards; and evidence appearing in three or more instances or through text of more than a paragraph in length was considered More than Occasional or Modest.

Exhibit 2. Rating Scale	
Rating	Definition
Rare or Little Evidence*	The characteristic was manifest in only one case or with a few words across the entire set of standards
Occasional or Modest Evidence	Evidence appearing in two instances or was described in multiple sentences across the set of standards
More than Occasional or Modest Evidence	Evidence appearing in three or more instances or through text of more than a paragraph in length
Exhibit reads: A Rare or Little Evidence rating denoted cases where a characteristic was manifest in only one case or with a few words or not at all across the entire set of standards.	
Note: * For the section of the rubric addressing whether the ELP standards support access and use, a fourth rating of No Evidence was recorded.	

The researchers noted that some variations across standards documents were related to the length and structure of the documents; very short standards documents could not necessarily include all of the survey characteristics for all grade spans, domains, and content areas. However, very long standards documents did not necessarily include all of the survey characteristics, either. Exhibit 3, below, presents the ranges of page counts for the 32 sets of standards.

Exhibit 3. Length of Standards	
Length of Standards	Number of Sets of ELP Standards
0–20 pages	4
21–50 pages	5
51–100 pages	10
101–200 pages	9
201–400 pages	1
401 or more pages	3
Exhibit reads: Four sets of ELP standards were 20 or fewer pages in length.	

Supplemental documents: For all ratings researchers also examined supplemental documents when states represented such documents on their own websites as being related to their ELP standards. Researchers did not seek out any documents other than those presented in this way. Researchers found supplemental documents to fall into three categories: supplemental state Title III information (e.g., AMAOs, performance level descriptors), assessment information (e.g., technical manuals, alignment studies), and training and professional development documents (e.g., test administration training materials). Most states (20) had between 1 and 5 supplemental documents that researchers examined; 15 states had 6 to 10 documents; nine states had 11 to 20 documents, and two states had 21 or more; six states had no supplemental documents.

Findings

How Are States' ELP Standards Structured?

Because requirements for statewide ELP standards were a new phenomenon with the 2001 reauthorization of *ESEA*⁸, states had to decide how they were going to structure their standards documents across domains and grades, both to meet the requirements of *ESEA* and to guide instructional practice for ELs effectively. *ESEA* requires states to implement ELP standards that address expectations from kindergarten through grade 12 in each of four domains: reading, writing, speaking and listening. This requirement is meant to support appropriate developmental progressions across grades, facilitate links to grade-level academic content expectations, and foster the creation of assessments that are age appropriate and that also yield scores for each of the four domains.⁹ One important reason for the developmental aspect of ELP standards is that the level of language competence and sophistication needed for students to be successful in academic content taught in English increases substantially as students advance through the grades. Language in grade 8 texts and classrooms, for example, is much more de-contextualized, reflects much more complex syntactic and conceptual relationships, and incorporates a much larger vocabulary than language used in grades 1 or 2. This means that there can be no single conception of “English language proficiency” across all grades. Rather, the progression in language demands must be reflected not only in the level at which “proficiency” is set on the ELP assessments but also in the content of the standards themselves. Defining and structuring this progression in the standards is no easy task, however, and states vary in the way they structure their standards across grades and across language domains.¹⁰

Structures Across Grades

States must establish ELP standards for kindergarten through grade 12, but the law does not specify how the standards are to be structured across grades. Requirements for ELP standards thus differ from those in the academic content areas. In reading or language arts and mathematics, states must establish grade-specific expectations in grades 3 through 8 and for at least one grade or course at the high school level; science standards are required for grade spans 3 through 5, 6 through 8, and 9 through 12. The way in which ELP standards are structured across grades can have a significant impact on their use for instruction and assessment. For example, standards for a grade cluster of kindergarten through grade 3 group older students who can usually read with kindergarten students who generally cannot. These standards are likely to include literacy-related expectations that may be appropriate for those students who can read but too advanced for kindergarten students. Such standards groupings may provide little guidance for kindergarten teachers in terms of either instruction or assessment (see Exhibit 4 for a summary of the organization of the sets of ELP standards by grades and grade spans).

8. See the previous chapter for a discussion of the evolution of states ELP standards.

9. ELP assessments must also yield a score for comprehension; this score is generally calculated on the basis of a combination of scores for some or all of the reading and listening items.

10. Please note that in this report we consider only how the grade-level expectations are structured in the ELP content standards; we do not relate this directly to the level of English proficiency necessary in different states for a student to exit from Title III or other ESL services. While differences among states in their content standards have implications for when students are exited from services, actual exit criteria depend on specific performance expectations on the state ELP assessment as well as other criteria set by the state or district. This evaluation's Report on State and Local Implementation (Tanenbaum et al, 2012) will consider the variation across Title III districts and states in the criteria used to exit students from EL services and EL subgroup status.

**Exhibit 4.
Organization of Standards Across Grades**

Organization of Standards Across Grades	Number of Sets of ELP Standards
Standards organized by individual grade	6
Standards organized by grade clusters	22
A single set of standards for all grades	3

Exhibit reads: Six sets of ELP standards were organized by individual grades.

With respect to grades or grade ranges, six sets of ELP standards were organized by individual grades for at least most of the range from kindergarten through grade 12. This includes the ELP standards from one state, for example, which had separate expectations for each grade, and five other sets of standards with separate grade-level standards from kindergarten through grade 7 or 8, and grade clusters for the higher grades. Twenty-two sets of ELP standards used clusters of two to four grade levels (e.g., grades 3–4 and 5–6) from kindergarten through grade 12. One set of ELP standards broke the 13 grades into two large spans, kindergarten through grade 5 and grades 6 through 12, while three sets of ELP standards used a single set of standards for all grades kindergarten through grade 12 (i.e., these three sets of standards were not differentiated by grade or grade cluster).

Twenty-eight sets of ELP standards (used in 47 states) were organized by individual grade or small clusters of grades. Only three sets of ELP standards applied a single set of standards to the span from kindergarten through grade 12.

Many states treated the grade range of kindergarten through grade 2 differently than they treated higher grade levels. Over half the sets of ELP standards (21, used in 40 states) separated kindergarten from grade 1; of the others, two included kindergarten with 1st grade, 15 included kindergarten with grades 1 and 2, and three included kindergarten in a range that continued to grade 5 or grade 12. These patterns suggest that many states have chosen to make finer grade distinctions among the lower grade levels, most likely to address significant developmental and instructional shifts that occur at these ages.

Although not specifically required by *ESEA*, four sets of ELP standards (those of Connecticut, Maryland, New York, and the WIDA group) included standards for pre-kindergarten.¹¹ The WIDA standards separated expectations for pre-kindergarten and kindergarten from those for grades 1 and above. In the three non-WIDA sets of standards in this group, pre-kindergarten was included in a grade-range cluster that extended from pre-K to either grade 1 or 2.

Standards documentation from the WIDA group indicated that “Pre-K–K [pre-kindergarten through kindergarten] children are developmentally and linguistically unique, especially in terms of literacy development” (Gottlieb, Cranley, & Cammilleri, 2007, p. 7), and this survey found evidence that some states have chosen to reflect these differences in how they structure their ELP standards.

11. Only ELP standards documents were reviewed in this study; it is possible that pre-kindergarten was represented in other state documentation. For example, California includes standards for English Language Development for pre-kindergarten in its “California Preschool Learning Foundations.”

All sets of ELP standards met the requirement to have at least three proficiency levels. Most (27) had four or more proficiency levels, with many having five levels (18) or six levels (4).

States are also required to establish at least three proficiency levels within their ELP standards; all states met this requirement. Four sets of ELP standards (used in 23 states) had six proficiency levels, 18 included five proficiency levels, five had four levels, and five had three levels. All of these proficiency level structures meet the *ESEA* requirement to establish at least three proficiency levels.

Structures Across Language Domains

Twenty of the 32 sets of ELP standards were organized into separate sections for listening, speaking, reading and writing, while virtually all sets of ELP standards also reflected to some degree the interconnectedness among these language domains. Only two sets of standards did not make any reference to these language domains.

ESEA requires states to establish ELP standards that reflect the four domains¹² of reading, writing, speaking and listening, and ELP assessments used for yearly testing of ELs must yield separate scores for all four domains (see Exhibit 5 for a summary of how ELP standards are organized by domain). Nearly all sets of ELP standards explicitly represented these four domains; only two did not make reference to these domains.

Most sets of ELP standards (20) were organized into separate sections for each of the four domains (Exhibit 6 provides an excerpt from one state’s standards for the listening domain). Seven sets of standards separated reading and writing, but combined listening and speaking into a single section. The three remaining sets of standards combined all four domains throughout their standards document (see Exhibits 7 and 8 for examples of combined standards).

12. The law refers to “the four recognized domains of speaking, listening, reading and writing,” but linguists often use the term “domain” to refer to the social and functional areas of language use—for example, the school domain and the home domain. The term “modality” is also used in the *NCLB* legislation to refer to reading, writing, speaking and listening, and some readers may prefer this term to “domain.” The two are considered interchangeable, as used in the *NCLB* legislation.

**Exhibit 5.
Organization of Domains Within Standards**

Organization of Domains Within Standards	Sets of ELP Standards
Standards were separated by all four domains.	20
Standards combined all four domains (reading, writing, speaking, and listening).	3
Standards combined <i>only</i> listening and speaking.	7
Other Not Specified.	2

Exhibit reads: Twenty of the 32 sets of standards were structured such that each of the four domains of reading, writing, speaking, and listening was presented separately in the standards document.

In addition to distinguishing among the four language domains, 20 sets of ELP standards also addressed the interdependent nature of language development across the domains. That is, researchers found evidence that these standards recognized that reading, writing, speaking and listening skills are generally acquired concurrently, although perhaps at different rates. Some students may gain proficiency in listening faster than in speaking, for instance. Further, skills in one domain may manifest only through use of another domain, such as when a student demonstrates proficiency in listening through his written or spoken response. In some cases, this interplay has been made explicit, such as by the relevant domain references that are incorporated into each expectation but cited together (illustrated in Exhibits 7 and 8). Elsewhere, relationships across domains have been underscored by statements such as, “students will express ideas after reading a story,” presumably through writing or speaking.

**Exhibit 6.
Standards for a Single Domain (Ohio)**

LANGUAGE DOMAIN: LISTENING

1. LEP students will develop the English listening skills required both for academic achievement and for communication in socially and culturally appropriate ways.

Standard 1.3 Determine speaker attitude and point of view

Benchmarks	Grade levels			
Beginning Level	K-2	3-5	6-8	9-12
Identify the speaker's obvious attitude, mood or emotion in simple oral messages by reading body language and/or tone and voice quality, with support	✓	✓	✓	✓
Intermediate Level	K-2	3-5	6-8	9-12
Identify and/or describe the speaker's attitude, mood or emotion in oral messages by reading body language and/or tone and voice quality, with limited support	✓	✓	✓	✓
Interpret the speaker's attitude, mood, emotion and/or innuendo in extended oral messages by reading body language and/or tone and voice quality, with limited support			✓	✓

Exhibit reads: When listening to simple oral messages in English, beginning level EL students across all grade spans should be able to identify a speaker's obvious attitude or mood from the speaker's body language or tone.

Note: Like most states, Ohio organized their standards into separate sections for each of the four domains.

Exhibit 7.
Standards Combined Across All Four Domains of Reading, Writing, Speaking and Listening (New York)

Performance indicators by grade level:

Early Childhood Grades Pre-K – 1	Elementary Grades 2 – 4
<p>1. Form and express responses to ideas through reading, listening, viewing, discussing, and writing. (L, S, R, W)</p>	<p>1. Form and express responses to a variety of literary, informational, and persuasive material through reading, listening, viewing, discussing, and writing; use details and evidence as support. (L, S, R, W)</p>
<p>2. Evaluate the quality of written or spoken texts, visual presentations, and experiences, on the basis of criteria such as attractiveness of illustrations, appeal of characters, and believability of story. (L, S, R)</p>	<p>2. Evaluate the quality and dependability of written or spoken texts and visual presentations, on the basis of established criteria; and evaluate the logic and believability of claims made in persuasive material. (L, S, R, W)</p>

Exhibit reads: EL children in pre-Kindergarten through first grade should be able to form and express responses to ideas through reading, listening, viewing, discussing and writing. All four domains of listening, speaking, reading and writing are noted as being reflected in this expectation.

Note: New York is one of three states that combined all four domains throughout their standards document.

**Exhibit 8.
Common Standard and Common Descriptors (New York)**

Intermediate Grades 5 – 8	Commencement Grades 9 – 12
<p>8. Create stories, poems, songs, and plays, including those that reflect traditional and popular American culture, observing the conventions of the genre; create an effective voice, using a variety of writing styles appropriate to different audiences, purposes, and settings. (S, W)</p>	<p>8. Create stories, poems, sketches, songs, and plays, including those that reflect traditional and popular American culture, using typical features of a given genre; create an effective voice, using a variety of writing styles appropriate to different audiences, purposes, and settings. (S, W)</p>
<p>9. Engage in collaborative activities through a variety of student groupings to create and respond to literature. Such groupings include small groups, cooperative learning groups, literature circles, and process writing groups. (L, S, R, W)</p>	<p>9. Engage in collaborative activities through a variety of student groupings to create and respond to literature. Such groupings include small groups, cooperative learning groups, literature circles, and process writing groups. (L, S, R, W)</p>
<p>10. Create, discuss, interpret, and respond to literary works, using appropriate and effective vocabulary, grammar, spelling, and punctuation in writing, and using appropriate vocabulary, grammar, and pronunciation in speaking. (L, S, R, W)</p>	<p>10. Create, discuss, interpret, and respond to literary works, using appropriate and effective vocabulary, grammar, spelling, and punctuation in writing, and using appropriate vocabulary, grammar, and pronunciation in speaking. (L, S, R, W)</p>
<p>11. Apply self-monitoring and self-correcting strategies while reading, viewing, discussing, listening to, or producing literary texts and essays. Such strategies include asking questions, starting over, rephrasing, and exploring alternative ways of saying things. (L, S, R, W)</p>	<p>11. Apply self-monitoring and self-correcting strategies while reading, viewing, discussing, listening to, or producing literary texts and essays. Such strategies include asking questions, starting over, rephrasing, and exploring alternative ways of saying things. (L, S, R, W)</p>

Exhibit reads: EL children in fifth through eighth grade should be able to “create stories poems, songs and plays...” The domains of writing and speaking are noted as being reflected in this expectation.

Note: New York made the interplay among the domains explicit through the use of relevant domain references that are incorporated into each expectation.

How Are States' ELP Standards Designed To Support the Achievement of Academic Standards?

In addition to encompassing the four language domains of reading, writing, speaking and listening, Title III, section 3113(b)(2)) requires each SEA to “establish [ELP] standards . . . that are aligned with achievement of the challenging state academic content and student academic achievement standards.” This requirement is meant to ensure that states’ ELP standards do not encourage the development of only general or social language skills but include a specific focus on the type and level of language that ELs need to participate in academic settings where instruction occurs in English and addresses expectations defined in states’ academic standards. To assess the degree to which such alignment actually occurred would require an analysis of both the ELP standards and the corresponding content standards, which was beyond the scope of this brief survey. Researchers did note, however, the extent to which the ELP standards made explicit reference to the standards or content of specific academic subject areas (ELA, Mathematics, science, or social studies). The data collected in this study indicate that most sets of ELP standards included at least some reference to academic content, but more guidance or requirements from the forthcoming reauthorization of *ESEA* may further encourage states to create clear connections to academic content standards.¹³

Nineteen sets of ELP standards included at least some explicit references to academic content in English language arts. Many also included such references to the mathematics (11 sets of ELP standards) and science (9 sets of ELP standards) content areas. The type and degree of these references varied substantially.

As was the case for meeting Title III grade-range and language domain requirements, researchers found evidence that most sets of ELP standards also referred to academic content expectations in at least one content area. Researchers noted explicit references to content areas and recorded a binary Yes or No rating for each of the content areas to which an explicit reference related. Nineteen sets of ELP standards reflected some evidence of explicit references to academic content in English language arts; 11 of these also included references to mathematics content, and 9 included references to science content. Four sets of ELP standards included references to social studies and history content. The WIDA standards included references to each of these four content areas, as did the standards of three other states (see Exhibit 9). The ways in which sets of ELP standards referenced relevant academic content, however, varied by state and by subject area. For example, the Arkansas standards incorporated specific vocabulary relevant to geometry at different levels of ELP (see Exhibit 10) and the WIDA standards demonstrated how students are expected to glean information relevant to grades 6–8 social studies content from oral and text materials, and to produce similarly relevant responses and products, both verbally and in writing (see Exhibit 11).

13. Some efforts are currently underway to develop ELP standards based on the specific expectations of the Common Core State Standards in English language arts and mathematics that have recently been adopted by over 40 states.

Exhibit 9.
Explicit References to Academic Content Areas

Academic Content Areas	Sets of ELP Standards with Explicit References to these Content Areas
English language arts	19
Math	11
Science	9
Social studies and history	4
Exhibit reads: Nineteen sets of ELP standards had explicit references to English language arts content.	

Exhibit 10.
Explicit References to Academic Standards in Mathematics (Arkansas)

Strand: Language of Geometry

Content Standard 1: Student will develop the language of geometry including specialized vocabulary, reasoning, and application of theorems, properties, and postulates.

	ELP Student Learning Expectation	Student Proficiency Levels					Geometry SLE Connections
		Level 1	Level 2	Level 3	Level 4	Level 5	
Points, Lines, Planes & Angles	ELPG.1.HS.1 Identify and recognize geometric terms in context, including the attributes of geometric figures	Identify basic geometric vocabulary when given a picture by verbal or nonverbal response	State the proper term when given a visual prompt	Define a given geometric term or picture by matching definition to picture or word	Define and draw a picture, given a geometric term	Identify and recognize geometric terms in context, including the attributes of geometric figures	LG.1.G.1 LG.1.G.2 LG.1.G.3 LG.1.G.4 LG.1.G.5 LG.1.G.6

Vocabulary—Inductive reasoning, deductive reasoning, Venn diagram, matrix logic, conditional statement, inverse, converse, contrapositive, point, line, plane, segment, ray, angle, geometric figure, figural pattern, definition, theorem, property, postulate, complementary, supplementary, vertical angles, linear pair, perpendicular lines, transversal, parallel lines, collinear points, coordinate plane, coplanar points, adjacent angles, consecutive angles, consecutive sides, alternate interior angles, alternate exterior angles, biconditional statement, conjecture, corollary, justify

Exhibit reads: The ELP student learning expectation ELPG.1.HS.1, Identify and recognize geometric terms in context, including the attributes of geometric figures, is connected with the six Arkansas' Geometry Student Learning Expectations listed on the far right.

Exhibit 11.
Explicit References to Academic Content in Social Studies (WIDA)


	Example Topics	Level 1 Entering	Level 2 Beginning	Level 3 Developing	Level 4 Expanding	Level 5 Bridging	
LISTENING	Agriculture	Identify agricultural icons from oral statements using visual or graphic support (e.g., on maps or graphs)	Locate resources or agricultural products from oral statements using visual or graphic support (e.g., "Corn is an important crop. Show where the most corn is grown.")	Distinguish among resources or agricultural products from oral statements using visual or graphic support	Find patterns associated with resources or agricultural products from oral statements using visual or graphic support	Draw conclusions about resources or agricultural products on maps or graphs described orally from grade-level material	Level 6 - Reading
SPEAKING	America's story	Connect events with people in U.S. history using timelines, graphics or illustrations	Describe features or characteristics of major events or people in U.S. history depicted in timelines, graphics or illustrations	Summarize significance of major events or people in U.S. history depicted in timelines, graphics or illustrations	Paraphrase reasons for major events or people's actions in U.S. history depicted in timelines, graphics or illustrations	Explain causes and effects of major events and people's actions in U.S. history (e.g., "This happened as a result of...")	
READING	Civic rights & responsibilities	Identify rights or responsibilities of people in U.S. or other countries using illustrations and labels or phrases	Sort rights or responsibilities of people in U.S. or other countries by descriptors using illustrations and written statements	Select examples of rights or responsibilities of people in U.S. or other countries using illustrations and written descriptions	Evaluate rights or responsibilities of people in U.S. or other countries using illustrated text	Infer rights or responsibilities of people in U.S. or other countries from grade-level text	
WRITING	Forms & organization of government	Label illustrations of features of U.S. or other governments using word/phrase banks	Describe features of U.S. or other governments using visuals or graphics and word/phrase banks	Compare/contrast features or functions of U.S. or other governments using graphic organizers (e.g., executive, legislative and judicial branches)	Discuss functions of U.S. or other governments in response to current events using graphic organizers	Discuss and justify relative effectiveness of forms or organization of governments	
ELP Standard 5: The Language of Social Studies, Summative Framework							
Grades 6-8							

Exhibit reads: In an instructional setting where agriculture is a topic, students in the Entering level of the Grades 6-8 WIDA listening standards would be able to identify agricultural icons from oral statements using visual or graphic supports such as maps or graphs.

Given that ELP standards usually reflected grade-range expectations rather than grade-specific expectations, it would probably be unreasonable to expect fine-grained links to the grade-level academic content standards in multiple content areas; some level of flexibility in the standards seems necessary to allow linguistic access to academic concepts that evolve over grade ranges rather than within only one grade. This rationale could be extended to explain why the 20 WIDA states could share common ELP standards when they do not share common academic content standards.

How Do States' ELP Standards Reflect the Principles of Academic English Language Acquisition?

In addition to including the four language domains and references to language expectations related to specific academic content areas, ELP standards must also address key components of language and reflect what we know about second language acquisition if they are to adequately guide instructional design and implementation for ELs. This section focuses on the nature of the language defined in states' ELP standards.

Linguistic Components Addressed in ELP Standards

As indicated above, the reauthorized *ESEA* focused expectations for English language acquisition on academic ELP rather than on general English language skills (Scarcella, 2003; Bailey, 2007). Academic ELP is a multifaceted concept, which may best be understood first by clarifying what it is not. It is not a conceptualization of language skills limited to social interaction, as has often been the case in English as a second language classrooms in the past. Nor is it limited to the *vocabulary* used in school—whether this is the vocabulary specific to mathematics or science classrooms or more general academic vocabulary applicable across subject matter. Rather, academic ELP reflects the breadth and depth of language—including appropriate registers, functions, vocabulary, and syntax—that students need to participate meaningfully in academic environments and to be successful in college and careers. Although the field has not yet come to agreement on a single definition, the research team for this survey used the following working definition for the purpose of establishing a common understanding of “the language students need to engage successfully in academic contexts in which instruction and interactions occur in English.”

Scarcella (2003) developed a comprehensive framework that encompasses essential linguistic components and features of academic ELP and distinguishes between linguistic components as they manifest in “ordinary English” and in academic English. Based upon input from the Technical Working Group members noted above, the Scarcella framework was adapted for use in this portion of the survey to include the following four components:

- The phonological component (sounds, stress, intonation)
- The lexical component (meanings of words)
- The grammatical component (morphemes,¹⁴ syntax, rules of punctuation)
- The functional component (discourse features and functions of language in context)

The first three components—phonological, lexical and grammatical—can be considered structural, as they essentially represent linguistic building blocks. The fourth, the functional component, represents the way in which these building blocks are combined beyond the sentence level to achieve certain purposes

14. A meaningful linguistic unit consisting of a word, such as *man*, or a word element, such as *-ed* in *walked*, that cannot be divided into smaller meaningful parts (Loberger & Shoup, 2001).

in varying contexts. A comprehensive presentation of the complete Scarcella model can be found in the original Technical Report for this framework (Scarcella, 2003).

Distinctions Between Purposes and Contexts for Language Use

The framework for this portion of the survey first distinguishes language for general or social purposes (ordinary English) from language necessary for interaction in academic contexts. That is, this framework demonstrates how the phonological, lexical, grammatical and functional components of language vary across different settings and across purposes for language use.¹⁵

Consider, as an example, the differences in the language one might use in informal social situations, such as a family dinner, and the language one would be likely to use in academic settings, such as a mathematics classroom. Variations in vocabulary, grammar, tone and discourse patterns across these settings signal varied relationships and norms for interaction, as well as varied content. The purpose of the communication also influences the choice and appropriateness of linguistic components. For example, a secondary student who wants to encourage a friend to read a favorite book or try a new computer program will phrase his argument quite differently from the language a teacher would expect in a description of the same book or program for a school book report or research paper. EL students need to understand and be able to navigate these distinctions in purpose and context. Researchers have estimated that language relevant to face-to-face social interactions develops much more quickly (approximately 1-3 years) than the more sophisticated and decontextualized language needed for school success (4-7 years) (Cummins, 1991; Hakuta, Butler & Witt, 2000). Such distinctions underscore the purposeful nature of language and the variations in language proficiency expectations across contexts or purposes for language use. States' ELP standards may include expectations for language proficiency in general or social situations, which are important for interpersonal interactions, but these standards are meant to focus in a prioritized manner on academic language proficiency.

Analysis of the references in states' ELP standards to the way language is used revealed that 26 of the 32 sets of ELP standards (used in 45 states) explicitly recognized that language varies across situations and purposes, and these states did so across each of the reading, writing, speaking and listening domains reflected in their ELP standards. This was evidenced by statements such as, “[the student] understands the purpose for listening and demonstrates understanding of language functions (e.g., greetings, requests, offers of help, apologies).” This standard represents an expectation for ELs to discern the purpose and meaning of the language they hear. The standard notes that greetings, requests, offers of help and apologies are all language functions that occur in both social and academic settings and that the specific language used differs in different settings. In a similar manner, the speaking standard “The student will use language that is grammatically correct, precise, engaging, and well suited to topic, audience and purpose” provides an explicit expectation for ELs to determine the purpose and context for oral language and to use this information to shape what she says and how she says it.

15. This distinction builds on the difference between Basic Interpersonal Communications Skills (BICS) and Cognitive Academic Language Proficiency (CALP), formulated in the early 1990s (Cummins, 1991). While this reference to Cummin's notion of BICS and CALP is historical rather than representative of current thinking in this area., the general distinction between highly contextualized social language (BICS) and decontextualized language common to academic and literacy tasks (CALP) is still useful for practitioners and those without strong expertise in linguistics.

Twenty-six sets of standards explicitly recognized that language varies across situations and purposes, but only four sets of ELP standards emphasized academic English over ordinary English with equal emphasis across three or more academic content areas. Two sets of ELP standards did not explicitly address academic language.

Researchers found evidence that four sets of ELP standards targeted academic ELP in three or more academic content areas.¹⁶ Twenty other sets of standards limited academic language expectations to those defined in the state’s ELA standards; they did not explicitly address academic language in other academic content areas. Six other sets of ELP standards demonstrated clear connections to ELA standards, but they also included some academic language expectations related to one or more other content areas. Only two sets of standards did not explicitly address academic language.

Representation of Specific Language Components

Nearly all sets of standards made at least occasional reference (two or more times) to at least one of the four essential linguistic components identified for this study. The grammatical component was the most common one of the four to be included in ELP standards; 29 sets of standards included at least occasional references to the grammatical component, while the remaining three sets of standards made only rare references to this component of academic English.

Sets of ELP standards varied in the degree to which they reflected the components of academic English language (see Exhibit 12), and the representation of one component was generally not related to the representation of others. That is, occasional or modest attention (evidence noted two or more times within the standards) to one or more components was not associated with any particular level of attention to other components; likewise, rare or little prevalence of one or more components was not associated with a particular level of attention to the others.

Exhibit 12. Prevalence of and Attention to Language Skills and Functions, by Component	
Prevalence of and Attention to Language Skills and Functions, by Component	Number of Sets of ELP Standards with at least Occasional or Modest Prevalence of Component Throughout Standards
Phonological component (sounds, stress, intonation)	22
Lexical component (meanings of words)	20
Grammatical component (morphemes , syntax, rules of punctuation)	29
Functional component (discourse features and function of language)	26
Exhibit reads: Twenty-two sets of ELP standards reflected the phonological component to at least an occasional or modest degree.	

We discuss the standards’ attention to each component in more detail below.

16. This study drew from the work of Robin Scarcella (2003) to identify indicators of academic English, including specialized vocabulary and technical and/or field-specific words and concepts, in states’ ELP standards.

Phonological Component

In ordinary English, the phonological component is the “knowledge of everyday English sounds and the ways sounds are combined, stress and intonation, graphemes, and spelling” (Scarcella, 2003). Examples are knowing how and why the “a” sounds different in the word “van” from the way it does in the word “vane,” and that the emphasis is on the first syllable in the words “often” and “doughnut” but on the second syllable in “careen” and “convene.” For academic English, this knowledge applies to the sounds, spellings and pronunciations of academic words that are used in instructional settings, such as “planetary” or “homeostasis.” Twenty-two sets of ELP standards demonstrated at least occasional or moderate attention to the phonological component. Nine sets of ELP standards fell into the “rare or little evidence” category and the remaining set of standards showed no evidence of this component. Statements such as “The student recognizes the letters that correspond to English sounds” or “The student uses intonation patterns that are appropriate to the nature and purpose of speech (e.g., when asking questions, making comparisons)” would represent attention to the phonological component of language. Phonemic awareness and phonics are important for literacy, as well as for verbal communication. This may be particularly true for EL students with home languages that differ from English in their phonemic structure. Explicit instruction in these elements can be very successful with EL students (August & Shanahan, 2006).

Lexical Component

The lexical component of English language involves “knowledge of the forms and meanings of words occurring in everyday situations” and “knowledge of the ways words are formed with prefixes, roots, suffixes, the parts of speech of words, and the grammatical constraints governing words” (Scarcella, 2003). The example provided in the Scarcella framework contrasts the term “find out” with the more academic alternative of “investigate”; it would be important for a student to understand not only what “investigate” means but also when and how to use this word in academic communications. Thus, the lexical component addresses vocabulary in terms of knowing word meaning, knowing how the parts of words contribute to meaning, and how and when to use specific words or word parts to convey meaning. Vocabulary development and explicit vocabulary instruction have been found to be critical precursors for reading comprehension for EL students (August, Carlo, Dressler & Snow, 2005).

The lexical component is apparent in ELP standards through statements such as “A student should apply prefixes and suffixes to convey meaning in written communications” and “A student understands the meaning of the terms ‘construct,’ ‘draw,’ ‘measure,’ ‘transform,’ ‘compare,’ ‘visualize,’ ‘classify,’ and ‘analyze the relationships among geometric exhibits.’” The former example is general in nature and could apply to both ordinary English and academic English. The latter example clearly relates not only to academic English but to content-specific vocabulary. Twenty sets of ELP standards referred to the lexical component occasionally or consistently and the remaining 12 sets referenced this component only rarely.

Twenty-five sets of ELP standards also included at least some content-specific vocabulary, such as the vocabulary referenced for geometry above. Several of the other sets of standards use generic references, such as “grade-level vocabulary” or “content-area vocabulary” without including specific vocabulary words. Three of these 25 integrated general and content-specific vocabulary for several content areas within their ELP standards. An additional nine sets of standards included both general and content-specific vocabulary, but limit the content focus to ELA.

Grammatical Component

The grammatical component relates to the understanding of how word parts, word combinations, and punctuation convey meaning and follow the syntax rules for English. A notable example would be recognition of the dramatic difference in meaning between “eats shoots and leaves” and “eats, shoots

and leaves” as a function of a single comma (Truss, 2003). Understanding necessary form changes in verbs when they are associated with singular versus plural nouns (e.g., “a child reads” but “children read”) is another example of the grammatical component. As was the case for the lexical component, all sets of ELP standards represented the grammatical component to at least some degree (i.e., no sets of standards were found to have excluded this component. More specifically, 29 sets of standards referred to this component at least occasionally, while the remaining 3 sets of standards referenced it only rarely.

Functional Component

The functional component of English involves the genres of the language or language “functions”—for example, how to describe something, how to make an argument, how to explain something and how to synthesize information. Clearly, language functions such as these are important for a student’s ability to access and communicate information in both social and academic settings. Academic language functions differ from social language functions in that they relate to discourse in academic settings and disciplines. In academic discourse, functions are often realized through the connections and progressions among concepts expressed across multiple sentences or paragraphs.

Academic discourse can be, for example, a lecture on meiosis by a science teacher, an expository essay on how to pick meat from a crab by a student who has recently visited the eastern shore of Maryland, a conversation between two students who are deciding how to share responsibilities for a partner project, Hamlet’s soliloquy or a classroom discussion of Hamlet’s soliloquy. To participate in any of these forms of discourse, a student would need to understand where to begin, how to proceed, and how to determine the stopping point on the basis of the audience and the purpose and context of the discourse. For instance, the student’s expository essay should have an introduction, ordered and complete details with appropriate transitions, and a summary or conclusion. A student listening to the lecture on meiosis would need to understand the purpose of the lecture, how to listen for and perhaps take notes to record important points, and how to self-monitor comprehension to determine whether to ask a question.

All students need to learn the functional linguistic components relevant to academic settings and tasks in the course of their schooling. This can be particularly challenging for ELs who may have had fewer academic experiences and who come from a language background in which functions of language may take very different forms from those in English.

All sets of ELP standards represented the functional component at least rarely and most (26) did so at least occasionally across the standards documents. Representation of this component might involve, for example, statements such as “Develop and apply skills and strategies to comprehend, analyze, and evaluate fiction, poetry and drama from a variety of cultures and times.” Statements such as “Summarize two or more articles and write a brief informational paper integrating supporting information from both sources” would reflect inclusion of discourse features of this component in a state’s ELP standards.

ELP Standards and the Language-Learning Process

There are many theoretical frameworks that could be used for reviewing ELP standards, some that focus on the linguistic content of the standards and others that focus on implicit or explicit assumptions about the language learning process. Based on input and guidance from members of our Technical Working Group, the research team for this survey incorporated two such frameworks into the survey protocol, one for each purpose. An adapted version of the Scarcella framework provided the basis for our discussion in the previous section on the content of the standards with respect to components of language and the distinction between academic and social or ordinary language. But linguistic content is not enough to guide curriculum and instruction. If educators are to use the standards to support the complex and lengthy process of language learning, the standards must also reflect what we know about how students acquire a second language and help teachers understand which aspects of the instructional

environment might foster second language acquisition. To determine the extent to which current ELP standards do so, the research team drew on a second framework published by Teachers of English to Speakers of Other Languages (TESOL) (2006), an international professional organization for teachers who work with ELs. In particular, we focused on three of the TESOL principles that are particularly relevant to helping teachers deliver effective language support for ELs. These principles are:

- Language acquisition occurs through meaningful use and interaction.
- Language learning is cultural learning.
- Native language proficiency contributes to second language acquisition.

Language Acquisition Through Meaningful Use and Interaction

Thirty-one sets of ELP standards made at least one reference to the importance of meaningful language use and interaction as part of the acquisition process.

This TESOL principle notes that “language is learned most effectively when it is used in significant and meaningful situations as learners interact with others (some of whom should be more proficient than the learners are) to accomplish their purposes” (TESOL, 2006). Evidence that ELP standards reflect this principle include statements about the use of English in legitimate academic contexts and about meaningful interactions with other students, teachers, texts, and media. For example, standards may state that students can engage collaboratively with other students to develop a joint presentation on ecosystems and habitats; or standards may indicate that students can “list points from media (e.g., TV, films, video, or DVDs) and share with a partner”; or engage in “everyday conversations with teachers or other adults.” Thirty-one sets of ELP standards included at least one reference to this principle.

Language Learning as Cultural Learning

The ELP standards in only 11 states (including 5 WIDA states) incorporated moderate or consistent attention to cultural aspects of second language acquisition.

When ELs learn English, they are also learning about and engaging in the culture in which English is spoken. Recognizing this relationship between culture and language learning may help teachers to overcome instructional obstacles, such as a child’s unwillingness to ask questions of a teacher because such behavior, accepted and expected in most U.S. classrooms, would be considered rude or embarrassing in the child’s native culture. The ELP standards or supporting documents in 11 states (including 5 of the WIDA states¹⁷) represented this principle with multiple paragraphs or a full section on culture as it relates to language learning. ELP standards in 20 other states (including 15 WIDA states) referred to culture in a few sentences or a single paragraph. Culture was referenced in a single sentence in the standards or standards-related documents for 11 states and was not referenced at all in documents for 9 states. Exhibit 13 contains an example of how one state represented the principle of language learning as cultural learning in its ELP standards.

17. WIDA states associated introductory or auxiliary materials with their common standards; in these additional materials, WIDA states could differ in their approaches to various concepts. Reviewers considered these materials for the access and use portion of their review.

Exhibit 13.
Principle of Culture Embedded in Language Learning (Ohio)

Social and Cultural Competencies Required for Effective Communication

In order to communicate effectively in a new language, students need to understand the social and cultural context in which the language is used. Therefore, teachers who work with LEP students have a role in helping the students gain the social and cultural competencies required for effective communication in English. As indicated in the English as New Language Standards (National Board for Professional Teaching Standards, 1998),

[Accomplished teachers] know that language and culture are interrelated, and that their students must arrive at an understanding of the new cultural setting in which they live and develop proficiency in their new language. Special challenges arise when deeply held values, beliefs, and understandings of the home culture that sustain a student's sense of identity conflict with the values and beliefs of the school. In such circumstances teachers proceed in a sensitive manner, alert to the potential for friction, respectful of cultural differences, aware of the value of the home language, and mindful of their obligation to educate students to function productively in mainstream society (p.1).

... [T]eachers understand that schools have cultures of their own. They know that newcomers may have expectations and behaviors based on prior experience of schooling in foreign settings that may facilitate or inhibit their academic experience in United States schools. They understand that students may bring values, beliefs, and behaviors that provide special support for the process of schooling. For example, students from cultural backgrounds that emphasize peer sociability tend to work well in small groups.

Given these understandings, teachers capitalize on the cultural assets their students bring to school. Teachers also know that some students may have school experiences that differ markedly from schooling in the United States or have had no prior schooling. Such students require sensitive assistance and support. For example, a student schooled in China may be perplexed by the notion of choosing a project or by an active learning station. Teachers, therefore, assist such students in adjusting to school in ways that are culturally appropriate and facilitate a positive academic experience (pp. 15-16).

Exhibit reads: Ohio's ELP standards reflect support for the principle that language learning is cultural learning by expressing a rationale for this principle and providing external examples.

Contribution of Native Language Proficiency to Second Language Acquisition

ELs may come to school not only with limited English proficiency but also with limited proficiency in their native language, and this limitation has an impact on their acquisition of ELP. For example, students who are not literate in their native language can be particularly challenged in acquiring literacy in English because they have no foundation on which to build literacy concepts, such as knowledge about sound-letter correspondences or the characteristics of various literature genres. Conversely, students who arrive literate in their first language may transfer many of their literacy skills to English as they acquire the new language. Moreover, students who arrive with academic language and literacy skills may have further success in transferring those skills to English. Students from some language groups can also make use of cognates (along with context) to glean the meaning of new vocabulary, and students from all language groups may have to contend with interference from their first language in trying to comprehend or produce communication in English.

Fifteen sets of ELP standards included at least one reference to the influence of native language proficiency on English language acquisition; 3 of those sets of ELP standards showed more than occasional or modest attention to the influence of native language proficiency on English language acquisition.

Acknowledgment of the influence of native language proficiency on English language acquisition may include a statement such as “One of the most reliable indicators of success in acquiring English is the level of language development in the student’s first language. A student with a highly developed first language may take less time to acquire English than a student with low native language proficiency.” Fifteen sets of ELP standards (in use in 34 states) reflected this principle, even if only rarely (i.e., in at least one sentence); references to the influence of native language proficiency are often associated with information regarding language transfer, students’ level of formal education in their home countries, and literacy skills of the students and parents in their native languages. Three sets of ELP standards showed more than modest attention (one or more paragraphs) to the influence of native language proficiency on English language acquisition.

How Do States’ ELP Standards Support Access and Use?

Standards documents are meant to provide guidance for educators in designing and implementing curricula and instruction. Information and examples that help educators access and use the standards include explicit descriptions of classroom activities and performance expectations, as well as characterization of the complexities of the language-learning process (Massell 2001; Teachers of English to Speakers of Other Languages 2006). (The number of sets of ELP standards that include different types of support for access and use is summarized in Exhibit 14 and described below.)

**Exhibit 14.
Supports for Access and Use in States' ELP Standards Documents**

Types of Support for Access and Use	Sets of ELP Standards Providing Support
Offering specific suggestions for activities that teachers can use in their classrooms to address the ELP standards	6
Paying at least rare or little attention to the importance of meaningful language use and interaction as part of the acquisition process	31
Showing at least rare or little attention to cultural aspects of second language acquisition	23
Including at least rare or little reference to the influence of native language proficiency on English language acquisition	15
Exhibit reads: Six sets of ELP standards provided information and examples that help educators understand and use the standards including specific descriptions of classroom activities.	

Connections to Classroom Instruction and Performance Expectations

For educators to be able to apply ELP standards effectively in their classrooms, standards documents should include information that clarifies and exemplifies the concepts defined in the standards. Evidence of these types of supports for access to and use of ELP standards can include instructional suggestions and performance indicators.

Six sets of ELP standards (in use in 25 states) provided at least some specific suggestions for activities that teachers can use in their classrooms to address the ELP standards.

To make concrete what a standard means and help educators understand how to support acquisition of the standard, six sets of ELP standards provided multiple specific suggestions for activities that teachers can use in their classrooms. For example, the Missouri ELP standards present specific suggestions for demonstrating concepts of print in grade 1, including activities appropriate for use with students at each of five levels of proficiency (see Exhibit 15). This example not only offers teachers immediately useful suggestions for their classroom practice but presents a concrete developmental progression to help teachers understand how proficiency develops for, in this case, concepts of print. The WIDA standards employed a similar approach.

**Exhibit 15.
Instructional Suggestions Embedded in ELP Standards (Missouri)**

1 Develop and apply skills and strategies to the reading process					
A Grade 1					
Print Concepts	Demonstrate basic concepts of print <ul style="list-style-type: none"> spaces between words 				
	Basic Beginner	High Beginner	Low Intermediate	High Intermediate	Advanced/Proficient
	Identify spaces between words in an enlarged text. Activity: Follow a teacher model in identifying words in context and the spaces that occur between the words in a big book.	Identify spaces between words in an enlarged text independently. Activity: Locate words and spaces between the words. Copy words using appropriate spacing between each word with a partner.	Create a very simple short story using correct spacing between words. Activity: Write a very simple short story with a picture prompt using correct spacing between words in a small group.	Construct a short story using correct spacing between words. Activity: Write a simple short story, to match picture prompt, using text with correct spacing between words with a partner.	Illustrate and construct a short story using correct spacing between words. Activity: Draw a picture and write a simple story using text with correct spacing between words with minimal teacher guidance.

Exhibit reads: Missouri’s ELP standards indicate that for demonstrating concepts of print in grade 1, grade 1 ELs at the Basic Beginner level would be able to identify spaces between words in an enlarged text. A suggested activity is having the student follow a teacher model in identifying words in contexts and the spaces that occur between the words in a big book.

III. Summary and Conclusions

Summary

This survey of all states' ELP standards yielded information about how these standards were structured, which content areas were emphasized, how principles of second language acquisition were represented, and the extent to which ELP standards reflected academic language and included information to support their use. This survey answered four questions (see Exhibit 16 for a summary of the results of this survey) and provides basic, descriptive information that may be useful to those who will conduct in-depth research on ELP standards.

Grade-Range and Language Domain Structures

ESEA requires states to adopt or develop ELP standards that represent each of the four language domains of reading, writing, speaking and listening across the grade range of kindergarten through grade 12, and link to the achievement of academic content expectations. Researchers found evidence that all but two states met the requirement for representation of the language domains; the two exceptions did not make explicit references to these domains.

All but three sets of standards were organized by individual grades or clustered by grade ranges and only four of these sets of ELP standards included prekindergarten as well as K-12.

Explicit References to Academic Content Areas and the Achievement of Academic Expectations

Title III requires each state education agency to develop or adopt ELP standards that reflect the language that students need to access and achieve the expectations defined in academic content standards. This does not mean that ELP standards must align on a standard-by-standard basis with a state's academic content standards or even that this would be possible; rather, the ELP standards should connect to the content-area expectations. Researchers found evidence to suggest that 19 sets of ELP standards (used in 38 states) referenced academic content expectations in English language arts; of these, 11 also showed evidence of links to academic content expectations in mathematics, and 9 referenced expectations in science content. However, because a review of the academic standards for these states was beyond the scope of this survey, the research team could not confirm the quality of content references. What these data *do* suggest, however, is that about a third of the sets of ELP standards did not meet the *ESEA* requirement to link to the achievement of academic expectations; meanwhile, the strength and quality of the references in the other 19 sets of standards is not yet known.

**Exhibit 16a.
Summary of Results, Part 1**

Question	Characteristic	Sets of ELP Standards
How are states' ELP standards structured?	By grade level or grade clusters	28
	With separate sections for the four domains (reading, writing, speaking and listening)	20
To which content areas do states' ELP standards make explicit reference?	English language arts	19
	Math	11
	Science	9
	Social studies and history	4
How consistently do states' ELP standards reflect specific components of academic English?	Recognize that language varies across situations and purposes	26
	Emphasize academic English across three or more academic content areas	4

Question	Characteristic	Sets of Standards with Rare or Little Evidence	Sets of Standards with At Least Occasional or Modest Evidence	Sets of Standards with At Least Rare Evidence
How consistently do states' ELP standards reflect specific components of academic English?	Prevalence of and attention to phonological component	9	22	31
	Prevalence of and attention to lexical component	12	20	32
	Prevalence of and attention to grammatical component	3	29	32
	Prevalence of and attention to functional component	6	26	32

Exhibit reads: Twenty-eight sets of ELP standards were structured by grade level or grade cluster. For characteristics with more detailed ratings, 9 sets of ELP standards had rare or little prevalence of and attention to the phonological component of academic English and 22 sets of ELP standards had occasional or modest or more than occasional or modest prevalence of and attention to the phonological component; therefore, 31 of the 32 sets of ELP standards had at least rare or little prevalence of and attention to the phonological component.

**Exhibit 16b.
Summary of Results, Part 2**

Question	Characteristic	Sets of ELP Standards
How consistently do states' ELP standards support access and use?	Inclusion of specific suggestions for instruction	6 sets

Question	Characteristic	Number of States ^a and Sets of Standards with No Evidence	Number of States ^a and Sets of Standards with Rare or Little Evidence	Number of States ^a and Sets of Standards with At Least Occasional or Modest Evidence	Number of States ^a and Sets of Standards with At Least Rare Evidence
How consistently do states' ELP standards support access and use?	Attention to the importance of meaningful language use and interaction as part of the acquisition process	1 state 1 set	8 states 8 sets	42 states ^b 23 sets	50 states ^b 31 sets
	Attention to cultural aspects of second language acquisition	9 states 9 sets	31 states ^c 12 sets	11 states ^d 11 sets	42 states ^b 23 sets
	Inclusion of at least some reference to the influence of native language proficiency on English language acquisition	17 states 17 sets	7 states ^e 7 sets	27 states ^{b f} 8 sets	34 states ^b 15 sets

Exhibit reads: Six sets of ELP standards included multiple specific suggestions for instruction. For characteristics with more detailed ratings, 1 state (1 set of ELP standards) exhibited no evidence of attention to the importance of meaningful language use and interaction as part of the acquisition process, 8 states (8 sets of ELP standards) exhibited rare or little attention, and 42 states (23 sets of ELP standards, including the WIDA standards used by 20 states) exhibited occasional or modest or more attention to this principle; therefore, 50 of the 51 states and 31 of the 32 sets of ELP standards exhibited at least rare or little attention to the importance of meaningful language use and interaction as part of the acquisition process.

^a Because this information was frequently found in supplemental documents that varied among states within a consortium, these numbers represent the number of states

^b Includes the 20 WIDA states.

^c Specifically, 11 states referenced a single sentence on this principle, and 20 states, including 15 WIDA states, devoted a few sentences or a single paragraph. The set of standards for the WIDA states is recorded here.

^d 11 states, including 5 of the WIDA states whose supplementary documents distinguished them from other WIDA states, devoted more than a paragraph to this principle.

^e 7 states referenced a single sentence on this principle.

^f Specifically, 24 states devoted multiple sentences to this principle and 3 states devoted a paragraph or more.

The Components of Academic English Language

As indicated above, ELP standards varied in the degree to which they addressed academic language across multiple content areas. When considered in combination with the way in which ELP standards address language components, conceptualizations of ELP could be distributed across a continuum in which, at one end, ELP standards are essentially extensions of English language arts standards and do not reference any components of academic English for other content areas, to the other end at which ELP standards are clearly differentiated in their relation to components of academic language across three or more academic content areas.

Supports for Curriculum and Assessment Development

ELP standards are meant to support the development of curriculum and assessments that measure ELs' attainment of English language proficiency. Nearly all sets of ELP standards (31) underscored that language is best learned through meaningful interactions and 15 sets noted that students' native language can influence their acquisition of English language proficiency. Language was understood as being functional, as varying across contexts, and as developing interdependently across the four domains, but standards documents tended not to formally address the notion that language is cultural learning. Only six sets of ELP standards included specific suggestions for activities that reflect examples of language learning and how to support and measure it.

Conclusions

In conclusion, ELP standards varied considerably across states in their structure, the degree of explicit references to academic content, the prevalence of the components of academic language, and the presence of supports to aid instruction and assessment.

Most sets of ELP standards meet the basic *ESEA* requirements in terms of grade representation (28) and inclusion in some manner of the reading, writing, speaking and listening domains (30, with 20 sets of ELP standards organized into separate sections for each of the four domains). Further, most sets of ELP standards reflected some references to the English language arts content area, and many standards also reflected references to content in mathematics and science. Only 6 sets of ELP standards demonstrated supports for the instructional use of their ELP standards.

While this survey provides new information about the state of ELP standards, it did not yield evidence of whether ELP standards are actually effective in guiding instruction or producing improvements in student learning. The quality of implementation of states' ELP standards would be a key consideration in determining how effective such standards were in actually supporting students' acquisition of ELP and academic achievement, but was not the focus of the present study.

Fifty of the 51 states have adopted new ELP standards since the 2001 reauthorization of *ESEA*; this suggests that this legislation played a role in the very existence of state ELP standards. Since nearly half the states (20 in the 2008–09 school year and increasing to 23 in 2009–10) have chosen to adopt the WIDA ELP standards and assessments, many states appear to be open to collaboration and interstate supports in the definition and assessment of ELP. On the other hand, some states have developed what they believe to be strong ELP standards on their own and may prefer to continue independently.

In the years to come, states are likely to engage in another round of revisions to their ELP standards. In the near term, the Common Core State Standards (CCSS) Initiative (<http://www.corestandards.org/>) has presented states with the opportunity to opt into a set of academic content expectations in mathematics and English language arts that will be used in common by the vast majority of states across the country. We would expect that the CCSS will influence the content and content linkages that states include in their ELP standards; indeed, WIDA and some other states, are already exploring ways to adjust their ELP standards work to better reflect the Common Core. In addition, as the number and proportion of ELs in American classrooms continue to grow, states will increasingly be called upon to ensure that ELP standards support their ELs' acquisition of academic English language proficiency through such explicit linkages.¹⁸

18. States, of course, must comply with the civil rights laws as they support their ELs' acquisition of academic English language proficiency. This document, however, is not intended to provide policy or guidance with respect to the legal requirements for compliance with Title VI of the Civil Rights Act of 1964 and the Equal Educational Opportunities Act of 1974. For information with respect to Title VI of the Civil Rights Act of 1964 please consult the Department of Education's Office for Civil Rights (see www.ed.gov/ocr) or the Department of Justice's Educational Opportunities Section for information with respect to the Equal Educational Opportunities Act of 1974 (see www.justice.gov/crt/about/edu/).

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**APPENDIX A:
DESCRIPTION OF DATA COLLECTION
AND THE SURVEY PROTOCOL**

Appendix A: Description of Data Collection and the Survey Protocol

Collection of ELP Standards and Documentation

In the spring and summer of 2009, each state's ELP standards and all supplemental documents pertaining to ELP standards as implemented in the 2008–09 school year were collected from the sources listed in Appendix B. In most cases, all necessary documentation was available from a state's website. Researchers contacted states directly when documentation was missing or it was unclear which documents related to 2008–09.

In 2008–09, 20 states were members of the WIDA Consortium and, therefore, shared common ELP standards. For these states, a single survey of the WIDA standards counted as the survey across all 20 member states. When a WIDA state also offered state-specific supplemental documents, these documents were surveyed.

Development and Application of the Protocol

The first step in the development of the survey protocol involved an extensive literature review to clarify federal requirements for states' ELP standards and assessments, and to identify key concepts related to the content and structure of standards from contemporary second language acquisition theory. This information was then used to develop a draft protocol, on which three researchers were trained. Researchers piloted the protocol independently with the ELP standards for four states. The researchers' ratings for these four states were compared and discussed, and as a result, some minor modifications were made to the draft protocol.

Prior to the full survey, the researchers were once again trained on the protocol. Of the three researchers, two conducted initial surveys and the third reconciled any differences between the first two researchers' ratings. The individuals selected to serve as raters were chosen for their expertise in second language acquisition, language, and extensive experience working on curriculum and state standards for ELs.

The ratings were compiled from the two researchers by a fourth researcher, who identified discrepancies between the two sets of ratings and created a form for the third researcher to record reconciliation ratings. The third researcher independently rated each of the characteristics for which the first two researchers' ratings were not an exact match. Data analyses were conducted using a Microsoft Access database.

Inter-rater agreement was calculated for the researchers twice, at the end of the pilot survey and at the end of the final survey. At the end of the pilot survey, the researchers had an exact or adjacent match inter-rater agreement rate of 0.71 for questions in the protocol that did not require open-ended responses. At the end of the final survey, the inter-rater agreement rate was 0.69 for exact matches and 0.92 for matches that were either exact or discrepant by only 1 point on the 4-point rubric that included a No Evidence rating.

**APPENDIX B:
SOURCES FOR STATES'
ELP STANDARDS DOCUMENTS**

Appendix B: Sources for States' ELP Standards Documents

This appendix provides access to those documents included in the survey. In the spring and summer of 2009, each state's ELP standards and all supplemental documents¹⁹ pertaining to ELP standards as implemented in the 2008–09 school year were collected from the sources listed below. The following list of the URLs of each state's ELP standards provides either a direct link to the state's ELP standards or a link to the state's department of education website with further directions for accessing the standards noted below.

Exhibit B–1. List of State ELP Standards Websites	
State	URL Address of State ELP Standards
Alabama	See URL for WIDA.
Alaska	http://www.eed.state.ak.us/tls/assessment/elp/ELPStandards/ELPBOOKFinalMarch2006.pdf
Arizona ^b	http://www.ade.az.gov/standards/otherstandards.asp
Arkansas	http://arkansased.org/educators/pdf/eng_proficiency_2006_052908.pdf
California	http://www.cde.ca.gov/be/st/ss/documents/englangdevstnd.pdf
Colorado	http://www.cde.state.co.us/cde_english/download/ELDStandardsApril2005.pdf
Connecticut ^a	http://www.sde.ct.gov/sde/cwp/view.asp?a=2618&q=320848
Delaware	See URL for WIDA.
Florida	http://etc.usf.edu/flstandards/la/new-pdfs/elp-k-8.pdf
Georgia	See URL for WIDA.
Hawaii	See URL for WIDA.
Idaho	http://www.sde.idaho.gov/site/lep/guidance_docs/Idaho_Map_073106.pdf
Illinois	See URL for WIDA.
Indiana	http://dc.doe.in.gov/Standards/AcademicStandards/PrintLibrary/docs-elp/2003-10-1-elpstandards.pdf
Iowa ^a	http://www.iowa.gov/educate/index.php?option=com_content&task=view&id=683&Itemid=1391#guides
Kansas ^a	http://www.ksde.org/Default.aspx?tabid=3444
Kentucky	See URL for WIDA.
Louisiana ^a	http://www.doe.state.la.us/lde/eia/487.html
Maine	See URL for WIDA.
Maryland ^b	http://mdk12.org/instruction/curriculum/elp/index.html
Massachusetts	http://www.doe.mass.edu/ell/benchmark.pdf
Michigan	http://www.michigan.gov/documents/English_Lang_153694_7_Proficiency_Standards.pdf
Minnesota	http://education.state.mn.us/mdeprod/groups/EnglishLang/documents/Publication/008542.pdf
Mississippi	See URL for WIDA.
Missouri	http://www.dese.mo.gov/divimprove/fedprog/discretionarygrants/bilingual-esol/elpstandards/documents/elpmissourielpstandardscomplete_03_2008.pdf
Montana	Not available online; retrieved through state department.
Nebraska	http://www.education.ne.gov/NATLORIGIN/PDF/ELL%20GUIDELINES%20FALL%202004.pdf

continued next page

19. A list of the supplemental documents reviewed is available upon request.

Exhibit B–1. List of State ELP Standards Websites (continued)

State	URL Address of State ELP Standards
Nevada ^b	http://nde.doe.nv.gov/Standards_EnglishSecLang_Standards.html
New Hampshire	See URL for WIDA.
New Jersey	See URL for WIDA.
New Mexico	http://www.ped.state.nm.us/BilingualMulticultural/di08/NMEnglishLanguageDevStandards.pdf
New York	http://www.emsc.nysed.gov/biling/resource/ESL/06PerInd.pdf
North Carolina	See URL for WIDA.
North Dakota	See URL for WIDA.
Ohio ^a	http://education.ohio.gov/GD/Templates/Pages/ODE/ODEDetail.aspx?Page=3&TopicRelationID=500&Content=57197
Oklahoma	See URL for WIDA.
Oregon	http://www.ode.state.or.us/teachlearn/standards/elp/files/all.pdf
Pennsylvania	See URL for WIDA.
Rhode Island	See URL for WIDA.
South Carolina ^a	http://ed.sc.gov/agency/Accountability/Federal-and-State-Accountability/old/fp/ESOLTitleIII.html
South Dakota	See URL for WIDA.
Tennessee	http://www.state.tn.us/education/fedprog/doc/fpeslcurriculum.pdf
Texas	http://ritter.tea.state.tx.us/rules/tac/chapter074/ch074a.html#74.4
Utah	http://www.schools.utah.gov/curr/ELLALS/documents/EnglishLanguageLearnersPS.pdf
Vermont	See URL for WIDA.
Virginia	See URL for WIDA.
Washington ^b	http://www.k12.wa.us/MigrantBilingual/ELD.aspx
Washington, DC	See URL for WIDA.
West Virginia	http://wvde.state.wv.us/policies/p2417.pdf
WIDA ^b	http://www.wida.us/standards/elp.aspx
Wisconsin	See URL for WIDA.
Wyoming	http://www.k12.wy.us/FP/title3/Wy_ELD_ELA.pdf
<p>^a The URL directs you to the state’s department of education website, and you must then follow a link to download the document in PDF or Word format.²⁰</p> <p>^b The URL directs you to the state’s department of education website, where you must click on multiple links to access the multiple standards documents.</p>	

20. Click on “English Language Learner Framework—State Board Approved 11/05” to access Connecticut standards. Click on “Guidelines for Implementing English Language Proficiency Standards in Iowa” to access Iowa standards. Download “Kansas ESOL Curricular Standards 2004” to access Kansas standards. Click on “English Language Development Standards—Bulletin 112” to access Louisiana standards. Click on “Ohio English Language Proficiency (ELP) Standards” to access Ohio standards. Click on “South Carolina ESOL Standards” to access South Carolina standards.

APPENDIX C: SURVEY DESIGN

Appendix C: Survey Protocol

The following represents a replication of the Microsoft Access forms that the researchers used to complete the survey of all states' ELP standards. Each researcher filled out the following forms for each state.

Header Sheet

State:	<input type="text"/>
Consortium Affiliation:	<input type="checkbox"/> WIDA <input type="checkbox"/> ELDA <input type="checkbox"/> Former Mountain West <input type="checkbox"/> No Affiliation
ELP Test:	<input type="checkbox"/> Access <input type="checkbox"/> ELDA <input type="checkbox"/> LAS Links <input type="checkbox"/> Custom
Approach to Development of ELP Standards:	<ol style="list-style-type: none">1. Focus on social language of school and some aspects of academic language2. Focus on social and academic language of school and based on English/Language Arts (ELA) standards3. Approach 2 with some additional focus on other academic content areas beyond ELA4. Integrated content area standards with academic English focus
Number of Proficiency Levels:	<input type="text"/>
Name of 1 st Proficiency Level:	<input type="text"/>
Year Standards Were Published:	<input type="text"/>
Use of Terms :	<input type="checkbox"/> ELP <input type="checkbox"/> ELD <input type="checkbox"/> ESL <input type="checkbox"/> ESOL
Page Numbers:	<input type="checkbox"/> 0-20 pages <input type="checkbox"/> 21-50 pages <input type="checkbox"/> 51-100 pages <input type="checkbox"/> 101-200 pages <input type="checkbox"/> 201-400 pages <input type="checkbox"/> 401+ pages
Pre-K/K ELP Standards:	<input type="checkbox"/> Has Pre-K and K <input type="checkbox"/> Has K <input type="checkbox"/> Does not have Pre-K or K
Grade Clusters:	<input type="text"/>

Critical Question 1: How do the ELP standards reflect the four domains of reading, writing, speaking, and listening?

Organization of Domains Within Standards:

<input type="checkbox"/> Standards combine all four domains	▼
<input type="checkbox"/> Standards combine only listening and speaking	
<input type="checkbox"/> Standards are separated by all four domains	
<input type="checkbox"/> Other/Not Specified	

Critical Question 2: How are the ELP standards organized and formatted? What indicators are provided that demonstrate clarity and specificity within the ELP standards?

Standards Structured According to:

<input type="checkbox"/> Grade Cluster	▼
<input type="checkbox"/> Proficiency Level	
<input type="checkbox"/> Language Domain	
<input type="checkbox"/> Content Area	

Types of Introductions Included in Standards:

<input type="checkbox"/> Comprehensive introduction	▼
<input type="checkbox"/> Brief introduction	
<input type="checkbox"/> Limited to no introduction	

Formatting, Clarity, and Specificity:

<input type="checkbox"/> Well formatted, clearly written, and sufficiently specific	▼
<input type="checkbox"/> Elements of being well formatted, clearly written, and/or sufficiently specific	
<input type="checkbox"/> Some evidence of being formatted, clear, and/or specific	

Critical Question 3: How do the ELP standards reflect the academic language needed for success in the academic content areas? What dimensions of academic language are emphasized and in what content areas?

Dimensions of Academic Language Emphasized:

<input type="checkbox"/> General Academic Vocabulary	▼
<input type="checkbox"/> Content Area Vocabulary	


Content Area(s) Emphasized:


<input type="checkbox"/> English/Language Arts	▼
<input type="checkbox"/> Mathematics	
<input type="checkbox"/> Science	
<input type="checkbox"/> Social Studies/History	

Evidence of General Academic Vocabulary and Content Area Vocabulary:


<input type="checkbox"/> Prevalence of general academic vocabulary and content area vocabulary	▼
<input type="checkbox"/> Observable attention to general academic vocabulary and some content area vocabulary	
<input type="checkbox"/> Observable attention to general academic vocabulary	
<input type="checkbox"/> Non-presence of general academic vocabulary and content area vocabulary	


Critical Question 4: Are there explicit linkages between the ELP standards and the state’s content standards in core subjects? What form do these linkages take?

Explicit Linkages: Yes No 


Linkages to Content Area(s): English/Language Arts Mathematics Science Social Studies/History 


Critical Question 5: Do the ELP standards include specific examples or tools to help guide and support curriculum and instruction for ELLs in English language development and core content? What forms do these supports take (e.g. performance descriptors, curricular suggestions, lesson guides, etc.)? Are the standards measurable and stated in a way that supports their assessment?


Support for Instruction: Performance Descriptors Curricular Suggestions Lesson Guides 


Instructional Support for Content Area(s): English/Language Arts Mathematics Science Social Studies/History 


Critical Question 6: What specific linguistic skills and language functions are incorporated into the ELP standards? How do these vary across language domains and proficiency levels?

Prevalence of/Attention to Language Skills and Functions by Component – *Phonological Component (sounds, stress, intonation)*: High to Moderate Prevalence of/Attention to Component Throughout Standards Limited Attention Throughout Standards 

Prevalence of/Attention to Language Skills and Functions by Component – *Lexical Component (meaning of words)*: High to Moderate Prevalence of/Attention to Component Throughout Standards Limited Attention Throughout Standards 

Prevalence of/Attention to Language Skills and Functions by Component – *Grammatical Component (morphemes, syntax, rules of punctuation)*: High to Moderate Prevalence of/Attention to Component Throughout Standards Limited Attention Throughout Standards 

Prevalence of/Attention to Language Skills and Functions by Component – *Functions Component (function of language)*: High to Moderate Prevalence of/Attention to Component Throughout Standards Limited Attention Throughout Standards 

Prevalence of/Attention to Language Skills and Functions by Component – *Discourse Component (beyond sentence level, new topics, transitions)*: High to Moderate Prevalence of/Attention to Component Throughout Standards Limited Attention Throughout Standards 

Critical Question 7: What principles of second language development and acquisition (as delineated by TESOL) are reflected in the ELP standards and how are such principles incorporated into their standards documents?

Description of Principle 1: Language is Functional:

Language, oral and written, is primarily a means of communication used by people in multiple and varied social contexts to express themselves, interact with others, learn about the world, and meet their individual and collective needs. Successful language learning and language teaching emphasize the goal of functional proficiency. This is a departure from traditional pedagogical approaches that view language learning and teaching primarily as mastery of the elements of language, such as grammar and vocabulary, without reference to their functional usefulness. Therefore, what is most important for ESOL learners is to function effectively in English and through English while learning challenging academic content.

Presence of Principle 1: Language is Functional:

<input type="checkbox"/> High prevalence <input type="checkbox"/> Moderate prevalence <input type="checkbox"/> Limited prevalence <input type="checkbox"/> Non-presence	▼
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Description of Principle 2: Language Varies:

Language, oral and written, is not monolithic; it comes in different varieties. Language varies according to person, topic, purpose, and situation. Everyone is proficient in more than one of these social varieties of their native language. Language also varies with respect to regional, social class, and ethnic group differences. Such language varieties are characterized by distinctive structural and functional characteristics, and they constitute legitimate and functional systems of communication within their respective sociocultural niches. Additionally, language varies from one academic domain to another -- the language of mathematics is different from the language of social studies. As competent language users, ESOL students already use their own language varieties. They must also learn the oral and written language varieties used in schools and in the community in large. What is most important for ESOL learners is to function effectively in academic environments, while retaining their own native language varieties.

Presence of Principle 2: Language Varies:

<input type="checkbox"/> High prevalence <input type="checkbox"/> Moderate prevalence <input type="checkbox"/> Limited prevalence <input type="checkbox"/> Non-presence	▼
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Description of Principle 3: Language Learning is Cultural Learning:

Patterns of language usage vary across cultures and reflect differences in values, norms, and beliefs about social roles and relationships in each culture. When children learn their first language, they learn the cultural values, norms, and beliefs that are characteristic of their cultures. To learn another language is to learn new norms, behaviors and beliefs that are appropriate in the new culture, and thus to extend one's sociocultural competence to new environments. To add a new language, therefore, is to add a new culture. Learning a new language and culture also provides insights into one's own language and culture. This is important for ESOL students because general education in U.S. schools tends to reflect a culture other than their own. If ESOL students are to attain the same high standards as native-English-speaking students, educational programs must be based on acknowledgment of, understanding of, respect for, and valuing of diverse cultural backgrounds. What is important for all language learners is to develop attitudes of additive bilingualism and biculturalism.

Presence of Principle 3: Language Learning is Cultural Learning:

<input type="checkbox"/> High prevalence <input type="checkbox"/> Moderate prevalence <input type="checkbox"/> Limited prevalence <input type="checkbox"/> Non-presence	▼
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Critical Question 7: What principles of second language development and acquisition (as delineated by TESOL) are reflected in the ELP standards and how are such principles incorporated into their standards documents?

Description of Principle 4: Language Acquisition is a Long-Term Process:

Language acquisition occurs over time with learners moving through developmental stages and gradually growing in proficiency. Individual learners however move through these stages at variable rates. Rates of acquisition are influenced by multiple factors including an individual's educational background, first language background, learning style, cognitive style, motivation, and personality. In addition, sociocultural factors, such as the influence of the English or native language community in the learner's life, may play a role in acquisition. In many instances, learners "pick up" conversation skills related to social language more quickly than they acquire academic language skills. Educational programs must recognize the length of time it takes to acquire the English language skills necessary for success in school. This means that ESOL learners must be given the time it takes to attain full academic proficiency in English, often from 5 to 7 years.

Presence of Principle 4: Language Acquisition is a Long-Term Process:

- High prevalence
- Moderate prevalence
- Limited prevalence
- Non-presence



Description of Principle 5: Language Acquisition Occurs Through Meaningful Use and Interaction:

Research in first and second language acquisition indicates that language is learned most effectively when it is used in significant and meaningful situations as learners interact with others (some of whom should be more proficient than the learners are) to accomplish their purposes. Language acquisition takes place as learners engage in activities of a social nature with opportunities to practice language forms for a variety of communicative purposes. Language acquisition also takes place during activities that are of a cognitive or intellectual nature where learners have opportunities to become skilled in using language for reasoning and mastery of challenging new information. This means that ESOL learners must have multiple opportunities to use English, to interact with others as they study meaningful and intellectually challenging content, and to receive feedback on their language use.

Presence of Principle 5: Language Acquisition Occurs Through Meaningful Use and Interaction:

- High prevalence
- Moderate prevalence
- Limited prevalence
- Non-presence



Description of Principle 6: Language Processes Develop Interdependently:

Traditional distinctions among the processes of reading, listening, writing, and speaking are artificial. So is the conceptualization that language acquisition as linear (with listening preceding speaking, and speaking preceding reading, and so forth). Authentic language often entails the simultaneous use of different language modalities, and acquisition of functional language abilities occurs simultaneously and interdependently, rather than sequentially. Thus, for example, depending on the age of the learner, reading activities may activate the development of speaking abilities, or vice versa. Additionally, listening, speaking, reading, and writing develop as learners engage with and through different modes and technologies, such as computers, music, film, and video. This means that ESOL learners need learning environments that provide demonstrations of the interdependence of listening, speaking, reading, and writing. They also need to develop all of their language abilities through the use of varied modes and technologies.

Presence of Principle 6: Language Processes Develop Interdependently:

- High prevalence
- Moderate prevalence
- Limited prevalence
- Non-presence



Critical Question 7: What principles of second language development and acquisition (as delineated by TESOL) are reflected in the ELP standards and how are such principles incorporated into their standards documents?

Description of Principle 7: Native Language Proficiency Contributes to Second Language Acquisition:

Because, by definition, ESOL students know and use at least one other language, they have acquired an intuitive understanding of the general structural and functional characteristics of language. They bring this knowledge to the task of second language learning. Some ESOL students also come to the task of learning English and learning content through English already literate in their native languages. These learners know what it means to be literate -- they know that they can use written forms of language to learn more about the world, to convey information and receive information from others, to establish and maintain relationships with others, and to explore the perspectives of others. Literacy in the native language correlates positively with the acquisition of literacy in a second language. In addition, academic instruction that includes the use of ESOL students' native languages, especially if they are literate in that language, promotes learners' academic achievement while they are acquiring the English needed to benefit fully from instruction through English. Native language literacy abilities can assist ESOL students in English-medium classrooms to construct meaning from academic materials and experiences in English. And, in learning a new language, students also learn more about their native tongue. This means that for ESOL learners the most effective environments for second language teaching and learning are those that promote ESOL students' native language and literacy development as a foundation for English language and academic development.

Presence of Principle 7: Native Language Proficiency Contributes to Second Language Acquisition:

<input type="checkbox"/> High prevalence <input type="checkbox"/> Moderate prevalence <input type="checkbox"/> Limited prevalence <input type="checkbox"/> Non-presence	▼
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Description of Principle 8: Bilingualism is an Individual and Societal Asset:

Acquisition of two languages simultaneously is a common and normal developmental phenomenon and that acquisition of a second (or third) language can confer certain cognitive and linguistic advantages on the individual. To realize these benefits, however, advanced levels of proficiency in both languages are necessary. Therefore, the most effective educational environments for ESOL learners are those that promote the continued development of learners' primary languages for both academic and social purposes. In addition, as noted earlier, bilingual proficiency enhances employment possibilities in the international marketplace and enhances the competitive strength of U.S. industry and business worldwide. This means that bilingualism benefits the individual and serves the national interest, and schools need to promote the retention and development of multiple languages.

Presence of Principle 8: Bilingualism is an Individual and Societal Asset:

<input type="checkbox"/> High prevalence <input type="checkbox"/> Moderate prevalence <input type="checkbox"/> Limited prevalence <input type="checkbox"/> Non-presence	▼
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